



Homelessness and Rough Sleeping Sub Committee

- Date:** WEDNESDAY, 4 OCTOBER 2023
- Time:** 1.45 pm
- Venue:** COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL
- Members:** Eamonn Mullally (Chair)
Deputy Natasha Lloyd-Owen (Deputy Chair)
Anne Corbett
Helen Fentimen (CCS Deputy Chair)
Deputy Marianne Fredericks
Henrika Priest
Ruby Sayed (CCS Chair)
Mark Wheatley
Munsur Ali (Police Authority Board)
Paul Kennedy (City Churches)
Umer Khan (Safer City Partnership)
VACANT (Police Authority Board)
VACANT (External Member)
VACANT (External Member)
- Enquiries:** **Katie Davies**
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Ian Thomas CBE
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 of the meeting held on 3 July 2023.

For Decision
(Pages 7 - 14)

4. **STREET LINK - HOME CONNECTIONS**

Executive Director of Community & Children's Services to be heard. Presentation by Street Link.

For Discussion
(Verbal Report)

5. **REVIEW OF TERMS OF REFERENCE**

Report of the Town Clerk.

For Decision
(Pages 15 - 18)

6. **UPDATE ON THE HOMELESSNESS & ROUGH SLEEPING STRATEGY 2023-27**

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

For Decision
(Pages 19 - 76)

7. **CITY OF LONDON POLICE UPDATE**

Report of the City of London Police.

For Discussion
(Pages 77 - 90)

8. **CITY OF LONDON WOMEN'S PROJECT ACCESS CRITERIA**

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

For Discussion
(Pages 91 - 98)

9. **2022/23 ANNUAL ROUGH SLEEPING DATA REPORT**
Report of the Executive Director of Community and Children’s Services.
- For Discussion**
(Pages 99 - 110)
10. **ROUGH SLEEPERS ASSESSMENT CENTRE (RSAC) UPDATE**
Report of the Executive Director of Community and Children’s Services.
- For Discussion**
(Verbal Report)
11. **SEVERE WEATHER EMERGENCY PROTOCOL (SWEP) UPDATE REPORT**
Report of the Executive Director of Community and Children’s Services.
- For Information**
(Pages 111 - 142)
12. **OUTSTANDING ACTIONS**
Report of the Town Clerk.
- For Information**
(Pages 143 - 144)
13. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB-COMMITTEE**
14. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
15. **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

16. **NON-PUBLIC MINUTES**
There were no non-public minutes of the meeting held on 3 July 2023.
17. **CITY OF LONDON POLICE NON-PUBLIC UPDATE**
The City of London Police to be heard.
- For Information**

18. **ROUGH SLEEPERS ASSESSMENT CENTRE (RSAC) REPORT**
Report of the Executive Director of Community and Children's Services.

For Information
(Pages 145 - 146)

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

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

HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Monday, 3 July 2023

Minutes of the meeting of the Homelessness and Rough Sleeping Sub Committee held at the Guildhall EC2 at 11.00 am

Present

Members:

Ruby Sayed (Chair)	Deputy Natasha Lloyd-Owen
Helen Fentimen (Deputy Chairman)	Eamonn Mullally
Anne Corbett	Henrika Priest
Deputy Marianne Fredericks	Mark Wheatley

Officers:

Simon Cribbens	- Community & Children's Services Department
Will Norman	- Community & Children's Services Department
Fleur Holley-Moore	- Community & Children's Services Department
Scott Myers	- Community & Children's Services Department
Georgiana Choak	- Community & Children's Services Department
Richard Chamberlain	- Surveyors & Property Services

1. APOLOGIES

There were none.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT

There were no declarations.

3. ELECTION OF CHAIRMAN

The Chair of the Community and Children's Services Committee advised that she had nominated Eamonn Mullally as Chair of the Homelessness and Rough Sleeping Sub Committee for 2023/2024. This nomination would be submitted to the Community and Children's Services Committee for approval.

4. ELECTION OF DEPUTY CHAIRMAN

The Chair of the Community and Children's Services Committee advised that she had nominated Natasha Lloyd-Owen as Deputy Chair of the Homelessness and Rough Sleeping Sub Committee for 2023/2024. This nomination would be submitted to the Community and Children's Services Committee for approval.

5. MINUTES

RESOLVED, that the minutes of the meeting held on 26th April 2023 be approved subject to the following amendment:-

That Bullet Point 1 – Fifth Sentence of the City of London Police Update be amended to read, "The colour scheme ranged from Green - an invitation to the

hub, to Red - stopping them from entering The City or a specified area within the City for a three-month period.”

Matters Arising

City of London Police Update

A Member asked for it to be clarified whether the red tickets issued were Community Protection Notices as these could lead to potential prosecutions. A representative from the City of London Police stated that they were Community Protection Notices and these stopped the person from entering the specified area for a specified time to encourage them to engage in the Luscombe intervention.

Streetlink

A Member asked if there was an update on whether the GLA had been written to seeking assurances about keeping the telephone service operational and whether the contract had been awarded. The Chairman stated that a letter had been drafted and she would be signing. An Officer stated that he had contacted the GLA to seek confirmation that they had awarded a contract and he understood that a contract had been awarded. He was waiting for confirmation that a representative from the new provider would attend a meeting of the Sub-Committee.

'Daniel' Safeguarding Adults Review

A Member sought assurances that lessons had been learned and embedded into future procedure to ensure patients at Maudsley Hospital were not transferred into external accommodation without support. An Officer stated that the City and Hackney Safeguarding Board were leading on communications with South London and Maudsley around the actions in the action plan.

Rough Sleeping on Trains and Buses at Night

A Member stated that Officers had advised the GLA would capture this data and she asked for a report back. An Officer stated that he had requested this data from the GLA.

6. OUTSTANDING ACTIONS

Members received a report of the Town Clerk setting out the Sub Committee's outstanding actions list.

In relation to 5/22/HRS - Homelessness and Drugs, the Chairman stated that this was initially scheduled to be delivered in November 2022 but it had been delayed. An Officer stated that there was now a City of London specific Community Drugs Partnership and an Officer from the partnership could be invited to provide an update alongside police colleagues at the next Sub-Committee meeting. A Member requested that this take place in a substantive session outside of the Sub-Committee meeting and that this include representation from the Public Health Team. An Officer stated that Officers from the Public Health Team, and Turning Point, as the commission provider, would be invited to attend.

In relation to 4/23/HRS – Streetlink, the Chairman stated this was an agenda item. Officers would give a presentation and Members could make preliminary points. The Chairman would then ask Members to give more detailed responses via email.

RESOLVED – That the Sub-Committee:

1. Note the report; and
2. Request Officers to arrange a separate session for the Homelessness and Drugs update and colleagues from Public Health and the police be invited to attend.

7. **CITY OF LONDON POLICE UPDATE**

Members received an update of the City of London Police and the following points were made:

- 220 incidents of begging were reported in the period of 31 March to 1 June with the Bishopsgate as the top location. More occurrences may have been reported on Bishopsgate due to the heavy number of footfall or the proximity of the Police Station, where officers were more likely to witness incidents.
- Through Turning Point and the Intervention Hub, an individual had successfully ceased drug use and gained employment.
- Operation Luscombe was successfully working and in operation throughout the country. Mindful of best practice and observing results of how other parts of the country ran their programmes, a review and update of the programme would take place.

A query was raised regarding the exploitation of beggars and the training of Police Officers in Modern Slavery awareness. It was noted that Police Officers were all trained on Modern Slavery. Members were informed that Officers hand out leaflets listing different services offered both in the hubs and on the streets. Safeguarding was a key concern and conversations regarding Modern Slavery and the options for help were encouraged to take place. Support and outreach for vulnerable people were at the forefront of Officers' actions.

In response to a question, Members were informed that Criminal Behaviour Orders currently expired after three months. This length of time was to be reviewed. Members expressed their concern that an increase in length might lead to criminalisation and requested the City Police review this change with the Sub Committee before finalisation.

A Member requested that where an application for a criminal behaviour order was made, Members be informed of the date so they had an opportunity to observe the hearing from the public gallery.

A Member raised concern over begging and rough sleeping in transportation links and stations. Members were informed that the British Transport Police (BTP) were involved in Operation Luscombe. The Member asked that the BTP be invited Sub Committee meetings.

In response to a question, Members were informed that no flags have been raised of assaults on those begging. It was noted that people often felt safer in the City than in other areas in and around London.

RESOLVED- That the Sub Committee:

- 1) Note the update.
- 2) Request that the leaflet be circulated.
- 3) Receive a written report at the next meeting, outlining the data collected and any justification for the change in length of Criminal Behaviour Orders.

8. **DELIVERING THE HOMELESSNESS & ROUGH SLEEPING STRATEGY 2023-27**

The Sub Committee received a report of the Executive Director of Community and Children's Services on the Homelessness and Rough Sleeping Strategy 2023 to 2027.

Members were reminded that the Strategy had already been through a public consultation period which resulted in several positive comments about the Strategy's aims and priorities. These priorities were developed in partnership focusing on co-production, including past experiences of former rough sleepers.

This update focused on how the Strategy would be delivered, setting out key actions to deliver the strategy and how the outcomes would be measured.

Members discussed the key challenges in differentiating homelessness and rough sleeping, and the different approaches each require.

A query was raised concerning an annual update of measure, and a suggestion of a progressive approach was made, so members could see the latest and most up to date positions.

Members requested that the Members meet in person with Officers to consider the strategy's actions and aims.

RESOLVED- That the Sub Committee:

- 1) That the Member would have an in-person session with Officers to further discuss the strategy.
- 2) Delegate endorsement of any additional amendments to the Executive Director of Community & Children's Services in consultation with the Chair and Deputy Chair of the Sub Committee.

9. **OPERATIONAL ARCHITECTURE SUMMARY REPORT**

The Sub Committee received a report of the Executive Director of Community and Children's Services which presented an update and review of the work of the Homelessness and Rough Sleeping Team.

Members were informed that the Team was always looking to increase the number of individuals who receive assistance and continuously sought new opportunities to increase outreach.

Members requested additional data to be provided alongside current data for comparison and directional growth and regression.

Members requested an Organisational Chart of the Homelessness Prevention and Rough Sleeping Team.

RESOLVED- That the Sub Committee:

- 1) Note the report.
- 2) Be provided with an organisational chart of the Homelessness Prevention and Rough Sleeping Team.

10. **HOT WEATHER SEVERE WEATHER EMERGENCY PROTOCOL (SWEP) UPDATE 2023**

The Sub Committee received a report of the Executive Director of Community and Children's Services presenting an update on the Hot Weather Severe Weather Emergency Protocol.

The Sub Committee discussed the importance of updating the app and providing clear and accurate information on where individuals could access a water refill station. Members were informed that a leaflet was being produced listing refill stations to hand to individuals with refillable water bottles.

In response to a query, Members were informed that the Team were looking to increase the number of cool spaces in the City. The number of spaces would increase in line with the progression of the SWEP alert level.

RESOLVED- That the Sub Committee note this report.

11. **CITY OF LONDON WOMEN'S PROJECT REPORT**

The Sub Committee received a report of the Executive Director of Community and Children's Services on the City of London Women's Project which opened in April 2023.

The Chair expressed her gratitude to the Team for completing this project.

Members were informed that this was still a pilot project. Further and more complete data would be presented at the end of the year as statistics for demand and capacity were still under review.

In response to a query, Members were informed that the centre was for single women aged 18 and over. Women with dependants would be supported in accessing a more suitable accommodation.

It was noted that the centre included six ensuite studios with a small kitchen, and a larger communal kitchen space and area for the women to socialise.

RESOLVED- That the Sub Committee note this report.

12. **HOMELESS HEALTH WORK PLAN UPDATE REPORT**

The Sub Committee receive a report of the Executive Director of Community and Children's Services with an Update of the Homeless Health Work Plan.

Members were informed of the new role of Homeless Health Coordinator. The role would help address health inequalities.

In response to a query, Members were informed that each priority area has its own dedicated set of activities and timelines to track progress of actions. The current main priority was primary care and improving access.

Members were assured that relationships were being developed with hospitals to ensure hospital discharges were coordinated.

It was noted that the Health Van had seen an increase in individuals accessing its services. Turning Point was working with peer workers to help with engagement.

RESOLVED – That the Sub Committee note the report.

13. **ROUGH SLEEPING ASSESSMENT CENTRE (RSAC) UPDATE**

The Sub Committee received a verbal update of the Executive Director of Community and Children's Services on the Assessment Centre in which structural damage was revealed during the construction. This would add length to the programme time by approximately three to four weeks resulting in a delayed opening. It was hoped to mobilise the service in January. Costs for this additional work were already accounted for with a cost of risk provision in the overall budget.

In response to a query about the remainder of the risk provision budget, Members were informed that the budget was still healthy, and all major risks should have now been revealed. The Chair thanked the team for their calm and active response to this development.

RESOLVED – That the Sub Committee note the update.

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

In response to a query, Members were informed that Equality, Diversity, and Inclusive data had recently been published and was currently being analysed. It was noted that further support would be explored for the LGBTQ+ community.

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

The Chair thanked everyone for their inputs.

16. **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
17	3
18	3
19	3
20	3
21	3

17. NON-PUBLIC MINUTES

There were none.

18. CITY OF LONDON POLICE NON-PUBLIC UPDATE

There was no Non-Public City of London Police update.

19. DEPARTMENT FOR LEVELLING UP, HOUSING AND COMMUNITIES (DLUHC) ROUGH SLEEPING INITIATIVE (RSI) HEADROOM FUNDING APPLICATION UPDATE

The Sub Committee received a verbal update of the Executive Director of Community and Children's Services.

RESOLVED – That the Sub Committee note the verbal update.

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

There were no non-public questions.

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

There was no other business.

The meeting closed at 12.43 pm

Chair

Contact Officer: Katie Davies
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Committee(s) Homelessness and Rough Sleeping Sub Committee – For Recommendation Community and Children’s Services Committee – For Decision	Dated: 04/10/2023 01/11/2023
Subject: Updated Terms of Reference	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	3, 8 & 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: The Interim Deputy Town Clerk, Gregory Moore	For Recommendation
Report author(s): Katie Davies, Governance Officer	

Summary

This report calls for an update of the Sub Committee’s own Terms of Reference, for recommendation to the Community and Children’s Services Committee for final approval. This update focuses on External Membership and frequency of meetings.

Recommendation(s)

Members are invited to:

- Approve, subject to any comments, the increased number of co-opted external members from two to three and removal of the vacant Police Committee membership as set out in the updated terms of reference of the Sub Committee (**Appendix 1**) for submission to the Community and Children’s Services Committee for final approval; and
- Approve, subject to any comments, the decreased number of meetings per year as set out in the updated terms of reference of the Sub Committee (**Appendix 1**) for submission to the Community and Children’s Services Committee for final approval.

Main Report

1. As part of the implementation of the 2011 Governance Review, it was agreed that all Sub Committees of Grand Committees of the Court of Common Council review their Terms of Reference on an annual basis.
2. In accordance with Standing Order 27.1(a), a Sub Committee may at any time alter the membership of a Sub-Committee set up by them.

Proposals

3. The Sub Committee is therefore requested to consider the following:
4. Increase the number of co-opted external members from two to three;
5. Actively recruit people who are currently working in or have recent experience of homelessness and people at risk of becoming homeless, i.e. those living in precarious/temporary accommodation, with one appointment to a person from the interfaith community;
6. Reduce the two places currently allocated to the police committee to one, as there is also a Safer City Strategic Partnership member in place; and
7. Reduce the frequency of meetings from five to four times per annum, to better align with the most recent and up-to-date data and reports.

Conclusion

8. The Sub Committee is requested to approve, subject to any comments, its Terms of Reference for submission to the Community and Children's Services Committee for final approval.

Appendices

Appendix 1 – Updated Terms of Reference

Katie Davies

Governance Officer

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HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Constitution

- i. The Chairman & Deputy Chairman of the Community and Children's Services Committee;
- ii. Up to *six Members of the Community and Children's Services Committee and/or the Court of Common Council;
- iii. ~~Two~~One Members representing the Police Authority Board;
- iv. A representative of the City church; and
- v. Chairman of the Safer City Partnership or his/her representative

The **quorum** of the sub committee shall consist of any three Members of the Court of Common Council.

The Sub Committee will have the power to **co-opt up to ~~two~~three external members** outside of the Court of Common Council, with priority of one appointment given to the Police Authority Board. - These individuals will provide specialism and experience relevant to the subject matter.

Terms of Reference:

1. To give consideration to strategies and proposals to alleviate rough sleeping and homelessness in the City of London together with other associated activities.
2. To have an overview of government and regional policies on rough sleeping; and advise the Grand Committee of their impact on the City of London Corporation's Rough Sleeping and Homelessness Strategy and practice arrangements;
3. To have an overview of rough sleeping in the City of London;
4. To monitor new approaches to working with rough sleepers;
5. To monitor the financial implications in delivering a service to rough sleepers;
6. To be informed about the health and wellbeing of rough sleepers, what services are required and how they can be delivered;
7. To monitor the implications of any enforcement activities; and
8. To monitor the numbers of rough sleepers on the City streets.
9. To liaise with other local authorities and agencies working towards tackling homelessness and rough sleeping.
10. To make recommendations to the Grand Committee for decision.

Suggested frequency of meetings – ~~4~~5 times a year

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Agenda Item 6

Committee(s): Homelessness and Rough Sleeping Sub-Committee - For Decision	Dated: 03/10/2023
Subject: Update on the Homelessness & Rough Sleeping Strategy 2023-27	Public
Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?	1,2,3,4
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: Judith Finlay, Executive Director – Community & Children's Services	For Decision
Report author: Scott Myers, Strategy & Projects Officer, Community & Children's Services	

Summary

Members are asked to endorse the Homelessness & Rough Sleeping Strategy 2023-27 following a refresh of the strategy based on input from Members of this Sub-Committee prior to its approval by the Community & Children's Services Committee.

Recommendation(s)

Members are asked to:

- **Endorse the following recommendations for approval by the Community and Children's Services Committee in November 2023.**

Main Report

Background

1. Members of the Homelessness and Rough Sleeping Sub-Committee have been involved in the development of the Homelessness and Rough Sleeping Strategy 2023-27 throughout the stages of development and public consultation, as well as after the public consultation had ended.
2. At the most recent sub-committee meeting on the 26th of April 2023, Members recommended that a follow up session be held with members of the sub-

committee and relevant Officers to investigate in more detail how the strategy outcomes and priorities would be delivered and measured for success. Members also noted that co-production should be strengthened as a backbone of the strategy.

3. Following the sub-committee, a follow up session was held with Members on of this sub-committee on 19 July 2023 where a presentation was held on delivering the strategy and how outcomes and priorities were identified.
4. During this session, Members requested additional changes to the strategy to set in context how and why priorities were chosen and how they are going to be delivered over the lifetime of the strategy.
5. In order deliver this request, the strategy was amended to include national and local legislative context and data, an update on progress achieved during the previous strategy, an expansion of why the priorities were chosen and case studies showing good practice.
6. In addition to including relevant contextual information, the strategy includes details of the various actions that will help deliver the priorities identified in the strategy and will form part of the ongoing Service Development Plan for delivery of this strategy.
7. As well as making changes to the strategy, an evidence bank showing the picture of homelessness and rough sleeping within the City of London was developed, which can be seen in Appendix 2.
8. Members of the sub-committee were given the opportunity to further comment and amend changes made to this strategy and a second follow up session was due to be held in September 2023. This session was cancelled due to unforeseen circumstances, and therefore Members were given the opportunity to comment outside of the formal committee structure, before discussion at this sub-committee.
9. Considering these changes and steps taken to further develop the strategy, Members are requested to endorse this strategy for final approval by the Community & Children's Services Committee in November 2023.

Corporate & Strategic Implications

Financial implications – None identified

Resource implications – None identified

Legal implications – The City of London Corporation has a statutory duty under the Housing Act (1996) to prevent homelessness and provide assistance or advice to those who are homeless, or at risk of homelessness. Under the Homelessness Act, 2002, the City of London Corporation is required to have a strategy in place covering all forms of homelessness in its locality, that must be updated at least every 5 years.

Risk implications – None identified

Equalities implications - Developing a dedicated Homelessness and Rough Sleeping Strategy with strong evidence on how we will deliver the strategy will work towards tackling inequality of opportunity. A dedicated Equality Impact Assessment has also been developed to demonstrate this, as inequality disproportionately impacts on those with protected characteristics.

Climate implications – None identified

Security implications – None identified

Conclusion

10. This strategy will progress to the Community & Children's Services Grand Committee in November 2023 for approval following endorsement from Members of this sub-committee.

Appendices

- **Appendix 1 – Homelessness & Rough Sleeping Strategy 2023-27**
- **Appendix 2 – Homelessness & Rough Sleeping Evidence Bank**
- **Appendix 3 – Equality Impact Assessment**

Scott Myers

Strategy & Projects Officer, Community & Children's Services

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City of London Corporation

Homelessness and Rough Sleeping Strategy 2023-2027

1 Introduction

Homelessness is a crisis that can have a profound impact on the lives of those affected. Within the Square Mile, homelessness is most obviously seen on our streets, but it is an issue that is wider than rough sleeping – including those hidden from view who may sleep on a friend’s sofa, or those housed in accommodation which is unsafe or severely overcrowded.

The City of London Corporation is committed to prevent or end the homelessness of those seeking our help. Whichever route brings people into our services, we aim to act swiftly and effectively with compassion, fairness and respect.

We spend more than £4 million each year to deliver the services, support and accommodation to prevent or resolve homelessness. This strategy provides the priorities to focus our delivery and investment going forward, to shape our services and guide our decision making to deliver our vision, that:

Homelessness is brief, it does not reoccur, its impact on the individual and our communities is minimised, and it is prevented where possible

To secure this vision, we have identified four strategic priorities:

1. **Providing rapid, effective and tailored interventions** to minimise the duration of homelessness, prevent the loss of accommodation and prevent the crisis of street homeless leading to the harm of long-term rough sleeping
2. **Securing access to suitable and affordable accommodation** by maximising access to a range of housing options, delivering more homes; providing supported specialist housing accommodation for those with support needs
3. **Working collaboratively** with multiple agencies to reach across traditional boundaries and support those facing homelessness or are rough sleeping and deliver a consistency of service across service and local authority boundaries
4. **Supporting beyond accommodation** to provide support alongside appropriate accommodation to secure better outcomes, enhance employability, support recovery and prevent repeat homelessness

These priorities provide the framework for our strategy to deliver better outcomes for individuals, and more efficient and effective services. They will be underpinned by an action plan that will be refreshed annually, so that it remains responsive to political, policy and economic change.

2 STRATEGIC CONTEXT

This strategy is shaped and responds to the drivers of national and regional policy, and the interface with a range of City Corporation strategies and responsibilities.

2.1 National

The UK Government sets the legislative framework for preventing and addressing homelessness. They have acted to strengthen legislation, to shift the focus to prevention, and to reduce the barriers to help for specific groups such as those who experience domestic violence and those who have served in the armed forces. Legislation gives local authorities the primary role in responding to homelessness. It is backed by significant funding in the form of Homelessness Prevention Grant.

The Government is also committed to end rough sleeping in this parliament. To meet this commitment, the Government has published a cross-government strategy, *Ending Rough Sleeping for Good* which introduced several initiatives and funding so that local authorities, voluntary, faith and community sectors can intervene swiftly when someone is sleeping rough.

These commitments include funding to local authorities in the form of the Rough Sleeping Initiative Grant, and programmes to increase the supply of supported accommodation.

The government has also expanded its Rough Sleeping Drug and Alcohol Treatment Grant Programme, with the scheme providing funding for substance misuse treatment services for people sleeping rough or at risk of sleeping rough.

2.2 Regional

The Mayor of London has set out his vision and priorities for tackling the shortage of affordable housing across London, and its links to homelessness in his London Housing Strategy. The strategy highlights the importance of prevention and the need to address the root causes of homelessness to drive forward effective prevention work.

He is committed to ending rough sleeping and has established the Life Off the Streets Executive Board – of which the City Corporation is a member – to work in partnership with organisations across London to monitor the effectiveness of interventions in tackling rough sleeping and identifying further interventions.

2.3 Local

The City of London Corporation is the governing body of the Square Mile, dedicated to vibrant and thriving City, supporting a diverse and sustainable London within a globally successful UK.

Its Corporate Plan 2018-2023 seeks a flourishing society in which:

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

This strategy supports the delivery of that plan, and both contributes to and is supported by the delivery of a range of strategies and plans including the *Joint Health and Wellbeing Strategy*, the *Local Plan*, the *Safer City Partnership Strategy*, the *Violence and Women and Girls Strategy* and the *Department of Community and Children's Services Business Plan*.

3 Background

Homelessness describes a range of situations that include those described by legislation, and situations we might recognise as homelessness such as sofa surfing or in its worst form, rough sleeping.

Government legislation describes a household as homelessness where:

- they have no accommodation they are legally entitled to occupy, either in the UK or overseas
- they have accommodation but cannot secure entry to it
- they have accommodation designed or adapted to be lived in that consists of a 'moveable structure' (such as a caravan, mobile home, or canal boat) but they have nowhere to put it
- they have accommodation but it is not reasonable or suitable to continue living there

Somebody is threatened with homelessness if:

- they are likely to become homeless within 28 days
- they have been giving a valid notice (known as a Section 21 notice) to leave a property, and that notice will expire within 56 days

Local authorities have a legal responsibility to support people who are threatened with homelessness or who are homeless. As well as the 1996 Housing Act, this strategy has also been informed by the following national legislation.

- Homelessness Reduction Act 2017
- Domestic Abuse Act 2021
- Armed Forces Act 2021

These three Acts add to existing legislation and strengthen the response to tackling homelessness. The explicitly state that a person who is homeless as a result of being a victim of domestic abuse is classed as being in priority need, as well as those who previously served in the regular naval, military or air forces.

The picture of statutory homelessness in London highlights the challenges local authorities in London are facing, with rising demand and cost for housing, temporary accommodation and homelessness and rough sleeping services.

Applications for homelessness in London have risen by 54% between 2013 and 2023 and UK Government statistics show that in 2022, 59% of people in temporary accommodation across England were in London

The number of people seen sleeping rough in London is also increasing. In 2023, the GLA reported that the number of people sleeping rough in London has increased by 9% compared with 2022. The figures show that 3,272 individuals were sleeping rough in the capital from April to June 2023, compared to 2,998 individuals from April to June 2022. Of those 84% were male, and half were UK nationals.

3.1 The City

With London's smallest population, the City Corporation deals with the lowest number of approaches for homeless assistance – having a duty to assist 29 households in 2022/23 - and has the lowest number of households placed in temporary accommodation in London.

With 450,000-day time workers, it is unsurprising that the majority of those seeking homelessness advice, information and assessment are connected to the City through work.

In 2022/23 512 people approached the City Corporation for help because of the risk of experience of homelessness – an increase of 16 per cent on 20/22. In the same year, 129 households were placed into temporary accommodation over the course of the year – an increase of 20 per cent on 2021/22.

In 2022/23 outreach services recorded 482 people sleeping on the streets of the Square Mile – the sixth highest level among London's local authorities. Half of those sleeping rough were new to the streets – having no record of street homelessness anywhere in London. Among those homeless on the streets 38 per cent had long term histories of rough sleeping and 17 per cent had returned to street homelessness. The profile of those sleeping rough in the Square Mile has moved towards a younger, more complex cohort with higher support needs.

3.2 Our strengths

- A commitment to deliver comprehensive services that has been backed by a significant growth in funding by the City Corporation
- Quality services, co-located with social care, that deliver advice, guidance and assessment that is accessible through an inclusive range of channels
- Spot purchasing of interim accommodation allowing us to search in or as close as we can to the areas where a homelessness applicant last resided to help maintain links with support networks and services where possible
- Provision of specialist and enhanced services – such as a dedicated homelessness social work, enhanced tenancy sustainment and “Housing First” accommodation
- Integrated and tailored response to street homelessness that goes beyond accommodation to support those who sleep rough to sustain a life away from the streets

- The learning and success of our “everybody in” approach during the pandemic evolved into an “in for good” approach to prevent a return to the streets
- Successfully securing external funding and partnerships to strengthen our approach and expand services
- Committed partnerships with neighbouring local authorities, the City and Hackney Health and Care Board, City of London Police and the voluntary sector

3.3 Our challenges

- Housing insecurity and homelessness is increasing, and the wider economic context would suggest this will continue in the period ahead
- Increasing demand places pressure on our services and budgets, and is increasing London wide competition for - and the cost of - temporary accommodation
- The diversity of need we respond to – including from those fleeing domestic violence, those from the LGBTQI+ community, those with uncertain migration status and youth homeless - is growing and more evident
- Secure, affordable housing options are severely limited and constrain the timely move-on from our hostel and interim accommodation provision
- Many of those homeless on our streets are very transient – moving across service boundaries and interrupting service interventions
- Housing solutions are predominantly beyond the boundaries of the Square Mile and the statutory remit of our wider services
- Access to primary care for those homeless on the streets is limited by location of provision
- Some of those homeless on our streets can be associated with anti-social behaviour or other criminality – as victim or perpetrator – causing concern to those who live, work in or visit the City
- Services that play a vital role in preventing homelessness and sustaining life away from the streets – including mental health services and voluntary sector services – are facing significant pressures

4 Progress since the last strategy

Since the last Homelessness and Rough Sleeping Strategy in 2019, the City Corporation has delivered multiple new initiatives to tackle homelessness and rough sleeping. These include:

- a pilot for a safe and secure accommodation project for women fleeing domestic abuse
- a high support hostel to provide 29 additional beds, securing a more effective response to rough sleeping
- funding for a tri-borough “staging post” hostel for those street homeless to relieve pressure on assessment and emergency placements
- a Rough Sleeping Mental Health Programme (RaMHP) in partnership with East London Foundation Trust (ELFT)

- a Homeless Health Coordinator to deliver a dedicated work plan to improve the health of rough sleepers
- a new partnership with Guy's and St Thomas' to provide clinical in-reach to Grange Road hostel
- an extended substance misuse offer to those who have left street homelessness and been accommodated beyond the Square Mile
- improved Homelessness & Rough Sleeping web pages to provide enhanced information and advice

5 Developing this strategy

This strategy has been developed through consultation with key stakeholders, including those who have experienced homelessness and those who remain homeless in the City.

This process has identified the four key priorities, set out in the section below. For each priority, we set out what the implementation of this strategy will achieve in addressing that priority, and what will be done to secure those achievements.

6 Priorities

6.1 Priority 1: Providing rapid, effective and tailored interventions

By focusing on the prevention of homelessness before it occurs, we recognise that early interventions are important to minimising the duration and preventing homelessness. We believe that for this to be the most effective, these early interventions should be personalised in order to provide the most appropriate response.

Case Study – City of London Corporation Women's Project

The City of London opened its first dedicated women's accommodation project in April 2023. The Domestic Abuse Act (2021) introduced new requirements for local housing authorities to have safe accommodation available to any applicant on approach where domestic abuse is the reason they have given for leaving their home. Recognising the national and regional shortage of affordable, suitable accommodation, The City of London commissioned an existing housing provider to refurbish a 6-bed housing in a London Borough. Security was upgraded and its location is kept confidential to protect anonymity of residents. To date, the City

To deliver this priority, over the next four years we will focus on the following:

- Improve access to rapid 'off the street' options for rough sleepers to end rough sleeping events quickly
- Deliver a clear, consistent approach to protect those sleeping rough, our communities and our services from ASB and criminality ensuring our community feels safe for all
- Strengthen our communication methods to improve referral pathways to local providers and outreach services

- Embed co-production with people with lived experience of homelessness when designing or renewing services

Key actions to deliver these include:

- Open a new Rough Sleeping Assessment Centre in the Square Mile
- Review and re-commission our frontline outreach services that consider inclusion of best practice examples and input from those with lived experience of homelessness and or rough sleeping
- Implement new Severe Weather Emergency Protocols (SWEP) so these interventions reach more people in an impactful way
- Re-commission the City Advice Service

Some of our key measures of success on the delivery of these are:

- Increase in the rate of homelessness preventions
- Increase in referrals received under the Duty to Refer
- Reduction in the number of individuals entering temporary accommodation
- Reduction in the number of individuals sleeping rough during severe weather events

6.2 Priority 2: Securing access to suitable and affordable accommodation

Case Study – High Support Hostel

The City of London Corporation and its commissioned partners conducted research to determine what additional projects could be introduced to have the highest impact in supporting those in our rough sleeping population who have the most complex needs. In November 2022, The City of London Corporation opened a 29-bed high support hostel. This new service occupies a site that was redeveloped from the ground up and designed with psychologically informed principles in mind. The project removes barriers between staff and residents and creates mixed areas for residents and staff to share time and participate in activities.

We recognise that access to suitable and affordable accommodation is central to promoting good health and wellbeing of our service users, as well as being a way off the streets for those rough sleeping. We believe that access to suitable and affordable accommodation needs to be appropriate to the level of need of the client and will help prevent homelessness occurring in the first place.

To deliver this priority, over the next four years we will focus on the following:

- Increase access to safe and suitable accommodation for those fleeing domestic abuse
- Minimise the use of inappropriate temporary accommodation
- Improve options within the private rented sector to support move on
- Reduce the number of rough sleepers returning to the streets

Key actions to deliver these include:

- Maximise our temporary accommodation offer by using targeted support, help with rent deposits and support to sustain long-term tenancies
- Create and implement a temporary accommodation framework for procurement of interim and emergency housing
- Deliver new accommodation solutions, such as increases in the number of available hostel beds and access to social housing
- Expand the City of London's Housing First offer to maximise the number of tenancies available to rough sleepers

Some of our key measures of success on the delivery of these are:

- Reduction in the number of households placed in temporary accommodation
- Reduction in the length of stay in temporary accommodation
- Increase in the number of properties available to individuals facing homelessness or are rough sleeping
- Number of commissioned and appropriate hostel beds increases

6.3 Priority 3: Working collaboratively

Homelessness and rough sleeping cannot be solved in silo. Working in partnership with multiple agencies that reach across traditional boundaries is key in supporting those facing homelessness or are rough sleeping. By working in partnership with key services when developing or delivering services, services will be delivered consistently across service and local authority boundaries.

Case Study – Health Community Wellbeing Van

The City of London Corporation's Health Community Wellbeing Van is a partnership between City & Hackney Public Health, North-East London Integrated Care Board and East London Foundation Trust. This weekly, GP led services brings vital primary care interventions directly to rough sleepers found in the Square Mile. The service operates from a fully converted vehicle and launched in February 2023. The van offers a private consultation space, storage for clinical equipment and signposting resources and facilities for making hot drinks. The van also delivers a range of health and wellbeing interventions to people experiencing homelessness and who are less likely to access traditional healthcare sessions

To deliver this priority, over the next four years we will focus on the following:

- Develop sub regional and pan-borough solutions to homelessness
- Strengthen our engagement with health partners to improve interventions for the most vulnerable
- Maximise the use of commissioned drug and alcohol services, City Advice and psychological services to prevent homelessness
- Deliver an embedded multi-agency response to ASB and criminality to protect rough sleepers and our communities

Key actions to deliver these include:

- Develop and implement a new Youth Homelessness Protocol to improve the holistic approach to supporting young people facing homelessness
- Implement an improved pathway for non-UK nationals who have no recourse to public funds
- Improve the safeguarding of vulnerable adults who are street homeless by developing solutions with the City & Hackney Safeguarding Adults Board
- Use engagement with City Businesses through business groups to shape their involvement in our work

Some of our key measures of success on the delivery of these are:

- Increase in cross-sector buy in to homelessness prevention within the Square Mile
- Reduction in anti-social behaviour reported
- Up take of commissioned services increases
- Improved pathways for those who have no recourse to public funds

6.4 Priority 4: supporting beyond accommodation

We recognise that it is important to provide wrap around support alongside appropriate accommodation for those who are rough sleeping or facing homelessness to enable them to remain in long term accommodation and prevent a return to the streets. By providing wrap around support that is tailored to the needs of the individual, we aim to secure better outcomes, improve health and wellbeing, enhance employability and support recovery, all of which will reduce the likelihood of returning to the streets or homelessness occurring in the first place.

Case Study – Employment and Progression Service – ‘Streets to Work’

The first project of its kind in the City of London, ‘Streets to Work’ launched in February 2023. The project has a remit to work across all our cohorts – vulnerably housed social tenants, residents in supported accommodation and rough sleepers. The service offers individuals the opportunity to build up their skills through education, training and employment opportunities as well as through volunteering. The service offers a mix of one-to-one and group sessions held in the community or at a client’s accommodation. We expect to see the project work with a minimum of 40 people per year, with 15 of these gaining stable employment.

To deliver this priority, over the next four years we will focus on the following:

- Improve health outcomes among those facing homelessness or are rough sleeping
- Improve tenancy sustainment in the private rented sector so clients on the path to recovery remain housed
- Improve the employability of former and current rough sleepers

- Support service users with complex substance misuse needs remain in long term accommodation
- Strengthen feedback opportunities by giving service users a stronger voice to shape the services they use

Key actions to deliver these include:

- Reduce delays in hospital discharge by improving communication with hospital teams
- Expand the support offer available to those with complex substance misuse needs by maximising the involvement of commissioned Pan-London services
- Deliver a clinical space in the Square Mile to provide primary care for those sleeping rough
- Encourage local businesses to employ and train those who have or who are experience homelessness

Some of our key measures of success on the delivery of these include:

- Reduction in the number of people sleeping rough
- Reduction in the number of repeat rough sleepers
- Reduction in delayed transfers of care
- Increase in number of service users entering education, employment or training

7 Implementation and delivery

This strategy is delivered in the context of legislative change – particularly the government’s commitment to fully imbed the Homelessness Reduction Act 2017 and its commitment to prevention, and the enactment of the Domestic Abuse Act 2021.

It aligns with the government’s strategy “Ending Rough Sleeping for Good” and with the City Corporation’s participation in the Mayor of London’s Life of the Streets Taskforce and its framework to address the wider determinants of rough sleeping with partners across the capital

In its delivery it supports the City of London Corporation to meet the objectives of its Corporate Plan and is supported by the delivery of the Housing Strategy, Joint Health and Wellbeing Strategy and Safer City Partnership Strategy.

The Homelessness and Rough Sleeping Strategy is agreed, renewed, and monitored by the City of London Corporation’s Homelessness and Rough Sleeping Sub-Committee. A detailed service development plan will support the delivering of this strategy and refreshed annually.

Evidence base - Homelessness and Rough Sleeping Strategy 2023-27

Rough sleeping

The first quarter 2023 – 2024 CHAIN data (April to June 2023) reports an increase of rough sleepers in the City of London from the same period last year, with a total of 180 rough sleepers. This is an increase of 32 rough sleepers from the same period last year.

Of those 180 rough sleepers, 45 have been recorded as new rough sleepers (those not contacted by outreach teams rough sleeping before the period). Eighty-two rough sleepers were recorded as living on the streets (those who have a high number of contacts with outreach over three weeks or more), an increase of 26 from the same period last year. Finally, 59 rough sleepers were recorded as intermittent (people seen rough sleeping before the period began but not regularly enough to be considered as living on the streets). This is an increase of eight rough sleepers from the same period last year.

Comparisons between City of London and Greater London.

Figure 1 breaks down the number of rough sleepers in the City of London across 2018 – 2023 (five-year timeline) in total and by CHAIN recorded sub-categories of flow, stock and returner. Figure 2 by comparison outlines the same for Greater London.

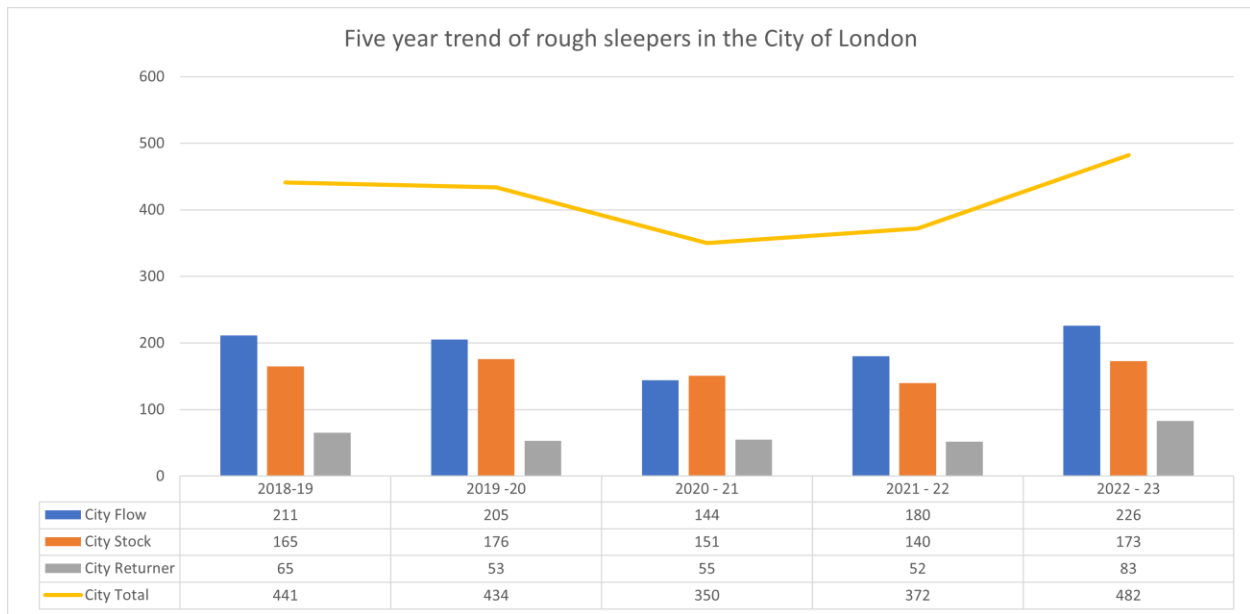


Figure 1: rough sleepers in the City of London across 2018 – 2023 by total and by CHAIN recorded sub-categories of flow, stock and returner.

There is a divergence between the total number of rough sleepers in the City of London and London as a whole across the five-year period of 2018 to the end of the reporting period in 2023. Whilst the City of London saw a steady drop across 2020 to 2021 (which would coincide with measures taken during the pandemic to support rough sleepers) after a plateau over 2018

- 2020, London as a whole saw a gradual increase of rough sleepers before a sharp drop off over 2020 into 2021. However, both the City of London and London as a whole have seen a sharp increase in rough sleepers from 2022 onward. Both the City of London and Greater London are seeing numbers of rough sleepers in line with peak numbers from previous years. The City of London reported the highest number since 2018-2019.

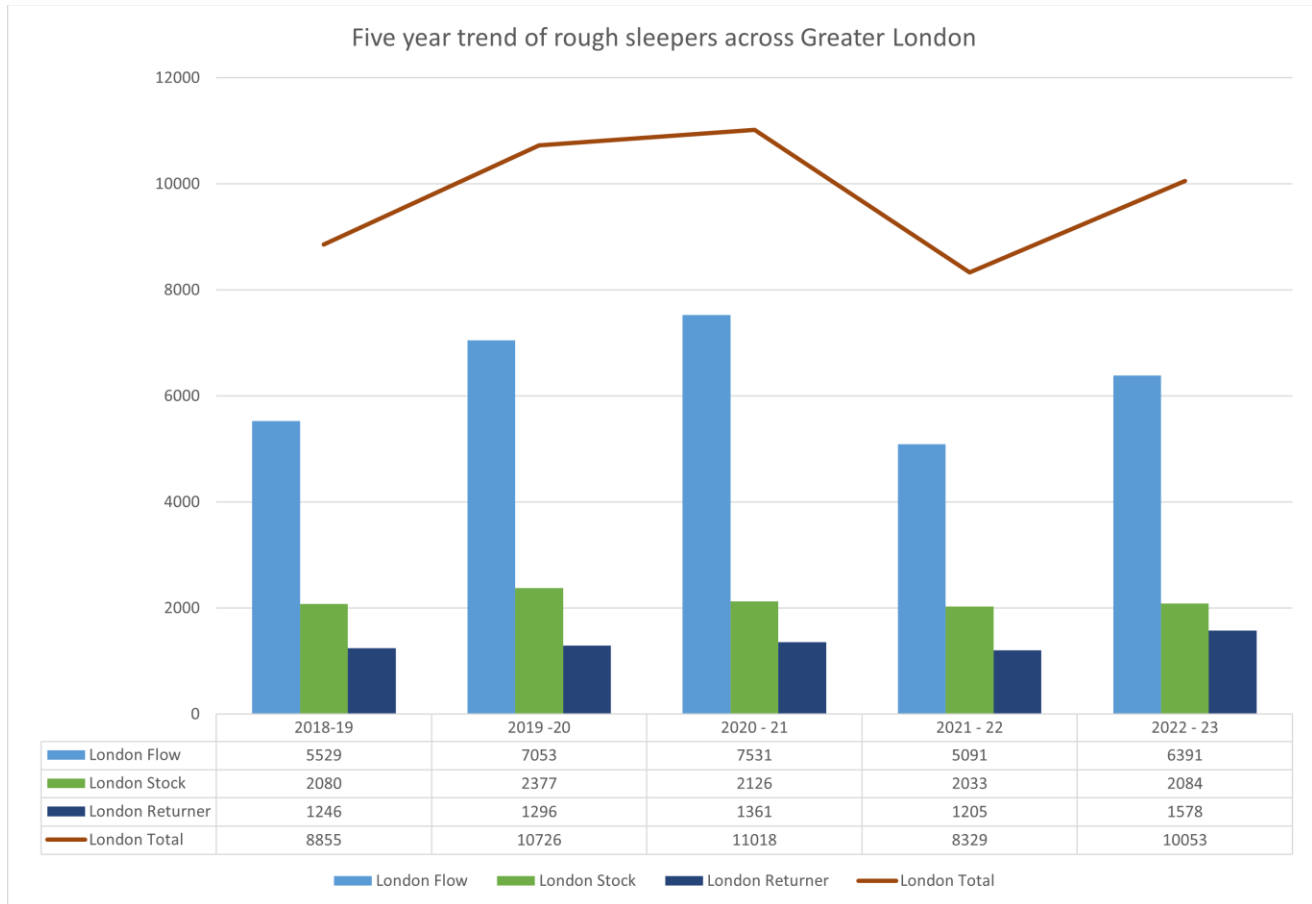


Figure 2: rough sleepers across Greater London across 2018 – 2023 by total and by CHAIN recorded sub-categories of flow, stock and returner.

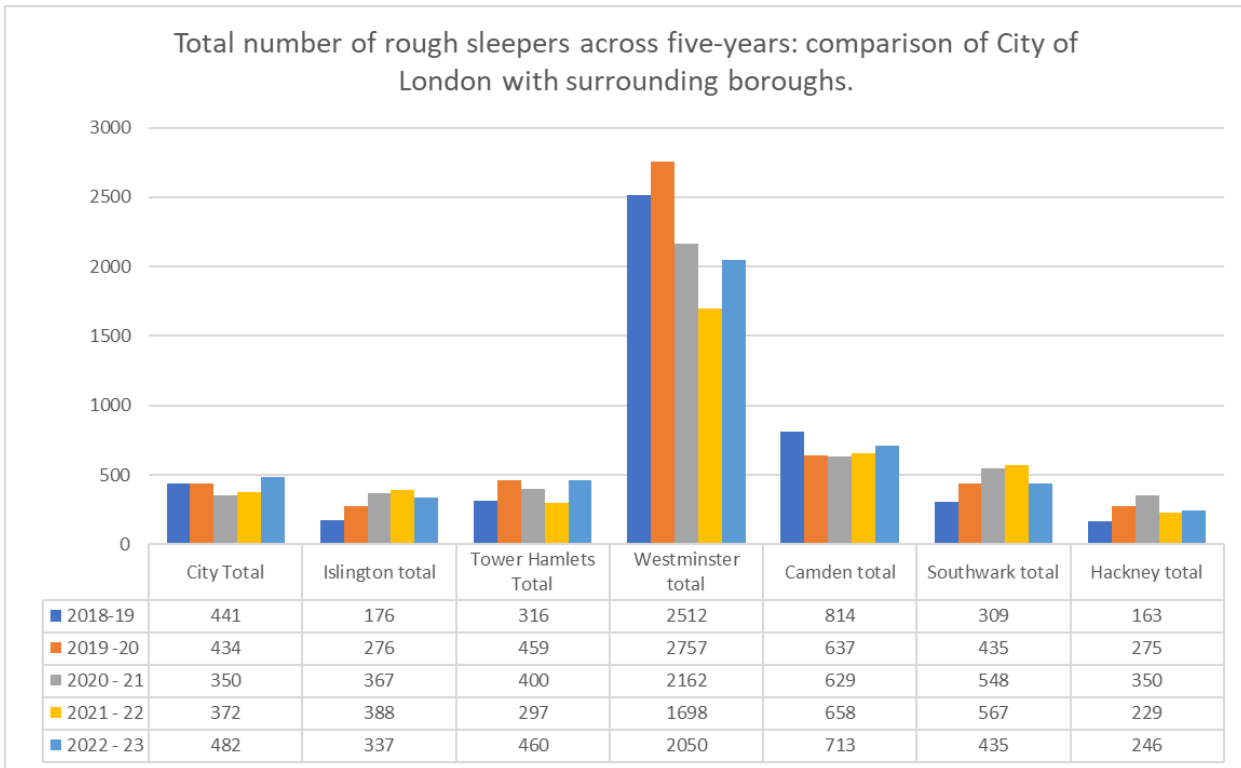
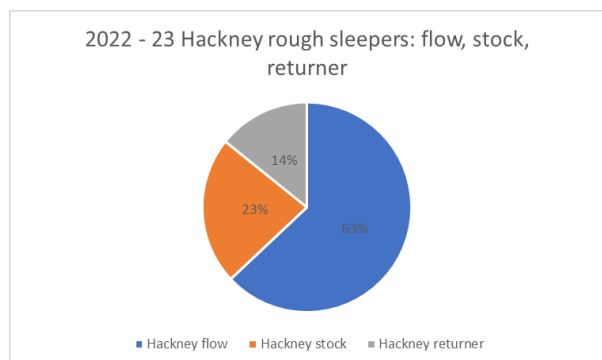
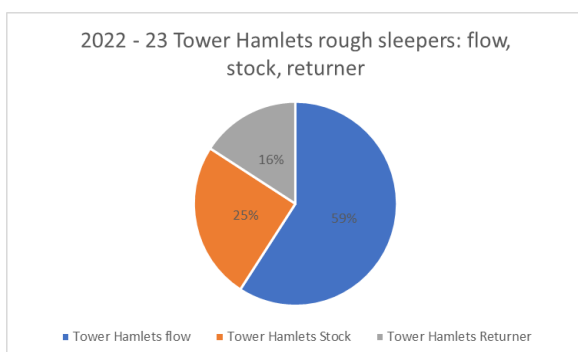
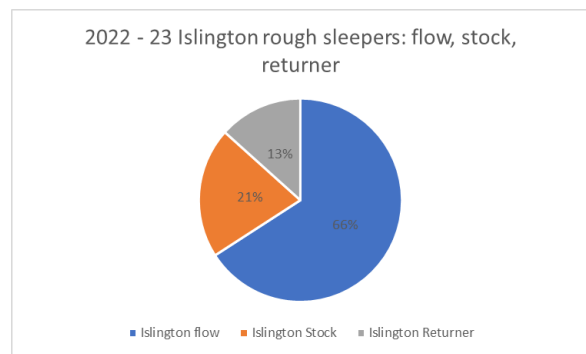
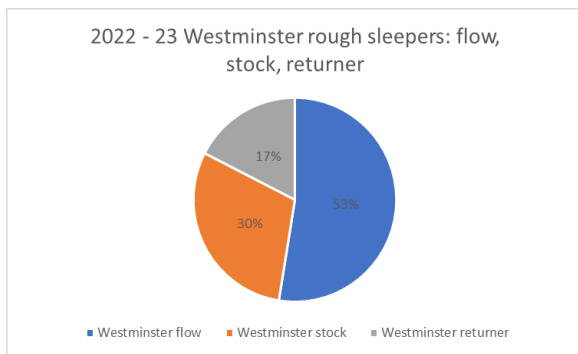


Figure 3 shows how City of London rough sleeping data compares to the boroughs surrounding the City of London. Westminster has the highest levels of rough sleepers across the five-year period. However, only City of London and Tower Hamlets show the highest number of rough sleepers in 2022-23, than compared with any other year in that five-year period.



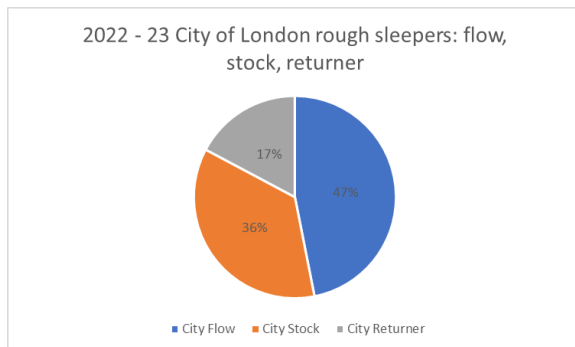
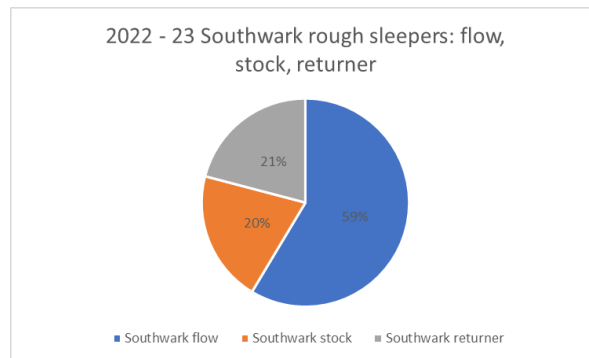
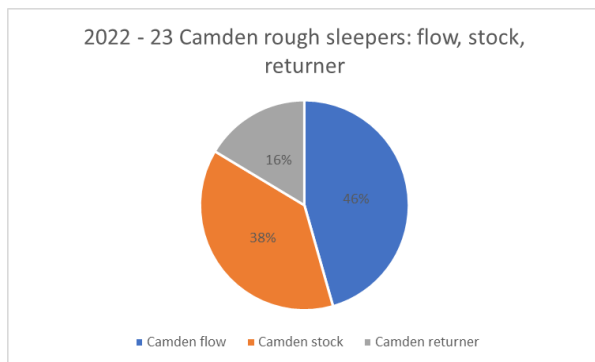


Figure 3: total number of rough sleepers across five-years: comparison of City of London with surrounding boroughs.

Only Camden has a higher percentage than the City of London of its rough sleeping total categorised as stock rough sleepers over 2022 – 23. The number of returning rough sleepers across all boroughs is on average 16% of their totals. Flow has the biggest percentage change across the seven boroughs, with Islington showing the highest percentage of its total as flow rough sleepers at 66%.

City of London annual CHAIN report findings, 2022/23

The CHAIN 2022 – 2023 report for the City of London showed the highest number of rough sleepers in the City of London yet recorded by CHAIN at 482 (looking over a 10-year period). This represents a 30% increase when compared to 2021/22. Figure 1 shows that the latest annual report recorded the highest number of both flow and returner rough sleepers in the City of London over a five-year period.

In October 2022, recording of people’s history prior to first being seen rough sleeping was changed on CHAIN. The changes were made in order to collect more detailed information about where people had been staying, why they had left the accommodation and how long ago this was, and whether they had approached a local authority for help in relation to leaving the accommodation. Recording of this information was extended to people who had returned to rough sleeping, in addition to those who were seen rough sleeping in London for the first time. The timing of the change means that, in this area of reporting, we do not have a single consistent dataset covering the whole year. In order to provide full information, we have presented both datasets in this report, accompanied by an explanation of the differing underlying bases. The original methodology is referred to here as 'legacy recording'.

Demographics and support needs

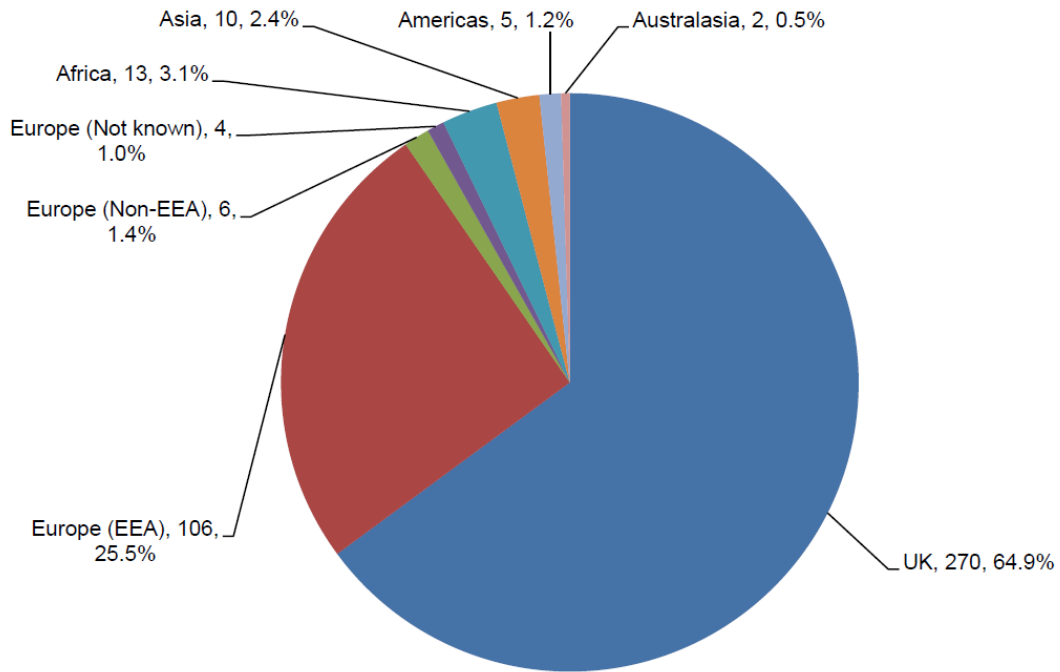


Figure 4: people seen rough sleeping in 2022/23, by nationality.

Nationality	Flow	Stock	Returner	Total	
	No.	No.	No.	No.	%
UK	108	108	54	270	64.9%
Romania	10	12	3	25	6.0%
Poland	11	18	3	32	7.7%
Lithuania	3	4	4	11	2.6%
Portugal	1	3	2	6	1.4%
Ireland (Republic of)	5	2	1	8	1.9%
Bulgaria	4	1	0	5	1.2%
Italy	0	3	0	3	0.7%
Latvia	0	0	2	2	0.5%
France	0	2	0	2	0.5%
Spain	0	0	1	1	0.2%
Other European (EEA) countries	2	5	4	11	2.6%
Europe (EEA)	36	50	20	106	25.5%
Europe (Non-EEA)	2	2	2	6	1.4%
Europe (Not known)	2	2	0	4	1.0%
Eritrea	1	2	1	4	1.0%
Sudan	1	0	0	1	0.2%
Nigeria	2	1	0	3	0.7%
Somalia	0	0	1	1	0.2%
Ethiopia	0	0	0	0	0.0%
Other African countries	3	0	1	4	1.0%
Africa	7	3	3	13	3.1%
India	0	0	1	1	0.2%
Afghanistan	0	0	0	0	0.0%
Iran	0	1	1	2	0.5%
Pakistan	0	0	0	0	0.0%
Bangladesh	0	1	0	1	0.2%
Other Asian countries	5	0	1	6	1.4%
Asia	5	2	3	10	2.4%
Americas	3	2	0	5	1.2%
Australasia	2	0	0	2	0.5%
Not known	61	4	1	66	
Total (excl. not known)	165	169	82	416	100.0%
Total (incl. not known)	226	173	83	482	

Total excluding not known is used as base for percentages.

Table 1: nationality of people seen rough sleeping during 2022/23, by flow, stock and returner breakdown.

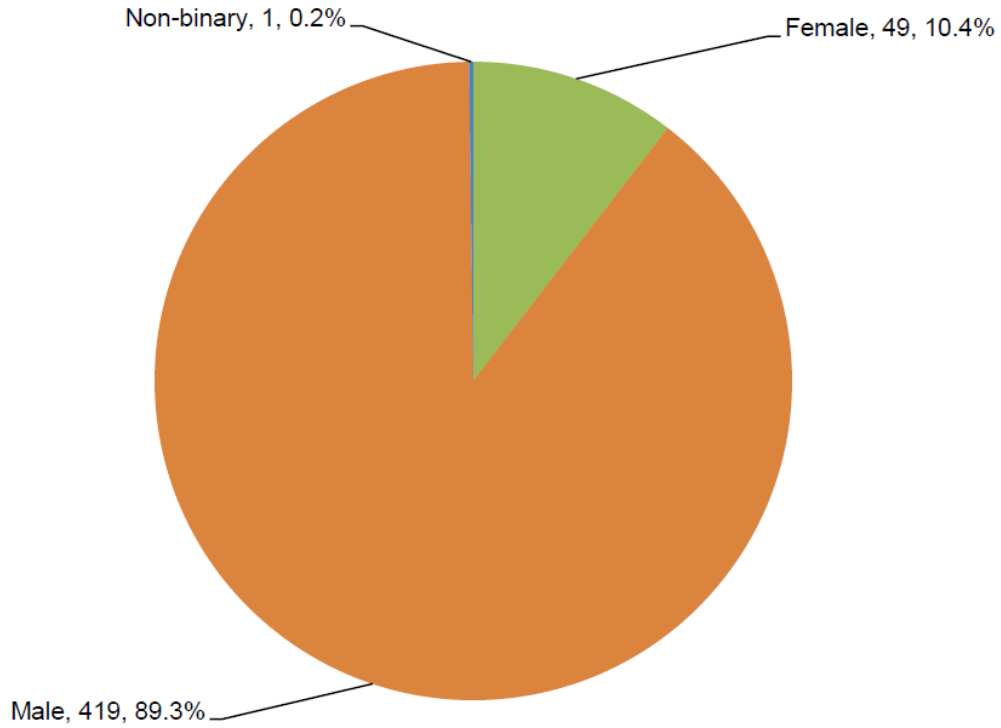


Figure 4: people seen rough sleeping in 2022/23, by gender. This excludes 13 people whose gender is not known.

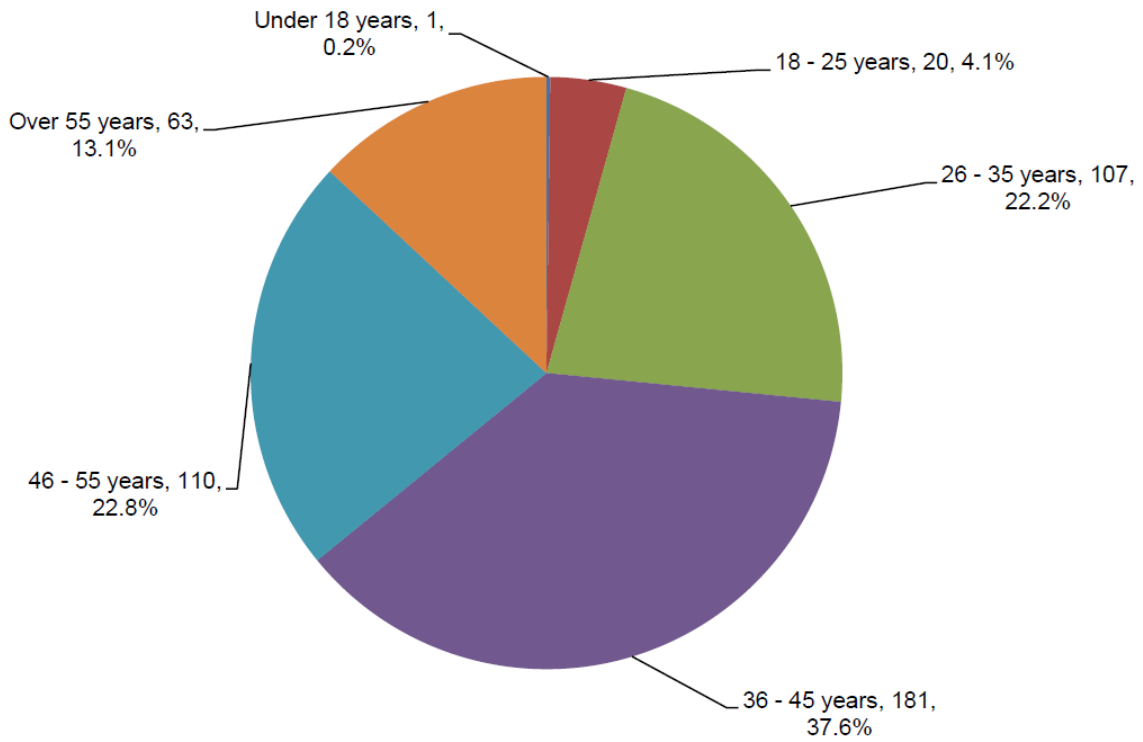


Figure 5: people seen rough sleeping in 2022/23, by age.

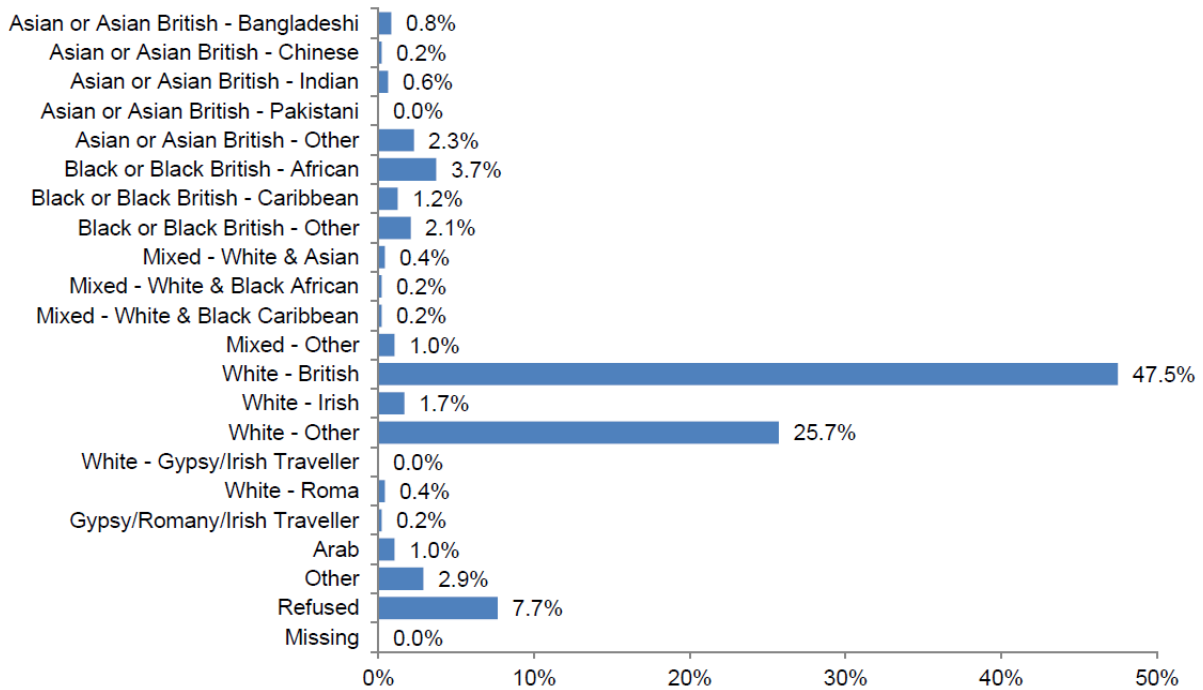


Figure 6: people seen rough sleeping in 2022/23, by ethnicity. The previously employed category of 'Gypsy/Romany/Irish Traveller' was replaced in 2021 with separate categories for 'White - Gypsy/Irish Traveller' and 'White - Roma' in order to bring CHAIN recording into line with Office for National Statistics usage. Some people seen rough sleeping during the period have not had their ethnicity information updated to reflect these new categories, so the original category is also included in the chart.

Support needs data in CHAIN is derived from assessments made by support workers in the homelessness sector. It is important to note that 36% of people seen rough sleeping in the borough in 2022/23 did not have a support needs assessment recorded.

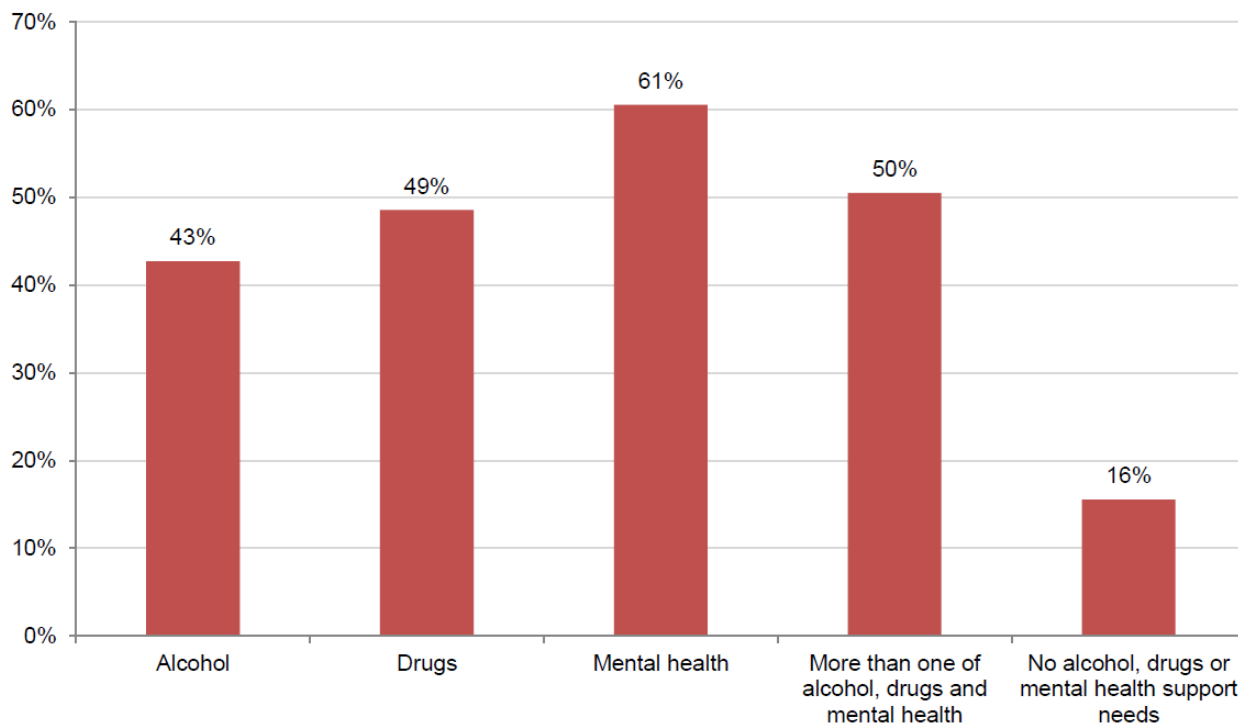


Figure 7: people seen rough sleeping in 2022/23, by support needs. Note that the base figure for this chart excludes people for whom none of the three support needs were known or assessed (173).

Support Needs	No.	%
Alcohol only	28	9%
Drugs only	19	6%
Mental health only	47	15%
Alcohol and drugs	16	5%
Alcohol and mental health	25	8%
Drugs and mental health	52	17%
Alcohol, drugs and mental health	63	20%
All three no	48	16%
All three no, not known or not assessed	11	4%
All three not known or not assessed	173	
Total (excl. not assessed)	309	100%
Total (incl. not assessed)	482	

Total excluding not known or assessed is used as base for percentages.

Table 2: people seen rough sleeping in 2022/23, by support needs combination.

23 people seen rough sleeping in the borough in 2022/23 had experience of serving in the armed forces, of whom 12 were UK nationals. Time spent in the forces could have been at any point in the person's life, and it is not necessarily the case that the person has recently been discharged.

Statutory homelessness

There has been an increase in approaches across the board since the pandemic, with a significant increase in 2020/21. The largest cohort of approaches remains single applicants, however, there has been an increase in the number of families.

Financial Year	Number of approaches
2018/19	87
2019/20	85
2020/21	338
2021/22	429
2022/23	512

Table 3: Number of approaches over 5 years.

Reason for approaches

However, there has been a sustained 20-25% increase year on year since. Reasons for the increase in approaches are as follows:

- a continuing trend of applicants misunderstanding the City's geographical location and jurisdiction,
- the cost-of-living increases,
- landlord evictions re-commencing after lockdowns,
- rising cases of domestic abuse and sexual violence, and
- the general impact of lockdown exposing more hidden homelessness such as sofa-surfing.

Domestic violence

The biggest change in reasons for approaching statutory services has been due to domestic abuse. This is now the second most common reason for homelessness. There was an initial rise in cases due to the lockdowns, and due to the introduction of the Domestic Abuse Act 2021 in July 2021. The Act made fleeing domestic abuse an automatic priority need and introduced additional duties for the service in this area, including additional requirements for the accommodation provided to victims of domestic violence. For context, the period 2018/19 recorded three approaches over the year due to domestic abuse, while the period 2022/23 recorded 53 approaches due to this reason. Approaches due to domestic violence are not required to have a local connection to the City of London.

Work connection

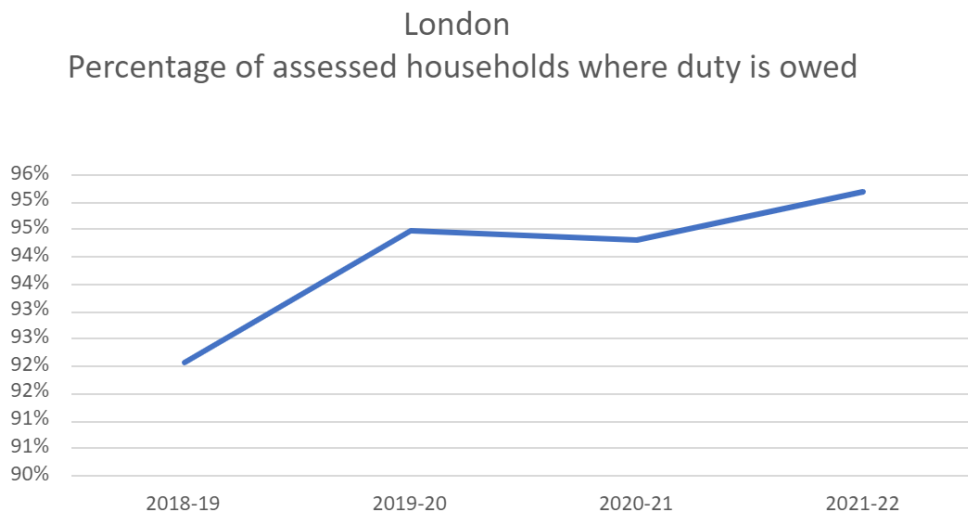
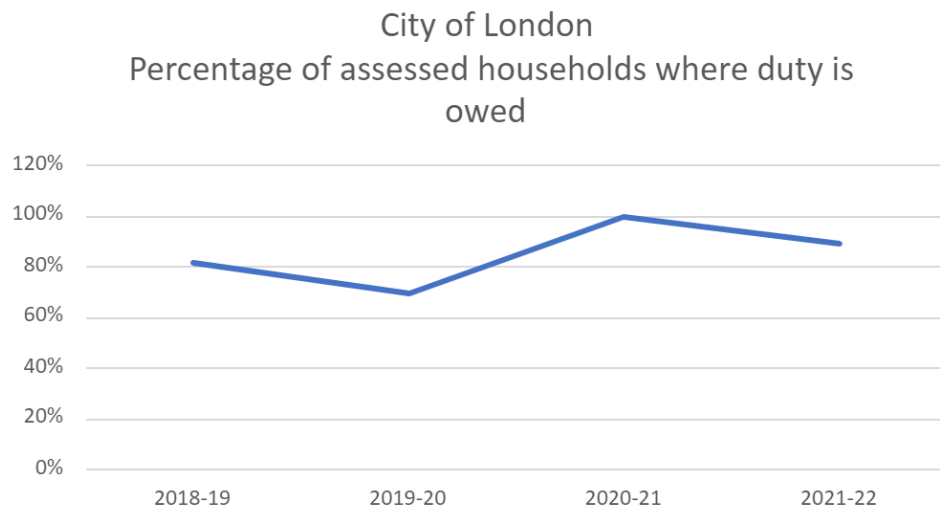
A high proportion of approaches are from people with a work connection to the City of London, rather than existing residents – which makes up a much lower proportion of approaches.

Changes in policy after the pandemic

Usage of temporary accommodation increased post pandemic due to the 'Everyone In' policy ending, and the subsequent decanting of hotels and hostels of people placed during this time. This resulted in a larger number of discretionary placements and more statutory placements in line with the general increase in approaches/duties.

Accepted as owing a duty

The two figures below (8 and 9) portray visually the percentage of cases assessed as being owed a duty across 2018 – 2022 in the City of London, and across London as a whole.



Total cases accepted due to prevention or relief, by reason, across 2018 – 2024 (to date)

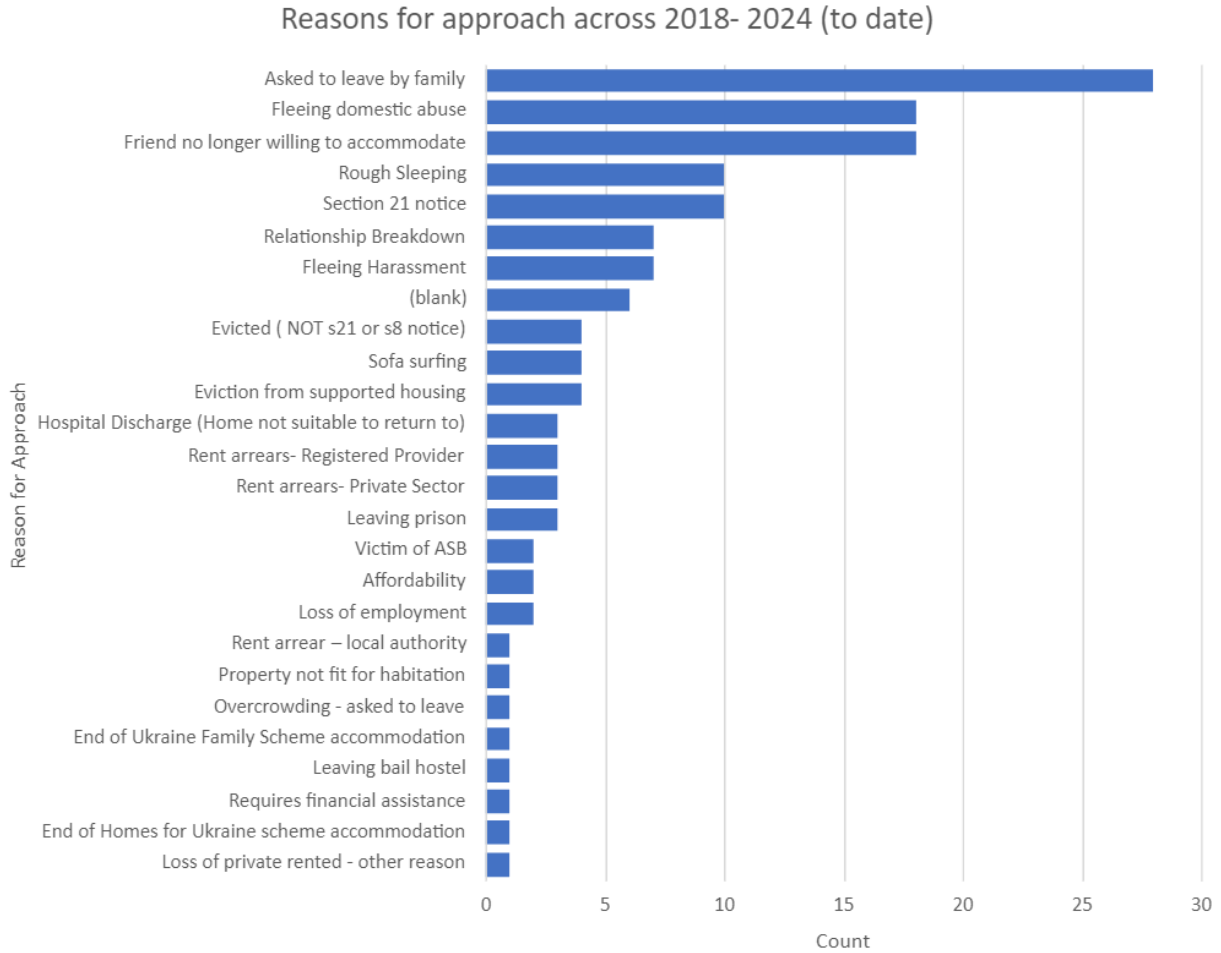


Figure 10: Reasons for homelessness for cases accepted as either a prevention or relief duty, across 2018 – 24 (to date)

Financial Year	Households with dependent children	Single applicants
2018/19	8	21
2019/20	8	20
2020/21	5	13
2021/22	6	17
2022/23	12	17

Table 4: Breakdown of household compositions accepted as either a prevention or relief duty, by year

Temporary accommodation

The following table provides an overview of homeless households placed in temporary accommodation by type of accommodation, across 2018 – 2023.

Year	Type		
	Shared accommodation/B&B	Self-contained accommodation	Hostels and commercial hotels
2018 - 19	19	50	2
2019 - 20	18	48	2
2020 - 21	6	63	0
2021 - 22	13	91	0
2022 - 23	20	77	32

Table 5: Homeless households placed in temporary accommodation by type of accommodation, across 2018 – 2023

Housing need

As of August 2023, the City of London Corporation housing waiting list was as follows:

Housing type	Waiting list
studio	362
1 bed	204
2 bed	250
3 bed	133
4 bed	028
total	977

Table 6: City of London Corporation waiting list, August 2023

Of the 977 on the waiting list, the following are existing tenants on City of London Corporation estates across the capital.

Housing type	transfer
studio	0
1 bed	32
2 bed	63
3 bed	48
4 bed	14
total	175

Table 7: Existing tenants on City of London Corporation waiting list, August 2023

Most households on the Housing Register do not live in the City of London “Square Mile” but do have a local connection through working in the City of London.

Overcrowding in the City of London is determined as follows:

- If a household has one bedroom less than their assessed need (e.g., they have two-bedroom need and are in a one-bedroom property) they will be moderately overcrowded as they are lacking one bedroom.
- If they have a three bedroom need and are in a one-bedroom property, they would be severely overcrowded and get severe overcrowding priority.

It is not possible to report from current statistics on whether or not any overcrowding in the City of London is due to children or adult family members. Further, analysis can only be done on households who are registered and eligible. There may be households in owner occupied properties who are overcrowded but would not be eligible as homeowners. This is also true for households which are not eligible due to no recourse to public funds.

The table below is an analysis completed on 6th June 2023 of overcrowded households living in the City of London, “Square Mile”, on the Housing Register:

Summary by estate	Building	Moderate = lacking one bedroom	Severe = lacking two or more bedrooms	Total
Golden Lane:	Crescent House	2	2	4
	Cullum Welch House	0	1	1
	Basterfield House	2	0	2
	Hatfield House	2	0	2
	Great Arthur House	4	0	4
	Bayer House	1	0	1
	Stanley Cohen House	1	0	0
	Bowater House	2	0	2
Middlesex St	Petticoat Square	14	1	15
	Petticoat Tower	4	0	4
Guinness Trust	Iveagh Court	2	0	2
	Mansell St	8	2	10
Private rent	Fetter Lane	1	0	1
	Bishopsgate	0	1	1
Overall Total:		43	7	50

Table 8: Overcrowding in Estates across City of London, June 2023

EQUALITY ANALYSIS (EA) TEMPLATE

Decision	Date
-----------------	-------------



What is the Public Sector Equality Duty (PSED)? [Double click here for more information / Hide](#)

What is an Equality Analysis (EA)? [Double click here for more information / Hide](#)

How to demonstrate compliance [Double click here for more information / Hide](#)

Deciding what needs to be assessed [Double click here for more information / Hide](#)

Role of the assessor [Double click here for more information / Hide](#)

How to carry out an Equality Analysis (EA) [Double click here for more information / Hide](#)

The Proposal *Click and hover over the questions to find more details on what is required*

Assessor name: Kate Bygrave

Contact details: kate.bygrave@cityoflondon.gov.uk

1. What is the Proposal?

The Homelessness Strategy 2023-27 sets out the City of London Corporation's (City Corporation) vision, approach and commitment to tackle homelessness in the Square Mile in all its forms.

2. What are the recommendations?

Outcome 1: We will aim that homelessness is Prevented

Outcome 2: We will provide effective and early Intervention to prevent homelessness

Outcome 3: We will provide effective and early Recovery support to minimise the impact of homelessness

Outcome 4: We will work in Collaboration to provide support those who are affected by homelessness

3. Who is affected by the Proposal?

Homelessness is defined as not having a secure place to stay. This could include rough sleeping on the street, being in temporary or unsuitable accommodation, sleeping on a friend's sofa, or in a squat, or just not having some where safe to live. Homelessness can affect anyone, including families and children, couples, and single people, and can occur due to a variety of circumstances, including employment, health issues, family breakdown, housing costs and availability.

The most visible, and most dangerous form of homelessness is rough sleeping on the streets. Those sleeping rough in the Square Mile are predominately white British nationals between 26 and 45 years of age.

Local Authorities have a statutory duty to provide advice and assistance to residents and households who are risk of homelessness, including sourcing temporary accommodation. Some people are at higher risk of becoming homeless, including those on low incomes, in unstable employment or living in insecure or poor quality accommodation. The strategy and ongoing actions need to ensure that no one facing homelessness is allowed to slip through the gaps.

Age [Double click here to add impact / Hide](#)Check box if NOT applicable **Key borough statistics:**

The City has proportionately more people aged between 25 and 69 living in the Square Mile than Greater London. Conversely there are fewer young people. Approximately 800 children and young people under the age of 18 years live in the City. This is 11.8% of the total population in the area. Summaries of the City of London [age profiles from the 2011 Census can be found on our website](#). A new census was carried out in 2021, although only basic estimates have been released

A number of demographics and projections for demographics can be found on the [Greater London Authority website in the London DataStore](#). The site details statistics for the City of London and other London authorities at a ward level:

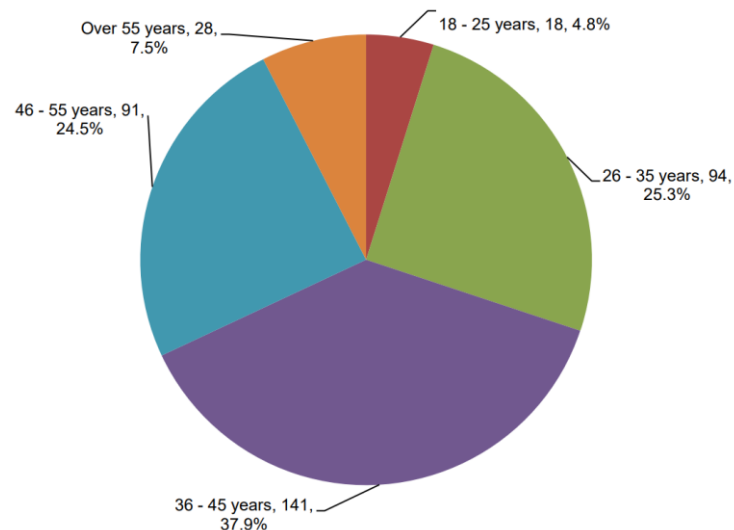
- [Population projections](#)

The populations of residents of the square mile are predicted to rise, and for the

[Double click here to show borough wide statistics / hide statistics](#)

Age**Additional Equalities Data (Service level or Corporate)** *Include data analysis of the impact of the proposals***Rough Sleepers**

The chart below shows the age profiles of those recorded as rough sleeping in the City of London from Counts conducted in 2021. The largest cohort of rough sleepers remains the 36-45 year old (37.9%) ages 26-35 and 46-55 are the next highest (25.3% and 24.5% respectively). The City of London has a relatively low percentage of rough sleepers over the age of 55, and under 25 (7.5% and 4.8% respectively). The majority of the rough sleepers identified in the City of London are working age.

**Statutory Homelessness**

Data from. Only 28 requests were made to the statutory homelessness team for Duty. Of these 36% were made by those 25-34 and 45-54. There were no applications by anyone over the age of 55, or below 18, with only 4% of applications being aged 18-24, 24% were aged 35-44. This again shows that the majority of those at risk or experiencing homelessness.

Age

What is the proposal's impact on the equalities aims? Look for *direct impact* but also evidence of *disproportionate impact* i.e. where a decision affects a protected group more than the general population, including *indirect impact*

Young people

The City of London has low figures for those aged 25 and under sleeping rough. However, this figure will not include or identify the 'hidden homeless' who are more likely to be young people.

Action for Children have estimated that over 120,000 children and young people are homeless in the UK. (*What is the extent of youth homelessness in the UK? | Action For Children – accessed October 2022*). The research also suggests that 26% of care leavers have slept on a friend's sofa, and 14% have slept rough. Research from Centrepont also shows that there are strong links between rough sleeping as a young person and long-term rough sleeping and social exclusion in later life.

The drivers and impacts of youth homelessness and rough sleeping are often very different from those of older adults, and as such consideration of these issues should be included in any work, and distinct and tailored services and support in both the statutory and voluntary sector are in place.

The research from Centrepont (*Centrepont (2019) No place to stay: Experiences of Youth Homelessness. London: Centrepont.*) also suggests that the impacts of the Covid-19 pandemic have intensified the key drivers for youth homelessness and rough sleeping for example family breakdown and domestic abuse, and there is also a likelihood for this to increase in the financial drivers of youth homelessness due to the cost-of-living crisis. The Youth Homelessness Data bank, which captures youth homelessness data regardless of whether or not they have been assessed, shows a decrease for youth Homelessness in London, despite an overall year-on-year increase of youth Homelessness across the UK. Centrepont's report also highlights that 4 in 10 of the young people spoken to were either in care or care experienced. This suggests that local authorities may not be meeting their duties around providing children's care services, leaving vulnerable children to fall through the safety net. Relationship breakdown, bereavement and leaving care all acted as triggers that contributed to young people sleeping rough. These circumstances are

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

In order to prevent young people or older people from becoming homeless and resorting to rough sleeping the action plan that accompanies the homelessness strategy will need to:

- Ensure that statutory services and teams across the Community and Children's Services department are aware of situations that can lead young people to homelessness.
- Ensure that all services and teams are able to identify those at risks, leading to support from the necessary service in a timely manner.
- Ensure that all City of London front line staff are able to signpost young people to the right service and information they may need. This includes involving education services and across borough.
- Review the offering of housing to young people and that it is affordable for them to rent.
- Ensure that housing issues faced by older people, and those at risk are identified, and that services take into account housing needs
- Ensure that the complex nature and multiple needs of older homeless are recognised and that older people experiencing homelessness or at risk of homelessness are not marginalised.

Age

consistently identified in research as precursors to young people becoming homeless (*Watts, E. E., Johnsen, S., & Sosenko, F. (2015). Youth Homelessness in the UK: A Review for The OVO Foundation. Edinburgh: Heriot-Watt University*).

Reports differ on their estimation of youth hidden homelessness, the study by Centrepont estimated that as many as 73% of homeless young people had experience of being hidden homeless or sofa-surfing, Clark (2006) (*Clarke, A., (2016) The Prevalence of Rough Sleeping and Sofa Surfing Amongst Young People in the UK. Social Inclusion Volume 4, Issue 4. Available at:*

<https://www.cogitatiopress.com/socialinclusion/article/viewFile/597/597>)

identified in the region of 35% of all young people had experience of sofa-surfing and hidden homelessness and 26% of all young people had slept rough at some point. Whereas reports from Crisis suggest that over 100,000 young people in England, over half of young people homeless, rough sleeping or in unsuitable or temporary accommodation had experience of sofa surfing. (*Crisis (2022) The Homelessness Monitor 2022: England. London: Crisis. Available at:* https://www.crisis.org.uk/media/246967/the-homelessnessmonitor-england-2022_full-report.pdf)

In March 2021 the Mayor of London launched an initiative to provide specialist accommodation for 18-25 year olds rough sleeping in Greater London. It is estimated that across Greater London 11% of those rough sleeping are between 18 and 25 years old

Figures from DLUHC (*Department for Levelling Up, Housing and Communities (DLUHC), Live Tables on Homelessness. Available at:*

<https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>) show that in England 61,960 16-24 year olds were assessed for prevention duties , which also shows an increase in these assessments of this age group since 2018.

Older people

Research also support that homelessness amongst older people is also increasing, with the Centre for Policy and Aging rapid review (2017) (*CPA-Rapid-Review-Diversity-in-Older-Age-Older-Homeless-People.pdf*) showing that between 2010 and 2015 the number of street homeless older people has more than doubled. The increased health issues experienced by those who are homeless and rough sleeping is likely to have a higher significant impact on those over 50 years of age -

Age

considered older people (*Crane M and Warnes A M (2010) Homelessness among older people and service responses, Reviews in Clinical Gerontology, 20; 354-363*).

Crane (1999) estimated in a review that as many as 10 times the number of older people in England were sleeping rough to those in short-term or long-term temporary accommodations (*Crane M (1999) Understanding older homeless people, Open University Press, Buckingham*). The demographics of homelessness has changed in recent years with older people (aged 60 and above) currently form just 4% of statutory homeless households, and older people (aged 50 and above) make up between 9% and 12% of rough sleepers and homeless-hostel dwellers, despite this it is predicted that with a global aging population that the numbers of older people experiencing homelessness will increase.

CHAIN Data reported since 2005 has shown an increase in older people rough sleeping.

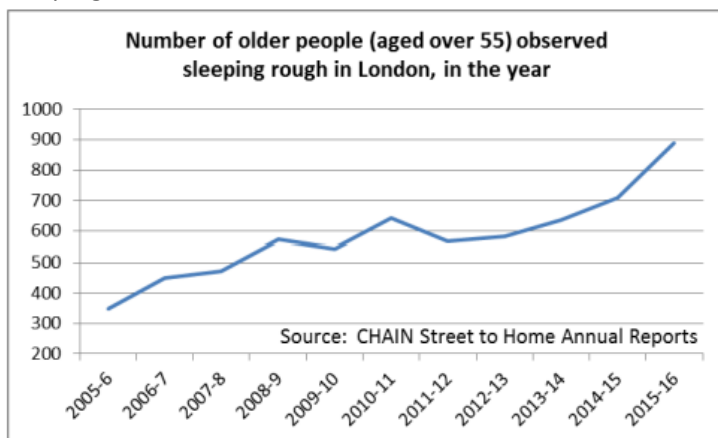


Figure 3

There has been no research carried out to the likelihood of older people to sofa-surf or be hidden homeless. Data is however available for those staying in hostel accommodation, and this suggests that older people have a tendency to remain in hostel accommodations for longer periods. The CPA report estimated this to be approximately 40% of hostel dwellers in London are older people who have been in place for over 5 years.

Age

Again as with young people the drivers for homelessness in older people, is often different from other age demographics. Older women are more likely to cite relationship breakdown as a reason for becoming homeless, while older men associate becoming homeless with job loss and drug and alcohol problems (Crane & Warnes, 2010).

Homeless older people are more likely than other groups to experience social isolation and its associated problems, as well as issues surrounding personal safety and health (*Warnes A, Crane M, Whitehead N and Fu R (2003) Homelessness Factfile Sheffield Institute for Studies on Ageing, University of Sheffield; Crisis*).

Disability [Double click here to add impact / Hide](#)

Check box if NOT applicable

Key borough statistics:

Day-to-day activities can be limited by disability or long term illness - In the City of London as a whole, 89% of the residents feel they have no limitations in their activities – this is higher than both in England and Wales (82%) and Greater London (86%). In the areas outside the main housing estates, around 95% of the residents responded that their activities were not limited. Extract from summary of the [2011 Census relating to resident population health for the City of London can be found on our website](#).

The 2011 Census identified that for the City of London's population:

- 4.4% (328) had a disability that limited their day-to-day activities a lot
- 7.1% (520) had a disability that limited their day-to-day activities a little.

Source: 2011 Census: [Long-term health problem or disability, local authorities in England and Wales](#)

NB: These statistics provide general data for these protected characteristics. You need to ensure you have sufficient data about those affected by the proposals – see below under “additional equalities data”.

[Double click here to show borough wide statistics / hide statistics](#)

Disability

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals*

Rough Sleepers

Current research estimates that 1 in 5 working age adults in the UK has a disability as defined by the Equalities Act 2010, and that 50% of households will have experience of disability. This suggests that when it is considered that the highest proportion of the rough sleepers recorded within the Square Mile are working age, that it is very likely that at least 20% will have a disability

The Combined Homelessness and Information Network (CHAIN) analysis from 2021/22 showed that 57% of all recorded rough sleepers, had mental health support needs. This figure went up to 66% of all rough sleepers within the City, although it should be noted that CHAIN does not record any data on the other disability status of rough sleepers.

Disability

Chain Annual Report City of London 2021/22 – Breakdown of support needs among rough sleepers

N.B Total excluding unknown or unassessed used as base for percentages.

Support Needs	No.	%
Alcohol only	15	6%
Drugs only	24	10%
Mental health only	45	19%
Alcohol and drugs	9	4%
Alcohol and mental health	19	8%
Drugs and mental health	46	19%
Alcohol, drugs and mental health	48	20%
All three no	21	9%
All three no, not known or not assessed	13	5%
All three not known or not assessed	132	
Total (excl. not assessed)	240	100%
Total (incl. not assessed)	372	

Note: Total excluding not known or assessed is used as base for percentages.

Statutory homelessness

DLUHC's data for the statutory homelessness for the City of London does not record the disability status of those applying for prevention or relief duties. However a report produced in England, from April-June 2018, of the 58,660 households who were owed a homelessness duty, 27,580 households were identified as having support needs. Of these households 40,110 support needs were identified - an average of 1.5 support needs per household. The most common support need identified was a history of mental health problems which was reported by 12,700 of households with support needs. The second largest group was those with physical ill health or disability, identified by 8,190 households. Other notable groups included those with experience of domestic abuse (5,500 households), those with drug (3,090 households) and alcohol dependency needs (2,510 households).

The number of homeless households in England identified by councils as priority cases because they contain someone who is classed as vulnerable because of their mental illness, has risen from 3,200 in 2010 to 5,470 in 2017.

Of the 83 households registered with the City of London Housing Team in 2018-19 55% are classed as having a disability (11 have a physical disability, 18 have a mental ill health, 4 have learning disabilities and 13 have a long-term illness or condition). There is always a risk that a disability can hinder people from finding and retaining a home.

What is the proposal's impact on the equalities aims? Look for *direct impact* but also evidence of *disproportionate impact* i.e. where a decision affects a protected group more than the general population, including *indirect impact*

A report by the Housing Rights Watch (Homelessness and disabilities: the impact of recent Human Rights developments in Policy and Practice | Housing Rights Watch) identifies that research and data surrounding disability and homelessness as limited, it has been identified that there are substantial overlaps between those

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

The Homelessness Strategy will need to refer and respond to the findings of the June 2018 report on how to better support rough sleepers. This can be done through considering solutions, such as:

Disability

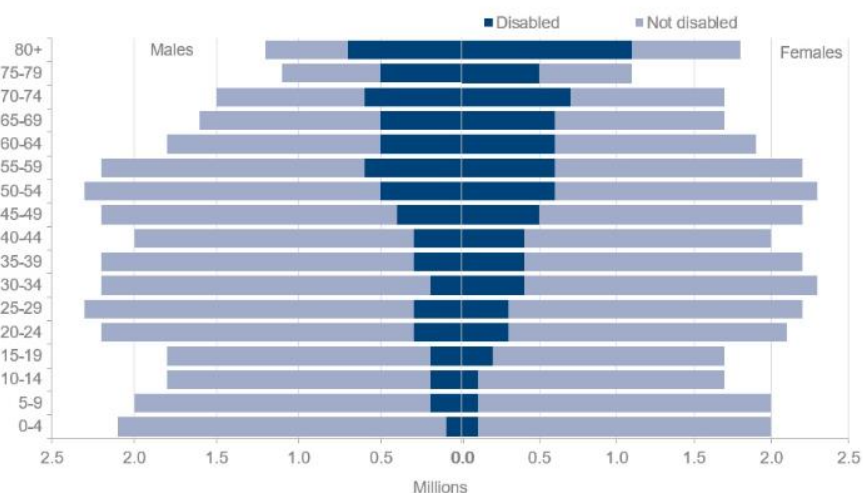
with long-term health conditions and disabilities and those who experience or at high risk of homelessness.

Equality and Human rights report that only 7% of homes offer minimal accessibility features (*housing-and-disabled-people-britains-hidden-crisis-main-report_0.pdf* (equalityhumanrights.com))

Data from the ONS shows that people with disabilities are less likely to own their own home (42.4%), with some specific forms of disability making that much less likely, for example only 4.1% of people with learning disabilities own their own home, and those with mental health conditions and epilepsy also have low proportions of home ownership (17.5% and 25% respectively). Disabled people between the ages on 25-54 years old are more likely to live with their parents, although those between 16-24 years old are less likely to live with their parents. 25% of disabled people between 16 and 64 years old are in rented social housing, compared to 8.2% of non-disabled people.

Issues surrounding disability and homelessness also need to consider the increase in disabilities and long-term health conditions that are associated with older ages.

Population distributions of disabled and non-disabled people by age group.



- New roles like a specialist health professional e.g. nurse practitioner and/or peer worker completes assessments. These will likely be carried out over time, allowing for trust and relationships to form.
- A record that could be shared across organisations, perhaps using technology.
- Partners make a public commitment to a 'no wrong door' approach.
- Employ care navigators to co-ordinate care and support around an individual and enable individuals to access, and benefit from health services. Peer advocacy would also be appropriate for some individuals, including those who have moved off the streets but still have high health needs. These roles would follow an individual wherever they go in Greater London to access services.
- Care and support needs should be assessed through a Care Act assessment as it must be assumed that:
 - Physical and/or mental ill-health are associated with rough sleeping, and there are likely needs arising from this ill-health;
 - These needs are likely to prevent an individual sustaining a home and related outcomes e.g., accessing work;
 - The needs and inability to achieve the specified outcomes cause or risk causing a significant impact on their wellbeing.
- 'Care passport' for the individual which captures information about experiences, preferences and aspirations (including that gained through the health assessment).
- Enable access to health services (not just health care) in locations in the City of London.
- Learning from the assessment and care navigator approach should inform pathways/transitions between services and across local authority and CCG boundaries.
- Assessments of need should identify needs for mental health and wellbeing services – these should not be limited to the treatment of ill-health but the promotion of good mental health, and opportunities for individuals to benefit from health-promoting activity e.g. physical activity, social interaction etc.
- With Healthwatch, and support from an appropriate organisation e.g. Groundswell, Providence Row, St Mungo's, complete an exercise with people experiencing rough sleeping/people who have moved on from rough sleeping, to identify what the ideal pathway would be for people experiencing mental ill-health, and enable this work to inform service redesign (including addressing gaps).

Disability

Inappropriate or inadequate accommodations can lead to or exacerbate health conditions, for example damp and mould, heating issues

And research supports that there is a significant tendency for those experiencing homelessness and rough sleeping to have increased incidents of mental health issues.

Issues surround the suitability of accommodations, housing adaptations and access to community support services must be at the forefront of considerations for those with disabilities and health issues.

Rough Sleepers

Research by Action for Children suggests that compared to the general population, individuals who are rough sleeping are far more likely to report mental health issues. A report for the City of London on healthcare for rough sleepers (Revolving Doors Agency, Health care provision for people sleeping rough in the City of London, June 2018) identified the following challenges:

- Health needs and preferences of people experiencing rough sleeping are not known or shared between services working with them.
- People experiencing rough sleeping in the City of London are likely to be accessing health services elsewhere in Greater London. Although little is known about the circumstances, experiences and effectiveness of treatment received, evidence suggests that experiences and outcomes are unlikely to be positive. It is also unclear if care and support services on offer to housed residents in City of London are accessible to people sleeping rough e.g. those accessed through a Care Act assessment.
- Mental ill-health is a significant issue for people experiencing rough sleeping. There is no clear pathway to services, and gaps in services, across the spectrum of need, for people in this situation, and those who have moved off the streets e.g., living in the Lodge, who may need continued support to sustain their homes.
- There are many services working across sectors that engage with people experiencing rough sleeping in the City of London, albeit to achieve different and potentially conflicting outcomes. Provision is weighted towards reactive and crisis management rather than planned and preventative. There is more than one meeting of partners to discuss individual cases and it is unclear how they relate, who is accountable for what, or how learning is applied.

- Provide a spot-purchase fund to enable individual's needs to be met in a timely manner, and to buy-in services that are not otherwise available in the City of London. This would include mental health services that are not time-bound.
- The Homelessness strategy secures a shared ambition, better understanding of collective resources, roles and responsibilities, and agreement over how to achieve the best possible outcomes for individuals.
- Implement a single multi-disciplinary team approach to people experiencing rough sleeping.
- Consider how the findings from the three integration work streams (planned care; unplanned care; prevention) apply to people with experience of rough sleeping and chronic homelessness to ensure these factors inform redesign.

As part of the prevention work it is vital that services are able to flag those at risk of potential homelessness, so they receive timely support. For example, if someone is not coping with a mental health illness the health practitioner needs to be well informed as to how that individual can be supported. This could include advocacy between the individual and their work place, or with a private landlord.

Disability

The Housing Act (1996) prioritises housing for disabled people and those with health conditions.

The United Nations Convention on the rights of Persons with Disabilities (UNCPRD) has introduced a new benchmark for the provision of adequate housing to disabled people.

Pregnancy and Maternity [Double click here to add impact / Hide](#)

Check box if NOT applicable

Key borough statistics:

Under the theme of population, the [ONS website](#) has a large number of data collections grouped under:

- [Conception and Fertility Rates](#)
- [Live Births and Still Births](#)
- [Maternities](#)

NB: These statistics provide general data for these protected characteristics. You need to ensure you have sufficient data about those affected by the proposals – see below under “additional equalities data”.

[Double click here to show borough wide statistics / hide statistics](#)

Pregnancy and Maternity

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals.*

CHAIN data for rough sleepers in the City of London only identifies a small population of female rough sleeps (10.3%) and no data recorded for pregnancy or women rough sleeping with children.

20% of households owed a prevention duty within the City of London were single parent households of women with children, and a further 20% were single parent households of men with children. Of those owed a relief duty 15% were single parent families, and all of these were households of single women.

The number of homeless families in London has increased by 51% since 2011 and nationally by 15% since 2012. Within the homeless population, the number of couples with dependent children has increased by 73%, and lone parents by 50% (42 000 households). Crisis reports that there has been a 22% drop in the numbers threatened with homelessness of households with families in 2019/2020. It is likely however that this reduction is in some part due to the measures put in place to protect households from homelessness during the Covid-19 pandemic ([the-homelessness-monitor-england-2022_report.pdf \(crisis.org.uk\)](#)). This report also estimates that in April-May 2021 approximately 7% of households in England in the Private Rented Sector were in rent arrears, and that a rise of 4% of temporary accommodation placements is continuing a steady increase which has seen the number of temporary accommodation placements double since 2010.

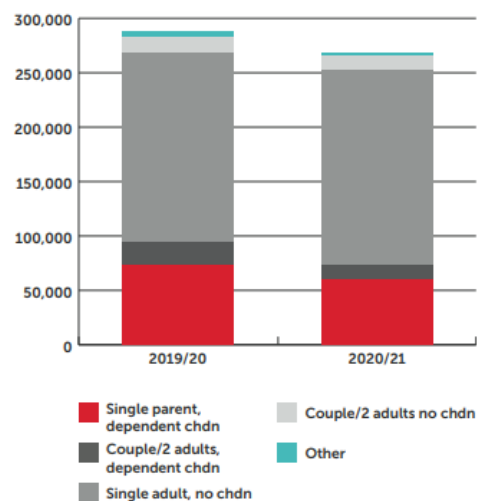
Pregnancy and Maternity

What is the proposal's impact on the equalities aims? Look for *direct impact* but also evidence of *disproportionate impact* i.e. where a decision affects a protected group more than the general population, including *indirect impact*

The limited research on the specific impact of homelessness on babies shows that homeless infants experience a significant decline in general developmental function between 4 and 30 months. Evidence also shows that homelessness and temporary accommodation during pregnancy are associated with an increased risk of preterm birth, low birth weight, poor mental health in infants and children, and developmental delay, and there is anecdotal evidence that the increase stressed experienced during pregnancy and early maternity on those at risk of or experiencing homelessness may also have an adverse effect on foetal and early child development.

Families with children are generally prioritised as they are identified as needing statutory support. The highest reason for households to be accepted as in priority need is due to have dependants (across England there were 38,370 cases accepted due to this reason in 2017). Due to individuals faced with homelessness often fail to be recognised as vulnerable, despite being in danger, particularly single males who are identified as being at the lowest priority need.

(b) All prevention and relief duty applicants: 2020/21 compared with 2019/20



What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

Despite the City of London having low numbers of women with dependants or pregnant, services must still be capable of responding to their needs in a timely manner.

However, as this demographic are generally prioritised as in priority need, the strategy and on-going actions must look at how individuals are also supported. This will be done by ensuring that the duties under the Homelessness Reduction Act (HRA) 2017 are fully undertaken by the City Corporation. The HRA provisions require local housing authorities to provide homelessness advice services to all residents in their area and expands the categories of people who they have to help to find accommodation. Individuals will be better supported through:

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

Pregnancy and Maternity

Reports from St. Mungo's show that socially excluded and vulnerable women are less likely to engage with services, and have an increased risk of maternal death. Pregnancy is also a period where an individual is more vulnerable from a variety of factors, including an increase risk of abuse and exploitation. Pregnancy has also been shown to either start or escalate domestic abuse. (*Saving Mothers Lives – Reviewing maternal deaths to make motherhood safer: 2006-2008 (2011) British Journal of Obstetrics and Gynaecology, vol 118, S.1.*)

A survey of people accessing St Mungo's services found that over 50% of women are mothers and of those 79% have had children taken into care (*St Mungo's (2014). Rebuilding Shattered Lives. London: St Mungo'*)

Access to health care is frequently cited as a barrier to those homeless and rough sleeping, and therefore during periods of pregnancy and maternity, when access to access to health care is important, and this should also be in consideration.

Race [Double click here to add impact / Hide](#)

[Check box if NOT applicable](#)

Key Borough Statistics:

Our resident population is predominantly white. The largest minority ethnic groups of children and young people in the area are Asian/Bangladeshi and Mixed – Asian and White. The City has a relatively small Black population, less than London and England and Wales. Children and young people from minority ethnic groups account for 41.71% of all children living in the area, compared with 21.11% nationally. White British residents comprise 57.5% of the total population, followed by White – Other at 19%.

The second largest ethnic group in the resident population is Asian, which totals 12.7% - this group is fairly evenly divided between Asian/Indian at 2.9%; Asian/Bangladeshi at 3.1%; Asian/Chinese at 3.6% and Asian/Other at 2.9%. The City of London has the highest percentage of Chinese people of any local authority in London and the second highest percentage in England and Wales. The City of London has a relatively small Black population comprising 2.6% of residents. This is considerably lower than the Greater London wide percentage of 13.3% and also smaller than the percentage for England and Wales of 3.3%.

[See ONS Census information](#) or [Greater London Authority projections](#)

NB: These statistics provide general data for these protected characteristics. You need to ensure you have sufficient data about those affected by the proposals – see below

[Double click here to show borough wide statistics / hide statistics](#)

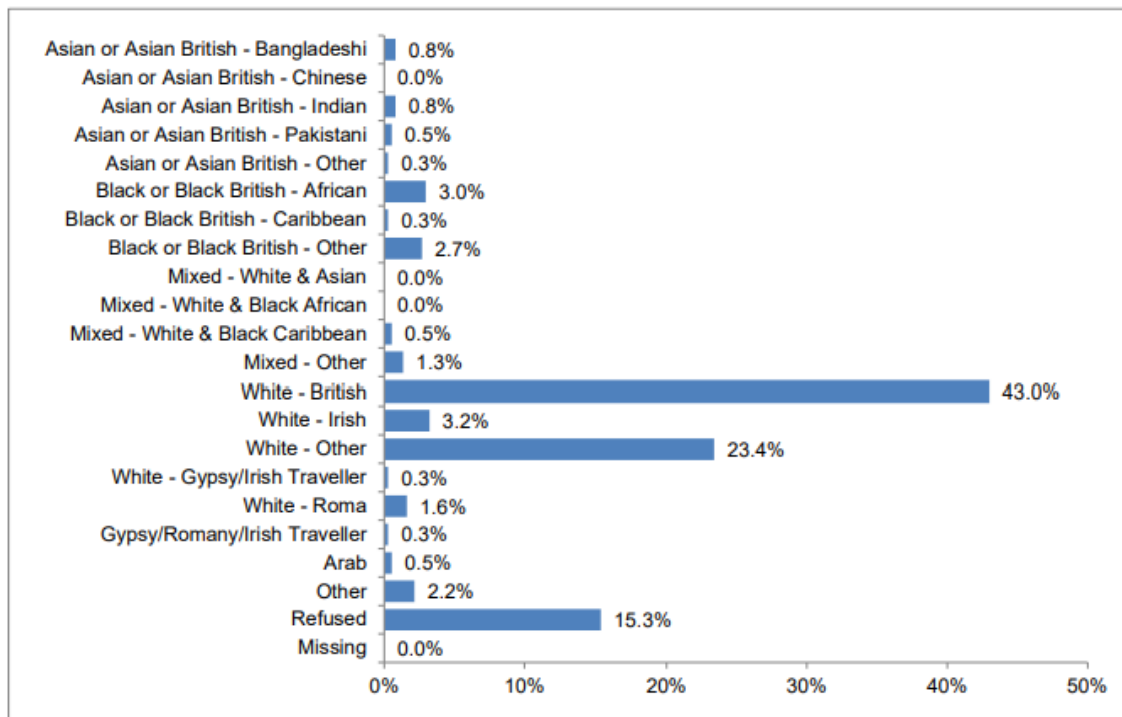
Race

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals*

Rough Sleepers

The majority of the rough sleepers recorded in the Square mile in the 2021/22 CHAIN report where white (69% in total with the largest proportion being White British – 43%)

Race



Base: 372

Statutory Homelessness

The Ethnicity of applicants to statutory relief duties follows a similar pattern to those rough sleeping. (although the data collected is less detailed). Figures from DLUHC state that 60% of applicants for prevention or relief duty were white, 16% other ethnicities and 8% were black, Asian or multiple ethnicities respectively.

What is the proposal's impact on the equalities aims? Look for *direct impact* but also evidence of *disproportionate impact* i.e. where a decision affects a protected group more than the general population, including *indirect impact*

A report from Crisis shows that there is clear evidence that ethnic minority and global majority groups are disproportionately affected by homelessness. Compounded with this is the increased likelihood for working adults from these communities to be in less affordable housing.

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

The Homelessness Strategy and on-going actions must ensure the awareness and understanding of race issues are factored in to full wrap around support – from prevention to ensuring that no one needs to return to homelessness.

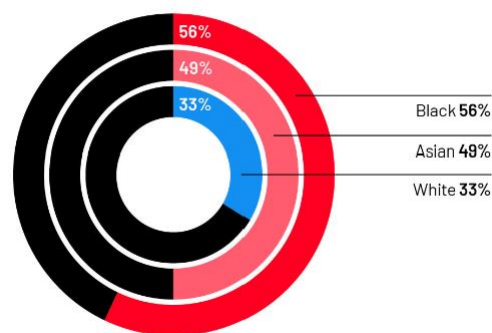
This could be done through:

Race

10% of applications for prevent and relief duty in 2020-21 were from black led applicants, which when considered that in England black people make up 3.5% of the population indicates the disproportionality of the risks to homelessness. According to research conducted by Shelter Bangladeshi households are also twice as likely to claim housing benefits than white households. (*The fight for home is a fight against racism - Shelter England*)

The Joseph Rountree Foundation found that disparities in the labour market and inequalities, and wider discrimination, from landlords and services was disproportionately affecting global majority communities.

Anecdotal studies have found that abuse, threats and assaults as hate crimes in hostels also lead to many global majority individuals preferring to rough sleep or sofa-surf than go into hostels, and very little research has been carried out in this arena. Crisis is currently scoping research into race homelessness and housing



Immigration policies and controls also have an influence in this area, and for those with No Recourse to Public Funds (NRPF) it is even more challenging to access support. Those with NRPF are more likely to skip meals, rely on food banks and face increased debt (*Why are people of colour disproportionately impacted by the housing crisis? | Shelter*). And even research from the Joint Council for the Welfare of Immigrants (JCWI) in 2017 found that over half of landlords (51%) were less likely to consider renting to foreign nationals from outside of the EU because of the Right to Rent scheme

- Training for all front-line staff on the challenges faced by different population groups, including prejudice from the private rent market.
- Training for staff on how to support non-UK nationals, including ensuring they access the full range of support they are entitled to.
- Commissioning work into how services can tailor their support to meet the different needs of the population based on nationalities and cultural responses.

Through the national homelessness strategy, a cross-government working group has been set up around supporting non-UK nationals off the streets. There has also been a commitment of £5 million new funding to support non-UK nationals who sleep rough, with an increased focus on rough sleeping in the Controlling Migration Fund.

Race

According to Shelter's report, Shut out: The barriers low-income households face in private renting, racial prejudice within the lettings market is likely to be a factor. Private landlords are able to cherry-pick who they let to and research undertaken by Shelter shows that a high proportion (40% of those making some letting decisions) admit that it is 'natural for prejudices and stereotypes to come into letting decisions'.

The Right to Rent checks, which criminalise landlords who let to people without regularised immigration status, is likely to lead to landlords being wary of letting to anyone who they might perceive as an immigrant. This might be because of their race, name or accent, especially if they are among the 14% of English people without a passport.

Despite the population of City of London rough sleepers and statutory homeless being predominately UK nationals and white, awareness and training of the challenges facing the BAME and non-UK population are essential.

Research has also shown that a multi-agency multi-disciplinary approach is key to responding to issues raised in these communities.

Religion or Belief [Double click here to add impact / Hide](#)

Check box if NOT applicable

Key borough statistics – sources include:

The ONS website has a number of data collections on [religion and belief](#), grouped under the theme of religion and identity.
[Religion in England and Wales provides a summary of the Census 2011 by ward level](#)

NB: These statistics provide general data for these protected characteristics. You need to ensure you have sufficient data about those affected by the proposals – see below under “additional equalities data”.

Religion or Belief

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals*

Data is not collected on the religion or belief of rough sleepers, those at risk of homelessness or those applying to the City of London for prevention or relief duties. Despite this there are faith groups that provide support for rough sleeper in the City of London

Religion or Belief

What is the proposal's impact on the equalities aims? Look for *direct impact* but also evidence of *disproportionate impact* i.e. where a decision affects a protected group more than the general population, including *indirect impact*

There is little to no research available in the United Kingdom for the direct or indirect impacts of spirituality and belief on incidents or individuals. The Department of Health (2011) identifies belief and spirituality as a broader way in which individuals understand and live their lives, through their core beliefs and values (*Department of Health. 2011. Spiritual Care at the End of Life: a systematic review of the literature.*)

There are anecdotal reports that religion and belief may lead to incidents of homelessness and rough sleeping, for example where differences in family beliefs may lead to family breakdown and tensions leading to homelessness and exclusions.

Also linked to this is the Hate Crime that may be experienced by an individual through perception of faith based on race

In the USA there is wider research into religion, belief and spirituality, as is also the case in the Republic of Ireland. For Ireland research suggested that there was an identifiable need to assess the faith and spirituality of those experience homelessness and rough sleeping, particularly with older people (*Walsh K. 2013. Homelessness, Ageing and Dying*).

Some research also argues that the trauma experienced by those who are homeless and/or rough sleeping may be supported by additional spiritual support (*Hudson B, Flemming K, Shulman C, Candy B. 2016. Challenges to access and provision of palliative care for people who are homeless: a systematic review of qualitative research*). A report from Faith Action makes the recommendation that faith groups are recognised as a source of support for those suffering relationship breakdown or bereavement which may be a driver of homelessness and also identify that faith groups may be more appropriately placed to support immigration issues (*Homelessness AW.indd (faithaction.net)*),

Consideration should be made that faith groups commissioned or providing services are not excluding individuals of different faiths.

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

The Homelessness Strategy and on-going actions must ensure the awareness and understanding of faith issues are factored in to full wrap around support – from prevention to ensuring that no one needs to return to homelessness.

This could be done through:

- Consideration to training for all front-line staff on the challenges faced by different faith groups, including prejudice that may exist within the faith
- Training for staff on how to support non-UK nationals, including ensuring they access the full range of support they are entitled to.
- Commissioning work that ensures that no individual is excluded on the basis of faith.

Sex [Double click here to add impact / Hide](#)

[Check box if NOT applicable](#)

Key borough statistics:

At the time of the [2011 Census the usual resident population of the City of London](#) could be broken up into:

- 4,091 males (55.5%)
- 3,284 females (44.5%)

A number of demographics and projections for demographics can be found on the [Greater London Authority website in the London DataStore](#). The site details statistics for the City of London and other London authorities at a ward level:

- [Population projections](#)

NB: These statistics provide general data for these protected characteristics. You need to ensure you have sufficient data about those affected by the proposals – see below under “additional equalities data”.

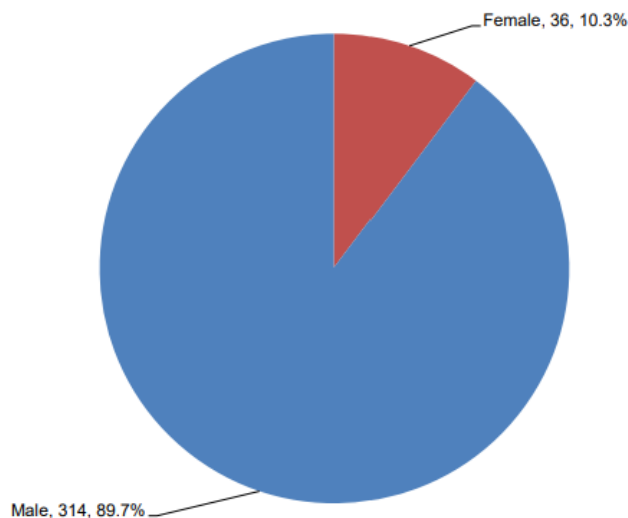
[Double click here to show borough wide statistics / hide statistics](#)

Sex

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals*

Rough Sleepers

The 2021/22 Annual CHAIN report showed that the overwhelming majority of Rough Sleepers in the City were male- 90%. Only 10% of all recorded rough sleepers that year had been female. A spot count carried out across the City of London Identified 4 women sleeping rough.



Statutory Homelessness

Within the City of London, 60% of households owed a prevention duty were female, with 30% of those owed a relief duty being female.

Sex

What is the proposal's impact on the equalities aims? Look for *direct impact* but also evidence of *disproportionate impact* i.e. where a decision affects a protected group more than the general population, including *indirect impact*

2021 saw a shift in focus for many organisations to identify and create work specifically to support women who experience homelessness and rough sleeping. Especially as it is well known that women are likely to be much harder to identify. There is growing evidence that men and women experience homelessness differently, and the results of gender-neutral services can often lead to women avoiding seeking support.

Women's homelessness makes up the majority of all recorded homelessness in the UK when taking into account families in temporary accommodation, sofa surfing, rough sleeping and 'hidden' forms of homelessness. Women comprise 67% of statutory homeless people, and single mothers make up two-thirds (66%) of all statutory homeless families with children (*Women's Budget Group (2018) Housing and Gender: Briefing from the UK Women's Budget Group on the gender impact of changes in housing policy since 2010. London: Women's Budget Group*)

Women who are homeless are especially vulnerable to violence and experience risk differently to men, subject to stigma, sexual abuse and harassment, robbery, and severe stress, in addition to violence, with the serious impact on physical and mental health that this has, as well as on self-esteem (*Groundswell (2020) Women, homelessness and health: A peer research project. London: Groundswell*).

Research from St Mungo's found that one-third of the women involved said that domestic abuse had contributed to their becoming homeless (*Hutchinson, S., Page, A. and Sample, E. (2014) Rebuilding Shattered Lives. London: St Mungo's*) Furthermore, this research found that many women experiencing homelessness are mothers, although they may not have their children with them currently due to their circumstances, and the high degree of shame and cultural judgement this carries cannot be underestimated.

Homelessness is frequently viewed through the perspective of rough sleeping, yet studies have found that women will turn to sleeping on the streets as a last resort, as they would be at such risk, opting for other precarious and potentially unsafe arrangements, such as long-term sofasurfing, remaining with or returning to

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

Even if few, actions to support women sleeping rough in the City of London will be part of the strategy and on-going action plan. This can be done through:

- Training for all front-line staff that may come into contact with females suffering from domestic abuse that need help.
- Training for all outreach workers on how to best support any females found sleeping rough in the City of London.

Mitigation of disadvantage among the statutory homeless can be done by ensuring that the duties under the Homelessness Reduction Act (HRA) 2017 are fully undertaken by the City Corporation. The HRA provisions require local housing authorities to provide homelessness advice services to all residents in their area and expands the categories of people who they have to help to find accommodation. Individuals will be better supported through:

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

Sex

dangerous partners, or sexual exploitation in exchange for accommodation
(Bretherton, J. and Maycock, P. (2021) *Women's Homelessness: European Evidence Review*. Brussels: FEANTSA.).

Whilst the majority of people known to the City of London Housing Team are male, this should not prevent further mitigation to ensure that individual males in need are not disadvantaged.

St Martin's have produced a specific report on ending Homelessness for women in London (*Womens-Development-Unit_Womens_Homelessness_Evidence_Report.pdf* (*connection-at-stmartins.org.uk*))

Sexual Orientation and Gender Reassignment [Double click here to add impact / Hide](#)

[Check box if NOT applicable](#)

Key borough statistics – suggested sources include:

- [Sexual Identity in the UK – ONS 2014](#)
- [Measuring Sexual Identity – ONS](#)

NB: These statistics provide general data for these protected characteristics. You need to ensure you have sufficient data about those affected by the proposals – see below under “additional equalities data”.

[Double click here to show borough wide statistics / hide statistics](#)

Sexual Orientation and Gender Reassignment

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals*

Rough Sleepers

No data is collected on the sexual orientation of rough sleepers as part of the regular CHAIN reporting.

Statutory Homelessness

48% of the City of London statutory homeless population owed a duty identified as heterosexual. 24% identified as homosexual and the remaining 28% were either characterised as other or preferred not to say.

Sexual Orientation and Gender Reassignment

What is the proposal's impact on the equalities aims? Look for *direct impact* but also evidence of *disproportionate impact* i.e. where a decision affects a protected group more than the general population, including *indirect impact*

Gender identity is not identified in English homelessness statistics, even though AKT's research suggests that within the LGBTQ+ community, it is trans young people who are currently suffering the most. DLUHC confirms to *Inside Housing* that local authorities are instructed to collect data on gender identity. The official question asks people to identify as "male", "female" or "transgender". But most trans people would be unlikely to tick that last option

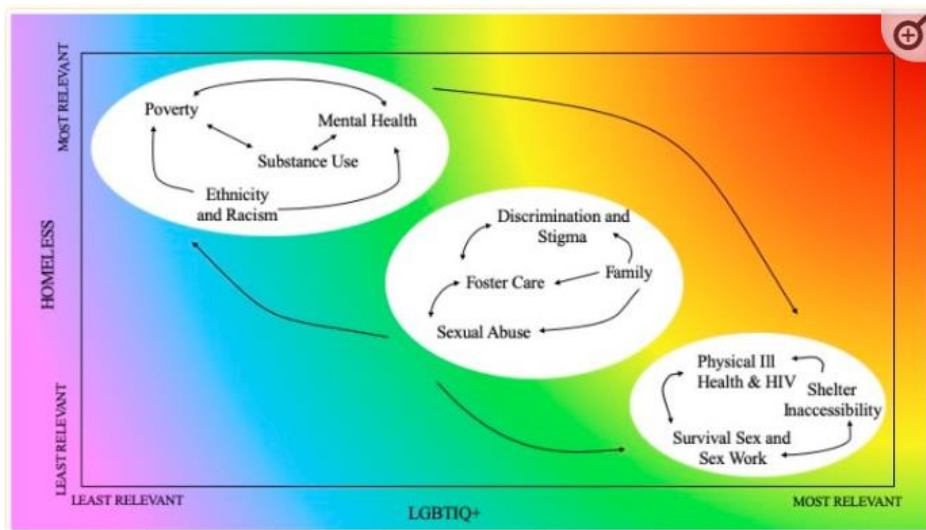
Lesbian, Gay, Bisexual, Transgender, Intersex, and Queer (LGBTIQ+) people's experiences of homelessness is an under-explored area of housing and homelessness studies, despite this group making up 20–40% of homeless population (*Fraser B, Pierse N, Chisholm E, Cook H. LGBTIQ+ Homelessness: A Review of the Literature. Int J Environ Res Public Health. 2019 Jul 26;16(15):2677*)

Action for children estimate that 24% of all homeless young people are LGBTQ+

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

The Homelessness Strategy and on-going actions must ensure that training and awareness is incorporated across all service front line staff on how to effectively support LGBTQ+ people.

Given that it is unclear how many LGBTQ+ people are among the City of London homeless population, it is critical that all front-line staff are aware of specific LGBTQ+ services and that signposting to these services makes up part of the standard package offered.



Many people in the LGBTQ+ community, do not feel comfortable disclosing their sexual orientation or gender identity when rough sleeping

Sexual Orientation and Gender Reassignment

LGBTIQ+ homeless people have higher rates of substance use when compared to non-LGBTIQ+ homeless people (*Van Leeuwen J.M., Boyle S., Salomonsen-Sautel S., Baker N.D., Garcia T.J., Hoffman A., Hopfer C.J. Lesbian, Gay, and Bisexual Homeless Youth: An Eight-City Public Health Perspective. Child Welfare. 2005;85:151–170*)

Once in a service, abuse and homophobia, biphobia and/or transphobia can be perpetrated by services themselves, which means some individuals may disengage and leave the service before they are able to start recovery. It is important for projects to understand the needs of LGBTQ+ groups so that they can tailor their provision and ensure their service remains inclusive for those who identify as LGBTQ+. It is also important not to assume that there are no LGBTQ+ services users in a particular service simply because they are not 'out' about their gender identity or sexuality. Given the lack of data across all forms of homelessness in the City of London this is of particular importance.

Young people identifying as LGBTQ+ are more likely to find themselves homeless than their non-LGBTQ+ peers, comprising of 24% of the youth homelessness population across England. Approximately 4% of individuals using services for people experiencing homelessness identify as being lesbian, gay, bisexual or transgender (LGBT). In contrast to the evidence for the general cohort of homeless individuals, young people that identify as LGBTQ+ reported that the top three reasons for their homelessness were parental rejection, abuse within the family, and aggression/violence in the family. Prior to entering homelessness services, LGBTQ+ people may have issues relating to substance misuse as well as a higher incidence of mental health needs.

While young LGBTQ+ people are generally able to move on and exit the cycle of homelessness permanently, a 2018/19 study by Shelter found that trans people are at risk of homelessness and housing precarity throughout their lifespan.⁵⁶ Common themes for young trans people are becoming trapped in unsafe relationships upon which their housing is dependent and with no family to turn to, sofa surfing, and experiences of hate crime, domestic abuse and sexual exploitation. The research also indicated that trans people had an overwhelmingly negative view of mainstream services and thus were unlikely to seek out services that could support them. This was due to a perception that they would not have anything to offer them that met their needs

Marriage and Civil Partnership [Double click here to add impact / Hide](#)

Check box if NOT applicable

Key borough statistics - sources include:

- [The 2011 Census contain data broken up by local authority, Homelessness statistics - GOV.UK \(www.gov.uk\) and CHAIN data](#)

NB: These statistics provide general data for these protected characteristics. You need to ensure you have sufficient data about those affected by the proposals – see below under “additional equalities data”.

[Double click here to show borough wide statistics / hide statistics](#)

Marriage and Civil Partnership

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals*

Rough Sleepers

No data is collected on the marital or civil partnership status of rough sleepers as part of the regular CHAIN reporting. Some commissioned service partners have reported challenges when working with couples who are homeless and being able to provide them with appropriate support and accommodation

Statutory Homelessness

DLUHC data on the status of households owed a prevention duty identifies that 40% were single male applicants, and 60% of applications owed a relief duty were also single men. No couples were owed a prevention duty and only 2 couples with dependent children were owed a relief duty

In 2016, government figures reported that relationship breakdown was responsible for 1 in every 6 cases of homelessness in England, making it the third most common cause of homelessness in the country. Over the quarter ending March 2018, a violent breakdown of a relationship involving a partner accounted for 12% of homelessness across England and non-violent breakdown of a relationship with a partner accounted for 6% of homelessness- totalling at 18% of the overall homelessness figure.

What is the proposal’s impact on the equalities aims? *Look for **direct impact** but also evidence of **disproportionate impact** i.e. where a decision affects a protected group more than the general population, including **indirect impact***

Rough Sleeping

Rough sleeping couples have become a familiar sight on the streets of many English towns and cities. The BWC report shows that most of these relationships develop among those already homeless, fuelled by a belief among highly vulnerable women that they are safer on the street in a couple, even where a relationship might be controlling, abusive or harmful. (*Brighton Women’s Centre, Couples first? Understanding the needs of rough sleeping couples, October 2018*)

Fewer than 10% of services in England will accept couples together, meaning that the couple may choose not to access support at all rather than be housed separately (*St Mungo’s (2020) Homeless Couples and Relationships Toolkit. London: St Mungo’s*)

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

The Homelessness strategy and on-going action will support those who are impacted negatively by not being married or in a civil partnership due to the increase in duties through the HRA 2017. The HRA provisions require local housing authorities to provide homelessness advice services to all residents in their area and expands the categories of people who they have to help to find accommodation. Individuals will be better supported through:

- A strengthened duty to provide advisory services.
- An extension to the period during which an applicant considered ‘threatened with homelessness’ from 28 to 56 days.
- New duties to assess all applicants (**now including those who are not in priority need**) and to take reasonable steps to prevent and relieve homelessness.

Marriage and Civil Partnership

In addition much of the support available to women experiencing homelessness who are in an abusive relationship does not take into account the complexities of street-based relationships and instead are focused on her leaving the perpetrator, rather than tackling the other issues she may face. For example, MARACs (Multi-Agency Risk Assessment Conferences), focus on a victim of abuse leaving their partner. Yet it can be extremely challenging for her to leave an abusive partner when homeless and may not even be desirable for her.

The existing research on homeless couples has highlighted the need to identify and celebrate more positive relationships using a strengths-based approach in an appropriate and safe way, despite the assumptions and fear that there is domestic abuse occurring in homeless peoples relationships, or that a couple refusing to be seen separately is a sign of controlling and coercive behaviours.

Statutory homelessness

The law on the housing rights of separating couples is complicated. It is based on a mix of housing and family law. It is important to seek advice as every case is different and this can mean that relationship breakdowns account for a high number of people approaching local authorities for help. If the couple were never married or in a civil partnership the options available become more limited.

According to a report by HomelessLink (*Exploring Womens Homelessness Final VA_- Copy.docx*) Statutory homelessness is more gender-balanced. Part 7 of the Housing Act 1996 (alongside subsequent amendments) assigns priority need to households with dependent children. As a result, statutory homelessness is made up of a large number of families most of which include a woman or are female-headed households. Agenda reported that 56% of statutorily homeless households in 2019 were women with dependent children or lone women (*Agenda (2020) Women and girls who are homeless https://weareagenda.org/wp-content/uploads/2020/04/Women-and-girls-who-are-homeless_2020-Agenda-Briefing-2.pdf*). In 2021-22, families with children represented 62.5% of households owed a main housing duty as well as 38% of those owed a prevention duty (*MHCLG (2021) Statutory homelessness Annual Report, England 2020-2021. <https://www.gov.uk/government/statistics/statutory-homelessness-in-england-financial-year-2020-2>*). Despite sharing information on

- These steps will be set out in a personalised housing plan that, wherever possible, must be agreed between the local authority and the applicant.

However, an outcome of the strategy and on-going actions is to better the prevention package on offer to those who may find themselves homeless. Therefore, it may be necessary to investigate what services the City has on offer to couples, both married and in civil partnerships, that may be dealing with a relationship breakdown. This would also need to be extended to what services are offered people fleeing violent relationships (whether married or in a civil partnership).

Though there may be few couples sleeping rough in the City of London it will be part of the strategy and on-going action plan to support these people through:

- Training for all front-line staff that may come into contact with couples sleeping rough. Such training should include being able to support couples into accommodation should they wish to stay together and also being able to identify whether there is any abuse.
- Ensuring the rough sleeping services commissioned by the City of London are supportive of couples that wish to remain together in seeking accommodation.

Marriage and Civil Partnership

ethnicity and disability, there is no breakdown of households with children by sex in statutory homelessness statistical releases

Domestic abuse services such as refuges are often left out of homelessness statistics but are almost exclusively for adult women and their children. This form of homelessness is therefore often missing from discussions on homelessness
(Bretherton, J. (2017) *Reconsidering Gender in Homelessness*, *European Journal of Homelessness* (11) pp 1-2)

St Mungo's have developed a specific toolkit for working with couples, supported by the City of London Corporation and other local authorities -
StMungos_Homeless_Couples_Toolkit.pdf

Intersectionality [Double click here to add impact / Hide](#)

Check box if NOT applicable

Intersectionality

Additional Equalities Data (Service level or Corporate) *Include data analysis of the impact of the proposals*

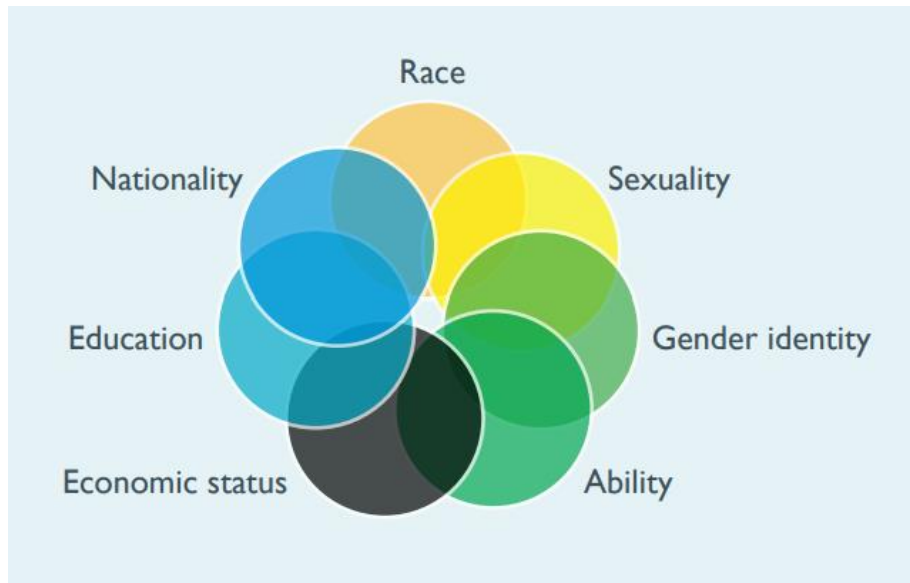
What is the proposal's impact on the equalities aims? *Look for **direct impact** but also evidence of **disproportionate impact** i.e. where a decision affects a protected group more than the general population, including **indirect impact***

Intersectionality of equality should also be considered, as most individuals do not only fall within one protected characteristic.

Viewing homelessness through an intersectional lens needs to occur at all levels, throughout every stage of someone's journey, from data disaggregation and co-production to ensuring a service is truly accessible to all, with policies in place to reduce barriers to access – whether those are physical barriers, language barriers, or by making someone feel unwelcome or unrepresented

What actions can be taken to avoid or mitigate any negative impact or to better advance equality and foster good relations?

Intersectionality



65% of LGBTQ+ homeless young people supported by Akt were also people of colour. And research by this organisation also found that a third of LGBTQ+ young people of colour facing homelessness were not aware of any support available to them, compared with 21% of white LGBTQ+

For LGBTQ+ ethnic minorities, the intersection of minority identities increases the odds of adverse experiences through the greater likelihood they will also suffer poverty, discrimination, and victimisation (*Page M. Forgotten Youth: Homeless LGBT Youth of Color and the Runaway and Homeless Youth Act. Northwest. J. Law Soc. Policy. 2017;12:17–45*)

One study on the experiences of Black and minoritised women fleeing abuse in London found that they experienced cycles of victimisation when they tried to seek support and safe accommodation, and discrimination based on their race, immigration status, language skills, class and disability (*Lopes Heimer, R. (2019) A roof, not a home: The housing experiences of Black and minoritised women survivors of gender-based violence in London. London: Latin American Women's Aid*)

Male violence and abuse is an almost universal experience among women experiencing homelessness, either as a direct cause or result of homelessness, and

Intersectionality

there is strong evidence for a considerable connection between experiences of abuse and mental ill-health either as a result of the abuse, or a result of it, leading to increased vulnerability, and potentially further abuse.

Migrant women may also face further vulnerabilities due to insecure immigration status, language barriers or unfamiliarity with UK systems

Additional Impacts on Advancing Equality & Fostering Good Relations [Double click here to add impact / Hide](#) [Check box if NOT applicable](#)

This section seeks to identify what additional steps can be taken to promote these aims or to mitigate any adverse impact. Analysis should be based on the data you have collected above for the protected characteristics covered by these aims. In addition to the sources of information highlighted above – you may also want to consider using:

- Equality monitoring data in relation to take-up and satisfaction of the service

- Equality related employment data where relevant
- Generic or targeted consultation results or research that is available locally, London-wide or nationally
- Complaints and feedback from different groups.

Conclusion and Reporting Guidance

Set out your conclusions below using the EA of the protected characteristics and submit to your Director for approval.

If you have identified any negative impacts, please attach your action plan to the EA which addresses any negative impacts identified when submitting for approval.

If you have identified any positive impacts for any equality groups, please explain how these are in line with the equality aims.

Review your EA and action plan as necessary through the development and at the end of your proposal/project and beyond.

Retain your EA as it may be requested by Members or as an FOI request. As a minimum, refer to any completed EA in background papers on reports, but also include any appropriate references to the EA in the body of the report or as an appendix.

This analysis has concluded that...

The analysis has indicated that the Homelessness Strategy 2023-27 will have a positive impact on vulnerable groups, such as single males without dependants threatened with homelessness, due to the new duties under the Homelessness Reduction Act 2017.

The analysis has highlighted that professionals and other front-line staff across health, housing, homelessness and rough sleeping need to understand that age, disability, race, sex, sexual orientation, marital status and intersectionality can all add challenges and nuances to accessing and accepting support services. Following the approval of the Homelessness Strategy 2023-27 an action plan will be developed that takes into consideration equality impact issues throughout. This will be supported by an Implementation Group that will provide scrutiny through the role of the Equalities Manager.

Outcome of analysis - *check the one that applies*

Outcome 1

No change required where the assessment has not identified any potential for discrimination or adverse impact and all opportunities to advance equality have been taken.

Outcome 2

Adjustments to remove barriers identified by the assessment or to better advance equality. Are you satisfied that the proposed adjustments will remove the barriers identified?

Outcome 3

Continue despite having identified some potential adverse impacts or missed opportunities to advance equality. In this case, the justification should be included in the assessment and should in line with the duty have 'due regard'. For the most important relevant policies, compelling reasons will be needed. You should consider whether there are sufficient plans to reduce the negative impact and/or plans to monitor the actual impact.

Outcome 4

Stop and rethink when an assessment shows actual or potential unlawful discrimination.

Signed off by Director: Clare Chamberlain, Interim Director		Name:	Scott Myers, Strategy & Projects Officer	Date:	17/04/23
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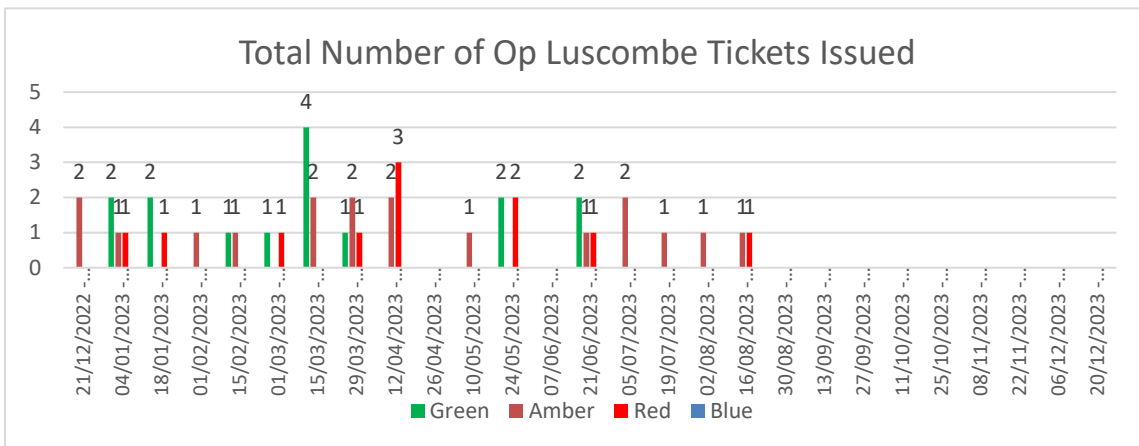
Operation Luscombe update:

Operation Luscombe is an initiative designed to combat begging by targeting beggars with a traffic-light system of tickets, utilising powers under the Antisocial Behaviour, Crime and Policing Act. Recipients of tickets are initially invited to attend a bi-weekly intervention hub attended by support agencies, those found persistently begging are required to attend the intervention hubs. The intervention aspect is crucial to the initiative and aims to effectively connect individuals to appropriate and readily available services that may be able to assist with any factors that are causing that individual to beg.

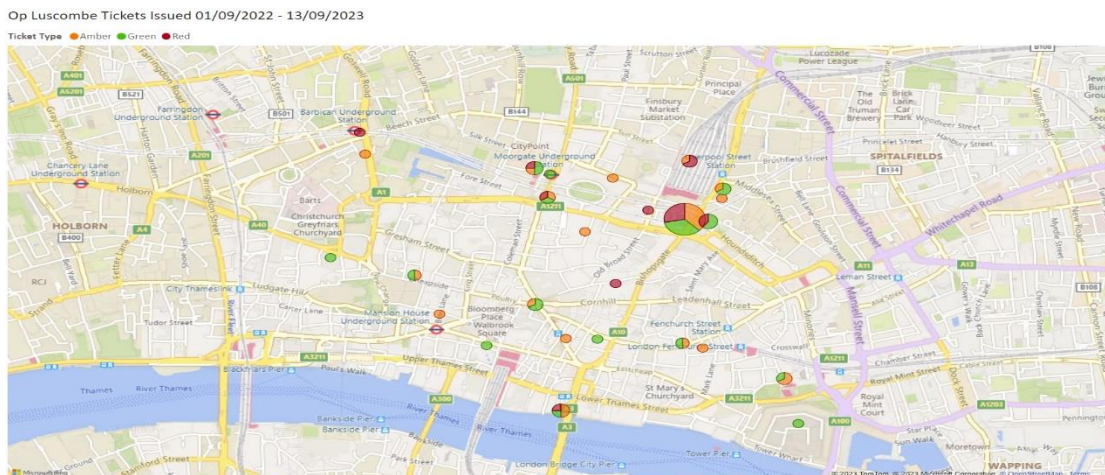
Over the last three months, there has been an increase of attendees at the hubs. This uptake has enabled supporting agencies to increase their service delivery to those in need.

The Andaz Hotel have very kindly supported this initiative by providing and donating freshly prepared meals for those in attendance and have committed to ongoing support for the next 6 months.

Numbers relating to the tickets do not correspond to the number of attendees at the hub, as this has also become a location to provide ongoing support to those rough sleeping; not just those found begging.



The chart above indicates the amount of GREEN/AMBER and RED tickets issued. Currently we have three people at the RED ticket stage. The Below shows the hot spots for tickets being issued showing outside Liverpool street on Bishopsgate being the main location for begging.



GREEN: This is the first stage of the Operation Luscombe process. These tickets should only be issued to individuals identified as begging for the first time and to those that have not previously been involved with the process. This ticket acts as an invitation to the hub which operates on a bi-weekly basis situated at St Botolph's without Bishopsgate church hall.

The hub, hosted by multi-agencies includes support for drug and alcohol addiction, advice on health and future housing. The invitation is recorded onto the police systems. If the subject is identified as repeating this behaviour within a 12-month period, the police will escalate to the next stage.

AMBER: This is issued to someone who has previously had a GREEN ticket (within 12 months) or been through the whole of the system and the previous RED ticket has expired. AMBER acts as a community protection warning (CPW) which again invites the person to attend the hub but also acts as a written warning informing them that their behaviour constitutes an offence under the vagrancy act. This warning is valid for 12 months.

RED: This is issued to any person begging who has had an AMBER ticket within a 12-month period.

The RED ticket is a community protection notice (CPN) it will have conditions added to the ticket banning the individual from either the City of London or specific areas. Including the condition not to beg. Any conditions will be recorded on the police national computer (PNC) and will be valid for 3 months.

The defendant will have 28 days from being issued a RED ticket to appeal through the courts regarding the imposing conditions.

BLUE: This is the final stage of the process. If any of the RED ticket conditions are breached within the 3-month period, then the person involved will be subject to either arrest or summons.

The BLUE ticket will be issued if the disposal is by way of summons rather than an arrest.



In addition, a support leaflet is provided to homeless/rough sleepers. The leaflets provide information on additional support services held at various locations on different days/times.

Places to eat or get food to take away

08:00am Whitechapel mission, 212 Whitechapel Road E1 1BJ (Hot Breakfasts) **Everyday**

08:00am-12noon Hackney Streets Kitchen Dalston, Giffel Square N16 6AZ (Breakfast Club) **Monday-Friday**

10:30am-12:30pm Ida's Community Kitchen, St Chads Church, Duple St. E2 8JR (Hot food to eat in or take away) **Monday and Tuesday**

11am-1pm Ida's Community Kitchen, St Chads Church, Duple St. E2 8JR (Hot food to eat in or take away) **Friday**

11:30am-3pm Community Food Hub, Rodaux House Community Hall, 10 Church Crescent E9 7DL (collect a food bag from the food hub) **Tuesday**

12noon-1:30pm North London Action for the Homeless, St Paul's Church, Stoke Newington Road N15 7UE (Take away food service) **Monday and Wednesday**

12noon-2pm St John the Evangelist, Bromswood Park, Queen's Drive N4 2LW (Hot meals & a food bank) **Sunday**

12:00-3:00pm Community Food Hub, De Beauvoir meeting room, 85 Dorenham Road N1 51R (collect a food bag from the food hub) **Monday and Thursday**

12noon-2pm Ida's Community Kitchen, Fallows Court, 88 Weymouth Terrace, Haggerston E2 8LR (Meal service to eat in or take away) **Wednesday**

12:30pm Food Cycle Hackney Hub, New Kingsholme Community Centre, 49 Ainsworth Rd E9 7LP (Hot meals to eat in) **Thursday**

12:45pm-13:30pm St Peter's Croyl, Northchurch Terrace N1 4DA (Hot soup & bread) **Tuesday**

1pm-3pm St Botolph's without Bishopsgate church hall the hub will be providing cold lunches. **Wednesday (every other)**

5:00pm-7:00pm Hummingbirds Soup Kitchen, 238 Hoxton St. N1 5LX (Hot meals to take away) **Monday, Tuesday, Wednesday and Friday**

6:00pm-7:00pm Ida's Community Kitchen, St Monica's Church, 19 Hoxton Square N1 6NT (Meal service to eat in or take away) **Monday and Tuesday**

6:30pm-8:30pm St John the Evangelist, Bromswood Park, Queen's Drive N4 2LW (Hot meals & a food bank) **Tuesday**

8pm - Hackney Street Kitchen - Hackney Central Hackney Central Library 25-27 Hackney Crown Rd E9 2NR (food available evening outreach outside) **Thursday**

8pm - Hackney Streets Kitchen Dalston Ridley Road Market opposite train station (hot food and drinks) **Friday**

8pm - Hackney Street Kitchen Dalston St John's Churchway opposite Marks & Spencer (hot and cold food and drinks) **Saturday**

Homeless Services



The Hub

Every other Wednesday at St Botolph's Without, Bishopsgate, City Of London Church Hall between 1pm-3pm providing support for housing, drug and alcohol addiction.

Whitechapel Mission

Open every day for food, shelter, clothing and shower facilities, computer access, medical care, life skills and job skills training and addiction recovery 212 Whitechapel Road, London E1 1BJ. Call 0207 247 9321, 0207 247 9290, 03000 114400

Salvation Army

Provides a range of support services and programmes for everyone. Some services are available through The Salvation Army in Hoxton (details below) who can support those not catered for locally. Phone: 020 7729 2313

The Salvation Army, 66 New North Road, Hoxton N1 7TG

The House of St Barnabas

Provides homeless people with training and support to find lasting employment. Phone: 0207 437 108 1 Creek Street, Soho Square W1U 4NG

Shelter

If you are homeless, threatened with homelessness or in an urgent situation, you can call Shelter's emergency helpline. Tel: 0800 800 4444

Street link

Street link is the national referral mechanism for people who are street homeless and sleeping rough. Go to streetlink.org.uk and report your sleep site location if you are sleeping rough, and the street outreach team will attend.

North London Action for the Homeless

All are welcome to join us for a free meal at St Pauls West Hackney on the corner of Stoke Newington Rd and Amhurst Rd. Monday 12 noon & Wednesday 6pm

The Manna Centre

You can get breakfast and lunch, washing facilities and change of clothing (Monday & Wednesday). First 30 people with tickets will be seen, each day. You can also get Housing & Welfare Advice (for an in-centre appointment, please speak to a member of staff helpline for this service 020 7403 1931 - option 1 (Monday to Friday 10am-1pm)

Manna Centre opens 8.30am to 1.30pm, seven days a week. No dogs allowed

Manna Day Centre, 12 Mellet Street, London SE1 3GP. Phone: 0207 357 9363

Connection @ St Martins

Provides outreach workers, food, temporary emergency accommodation and support for people to get off the streets

Monday, Tuesday, Thursday & Friday 09.00am-12.15pm and 1.30pm - 4.00pm

12 Adelaide St, Charing Cross, London WC2N 4HW 020 7789 5544

City of London Homelessness Team

Assessment of entitlement to housing for people who are homeless or threatened with homelessness. Housing provided for people considered in priority need of housing. Temporary accommodation may be available while enquiries are made. Phone 0207 332 1894

Driving For Change / Change Please

Community Dental Services are on board to offer access to dental care and oral health support. Mastercards are on board providing digital literacy skills. HSBC on the bus will provide support for financial wellbeing and can assist in opening a basic bank account with their 'No Fixed Address' service. Also street vets, mental health support, hair dressing... all on the bus that drives in to...

The City on Wednesdays, parked up Queen Victoria St (LAV 481 (the coach bays near the Millennium Bridge north side.)

Hackney on Thursdays, parked up More St (E8 TEA (by Hackney Town Hall)

Providence row

Open Monday to Friday where homeless people can get a hot drink, breakfast (08:30am-10:00am), a shower, a care of address, access to the internet and phone charging facilities, employability & training assessments are available (book in early to get there) and lunch 13:00 - 14:00

The Ocklow Centre, 82 Wentworth Street, London E1 7SA, Walk-in 8.30am to 14.30pm

Call 020 7375 0020 (phone line answered to 5pm)

Clinical van

Please speak to us/your caseworker if you would like to attend, or simply drop in on Wednesdays from 9am to 12 pm, White Hart Court, near Liverpool street station.

What the GP and nurse can offer on the day:

- General health checks
- Help with access, pain, or social care
- Registration with GP surgery for follow-ups or prescriptions

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9dW Xa f

Occurrence number:



OPERATION LUSCOMBE

INTERVENTION NOTICE

You have been found or are suspected of Begging in a public place within the City of London. Begging is an offence, contrary to S.4 of the Vagrancy Act 1824, your behaviour is also deemed as Antisocial as per the Antisocial Behaviour, Crime and Policing Act 2014. You are required to stop the offending behaviour with immediate effect.

You are required to attend an Intervention Hub at the following location

On this date

The Hub will have representatives from the Police, Local Authority rough sleeping Team, Charities and Drugs and Alcohol referral services. You will be able to seek referral and assistance in matters that may be causing you to offend. All discussions will be private and confidential.

If you do not attend the designated location on the time and date shown above, your non-attendance will be logged and maybe used as evidence in any future legal proceedings, should you come to police notice again.

We are taking this action as it is our belief that by begging you are highly likely to attract further criminality to the area. Our ultimate goal is to offer you sufficient assistance to stop your offending and help you on the road to rehabilitation.



Occurrence number:



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On this date

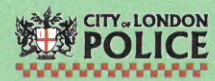
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9dWTSU



OPERATION LUSCOMBE

INTERVENTION NOTICE

Issuing officer

Exhibit ref

Date and time

Location of offence

Name

Address

Date of birth

Cautioned, informed of rights. Police are conducting an Operation targeting anti-social behaviour linked to begging and you are suspected of begging.

Reply to caution

This is a notice to inform you that police are conducting a long-term operation targeting begging and associated antisocial behaviour which is believed to be linked. It is our intention to achieve a marked reduction in begging and associated antisocial behaviour in the City of London and neighbouring police areas. We, and our partners are committed to offering assistance to help you to stop your offending behaviour and help you to get the appropriate support for your circumstances.

The Police and Local Authority have powers under S.43-46 of the Antisocial Behaviour, Crime and Policing Act 2014 to take action against persons who committing, or are believed to be committing, antisocial behaviour. It is in your best interests to accept out assistance at an early stage, as failure to engage with services could lead to police taking legal action against you, should you fail to stop offending. This could result in a Criminal Behaviour Order being issued by a court.



OPERATION LUSCOMBE

INTERVENTION NOTICE

Issuing officer

Exhibit ref

Date and time

Location of offence

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Amber front

Occurrence number:



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE WRITTEN WARNING

I am satisfied on reasonable grounds that your conduct is having a detrimental effect, of a persistent and continuing nature, on the quality of life of those in the locality, and that this conduct is unreasonable. You are hereby advised that you have been found to be, or are suspected of, begging.

The conduct you have displayed, or are responsible for, must stop and you must follow the requirements of this Warning Notice, otherwise you will be liable to be issued with a Community Protection Notice.

You have until the following date and time

To ensure that the offending stops in order to prevent any further police action. If you are issued with a Community Protection Notice you may be subject to further requirements. Breach of a Community Protection Notice on summary conviction will make you liable for:

- A fine not exceeding level 4 on the standard scale.

If you fail to comply with the terms of the Community Protection Notice the court may order remedial works to be carried out to address the detrimental effect caused by your conduct for which you could be liable for any costs.

You are required to attend an Intervention Hub at the following location

On this date

The Hub will have representatives from the Police, Local Authority Homeless Team, Charities and Drugs and Alcohol referral services. You will be able to seek referral and assistance in matters that may be causing you to offend. All discussions will be private and confidential.

If you do not attend the designated location on the time and date shown above, you will breach the requirements of this notice and this will be used as evidence against you.



Occurrence number:



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE WRITTEN WARNING

I am satisfied on reasonable grounds that your conduct is having a detrimental effect, of a persistent and continuing nature, on the quality of life of those in the locality, and that this conduct is unreasonable. You are hereby advised that you have been found to be, or are suspected of, begging.

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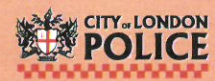
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If you do not attend the designated location on the time and date shown above, you will breach the requirements of this notice and this will be used as evidence against you.



3_ TWTSUJ



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE WRITTEN WARNING

Issuing officer

Exhibit ref

Date and time

Location of offence

Name

Address

Date of birth

Cautioned, informed of rights. Police are conducting an Operation targeting anti-social behaviour linked to begging and you are suspected of begging.

Reply to caution

This is a notice to inform you that police are conducting a long-term operation targeting begging and associated antisocial behaviour which is believed to be linked. It is our intention to achieve a marked reduction in begging and associated antisocial behaviour in the City of London and neighbouring police areas. We, and our partners, are committed to offering assistance to help you to stop your offending behaviour and help you to get the appropriate support for your circumstances.

The Police and Local Authority have powers under S.43-46 of the Antisocial Behaviour, Crime and Policing Act 2014 to take action against persons who committing, or are believed to be committing, antisocial behaviour. It is in your best interests to accept our assistance at an early stage, as failure to engage with services could lead to police taking legal action against you, should you fail to stop offending. This could result in a Criminal Behaviour Order being issued by a court.

If you do reside in the City and you continue to offend you could be placing your tenancy at risk.



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE WRITTEN WARNING

Issuing officer

Exhibit ref

Date and time

Location of offence

Name

Address

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Cautioned, informed of rights. Police are conducting an Operation targeting anti-social behaviour linked to begging and you are suspected of begging.

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DWxh`f

Occurrence number:



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE

I am satisfied on reasonable grounds that your conduct is having a detrimental effect, of a persistent and continuing nature, on the quality of life of those in the locality and the conduct is unreasonable. You are hereby advised that you have been found to be, or are suspected of, begging. The conduct you have displayed, or are responsible for, must stop immediately and you must follow the requirements of this Notice, otherwise you will be liable to Arrest or Summons.

You have until the following date and time

This is to ensure that the offending stops in order to prevent any further police action. Breach of a Community Protection Notice on summary conviction will make you liable for:

- A fine not exceeding level 4 on the standard scale.
- If you fail to comply with the terms of the Community Protection Notice, the court may order remedial works to be carried out to address the detrimental effect caused by your conduct for which you could be liable for any costs.

This notice will be in effect for 3 months

In order to address the offending behaviour you must abide by the following conditions:

You are required to attend an Intervention Hub at the following location

On this date

Is subject a City resident? YES NO

(If YES box B & C apply, if NO box A & B apply)

A. You are excluded from the City of London, which is identified by any road name with a City of London Crest, including any underground or mainline stations. You are also excluded from entering into Middlesex Street, E1 or any road leading from it.

B. You must not beg for money either passively, using a receptacle, or actively.

C. You are excluded from the following area(s):



Occurrence number:



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE

I am satisfied on reasonable grounds that your conduct is having a detrimental effect, of a persistent and continuing nature, on the quality of life of those in the locality and the conduct is unreasonable. You are hereby advised that you have been found to be, or are suspected of, begging. The conduct you have displayed, or are responsible for, must stop immediately and you must follow the requirements of this Notice, otherwise you will be liable to Arrest or Summons.

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DWTSU



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE

Issuing officer

Exhibit ref

Date and time

Location of offence

Name

Address

Date of birth

Cautioned, informed of rights. Police are conducting an Operation targetting anti-social behaviour linked to begging and you are suspected of begging.

Reply to caution

Appeals Process

You may appeal this notice to a magistrates court on the following grounds:

The conduct specified:

- Did not take place; has not had a detrimental effect on the quality of life of those in the locality; has not been persistent or continuing in nature; has not been unreasonable; cannot be reasonably expected to be controlled or affected.
- Any of the requirements in the notice, or any time periods are unreasonable.
- There is a material defect or error with the notice.
- The notice has been issued to the wrong person.

The Appeal must be made within 21 days from the date of issue.

It is in your best interests to accept our assistance at an early stage, as failure to engage with services could lead to police taking legal enforcement against you, should you fail to stop offending. This could result in a Criminal Behaviour Order being issued by a court.



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE

Issuing officer

Exhibit ref

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Blue front

Occurrence number:



OPERATION LUSCOMBE

POST ARREST / SUMMONS INTERVENTION

You have been arrested or summonsed for the offence of breaching a Community Protection Notice and you will be required to attend a court hearing.

You have also received three notices which have attempted to address your offending behaviour.

We are taking this action as it is our belief that by begging, you are highly likely to attract further criminality to this area. Our ultimate goal is to offer you sufficient assistance to stop offending and help you on the road to rehabilitation.

Again, we are committed to assisting you in getting that help, as such we are requiring you once more to attend an intervention hub, as per the terms of your Community Protection Notice.

You are required to attend an Intervention Hub at the following location

On this date

If you do not attend the designated location on the time and date shown above, your non-attendance will be logged and maybe used as evidence in any legal proceedings.

In order to address the offending behaviour you must abide by the following conditions:

Is subject a City resident? **YES** **NO**
(If YES box B & C apply, if NO box A & B apply)

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Occurrence number:



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Blue TSU



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE WRITTEN WARNING

Issuing officer

Exhibit ref

Date and time

Location of offence

Name

Address

Date of birth

Cautioned, informed of rights. Police are conducting an Operation targeting anti-social behaviour linked to begging and you are suspected of begging.

Reply to caution

Should you wish to seek assistance from any service which you believe will assist you in not offending, before the date shown overleaf, you may do so, but this will not alter the requirement for you to attend the intervention Hub.

Below is a list of services that you may access at any time free of charge:

Thamesreach (rough sleeping outreach service)
Guildhall

Turning Point (drug and alcohol misuse service)
Bishopsgate Police Station

Providence Row
The Dellow Centre
82 Wentworth Street
London E1 7SA
Phone: 020 7375 0020
Email: info@providencerow.org.uk

Health E1, Homeless Medical Centre
9-11 Brick Lane, E1
Phone: 0207 247 0090

Crisis Skylight
66 Commercial Street, London, E1 6LT
Phone: 0300 636 1967

Streetlink (rough sleeper referral service)
0300 500 0914



OPERATION LUSCOMBE

COMMUNITY PROTECTION NOTICE WRITTEN WARNING

Issuing officer

Exhibit ref

Date and time

Location of offence

Name

Address

Date of birth

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Phone: 0207 247 0090

Crisis Skylight
66 Commercial Street, London, E1 6LT
Phone: 0300 636 1967

Streetlink (rough sleeper referral service)
0300 500 0914



Places to eat or get food to take away

- 08:00am** Whitechapel mission, 212 Whitechapel Road E1 1BJ (Hot Breakfasts) **Everyday**
- 08:00am-12noon** Hackney Streets Kitchen Dalston, Gillet Square N16 8AZ (Breakfast Club) **Monday-Friday**
- 10:30am-12:30pm** Idia's Community Kitchen, St Chads Church, Dunloe St. E2 8JR (Hot food to eat in or take away) **Monday and Tuesday**
- 11am-1pm** Idia's Community Kitchen, St Chads Church, Dunloe St. E2 8JR (Hot food to eat in or take away) **Friday**
- 11:30am-3pm** Community Food Hub, Prodeux House Community Hall, 10 Church Crescent E9 7DL (collect a food bag from the food hub) **Tuesday**
- 12noon-1:30pm** North London Action for the Homeless, St Paul's Church, Stoke Newington Road N16 7UE (Take away food service) **Monday and Wednesday**
- 12noon-2pm** St John the Evangelist, Brownswood Park, Queen's Drive N4 2LW (Hot meals & a food bank) **Sunday**
- 12:00-3:00pm** Community Food Hub, De Beauvoir meeting room, 85 Downham Road N1 5TR (collect a food bag from the food hub) **Monday and Thursday**
- 12noon-2pm** Idia's Community Kitchen, Fellows Court, 86 Weymouth Terrace, Haggerston E2 8LR (Meal service to eat in or take away) **Wednesday**
- 12:30pm-** Food Cycle Hackney Hub, New Kingshold Community Centre, 49 Ainsworth Rd E9 7LP (Hot meals to eat in) **Thursday**
- 12:45pm-13:30pm** St Peter's Crypt, Northchurch Terrace N1 4DA (Hot soup & bread) **Tuesday**
- 1pm-3pm** St Botolph's without Bishopsgate church hall the hub will be providing cold lunches **Wednesday(every other)**
- 5:00pm-7:00pm** Humdingers Soup Kitchen, 238 Hoxton St. N1 5LX (Hot meals to take away) **Monday, Tuesday, Wednesday and Friday**
- 6:00pm-7:00pm** Idia's Community Kitchen, St Monica's Church, 19 Hoxton Square N1 6NT (Meal service to eat in or take away) **Monday and Tuesday**
- 6:30pm-8:30pm** St John the Evangelist, Brownswood Park, Queen's Drive N4 2LW (Hot meals & a food bank) **Tuesday**
- 8pm-** Hackney Street Kitchen – Hackney Central Hackney Central Library 25-27 Hackney Grove E8 3NR (food available evening outreach outside) **Thursday**
- 8pm-** Hackney Streets Kitchen Dalston Ridley Road Market opposite train station (hot food and drinks) **Friday**
- 8pm-** Hackney Street Kitchen Dalston St John's Churchway opposite Marks & Spencer (hot and cold food and drinks) **Saturday**

Homeless Services



NORTH LONDON ACTION FOR THE HOMELESS

PROVIDENCE ROM



The Connection
at St Martin-in-the-Fields



Street Link



The Manna Society

The Hub

Every other Wednesday at St Botolph's Without, Bishopsgate, City Of London Church Hall between 1pm-3pm providing support for housing, drug and alcohol addiction.

Whitechapel Mission

Open every day for food, shelter, clothing and shower facilities, computer access, medical care, life skills and job skills training and addiction recovery
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Salvation Army

Provides a range of support services and programmes for everyone. Some services are available through The Salvation Army in Hoxton (details below) who can signpost to those not catered for locally Phone: 020 7739 3313

The Salvation Army, 66 New North Road, Hoxton N1 7TG

The House of St Barnabas

Provides homeless people with training and support to find lasting employment Phone: 0207 437 189 1 Greek Street, Soho Square W1D 4NQ

Shelter

If you are homeless, threatened with homelessness or in an urgent situation, you can call Shelter's emergency helpline. Tel: 0808 800 4444

Street Link

Street link is the national referral mechanism for people who are street homeless and sleeping rough. Go to streetlink.org.uk and report your sleep site location if you are sleeping rough, and the street outreach team will attend.

North London Action for the Homeless

All are welcome to join us for a free meal at St Pauls West Hackney on the corner of Stoke Newington Rd and Amhurst Rd. Monday 12 noon & Wednesday 6pm

The Manna Centre

You can get Breakfast and lunch, washing facilities and change of clothing (Monday & Wednesday. First 30 people with tickets will be seen, each day). You can also get Housing & Welfare Advice (for an in-centre appointment, please speak to a member of staff helpline for this service 020 7403 1931 - option 1 (Monday to Friday 10am-1pm)

Manna Centre open 8.30am to 1.30pm, seven days a week. No dogs allowed.

Manna Day Centre, 12 Mellor Street, London SE1 3QP
Phone: 0207 357 9363

Connection @ St Martins

Provides outreach workers, food, temporary/emergency accommodation and support for people to get off the streets

Monday, Tuesday, Thursday & Friday 09.00am-12.15pm and 1.30pm - 4.00pm

12 Adelaide St, Charing Cross, London WC2N 4HW
020 7766 5544

City of London Homelessness Team

Assessment of entitlement to housing for people who are homeless or threatened with homelessness. Housing provided for people considered in priority need of housing. Temporary accommodation may be available while enquiries are made.

Phone 0207 332 1804

Driving For Change / Change Please

Community Dental Services are on board to offer access to dental care and oral health support. Mastercard are on board providing digital literacy skills. HSBC on the bus will provide support for financial wellbeing and can assist in opening a basic bank account with their 'No Fixed Address' service. Also street vets, mental health support, hair dressing... all on the bus that drives in to...

The City on Wednesdays, parked up Queen Victoria St EC4V 4BT (the coach bays near the Millennium Bridge north side,)

Hackney on Thursdays, parked up Mare St E8 1EA (by Hackney Town Hall)

Providence row

Open Monday to Friday where homeless people can get a hot drink, breakfast (08:30am-10:00am,) a shower, a 'care of address, access to the internet and phone charging facilities, employability & training assessments are available (book in early to get them) and lunch 13:00 - 14:00

The Dellow Centre, 82 Wentworth Street, London E1 7SA. Walk-in 8:30am to 14:30pm

Call 020 7375 0020 (phone line answered to 5pm)

Clinical van

Please speak to us your caseworker if you would like to attend, or simply drop in on Wednesdays from 9 am to 12 pm, White Hart Court, near Liverpool street station.

What the GP and nurse can offer on the day:

- General health checks
- Help with aches, pains, or wound care
- Registration with GP surgery for follow ups or prescriptions

Committees: Homelessness and Rough Sleeping Sub-Committee – For Information Department of Community and Children’s Services – For Information	Dated: 04/10/2023 01/11/2023
Subject: City of London’s Women Project Access Criteria	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: Judith Finlay, Director of Community and Children’s Services	For Information
Report author: Fleur Holley-Moore, Rough Sleeping Services Manager	

Summary

This report aims to provide supplementary information on the access criteria of the City of London’s Women Project and how it ensures that the City of London is meeting its obligations under the Domestic Abuse Act (2021) and the Equality Act (2010). The City of London’s Women Project was launched in April 2023, marking the City of London’s first dedicated accommodation service for single women who are experiencing homelessness and fleeing domestic abuse. This report outlines the access criteria and the measures in place to minimise risk as far as reasonably possible for women accommodated within the project.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. The report *City of London’s Women Project Update* was brought to the Department of Community and Children’s Services Committee and Homelessness and Rough Sleeping Sub-Committee in July 2023.
2. The paper provided a background on the City of London’s Women Project and why it was required to meet City of London’s (CoL’s) legal obligations under

the Domestic Abuse Act (2021) and moral responsibilities towards women who are homeless and fleeing domestic abuse.

3. The paper also explained how the project supports CoL's Violence Against Women and Girls Strategy 2019-2023,¹ that outlines its priorities for dealing with violence against women and girls through services across the Square Mile.
4. Members requested that a supplementary paper be provided to offer additional information on the access criteria of the project and how the safety of the women placed there is ensured, while also ensuring that the CoL is meeting its statutory responsibilities under the Housing Act (1996), the Domestic Abuse Act (2021) and the Equality Act (2010). Members also requested additional information on demand for the project, and outcomes to date.

Domestic Abuse Act (2021)

5. The Domestic Abuse Act (2021) changed homelessness legislation to include those fleeing domestic abuse as automatically in priority need for assistance under the Housing Act (1996).
6. This means that, if the local authority is satisfied that an applicant is eligible for assistance and is homeless because of domestic abuse, the local authority must offer safe temporary accommodation for the duration of their application without needing to meet other qualifying factors.
7. The Act created a new requirement that temporary accommodation for those fleeing domestic abuse must be safe, and CoL saw this as an opportunity to move away from its reliance on mixed-sex accommodation provision and develop a new approach for this group.
8. In response, the City of London's Women Project was established as a women-only temporary accommodation initiative to better address the needs of women fleeing domestic abuse and fulfil legal duties under the Domestic Abuse Act (2021).

Demand Data

9. The City of London experienced an increase in homelessness approaches from households fleeing domestic abuse after the enactment of the Domestic Abuse Act (2021).

¹ [City of London Violence Against Women and Girls Strategy 2019-2023](#)

Table 1 – Number of approaches from households fleeing domestic abuse

Year	Number of approaches	Percentage increase vs previous year
2018/19	5	N/A
2019/20	3	-40%
2020/21	26	77%
2021/22	31	19%
2022/23	53	71%

10. Overall, from 2018/19 to 2022/23, the CoL saw a 960% increase in approaches due to domestic abuse.
11. Figures for England demonstrate a 53% increase in a homeless duty acceptance due to domestic abuse from 2018/19 to 2021/22 (please note annual figures for 2022/23 are not yet published).
12. In the year 2022/23, a total of 49 women slept rough in the Square Mile for one or more nights. While data from the Combined Homelessness and Information Network (CHAIN) under-reports those rough sleeping due to fleeing domestic abuse, data from a nationwide homeless charity suggests that domestic abuse contributes to a third of cases involving women who sleep rough.²
13. This increase can be partially attributed to the national lockdown in response to COVID-19. During this period “police recorded crime data show an increase in offences flagged as domestic abuse-relation”, “an increase in demand for domestic abuse victim services” and “London’s Metropolitan police services received an increased number of calls-for service for domestic incidents”.³ This, too, would have resulted in an increase in the number of households approaching CoL and local authorities across England because of fleeing domestic abuse.

Access Criteria

14. The access criteria for the City of London’s Women Project has been developed based on the Housing Act (1996), Equality Act (2010), Domestic Abuse Act (2021) and best practice research.
15. The project is for women, (including those who identify as a woman), with a connection to CoL who are homeless, require safe accommodation and for whom domestic abuse is an aggravating factor in their homelessness.
16. The project, and access criteria, have been established in light of potential proposals to reform the Gender Recognition Act (2004)

² [New research reveals women experiencing homelessness are often hidden from help - St Mungo's \(mungos.org\)](https://www.stmungos.org/news/new-research-reveals-women-experiencing-homelessness-are-often-hidden-from-help)

³ [Domestic abuse during the coronavirus \(COVID-19\) pandemic, England and Wales - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/people-in-the-uk/domestic-abuse/domestic-abuse-during-the-coronavirus-covid-19-pandemic-england-and-wales)

17. Clients must be 18 years old or older.
18. They must be single, or it must be that their children or partner do not reside with them.
19. They must be eligible for homelessness assistance and have access to public funds.
20. They must have low- or medium-level support needs and be able to sustain temporary accommodation with floating support.
21. They must not have a violent criminal conviction, caution or warning.
22. They must either have a history of rough sleeping recoded in the Square Mile on CHAIN or have sought homeless assistance from the CoL under Part VII of the Housing Act (1996).
23. The Equality Act (2010) stipulates that the exclusion of an individual because of a protected characteristic, for example, because they have started or completed gender reassignment, can only be in circumstances when it can be demonstrated that such exclusion constitutes a proportionate means of achieving a legitimate aim.
24. Under this clause, a single-sex service such as the City of London's Women Project can only exclude men from accessing the service. Additionally, as there is insufficient demand, CoL are not required to provide a parallel service for men.
25. Therefore, apart from the exceptions mentioned above, exclusion from the service is determined by assessing the potential risk that a placement into the project might pose to others within the service, or the risk that existing residents might pose to the new individual, rather than an arbitrary exclusion of a protected characteristic.
26. This access criteria is in line with the 15 umbrella bodies and local domestic and sexual violence support services across Britain that were interviewed for Stonewall's resource *Supporting trans women in domestic and sexual violence services; Interviews with professionals in the sector*. Among other findings, it found that "no participants said they have used the Equality Act exemption to deny support to a trans survivor. Some participants said that the exemption should be kept as a safeguard, while others were concerned about other services using the exemption to turn away trans survivors when they should be providing support" and "participants take a personalised, client-centred approach to supporting trans women, as they do for all survivors".⁴

⁴ Stonewall, Supporting trans women in domestic and sexual violence services. [stonewall_and_nfpsynergy_report.pdf](#)

Keeping Women Safe in the City of London's Women Project

27. The Project is for all women who meet the access criteria and do not pose a threat to the existing residents, thereby prioritising safety for both newcomers and those already part of the programme.
28. To minimise risk as much as possible for the women placed in the project, a range of safety measures have been implemented, both concerning the project itself and the assessment and sign-up process. This includes a client centred risk assessment procedure.
29. Through its research⁵, Stonewall observed that “while respondents were aware that gender recognition reform could allow violent men to pose as women to access their service...there was a clear consensus that services’ thorough risk assessment procedures would safeguard against (harm)”.
30. The project does not have direct access; referrals must undergo a thorough assessment by a CoL Advice and Homeless Officer or by a City Outreach Worker before being presented to a panel for acceptance.
31. The panel convenes as needed and includes CoL employees as well as representatives from commissioned services, ensuring a comprehensive assessment of the referral.
32. A referral will be declined by the panel if the individual fails to meet the access criteria and/or if they present a risk to others within the service, or if existing residents may pose a risk to them.
33. A comprehensive sign-up process is in place, including CoL’s Temporary Accommodation Agreement and a Behaviour Contract. This ensures that accepted referrals understand their responsibilities during their time in the project, and that it is a safe, inclusive space. In the event of a breach of the Temporary Accommodation Agreement or Behaviour Contract, the woman’s bedspace in the project may be brought to an end.
34. A female Mobile Intervention and Support Worker attends the project regularly to provide support for the women and to ensure adherence to the Temporary Accommodation Agreement and the Behaviour Contract.
35. The temporary accommodation provider of the City of London’s Women Project has also installed CCTV that can be accessed and shared when necessary.
36. If a woman, or someone identifying as female, is deemed unsuitable for the project at panel or after placement, alternative suitable temporary accommodation will be arranged. This may include a placement in CoL Supported Accommodation Pathway, self-contained Temporary Accommodation, or a more specialised options, such as a refuge.

⁵ Stonewall, Supporting trans women in domestic and sexual violence services.
[stonewall_and_nfpsynergy_report.pdf](#)

Outcomes to Date

37. To date, we have had seven placements in the City of London's Women Project.
38. Six of these placements have been made by the Statutory Homeless Team and one by the Rough Sleeping Team.
39. Four women have moved on from the project: one was reconnected to their home area; two moved into CoL social housing stock; and one moved on to a privately rented flat.
40. We currently have two women on the waitlist.

Options

41. There are no additional options arising from this report.

Proposals

42. There are no proposals arising from this report.

Key Data

43. There is no key data arising from this report.

Corporate & Strategic Implications

44. Financial implications – N/A
45. Resource implications – N/A
46. Legal implications – N/A
47. Risk implications – N/A
48. Equalities implications – Under the Equality Act (2010) providers cannot discriminate against someone based on a protected characteristic. However, there are exceptions where access for certain groups can be modified or limited when it represents a "proportionate means of achieving a legitimate aim". Under this exception, men are excluded from accessing the CoL's Women's Hub, as it is a safe space for women fleeing domestic. A full Equality Analysis has been completed.
49. Climate implications – N/A
50. Security implications – N/A

Conclusion

51. The City of London's Women Project is for all women who meet the access criteria and who do not present a risk to the current residents, ensuring safety for newcomers and those already within the service.
52. Legislative changes under the Domestic Abuse Act (2021) accentuated the need for the project, alongside the increase in demand from approaches to CoL from women fleeing domestic abuse and the ongoing need from women sleeping rough in the Square Mile.
53. The access criteria, which was developed with careful consideration, ensures that the project caters to the needs of single women fleeing domestic abuse, and has a robust assessment mechanism to ensure a safe environment.
54. The project's compliance with the Equality Act (2010) demonstrates its dedication to maintaining an inclusive and protective space, and the safety measures in place for the project play a pivotal role in ensuring the women's safety while at the project.

Appendices

- None

Background Papers

- City of London's Women Project Update, July 2023

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Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee – For Information	04/10/2023
Subject: Rough Sleeping Annual Performance Report 2022/23	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: Judith Finley, Director of Community and Children’s Services	For Information
Report author: Rowan Wyllie, Rough Sleeping Co-ordinator, Department of Community and Children’s Services	

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 2022/23, with some reference to previous annual CoL data, and neighbouring borough comparisons. This report follows a format utilised in the previous Annual CHAIN Report 2021/22 which was submitted to Members last year.

This report aims to provide context to the data collected via CHAIN for 2022/23 and draws comparison to neighbouring boroughs to support understanding of the trends and patterns of the occurrence of rough sleeping in the Square Mile. This report shows that, while rough sleeping has increased across London in 2022/23, the increase percentage of rough sleeping in CoL is less than that of neighbouring boroughs and is relatively similar to rough sleeping levels pre-pandemic.

The data shows an increase of 29.5% in annual total individual rough sleeper numbers between 2021/22 and 2022/23 in the CoL. An increase in rough sleeping is a London-wide trend in 2022/23, increasing by an average of 20.69%. All CoL’s neighbouring boroughs saw an increase in rough sleeping in 2022/23.

Analysis of accommodation outcomes in CoL has found positive improvement in 2022/23, increasing by 21%.

Definition of technical terms can be found in Appendix 1 – CHAIN Cohort Terminology.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

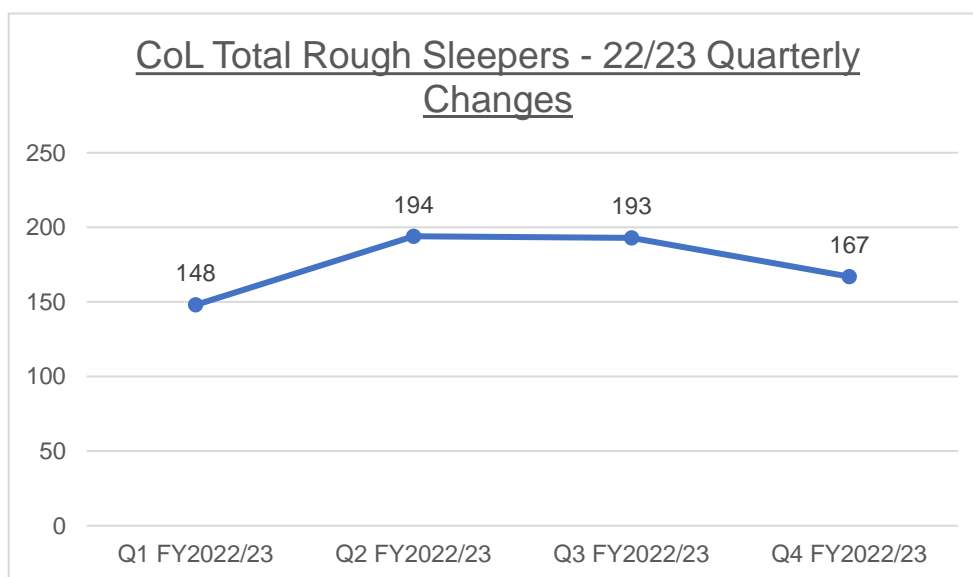
1. Annual total rough sleeping figures in London measured in the last four financial years demonstrate a broad amount of change and fluctuation. During this period, London boroughs have adapted their funding and the resources of their homelessness pathways, particularly in response to the COVID-19 pandemic.
2. This report analyses the recorded levels of rough sleeping in the City of London in the 2022/23 financial year. Data utilised is sourced from CHAIN and the 2022/23 Annual Report, which is published for Greater London and for each London borough each year.
3. After fluctuation and change across the last four financial years, CoL places 6th when compared to the other London local authorities in 2022/23.
4. The tables below show the 15 London boroughs with the highest annual figures of rough sleeping in 2021/22 and 2022/23, with the CoL's position highlighted for context. Annual rough sleeping numbers are defined as the total unique individuals seen by Outreach teams as rough sleeping in the Square Mile.

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

2022/23		
1	Westminster	2050
2	Camden	719
3	Lambeth	623
4	Ealing	563
5	Newham	503
6	City of London	482
7	Tower Hamlets	460
8	Southwark	435
9	Brent	373
10	Croydon	373
11	Islington	337
12	Haringey	304
13	Lewisham	296
14	Redbridge	248
15	Hackney	246

5. During the annual reporting period of 2022/23, CoL's rough sleeping numbers peaked in Quarter 2 (Q2) at 194 (an increase of 31.08% to the previous quarter), and have steadily decreased across the subsequent quarters.
6. The following table and chart display the data and trends of rough sleeping in the CoL across the reporting quarters of the 2022/23 financial year :

Date	Sum of Total Clients	Percentage Change
Q1 FY2022/23	148	-1.90%
Q2 FY2022/23	194	31.08%
Q3 FY2022/23	193	-0.51%
Q4 FY2022/23	167	-13.47%



7. Terminology

This report uses data drawn from the CHAIN database, managed by Homeless Link, and CHAIN reports published via the Greater London Authority (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 categories are defined in Appendix 1. These terms will be used to differentiate between cohort types and reporting periods in this report.

Current Position

8. Total Individual Rough Sleepers – Annual Changes

The number of people seen rough sleeping in the Square Mile in 2022/23 was 482. This number is a 29.56% increase on the 372 rough sleepers seen in CoL during 2021/22.

- This increase is illustrated by the changes of the rough sleeping cohorts which constitute the total. The table below shows that 'Flow' clients continues to be the largest cohort in the combined group, as 46% of the total. Flow and Stock cohorts increased at a similar rate in 2022/23, and Returners increased by the largest percentage of 59.21%, from 52 in 2021/22 to 83 in 2022/23.

10. The previous Annual Report submitted to this Sub-Committee for the financial year 2021/22 noted that the increase in rough sleeping was largely due to a sharp increase in new rough sleepers (Flow). In contrast, 2022/23 saw increases across all groups. This report will compare how the increases in CoL compare to the increases seen in neighbouring boroughs as London has increased in rough sleeping this financial year.

	2021/22	2022/23
CoL Flow (new)	180	226
CoL Stock (long term)	140	173
CoL Returner (intermittent)	52	83
Total	372	482

11. The table below shows the total individual rough sleepers seen across CoL, neighbouring boroughs, and Greater London overall, in financial years 2018/19 through to 2022/23. The table shows data dating back to 2018/19, to provide context relative to rough sleeping numbers prior to the COVID-19 pandemic, giving background to prior demand on homelessness services during this time.

<u>Total Rough Sleepers</u>						Overall change 2018–2023
	2018/19	2019/20	2020/21	2021/22	2022/23	
City of London	441	434	350	372	482	41
Camden	815	639	630	666	719	-96
Islington	276	367	388	238	337	61
Southwark	435	548	567	388	435	0
Tower Hamlets	316	459	400	297	460	144
Westminster	2,512	2,757	2,162	1,698	2,050	-462
Greater London	8,855	10,726	11,018	8,329	10,053	1,198

12. The total annual 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. The data show that there have been fluctuations across the last four financial years, however, in 2022/23 all neighbouring boroughs saw an upward trend in rough sleeping.

13. While CoL saw a smaller increase in rough sleeping, which is in line with London as a whole, numbers are relatively on par with the level of rough sleeping in 2018/19. Other neighbouring boroughs saw a significant increase, as shown in the table above.

14. Annual Changes in Rough Sleeping Cohorts

The Annual CHAIN Report 2022/23 analyses the proportion of each cohort group

across London boroughs. The following table shows the CoL's cohort breakdown and comparison to neighbouring local authorities.

	Flow	Stock	Returner
City of London	47%	36%	17%
Camden	46%	38%	16%
Islington	66%	21%	13%
Southwark	59%	20%	21%
Tower Hamlets	45%	25%	16%
Westminster	53%	30%	17%
Greater London	63.57%	20.73%	15.69%

15. The table shows that the Flow cohort of new rough sleepers is consistently the largest group for CoL and all neighbouring local authorities, and this aligns with the average across London as a whole. Notably in the CHAIN report, CoL has one of the highest Stock cohort proportions at 36%. This cohort proportion is exceeded by only Camden, with a proportion of 38%. Stock cohort clients seen across two consecutive years as rough sleeping may be characterised as individuals who have higher support needs and have been street homeless for a longer period overall. Further analysis of this sub-group is detailed later in this report.

16. The following analysis of this report will draw focus to each cohort group (Flow, Stock, Returner) and note the changes in CoL with comparison to neighbouring boroughs and London as a whole. Data presented show each cohort as a proportion of the combined total rough sleepers, across the last three financial years.

17. The table below shows the proportion of Flow (new rough sleepers) as a percentage of rough sleepers overall in CoL and compared to neighbouring boroughs:

Flow
As percentage of total

	2020/21	2021/22	2022/23
City of London	41.14%	48.39%	47%
Camden	51.11%	41.44%	46%
Islington	68.81%	57.98%	66%
Southwark	61.90%	61.34%	59%
Tower Hamlets	54.50%	44.11%	45%
Westminster	59.76%	53.25%	53%
Greater London	68.35%	61.12%	63.57%

18. The table above shows that there is fluctuation of new rough sleepers across the three financial years. The proportion of new rough sleepers in CoL is a consistent level to the previous financial year.
19. The table below shows changes in percentage levels of Stock (long-term) rough sleepers across CoL and neighbouring boroughs.

Stock
As percentage of total

	2020/21	2021/22	2022/23
City of London	43.14%	37.63%	36%
Camden	30.63	37.39%	38%
Islington	18.56%	26.47%	21%
Southwark	26.81%	25.77%	20%
Tower Hamlets	32%	37.04%	25%
Westminster	24.01%	33.22%	30%
Greater London	19.30%	24.41%	20.73%

20. Clients categorised as the 'Stock' cohort are recognised as longer-term rough sleepers and are individuals who may have multiple or more complex support needs and be street-attached. Services such as Navigators and other specialised services are specifically commissioned to work with this group to enable them to access accommodation and sustain engagement with services.
21. The volume of long-term rough sleepers in CoL reduced in 2022/23, which is a consistent trend of the last three financial years.
22. The table below shows changes in percentage levels of Returner (intermittent) rough sleepers across CoL and neighbouring boroughs. Most boroughs saw a decrease in intermittent rough sleepers, however, CoL increased slightly by 3.02%, and Southwark increased by 8.11%.

Returner
As percentage of total

	2020/21	2021/22	2022/23
City of London	15.71%	13.98%	17%
Camden	18.25%	21.17%	16%
Islington	12.62%	15.55%	13%
Southwark	11.29%	12.89%	21%
Tower Hamlets	13.50%	18.86%	16%
Westminster	16.23%	16.67%	17%
Greater London	12.35%	14.47%	15.69%

23. Accommodation Outcomes

The amount of accommodation events increased by 21.89% in 2022/23. The table below highlights the changes across the three annual reporting periods.

	2020/21	% Change	2021/22	% Change	2022/23
COVID-19 accommodation	199	-95.97%	8	N/A	N/A
Severe Weather Emergency Protocol (SWEP)	30	-20%	24	225%	78
Temporary accommodation + Pathway Hostels	69	163.23%	163	-3.06%	158
Long-term accommodation	7	-14.29%	6	50%	9
Total	305	-34.10%	201	21.89%	245

24. The accommodation outcomes in 2022/23 saw a significant success rate of Severe Weather Emergency Protocol (SWEP) accommodation outcomes achieved with an increase of 225% compared to the previous financial year. The success of SWEP is analysed in a separate report submitted to this Sub-Committee on 26 April 2023.

25. While there was a similar amount of temporary or pathway accommodation outcomes, long-term accommodation outcomes achieved in 2022/23 increased by 50%.

26. Demographics

a) Nationality:

The proportion of rough sleepers from the UK was maintained as 64% of the CoL's rough sleeping population in 2022/23. The proportion of individuals from European nationalities has decreased, following trends from 2020/21 and 2021/22, reducing from 30% to 25.5% in 2022/23.

As highlighted in the Annual CHAIN Report for 2021/22, this continued 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 an end in July 2021. Individuals are supported to access immigration support and advice by specialist services who employ qualified immigration advisors. Safe reconnection to an individual's local authority or country of origin is offered to resolve individuals' homelessness wherever it is appropriate.

b) Gender:

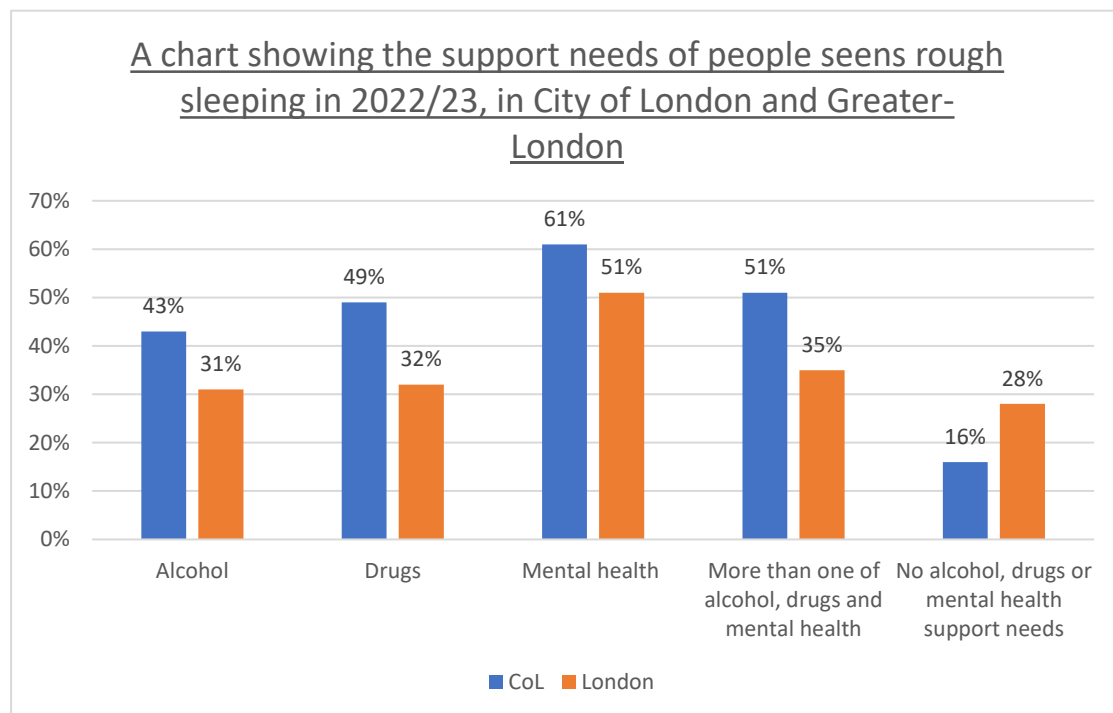
There has been no meaningful change in gender proportions within the CoL's rough sleeping population since 2020/21. In 2022/23, 89.3% of rough sleepers were male, while 10.4% were female.

c) 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 37.6%. Rough sleepers who are aged between 26 and 35 or 46 and 55 years of age, have a similar rate of 22%. Only 4.3% (n=21) of rough sleepers seen in CoL in 2022/23 were under the age of 25.

27. Support Needs

The following chart compares the distribution of the support needs of rough sleepers in CoL compared to the average in London in 2022/23.



Mental health remains the most prevalent support need – which has slightly decreased from 66% in 2021/22 to 61% in 2022/23. This figure is 10% higher than the London average. Those with multiple support needs from alcohol, drugs and mental health represent 51% of all rough sleepers – which is the same figure as 2021/22 and is 16% higher than the London average.

Options

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

Proposals

29. There are no proposals arising from this paper.

Corporate & Strategic Implications

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

- Financial implications – N/A
- Resource implications – N/A
- Legal implications – N/A
- Risk implications – N/A
- Equalities implications – N/A
- Climate implications – N/A
- Security implications – N/A

Conclusion

31. In conclusion, rough sleeping as reported on CHAIN in CoL increased compared to the previous annual reporting period, and this trend is seen across London and all neighbouring boroughs.

32. The largest cohort group of rough sleepers in CoL continues to be 'Flow' (new rough sleepers), comprising 47% of the population. CoL has one of the largest groups of 'Stock' (long-term rough sleepers) with a proportion of 36% of the population. However, analysis of quarterly trends indicates progress in support this cohort group, with a 27% decrease in the 'Living on the Streets' cohort group between Q3 and Q4.

33. Q4 of 2022/23 saw overall decreases in rough sleeping in CoL, following the trend of steady decreases of rough sleeping across the financial year. This is encouraging work and signifies movement towards the overall downwards average trajectory of rough sleeping in the Square Mile.

Appendices

- Appendices 1 – CHAIN Cohort Terminology

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Appendix 1 – CHAIN Cohort Terminology

The Combined Homelessness and Information Network (CHAIN) database is managed by Homeless Link, and CHAIN reports are published via the Greater London Authority (GLA) Datastore.

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

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, 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 that they are living on the streets.

Intermittent rough sleepers

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

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Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 04/10/2023
Subject: Severe Weather Emergency Protocol 2023/24	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: Judith Finlay - Director, Community and Children’s Services	For Information
Report author: Will Norman – Head of Homelessness Prevention and Rough Sleeping	

Summary

The City of London has a long-standing commitment to the safeguarding of rough sleepers when extreme weather events occur. Since 2017/18 we have drafted a Severe Weather Emergency Protocol (SWEP) on an annual basis ahead of each winter. The City’s protocol follows similar guidelines published by the Greater London Authority (GLA) which effectively act as a best practice blueprint for other London local authorities to follow.

During summer 2022, Britain saw record temperatures and Greater London recorded daytime temperatures in excess of 40 degrees centigrade. Although extreme heat measures were in place, additional summer SWEP guidelines are now in place, and this has been added to the exiting SWEP protocol.

This report sets out the format of the revised City of London SWEP protocol. The new protocol can be found at Appendix 1.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. The City’s SWEP protocol is reviewed every year to take into account learning from the previous year and any emerging policy or strategy information. A delivery partner consultation is built into this process.

2. The GLA consult with borough rough sleeping leads through the quarterly GLA 'Leads Meeting'.
3. For winter SWEP, individual borough SWEP bed capacity is expected to reflect rough sleeping need, and each borough reports its arrangements to the GLA every autumn.
4. The GLA provides 'Pan-London Overflow SWEP' beds to add capacity where boroughs exhaust their SWEP arrangements, or where London endures a particularly severe or lengthy SWEP activation. Ordinarily, this is only accessible after boroughs have used all available local capacity.
5. Summer SWEP arrangements focus on access to daytime 'cool spaces', health advice, the distribution of water, and signposting information.
6. Summer 2023 was the first year where the GLA published dedicated hot weather SWEP guidelines and the City of London prepared measures in advance. Members received a report setting out these measures at the 3 July Homelessness and Rough Sleeping Sub-Committee.

Updates to the protocol

7. Previous City of London SWEP protocols included an explanation of the origins of SWEP. They linked our local document to the GLA guidelines and set out the specific measures for the coming winter. This latter element was reviewed every summer in preparation for a new draft each autumn.
8. Over previous winters, the City has used different measures each year. This has required substantial reworking of the SWEP protocol. Additionally, the new summer SWEP guidelines issued by the GLA mean that a second point of review and draft has been added to the year.
9. To create a more flexible and agile document, the new City of London SWEP protocol will have three principal sections:
 - i. Main protocol explaining what SWEP is, the review cycle, activation procedures and roles and responsibilities
 - ii. An appendix setting out specific measures for winter SWEP
 - iii. An appendix setting out specific measures for summer SWEP
10. The main protocol will require less detailed changes and will be kept under constant review.
11. The two appendices explaining the measures for both types of SWEP will be subject to more detailed review and are expected to change each year, depending on available resources and changes to best practice guidance.

Current Position

12. Summer SWEP has been in place between June and September 2023. There has been a single amber activation, the level at which 'cool spaces' become available, between 4 and 11 September. During this period, 13 outreach shifts took place, resulting in 174 contacts with 76 unique individuals. A single person took up the offer of access to the 'cool space'.
13. Winter SWEP arrangements are still being finalised. As in previous years, this will take the form of spare capacity within our own supported accommodation pathway and additional capacity specially commissioned to create a flexible and adaptable service offer between October 2023 and March 2024.
14. There are no plans to deviate from the widely adopted practice of winter SWEP activation when a night of zero degrees is forecast.
15. The 'In for Good' principle will apply. This means anyone taking up an accommodation offer will remain in accommodation until our commissioned services have arrived at a credible service offer.

Corporate & Strategic Implications

16. Financial implications – SWEP costs can be met within the existing local risk budget. However, future SWEP demands led by weather events or the expectations of amended GLA guidelines are difficult to predict. Costs of delivering SWEP arrangements have steadily risen in recent years.
17. Resource implications – n/a
18. Legal implications – n/a
19. Risk implications – n/a
20. Equalities implications – n/a
21. Climate implications – there are no implications arising from this report or the measures contained within the protocol and its appendices. However, this SWEP protocol is directly related to year-round weather events.
22. Security implications – n/a

Conclusion

23. The City of London SWEP protocol has been revised to create overarching guidelines with companion appendices which set out the specific arrangements for both summer and winter SWEP periods.
24. This summer saw the City mobilise dedicated summer SWEP plans for the first time. A generally cool summer saw a single amber activation, the activation stage where 'cool spaces' become available.

25. Planning for winter SWEP is underway, and plans will be finalised before October 2023. Arrangements will use capacity in our existing pathway plus additional capacity commissioned to create a flexible response.

Background Papers

- Hot Weather SWEP Report – Homelessness and Rough Sleeping Sub-Committee, 3 July 2023

Appendices

- Appendix 1 – City of London Severe Weather Emergency Protocol 2023/24

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City of London Corporation

Protocol

SWEP – Severe Weather Emergency Provision

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 - **Appendix 2 – City of London Winter SWEP Arrangements 2023/24**
 - **Appendix 3 – GLA H-SWEP guidance**
 - **Appendix 4 – City of London Summer SWEP Arrangements 2023**

1. Background

This SWEP protocol is reviewed annually by the Rough Sleeping Team and circulated to SWEP partners. The separate appendices for Winter and Summer SWEP allow for an agile, in-year approach to planning. The relevant appendix will be circulated to partners in the autumn and spring respectively.

1.1. Winter SWEP

Historically, the protocols and provision for when SWEP is activated varied significantly between London boroughs, both in terms of the number and location of emergency beds, and when the protocol was triggered. Many London boroughs waited until the Greater London Authority (GLA) triggered Pan-London SWEP (based on temperatures in Westminster dropping to freezing or below for three or more consecutive nights) to activate their local SWEP whilst others had their own activation point. Some boroughs also failed to make any extra beds available during freezing temperatures, solely relying in Pan-London provision funded by the Greater London Authority (GLA). As part of the Mayor of London commitment to tackle rough sleeping across the capital, for winter 2017/18 the GLA for the first time released SWEP guidance to ensure a consistent response from London boroughs and set a minimum number of bed spaces that a local authority must make available, and fill, before Pan-London provision can be accessed. The guidance also set that SWEP would now be activated and deactivated centrally by the GLA for London.

The Mayor believes that triggering SWEP on the first night of freezing temperatures and standardising practice across London will help safeguard all the capital's rough sleepers from the worst of the negative health effects of severe weather. Experience and learning from every winter is recorded, explored and incorporated into this and all future protocols.

1.2 Summer SWEP

During summer 2022, much of the UK experienced record-breaking daytime temperatures. Greater London recorded max temperatures in excess of 40 degrees Centigrade for the first time and two separate heatwaves saw nighttime temperatures regularly settle around 20 degrees. Various measures were mobilised at short notice including advice on keeping cool. provision of water and suncream, signposting to daytime cool spaces and accommodation offers. While heatwave conditions are not new and hot weather mitigations have been mobilised in the past, there is now recognition in the sector that the probability of extreme heat is increasing and that this presents a comparable, if different, risk to rough sleepers.

The GLA drafted a hot weather (H-SWEP) protocol during winter 2022/23. H-SWEP and Summer SWEP are interchangeable terms. This is used by Local Authorities in the same way as the existing (winter) SWEP protocol – as a guide with which to align local arrangements. The protocol is closely linked to the UK Health Security Agency (UKHSA) Heat-Health alerts that are issued in partnership with the Met Office between 01 June and 15 September. The aim of these alerts is to flag the impact that the high temperatures may have, both from the severity of the heat but also non-temperature related factors, for example capacity within the health-care system to cope with heat-related health conditions. There are four levels from Green which is preparedness, and no alert will be issued to Red requiring an emergency response across all sectors.

2. City of London SWEP Protocol - Aims

This protocol is an overarching document which sets out the City of London's approach to organising and delivering SWEP measures every year. We recognise that arrangements may change from year to year depending upon the resources available, therefore, specific arrangements will be prepared each year, for both winter and summer SWEP, and circulated to partners in advance of the relevant season. These arrangements will be attached to this document as an appendix each year.

The primary aim of SWEP is to prevent loss of life or harm and to reduce rough sleeping during extreme weather to as near zero as possible by:

- Using SWEP to engage with entrenched rough sleepers with a local connection who would normally be resistant to coming inside

- Using SWEP to engage rough sleepers who do not have a local connection with support and reconnection services
- The priority in all cases is to prevent loss of life or harm over the intent to verify rough sleeping, respect local connection status or engage with support and reconnection protocols.
- Wherever possible, the 'in for good principle' will apply. This means that if a rough sleeper is brought into accommodation, the City of London will continue to accommodate that person for as long as it takes to arrive at a Credible Service Offer¹

The City of London Corporation will design a response that caters for a range of support needs to ensure every rough sleeper in our district has a viable support offer and/or accommodation option during the extreme weather. The provision available, plus extra capacity available should meet the full spectrum of support needs and characteristics present in the City rough sleeping population. This information will be cascaded down through partners by the Head of Service, Service Manager or Rough Sleeping Coordinator in the first instance.

3. Activation

Ordinarily, the City of London will await a SWEP activation from the GLA before proceeding with a local activation. Partners will be notified through an email by 11.00 on the day of the activation. Winter SWEP is activated by GLA when one or more London borough has forecast temperatures of zero degrees or below for one or more night. Summer SWEP is also activated by GLA but when UKSHA issue an Amber or Red Heat Health alert for London, however additional daytime provision is implemented when a Yellow alert is in place. A summary of the UKHSA Heat-Health alert levels are below:

¹ Please see City of London Credible Service Offer (CSO) Policy for more information

Alert level	What this level indicates	Possible scenario when this is triggered
Green (preparedness)	No alert will be issued as the conditions are likely to have minimal impact and health – however, planning and preparations are recommended.	
Yellow (response)	These alerts cover a range of situations, but may be issued when people who are more vulnerable (such as those who are rough sleeping) may struggle to cope. A yellow alert may also be issued if the confidence in the weather forecast is low, so has the potential to be upgraded.	This may be triggered when forecasted temperatures in London approach 30°C for a few days, with high overnight temperatures – but a yellow alert could be issued due to a range of factors. ⁶
Amber (enhanced response)	An amber alert indicates that weather impacts are likely to be felt across the whole health service, with potential for the whole population to be at risk. Non-health sectors may also start to observe impacts and a more significant coordinated response may be required.	This this may be triggered when forecasted temperatures in London approach 32°C – but an amber alert could be issued due to a range of factors.
Red (emergency response)	A red alert would indicate significant risk to life for even the healthy population. It may mean that national critical infrastructure failures are anticipated – such as power outages or major roads and rail lines closed.	

Winter SWEP will normally be deactivated when a forecast predicts two or more consecutive nights of a temperature of one degree Celsius or higher and Summer SWEP will be activated when an Amber or Red Heat Health alert is downgraded by UKSHA to Yellow, Green or no alert.

In the event the City of London wishes to activate SWEP independently of GLA activation, the Head of Service is responsible for making the decision.

The Rough Sleeping Service Manager is responsible for activating/deactivation SWEP. In the Rough Sleeping Services Manager’s absence authorisation to activate SWEP will fall to the Rough Sleeping Coordinator. In the absence of the first two officers the task will be escalated to The Head of Service in consultation with the Outreach Manager. As a last resort the Outreach Manager may trigger SWEP using the Pan London recommendation as a guide.

4. Flexible SWEP response and shared air spaces

Under most circumstances it is assumed that the City of London can meet the GLA’s guidelines within the arrangements detailed in the relevant appendix. Where SWEP periods extend beyond 7 days, or the weather event is particularly serious, it is acknowledged that existing resources may become depleted.

Individuals who may ordinarily reject SWEP offers or make arrangements which safeguard themselves, may now request assistance. This can result in demand for SWEP capacity that exceeds the arrangements described.

As per the guidance from the GLA, City and Hackney Public Health and in line with CoL's flexible approach to SWEP, shared air spaces accommodation will be used if the risk of not placing someone outweighs the risk of introducing them to a shared air space. If there is a need for additional capacity, this will be arranged with commissioned accommodation providers, and/or voluntary and faith sector groups. In extreme cases, consideration will be given to mobilising the CoL Local Resilience Forum. Where possible, it is CoL's aim to avoid using shared airspace SWEP provision. Clients offered a shared airspace provision will only be placed after a full assessment of any health needs that may put them at a higher risk of serious harm from respiratory viruses. Providers of SWEP provision will be given up to date guidance from public bodies City and Hackney Public Health, on the subject of advice regarding mitigation of health risk when using shared airspaces. Updates will be included as appendices to this document as and when available.

5. Contributors & roles

City of London Rough Sleeping Team

- Will notify SWEP providers that SWEP has been activated
- Will confirm arrangements with the outreach team
- Will confirm that SWEP has been deactivated
- Will make supplementary spaces available in B&B accommodation upon request. These can be booked in advance of the first SWEP shift. In the event of an extended SWEP period, it will be at the Head of Service's discretion whether to continue to re-book unused B&B spaces
- Will review SWEP capacity on a continual basis and expand placements available if needed.
- Will record and track activity for internal monitoring
- Will track and cascade public health advice
- Review SWEP periods with partners and update arrangements as necessary
- Will provide commissioning support where contracts are required

Commissioned outreach providers

- Will identify clients who are particularly vulnerable in advance. This data will include need and risk information as well a location where they can be found.
- Will use risk assessment tools to determine priorities.
- Will adopt a flexible shift pattern through the SWEP period to ensure that rough sleepers are given as many opportunities as possible. It is recognised that this approach may need to adapt if the SWEP is of a long duration.
- Make use of the temporary housing situation to casework clients and offer solutions and alternatives to rough sleeping
- Contribute to pre-winter preparation meetings and post SWEP review.
- Support clients to safely maintain SWEP accommodation and arrange subsequent moves to longer-term and sustainable accommodation or reconnect to existing support professional and personal networks.
- Will distribute health advice, water, sunscreen etc during activations
- To be aware of other accommodation provision over the winter period and utilise this recourse in addition to CoL SWEP accommodation (Crisis at Christmas and Winter Shelters)
- Ensure all accepted SWEP accommodation is recorded as such on CHAIN and provide analytics at the end of SWEP periods upon request
- Will refer to statutory safeguarding processes where applicable

Accommodation Providers (Pathway)

- Will make spaces available for rough sleepers as agreed
- Will ensure that this is compliant with COVID-19 guidance, as provided by City and Hackney Public Health.
- Will make use of their existing staffing provision to manage risk and meet needs
- Will arrange extra staff to cover staff cover in the event that daytime temperatures remain below zero
- Will agree any extra arrangements with the Head of Homelessness Prevention & Rough Sleeping and record any costs to be reimbursed by City of London
- Will record attendance on CHAIN and/or INFORM or another system
- Will refer to statutory safeguarding processes where applicable

Cool Space Providers (Summer SWEP)

- Will make spaces available at the agreed times in line with Summer SWEP activation framework
- Will agree any extra arrangements with the Head of Homelessness Prevention & Rough Sleeping and record any costs to be reimbursed by City of London
- Will record attendance on CHAIN and/or INFORM or another system
- Will refer to statutory safeguarding processes where applicable

6. Monitoring

The City Outreach Team Manager will need to have oversight and capacity necessary to provide a nightly summary of SWEP shift activity, if requested by City of London staff. The Outreach Team will provide a SWEP monitoring sheet (Excel) which will be kept by both the project staff and the City Outreach Team. This will be the principal document for tracking use and determining and costs.

7. Payment

Accommodation stays and cool spaces requiring additional staffing will be agreed in advance by the Head of Service. If necessary, a contract will be required between the City of London and the supplier. Payment will be made in arrears, at the end of a SWEP period upon the provision of supporting data and financial information.

8. Review

This is a protocol which will be reviewed annually. Changes to arrangements (appendix 3 and 4) will be circulated each spring and autumn respectively. Review will include analytics of data, service use feedback and consultation with providers and stakeholders.

9. List of appendices

- Appendix 1 – GLA SWEP guidance
- Appendix 2 – Winter SWEP Arrangements 2023/24
- Appendix 3 – GLA H-SWEP guidance
- Appendix 4 – Summer SWEP Arrangements 2023

Appendix 1

Guidance for winter Severe Weather Emergency Protocol (SWEP) in Greater London 2022-23

This guidance is produced for London local authority rough sleeping lead officers and their colleagues involved in the provision of services for people sleeping rough in the capital.

This guidance should be read in conjunction with the *Winter Provision and SWEP Toolkit 2022²*, which provides advice for local authorities nationwide.³

Background

SWEP is an emergency humanitarian response to severe weather conditions, the primary aim of which is to preserve life.

Since winter 2017/18, the GLA has provided guidance for London's councils regarding local **SWEP** plans. This guidance, which has been agreed by all 33 London councils, introduced a trigger point for **Pan-London SWEP activation** of 0°C on any one night to ensure consistency across the capital.

Each borough is expected to make its own local **SWEP** provisions for those sleeping rough in the area. The capacity of local provision should be informed by an assessment of need undertaken at the borough level.

In addition, the GLA funds '**overflow provision**' accessible by any London borough when local **SWEP** provision reaches capacity.

Terminology

SWEP is Severe Weather Emergency Protocol

Activation is the opening of SWEP to new referrals

Deactivation is the closing of SWEP to new referrals

Pan-London activation is the centrally coordinated activation of SWEP by the GLA across all London boroughs and including GLA overflow provision

Overflow provision is GLA-funded SWEP provision accessible by all London boroughs when local provision reaches capacity

In for Good is the principle under which once a person is supported to access shelter or accommodation they are not asked to leave until there is a support plan in place to end their rough sleeping.

² The Homeless Link guidance can be found [here](#).

³ Reference can also be made to the Greater London Authority (GLA)'s Review of Winter SWEP 2017/18, which includes multiple best-practice recommendations, and Review of SWEP response during winter 2020/21, which outlines some learning around how London can continue to successfully deliver SWEP in the context of the pandemic. Both documents can be found attached at the bottom of [this webpage](#).

Guidance on borough SWEP provision

The Mayor asks that all London councils adhere to the following minimum standards for **SWEP**:

- local **SWEP** capacity should match the anticipated level of need in the area.
- councils should continue to ensure *at least* the same level of **SWEP** provision as in the previous year, unless there has discernibly been a reduction in anticipated need to below that number of beds.
- while **SWEP** may be provided in a variety of settings, each council should ensure that their accommodation can be easily accessed from across the borough (by foot, public transport, or SWEP-specific arrangements and by both people sleeping rough and the services working them).
- councils should ensure that local **SWEP** options can always be easily accessed, including out of hours, by all outreach teams operating in their borough.
- **SWEP** for every council across London will be triggered and activated when any part of the capital is forecast to be 0°C or lower overnight. The GLA will coordinate this **Pan-London activation** of **SWEP**.
- councils will commit to implementing the '**In for Good**' principle. This means that once someone has accessed **SWEP** shelter, they are sheltered/accommodated until a support plan is in place to end their rough sleeping - regardless of whether the temperature has risen above 0°C^{4,5}.

It is also encouraged that councils try to ensure **SWEP** provision is well suited to the needs and circumstances of the people sleeping rough in the borough who are likely to need it. For example, where there is a need, providing women only spaces within **SWEP** accommodation⁶.

Councils should prepare for the need for daytime **SWEP** provision in the event of exceptionally prolonged or extreme cold weather. For example, this could be done by arranging 24/7 access to shelter or by working with local partners to extend opening hours or capacity in local day centres.

Where there are local protocols in boroughs that already exceed these guidelines, councils should of course continue operating their current good practice, local leads are simply requested to notify GLA where local provision is available outside of Pan-London activation periods.

SWEP is an emergency response, and as such it is expected that councils will work together in that spirit of cooperation. Specifically, providing shelter should not be considered as accepting a local connection or constitute a relief duty.

Pan-London overflow SWEP provision

The GLA funds **overflow SWEP** provision. Once capacity is full within a given council's individual **SWEP** provision, **SWEP overflow provision** will be available for referrals from that council.

⁴ A support plan is considered to consist of an assessment of needs and eligibility, a service offer, and a nominated lead support agency.

⁵ It is recognised that some people will have very limited options due to issues outside of the local authority's control; for this reason, it is expected that local authorities will work towards this goal, rather than being able to guarantee its delivery in every case.

⁶ Further information on setting up women's spaces within homelessness service can be found [here](#).

When **SWEP** is active, the SWEP coordinator for an area has the responsibility for notifying St Mungo's at swep@mungos.org and the GLA at roughsleepingcommissioning@london.gov.uk when their emergency accommodation is close to capacity and **overflow provision** may be required. Where possible, notification of anticipated need should be made by midday to allow the overflow provision to prepare.

Where there is capacity within the borough's own emergency provision, it is expected that all rough sleepers will be accommodated there, rather than in the GLA's **overflow provisions**.

Councils should ensure that where **local SWEP provision** is available, these beds can be easily and swiftly accessed at all times by outreach teams, including by the Rapid Response team. Boroughs are encouraged to thoroughly 'road test' their systems for accessing local SWEP provision (including out of hours) because **overflow SWEP** cannot be used where local provision isn't full, regardless of any difficulties accessing this.

Arrangements for access to **overflow SWEP** will be circulated to Local Authority Rough Sleeping Leads along with **SWEP** alerts if/when **SWEP** is activated. As usual, the GLA will collate information from boroughs of their key contacts and planned capacity.

Public health considerations

Historically, a large proportion of **SWEP** provision had been through the use of shelters and communal spaces in commissioned services. The COVID-19 pandemic meant that the nature of service provision, and the specifics of how services are operated had to be reconsidered. Evidence suggests that the rough sleeping population remain vulnerable to COVID-19 and other respiratory infections (e.g., flu). Therefore, single room accommodation remains the preference to minimise infectious disease transmission.

It may be possible that combining reductions in accommodation density, increases in social distancing, stringent hygiene measures, universal mask-wearing, and screening of staff/service users, can help reduce COVID-19 incidence in communal accommodation for people experiencing rough sleeping, but is **unlikely to prevent all outbreaks**.

However, local authorities should also consider the other health risks posed by people remaining on the streets, particularly in cold weather, and the opportunity through providing accommodation and other support services to improve health.

The GLA's position for its **overflow SWEP provision** is that single-occupancy accommodation will always be the first preference. In the scenario that demand exceeds all available single occupancy bedspaces and there are no viable alternatives, some small-scale communal sleeping arrangements could be used for **SWEP**, with extensive mitigation measures in place (See Appendix A). However, this approach may need to be adjusted, should an increase in the prevalence or severity of respiratory infections change the balance of risks.

The above contingency plan for the delivery of the GLA's **overflow provision** is **not** given as guidance to councils for **local SWEP** arrangements. Should any local authority be considering using communal sleeping arrangements in the event of a shortage of single-occupancy accommodation during severe

weather, it's recommended that this is first agreed with the relevant Director of Public Health and/or public health team.

Local authorities can also consult the [operating principles](#) for night shelters published by the Department for Levelling Up, Housing and Communities in August 2022 This outlines key principles for maintaining public health in night shelter settings. There is also extensive national guidance at gov.uk on managing COVID and other infectious diseases.

London-specific guidance and resources for the safe operation of homelessness services in the context of COVID-19 can be found on the [Healthy London Partnership website](#), including how to access COVID testing and advice from the Find and Treat service.

Monitoring

Councils and their services should make every attempt to record all local **SWEP** stays on CHAIN. This should include recording of people accommodated each night and the demographics and support needs of those using the emergency spaces. This will allow councils to monitor use of their own SWEP accommodation and enable a comprehensive evaluation of **SWEP** provision at a Pan-London level, informing future provision, and facilitating further improvements to the protocol in following years. The CHAIN team can provide more information about this at chain@homelesslink.org.uk.

It is, however, recognised that a requirement to record details on CHAIN can, in some instances, be a barrier to people accessing **SWEP**. So, while CHAIN recording is strongly encouraged it is not an absolute requirement.

If you have any questions regarding this document, please contact:
roughsleepingcommissioning@london.gov.uk.

Appendix A

Mitigation measures in the event that small scale communal sleeping (≤5 people) is needed for GLA overflow SWEP provision

- Those sharing the provision would be made aware of the potential infection risk.
- Shared accommodation would not be used for those who are clinically extremely vulnerable and other vulnerabilities, including age, will also be considered.
- Changes (throughput) in those sharing a room would be minimised.
- There would be symptom screening (for respiratory infections) prior to entry.
- A thorough health screening, including vaccination status, would be part of the initial assessment, with access to vaccines offered for all those who are eligible.
- Measures would be in place for rapid recognition of symptoms, rapid testing on entry and isolation of any symptomatic and/or positive cases.
- Staff regularly tested for COVID-19.
- A range of Infection Prevention Control (IPC) strategies such as hand washing, ventilation and social distancing would be put in place.
- Enhanced environmental cleaning implemented.

- Ensuring there is a means to contact trace individuals when they move on.
- Opportunities to promote vaccination and GP registration would be maximised.

These mitigation measures were agreed and presented to the Life Off the Streets Core Group on 10th October 2022.

Appendix 2

City of London SWEP arrangements for winter 2023/24 to be inserted once confirmed.

Appendix 3

Hot weather Severe Weather Emergency Protocol (H-SWEP): Guidance and activation procedure for London (2023)

1. Who is this for?

This H-SWEP guidance has been produced for London local authority rough sleeping lead officers, and anyone involved in the provision of services for people sleeping rough in the capital. It may also be useful to those considering their response to heatwaves (e.g., local resilience forums).

Other useful resources are available, such as UKHSA guidance: “Supporting people sleeping rough before and during hot weather”¹, and Homeless Link² resources.

This guidance was produced in 2023, using input from a rapid evidence review, experience from 2022, and discussion by a task and finish group. It will be kept under review and may be updated for summer 2024, if needed. **It provides a series of recommendations which local authorities will choose to deliver in a variety of different ways based on local circumstances and resources.**

If you have any questions or comments regarding this document, please contact: roughsleepingcommissioning@london.gov.uk

2. What is SWEP?

Severe Weather Emergency Protocol (SWEP) is an emergency humanitarian response to severe weather conditions, the primary aim of which is to preserve life. Each borough is expected to make its own local SWEP response for those sleeping rough in the area. The local response should be informed by an assessment of need undertaken at the borough level.

3. Why is H-SWEP guidance needed?

Climate change means we can now expect regular episodes of dangerously high temperatures in London and therefore since summer 2022, GLA has issued H-SWEP guidance. Most heat-related illness and deaths are preventable with appropriate action. UKHSA has an interim estimate of 2,803 heatwave-associated excess deaths in England’s 65+ general population in 2022³ - there is no estimate available specifically for the rough sleeping population. Increasing temperatures (in excess of 25°C) are associated with excess heat-related deaths, with higher temperatures associated with greater numbers of excess deaths.

People sleeping rough have a higher risk of poor health outcomes or even death during hot weather for three key reasons. First, they are likely to have greater levels of exposure to heat – as they may be exposed to direct sun and the higher temperatures in many built-up environments. Second, they are likely to be more vulnerable to the effect of heat due to underlying health conditions or other factors, such as drug or alcohol use, which affect their ability to adapt their behaviors to the

¹ <https://www.gov.uk/government/publications/hot-weather-and-health-supporting-vulnerable-people/supporting-vulnerable-people-before-and-during-hot-weather-people-homeless-and-sleeping-rough>

² <https://homeless.org.uk/knowledge-hub/hot-weather-sweep/>

³ <https://www.gov.uk/government/publications/heat-mortality-monitoring-reports/heat-mortality-monitoring-report-2022>

increased temperatures. Third, they may be less able to take preventative steps or respond to extreme heat for other reasons related to their circumstances, especially social exclusion and lack of financial or other resources.

4. When will action be needed, notification and activation procedures

A) Heat Health Alerts

Heat Health Alerts⁴ (HHA) are issued by the UKHSA in partnership with the Met Office⁵. The core alerting season is between 1 June and 15 September. Alerts can be issued outside of this, but this is when heatwaves are most likely to occur.

The heat health alerts aim to flag what impact heat will have. They are based on a combination of the impact the weather conditions could have, and the likelihood of those impacts. Unlike winter SWEP the ‘trigger’ is not solely based on forecast temperature. They have four levels:

Alert level	What this level indicates	Possible scenario when this is triggered
Green (preparedness)	No alert will be issued as the conditions are likely to have minimal impact and health – however, planning and preparations are recommended.	
Yellow (response)	These alerts cover a range of situations but may be issued when people who are more vulnerable (such as those who are rough sleeping) may struggle to cope. A yellow alert may also be issued if the confidence in the weather forecast is low, so has the potential to be upgraded.	This may be triggered when forecasted temperatures in London approach 30°C for a few days, with high overnight temperatures – but a yellow alert could be issued due to a range of factors. ⁶
Amber (enhanced response)	An amber alert indicates that weather impacts are likely to be felt across the whole health service, with potential for the whole population to be at risk. Non-health sectors may also start to observe impacts and a more significant coordinated response may be required.	This this may be triggered when forecasted temperatures in London approach 32°C – but an amber alert could be issued due to a range of factors.
Red (emergency response)	A red alert would indicate significant risk to life for even the healthy population. It may mean that national critical infrastructure failures are anticipated – such as power outages or major roads and rail lines closed.	

⁴ To sign up for the UKHSA heat health alerts, users must register here <https://forms.office.com/pages/responsepage.aspx?id=mRRO7jVKLkutR188-d6GZn06Ss-xPLpCuYeyOZ-eFiFUMEVIMDRTOE5FVzFFMONXNjFMWUIWMkJVMCQIQCN0PWcu>

⁵ Please note, the Met Office deliver the national severe weather warning service which is triggered at higher temperatures likely to affect the general public and have cross-sectoral impacts. Both services are intended to be aligned. It should be noted that the HHA and National Severe Weather Warning Service Extreme Heat system are both separate to the Met Office Heatwave Definition. For more information, please see https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1153477/User-Guide-impact-based-weather-and-health-alerting-system.pdf

⁶ The possible temperatures suggested here are based on information which has been provided to the GLA about the indicative thresholds for different levels of alert. However, forecast maximum temperatures are only one factor that UKHSA consider when setting the alert level so alerts may be issued at temperatures different to those stated here. The GLA will keep this under review across the summer and consider any implications for this guidance.

B) Notifications

On the morning that a **Yellow** alert commences, the GLA will notify SWEP contacts that actions are advised, as detailed in section 5B.

If the UKHSA's heat health planner suggests an Amber or Red alert is due to start in the next 5 days, a notification will be circulated by the GLA to key SWEP contacts for each borough.

C) Activation procedure

The GLA will activate H-SWEP in line with the UKHSA's heat health alerts.

- On the morning that an **Amber or Red alert** for London commences, the GLA will activate H-SWEP.
- Should the Heat Health alert be upgraded or downgraded between Yellow, Amber or Red, the GLA will notify SWEP contacts of this change.
- If the alert is extended beyond the period which was originally stated, the GLA will issue a SWEP continuation notification.
- When a Heat Health alert is downgraded below Amber the GLA will deactivate SWEP.

If the Heat Health alert suggests that Amber or Red will be reached during a weekend or bank holiday, SWEP will be activated on the working day immediately preceding this. Similarly, H-SWEP will only be modified or deactivated on a working day.

When sending H-SWEP activation, continuation or deactivation notifications, the GLA will endeavor to email SWEP contacts before 09:30am on the morning in question.

5. What action is recommended?

A) In advance of heat health alerts

Plan response

Identify suitable cool spaces for use during the day (see detail below), and what accommodation options could be suitable during periods of hot weather (as well as how to prevent rooms becoming too hot)⁷. This may include purchasing room thermometers or other equipment to help indoor areas or people stay cool.

Build your response network

Make links with others who can mobilise and/or support a response. This could be via the local resilience forum, who will also have plans to respond to heat. It is likely to include links to community groups and other local services who may be able to support a response during hot weather, including emergency services and those who may also engage with people who are sleeping rough. Voluntary and faith sector, health and veterinary care in the local area will all play a key role in the response.

A local resilience forum (LRF) is a multi-agency partnership made up of representatives from local public services, including the emergency services, local

⁷ This could include the suggestions from the 'Beat the Heat' guidance

<https://www.gov.uk/government/publications/heatwave-plan-for-england/beat-the-heat-keep-cool-at-home-checklist>

authorities, the NHS, the Environment Agency and others. LRFs aim to plan and prepare for localised incidents and catastrophic emergencies, such as extreme heat. They work to identify potential risks and produce emergency plans to either prevent or mitigate the impact of any incident on their local communities. It is worth checking your plans are consistent with and build upon local resilience arrangements.

Train staff and volunteers

Build the capacity of your frontline staff with specific training, considering: the relevant preventative measures in your context

- who has risk factors for poor outcomes in hot weather
- what heat-related health problems look like and what to do
- what actions can be taken in your local context during hot weather
- how concerns can be escalated and how you work with other services
- [how staff can keep themselves safe in hot weather](#), such as increased breaks and access to fluids and cool rooms
- how to implement this guidance

It is worth checking the latest available advice for the general population:

<https://www.gov.uk/government/publications/beat-the-heat-hot-weather-advice/beat-the-heat-staying-safe-in-hot-weather>.

Assess individual vulnerability to heat

It may be helpful to identify individuals with risk factors that make them more vulnerable to heat ahead of a heatwave event. This could involve understanding if someone who is rough sleeping has particular risk factors that could mean they are more vulnerable during periods of hot weather. Where possible, it's advised that an assessment is made of their level of exposure to extreme heat, any health conditions they have, and their likelihood of engaging with a response (as detailed in section 6).

Prepare resources

This could include a local map of cool spaces⁸ and water fountains⁹, and resources for people who are sleeping rough that encourage them to look after their health in hot weather¹⁰. Lack of access to toilets can mean people avoid drinking fluids which exacerbates dehydration, so resources could include details of nearby public toilets¹¹. General guidance¹² suggests the following can all help people stay well:

- Find somewhere cool
- Drink plenty of fluids and avoid excess alcohol
- Slow down when it's hot
- Cool your skin with water, slow down and drink water
- Dress appropriately for the weather

⁸ <https://www.london.gov.uk/programmes-strategies/environment-and-climate-change/climate-change/climate-adaptation/cool-spaces>

⁹ More information available here: <https://www.london.gov.uk/programmes-strategies/environment-and-climate-change/waste-and-recycling/single-use-plastic-bottles/drinking-fountains-london>

¹⁰ <https://groundswell.org.uk/resources/>

¹¹ <https://tfl.gov.uk/help-and-contact/public-toilets-in-london>

¹² <https://www.gov.uk/government/publications/beat-the-heat-hot-weather-advice/beat-the-heat-staying-safe-in-hot-weather>

B) During yellow alert: enhanced outreach

Local authorities, their outreach teams and other involved agencies are encouraged to implement these recommendations, so that people who are sleeping rough are:

- offered advice about keeping cool, such as avoiding direct sun (including seeking shade)
- offered water or other ways to stay hydrated
- offered, or signposted to, other useful resources, such as appropriate clothing (e.g. loose cotton, hats, sunglasses) or suncream
- signposted to places where they could cool down (either places that are generally available, such as those on the GLA Cool Spaces map, or places specifically catering for people who are rough sleeping if available)
- assessed for particular vulnerability to heat, especially if they have not previously been assessed¹³ (acknowledging that people who are newly sleeping rough may not be known to services immediately)
- where identified as more vulnerable, are a focus for further action
- checked for any signs of heat-related illness and early signs of dehydration¹⁴

Local authorities and those they are working with will choose to deliver this enhanced outreach in a variety of ways depending on local context and resources. To do this effectively, they:

- Could draw on support from other services, such as those who are part of the local resilience forum and others working with this group, such as voluntary sector organisations, drug and alcohol treatment providers and others
- Could use an assessment tool that considers heat-related vulnerability
- Should ensure those interacting with people sleeping rough are aware of the signs and symptoms of dehydration, heat-related illness, and symptoms of heatstroke (which is a medical emergency) - as they can play a crucial role in preventing dehydration and people becoming unwell
- Should consider what might encourage someone to engage with advice and offers about keeping cool
- Should consider timing and delivery of outreach shifts – this will need to balance outreach during the day as well as ways to prevent staff or volunteers being exposed to extreme heat.

C) During amber alert: cool spaces and accommodation

In addition to the actions listed for a yellow alert, local authorities are encouraged to implement the following measures during an amber alert, when H-SWEP will be activated:

Cool spaces:

Ensure that suitable cool spaces are available to people sleeping rough, and people are encouraged to take up this offer (particularly those who are more vulnerable). No restrictions should be placed on use of cool spaces (i.e. someone would not need to be eligible for public funds or have connections to the local area).

¹³ The Find and Treat team can provide clinical advice if required, where a vulnerability may be unclear. They are available during office hours via 0203 447 9842. This is not for medical emergencies or a substitute for local primary care provision.

¹⁴ <https://www.nhs.uk/conditions/heat-exhaustion-heatstroke/>

A cool space for this population should ideally:

- Be open at least 11am-5pm, including weekends
- Be cooler than the outside temperature, ideally aiming for 26°C or below
- Allow people to physically rest
- Offer a range of ways to rehydrate (e.g. water, ice lollies, non-alcoholic beverages and/or food)
- Be accessible without requiring extensive travel
- Be inclusive and 'appealing', particularly where the only cool space available is designed for the general public
- Consider safe spaces and where possible offer separate areas dependent on specific needs¹⁵
- Have staff trained to recognise signs and symptoms of heat-related illness and dehydration

They could also:

- Allow the storage of belongings
- Welcome pets, or support could be sought from organisations such as Dog on the Streets
- Link with other, useful services for people sleeping rough
- Offer other means of cooling down, such as showers, wet towels or water sources

Accommodation:

Ensure that suitable emergency accommodation is available for people sleeping rough who are more vulnerable during periods of hot weather. Accommodation should be prioritised for the most vulnerable (see section 6).

- To assist with planning, councils should identify in advance of Amber activation anyone sleeping rough who may be extremely vulnerable to high temperatures.
- The number of emergency accommodation bedspaces available locally ought to be proportionate to the number of people identified.
- The GLA will use any available bedspaces in its Pan-London supported accommodation and hubs as 'overflow' emergency accommodation, should there be additional high-risk cases which need assistance in areas providing emergency SWEP accommodation that has reached capacity.
- Guidance on referrals into available Pan-London overflow provision will be communicated at the start of a Hot Weather SWEP period.

Accommodation would need to be:

- Cooler than the outside temperature, ideally aiming for 26°C or below

¹⁵ There is more information about creating a safe environment on page 31 of this toolkit

<https://homelesslink->

[1b54.kxcdn.com/media/documents/SWEP_and_Winter_Provision_Toolkit_2022_JP020822_002.pdf](https://homelesslink-1b54.kxcdn.com/media/documents/SWEP_and_Winter_Provision_Toolkit_2022_JP020822_002.pdf)

- Prevented from getting too hot¹⁶ (e.g. through the ability to ventilate, especially at night; use of window coverings to prevent direct sunlight)

Consideration should be made about how to encourage take up of suitable accommodation.

Even in accommodation, during periods of high temperature there will be an ongoing risk to people who are more vulnerable. Consider conducting regular welfare checks to spot and respond to signs of heat-related illness for people who are in accommodation.

Wherever possible, accommodation should be:

- low threshold, with no restrictions on entry (e.g. local connection or eligibility for public funds)
- operated under the 'In for Good' principle so that no one should be asked to leave until fully assessed and a support plan put in place to help end their rough sleeping.

The GLA will also re-allocate resources, such as staff time, to support the H-SWEP response.

Staff and volunteer welfare

During an amber and red alert, consideration should be made for staff/volunteer welfare, as their health may also be at risk. Refer to existing guidance about this, such as from the Health and Safety Executive.¹⁷

D) During red alert

In addition to the actions suggested for yellow and amber alerts, consider how the response could be maintained when other sectors may be impacted (e.g. health, transport, utilities, emergency services) or if there was disruption caused by other concurrent risks (such as power outages, fire and water shortages).

6. Who is more vulnerable to heat impacting their health?

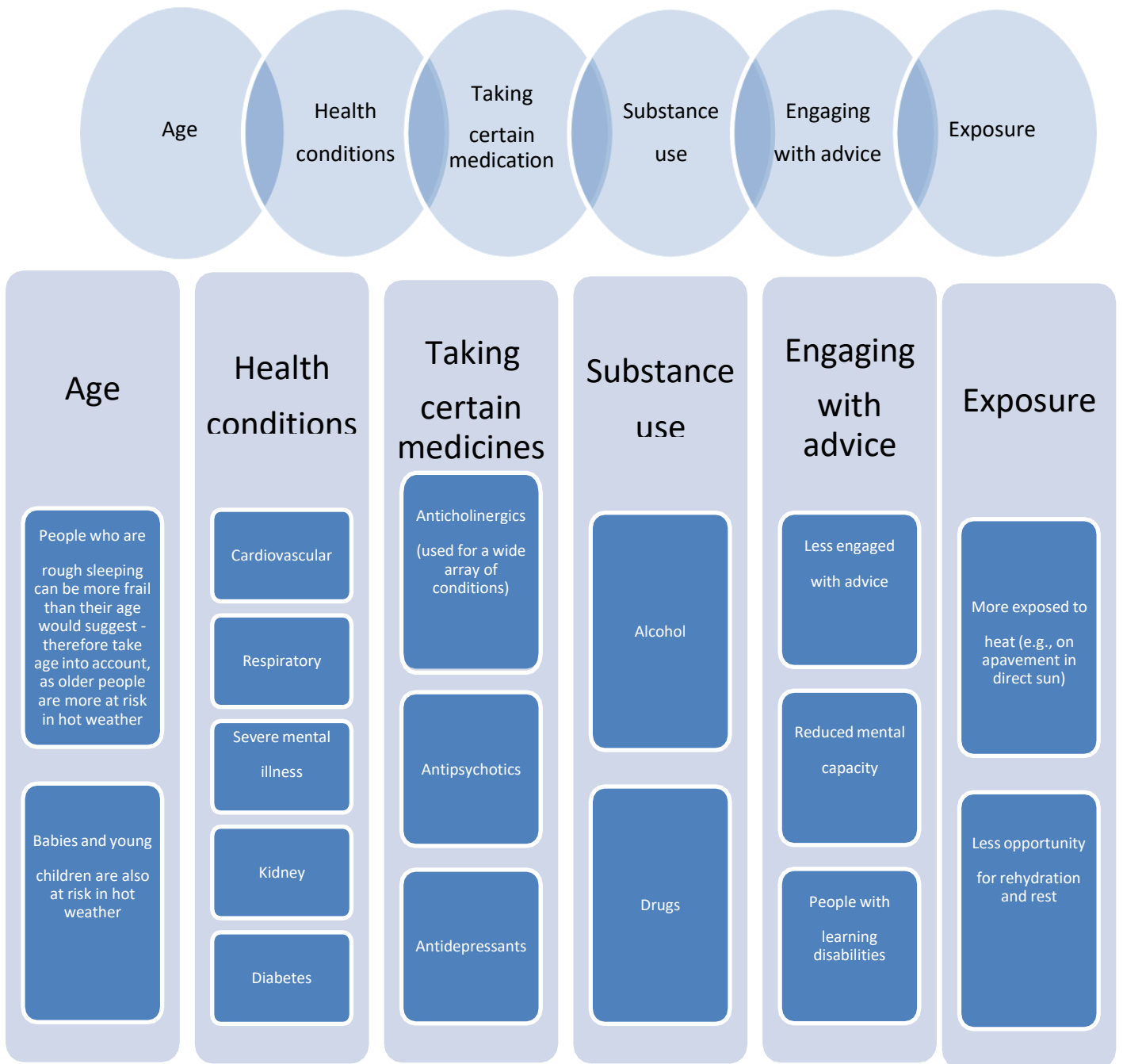
Several factors (age, mental and physical health conditions, medication¹⁸, substance use, exposure, likelihood to follow advice) may make someone more vulnerable to heat having a negative impact on their health. These individual factors may be mild to severe. Any assessment of vulnerability should consider the following factors, especially if there are combinations of them.

¹⁶ This could include the suggestions from the 'Beat the Heat' guidance

<https://www.gov.uk/government/publications/heatwave-plan-for-england/beat-the-heat-keep-cool-at-home-checklist>

¹⁷ <https://www.hse.gov.uk/temperature/employer/outdoor-working.htm>

¹⁸ Medicines such as anticholinergics, antipsychotics and antidepressants all contribute to being more at risk in heat. They can affect the processes through which the body usually regulates heat. An anticholinergic is a type of medication that works by blocking a chemical in your body called acetylcholine. Acetylcholine is used in many parts of your body and helps you stay alert, keep a steady heart rate, breathe, digest food, sweat and empty your bladder. Anticholinergic medications act on many parts of the body at the same time.



Adapting or using relevant questions from an assessment tool such as the [mini-CHRISP Plus](#)¹⁹ may assist in identifying these factors. Assessment may be difficult as it relies on self-reporting.

7. What are heat related illnesses?

The main causes of illness and death during a heatwave are exacerbation of respiratory and cardiovascular diseases. Chronic illnesses can get worse in hot weather.

Many heat-related illnesses are preventable, including dehydration. Heat exhaustion and heatstroke are two potentially serious conditions that can occur if you get too hot.

¹⁹ https://www.transformationpartnersinhealthandcare.nhs.uk/wp-content/uploads/2020/11/Mini-CHRISP-Plus-Tool-Final-191120_.pdf

- dehydration can be gradual, and may mean someone feels thirsty, dizzy, lightheaded or tired. Individuals can be reminded to keep an eye on the colour of their urine²⁰
- heat exhaustion is where someone becomes very hot and start to lose water or salt from their body. Common symptoms include weakness, feeling faint, headache, muscle cramps, feeling sick, heavy sweating and intense thirst
- heatstroke is where the body is no longer able to cool itself and a person's body temperature becomes dangerously high. Heatstroke is less common, but more serious. Untreated symptoms include confusion, seizures and loss of consciousness

More information and what action to take are available from [the NHS](#).

8. How will this guidance be monitored and reviewed?

The heat health alert system has been updated this year, so the impact and implementation of this guidance was initially reviewed in July 2023 and will be fully reviewed at the end of the summer. We are keen to understand how this guidance has been used and how it could be improved. We would also find any data or information on local responses (beyond routine information collection) very useful –but do not wish for this to be a barrier to implementation.



Appendix 4: City of London Summer SWEP 2023

City of London Corporation

Summer SWEP Arrangements 2023

1. Background

The extreme temperatures seen in summer 2022 put a spotlight on the risk of poor health outcomes and even death that hot weather poses to rough sleepers and with climate change, we can now expect to see an increase in periods of dangerously high temperatures.

In response, the Greater London Authority (GLA) has produced Hot Weather Severe Weather Protocol (Summer SWEP) guidance for London local authorities and City of London for summer 2023. Previously, London boroughs made their own arrangements or in some cases none, and the new H-SWEP guidance aims to standardise responses across the capital to protect and provide for when extreme temperatures threaten the safety and wellbeing for those who sleep rough. In response, City of London has developed this protocol as a new standalone document.

2. Aims

The aim of the hot weather arrangements is to reduce risk of poor health outcomes and potential loss of life during periods of hot weather. This is achieved by:

- Using distinct service offer of practical advice and guidance which varies in stages as the risk posed by rising temperatures increases
- Effectively utilising a hot weather assessment tool to identify those most at risk and prioritise resources accordingly
- Providing effective daytime coverage when temperatures are highest
- Setting up daytime 'cool spaces' in local day services to provide low threshold, appropriate space for clients to access and cool down

3. Activation Levels

The GLA will send alerts when the Heat Health Alerts, issued by UK Health Security Agency (UKHSA), are at Yellow, Amber or Red. A summary of the alert levels are as follows:

- Green – when conditions are likely to have minimal impact and no alert will be issued
- Yellow – when temperatures approach 30°C for a few days and people who are more vulnerable may struggle to cope. A yellow alert may also be issued if the confidence in the weather forecast is low. **The GLA will circulate an alert, but there will be no formal H-SWEP activation.**



- Amber – when temperatures approach 32°C and the impact from the weather are likely to be felt across the whole health service, with potential for the whole population to be at risk. In the case of an amber alert, the GLA will activate H-SWEP for London.
- Red – when a significant risk to life to everyone, and national critical infrastructure failures are anticipated. In the case of a red alert, the GLA will activate H-SWEP for London.

4. **Activation and Deactivation Procedure**

- The GLA will activate H-SWEP for London in line with UKHSA's heat-health alerts.
- The first day of an Amber or Red alert, the GLA will activate H-SWEP and notify SWEP contacts for each borough usually before 9.30am.
- Upon receiving the activation email, CoL's Rough Sleeping Services Manager will be responsible for emailing CoL H-SWEP partners (Appendix 1) informing of the Heat-Health alert level and formally activating H-SWEP in the City of London.
- The Heat-Health alert may be upgraded and downgraded during one activation period and if so, the GLA will notify London boroughs and the CoL Rough Sleeping Services Manager will consequently inform partners of the change in alert level.
- Once UKHSA has downgraded the Heat-Health alert to Yellow or below, the GLA will notify all London boroughs and CoL Rough Sleeping Services Manager will then notify H-SWEP partners of its deactivation in the City of London
- During periods of Yellow alert, the above process is followed except there will be no formal H-SWEP activation by the GLA or City of London. Instead, the GLA will circulate an alert notifying that a Yellow alert is in place and additional preparations and enhanced outreach are advised. CoL Rough Sleeping Services Manager will then email the same H-SWEP partners in Appendix 1, notifying that CoL will be taking additional steps to protect those who sleep rough as outlined under 'Yellow' in the table below. When the Heat-Health alert is downgraded to Green or below, GLA will send out a notification and City of London Rough Sleeping Services Manager will email partners informing that the additional provision has ended.

5. **City of London Summer SWEP Provision**

City of London Summer SWEP provision is reflective of the alert level issued, to ensure services respond appropriately and proportionally to the different levels of risk that comes with varying temperatures and conditions. A tailored response also ensures the response of the CoL, and its partner is sustainable throughout the summer months.

A summary of City of London’s Summer SWEP Provision is as follows:

Heat-Health Alert Level	City of London Summer SWEP Provision
Yellow	<ul style="list-style-type: none"> • Increased daytime targeted coverage by City of London Outreach • Water and suncream provision • Guidance and advice of keeping cool and out of the sun • Signposted to existing open access spaces to keep cool • Information sharing of where to access water fountains in the City of London and neighbouring London Boroughs • Information sharing of the symptoms of heatstroke and how to minimise harm in warm weather
Amber	<ul style="list-style-type: none"> • As above • Cool space daytime provision at Providence Row Day Centre • Accommodation offer for those at increased risk of poor health outcomes caused by hot weather
Red	<ul style="list-style-type: none"> • As above • Extended hours at cool space daytime provision at Providence Row Day Centre

Please note that during periods of Red alert, the impact the heat may have on support services, infrastructure etc, will need to be considered alongside CoL’s H-SWEP response.

6. Cool Space daytime provision at Providence Row Charity Day Centre

Providence Row Day Centre, also known as the Dellow, is a homeless day centre on Wentworth Street in London Borough of Tower Hamlets (LBTH). CoL has funded Providence Row Charity to provide a cool space that is accessible for rough sleepers for CoL during periods of Amber and Red alert levels. The cool space will be made available 7 days a week between the following times:

- Amber Alert
 - 08:30 – 20:00 weekdays
 - 11:00 – 20:00 weekends
- Red Alert
 - 08:30 – 21:00 weekdays
 - 11:00 – 21:00 weekends

7. Accommodation

When H-SWEP is activated, an accommodation offer will be available for those at increased risk of poor health outcomes caused by hot weather. These individuals will be identified using the Heat-Health Matrix, and those who score 20 or above out of the maximum score of 48 will be regarded

as those at increased risk. As such, they will be prioritised by the City Outreach team for targeted attempts to engage and escalation with relevant health services if they do not accept offers of support during H-SWEP. The offer of accommodation may include void bedspaces at the City Inn Assessment Service, Travelodge or other commercial hotel, or Pan-London H-SWEP accommodation should CoL exhaust its local provision. If someone is placed in accommodation, attempts will be made to keep the accommodation at 26°C or below. If someone is placed in accommodation, the 'In for Good' principle will apply, whereby no one will be asked to leave their H-SWEP accommodation without a plan in place to end their rough sleeping even after temperatures reduce. This will usually be in the form of a Credible Service Offer.

Summer SWEP Contact List

Name	Organisation	Role
Will Norman	City of London Corporation	Head of Homelessness, Prevention and Rough Sleeping
Fleur Holley-Moore	City of London Corporation	Rough Sleeping Service Manager
Rowan Wyllie	City of London Corporation	Rough Sleeping Coordinator
Vacant	City of London Corporation	Pathway Liaison Officer
Charley Matthews	Thames Reach	Outreach Manager
Sam Cogan	Thames Reach	Senior Practitioner (MIST)
Beth Winter	Thames Reach	Area Manager
Angie Knight	St Mungo's	City and Tower Hamlets Navigator Manager
Laura Shovlin	St Mungo's	Regional Head
Mike Fill	London Borough of Tower Hamlets	Commissioner and Ending Rough Sleeping Team Manager
Dominic Gates	Providence Row Charity	Director of Services

Homelessness and Rough Sleeping Sub Committee – Outstanding Actions
October 2023 update

Action Number	Agenda Item	Action	Progress Update
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 November 2022 meeting. Delayed.
4/23/HRS	10. Homelessness and Rough Sleeping Strategy 2023-2027	Members requested a Deep Dive to discuss the strategy before making recommendations.	Discussed at 19 July 2023 Member Engagement Session, follow up at October 2023 sub committee meeting.

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

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