



Homelessness and Rough Sleeping Sub Committee

Date: MONDAY, 3 OCTOBER 2022

Time: 11.00 am

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

Members:

Deputy Marianne Fredericks (Chairman)	Helen Fentimen
Henrika Priest (Deputy Chairman)	Paul Kennedy
Joanna Tufuo Abeyie	Alderman Bronek Masojada
Deputy John Absalom	Eamonn Mullally
James Bromiley-Davis	Jillian Reid, Safer City Strategic Partnership (CoIC Officer)
Anne Corbett	Ruby Sayed
Mary Durcan	Mark Wheatley

Enquiries: Chloe Ainsworth
Chloe.Ainsworth@cityoflondon.gov.uk

Accessing the virtual public meeting

Members of the public can observe this public meeting at the below link:

<https://youtu.be/3AqrjH2ezfg>

A recording of the public meeting will be available via the above link following the end of the public meeting for up to one civic year. Please note: Online meeting recordings do not constitute the formal minutes of the meeting; minutes are written and are available on the City of London Corporation's website. Recordings may be edited, at the discretion of the proper officer, to remove any inappropriate material.

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 4 July 2022.

For Decision
(Pages 5 - 8)

4. **OUTSTANDING ACTIONS**

Members are asked to note the Sub-Committee's outstanding actions.

For Information
(Pages 9 - 10)

5. **CITY OF LONDON POLICE UPDATE**

The Commissioner of the City of London Police to be heard.

For Information

6. **ROUGH SLEEPING ANNUAL PERFORMANCE REPORT 2021 - 22**

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

For Information
(Pages 11 - 30)

7. **STATUTORY HOMELESSNESS SUMMARY REPORT**

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

For Information
(Pages 31 - 48)

8. **STRATEGY UPDATE REPORT**

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

For Information

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

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

11. **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

12. **NON-PUBLIC MINUTES**

To agree the non-public minutes of the meeting held on 4 July 2022.

For Decision
(Pages 49 - 50)

13. **CITY OF LONDON POLICE NON-PUBLIC UPDATE**

The Commissioner of the City of London Police to be heard.

For Information

14. **ROUGH SLEEPING ASSESSMENT CENTRE - CAPITAL FUNDING SHORTFALL**

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

For Information
(Pages 51 - 58)

15. **SAFEGUARDING ADULT REPORT**

Report of Independent Chair of the Safeguarding Adults Board.

For Information
(Pages 59 - 80)

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

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

HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Monday, 4 July 2022

Minutes of the meeting of the Homelessness and Rough Sleeping Sub Committee held at the Guildhall EC2 at 2.00 pm

Present

Members:

Deputy Marianne Fredericks (Chairman)	Helen Fentimen
Henrika Priest (Deputy Chairman)	Alderman Bronek Masojada
Anne Corbett	Eamonn Mullally
Mary Durcan	Jillian Reid

Officers:

Chloe Ainsworth	- Town Clerk's Department
Jack Deeprise	- Community and Children's Services Department
Chris Pelham	- Department of Community and Children's Services
Will Norman	- Department of Community and Children's Services
Kirsty Lowe	- Community & Children's Services Department

1. **APOLOGIES**

The Chair introduced the new Clerk of this Sub Committee, Chloe Ainsworth.

Apologies were received from James Bromiley-Davis and Mark Wheatley.

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

There were no declarations.

3. **MINUTES**

Members agreed that a comma should be removed from paragraph 11b.

RESOLVED - That the minutes of the meeting held on 9 May 2022 be approved.

4. **OUTSTANDING ACTIONS**

Members received the Sub Committee's outstanding actions list and the following updates were noted:

- A number of actions were marked as complete.
- Officers would be providing an update on the Private Rent Sector Framework in the scheduled training session following the conclusion of the meeting.

- The Town Clerk would circulate a survey to Members to identify future meeting dates and start times.
- A verbal update on the Capital Projects. Members were informed that a visit to the Grange Road Hostel site was being arranged for Members in September.
- The Homelessness Fatality Review would be available to Members at the next meeting.

RESOLVED – That the report be noted.

5. **CITY OF LONDON POLICE UPDATE**

Members received an update of the Commissioner of the City of London Police (CLP) and the following points were made:

- a) CLP was not able to progress the meeting to review Operation Luscombe due to staffing issues. The meeting will now take place before the end of July.
- b) The Metropolitan Police will participate in the review, which will begin in the Southwark Borough. They have also encouraged boroughs Bethnal Green and Hackney to reconsider using Operation Luscombe, which will ensure a consistent approach in the boroughs surrounding the London metropolitan area.
- c) CLP met with the British Transport Police to discuss their commitment to using Luscombe.
- d) CLP have secured two days for Officers to issue Luscombe tickets to people found begging within the City.

RESOLVED - That the update be noted.

6. **ANNUAL ROUGH SLEEPER SNAPSHOT 2021 REPORT**

The Sub Committee received a report of the Director of Community and Children's Services concerning national and localised data released and analysed by the Department for Levelling Up, Housing and Communities in relation to the 2021 Rough Sleeping Snapshot.

It was reported that the City of London has seen a third annual reduction in Rough Sleeping Snapshot numbers.

A Member noted that the report's findings of a reduction in rough sleeping contradicts the general perception of the public. It was noted that there is a lack of understanding about the difference between homelessness, rough sleeping and begging.

The Sub Committee discussed the importance of communications in sharing the work that is being carried out to reduce homelessness. Members noted that

the City of London Corporation website would be updated to provide information about this work.

A Member noted that the rough sleeping snapshot for England showed that the figures for rough sleeping in the North East were significantly lower than other regions and questioned if there was a practice that the City of London could emulate. Officers informed the Sub Committee that they would explore this.

In response to a question, Members were informed of the methods Officers can use to identify those who may fall into homelessness.

RESOLVED – That the report be noted.

7. **ANNUAL SEVERE WEATHER EMERGENCY PROTOCOL (SWEP) REPORT 2021**

Members received a report of the Director of Community and Children's Services, which was an accompanying report to the Thames Reach SWEP Review 2021 – 22.

RESOLVED – That the report be noted.

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

There were no questions.

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

There was no other business.

10. **EXCLUSION OF THE PUBLIC**

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

Item no	Para no
11-14	3

11. **CITY OF LONDON POLICE NON-PUBLIC UPDATE**

There was no non-public update from the Police.

12. **ROUGH SLEEPING INITIATIVE GRANT FUNDING 2022-2025**

The Sub Committee received a report of the Director of Community and Children's Services providing details on the various City of London (CoL) interventions funded through the Rough Sleeping Initiative (RSI) grant 2022 – 2025.

RESOLVED – That the report be noted.

13. QUESTIONS RELATING TO THE WORK OF THE SUB-COMMITTEE WHILE THE PUBLIC ARE EXCLUDED

There were no non-public questions.

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

There was no other business.

The meeting closed at 2.43 pm

Chairman

**Contact Officer: Chloe Ainsworth
chloe.ainsworth@cityoflondon.gov.uk**

Homelessness and Rough Sleeping Sub Committee – Outstanding Actions
October 2022 update

Action Number	Agenda Item	Action	Progress Update
14/21/HRS	7. Private Rental Sector Framework Summary Report	A workshop be arranged between Committee Members and private rented sector partners to share learning and best practice about the new and innovative approach.	Completed - Was picked up in induction session on 4 July.
18/21/HRS	19. Any Other Business (Non-Public)	Committee Members' views to be sought on future meeting start times.	Completed - Town Clerk circulated on 17 August, received 11 responses with majority votes for 11am.
3/22/HRS	8: Annual Street Count Report	<p>Details regarding the annual street count to be publicised by the Communications Team.</p> <p>A document providing a holistic view of the City of London's homelessness pathways be presented to the Sub-Committee on 9 May 2022</p>	<p>Completed (Communications Team)</p> <p>Completed (Head of Homelessness, Prevention and Rough Sleeping)</p> <p>The Sub Committee received the Annual Street Count Report at meeting on 4 July 2022.</p>
4/22/HRS	16: Capital Projects Update (Non-Public)	Details of the planning application for the City Assessment Centre to be shared with Committee Members when available.	<p>Completed (Assistant Director People)</p> <p>The Sub Committee received an update at meeting on 4 July 2022.</p>
5/22/HRS	17. Homelessness and Drugs	An informal discussion session be delivered to the Sub-Committee, Police Authority Board and Safer City Partnership around the arrangements in place in the City of London to disrupt drug supply and support individuals affected by drug misuse	Russell Pengelly, Deputy Director of Public Health/City of London Police, to deliver in December 2022 meeting.
6/22/HRS	21. Homelessness Fatality Review	Updates to be provided to the City and Hackney Public Health team and Bridge House Estates Board as outlined in the confidential minutes.	<p>To be actioned (Head of Homelessness, Prevention and Rough Sleeping)</p> <p>Final report to be made available for the meeting of 3 October 2022.</p>

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Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee	03/10/2022
Subject: Rough Sleeping Annual Performance Report 21–22	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1, 2, 3, 4, 11
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
Report of: Andrew Carter, Director of Community and Children’s Services	For Information
Report author: Jack Deeprise, Rough Sleeping Co-ordinator	

Summary

This report presents data, analysis and a brief narrative related to rough sleeping in the City of London (CoL) based on the Combined Homelessness and Information Network (CHAIN) Annual Summary for 2020/21, with some reference to previous annual CoL data, and neighbouring borough comparisons. This report shows a minor increase of 6.3% in annual total individual rough sleeper numbers between 2020/21 and 2021/22. This increase was not in line with neighbouring boroughs for this annual reporting period, or the Greater London average. This report aims to place this annual increase in a wider context, while also analysing the constituent categories of this annual rough sleeping increase to help illustrate the rise in rough sleeping against CoL’s neighbours.

This report shows that, while rough sleeping has not decreased in CoL in 2021/22 overall, it has decreased at a comparable and often larger rate overall since 2018/19 compared to boroughs neighbouring CoL and by a factor of 2.64 when compared to the Greater London average.

This report also highlights the disproportionate increases in new rough sleepers, (both identifiable and unidentifiable), to CoL 2021/22, and how the rise in this cohort by 25% is the main factor in an increase in total rough sleepers. All neighbouring boroughs that saw large increases in total rough sleeping 2021/22 also saw large decreases in new rough sleepers, while CoL saw a large increase in this cohort.

Q4 rough sleeping numbers fell considerably across all categories in this annual reporting period.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

- In 2018/19 the CoL was the 4th highest placed London local authority for annual total individual rough sleepers. In 2019/20 CoL was placed 7th for total rough sleepers against other boroughs. In the 2020/21 CHAIN annual figures, CoL placed 13th against all boroughs listed on the Greater London Authority (GLA) annual summary, after a 19.4% reduction in annual total individual rough sleepers against the previous year. For 2021/22, CoL has returned to 7th place in the list of London borough annual rough sleeping numbers, after a minor rise of 6% in comparative numbers. The tables below show the top 15 rough sleeping annual numbers across London boroughs, with the CoL's position highlighted for context.

2018/19		
1	Westminster	2512
2	Camden	815
3	Newham	612
4	City of London	441
5	Southwark	435
6	Ealing	382
7	Lambeth	363
8	Tower Hamlets	316
9	Heathrow	283
10	Islington	276
11	Croydon	274
12	Ken. & Chel.	265
13	Haringey	253
14	Brent	248
15	Redbridge	214

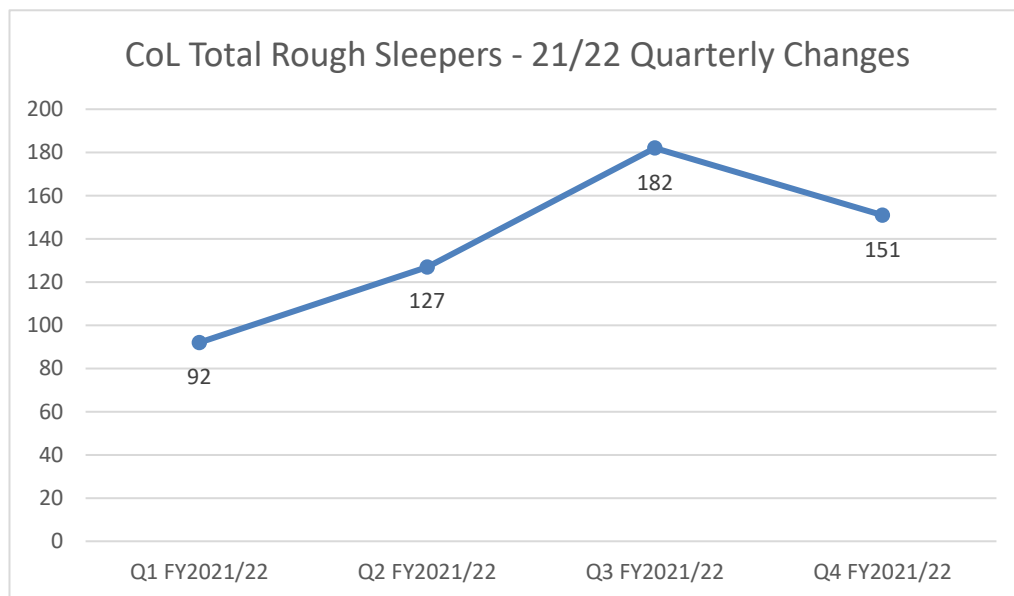
2019/20		
1	Westminster	2757
2	Newham	724
3	Camden	639
4	Southwark	548
5	Ealing	493
6	Tower Hamlets	459
7	City of London	434
8	Lambeth	431
9	Islington	367
10	Redbridge	330
11	Haringey	316
12	Brent	306
13	Ken. & Chel.	275
14	Croydon	270
15	Hackney	266

2020/21		
1	Westminster	2162
2	Camden	630
3	Ealing	624
4	Lambeth	581
5	Newham	578
6	Southwark	567
7	Haringey	405
8	Wandsworth	401
9	Tower Hamlets	400
10	Islington	388
11	Redbridge	380
12	Brent	374
13	City of London	350
14	Hackney	350
15	Enfield	326

2021/22		
1	Westminster	1698
2	Camden	666
3	Ealing	448
4	Lambeth	438
5	Newham	428
6	Southwark	388
7	City of London	372
8	Tower Hamlets	297
9	Brent	283
10	Croydon	271
11	Haringey	268
12	Lewisham	264
13	Wandsworth	264
14	Redbridge	247
15	Islington	238

2. During the annual reporting period of 2021/22, CoL saw quarterly increases in rough sleepers throughout the second and third quarters of the year. (This is discussed and analysed further in Q2 and Q3 Performance Reports submitted to this Sub-Committee on 6th December 2021 and 14th February 2022 respectively.
3. Q4 2021/22 saw a fall in total rough sleeping numbers against the previous quarter. Illustrated below are the quarterly changes of rough sleeping numbers throughout each quarter of this annual reporting period.

Date	Sum of Total Clients	Percentage Change
Q1 FY2021/22	92	-9.80%
Q2 FY2021/22	127	38.00%
Q3 FY2021/22	182	43.30%
Q4 FY2021/22	151	-17%



4. Terminology

This report uses data drawn from the CHAIN database, managed by Homeless Link and CHAIN reports published via GLA Datastore.

CHAIN reporting makes use of specific terminology and models to describe cohorts of rough sleepers, and to make a distinction between frequency of rough sleeping experienced by each cohort.

For Annual CHAIN reporting discussed in this report, the following categories and descriptions apply:

Flow

People who have never been seen rough sleeping prior to the year of reporting (i.e., new rough sleepers). Those within this category are further subdivided as follows:

- Unidentified – those new rough sleepers recorded without a name, and with only one contact.
- Identified – those new rough sleepers recorded with a name, and/or with more than one contact.

Stock

People who were also seen rough sleeping in the previous year of reporting (i.e. those seen across a minimum of two consecutive years).

Returner

People who were first seen rough sleeping prior to the year of reporting, but were not seen during the annual reporting period immediately preceding it (i.e. those who have had a gap in their rough sleeping histories).

For quarterly CHAIN reporting discussed in this report, the following shorter timeframe categories and descriptions apply:

New rough sleepers

Those rough sleeping who had not been contacted by outreach teams before the quarterly reporting period.

Living on the street

Those who have had a high number of contacts over three weeks or more, which suggests they are living on the streets.

Intermittent rough sleepers

People who were seen rough sleeping at some point before the period began, and contacted in the quarterly reporting period – but not regularly enough to be ‘living on the streets’.

These terms will be used to differentiate between cohort types and reporting periods in this report.

Current Position

5. Total Individual Rough Sleepers – Annual Changes

The number of people seen rough sleeping in the Square Mile in 2021/22 was 372. This number is a 6.3% increase on the 350 rough sleepers seen in CoL during 2020/21.

This overall marginal increase is illustrated by the changes of the rough sleeping cohorts which constitute the total. The table below shows that, while Stock (long-term consistent rough sleepers), and Returner (intermittent rough sleepers)

numbers fell across these annual periods, Flow (new) rough sleepers seen in CoL increased by 25%. Analysis of these cohort changes has shown that the small increase in total rough sleeping is partly due to this sharp increase in new rough sleepers. This will be discussed further in a later section of this report.

	2020/21	% Change	2021/22
CoL Flow (new)	144	25%	180
CoL Stock (long term)	151	-7.30%	140
CoL Returner (intermittent)	55	-5.50%	52

The tables below show the total individual rough sleepers seen across CoL, neighbouring boroughs and Greater London overall, in financial years 2018/19 through to 2021/22, along with corresponding percentage changes.

<u>Total rough sleepers</u>	2018/19	2019/20	2020/21	2021/22	Overall change 2018–2022
	City of London	441	434	350	
Camden	815	639	630	666	-149
Islington	276	367	388	238	-38
Southwark	435	548	567	388	-47
Tower Hamlets	316	459	400	297	-19
Westminster	2512	2757	2162	1698	-814

Greater London	8855	10726	11018	8329	-526
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<u>% changes</u>	2018/19	2019/20	2020/21	2021/22	Overall change 2018–2022
	City of London	-	-1.59%	-19.35%	
Camden	-	-21.60%	-1.41%	5.71%	-18.28%
Islington	-	32.97%	5.72%	-38.66%	-13.77%
Southwark	-	25.98%	3.47%	-31.57%	-10.80%
Tower Hamlets	-	45.25%	-12.85%	-25.75%	-6.01%
Westminster	-	9.73%	-21.58%	-21.46%	-32.40%

Greater London	-	21.13%	2.72%	-24.41%	-5.94
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The total annual changes and percentage changes shown in this data illustrate the comparative shifts with CoL's neighbouring boroughs and put changes in total rough sleepers in a longer contextual perspective. First, the data shows that CoL

and Camden see rises in the total numbers for 2021/22. While marginal, this change contrasts with other London Boroughs and Greater London as a whole. Neighbouring boroughs saw large decreases in total rough sleeping numbers compared to 2020/21, with Islington and Southwark seeing the highest decrease. CoL and Camden are the only local authority areas of this cohort to not see an annual decrease in 2021/22. There is also a rise in the different rough sleeping categories. CoL increases are linked to high levels Flow (new) rough sleepers, and Camden's overall increase is contributed to by its increase in Stock (long-term) rough sleepers. Of the boroughs listed, only CoL saw an increase in Flow (new) rough sleepers, both in gross terms and as a percentage of total rough sleeping, while all boroughs that saw decreases also experienced decreases in new rough sleepers. This link between Flow percentage and overall rough sleeping will be further explored in the following section of this report.

Second, while CoL has not followed the decrease trend seen in neighbouring boroughs this year, as an overall change since 2018/19 CoL outperforms many neighbouring boroughs with a decrease of 15.65%. This is greater than Islington, Southwark and Tower Hamlets, even though these boroughs saw sharp decreases since 2020/21. This illustrates that, overall, CoL has made a steady on-trend, and often above-trend, reduction in overall rough sleeping over the past four years.

Compared with the Greater London average of all rough sleeping across the capital, CoL has outperformed the averaged decrease of 5.94% by a factor of 2.64.

The annual shifts and percentage changes in rough sleeping across CoL and the discussed London boroughs is illustrated visually by the graph on slide 2 in the accompanying Appendix 1: Rough Sleeping Dashboard.

6. Annual changes in rough sleeping cohorts

CoL saw an increase in Flow (new) rough sleepers between 2020/21 and 2021/22. This cohort rose from 144 to 180, an increase of 25%. The largest proportion of rough sleepers that made up this increase were designated as 'Flow – Unidentified', with this cohort more than doubling in size from 29 to 60. 'Flow – Unidentified' is a designation given to those whose name and details are unknown, and who are only seen bedded down once. This cohort of clients are particularly hard for commissioned services to create positive outcomes with, due to a combination of non-engagement and rough sleepers moving out of borough after only one incident of rough sleeping.

The table below shows changes in Flow in CoL and neighbouring boroughs from 2020/21 to 2021/22.

Flow
Combined
Identified + Unidentified
Total amounts

	2020/21	% change	2021/22
City of London	144	25%	180
Camden	322	-14.29%	276
Islington	267	-48.31%	138
Southwark	351	-32.19%	238
Tower Hamlets	218	-39.90%	131
Westminster	1292	-34.13%	851
Greater London	7531	-32.39%	5091

All boroughs except for CoL saw large decreases in new rough sleepers in 2021/22. This disparity between new rough sleeping increases in CoL when compared with neighbouring boroughs and Greater London is the main reason for CoL's overall annual numbers not falling in line with other areas.

The same observation is made when looking at new rough sleepers as a percentage of total rough sleeping. CoL saw the only increase again when measured in this way.

Flow Combined
Identified + Unidentified
As percentage of
total

	2020/21	2021/22
City of London	41.14%	48.39%
Camden	51.11%	41.44%
Islington	68.81%	57.98%
Southwark	61.90%	61.34%
Tower Hamlets	54.50%	44.11%
Westminster	59.76%	53.25%
Greater London	68.35%	61.12%

It is not clear exactly why CoL saw an increase in new rough sleepers while other boroughs and Greater London saw a decrease. It may be due to the Square Mile being an attractive place for rough sleeping due to the range of built environment spaces available. Also it is relatively peaceful and quiet over the weekends. Another factor of consideration is the density of rough sleeping in CoL. In 2021/22 CoL saw comparable rough sleeping levels to the borough of Southwark,

which has a geographic area 11 times that of CoL. Due to the small area and high density of rough sleeping, our City Outreach team are able to very accurately record every bedded down contact occurring within the Square Mile – something that may not be as practical in larger London boroughs.

CoL officers and commissioned services are limited in preventing new rough sleepers from presenting in CoL, due to the transient nature of the rough sleepers moving through London boroughs, and also the very low residential population of CoL when compared to other areas. Prevention work in CoL consists of ensuring that rough sleeping is brief and non-recurring where possible, by providing swift accommodation routes and reconnections away from the street.

Changes in flow percentages across CoL and neighbouring boroughs are illustrated visually on slide 3 of the accompanying Appendix 1: Rough Sleeping Dashboard.

The table below shows changes in percentage levels of Stock (long-term) and Returner (intermittent) rough sleepers across CoL and neighbouring boroughs. Long-term rough sleepers reduced in 2021/22 in CoL, while other boroughs saw small increases of these cohorts as a percentage of total numbers.

Stock

As percentage of total

	2020/21	2021/22
City of London	43.14%	37.63%
Camden	30.63	37.39%
Islington	18.56%	26.47%
Southwark	26.81%	25.77%
Tower Hamlets	32%	37.04%
Westminster	24.01%	33.22%

Greater London	19.30%	24.41%
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Intermittent

As percentage of total

	2020/21	2021/22
City of London	15.71%	13.98%
Camden	18.25%	21.17%
Islington	12.62%	15.55%
Southwark	11.29%	12.89%
Tower Hamlets	13.50%	18.86%
Westminster	16.23%	16.67%

Greater London	12.35%	14.47%
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7. Demographics

Nationality:

The proportion of rough sleepers from the UK increased from 56% to 64% in 2021/22. This increase in proportion of UK nationals is accompanied by the falling of those from European nationalities, with these backgrounds falling from 37% to 30%.

This fall in those from the European Economic Area (EEA) rough sleeping in CoL may be related to the European Union Settlement Scheme (EUSS) officially coming to end during this period, with many EEA nationals receiving immigration status during this time. CoL continues to support several EEA nationals who are awaiting their EUSS decision from the Home Office.

A visual breakdown of 2021/22 nationalities can be seen on slide 4 of the accompanying Appendix 1: Rough Sleeping Dashboard.

Gender:

There has been no meaningful change in gender proportions within CoL rough sleeping population since 2020/21. In 2021/22 89.7% of rough sleepers were male, while 10.3% were female.

Age:

There has been no significant change in age brackets of rough sleepers in CoL. Rough sleepers who are between 36 and 45 years of age remain the largest cohort at 37.9%.

A visual breakdown of 2021/22 age brackets can be seen on slide 5 of the accompanying Appendix 1: Rough Sleeping Dashboard.

8. Support Needs

Those presenting as having no support needs fell from 21% to 9%. This represents an increase in complex needs of clients in 2021/22, with Drug and Mental Health support needs both increasing.

Mental Health remains the highest proportion of distinct support need – rising from 56% to 66%. Those with multiple support needs from alcohol, drugs and mental health now represent 51% of all rough sleepers – up from 47%.

9. Accommodation Outcomes

The amount of accommodation events fell by 34.10% in 2021/22. The table below highlights the changes across the two annual reporting periods.

Accommodation Outcomes
Number of Events

	2020/21	% Change	2021/22
COVID-19 accommodation	199	-95.97%	8
SWEP	30	-20%	24
Temporary accommodation + Pathway Hostels	69	163.23%	163
Long-term accommodation	7	-14.29%	6
Total	305	-34.10%	201

The fall in accommodation events reported on CHAIN in 2021/22 is due mostly to the ending of 'Everyone In' and short-term accommodation in response to the COVID-19 pandemic. While there has been a reduction in short-term pandemic-related accommodation, there has been an increase in events relating to longer-term temporary accommodation and hostels within the CoL pathway.

Accommodation events in this annual reporting period are illustrated visually on slide 6 of Appendix 1: Rough Sleeping Dashboard.

10. Quarterly Update – Q4 2021/22

Throughout Q2 and Q3 of 2021/22, CoL saw consecutive increases in rough sleeping. However, in Q4 there was a reduction in rough sleeping across all categories. The table below shows the changes from Q3 to Q4.

	Q3 - 2021/22	% Change	Q4 - 2021/22
New Rough Sleepers (All)	60	-11.66%	53
New RS with no second night out	37	-5.41%	35
New Rough Sleepers joining living on streets	5		5
Living on the Streets	67	-14.93%	57
Intermittent Rough Sleepers	61	-24.59%	46
Total	183	-17.49%	151

New rough sleepers presenting in CoL fell by 11.66% after increases across the annual period and in previous quarters.

New rough sleepers without a second night on the streets in CoL fell slightly, but this still represents 61.62% of all new rough sleepers in Q4 either being

accommodated, reconnected or moving elsewhere during this period.

Those classed as 'Living on the Streets' fell by 14.93% – which is a great achievement by commissioned services, by ensuring that those who are most street attached are being encouraged into accommodation, or having vital mental health interventions.

Intermittent rough sleeping also fell by 24.59%, highlighting that fewer individuals were returning to the streets after being accommodated or reconnected. Commissioned services, which supported people through accommodation services, were able to reduce the number of people previously assisting in returning to the streets.

In total rough sleeping fell -17.49% in the last quarter of the financial year, and while there was a minor increase annually in 2021/22 overall, it is encouraging to see the hard work of commissioned services having a numerically positive impact over the winter months in returning rough sleeping numbers to a downward trend for the current financial year, despite high numbers of new rough sleepers annually.

Full quarter-to-quarter cohort trends can be viewed on slides 7 and 8 of Appendix 1 – Rough Sleeping Dashboard.

Options

11. There are no additional options arising from this paper.

Proposals

12. There are no proposals arising from this paper.

Corporate & Strategic Implications

13. There are no strategic implications directly related to this report

14. Financial implications – N/A

15. Resource implications – N/A

16. Legal implications – N/A

17. Risk implications – N/A

18. Equalities implications – N/A

19. Climate implications – N/A

20. Security implications – N/A

Conclusion

21. In conclusion, rough sleeping as reported on CHAIN in CoL increased by a small amount in 2021/22 compared to previous annual reporting period. While this increase in CoL was of only 6.3%, this contrasted with most neighbouring boroughs and the Greater London average which saw large decreases in total rough sleeping.
22. This report has shown that, while annual totals for 2021/22 were not in line with neighbouring boroughs or Greater London trends, CoL has still had a comparable and often larger reduction in rough sleeping numbers since 2018/19 compared to these local authority areas. CoL has reduced rough sleeping 15.64% in the last four years, which is nearly three times the Greater London Average.
23. The largest factor identified by this report in CoL's 2021/22 annual increase is the sharp increase in 'Flow' (new) rough sleepers presenting in the Square Mile. All boroughs discussed the overall decrease in rough sleeping also a large decrease in new rough sleepers, while CoL saw a 25% increase on the previous year, and an increase in Flow as a percentage of total rough sleeping. There was also a more than 100% increase in the amount of unidentifiable rough sleepers who spent only one night in CoL during 2021/22. This is a particularly challenging statistical cohort to address, due to lack of information and time available to commissioned services to help individuals address their rough sleeping.
24. Quarter 4 of 2021/22 saw overall decreases in rough sleeping in CoL, after consecutive quarterly increases prior. These decreases occurred across all categories of rough sleepers. This is encouraging work and signifies a return to the overall downwards average trajectory of rough sleeping in the Square Mile.

Appendices

- Appendix 1 – Rough Sleeping Dashboard

Jack Deeprose

Rough Sleeping Co-ordinator

Department of Community and Children's Services

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City of London



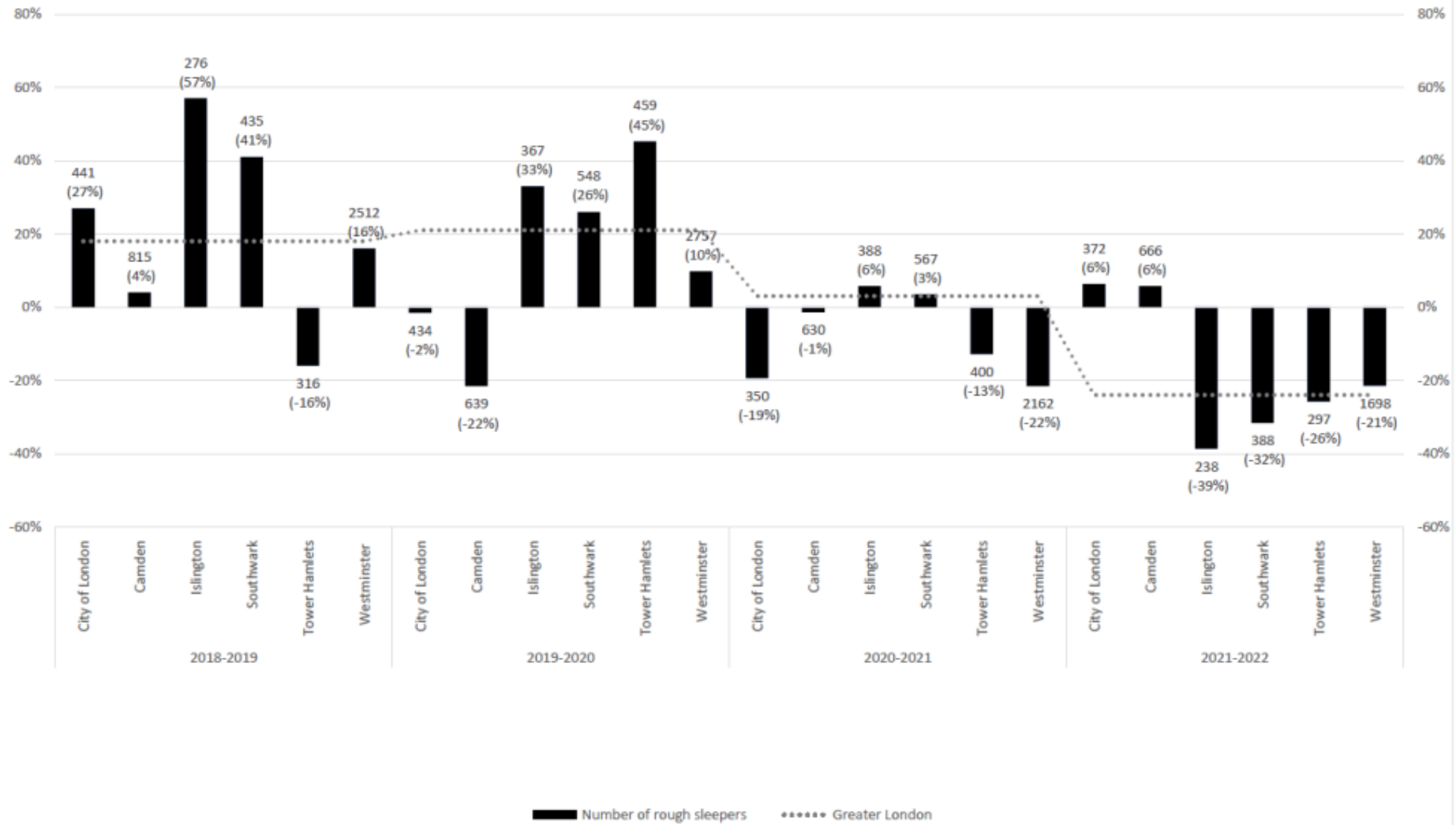
Rough Sleeping Annual Performance Dashboard 2021/22 City of London

- Performance Team
- E: asad.ahmed@cityoflondon.gov.uk
ellie.ward@cityoflondon.gov.uk
- Rough Sleeping Coordinator
- E: jack.Deeprose@cityoflondon.gov.uk



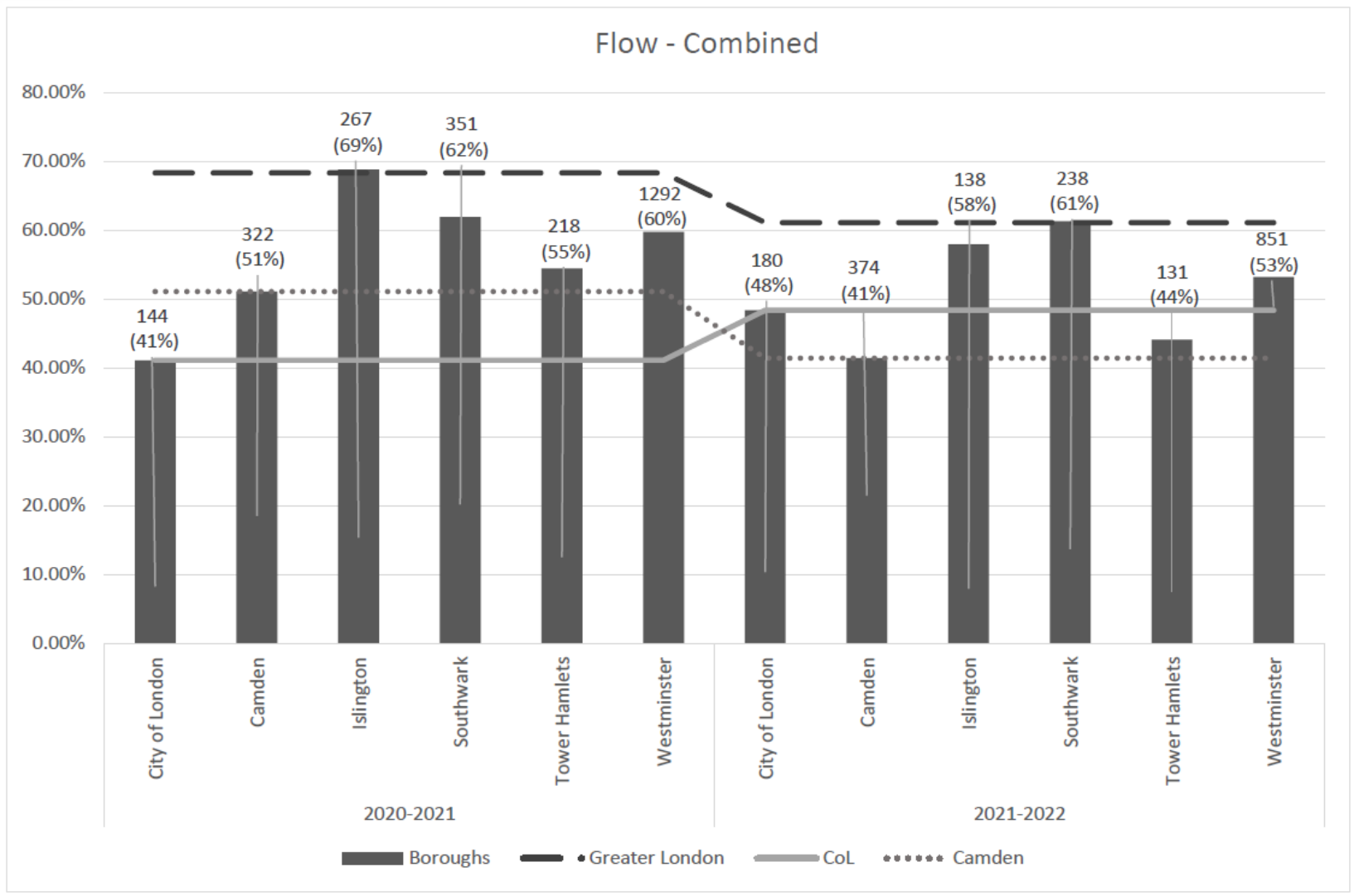
City of London

Total rough sleeping and % changes 2018-2022





City of London

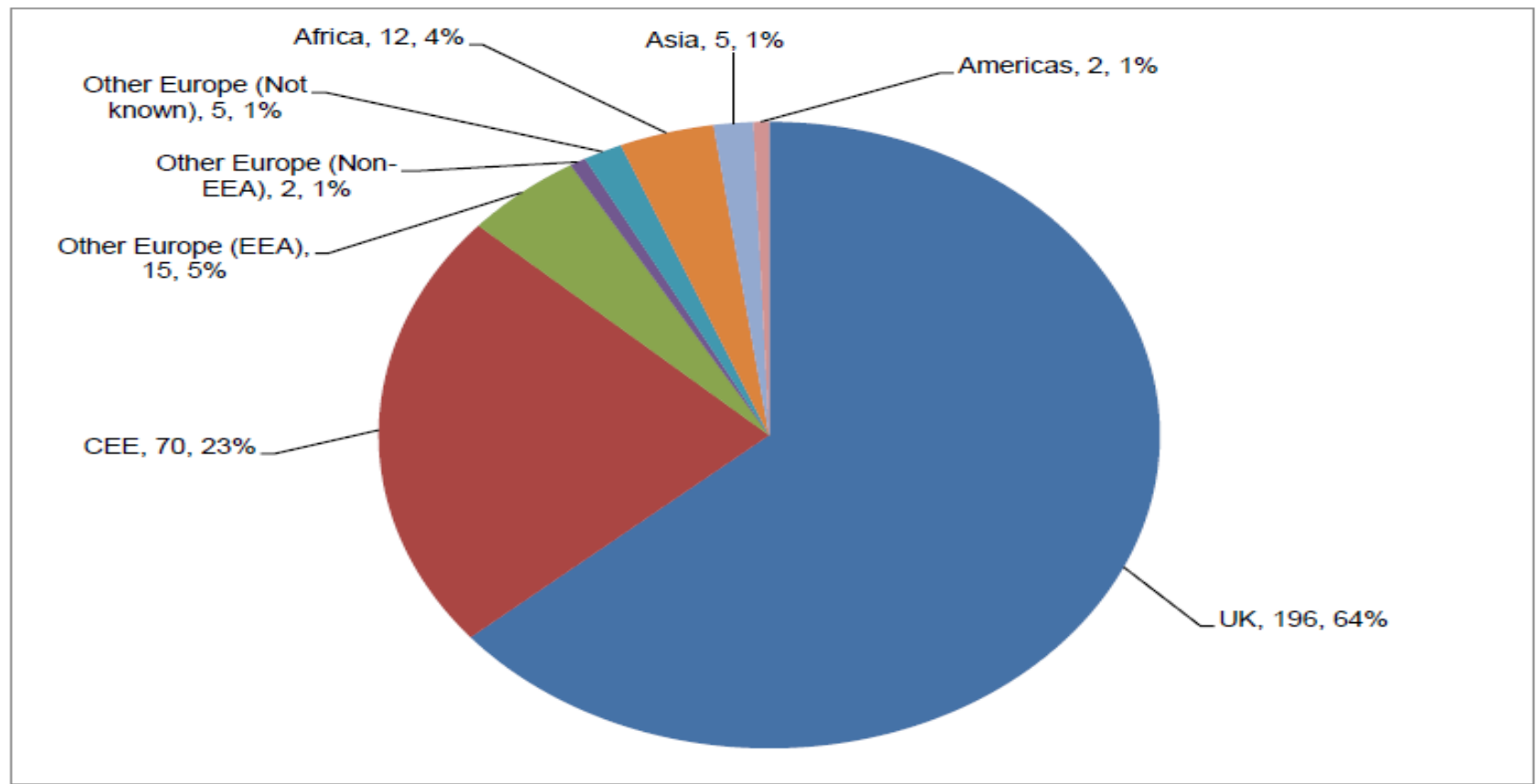




City of London

Nationality: Overall composition

People seen rough sleeping in the year, by nationality.



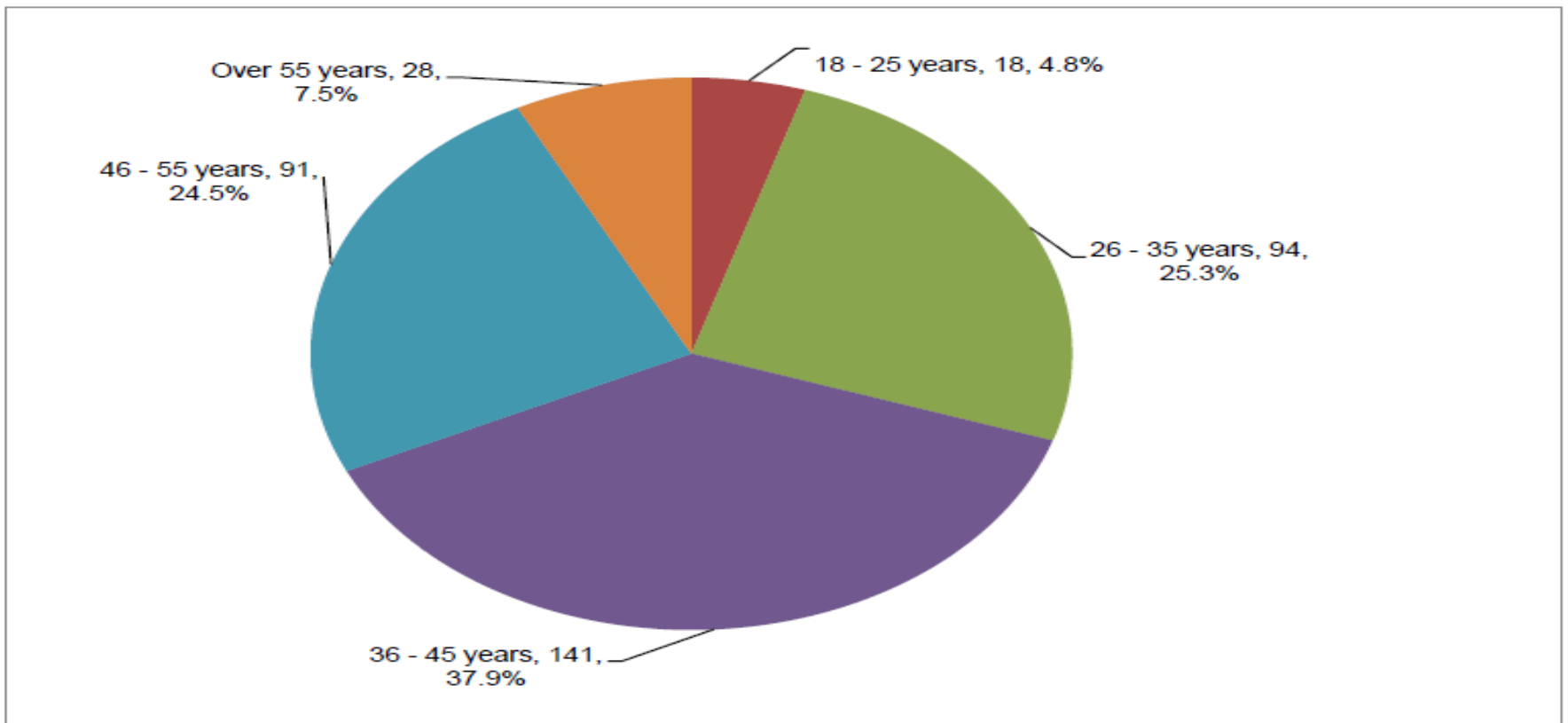
Base: 307 people seen rough sleeping in the year whose nationality was known.



City of London

Age

People seen rough sleeping in the year, by age.

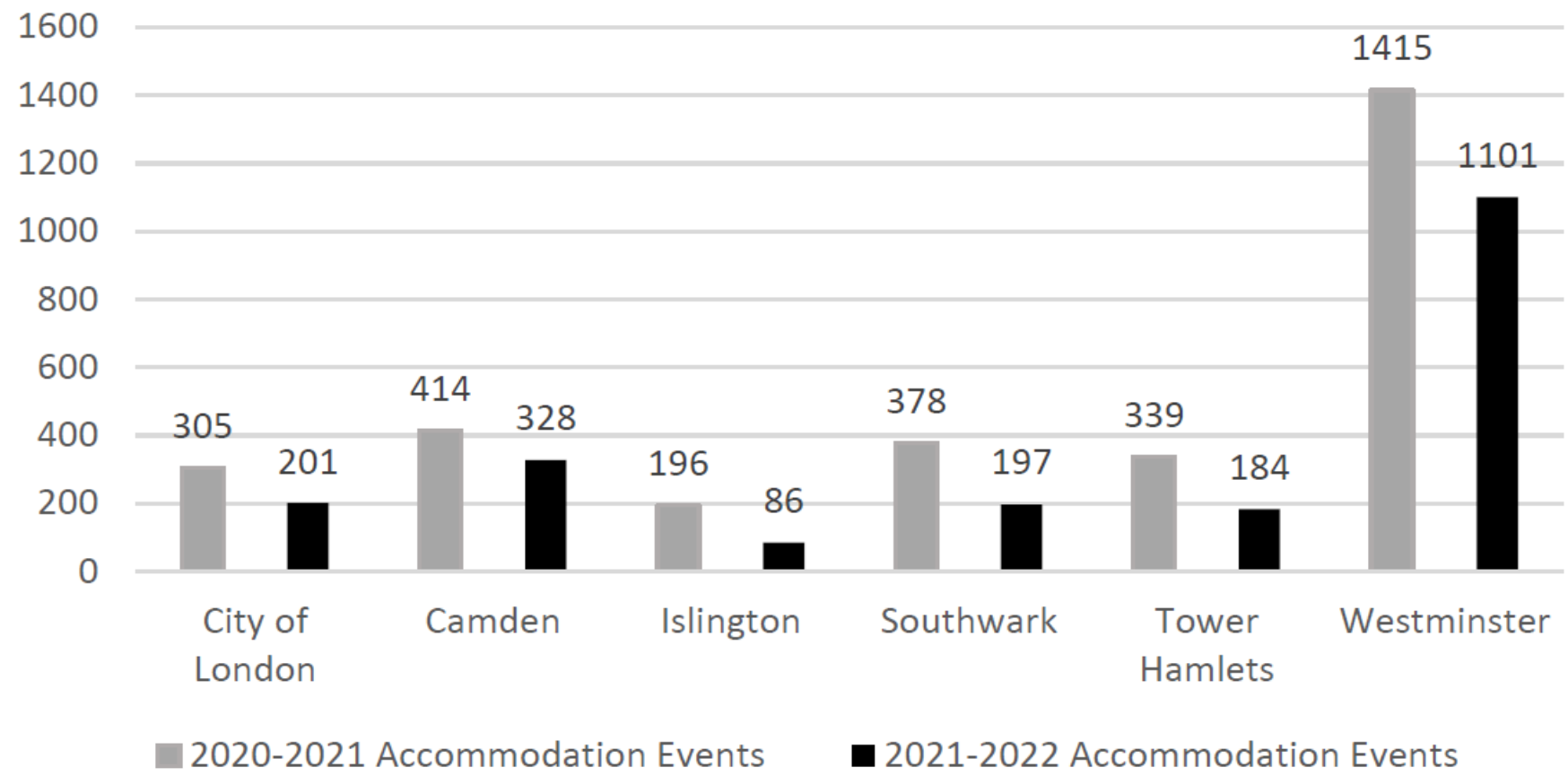


Base: 372



City of London

Accommodation Events



City of London

RS = Total Rough Sleepers
LOS= Living on the Streets clients

NRS= New Rough Sleepers
IRS = Intermittent Rough Sleepers

2021-2022 Q1 Figures					2021-2022 Q1 Percentage Change				
<u>Local Authority</u>	RS	NRS	LOS	IRS	<u>Local Authority</u>	RS	NRS	LOS	IRS
City of London	92	21	37	37	City of London	-9.80%	-27.60%	8.82%	-7.50%
Camden	225	54	46	128	Camden	14.21%	-19.40%	100%	19.62%
Islington	60	23	12	25	Islington	-9.09%	-34.29%	71.43%	0%
Southwark	116	58	22	38	Southwark	15.33%	12.12%	4.35%	-20.83%
Tower Hamlets	113	35	19	59	Tower Hamlets	9.71%	6.06%	11.76%	7.27%
Westminster	537	175	135	233	Westminster	-17%	-38.81%	56.98%	16.79%
Greater London	2589	1177	395	1041	Greater London	-13.76%	-24.89%	25.00%	-9.00%
2021-2022 Q2 Figures					2021-2022 Q2 Percentage Change				
<u>Local Authority</u>	RS	NRS	LOS	IRS	<u>Local Authority</u>	RS	NRS	LOS	IRS
City of London	127	44	52	34	City of London	38.04%	109.52%	40.54%	-8.11%
Camden	227	70	41	117	Camden	0.89%	29.63%	-10.87%	-8.59%
Islington	62	24	11	28	Islington	3.33%	4.35%	-8.33%	12.00%
Southwark	130	61	19	51	Southwark	12.07%	5.17%	-13.64%	34.21%
Tower Hamlets	87	24	15	49	Tower Hamlets	-23.01%	-31.43%	-21.05%	-16.95%
Westminster	687	258	148	291	Westminster	27.93%	47.43%	9.63%	24.89%
Greater London	2918	1361	425	1157	Greater London	12.71%	15.63%	7.59%	11.14%



City of London

RS = Total Rough Sleepers
LOS= Living on the Streets clients

NRS= New Rough Sleepers
IRS = Intermittent Rough Sleepers

<u>2021-2022 Q3 Figures</u>					<u>2021-2022 Q3 Percentage Change</u>				
<u>Local Authority</u>	RS	NRS	LOS	IRS	<u>Local Authority</u>	RS	NRS	LOS	IRS
City of London	183	60	67	61	City of London	44.09%	36.36%	28.85%	79.41%
Camden	238	69	50	123	Camden	4.85%	-1.43%	21.95%	5.13%
Islington	87	54	10	26	Islington	40.32%	125.00%	-9.09%	-7.14%
Southwark	131	54	28	49	Southwark	0.77%	-11.48%	47.37%	-3.92%
Tower Hamlets	103	33	22	51	Tower Hamlets	18.39%	37.50%	46.67%	4.08%
Westminster	588	176	150	272	Westminster	-14.41%	-31.78%	1.35%	-6.53%
Greater London	2949	1314	491	1184	Greater London	1.06%	-3.45%	15.53%	2.33%
<u>2021-2022 Q4 Figures</u>					<u>2021-2022 Q4 Percentage Change</u>				
<u>Local Authority</u>	RS	NRS	LOS	IRS	<u>Local Authority</u>	RS	NRS	LOS	IRS
City of London	151	53	57	46	City of London	-17.49%	-11.67%	-14.93%	-24.59%
Camden	244	74	47	126	Camden	2.52%	7.25%	-6.00%	2.44%
Islington	56	33	7	16	Islington	-35.63%	-38.89%	-30.00%	-38.46%
Southwark	111	57	23	36	Southwark	-15.27%	5.56%	-17.86%	-26.53%
Tower Hamlets	104	38	16	51	Tower Hamlets	0.97%	15.15%	-27.27%	0.00%
Westminster	618	229	119	278	Westminster	5.10%	30.11%	-20.67%	2.21%
Greater London	2714	1295	363	1083	Greater London	-7.97%	-1.45%	-26.07%	-8.53%

Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee	03/10/2022
Subject: Statutory Homelessness Summary Report	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1, 2, 3, 4, 10
Does this proposal require extra revenue and/or capital spending?	N
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
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

This report provides Members with a summary of activity undertaken by the City of London Statutory Homelessness Team between April 2018 and March 2022. The report offers a high-level demonstration of the impact of the implementation of the Homelessness Reduction Act (2017) and the COVID-19 pandemic. The data in the report serves as a baseline for future measurement of the impact of social, policy and economic changes, and the demand on the service that this creates.

The report introduces some key metrics which can be reported on monthly, quarterly or annually. Paragraphs 12 to 17 focus on recent data from Q1 (April to June) 2022/23. Paragraphs 18 to 30 examine long-term trends from April 2018 to March 2022.

Recommendation

Members are asked to note the report.

Main Report

Background

1. The principal decision-making framework for Statutory Homelessness professionals is Part VII Housing Act (1996). On 3 April 2018, this was amended by the Homelessness Reduction Act (2017).
2. The Homelessness Reduction Act (HRA) represents the biggest change to the rights of homeless applicants since the introduction of Part VII Housing Act in 1996. The new legislation effectively creates two new duties to the original statutory housing duty: the duty to prevent homelessness; and the duty to relieve homelessness.

3. The HRA also includes a greater focus on local partnership working, clearer referral pathways (particularly from public bodies and institutions) and a new emphasis on more client-centred, personalised processes.
4. The HRA 'lowered the bar' for applicants seeking housing assistance, most obviously in the interim duty to accommodate while homelessness is prevented. The changes increased the burden on local housing authorities, both in the administrative sense while homelessness departments were reorganised and retrained, and also in the number of eligible applicants that local authorities are required by law to work with.
5. Prior to the HRA, the City of London had a single full-time Homelessness Officer. During 2017 we engaged the services of a specialist consultant to assess our readiness for the introduction of the HRA. As a result of this process, the service was increased to two full-time, permanent officers.
6. In May 2020, the Government launched the 'Everyone In' call to action. Although not a statutory requirement, this initiative formed the cornerstone of the Local Government approach to homelessness during the COVID-19 pandemic, and it was universally adopted. 'Everyone In' effectively further lowered the threshold by which local authorities should act to prevent or relieve homelessness.
7. The subsequent increase in homelessness approaches, and the additional administration created by the discretionary placements of rough sleepers into temporary accommodation, led to the introduction of a third, full-time, temporary homelessness officer in September 2020.
8. As part of the Target Operating Model process, a Senior Housing Officer role was created to assist with organisation of work, data analysis, complaints and complex cases and time-limited project work.
9. Long-term trend data and feedback from the sector indicates an increase in homelessness approaches as a result of the residual effects of the pandemic and the emerging cost-of-living crisis. To mitigate this, an additional full-time triage role has been created, initially to serve until 31 March 2023.

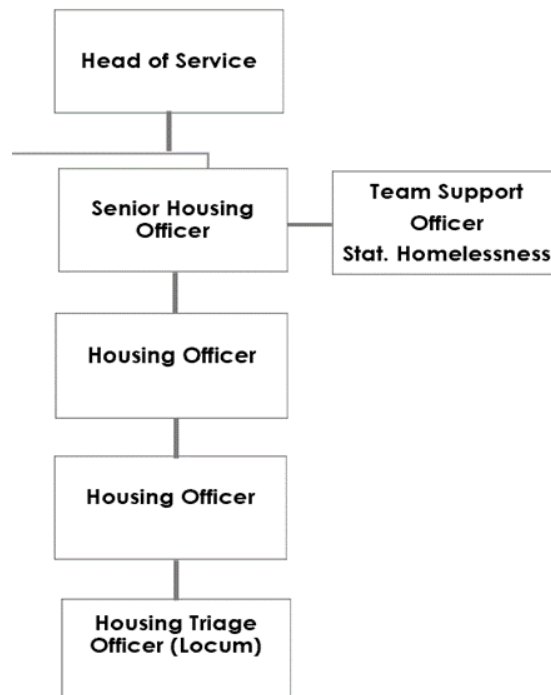
Glossary

10. The language of homelessness legislation can be complex and technical. The following glossary explains terms used in the main body of the report.
 - Approaches – a single individual or household contacting the City of London's Homelessness Department by any means. Approaches can end after a single telephone call, or can commence months of work.
 - Temporary Accommodation (TA) – describes short-term accommodation offered to applicants, either as part of an interim duty or main duty.
 - Placements – usually refers to individuals/households moved into TA as a statutory requirement.

- Discretionary placements – individuals/households moved into TA outside of the statutory duties set out on the legislation, but at the discretion of the service. Often used for rough sleepers or in instances where urgency or risk has been identified but eligibility and entitlement is yet to be determined.
- Prevention Duty (Section 195) – places a duty on housing authorities to work with people who are threatened with homelessness within 56 days to help prevent them from becoming homeless
- Relief Duty (Section 189b) – places a duty on housing authorities to take steps to secure suitable interim accommodation once it has been established that the applicant is homeless and eligible for assistance. If this follows the prevention duty, another 56 days applies.
- Main Duty (Part VII Housing Act) – applies where the relief duty has ended and the housing authority is satisfied that the applicant is eligible for assistance, in priority need and not intentionally homeless. The main duty must be sustained until the housing authority can discharge its duty by securing sustainable accommodation.
- Duty to Refer (DTR) Section 213b – DTR specified public authorities have a duty to identify and refer individuals who are homeless, or may be threatened with homelessness, to a local housing authority of the individual's choice. DTR can be used by 'wider agencies' on a non-statutory basis, such as outreach teams and day centres.
- Household – refers to the applicant and any dependents falling within the applicant's case. A household can be an individual or a family group.

Current Position

11. Service area team structure:



Q1 2022–23

12. In April and May 2022, the service managed 40 approaches. In June, the number dropped to 25. For the quarter, this is an average of 35 approaches per month.
13. In Q1, 13 households were placed into TA. By the end of June this brought the total TA population to 66 households.
14. Of these placements, 35 were made on a discretionary basis for rough sleepers; 22 were statutory placements; and the remaining 9 cases closed during the quarter.
15. Of the statutory placements, seven are for instances where we have accepted a main duty and the applicant is being accommodated pending resettlement into long-term sustainable accommodation.
16. One placement is for an applicant who has appealed a negative decision and we have agreed to accommodate, pending an s.202 review.
17. The remaining 14 are placements made under the s.188 interim duty to accommodate.

Long-term trend – April 2018 to March 2022

Approaches

18. The HRA emphasised the right for a household to approach any housing authority of their choice. Previously, a local housing authority could legitimately signpost an applicant to an area where they had a firmer local connection, which effectively created gatekeeping. Housing authorities must now assist the applicant to prevent and relieve homelessness, and a referral to another housing authority (s.198b) is then an available measure.
19. Households are often accommodated in TA on an interim basis to help officers determine the correct course of action. Consideration will be given to how long the applicant can remain in their current home if it is suitable and if the applicant is safe.
20. During FY 2018/19, the service managed 87 approaches in total, which equates to an average of 7.25 approaches per month.
21. Since December 2019, when a single new applicant approached the service, the number of monthly approaches has risen significantly.
22. In May 2020, the month 'Everyone In' was launched, the service saw 12 approaches. By February 2021 this had risen to a peak of 49 approaches in a single month.

23. Approaches in FY 2020/21 totalled 338 (a 288% annual increase). Approaches for FY 2021/22 totalled 428 (a 26% annual increase and a 491% increase since 2018/19).
24. The increase in approaches rose steeply between October 2019 and June 2020, and this trend has been sustained for over 24 calendar months. In March 2022 we saw 37 approaches and the average monthly approach figure for FY 2021/22 is 35.6 – more than one per day.
25. By far the most common reason given for approach was ‘asked to leave by friends/family’ (116). The next three most prevalent reasons are ‘eviction with valid notice’ and ‘eviction from supported housing’ (combined 79), ‘advice and information’ (40) and ‘fleeing domestic abuse’ (32).

Households in TA

26. The rate at which the City is accommodating households in TA has risen steadily, but the rate is below the number of approaches we are receiving.
27. The average number of households in TA in 2018/19 was 23. In 2019/20 this figure was 31, in 2020/21 it had risen to 36. In the last financial year, we saw 45. The increase between 2018/19 and 2021/22 represents a 96% rise.
28. Since the introduction of ‘Everyone In’ in May 2020 there has been an increase in the number of rough sleepers placed in TA. Individuals with support needs who are placed in TA receive support from one of the City of London’s commissioned outreach services or the Mobile Intervention Support Team (MIST), set up during the COVID-19 pandemic.
29. A data snapshot from FY 2021/22 shows that, of 32 cases that were closed (the clearest data to evaluate as the case is no longer live and being updated), 28 were discretionary placements and four were statutory. All 32 were placed in Greater London. The average length of stay in TA for these 32 cases was 65.88 days.
30. The following table breaks down the number of households the City assessed as being owed a prevention or relief duty, the number of those which included children, and the number that were subsequently placed in TA.

	Households	With children	Households with children placed in TA
2018/19	30	6	3
2019/20	19	7	4
2020/21	18	5	5
2021/22	22	5	3

Duty to Refer

31. The HRA introduced a new Duty to Refer (DTR) for a specified list of public bodies. Institutions and bodies include prisons, probation services, job centres, adult and children's social services and hospitals.
32. The referring body is required to establish the applicant's consent, but a referral can be sent to any housing authority that the applicant wishes to approach. Referring bodies are also asked to consider areas where the applicant has a connection or has an existing relationship with services.
33. Referrals received annually by the City of London via DTR are as follows:
 - 2018/19 – 16
 - 2019/20 – 29
 - 2020/21 – 17
 - 2021/22 – 19

Outcome data – 2018-2019

34. None of the prevention cases (16) progressed to the relief phase. This means in every case either the applicant resolved their own situation, or the City assisted in preventing homelessness, for example through mediation with a landlord. Prevention is a core principle of the HRA.
35. Of the 70 relief duties owed, 37 progressed to main duty for decision. Reasons for case closure for the remaining 33 include suitable accommodation being found, applications withdrawn, and applications found to be ineligible.
36. Of the 37 main duty decisions to make in the period, 21 resulted in a main duty being accepted. Where a negative decision was made, on 14 occasions the applicant was not found to be in priority need.
37. Of the 21 cases where a main duty was accepted, 14 moved into a City of London social tenancy. One case subsequently withdrew, and the remaining cases are open.

Key Data

38. Data relating to Q1 2022–23 and the period April 2018 to March 2022 can be found in Appendices 1 and 2

Corporate & Strategic Implications

39. **Strategic implications** – N/A
40. **Financial implications** – N/A
41. **Resource implications** – N/A

42. **Legal implications** – N/A

43. **Risk implications** – N/A

44. **Equalities implications** – N/A

45. **Security implications** – N/A

Conclusion

46. There have been three significant changes affecting Statutory Homelessness services since 2018: the introduction of the Homelessness Reduction Act (HRA); the COVID-19 pandemic; and the cost-of-living crisis.

47. The introduction of the HRA brought additional administrative burdens, however, the increase in approaches to the City of London was within the lower estimate.

48. The number of households/individuals approaching the City of London for advice and guidance has risen steeply, year on year since the introduction of the HRA.

49. The number of households/individuals in TA has increased in the same period, but at a rate slower than that of approaches.

50. The rate at which public bodies are referring to the City of London using the DTR mechanism introduced with the HRA has remained stable.

51. The number of approaches and households in TA have increased significantly, however, the number of cases reaching the prevention, relief and main duty stages has remained relatively stable.

Appendices

- Appendix 1 – Statutory Homelessness Dashboard Q1 2022–23
- Appendix 2 – Statutory Homelessness Trend Data 2018–2022

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Homelessness dashboard April 2022

Placements

61

Current number of placements in TA

5

Number of new placements in TA

Duties

0

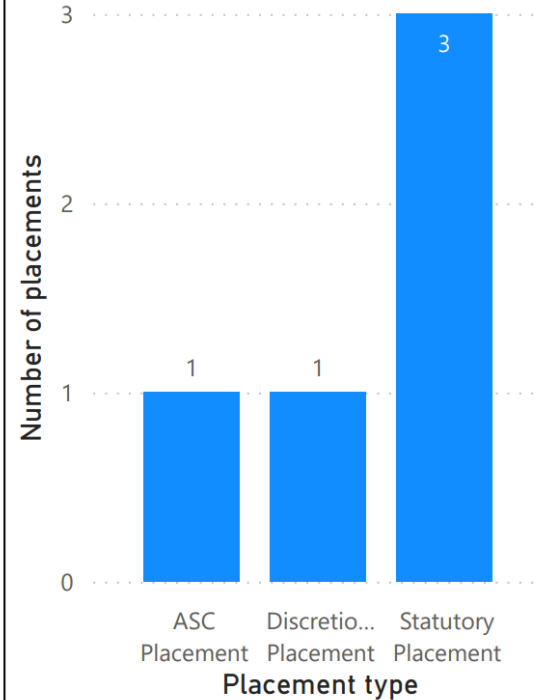
Total number accepted

Approaches

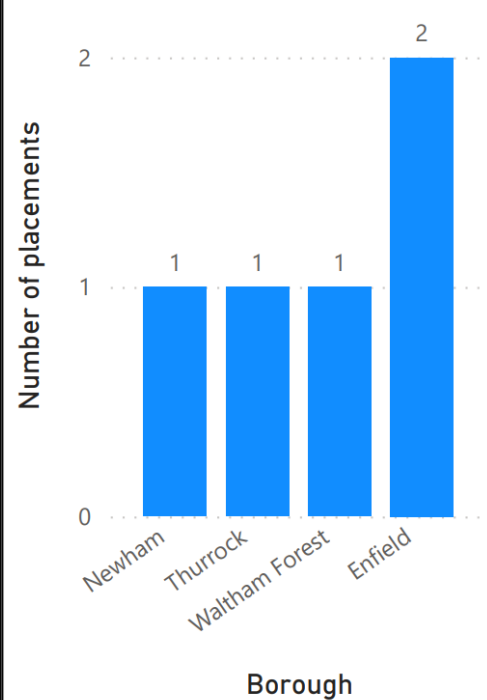
40

Number of approaches

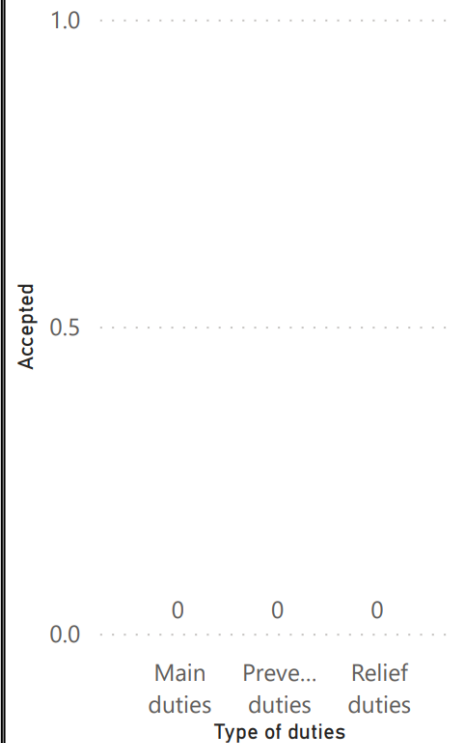
Number of placements by Placement type



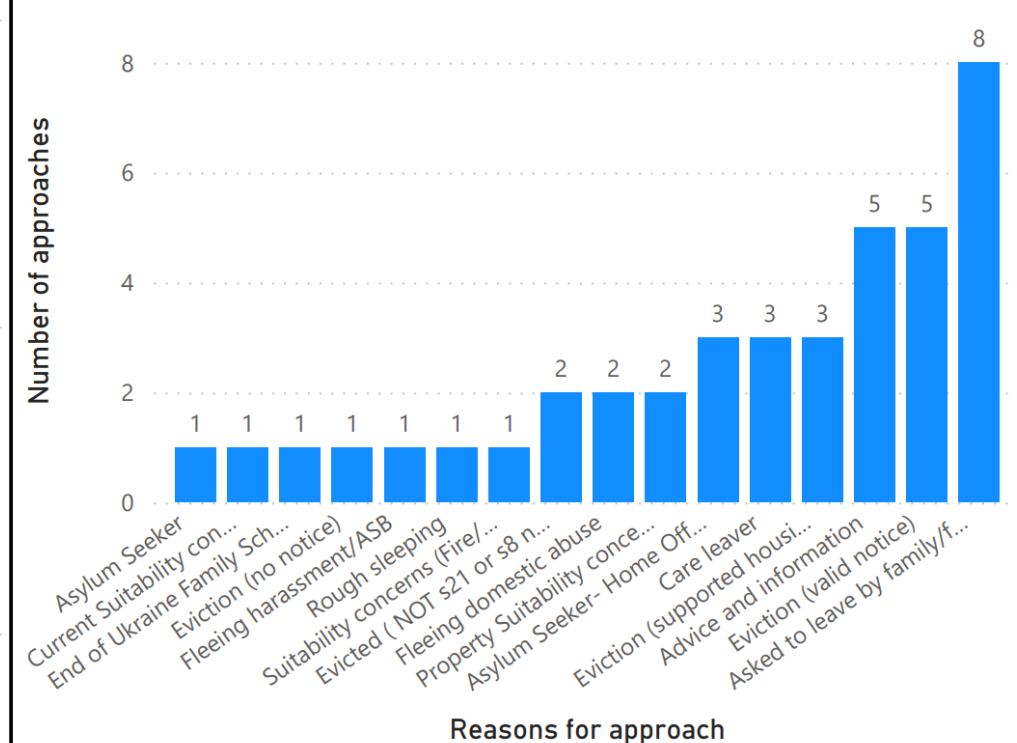
Number of placements by Borough



Type of duties accepted



Number of approaches by Reasons for approach



Note: There were no cases closed this month

Homelessness dashboard May 2022

Placements

62

Current number of placements

3

Number of new placements

Closed Cases

1

Number of closed cases

Duties

5

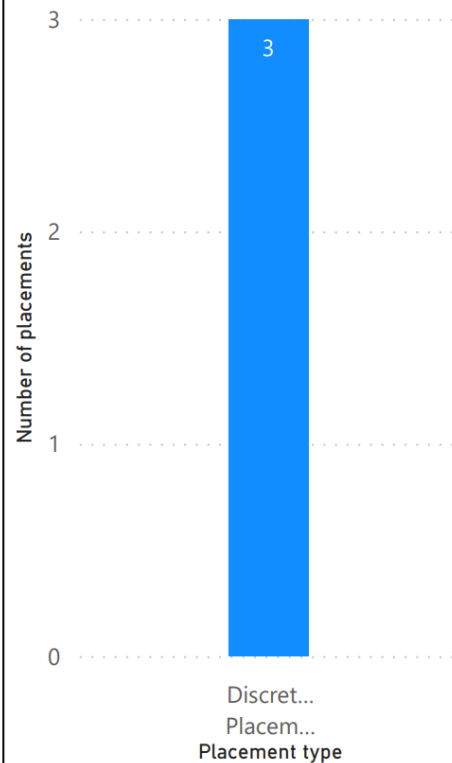
Total number accepted

Approaches

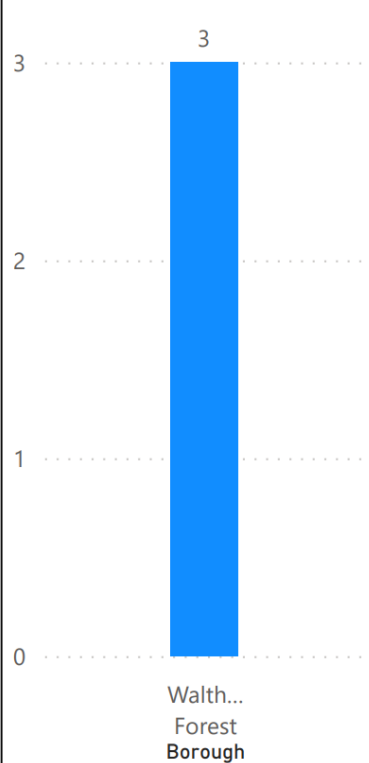
40

Number of approaches

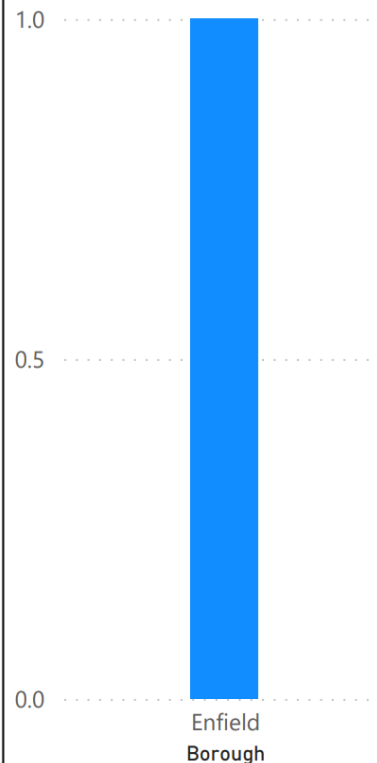
Number of placements by Placement type



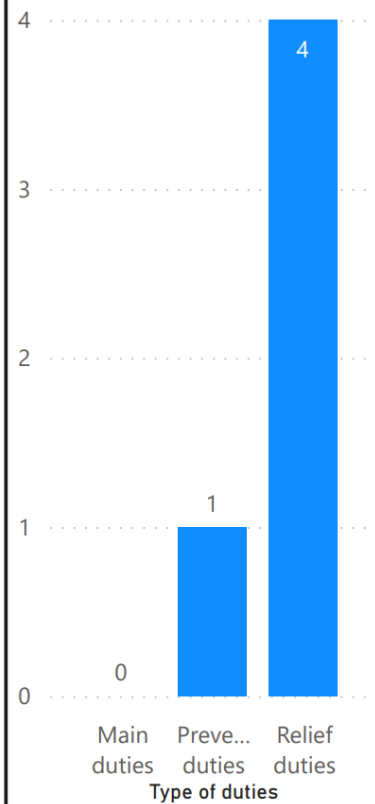
Number of placements by Borough



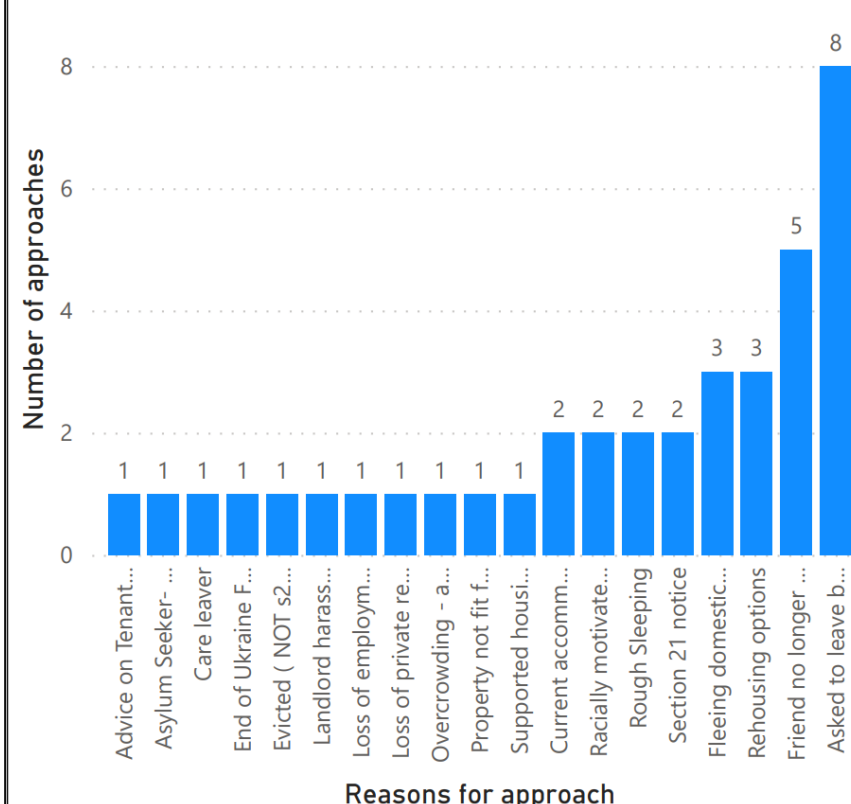
Number of closed placements by Borough



Type of duties accepted



Number of approaches by Reasons for approach



Homelessness dashboard June 2022

Placements

66

Current number of placements in TA

Duties

5

Number of new placements in TA

0

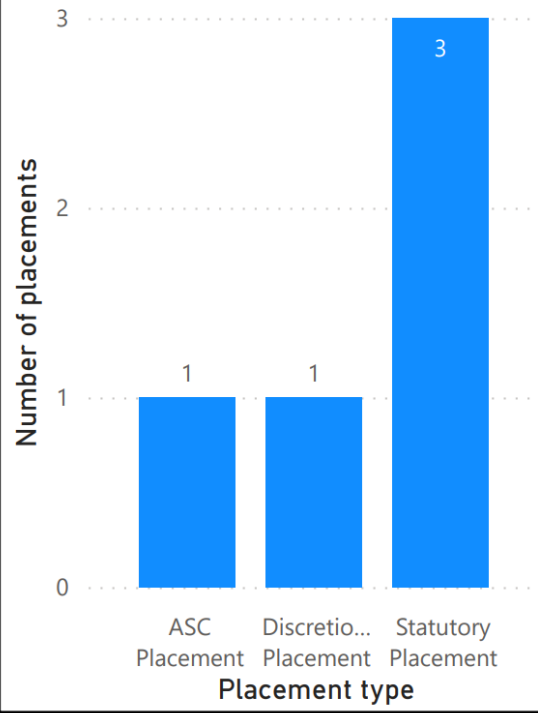
Total number accepted

Approaches

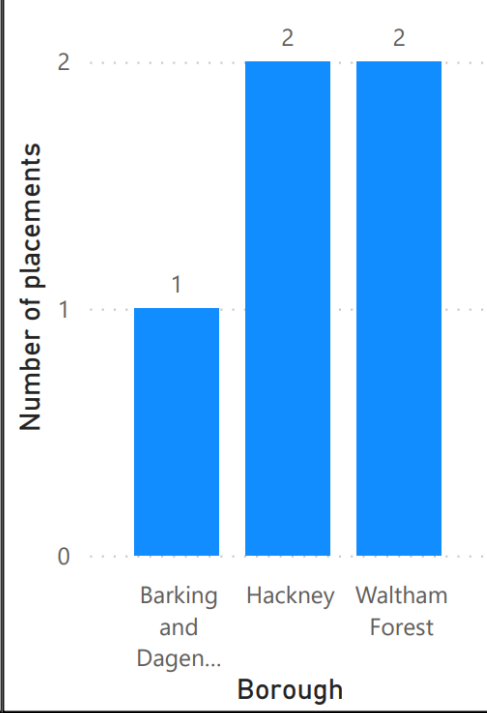
25

Number of approaches

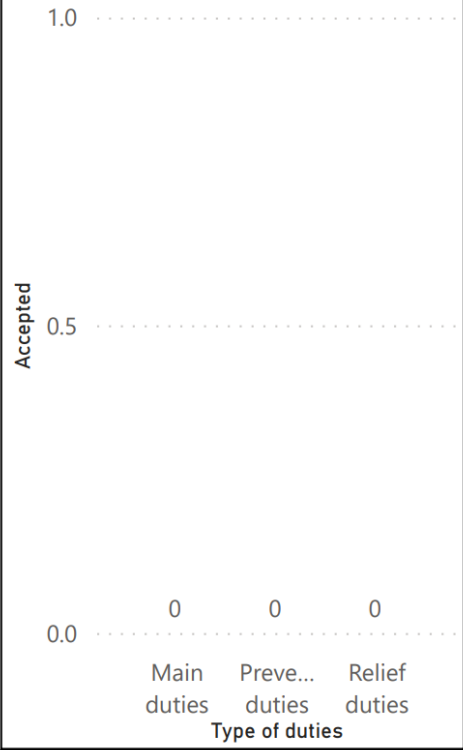
Number of placements by Placement type



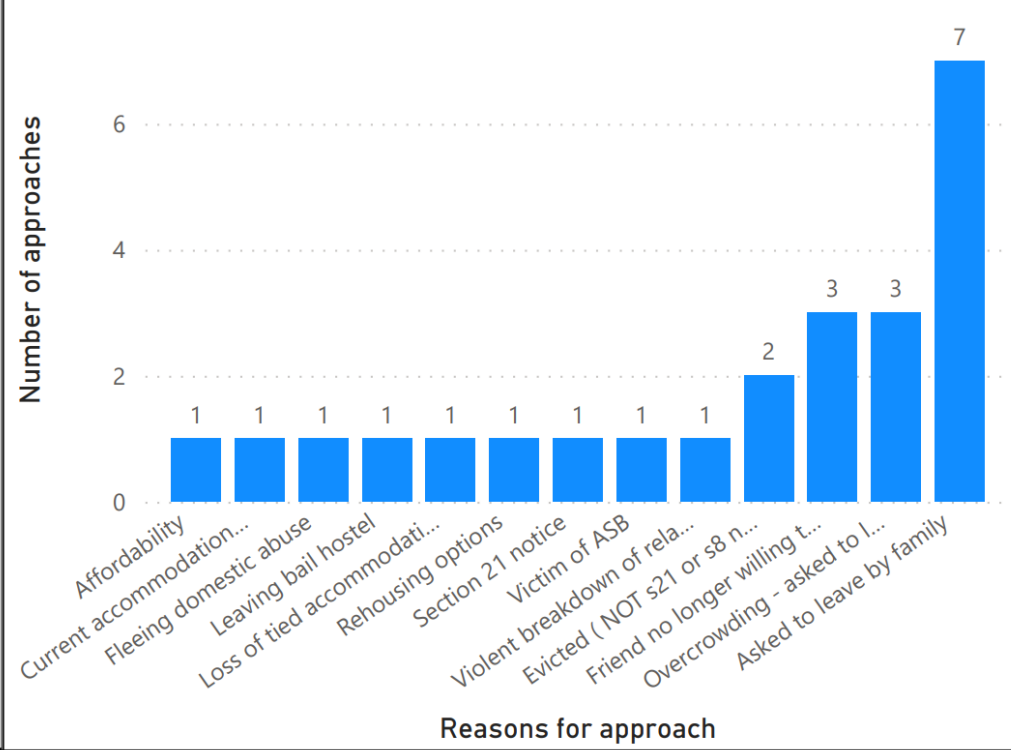
Number of placements by Borough



Type of duties accepted



Number of approaches by Reasons for approach



Note: There were no cases closed this month

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Temporary Accommodations - Closed Cases from April 2021 to March 2022

32

Number of closed cases

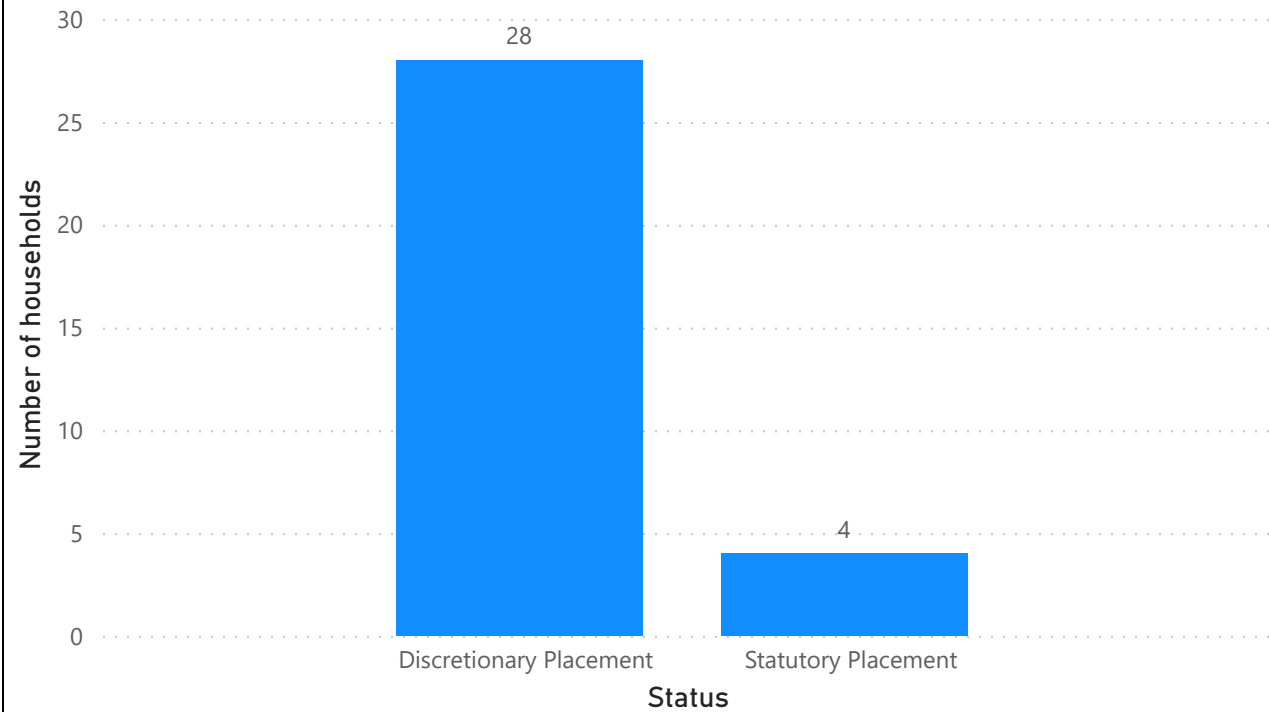
65.88

Average of Total days in TA

29

Median of Total days in TA

Number of TA households by Status



Borough	Number of households
Barking and Dagenham	1
Camden	1
Lewisham	1
Tower Hamlets	1
Islington	4
Newham	4
Waltham Forest	9
Hackney	11
Total	32

Temporary Accommodations - Open cases from April 2021 to March 2022

36

Number of open cases

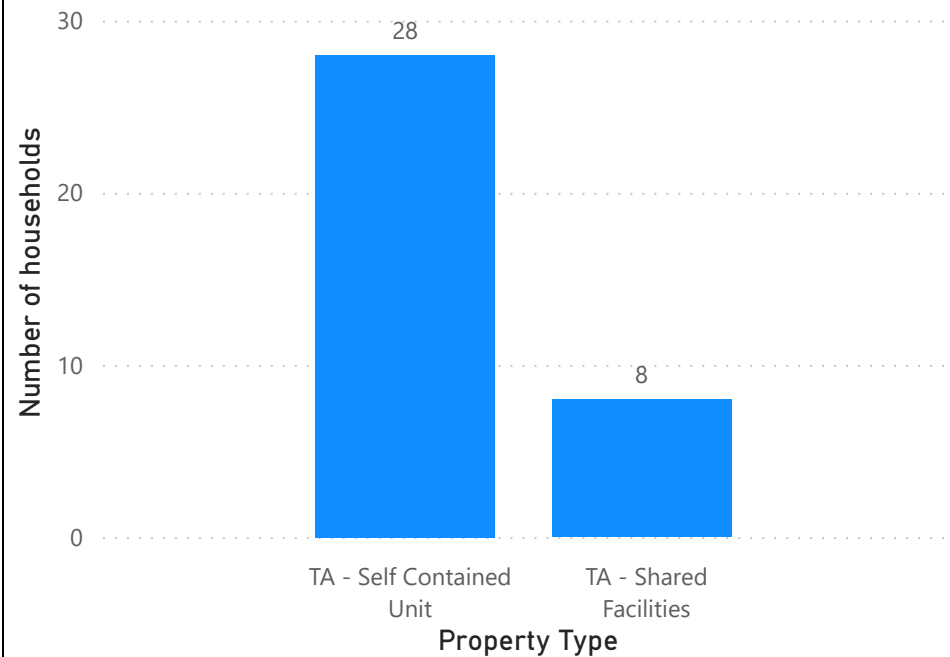
117.78

Average of Total days in TA

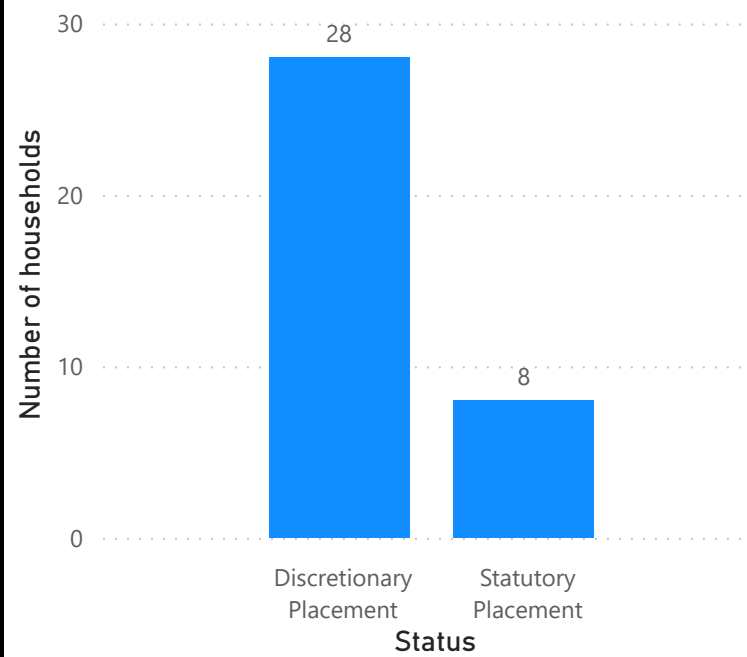
108

Median of Total days in TA

Number of TA households by Property Type



Number of TA households by Status

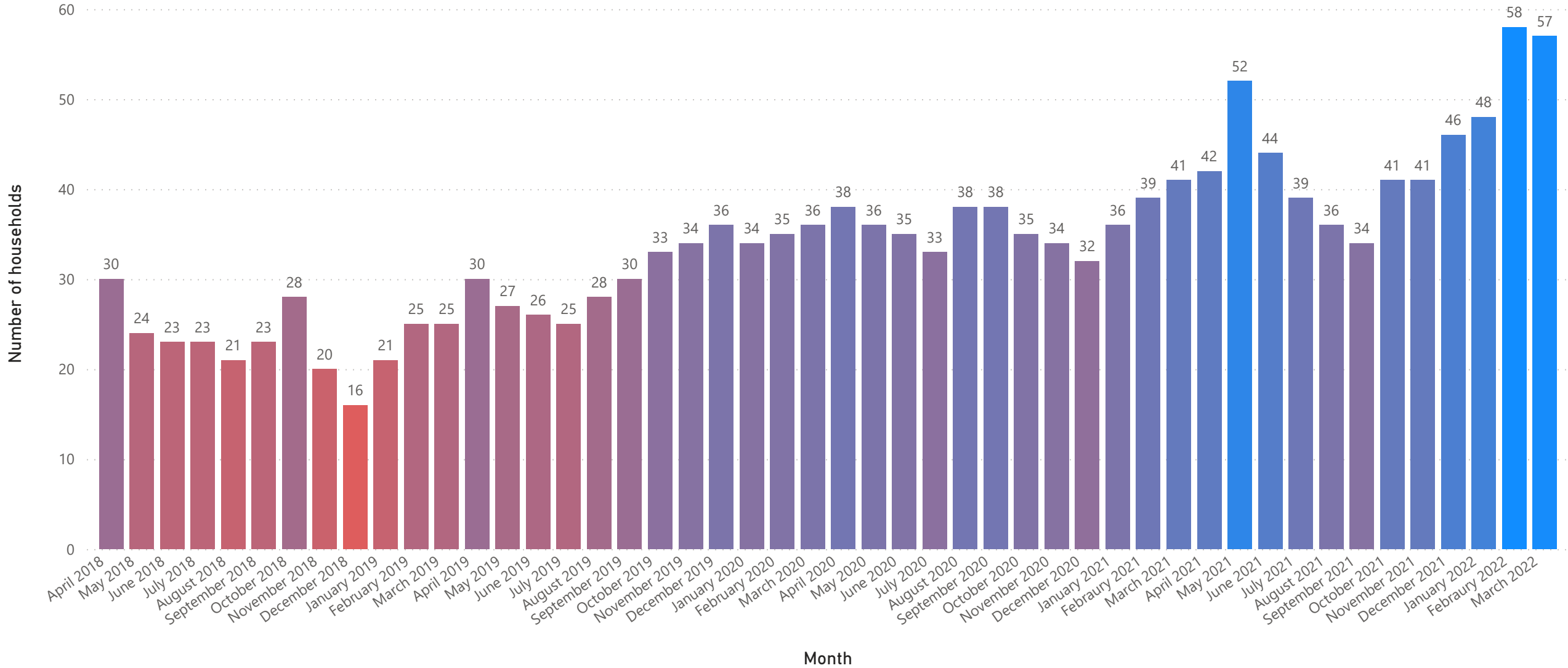


Borough	Number of households
Barnet	1
City of Westminster	1
Greenwich	1
Redbridge	1
Southwark	1
Tower Hamlets	1
Enfield	2
Newham	2
Hackney	7
Waltham Forest	9
Islington	10
Total	36

Number of households in temporary accommodation by month

2018 April to 2022 March

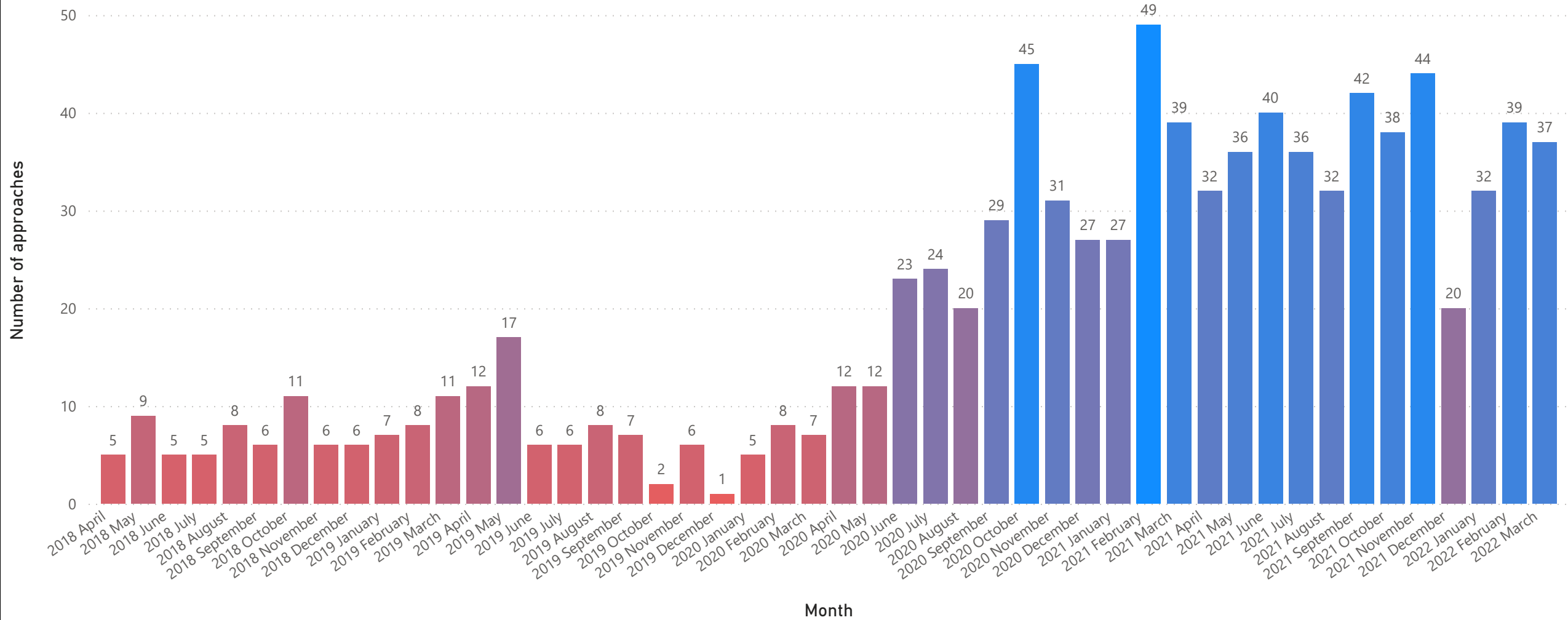
Number of households 16  58



Number of approaches by month 2018 April to 2022 March

Number of approaches by Month

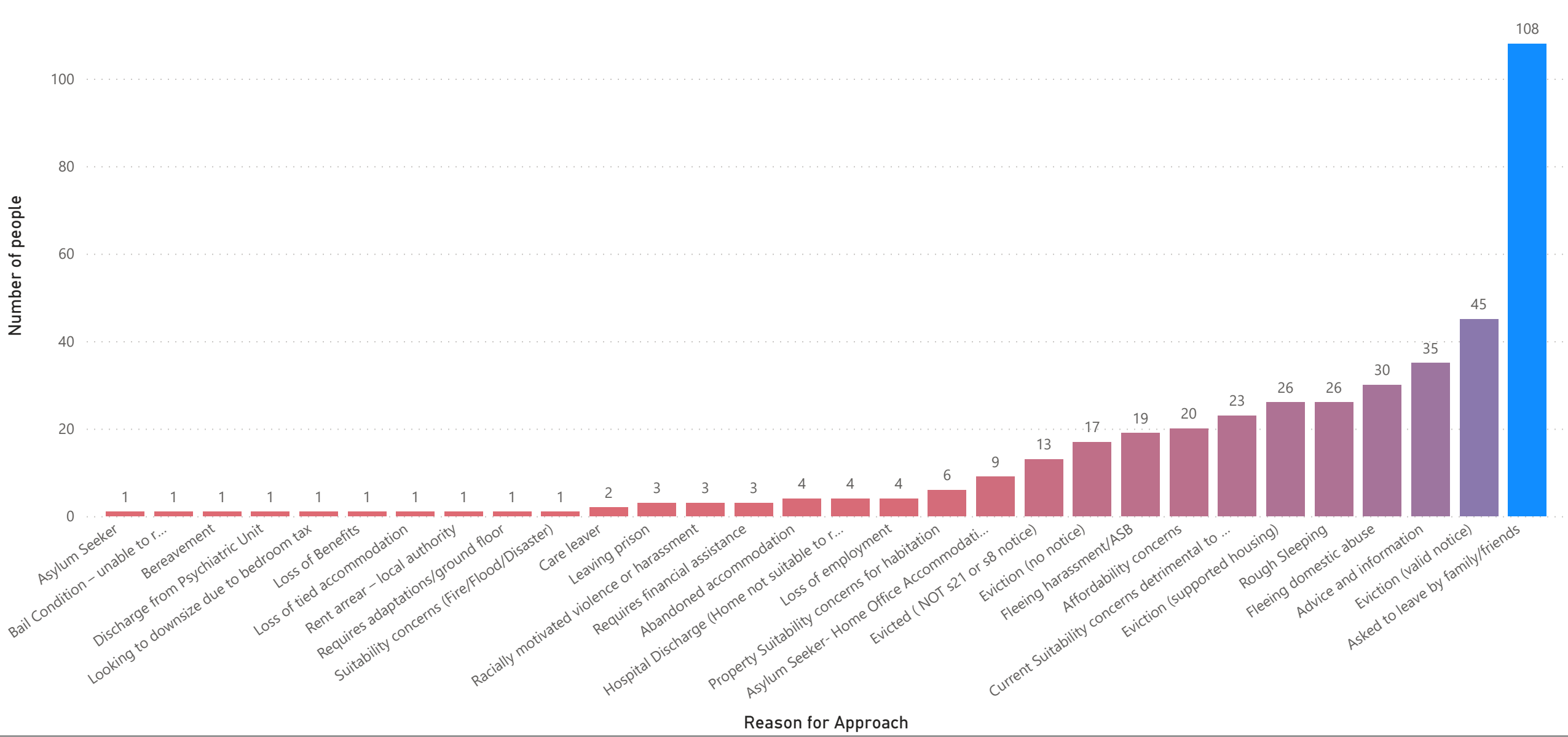
Number of approaches 1 49



Reasons for approach April 2021 to March 2022

Number of people by Reason for Approach

Count of Reason for Approach 1 108



Duties from April 2021 to March 2022

18

Relief duties owed

4

Prevention duties owed

5

Main duties accepted

13

Reliefs ended

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