



Homelessness and Rough Sleeping Sub Committee

Date: MONDAY, 9 SEPTEMBER 2024
Time: 4.00 pm
Venue: COMMITTEE ROOMS - 2ND FLOOR WEST WING, GUILDHALL

Members: Eamonn Mullally (Chair) Henrika Priest
Deputy Natasha Maria Cabrera Lloyd-Owen (Deputy Chairman) Deputy Alpa Raja
Anne Corbett Ruby Sayed (Ex-Officio Member)
Helen Fentimen OBE JP (Ex-Officio Member) Robert Atkin, Safer City Partnership
Deputy Shravan Joshi MBE Paul Kennedy, City Churches
Judith Pleasance

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blair.stringman@cityoflondon.gov.uk

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<https://www.youtube.com/@CityofLondonCorporation/streams>

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

Whilst we endeavour to livestream all of our public meetings, this is not always possible due to technical difficulties. In these instances, if possible, a recording will be uploaded following the end of the meeting.

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 and non-public summary of the meeting held on 10th June 2024.

For Decision
(Pages 5 - 10)

4. **CITY OF LONDON POLICE UPDATE**

The Commissioner of the City of London Police to be heard.
(Report awaited).

For Information

5. **HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-27 UPDATE REPORT**

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

For Information
(Pages 11 - 28)

6. **ROUGH SLEEPING ANNUAL PERFORMANCE REPORT 2023-2024**

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

For Discussion
(Pages 29 - 116)

7. **POST ROUGH SLEEPING INITIATIVE PLANNING PROPOSAL REPORT**

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

For Information
(Pages 117 - 120)

8. **ROUGH SLEEPING SERVICE REVIEW PROPOSAL REPORT**

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

For Information
(Pages 121 - 132)

9. **MEMBER ASSURANCE PROPOSAL REPORT**

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

For Information
(Pages 133 - 136)

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

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

12. **EXCLUSION OF THE PUBLIC**

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

For Decision

Part 2 - Non-Public Agenda

13. **NON-PUBLIC MINUTES**

To agree the non-public minutes of the meeting held on 10th June 2024.

For Decision
(Pages 137 - 138)

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

The Commissioner of the City of London Police to be heard.
(Report awaited).

For Information

15. **NON-PUBLIC APPENDIX CONCERNING ITEM 6**

Non-Public Appendix 3 - Case studies 1 and 2.

For Information
(Pages 139 - 140)

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

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

HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Monday, 10 June 2024

Minutes of the meeting of the Homelessness and Rough Sleeping Sub Committee held at the Guildhall EC2 at 4.00 pm

Present

Members:

Eamonn Mullally (Chair)
Deputy Natasha Lloyd-Owen (Deputy Chair)
Anne Corbett
Helen Fentimen (CCS Chair)
Deputy Shravan Joshi MBE
Henrika Priest
Carolin Hay (Safer City Partnership)

In Attendance:

Judith Pleasance
Alpa Raja

Officers:

John Barker	- Chamberlain's Department
Mark Jarvis	- Chamberlain's Department
Monica Patel	- Chief Operating Officer's Department
Inspector Barry Booth	- City of London Police
Simon Cribbens	- Department of Community and Children's Services
Kirsty Lowe	- Department of Community and Children's Services
Will Norman	- Department of Community and Children's Services
Chris Pelham	- Department of Community and Children's Services
Ellie Ward	- Department of Community and Children's Services
Rowan Wyllie	- Department of Community and Children's Services
Simon Young	- Department of Community and Children's Services
Katie Davies	- Town Clerk's Department

1. APOLOGIES

Apologies for absence were received from Ruby Sayed.

Deputy Shravan Joshi, Judith Pleasance, and Alpa Raja attended the meeting virtually.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT

There were no declarations.

3. **MINUTES**

The minutes and non-public summary of the meeting held on 4 March 2024 were agreed as a correct record.

4. **OUTSTANDING ACTIONS**

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

RESOLVED – That the Sub Committee note the report.

5. **OPERATION LUSCOMBE REVIEW**

The Sub Committee received a report of the Executive Director, Community and Children's Services on Operation Luscombe, updating on the services and impact of the hub.

Members were informed that this review analysed the effectiveness, practicalities, and helpfulness of the hub to those rough sleeping and homeless in The City. The majority of the attendants to the hub are those begging in The City, of which only 20% are rough sleeping or homeless in The City. Therefore, the Sub Committee must review its support of the hub and the best means forward to provide the best support for those who are rough sleeping and homeless, not just begging in The City.

Concerns were raised about the outreach to those rough sleeping and homeless in The City and what communication and actions are being made to collaborate with the City of London Police in reaching out to these individuals. Members were informed that whilst the hub works for the City of London Police, it does not provide a clinical assessment, and therefore those with vulnerabilities can only be assisted if they chose to disclose such information. A drug and alcohol outreach programme are present and available for those who wish to take it up on their own accord.

In response to a question, Members were informed that beggars can receive a substantive amount of cash. However, there is no easy way to prevent members of the public from distributing their cash to beggars.

Members were reminded that many of those attending the hub are not eligible for the services offered, as they are neither rough sleeping nor homeless in The City. Therefore, by attending the hub they are being prevented from accessing services that could benefit them. The focus of the Sub Committee is Homelessness and Rough Sleeping and not begging in isolation. The hub will continue until another programme is confirmed.

RESOLVED – That the Sub Committee note the update.

6. **CITY OF LONDON POLICE UPDATE**

The Sub Committee received an update of the City of London Police.

Members were informed that over 300 new polices have started in the past few years and they need to be updated and educated on what Operation Luscombe

is and what it can offer. A review is underway to increase the frequency of the Wellbeing Van from biweekly to weekly.

In response to a question, the City of London Police have no intention to criminalise individuals, however, there must be way to make reprimands effective. Unless the action is processed the criminal system, it will not be reviewed.

RESOLVED, that the update be noted.

7. **COMBATING DRUGS PARTNERSHIP AND SUBSTANCE USE SUPPORT UPDATE**

The Sub Committee received a joint report of the Executive Director, Community and Children's Services and the Director of Public Health, City & Hackney on the Combating Drugs Partnership and substance use support update.

A query was raised regarding the outreach and support for the LBGTQ+ community. Members were informed that the department is working with two organisations, Antidote and The Love Tank, to review the use of sex amongst the LBGTQ+ community, as well as hormonal drug use amongst the trans community.

In response to a question, the Sub Committee were informed that a review is underway to explore what approaches are working, the uptake on various services, and what services and approaches are missing. Members were informed that over two-thirds of those sleeping rough have a drug and alcohol need.

RESOLVED – That the Sub Committee note the update.

8. **STRATEGY DELIVERY UPDATE REPORT**

The Sub Committee received a report of the Executive Director, Community and Children's Services on the Strategy Delivery Update. Members were presented with the new dashboard and visualizations of data.

It was requested that further information and case studies are included to support the data in future to create a narrative.

RESOLVED – That the Sub Committee note the update.

9. **ANNUAL SEVERE WEATHER EMERGENCY PROTOCOL (SWEP) REPORT 2023**

The Sub Committee received a report of the Executive Director, Community and Children's Services. The Chair thanked the officers for their work.

RESOLVED – That the Sub Committee note the update.

10. **EMERGENCY AND TEMPORARY ACCOMMODATION PLACEMENTS - STAGE 1 STRATEGY REPORT AND STAGE 2 AWARD REPORT**

The Sub Committee received a joint report of the Commercial Director and Executive Director, Community and Children's Services for the procurement of a software system.

Members were informed that this was approved by the Projects and Procurement Sub Committee. Concerns were raised that the Sub Committee, the focus of the software, was not aware of nor given opportunity to raise concern on this decision. Member were informed that a Governance Review will be held over the summer to review procedural requirements.

Members raised questions on how the metrics would be measured and the level of demand reviewed.

RESOLVED – That the Sub Committee note the update.

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

There were no questions.

12. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

External Members Recruitment

The Sub Committee were informed that the recruitment process for External Members to the Sub Committee was underway. The Chair asked Members to help advertise the vacancies to encourage applicants. In response to a question, Members were informed that the City Churches post was a separate vacancy, not included in the external membership.

Snowhill Centre Visits

The Chair invited Members to attend a tour of the recently opened Snowhill Assessment Centre.

The Monument Area

The Chair informed the Sub Committee that a spike in crime in The Monument Area that occurred in April was reviewed by the City of London Police and continues to be monitored.

13. 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
14	3
15	3
16	3
17	3

14. NON-PUBLIC MINUTES

That the non-public minutes of the meeting held on 4 March 2024 be agreed as a correct record.

15. **POST ROUGH SLEEPING INITIATIVE (RSI) PLANNING PROPOSAL REPORT**

The Sub Committee received a report of the Executive Director, Community and Children's Services on the Post Rough Sleeping Initiative Planning Proposal.

RESOLVED – That the Sub Committee recommend the proposal to the Grand Committee.

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

There were no non-public questions.

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

There was no other business.

The meeting closed at 5.23 pm

Chair

**Contact Officer: Katie Davies
Katie.Davies@cityoflondon.gov.uk**

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Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 09/09/2024
Subject: Homelessness and Rough Sleeping Strategy 2023-27 Update Report	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1,2,3,4,10
Does this proposal require extra revenue and/or capital spending?	N
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
Report of: Judith Finlay – Executive Director, Community and Children’s Services	
Report authors: Will Norman – Head of Homelessness Prevention and Rough Sleeping	For Information

Summary

This report provides Members with a summary of progress against the aims set out in the Homelessness and Rough Sleeping Strategy 2023-27. Strategy delivery is administered through a Service Delivery Plan (SDP). The first part of the report offers members a high-level summary of SDP actions underway and completed.

The second part of the report provides Members with a commentary on the Homelessness and Rough Sleeping Strategy 2023-27 performance scorecard and dashboard (appendices 1 and 2). Two case studies have been included at non-public appendix 3 which help to demonstrate achievements, characteristics or challenges faced by the service.

The scorecard and accompanying dashboard charts are designed to offer Members helpful insights into the successes and challenges encountered through the delivery of the SDP across the lifespan of this strategy.

This report references the following priorities from the 2023–27 Homelessness and Rough Sleeping Strategy:

- Priority 1 – Rapid, effective & tailored interventions
- Priority 2 – Securing access to suitable, affordable accommodation
- Priority 3 – Achieving our goals through better collaboration and partnership
- Priority 4 – Providing support beyond accommodation

Recommendation

Members are asked to:

- Note the report

Main Report

Background

1. This report provides Members with an update on our progress in meeting the objectives set out the Homelessness and Rough Sleeping Strategy 2023-27. The update forms part of a regular reporting cycle into every Homelessness and Rough Sleeping Subcommittee.
2. At the June 2024 meeting of the Subcommittee, Members were introduced to the metrics we will be using throughout the lifespan of the strategy and the formats through which progress will be tracked and presented.
3. The metrics table has been further developed and will now be referred to as the scorecard. This is in line with reporting seen in both adult and children’s social care. The data in the table will also be available as charts.

Current Position

Service Delivery Plan Update

	Priority 1 Rapid, effective, and tailored interventions	Priority 2 Securing access to suitable, affordable accommodation	Priority 3 Achieving our goals through better collaboration and partnership	Priority 4 Providing support beyond accommodation	Total
Not started	1	3	6	2	12
Risk	0	0	0	0	0
Underway - issues	1	1	0	1	3
Underway - no issues	7	4	6	4	21
Complete	3	2	4	1	10
Total	12	10	16	8	46

- There are currently 46 actions on the SDP
 - 1 action is new in the period
 - 34 actions have now commenced – 5 more than the last period
 - 10 actions are now completed – 5 more than the last period
 - No significant risks have been identified at this stage
4. The new action added in the period can be found in Priority 3 – ‘Achieving our goals through better collaboration’. The Chairman of the Homelessness and

Rough Sleeping Subcommittee arranged an introductory meeting with the entrepreneurship department at the London School of Economics (LSE). The department looks at complex economic and social problems and challenges undergraduate students to explore and designs solutions. LSE have drawn up a draft proposal based on suggestions provided by the department. The action is marked as 'underway with no issues.' Work will resume when the autumn semester begins.

5. The actions completed in the period are as follows:

- ✓ A KPI framework for the rough sleeping service has been integrated into the new Homeless and Rough Sleeping performance scorecard (Priority 1)
- ✓ A new Temporary Accommodation (TA) direct purchasing platform has been commissioned and mobilised (Priority 2)
- ✓ A new TA quality assurance framework is in place to track standards and statutory compliance in TA placements (Priority 2)
- ✓ A 'dashboard' approach to tracking service area performance against strategic objectives has been developed as an output of the new performance scorecard (Priority 3)
- ✓ A multi-agency meeting review was concluded following recommendations suggested as part of the discretionary Safeguarding Adults Review conducted into the death of rough sleeper 'Daniel' (Priority 3)

Performance Scorecard and Dashboard Commentary

6. The metrics table first seen by Members at the June Homelessness and Rough Sleeping Subcommittee have been developed into a performance scorecard similar to that used by Adult Social Care. Feedback received from Members in June has been incorporated into the scorecard that can be found at appendix 1. Where possible, data has been annualised for previous years. The same data can be found in a suite of charts at appendix 2.
7. Case studies which help demonstrate the achievements of the service can be found at non-public appendix 3.

Q1 Commentary

8. The number of combined statutory prevention and relief outcomes (1.1) appears low. This is because prevention outcomes are less common in the City of London due to the small resident population. Most statutory outcomes are achieved in the main duty stage, which comes after the prevention and relief duties have ended.
9. The number of rough sleepers recorded in the period has increased (1.2) and the proportion of rough sleepers who are also in the T1000 cohort has increased (1.3). However, the number of rough sleepers recorded as occupying

a high impact rough sleeping site (3.2) has reduced. This is in part due to the successful work undertaken at Peninsular House and in the Monument area.

10. The number of accommodation outcomes achieved in the period has reduced, but this can be accounted for by the high number recorded in Q4 due to winter Severe Weather Emergency Protocol (SWEPE) activity.
11. The average length of stays in TA (2.1) has increased in the period. This is the median average of all statutory TA placements within the quarter – including ones that are still open, and ones that have closed within the quarter. Outliers have been removed to avoid skewing the data. The increase can be accounted for by changes to how we record length of TA stays to help create a new data set for the scorecard. Quarters 1, 2 and 3 2023/24 will be updated with new data by the end of the next reporting period.
12. The size of our accommodation pathway remains the same (2.2) and the availability of suitable and affordable PRS properties (2.3) remains a significant challenge with no one accessing a new tenancy for the second period in a row.
13. The number of referrals to the Statutory Homelessness Team from recognised public bodies (3.1) remains consistent but represents a slight increase over the last two quarters.
14. The number of clients with a substance misuse need referred to a specialist agency (4.1) has reduced in the period and the proportion of the overall caseload confirmed as a registered with a GP (4.2) remained similar to the previous period.
15. The number of clients engaged in an employment, training, or education (ETE offer (4.3) has increased in the period. This was achieved as a result of the KPI's for our commissioned ETE receiving a refresh and a renewed effort to promote the ETE offer through our supported accommodation pathway.
16. Metric 4.4 (Reduction in the number of people rough sleeping who had previously moved into settled supported accommodation) has been suspended due to the unreliability of data emerging from the Strategic Insights Tool for Rough Sleeping (SITRS). The team are liaising with the SITRS to identify the root cause of the problem. The SITRS acts as a Pan-London 'data warehouse' which draws data down from multiple sources, including CHAIN, automatically.

Corporate & Strategic Implications

17. **Financial implications** – N/A
18. **Resource implications** – N/A
19. **Legal implications** – N/A
20. **Risk implications** – N/A
21. **Equalities implications** – N/A

22. **Climate implications** – N/A

23. **Security implications** – N/A

Conclusion

24. One new action has been added to the Strategy Delivery Plan in the period, bringing the total to 46. Work has commenced on 5 actions and 5 actions have been completed. 10 actions are now completed, and no significant risks have identified.

25. The strategy metrics presented to Members in June has been reorganised into a performance scorecard similar to that used in Adult Social Care. Feedback received at the June subcommittee has been incorporated into the scorecard. This includes annualised data from previous years.

26. Rough sleeping in the Square Mile has increased in the period and we have seen an increase in metrics directed related to this. The exception being the number of rough sleepers recorded at high impact rough sleeping sites which has reduced.

27. Challenges persist is sourcing suitable, affordable private rented sector accommodation with no successful outcomes in the period.

Background papers

- None

Appendices

- Appendix 1 - Homelessness and Rough Sleeping Strategy Performance Scorecard (table)
- Appendix 2 - Homelessness and Rough Sleeping Strategy Performance Dashboard (charts)
- Non-Public Appendix 3 - Case studies 1 and 2

Will Norman

Head of Homelessness Prevention and Rough Sleeping

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HRS Metrics - Scorecard

	2023/24				2024/25				Change from previous quarter	YTD	Previous Years				
	Quarterly totals				Quarterly totals						2019/20	2020/ 21	2021/22	2022/23	2023/24
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4							
1. Providing rapid, effective and tailored interventions															
1.1. Statutory homelessness is prevented and relieved (Pt7 Housing Act)	7	7	1	2	1				-1	1	11	8	15	19	17
1.2. Reduction in the number of individuals sleeping (R1)	180	190	279	260	298				38	298	434	350	372	482	656
1.3. Decrease in City T1000 cohort seen rough sleeping	37	25	18	17	23				6						
1.4. Total number of accommodation outcomes	30	24	78	107	41				-66	41	185	305	201	245	245
1.5. Annual total of unique individuals seen rough sleeping in Greater London (additional)											10,726	11,018	8,329	10,053	11,913
1.6 (a). Nights under SWEP activation (additional)												42	15	34	18
1.6 (b). Number of individuals accepting SWEP offer (additional)												21	21	50	64
2. Securing access to suitable and affordable accommodation															
2.1. Reduction in the average length of statutory temporary accommodation stays (days)*	132	273	137	488	406				-82	406					
2.2. Increase in the supply of properties available to individuals facing homelessness or are rough sleeping	89	89	89	89	89				0	89	58	70	72	74	89
2.2 (b). Increase in the supply of properties available to individuals facing homelessness or are rough sleeping - Total											78	90	117	102	123
2.3. Increase in the number of people accessing private rented sector tenancies	2	4	1	3	0				-3	0	7	12	8	8	10
3. Working collaboratively															
3.1. Increase in the number of referrals received under S.213b Duty to Refer	9	12	9	10	12				2	12	29	16	19	28	40
3.2. Reduction in the number of individuals rough sleeping in high impact rough sleeping sites (HIRSS)	34	34	57	55	23				-32						
3.3. Increased satisfaction reported through service user feedback															
4. Support beyond accommodation															
4.1. Individuals with an assessed substance misuse need are referred to a specialist agency	49	54	50	66	35				-31	35					219
4.2. Increase in the number of rough sleepers registered with a GP	36%	44%	18%	28%	27%				-1%	27%					32%
4.3. Increase in the number of service users accessing education, employment or training	15	17	12	14	18				4	18					
4.4. Reduction in the number of people rough sleeping who had previously moved into settled supported accommodation	6	5	6	4					-4	0					

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HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-2027

Department of Community and Children’s Services



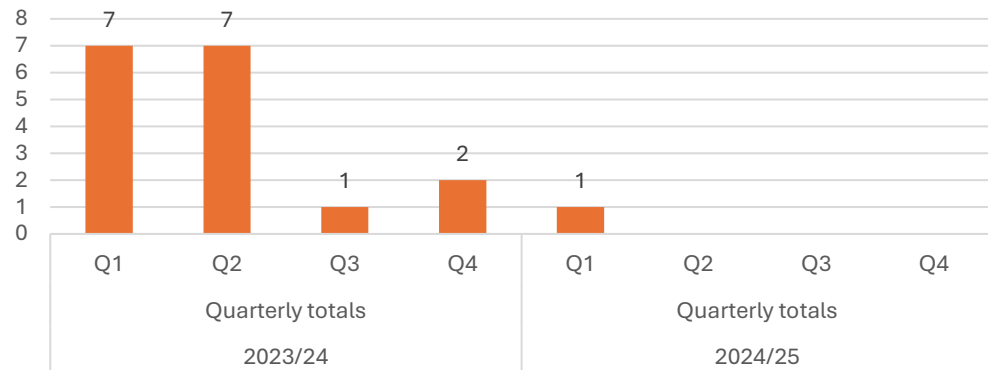
Performance Metrics

Year 2024/25 – Q1

Priority Area 1: Providing rapid, effective and tailored interventions

1.1 Statutory homelessness is prevented and relieved (Pt7 Housing Act)

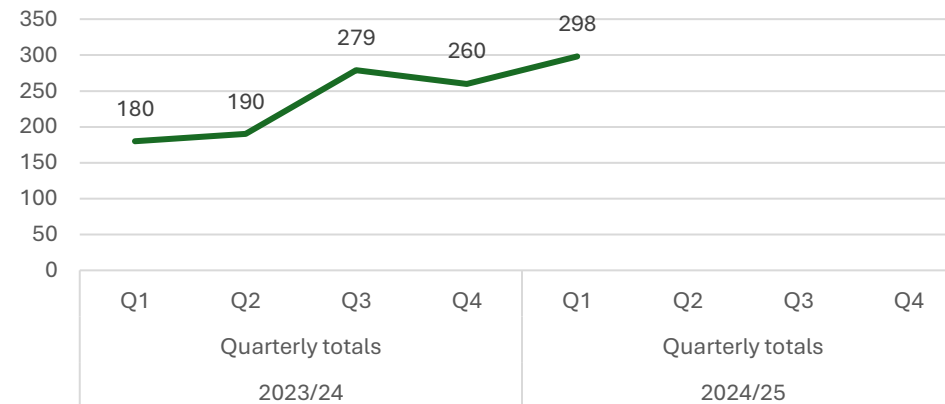
Cases closed in period - Main duty accepted, successful offers of accommodation or S.198 referral to another LA



Source: Jigsaw

1.2. Reduction in the number of individuals rough sleeping (R1)

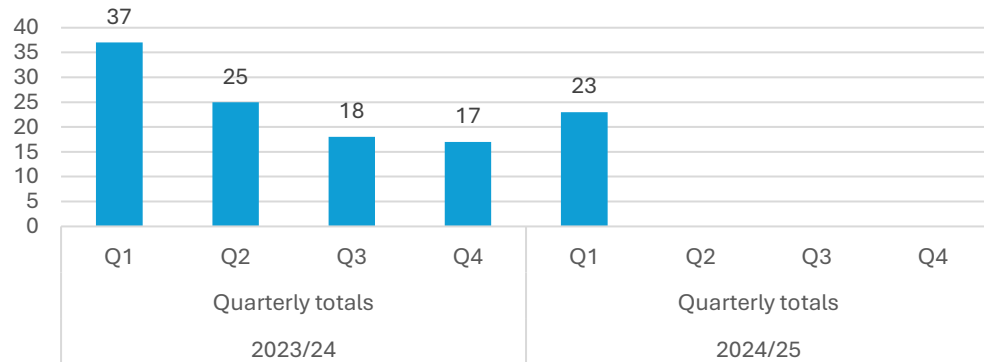
Number of unique individuals per quarter



Source: Chain

1.3. Decrease in City T1000 cohort seen rough sleeping

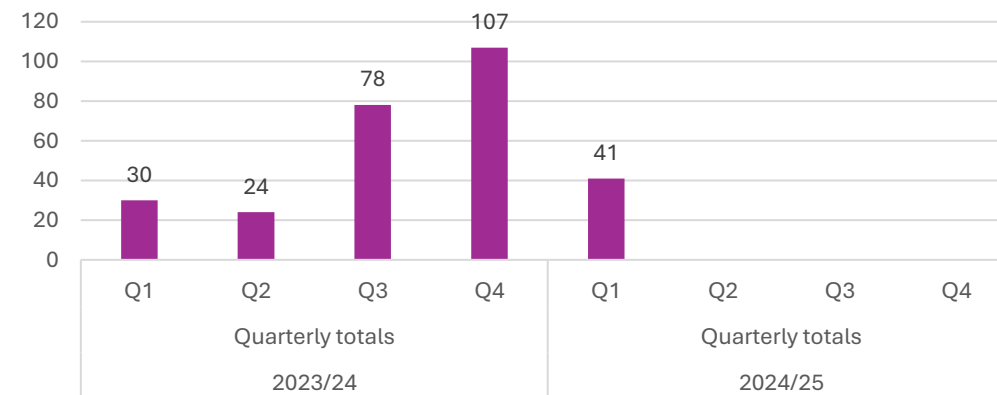
Number of long term and complex needs rough sleepers [T1000]



Source: Chain

1.4. Number of people rough sleeping who have moved into accommodation

Number of people rough sleeping who have moved into accommodation

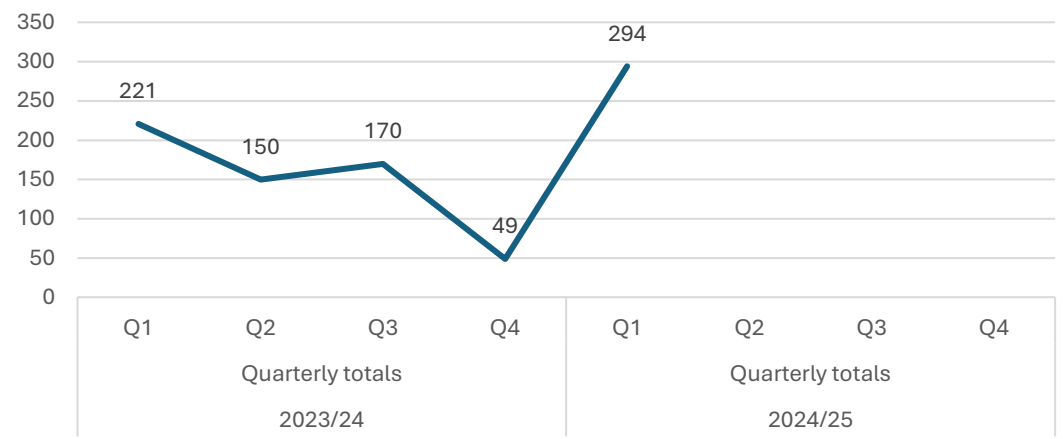


Source: SITRS

Priority Area 2: Securing access to suitable and affordable accommodation

2.1. Reduction in the length of statutory temporary accommodation stays

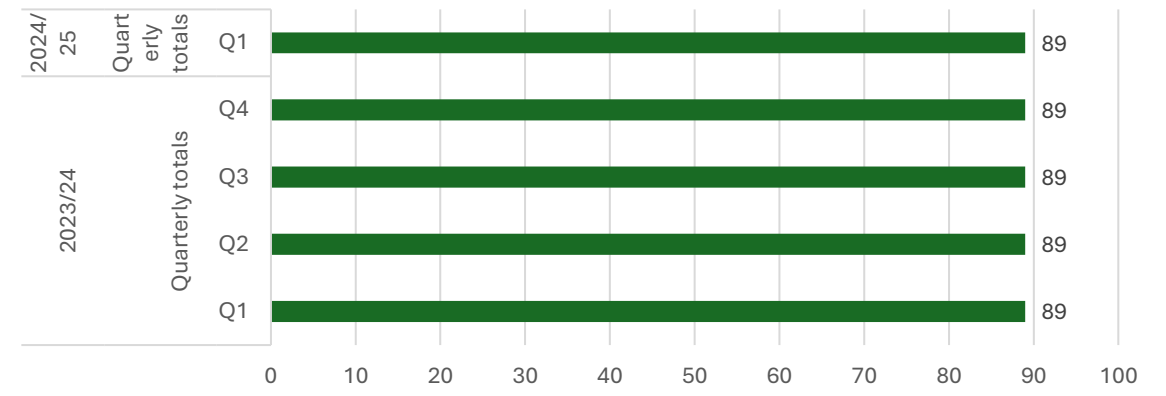
Average length of stay for closed cases in period



Source: Jigsaw

2.2. Increase in the supply of properties available to individuals' facing homelessness or are rough sleeping

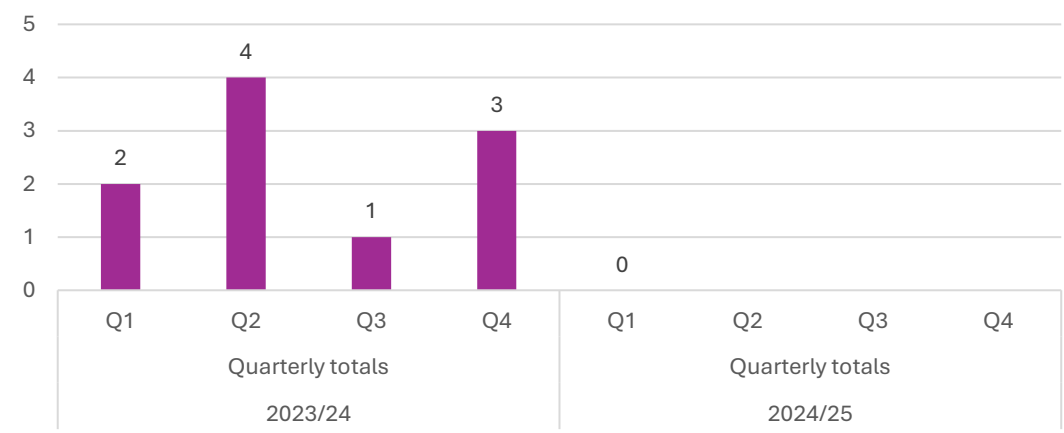
Number of properties available in City of London pathway



Source: RISE

2.3. Increase in the number of people accessing private rented sector tenancies

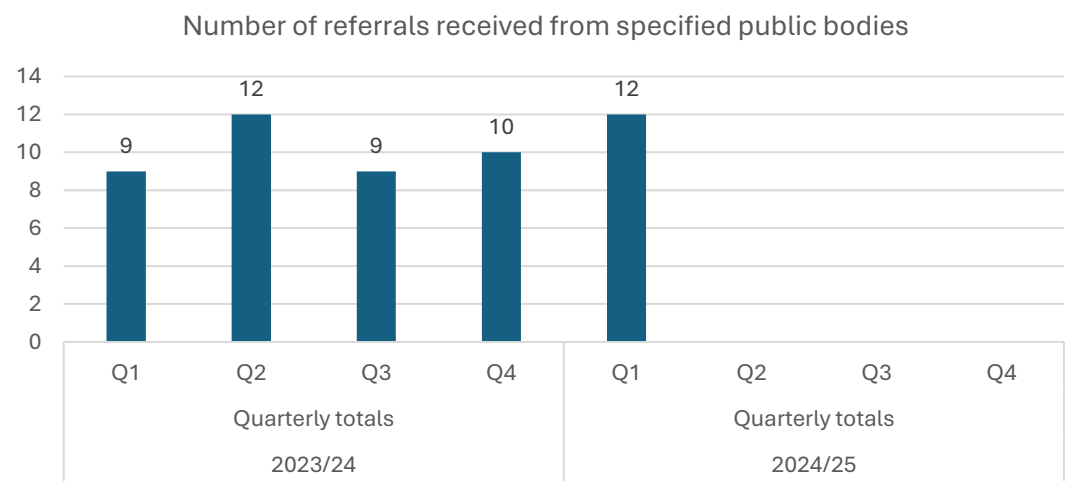
Number of people accessing the private rented sector [statutory homelessness and rough sleepers]



Source: RISE and H-

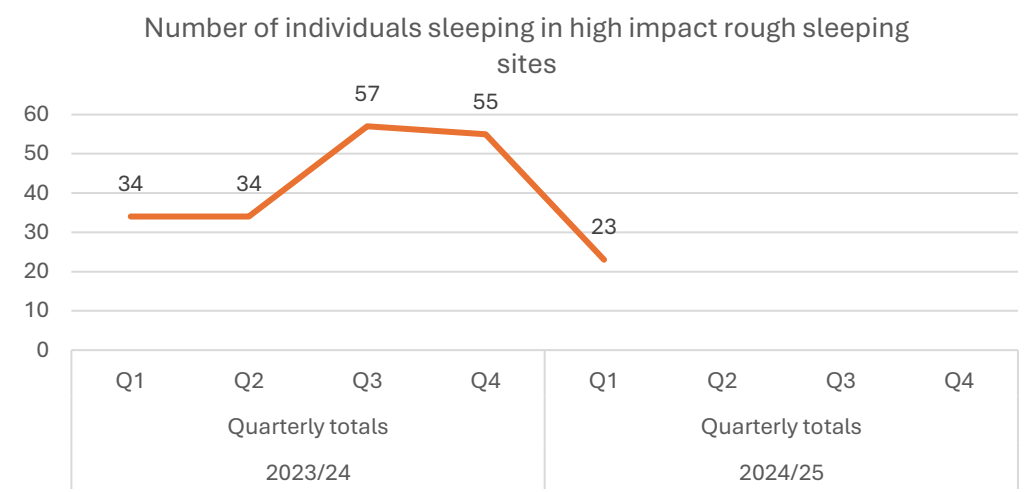
Priority Area 3: Working collaboratively

3.1. Increase in the number of referrals received under S.213b Duty to Refer



Source: Jigsaw

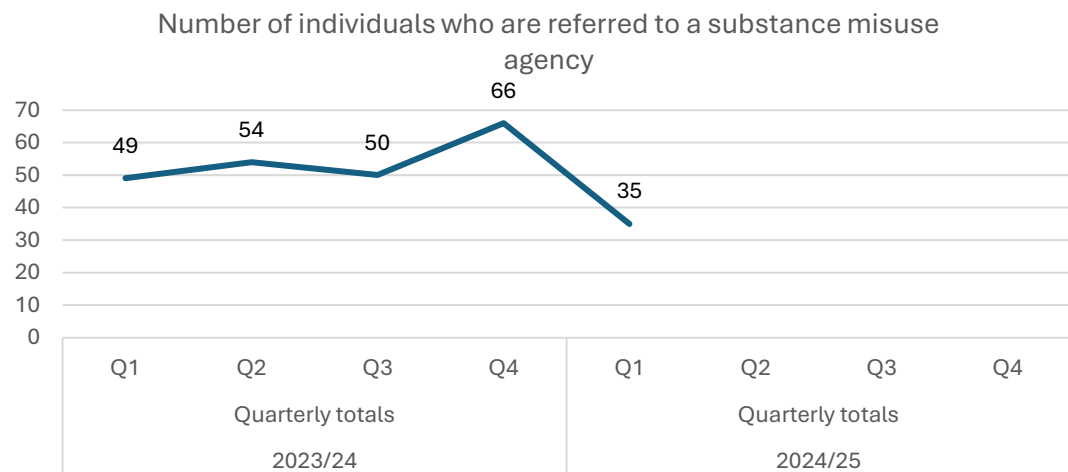
3.2. Reduction in the number of individuals rough sleeping in high impact rough sleeping sites (HIRSS)



Source: Chain

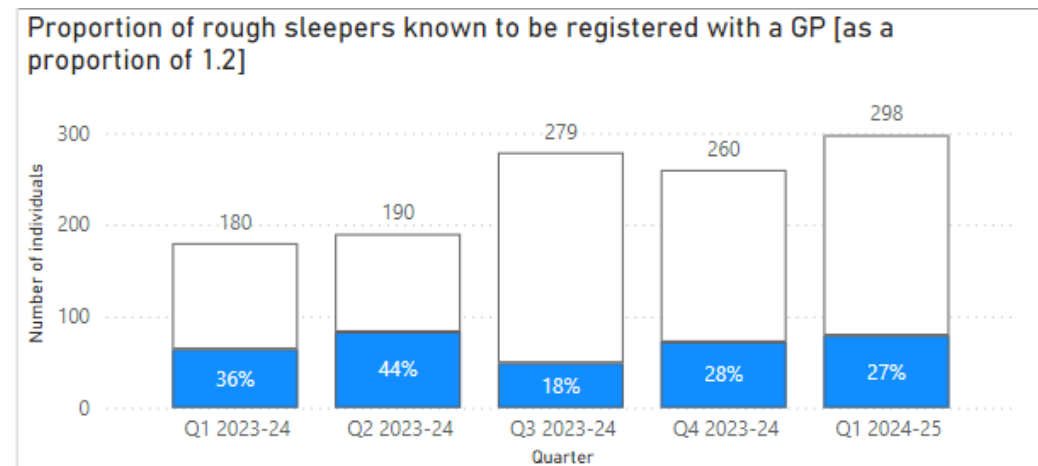
Priority Area 4: Support beyond accommodation

4.1. Individuals with an assessed substance misuse need are referred to a specialist agency



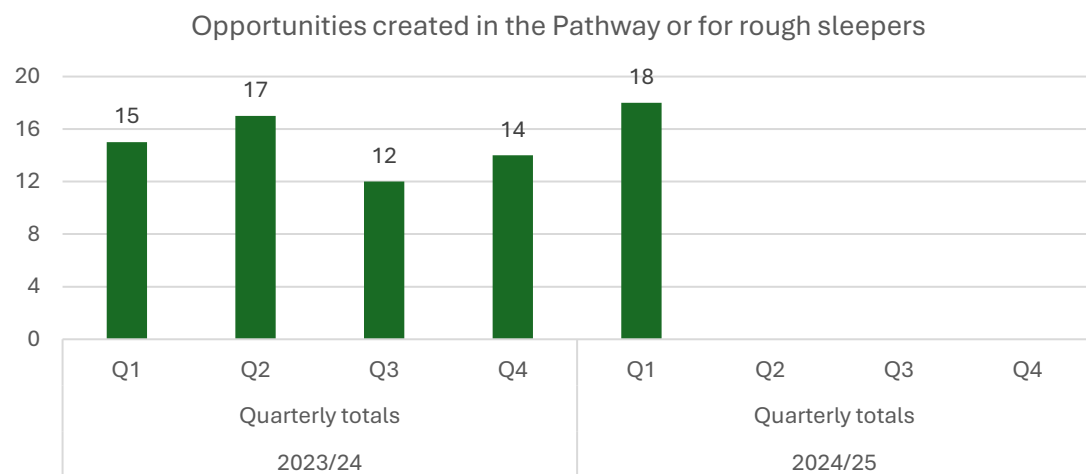
Source: CHAIN, Rise

4.2. Increase in the number of rough sleepers registered with a GP



Source: Chain

4.3. Increase in the number of service users accessing education, employment or training



Source: Local

HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-2027

Department of Community and Children's Services



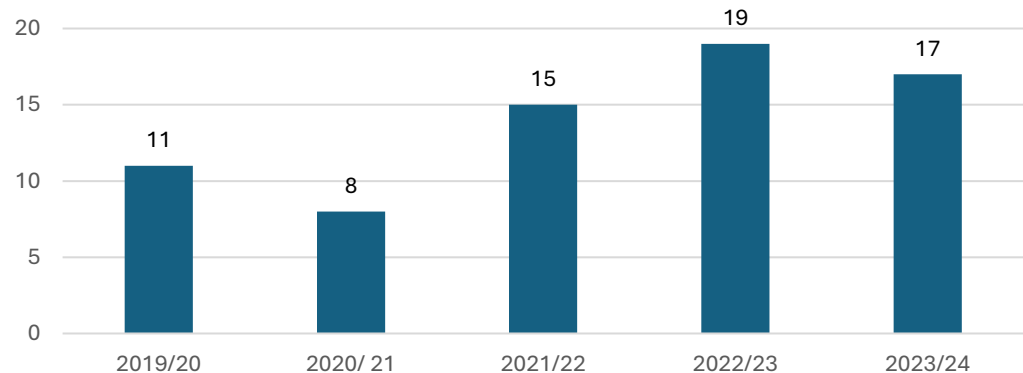
Annual trend data

Year 2019 to 2024

Priority Area 1: Providing rapid, effective and tailored interventions

1.1 Statutory homelessness is prevented and relieved (Pt7 Housing Act)

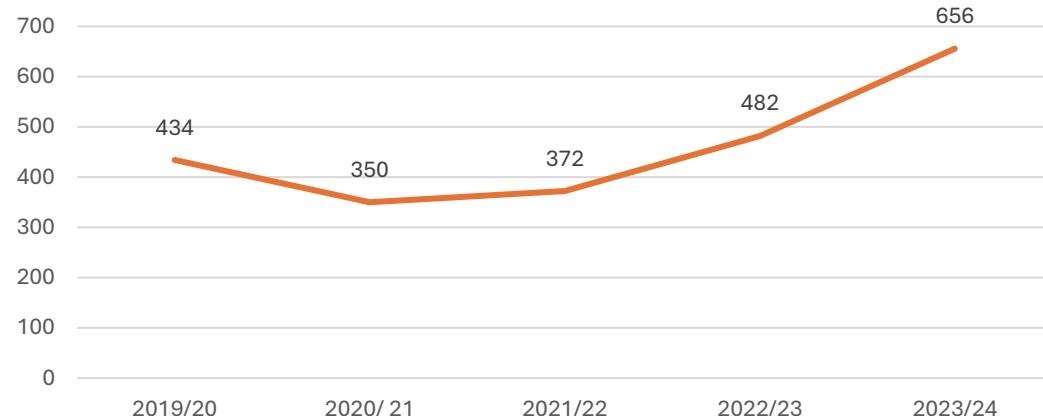
Cases closed in period - Main duty accepted, successful offers of accommodation or S.198 referral to another LA



Source: Jigsaw

1.2. Reduction in the number of individuals rough sleeping (R1)

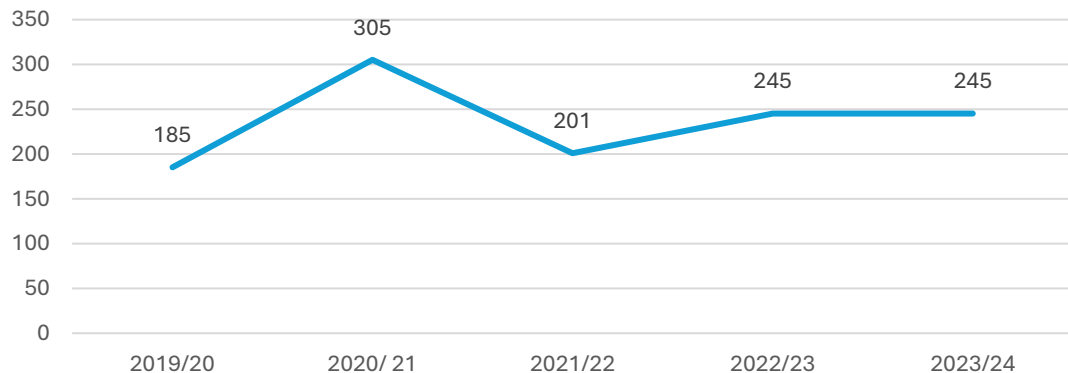
Number of unique individuals



Source: Chain

1.4. Number of people rough sleeping who have moved into accommodation

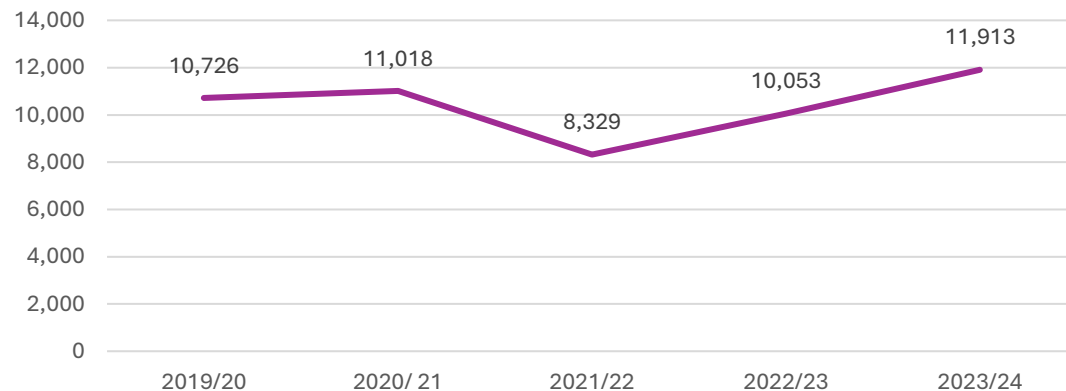
Number of people rough sleeping who have moved into accommodation



Source: SITRS

1.5. Annual total of unique individuals seen rough sleeping in Greater London (additional)

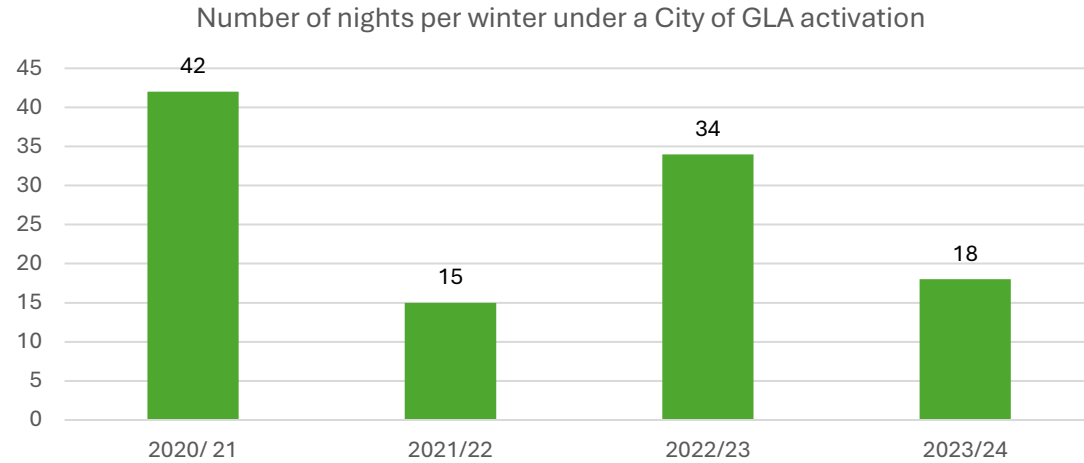
Number of unique individuals



Source: Chain

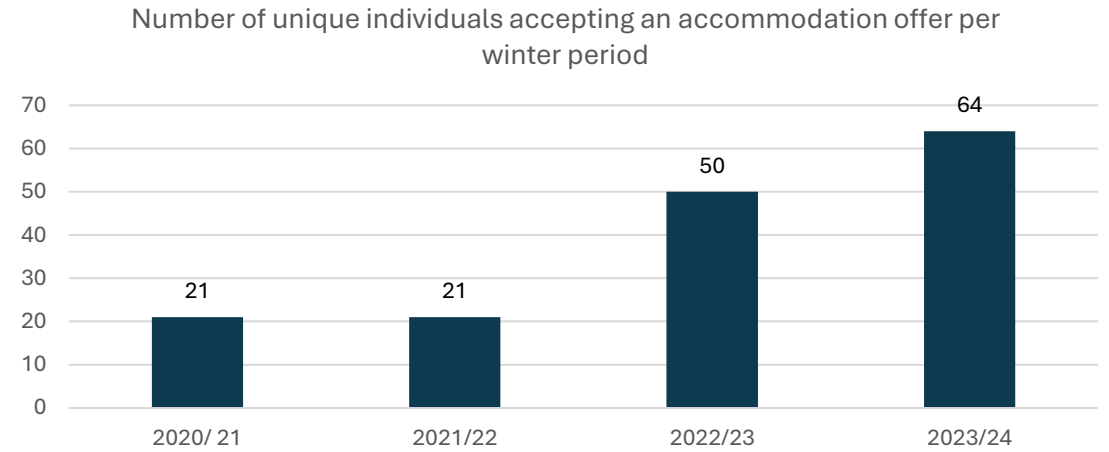
Priority Area 1: Providing rapid, effective and tailored interventions

1.6a. Nights under SWEP activation (additional)



Source: Chain

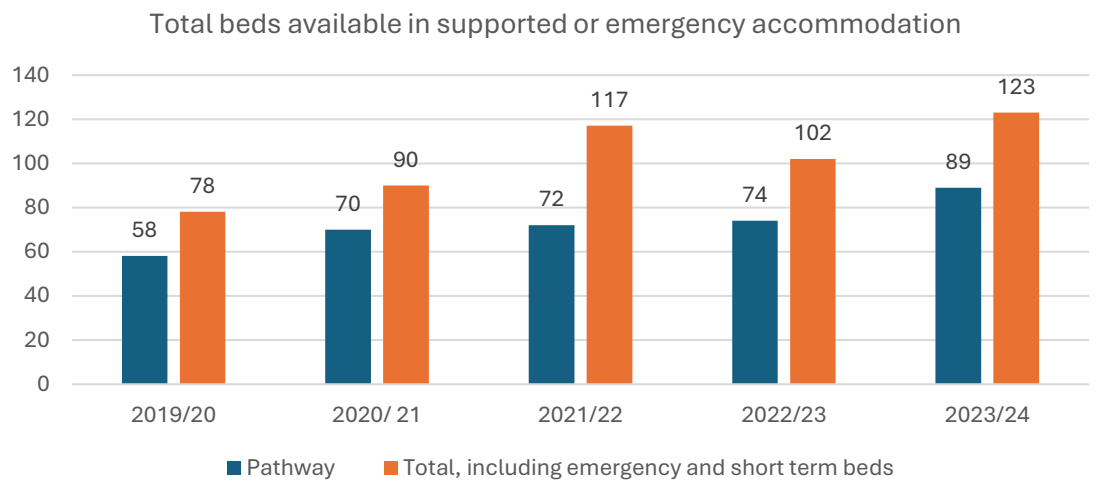
1.6b. Number of individuals accepting SWEP offer (additional)



Source: Chain

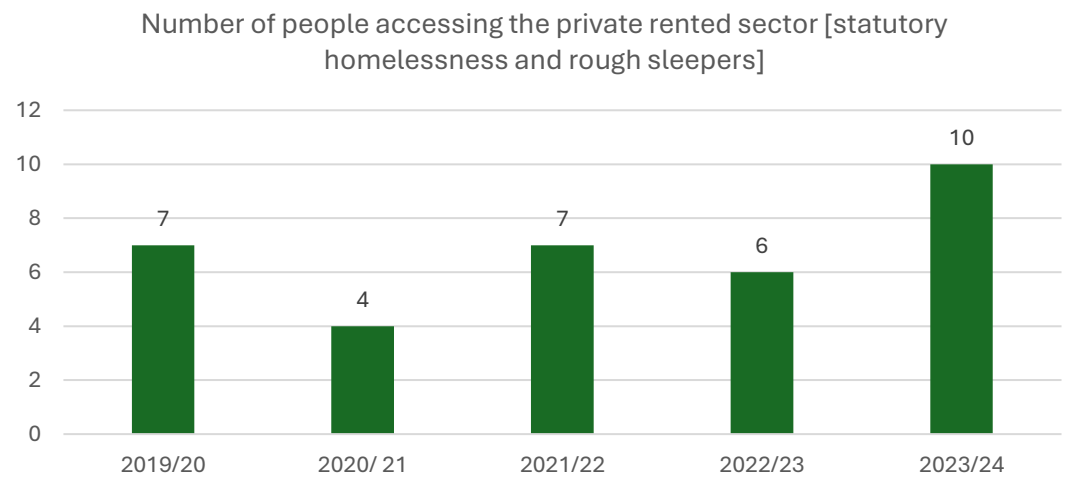
Priority Area 2: Securing access to suitable and affordable accommodation

2.2. Increase in the supply of properties available to individuals' facing homelessness or are rough sleeping



Source: RISE

2.3. Increase in the number of people accessing private rented sector tenancies

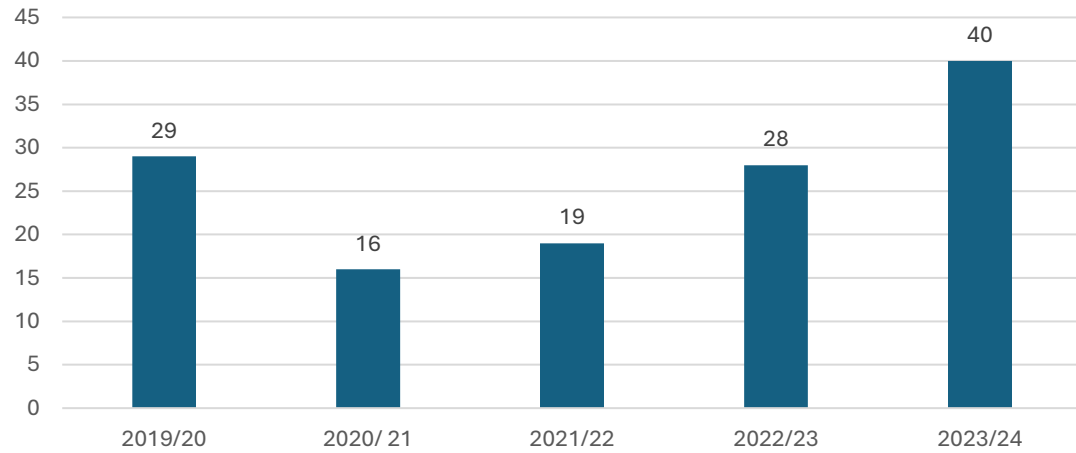


Source: RISE and H-

Priority Area 3: Working collaboratively

3.1. Increase in the number of referrals received under S.213b Duty to Refer

Number of referrals received from specified public bodies



Source: Jigsaw

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 09/09/2024
Subject: Rough Sleeping Annual Performance Report 2023–2024	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?	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, Executive Director of Community and Children’s Services	For Discussion
Report author: Rowan Wyllie Rough Sleeping Co-ordinator, Department of Community and Children’s Services	

Summary

This report provides the City of London Homelessness and Rough Sleeping Sub-Committee with an introduction to the Annual Combined Homelessness and Information Network (CHAIN) report for rough sleeping in 2023–2024. The full report is published online on the London Datastore.¹

A copy can also be found in Appendix 1 for Greater London and Appendix 2 for City of London.

The Annual CHAIN report shows the continued rise in rough sleeping figures across London. This is also reflected in data collected specifically for the City of London.

This report references the following priority areas from the Homelessness and Rough Sleeping Strategy 2023–2027:

- Priority 1 – Rapid, effective and tailored interventions
- Priority 2 – Securing access to suitable, affordable accommodation
- Priority 3 – Achieving our goals through better collaboration and partnership
- Priority 4 – Providing support beyond accommodation.

Recommendation

Members are asked to:

- Note the report.

¹ CHAIN (2024) *Rough Sleeping in London (CHAIN reports)* – London Datastore. Available at: <https://data.london.gov.uk/dataset/chain-reports> (Accessed: 29 July 2024).

Main Report

Background

1. This report draws attention to the recorded levels of rough sleeping in the City of London in financial year 2023/2024 as published by the Greater London Authority (GLA) (see Appendix 1).
2. The data from CHAIN is analysed by Homeless Link which publishes full reports for Greater London and for each London borough. Annual data is available for each year from 2014.

Current Position

3. Rough sleeping figures increased in the City of London in 2023/2024. Most of the people rough sleeping in the Square Mile in 2023/2024 were seen only once.
4. Notable findings of the Annual Report for City of London (see Appendix 2) were:

“656 people were seen rough sleeping in the borough in 2023/24. This represents a 36% increase when compared to 2022/23.

247 (38%) people were seen rough sleeping only once in 2023/24, this compares to 129 (27%) seen rough sleeping only once in 2022/23.

56% of people seen rough sleeping in the borough during 2023/24 who were new to the streets were seen rough sleeping just once”

5. Rough sleeping figures across Greater London have also increased by a slightly smaller rate than the increase seen in the previous financial year 2022/2023.
6. Key findings of the Annual Report for Greater London (see Appendix 1) were:

“A total of 11,993 people were seen rough sleeping in London in 2023/24. This is a 19% increase on 2022/23, compared to a 21% increase between 2021/22 and 2022/23.

The 2023/24 total is 58% higher than the total of 7,581 people seen rough sleeping 10 years ago, in 2014/15.

2023/24 was the first year in which more than 2,000 people have been recorded rough sleeping on CHAIN in a single month, with both September and November 2023 exceeding that threshold.

UK nationals accounted for 45% of all people seen rough sleeping in 2023/24, compared to 49% in 2022/23.

For the first time in CHAIN’s history, the proportion of people seen rough sleeping who were from countries in Africa, Asia, the Americas, and Australasia was

higher than the proportion of people from Europe (excluding the UK), with 30% coming from these areas, compared to 25% from Europe.

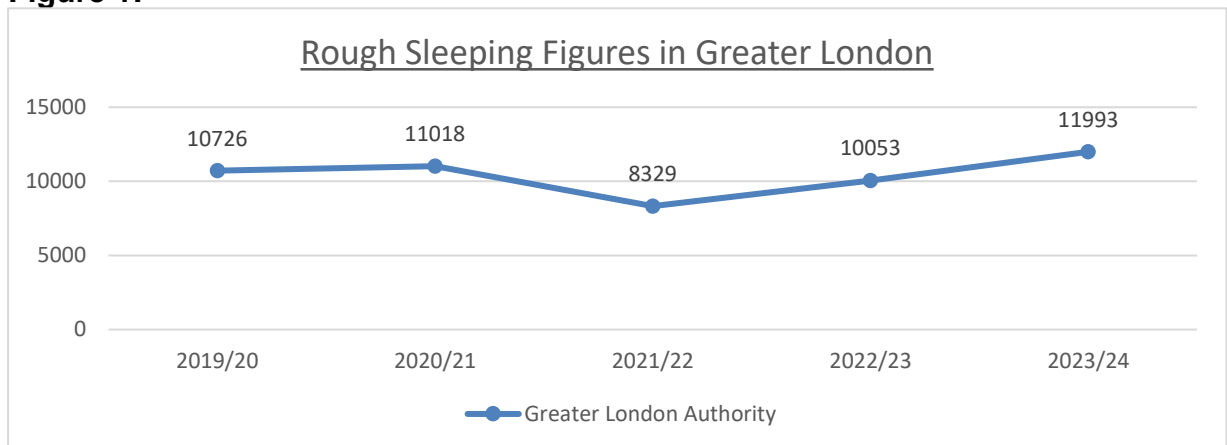
17% of new rough sleepers who had information recorded about their last settled base prior to rough sleeping had previously been staying in asylum support accommodation.

Homelessness services worked to help 4,379 people who were seen rough sleeping during 2023/24 into any type of accommodation. This represents 37% of all people seen rough sleeping during the year, but it should be noted that this does not necessarily mean that the other 63% are still rough sleeping, as many of them will no longer be in contact with services and may have found their own solutions.”

Key Data

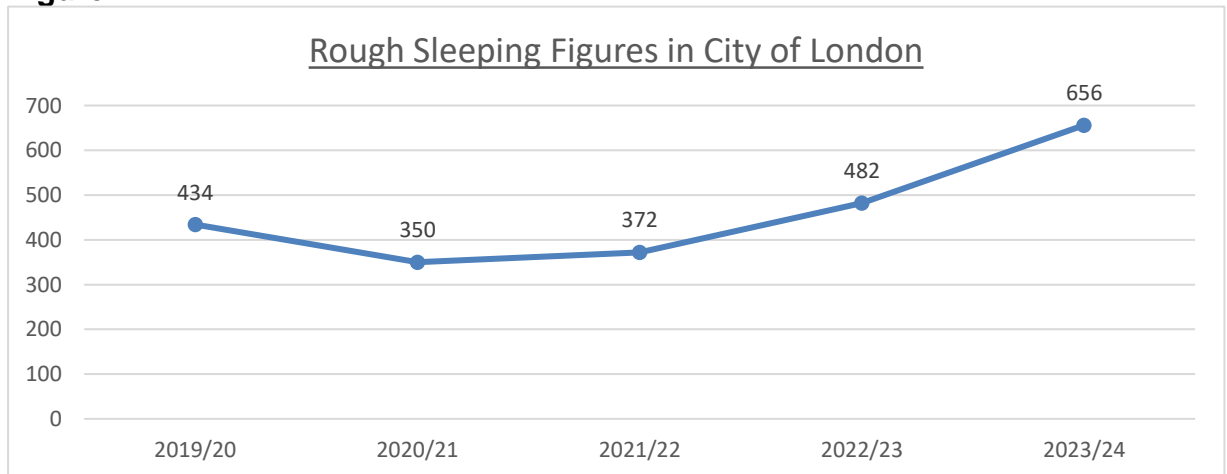
7. Figure 1 shows the increase of rough sleeping in Greater London in the last four years:

Figure 1:



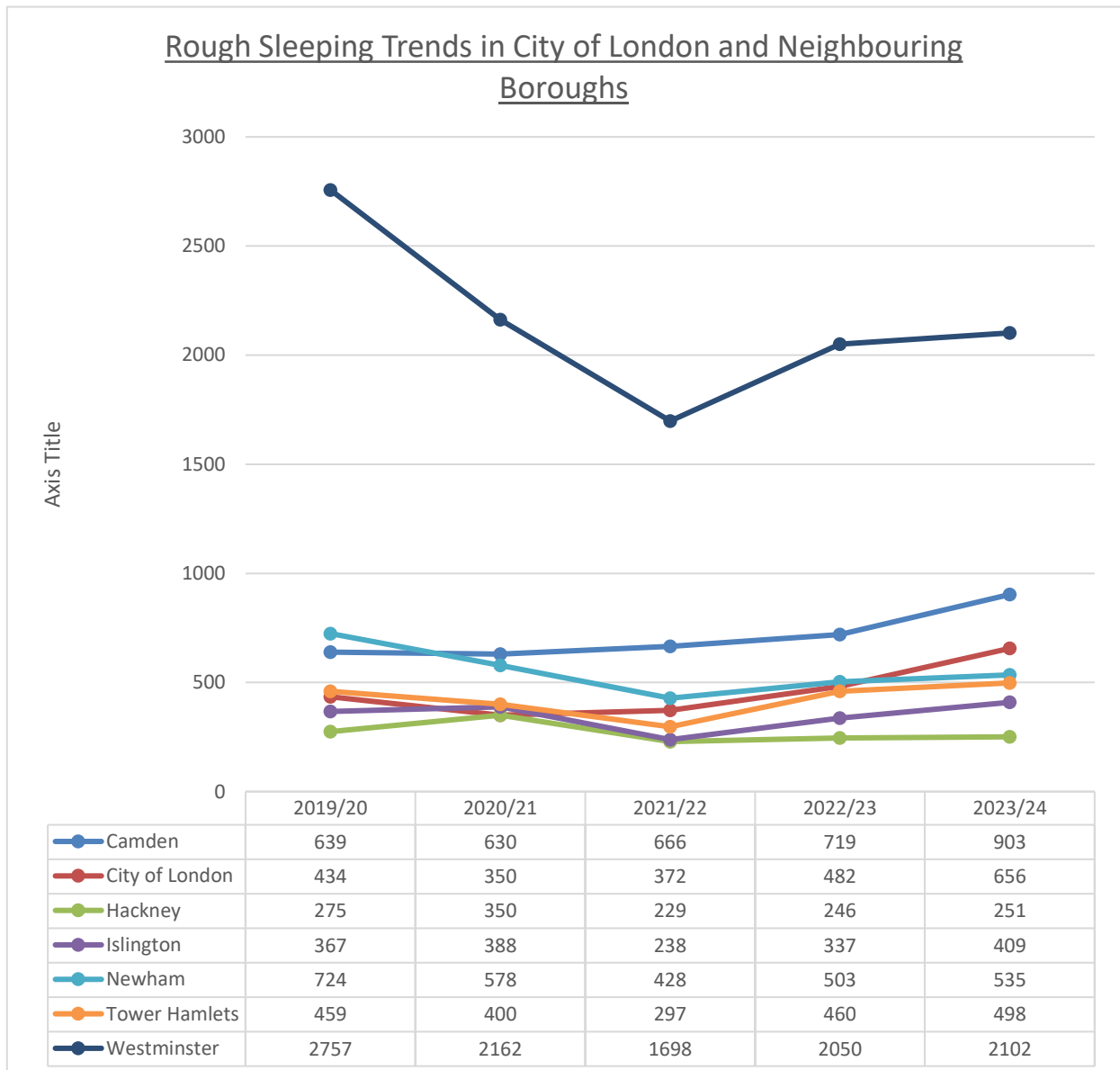
8. Figure 2 shows the increase of rough sleeping in the City of London in the last four years:

Figure 2:



9. Figure 3 compares the levels of rough sleeping in City of London and neighbouring boroughs in the last four years:

Figure 3:



10. As seen in Figure 3, rough sleeping figures have increased across all neighbouring boroughs. More detail can be found via the GLA Datastore.

11. Comparing figures for 2022/2023 and 2023/2024 between the City and neighbouring boroughs, the City ranks third in total rough sleeping numbers between the central London boroughs:

Area	2022/23	Area	2023/24
Westminster	2,050	Westminster	2,102
Camden	719	Camden	903
Newham	503	City of London	656
City of London	482	Newham	535
Tower Hamlets	460	Tower Hamlets	498
Islington	337	Islington	409
Hackney	246	Hackney	251

12. The City now ranks fifth highest in London (Appendix 1, 3.1 Total rough sleepers by borough: Yearly comparison, Table 2).

Corporate & Strategic Implications

13. 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

14. As the Annual CHAIN reports demonstrate, rough sleeping numbers continue to rise in London. The frequency of rough sleeping increased in City of London and all neighbouring boroughs; this is also seen across Greater London as a whole.

15. Rough sleeping increased at a rate of 36% in the City of London between 2022/2023 and 2023/2024, whereas the average increase across Greater London was 19%. The percentage change across the two financial years varied greatly from borough to borough (Appendix 1, 3.1, Table 2).

16. It is most common for people to be seen rough sleeping only once when seen by the City of London Outreach team. Services must maximise efforts to ensure that all interactions with new rough sleepers is pursued, and relevant data is recorded accurately to track trends and changes in rough sleeping patterns in the City of London.

17. The Rough Sleeping team's work in financial year 2024/2025 will continue to target resources for clients that reflect their support needs, offering routes to get

off the streets as quickly as possible. The data trends shown in the Annual CHAIN reports suggest that the demands on Rough Sleeping and Homelessness services will continue to be pressured in financial year 2024/2025.

Appendices

- Appendix 1 – Annual CHAIN Report – Greater London 2023–2024
- Appendix 2 – Annual CHAIN Report – City of London 2023–2024

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CHAIN ANNUAL REPORT

GREATER LONDON

APRIL 2023 - MARCH 2024

SUPPORTED BY
MAYOR OF LONDON



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1. INTRODUCTION & KEY FINDINGS

Introduction

This report presents information about people seen rough sleeping by outreach teams in London between April 2023 and March 2024. Information in the report is derived from the Combined Homelessness and Information Network (CHAIN), a multi-agency database recording information about rough sleepers and the wider street population in London. CHAIN represents the UK's most detailed and comprehensive source of information about rough sleeping, and is commissioned and funded by the Greater London Authority (GLA). The system is managed by Homeless Link.

Services that record information on CHAIN include outreach teams, accommodation projects and specialist projects such as the GLA commissioned No Second Night Out (NSNO) assessment and reconnection service. The system allows users to share information about work done with people who are rough sleeping and about their needs, ensuring that they receive the most appropriate support and that efforts are not duplicated. Reports from the system are used at an operational level by commissioning bodies to monitor the effectiveness of their services, and at a more strategic level by policy makers to gather intelligence about trends within the rough sleeping population and to identify emerging needs.

CHAIN data differs fundamentally from national street count statistics which are released by the Department for Levelling Up, Housing and Communities (DLUHC). Information recorded on CHAIN constitutes an ongoing record of all work done year-round by outreach teams in London, covering every single shift they carry out. In this sense it is much more comprehensive than street count data, which represents a snapshot of people seen rough sleeping on a single night. However, street count data tends to be referenced more regularly when analysing trends nationwide, as most other areas of the UK do not operate equivalent systems to CHAIN for recording their general work with people who are rough sleeping.

In this report, people are counted as having been seen rough sleeping if they have been encountered by a commissioned outreach worker bedded down on the street, or in other open spaces or locations not designed for habitation, such as doorways, stairwells, parks or derelict buildings. The report does not include people from 'hidden homeless' groups such as those 'sofa surfing' or living in squats, unless they have also been seen bedded down in one of the settings outlined above.

Further resources

This report presents the full set of key annual data from CHAIN, for those wanting the most in-depth view. A shorter summary of findings and commentary on the figures is also available in the CHAIN 2023/24 Annual Bulletin, which can be downloaded from the GLA Datastore at <http://data.london.gov.uk/dataset/chain-reports>.

The data on which this report is based is also available in an accessible tabular format, aggregated to borough and Greater London level, in a separate CHAIN Annual Data Tables file. This can be downloaded from the GLA Datastore at <http://data.london.gov.uk/dataset/chain-reports>. A suite of interactive charts and maps based on the data can be accessed via the CHAIN Annual Data Visualisations Tool at <https://bit.ly/chain-annual-vis-tool>.

CHAIN developments and projects during 2023/24

In April 2023, following consultation with partners, we implemented a reorganisation of arrangements for **recording immigration information** on CHAIN. The aim of this was to streamline recording and to more closely integrate immigration information with other support needs. The new recording methodology also ensured alignment with DLUHC reporting requirements.

In September 2023, following recommendations from the Women's Rough Sleeping Census and consultation with outreach services, we expanded the scope of the **types of locations in which rough sleeping contacts could be recorded**, to include fast food restaurants, libraries, and police stations. This change was made in order to ensure that rough sleeping by demographic groups who may tend to avoid visible street locations was not being missed. A total of 168 people were recorded rough sleeping in these locations up to the end of 2023/24.

Throughout 2023/24 the CHAIN team were engaged in a significant initiative to **improve and diversify access to data and insights from the system**, both for key stakeholders and for a more general audience. This has included the development of system dashboards enabling in-depth interrogation of key elements of the data by local authority staff responsible for coordinating and planning rough sleeper services. It has also encompassed the development of a new publicly available OpenDocument Spreadsheet file providing the full dataset underlying quarterly and annual published CHAIN reports, aggregated at borough and Greater London level. Additionally, we launched a set of online data visualisation tools, providing interactive filterable charts and maps based on CHAIN data from quarterly and annual reports, which are, again, available to the general public.

During the course of this year, CHAIN also contributed data to, and participated in the testing of, a new **Strategic Insights Tool for Rough Sleeping (SITRS)**. The tool ingests and links data from a range of sources, presenting it in an aggregated and anonymised format to enable strategic decision makers working on tackling rough sleeping in London to achieve deeper insights into the pathways into rough sleeping, and the effectiveness of various interventions. The tool was developed by the London Office of Technology and Innovation (LOTI), in collaboration with London Councils, the GLA and Bloomberg Associates. Management of SITRS now resides with Homeless Link, as a sibling service to CHAIN.

Use of rough sleeping category terminology in this report

In September 2022, DLUHC launched a new data-led framework to enable partners to measure and report on their progress towards ending rough sleeping in their areas. In some cases, terminology used in the DLUHC framework is the same or similar to that previously used in CHAIN reports, but is based on different definitions.

The biggest area of overlap in terminology is in reference to new and returning rough sleepers as distinct groups within the overall base of people seen rough sleeping during a reporting period. In order to ensure consistency with previous reports, and to provide information that is most useful when examined at the level of a twelve month time period, this CHAIN annual report has continued to provide much of its analysis based on the flow/stock/returner model. Under this model, new rough sleepers (also referred to as 'flow') are defined as those people seen rough sleeping during the year who have never been seen rough sleeping in London prior to the year. Returners are defined as those seen rough sleeping during the year who had also been seen prior to, but not during, the previous year (i.e. people who have had at least a year away from being seen rough sleeping in London).

By contrast, the DLUHC framework expands the definition of new rough sleepers to include people who have previously been seen rough sleeping, but not during the last five years. The DLUHC framework defines returning rough sleepers as those who have had a period of at least six months (but less than five years) without being seen. The only part of this report in which the DLUHC definitions are used is the section covering rough sleepers' history prior to first being seen rough sleeping.

Changes to CHAIN annual report content for 2023/24

Previous editions of this report have included a section on arrivals and departures at temporary accommodation managed by homelessness support providers (primarily hostels and assessment centres). We have discontinued this section as the number of accommodation services inputting information to CHAIN has declined over recent years, meaning the dataset in this area is incomplete and could be misleading. Data on usage of and outcomes from accommodation services may be available from individual support provider organisations.

We have also discontinued the previously published section on reconnection outcomes achieved with people seen rough sleeping. This is partly because fewer services are focusing on facilitating reconnections abroad than in former years, and partly because there are significant variations across the sector in the understanding of what constitutes a reconnection, meaning it has been difficult to ensure a consistent and reliable dataset in this area.

Percentage figures in this report

Please note that, in some cases, percentage figures given in this report are rounded up or down to the nearest whole number. This may mean that individual figures in tables and charts do not add up to a combined total of 100%, or that there could be small discrepancies between percentage figures in tables and corresponding charts or commentary.

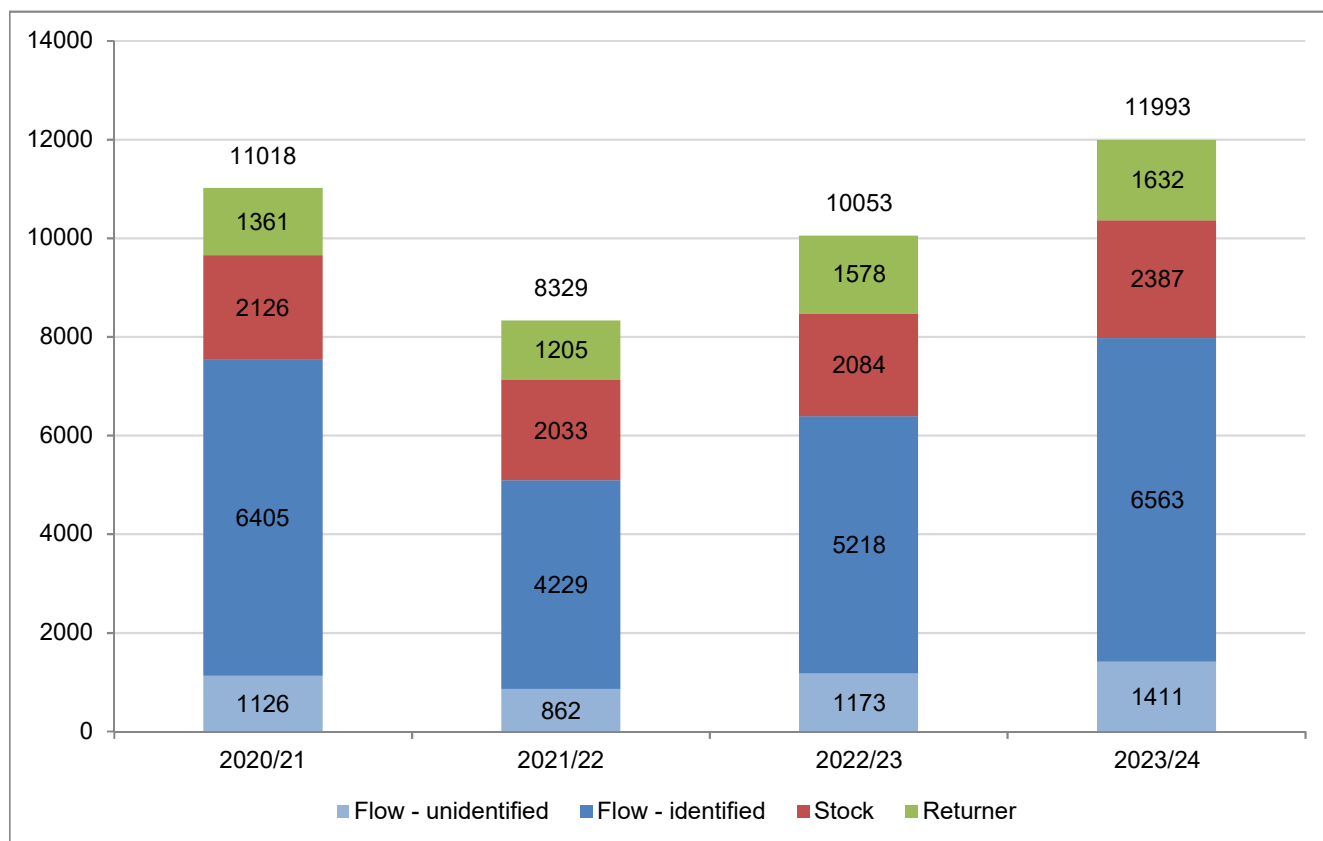
Key findings

- A total of 11,993 people were seen rough sleeping in London in 2023/24.
- This is a 19% increase on 2022/23, compared to a 21% increase between 2021/22 and 2022/23.
- The 2023/24 total is 58% higher than the total of 7,581 people seen rough sleeping ten years ago, in 2014/15.
- 2023/24 was the first year in which more than 2,000 people have been recorded rough sleeping on CHAIN in a single month, with both September and November 2023 exceeding that threshold.
- UK nationals accounted for 45% of all people seen rough sleeping in 2023/24, compared to 49% in 2022/23.
- For the first time in CHAIN's history, the proportion of people seen rough sleeping who were from countries in Africa, Asia, the Americas, and Australasia was higher than the proportion of people from Europe (excluding the UK), with 30% coming from these areas, compared to 25% from Europe.
- 17% of new rough sleepers who had information recorded about their last settled base prior to rough sleeping had previously been staying in asylum support accommodation.
- Homelessness services worked to help 4,379 people who were seen rough sleeping during 2023/24 into any type of accommodation. This represents 37% of all people seen rough sleeping during the year, but it should be noted that this does not necessarily mean that the other 63% are still rough sleeping, as many of them will no longer be in contact with services and may have found their own solutions.

2. ROUGH SLEEPER POPULATION ANALYSIS

2.1 Number of people seen rough sleeping: Flow, stock, returner model

Chart 1: People seen rough sleeping, by flow, stock, returner breakdown, 2020/21 - 2023/24



2020/21 base: 11018
 2021/22 base: 8329
 2022/23 base: 10053
 2023/24 base: 11993

The flow, stock and returner model categorises people seen rough sleeping in the year according to whether they have also been seen rough sleeping in previous periods:

Category	Description
Flow	People who had never been seen rough sleeping prior to 2023/24 (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 2022/23 (i.e. those seen across a minimum of two consecutive years).
Returner	People who were first seen rough sleeping prior to 2022/23, but were not seen during 2022/23 (i.e. those who have had a gap in their rough sleeping histories).

11,993 people were seen rough sleeping in London in 2023/24, which is a 19% increase compared to the total of 10,053 people seen in 2022/23. 58% of people were seen rough sleeping just once during the year, which is the same proportion as in 2022/23.

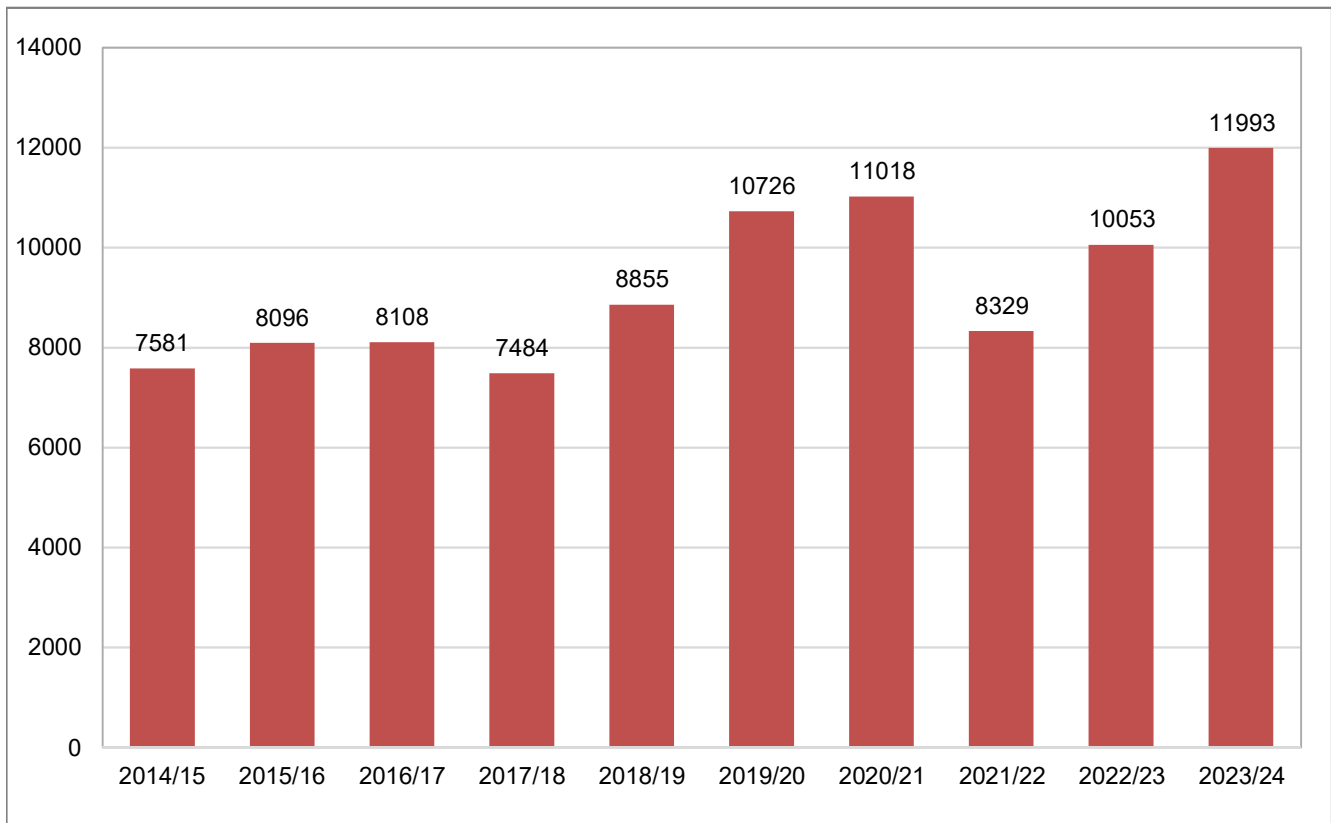
7,974 people were seen rough sleeping for the first time this year (also referred to as flow). This is a 25% increase on the number of new rough sleepers in 2022/23. 70% of people who were new to the streets were seen rough sleeping just once, which is consistent with the proportion of 71% seen once in 2022/23.

2,387 people seen rough sleeping in 2023/24 were in the stock group, which is a 15% increase on the stock figure for 2022/23. 1,632 people seen rough sleeping during the year were returners. This compares to 1,578 in 2022/23, representing an increase of 3%.

All three groups have shown increases in their numbers between 2022/23 and 2023/24. The flow group showed the greatest increase, both proportionately and in terms of numbers, while the returner group showed the smallest increase, again both in terms of proportion and numbers.

2.2 Number of people seen rough sleeping: Long range trend

Chart 2: People seen rough sleeping by year, 2014/15 - 2023/24

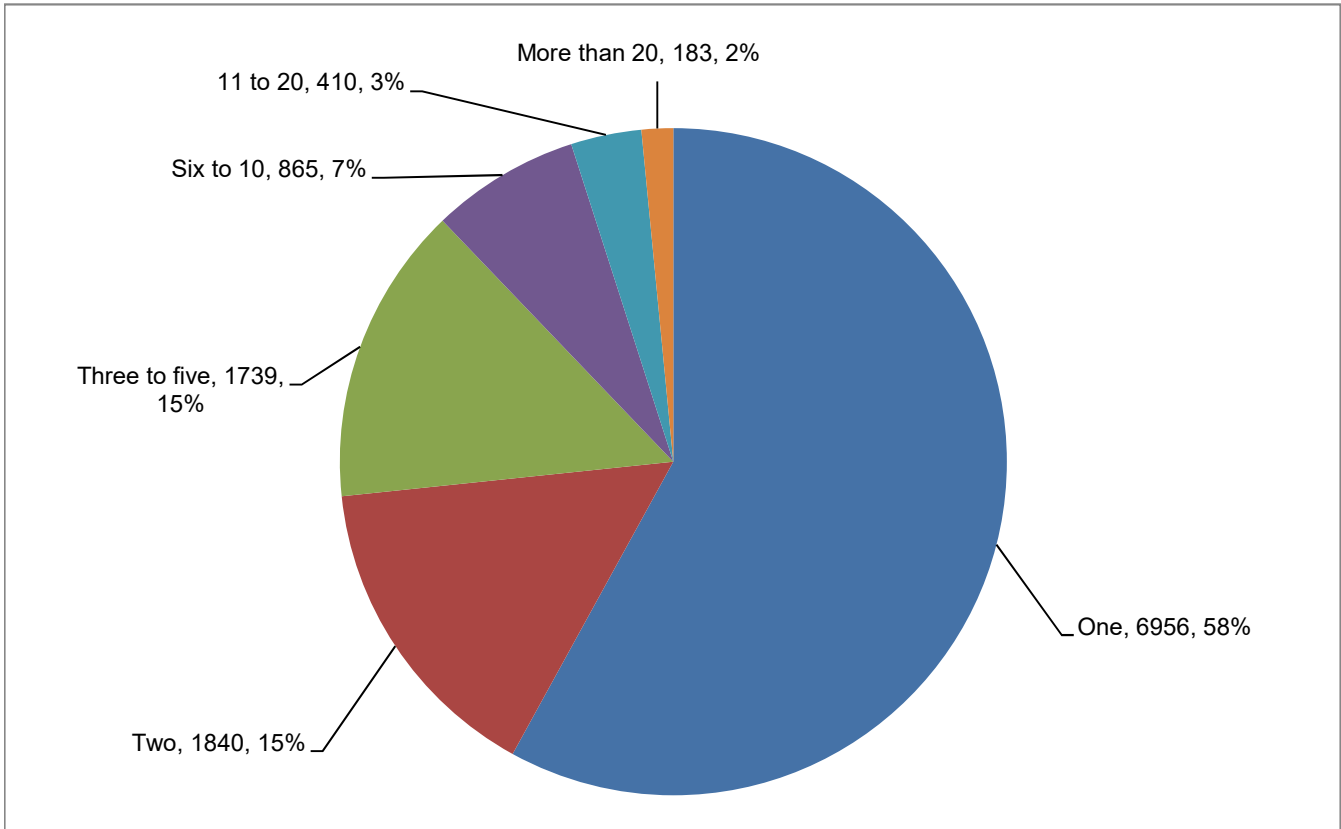


Across the last ten years, the number of people recorded rough sleeping on CHAIN has risen year on year, with the exception of 2017/18, and 2021/22. The 19% increase in 2023/24 is the third largest proportionate increase during the ten year period, being slightly smaller than the 21% increases seen in 2019/20 and 2022/23. However, it is the largest increase during the period in terms of actual numbers. The 2023/24 total is the highest ever recorded on CHAIN, and is 58% higher than the total of 7,581 people seen rough sleeping ten years ago, in 2014/15.

It is likely that the reduction in the total number of people seen rough sleeping during 2021/22 was at least in part due to the additional resources that were put into addressing rough sleeping during the Covid-19 pandemic under the government’s Everyone In initiative. Although this initiative started in March 2020, the impact was masked in the 2020/21 CHAIN total by the high starting point at the beginning of that year. The higher totals in 2022/23 and 2023/24 are likely to be a reflection of the ending of the exceptional circumstances and arrangements that applied during the pandemic period.

2.3 Number of times seen rough sleeping

Chart 3: People seen rough sleeping in 2023/24, by number of times seen rough sleeping



Base: 11993 people seen rough sleeping during the period.

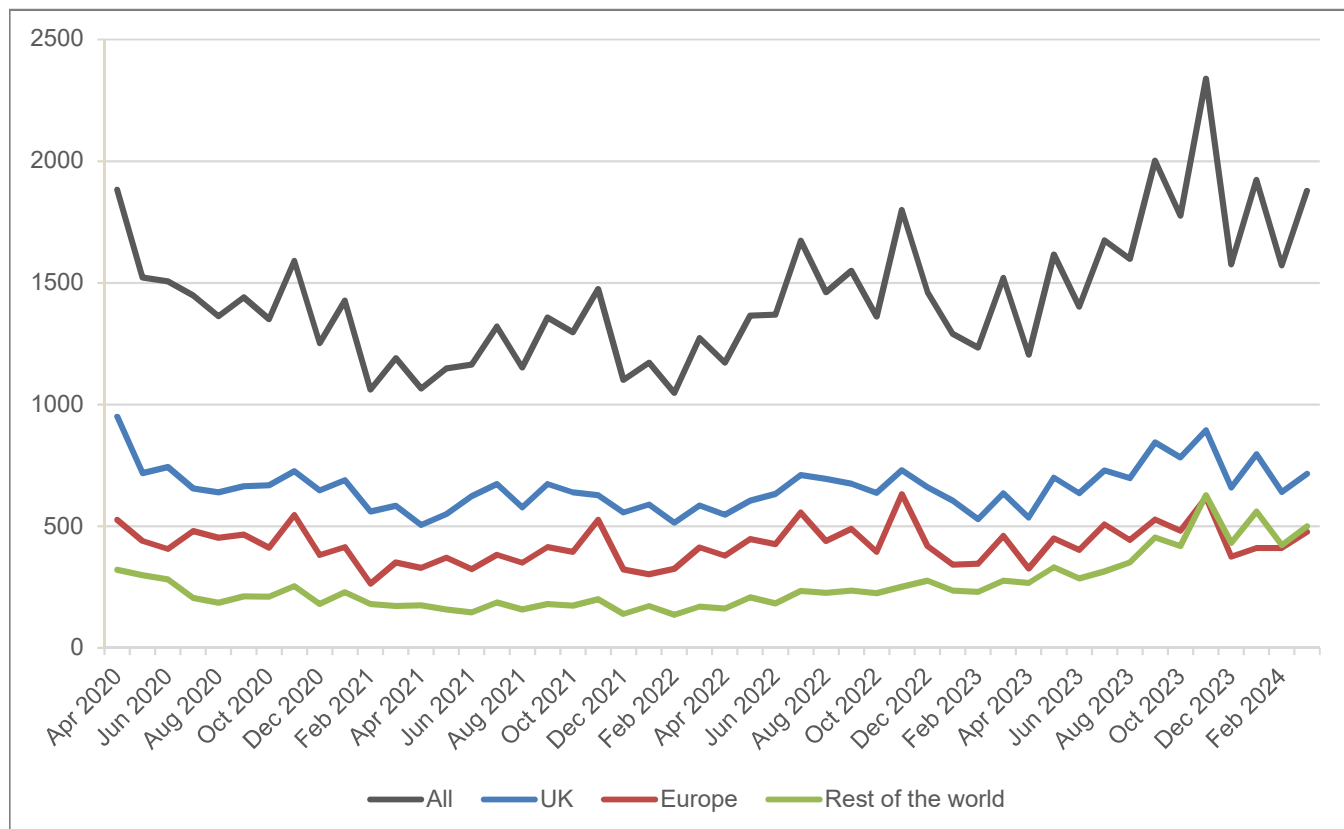
6,956 (58%) people were seen rough sleeping only once in 2023/24, which compares to 5,866 (58%) seen rough sleeping just once in 2022/23.

593 (5%) people recorded rough sleeping in 2023/24 were seen more than ten times. 18 people were seen rough sleeping more than 50 times in the year, compared to 15 people with this many contacts in 2022/23, and 19 in 2021/22.

Outreach resources vary across boroughs, but even in places with extensive outreach coverage there may not be a shift every night. This will affect the frequency with which people may be recorded rough sleeping.

2.4 Monthly rough sleeping trend

Chart 4: Number of people seen rough sleeping per month, April 2020 - March 2024



The chart above shows the monthly trend in numbers of people seen rough sleeping over the last four years, broken down by nationality group.

The 'All' line shows overall numbers seen rough sleeping per month. Historically (including periods prior to that shown in this chart), the typical trend shows rough sleeping numbers at their highest throughout the summer, although the peak month is usually November, when the government's annual street count takes place. Numbers continue at a lower level during the winter months, as winter shelters and other additional provision come into operation, before picking up again in the spring.

There was a departure from this regular pattern during the Covid-19 pandemic, as can be seen at the start of the chart, with the peak in April 2020 followed by a decline in monthly totals as the effects of the government's Everyone In initiative were felt. During the post-pandemic period, traditional seasonal patterns returned, and the effects of bimonthly street counts can also be observed, with spikes apparent in alternating months.

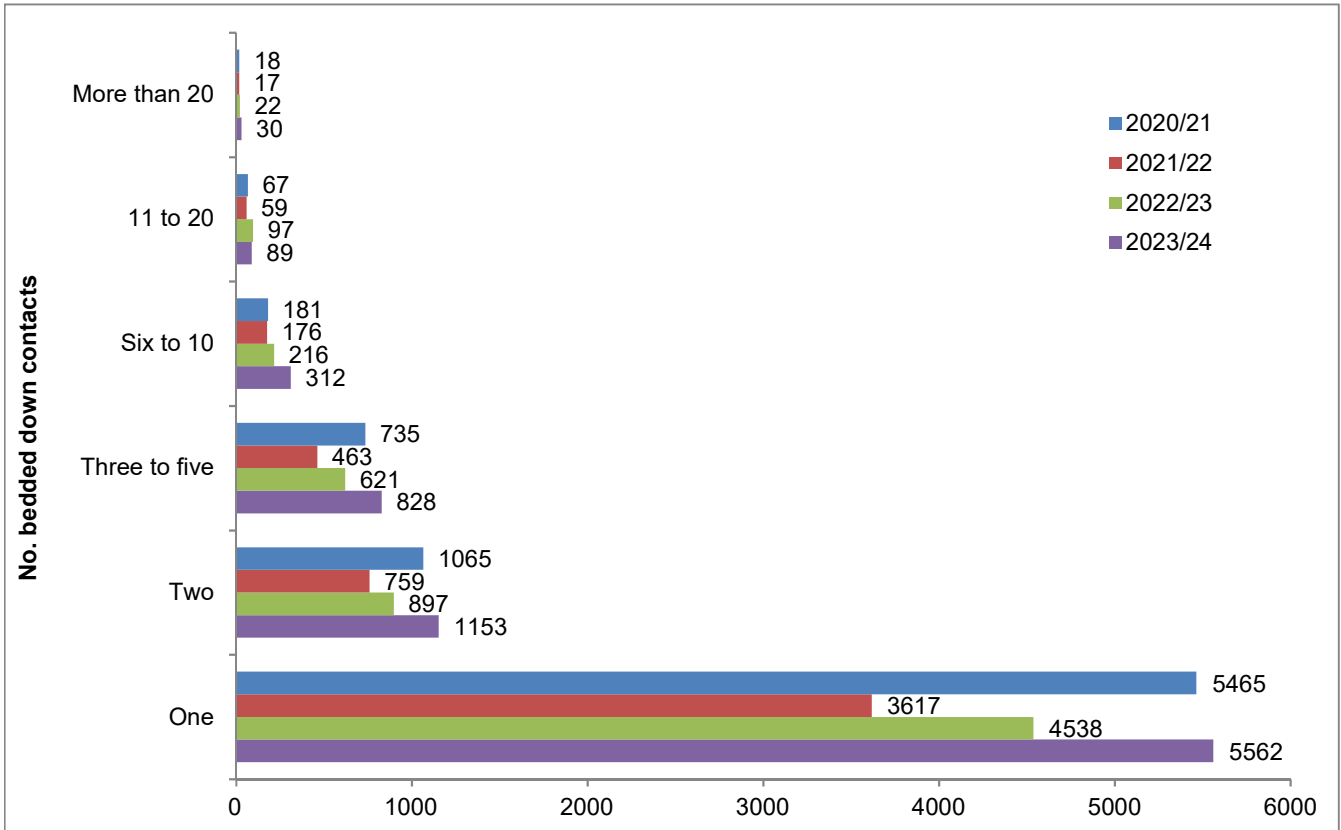
The lowest monthly total during 2023/24 was recorded in April 2023, when 1,205 people were seen rough sleeping. The highest monthly total was in November 2023, when 2,339 people were seen. 2023/24 was the first year in which more than 2,000 people have been recorded rough sleeping on CHAIN in a single month, with both September and November 2023 exceeding that threshold.

The nationality comparison shows that the previously observed upwards trend in the 'Rest of

the world' group became more pronounced in 2023/24, with the monthly total for this group being higher than that for people from Europe (excluding the UK) for the first time in November 2023, and remaining so until the end of the year. The inflation in the 'Rest of the world' group was at least partially driven by the increasing number of people arriving on the streets following departure from asylum support accommodation, as detailed in section 4 of this report.

2.5 New rough sleepers (flow): Number of times seen

Chart 5: People seen rough sleeping for the first time in the year (flow), by number of times seen rough sleeping during the year, 2020/21 - 2023/24



2020/21 base: 7531

2021/22 base: 5091

2022/23 base: 6391

2023/24 base: 7974

New rough sleepers represented 66% of the total rough sleeper population in 2023/24, which is slightly higher than the proportion of 64% in 2022/23. The number of new rough sleepers has increased by 25% compared to 2022/23.

70% of new people were seen rough sleeping only once, which is virtually unchanged from the proportions of 71% in 2022/23 and 2021/22. Only 1% of those new to the streets were seen rough sleeping more than ten times in the year.

It should be noted that, of those new rough sleepers seen once who were asked, 71% stated that they had already been rough sleeping for at least a week before they were first recorded on CHAIN by an outreach worker. This information should be treated with caution, as it has not been verified by outreach services, but does give some indication that new rough sleepers may well have been street homeless for some time before first being contacted.

2.6 New rough sleepers (flow): Nationality

Table 1: New rough sleepers in 2023/24, by nationality and period spent in UK

Nationality category		Time between date of entry to UK and date first seen rough sleeping						Total
		Less than 1 week	1-2 weeks	2-4 weeks	4-12 weeks	12 weeks - 1 year	More than 1 year	
Europe	No.	35	21	28	36	53	774	947
	%	4%	2%	3%	4%	6%	82%	100%
Rest of the world	No.	38	18	21	44	156	1817	2094
	%	2%	1%	1%	2%	7%	87%	100%
Total	No.	73	39	49	80	209	2591	3041
	%	2%	1%	2%	3%	7%	85%	100%

Base: 3041 people seen rough sleeping for the first time in 2023/24 who were non-UK nationals and had a date of entry to the UK recorded.

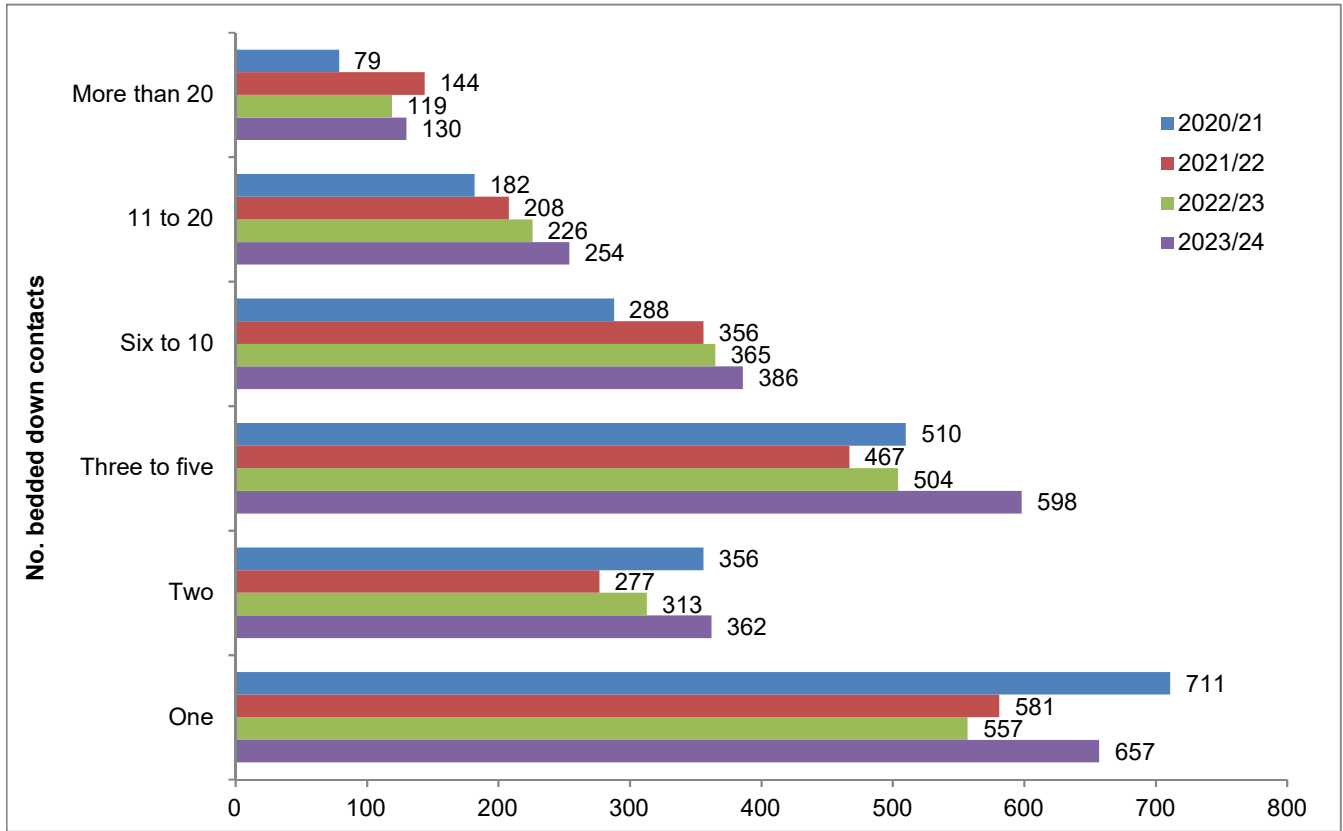
There were 3,041 new rough sleepers in 2023/24 who were non-UK nationals and had information recorded concerning the date they first entered the UK. The above table shows the difference between their date of entry to the UK and the first date they were seen rough sleeping in London, broken down by nationality category. It should be noted that this information is self-reported, and in most cases has not been independently verified.

85% of those represented in the table above had been in the UK for more than a year when they were first seen rough sleeping in London, which is marginally higher than the proportion of 83% in 2022/23. 82% of new rough sleepers from European countries had been in the UK for more than a year, compared to 87% of new rough sleepers from non-European countries.

The proportion of new rough sleepers from any non-UK nationality group seen rough sleeping within two weeks of entering the country remains low, at 4%.

2.7 Stock rough sleepers: Number of times seen

Chart 6: People seen rough sleeping across two consecutive years (stock), by number of times seen rough sleeping in the year, 2020/21 - 2023/24



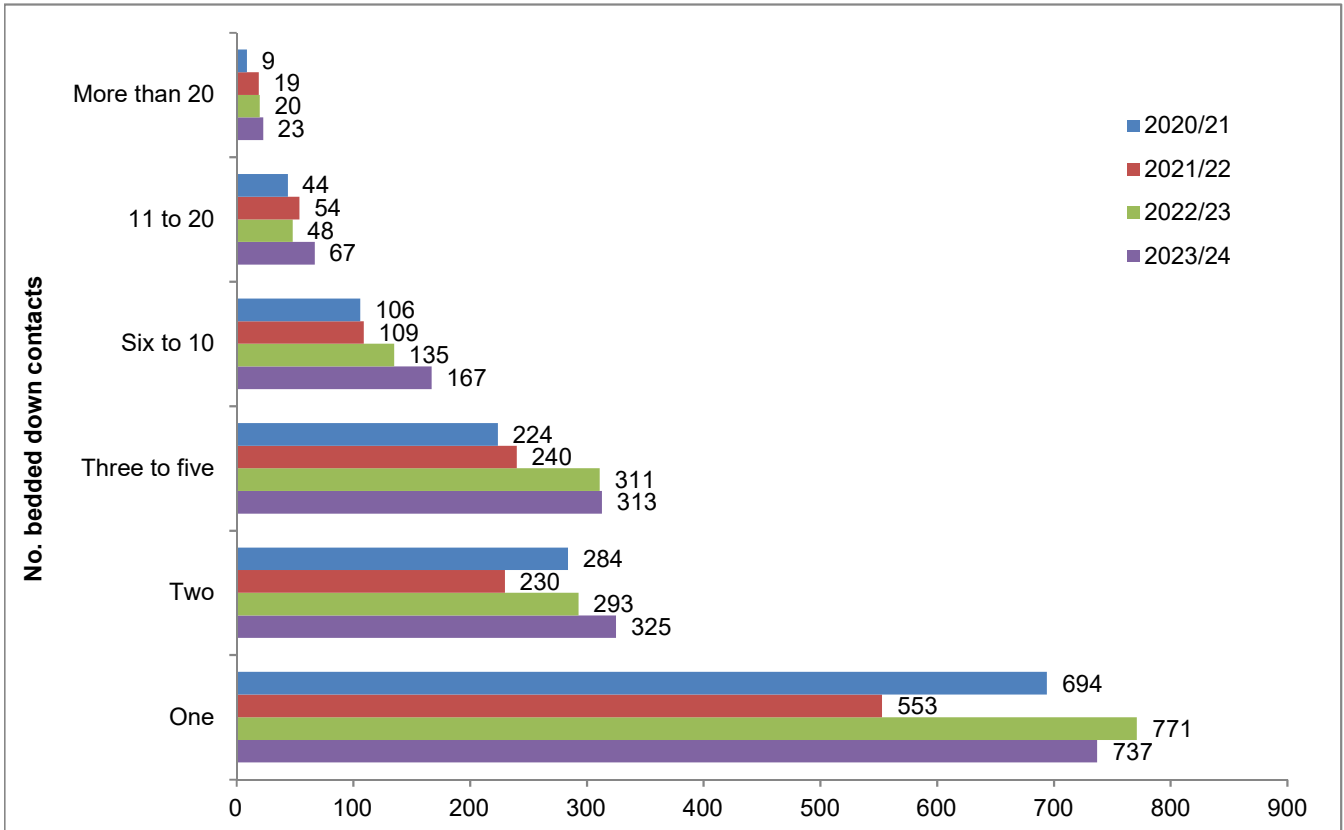
2020/21 base: 2126
 2021/22 base: 2033
 2022/23 base: 2084
 2023/24 base: 2387

The number of people in the stock group has increased by 15% from 2022/23, and represents 20% of the total rough sleeper population in 2023/24 (compared to 21% in 2022/23). 28% of people in the stock group were seen rough sleeping only once in 2023/24, which is similar to the 27% in 2022/23.

The proportion of people from the stock group with one or two bedded down contacts has remained consistent, at 43% in 2023/24 compared to 42% in 2022/23.

2.8 Returner rough sleepers: Number of times seen

Chart 7: People returning to rough sleeping after at least a year away (returners), by number of times seen rough sleeping in the year, 2020/21 - 2023/24



2020/21 base: 1361
 2021/22 base: 1205
 2022/23 base: 1578
 2023/24 base: 1632

The number of people returning to rough sleeping in 2023/24 has increased by 3%, when compared to 2022/23. Returners constituted 14% of all people seen rough sleeping in 2023/24, which is slightly lower than the proportion of 16% in 2022/23.

The proportion of returners who were seen rough sleeping just once during 2023/24 was 45%. This compares to 49% in 2022/23.

3. SPATIAL DISTRIBUTION

3.1 Total rough sleepers by borough: Yearly comparison

Table 2: People seen rough sleeping, by borough, 2020/21 - 2023/24

Borough	2020/21	2021/22	2022/23	2023/24	Change between 2022/23 and 2023/24	
					No.	%
Westminster	2162	1698	2050	2102	52	3%
Camden	630	666	719	903	184	26%
Ealing	624	448	563	710	147	26%
Lambeth	581	438	623	681	58	9%
City of London	350	372	482	656	174	36%
Southwark	567	388	435	549	114	26%
Newham	578	428	503	535	32	6%
Tower Hamlets	400	297	460	498	38	8%
Hammersmith & Fulham	243	214	238	462	224	94%
Brent	374	283	373	455	82	22%
Croydon	322	271	373	449	76	20%
Haringey	405	268	304	442	138	45%
Islington	388	238	337	409	72	21%
Lewisham	301	264	296	353	57	19%
Greenwich	213	135	196	337	141	72%
Hounslow	223	144	196	328	132	67%
Heathrow	117	233	233	308	75	32%
Hillingdon	282	140	167	296	129	77%
Redbridge	380	247	248	279	31	13%
Hackney	350	229	246	251	5	2%
Kensington & Chelsea	271	193	199	226	27	14%
Barnet	282	173	166	216	50	30%
Waltham Forest	261	153	186	203	17	9%
Enfield	326	183	219	197	-22	-10%
Wandsworth	401	264	173	172	-1	-1%
Barking & Dagenham	161	131	139	159	20	14%
Harrow	67	58	96	128	32	33%
Bromley	54	57	92	113	21	23%
Kingston upon Thames	87	99	120	107	-13	-11%
Bexley	88	93	92	106	14	15%
Richmond	115	61	86	100	14	16%
Merton	109	45	63	77	14	22%
Havering	73	69	79	55	-24	-30%
Sutton	18	29	30	28	-2	-7%
Bus route	143	142	142	118	-24	-17%
Tube line	0	18	36	14	-22	-61%

Although Heathrow is located within the borough of Hillingdon and is not actually a borough in itself, it is counted separately for the purposes of CHAIN reporting due to the specific rough sleeping issues found there. Where people have been recorded rough sleeping on public transport, their contacts are ascribed to 'bus route' or 'tube line' rather than to a particular borough.

Combined borough totals will add up to a figure greater than the overall total for London, as some people will have been seen rough sleeping in more than one borough during the period.

The boroughs in which the greatest numbers of people were seen rough sleeping during 2023/24 were Westminster, Camden, Ealing, Lambeth, and City of London. Newham has dropped out of the top five, due to a lower proportionate increase than most of the other higher volume boroughs. City of London has returned to the top five after a period of being lower ranked during and immediately after the Covid-19 pandemic.

Of the top ten boroughs, all saw an increase on their figures from 2022/23, but three (Westminster, Southwark, and Newham) have lower totals than reported in 2020/21. Hammersmith & Fulham showed the greatest increase compared to 2022/23, both in terms of numbers (224) and proportion (94%).

3.2 Total rough sleepers by borough: Flow, stock, returner model

Table 3: People seen rough sleeping in 2023/24, by borough, and flow, stock, returner breakdown

Borough	Flow		Stock		Returner		Total
	No.	%	No.	%	No.	%	No.
Barking & Dagenham	112	70%	21	13%	26	16%	159
Barnet	157	73%	33	15%	26	12%	216
Bexley	75	71%	23	22%	8	8%	106
Brent	318	70%	78	17%	59	13%	455
Bromley	91	81%	13	12%	9	8%	113
Camden	498	55%	253	28%	152	17%	903
City of London	373	57%	207	32%	76	12%	656
Croydon	336	75%	62	14%	51	11%	449
Ealing	465	65%	153	22%	92	13%	710
Enfield	154	78%	23	12%	20	10%	197
Greenwich	256	76%	54	16%	27	8%	337
Hackney	169	67%	41	16%	41	16%	251
Hammersmith & Fulham	342	74%	71	15%	49	11%	462
Haringey	286	65%	96	22%	60	14%	442
Harrow	101	79%	14	11%	13	10%	128
Havering	39	71%	10	18%	6	11%	55
Heathrow	245	80%	29	9%	34	11%	308
Hillingdon	214	72%	50	17%	32	11%	296
Hounslow	241	73%	40	12%	47	14%	328
Islington	281	69%	64	16%	64	16%	409
Kensington & Chelsea	122	54%	60	27%	44	19%	226
Kingston upon Thames	48	45%	51	48%	8	7%	107
Lambeth	435	64%	150	22%	96	14%	681
Lewisham	246	70%	46	13%	61	17%	353
Merton	61	79%	6	8%	10	13%	77
Newham	331	62%	128	24%	76	14%	535
Redbridge	174	62%	48	17%	57	20%	279
Richmond	52	52%	30	30%	18	18%	100
Southwark	360	66%	106	19%	83	15%	549
Sutton	23	82%	1	4%	4	14%	28
Tower Hamlets	316	63%	114	23%	68	14%	498
Waltham Forest	129	64%	42	21%	32	16%	203
Wandsworth	86	50%	57	33%	29	17%	172
Westminster	1145	54%	633	30%	324	15%	2102
Bus route	75	64%	30	25%	13	11%	118
Tube line	6	43%	5	36%	3	21%	14

Although Heathrow is located within the borough of Hillingdon and is not actually a borough in itself, it is counted separately for the purposes of CHAIN reporting due to the specific rough sleeping issues found there. Where people have been recorded rough sleeping on public transport, their contacts are ascribed to 'bus route' or 'tube line' rather than to a particular borough.

Combined borough totals will add up to a figure greater than the overall total for London, as some people will have been seen rough sleeping in more than one borough during the period.

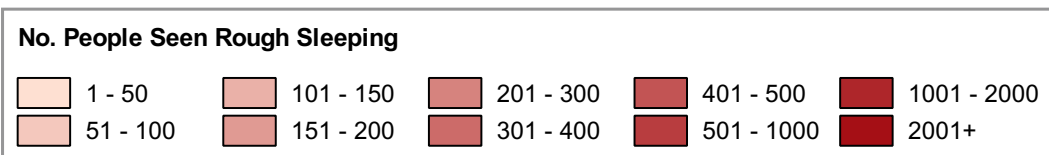
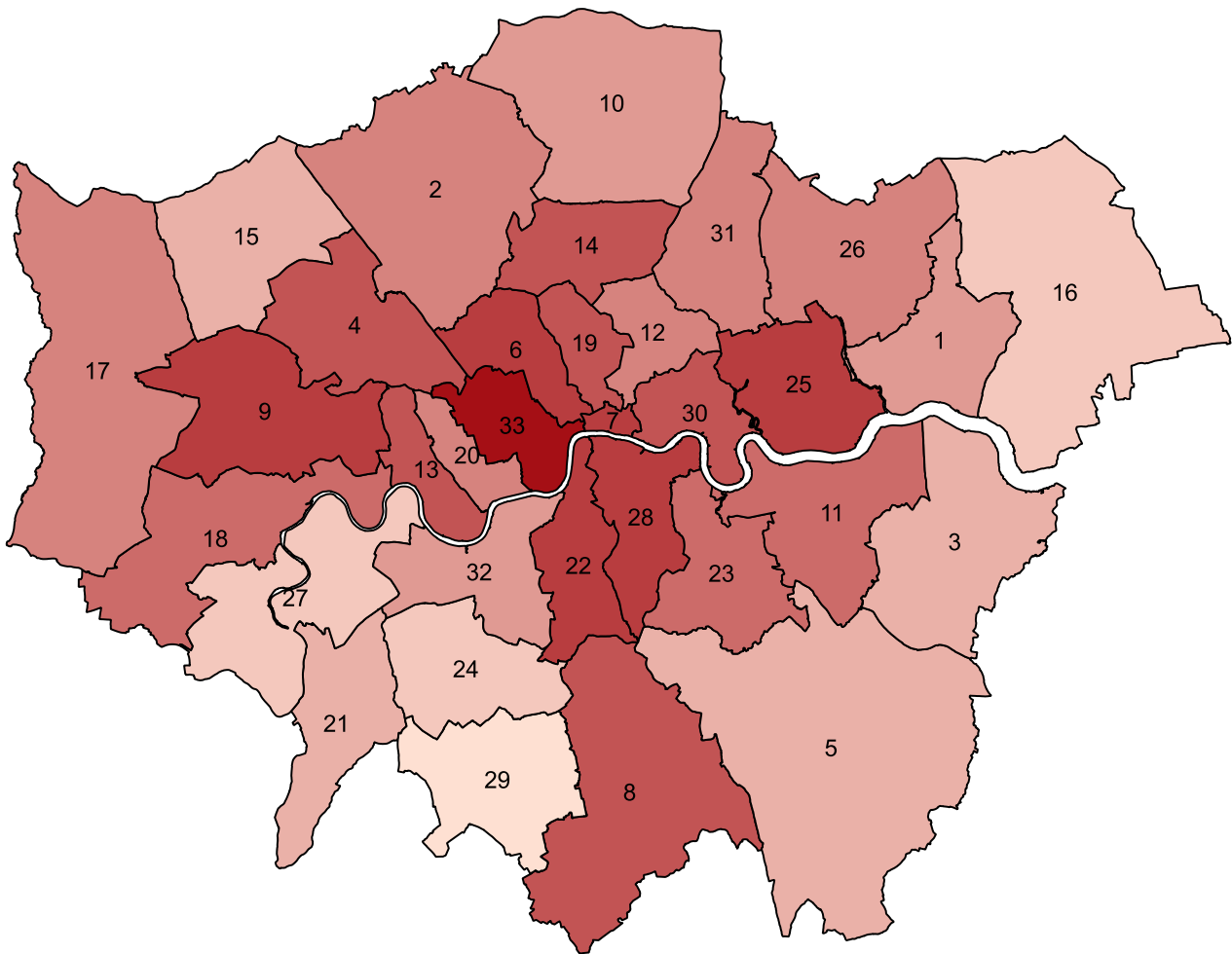
Sutton and Bromley were the boroughs which recorded the greatest proportion of new rough sleepers (flow) during 2023/24, while Kingston and Wandsworth recorded the lowest proportions in this group. Kingston recorded the greatest proportion of people in the stock category, with Sutton recording the lowest proportion. Aside from the small number of people seen rough sleeping on the tube, the boroughs with highest proportions of returners were

Redbridge and Kensington & Chelsea, while the lowest proportion of returners was seen in Kingston.

Please see section 2.1 for an explanation of the flow, stock, returner model.

3.3 Total rough sleepers by borough: Map

Map 1: Total number of people seen rough sleeping in each borough during 2023/24



Key	Borough	Total
1	Barking & Dagenham	159
2	Barnet	216
3	Bexley	106
4	Brent	455
5	Bromley	113
6	Camden	903
7	City of London	656
8	Croydon	449
9	Ealing	710
10	Enfield	197
11	Greenwich	337

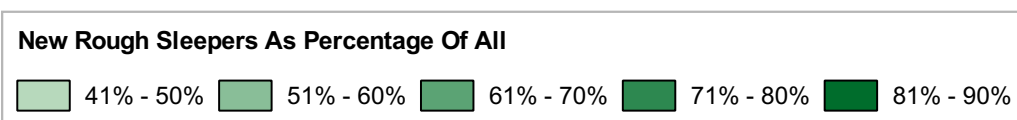
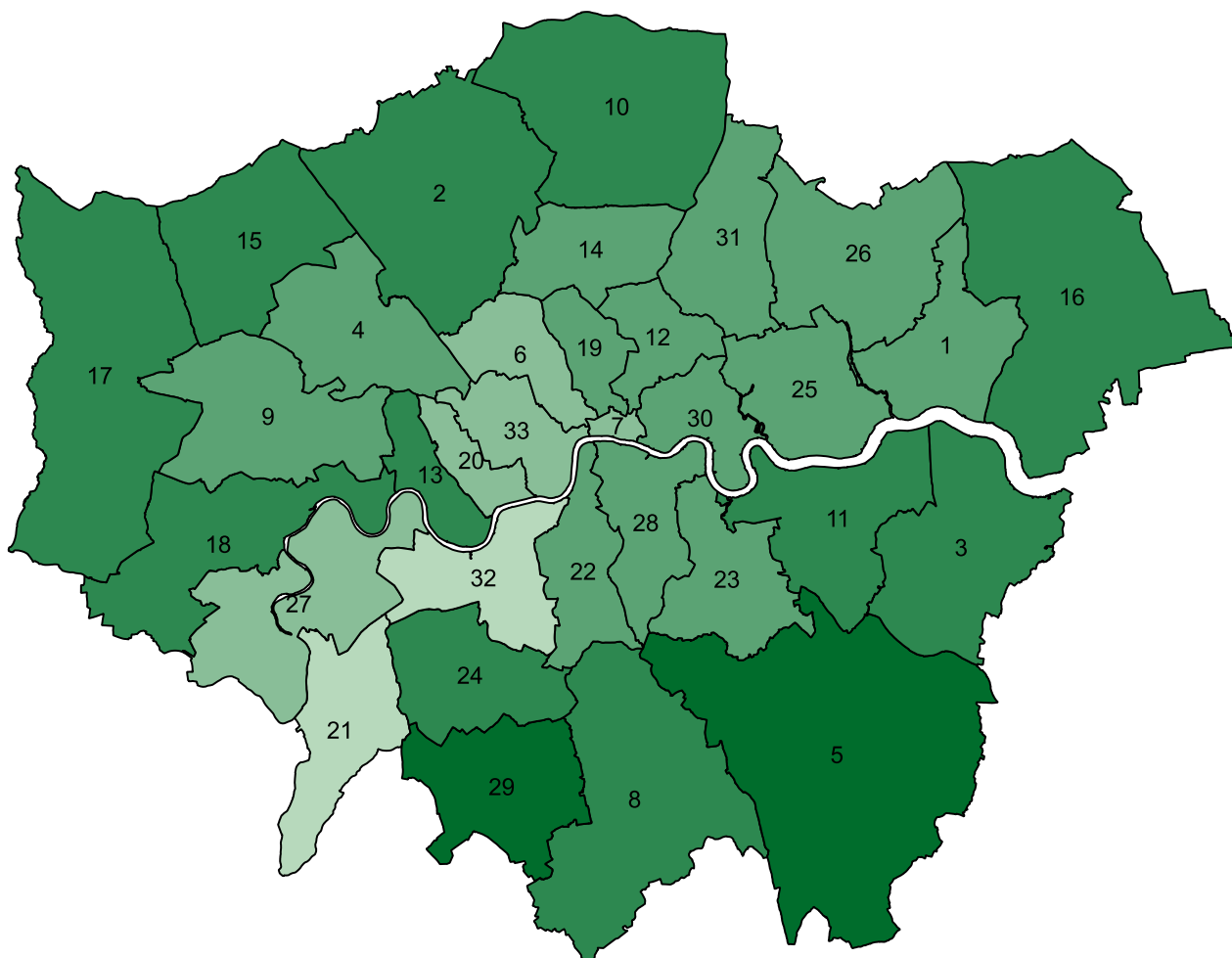
Key	Borough	Total
12	Hackney	251
13	Hammersmith & Fulham	462
14	Haringey	442
15	Harrow	128
16	Havering	55
17	Hillingdon	296
18	Hounslow	328
19	Islington	409
20	Kensington & Chelsea	226
21	Kingston upon Thames	107
22	Lambeth	681

Key	Borough	Total
23	Lewisham	353
24	Merton	77
25	Newham	535
26	Redbridge	279
27	Richmond	100
28	Southwark	549
29	Sutton	28
30	Tower Hamlets	498
31	Waltham Forest	203
32	Wandsworth	172
33	Westminster	2102
34	Heathrow	308

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3.4 New rough sleepers by borough: Map

Map 2: New rough sleepers as a percentage of the total number of people seen rough sleeping in each borough during 2023/24



Key	Borough	%
1	Barking & Dagenham	70
2	Barnet	73
3	Bexley	71
4	Brent	70
5	Bromley	81
6	Camden	55
7	City of London	57
8	Croydon	75
9	Ealing	65
10	Enfield	78
11	Greenwich	76

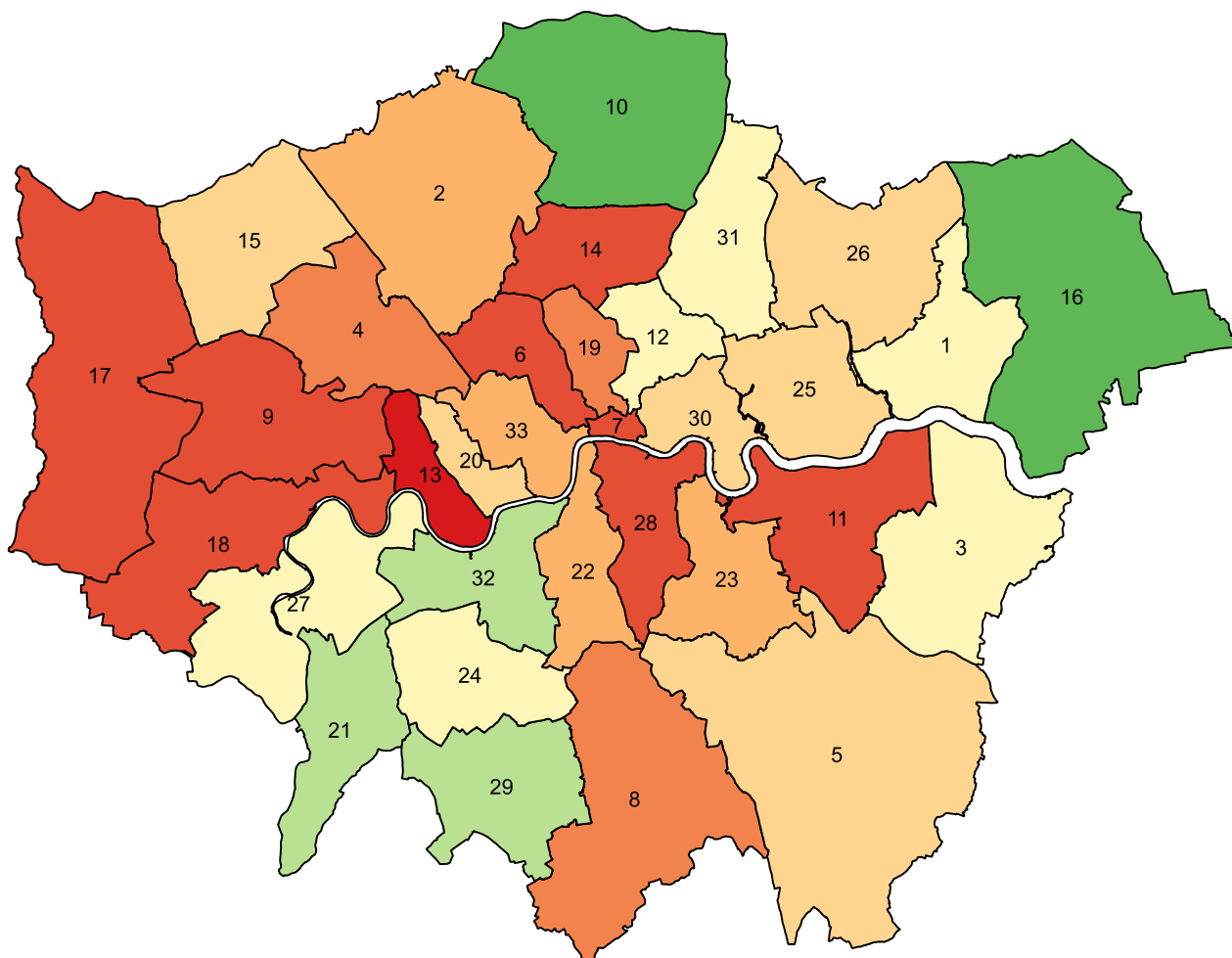
Key	Borough	%
12	Hackney	67
13	Hammersmith & Fulham	74
14	Haringey	65
15	Harrow	79
16	Havering	71
17	Hillingdon	72
18	Hounslow	73
19	Islington	69
20	Kensington & Chelsea	54
21	Kingston upon Thames	45
22	Lambeth	64

Key	Borough	%
23	Lewisham	70
24	Merton	79
25	Newham	62
26	Redbridge	62
27	Richmond	52
28	Southwark	66
29	Sutton	82
30	Tower Hamlets	63
31	Waltham Forest	64
32	Wandsworth	50
33	Westminster	54
34	Heathrow	80

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3.5 Change since 2022/23 by borough: Map

Map 3: Change in total number of people seen rough sleeping in each borough, between 2022/23 and 2023/24



Change In Total Since 2022/23

■ <-20	■ 0 to 20	■ 40 to 60	■ 100 to 200
■ -20 to 0	■ 20 to 40	■ 60 to 100	■ 200+

Key	Borough	Change
1	Barking & Dagenham	20
2	Barnet	50
3	Bexley	14
4	Brent	82
5	Bromley	21
6	Camden	184
7	City of London	174
8	Croydon	76
9	Ealing	147
10	Enfield	-22
11	Greenwich	141

Key	Borough	Change
12	Hackney	5
13	Hammersmith & Fulham	224
14	Haringey	138
15	Harrow	32
16	Havering	-24
17	Hillingdon	129
18	Hounslow	132
19	Islington	72
20	Kensington & Chelsea	27
21	Kingston upon Thames	-13
22	Lambeth	58

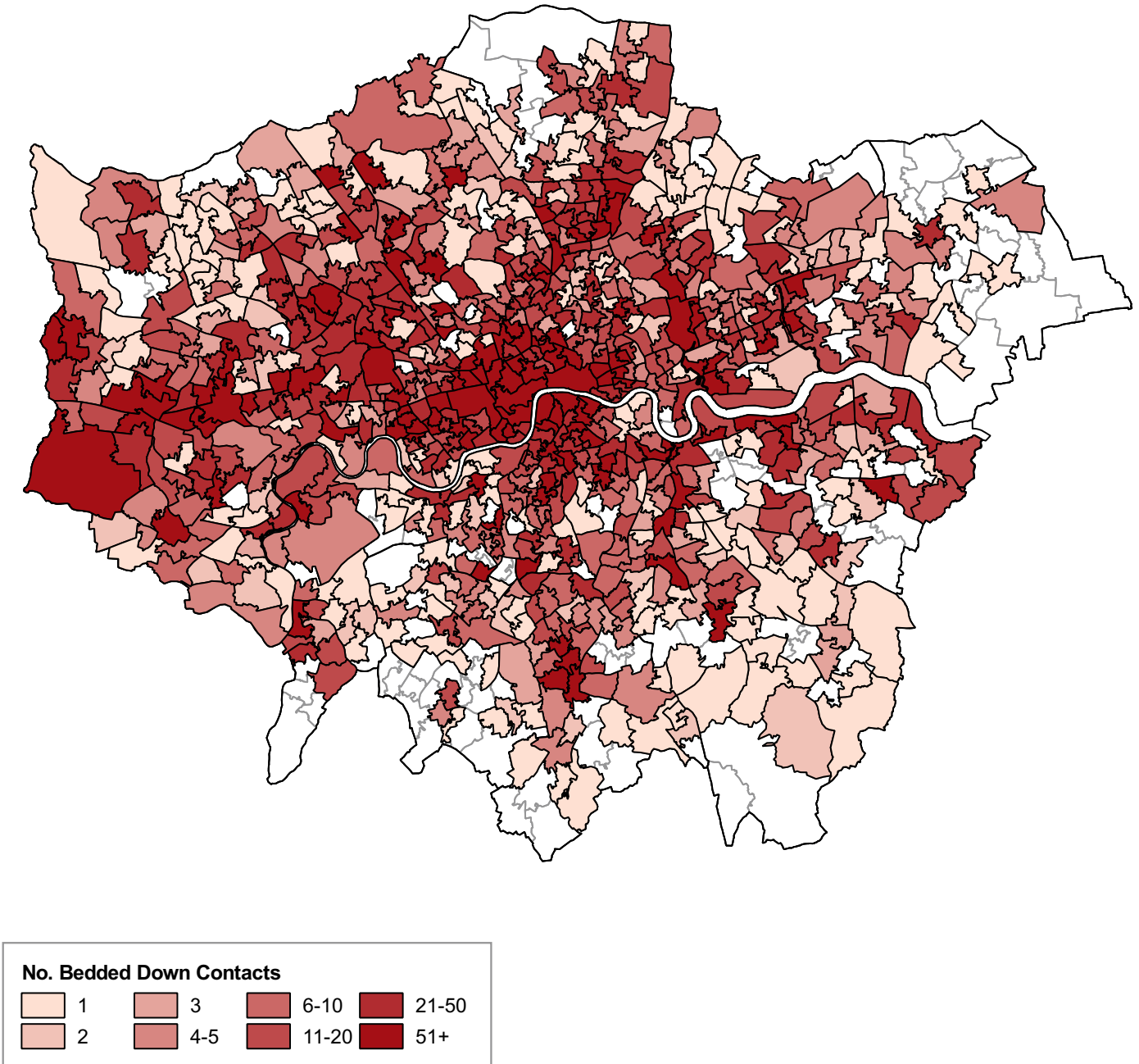
Key	Borough	Change
23	Lewisham	57
24	Merton	14
25	Newham	32
26	Redbridge	31
27	Richmond	14
28	Southwark	114
29	Sutton	-2
30	Tower Hamlets	38
31	Waltham Forest	17
32	Wandsworth	-1
33	Westminster	52
34	Heathrow	75

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3.6 Bedded down street contacts by area: Map

It is important to note that this map represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given area. Recording of street contacts is to some extent influenced by outreach provision and practice, which can vary across local authority areas.

Map 4: Number of bedded down street contacts recorded in each Middle Super Output Area across Greater London during 2023/24



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4. HISTORY PRIOR TO ROUGH SLEEPING

This section of the report presents information about people's circumstances prior to the start of a rough sleeping episode in 2023/24. This includes information about what type of accommodation people had been staying in, the type of departure from that accommodation, and the main underlying cause of the departure. The information is collected for people who were seen rough sleeping for the first time in London during the period, as well as for those who had returned to rough sleeping after a period away. Recording of this information changed fairly significantly midway through 2022/23, so it is not possible to compare data from 2023/24 to a full dataset from the previous year.

As explained in the introduction to this report, the definitions of new and returning rough sleepers used in this section are different to those used for the flow/stock/returner model referenced elsewhere in the report.

In this section, 'last settled base' refers to the last accommodation of a settled nature in which the individual lived. It may be that an individual could also have stayed at some other accommodation in an unsettled situation since leaving their last settled base. If the person was living in private accommodation of some form (e.g. private rented, council tenancy, housing association, owner occupied), and they were a sole or joint legal tenant or owner of the property, their last settled base would be recorded using the option that describes the type of accommodation (e.g. 'private rented accommodation'). If they were staying with someone who was a sole or joint legal tenant or owner of the property, but they themselves were not a sole or joint legal tenant or owner of the property, then they would be recorded as 'living with family/friends/partner'.

Collecting usable information about people's circumstances prior to rough sleeping can be difficult, especially where services have only had limited contact with an individual, or where the person is reluctant to engage. It should be noted that 33% of new rough sleepers and 43% of returning rough sleepers during 2023/24 did not have any information recorded about their previous circumstances.

4.1 History prior to rough sleeping: New rough sleepers

This section of the report presents information about history prior to rough sleeping, for people who had either never been seen rough sleeping in London previously, or whose last rough sleeping contact was over five years (60 months) earlier than their first contact in the report period. It should be noted that the definition of 'new rough sleeper' used for this information is different to the definition of 'flow' used in the 'flow, stock, returner' model referenced elsewhere in this report, and therefore the bases will not be the same.

An individual included in this section could potentially also be included in the figures for returning rough sleepers presented in section 4.2, if they were first seen in the year as a new rough sleeper, had a period of at least 180 days of not being seen, and were then seen again.

Table 4: New rough sleepers in 2023/24, by last settled base

Last settled base in the UK	No.	%
Long-term accommodation		
Living with family/friends/partner	1463	26.1%
Private rented accommodation	1231	22.0%
Council tenancy (local authority accommodation)	192	3.4%
Housing association/RSL accommodation	68	1.2%
Sheltered housing/registered care accommodation	20	0.4%
Employment-related accommodation (except armed forces)	34	0.6%
Owner occupied accommodation	21	0.4%
<i>Long-term accommodation subtotal</i>	3029	54.0%
Short or medium-term accommodation		
Hostel or other supported accommodation	167	3.0%
Temporary accommodation (local authority)	96	1.7%
B&B (not local authority TA)	27	0.5%
Winter/night shelter	9	0.2%
Clinic/Detox/Rehab	3	0.1%
Squat	13	0.2%
<i>Short or medium-term accommodation subtotal</i>	315	5.6%
Institutional & armed forces accommodation		
Asylum support accommodation (NASS/other)	951	17.0%
Care (local authority youth care)	8	0.1%
Hospital	9	0.2%
Prison	121	2.2%
Probation accommodation	5	0.1%
Armed forces accommodation	1	0.0%
<i>Institutional & armed forces accommodation subtotal</i>	1095	19.5%
No settled base since arriving in UK	350	6.2%
Other	108	1.9%
Not known	711	12.7%
Not recorded	2805	
Total (excl. not recorded)	5608	100.0%
Total (incl. not recorded)	8413	

Total excluding not recorded is used as the base for percentages.

Of those new rough sleepers during 2023/24 with information recorded about their last settled base prior to sleeping rough in London, 951 (17% of the total) reported that they had been staying in asylum support accommodation. This is a significant increase on the proportion of 4% of new rough sleepers coming from asylum support accommodation in the second half of 2022/23, and the growth in this group has had a significant impact on the overall total of people seen rough sleeping during the period, as well as on trends in demographics and other characteristics of the overall rough sleeping population. Section 4.3 examines the increase in people coming from asylum support accommodation in more detail.

A little over half (54%) of new rough sleepers had come from some form of long-term accommodation, including 26% who had been living with family, friends or a partner, and 22% who had been tenants in private rented accommodation. These proportions have both decreased compared to the second half of 2022/23, when 31% had been living with family, friends or partner, and 27% had come from private rented accommodation, but this is mainly accounted for by the effect of the increase in the proportion of people whose last settled base was asylum support accommodation.

350 new rough sleepers (6%) were recorded as not having had a settled base since arriving in the UK.

Table 5: New rough sleepers in 2023/24, by type of departure from last settled base, and underlying cause of departure

Cause of departure from last settled base in the UK	Type of departure from last settled base in the UK								Cause of departure total (no.)	Cause of departure total (%)
	Asked to leave by person they were staying with	Evicted	Left of own accord	End of time-limited stay	No departure - still has the accommodation	Other	No settled base since arriving in UK	Not known		
Arrears/debts - change in rent/mortgage	0	61	12	0	0	8	0	2	83	1.5%
Arrears/debts - issues with benefits	3	59	6	0	0	4	0	2	74	1.3%
Arrears/debts - living costs	19	76	28	0	0	9	0	4	136	2.4%
Arrears/debts - loss of employment	33	181	46	0	0	28	0	7	295	5.3%
Arrears/debts - other	12	60	4	0	0	10	0	0	86	1.5%
End of tenancy agreement	0	130	20	0	0	16	0	3	169	3.0%
Illegal eviction	0	138	0	0	0	15	0	1	154	2.7%
Given non-priority decision	0	26	0	0	0	2	0	1	29	0.5%
Relationship breakdown	699	0	109	0	0	58	0	17	883	15.7%
Death of relative/friend	15	4	5	0	0	35	0	0	59	1.1%
Domestic violence - victim	12	0	20	0	0	24	0	1	57	1.0%
Harassment/abuse/violence - victim	9	0	83	0	0	22	0	1	115	2.1%
Unmanaged support need	30	20	32	0	0	4	0	2	88	1.6%
Housing conditions	42	0	37	0	0	8	0	0	87	1.6%
Relocated to be nearer family/friends/community	0	0	20	0	0	0	0	1	21	0.4%
Relocated seeking work	0	0	26	0	0	0	0	2	28	0.5%
Transient/travelling around	0	0	16	0	0	5	0	0	21	0.4%
Anti-social behaviour - perpetrator	15	77	5	0	0	5	0	1	103	1.8%
Domestic violence - perpetrator	11	1	0	0	0	3	0	0	15	0.3%
Taken into custody	0	12	0	0	0	16	0	3	31	0.6%
End of time-limited stay	0	0	0	188	0	13	0	6	207	3.7%
End of asylum accommodation - positive Home Office decision	0	0	0	831	0	31	0	3	865	15.4%
End of asylum accommodation - negative Home Office decision	0	0	0	14	0	0	0	1	15	0.3%
End of asylum accommodation - withdrawal of application	0	0	0	0	0	0	0	0	0	0.0%
No departure - still has the accommodation	0	0	0	0	63	0	0	0	63	1.1%
Other	148	180	105	6	0	142	0	15	596	10.6%
No settled base since arriving in UK	0	0	0	0	0	0	350	0	350	6.2%
Not known	59	78	38	11	0	12	0	780	978	17.4%
Type of departure total (no.)	1107	1103	612	1050	63	470	350	853	5608	100.0%
Type of departure total (%)	19.7%	19.7%	10.9%	18.7%	1.1%	8.4%	6.2%	15.2%	100.0%	

Base: 5608 new rough sleepers for whom information about their last settled base was recorded. This excludes 2805 new rough sleepers for whom no information was recorded.

The most commonly recorded underlying cause of departure was relationship breakdown (883 people, 16%), and in the majority of these cases (699 people) the type of departure was being asked to leave by the person they were staying with. 865 people were recorded as having left asylum support accommodation with a positive Home Office decision, while 15 had left with a negative decision, representing a combined proportion of 16% of the overall base.

674 people (12%) left their last settled base due to some form of problem with arrears or debts, of which 295 (5%) had lost their employment. 115 people (2%) had left their last settled base due to being the victim of harassment, abuse or violence by other people at the accommodation or in the local area, while 57 (1%) left to escape domestic violence.

4.2 History prior to rough sleeping: Returning rough sleepers

This section of the report presents information about history prior to rough sleeping, for people who had returned to rough sleeping after at least 180 days since their previous rough sleeping contact. It should be noted that the definition of 'returning to rough sleeping' used for this information is different to the definition of 'returner' used in the flow, stock, returner model referenced elsewhere in this report, and therefore the bases will not be the same.

An individual included in this section could potentially also be included in the figures for new rough sleepers presented in section 4.1, if they were first seen in the year as a new rough sleeper, had a period of at least 180 days of not being seen, and were then seen again. It is also possible that an individual could have been recorded as returning to rough sleeping more than once during the year. In cases where this has occurred, only the information relating to the individual's most recent return is included in these figures.

Table 6: Returning rough sleepers in 2023/24, by last settled base

Last settled base in the UK	No.	%
Long-term accommodation		
Living with family/friends/partner	243	16.1%
Private rented accommodation	294	19.4%
Council tenancy (local authority accommodation)	56	3.7%
Housing association/RSL accommodation	37	2.4%
Sheltered housing/registered care accommodation	6	0.4%
Employment-related accommodation (except armed forces)	7	0.5%
Owner occupied accommodation	3	0.2%
<i>Long-term accommodation subtotal</i>	646	42.7%
Short or medium-term accommodation		
Hostel or other supported accommodation	252	16.6%
Temporary accommodation (local authority)	118	7.8%
B&B (not local authority TA)	24	1.6%
Winter/night shelter	16	1.1%
Clinic/Detox/Rehab	6	0.4%
Squat	9	0.6%
<i>Short or medium-term accommodation subtotal</i>	425	28.1%
Institutional & armed forces accommodation		
Asylum support accommodation (NASS/other)	17	1.1%
Care (local authority youth care)	0	0.0%
Hospital	9	0.6%
Prison	76	5.0%
Probation accommodation	2	0.1%
Armed forces accommodation	1	0.1%
<i>Institutional & armed forces accommodation subtotal</i>	105	6.9%
No settled base since arriving in UK	131	8.7%
Other	37	2.4%
Not known	170	11.2%
Not recorded	1141	
Total (excl. not recorded)	1514	100.0%
Total (incl. not recorded)	2655	

Total excluding not recorded is used as the base for percentages.

Of those people whose history prior to returning to rough sleeping was recorded, 43% reported their last settled base as having been some form of long-term accommodation (compared to 54% of new rough sleepers), while 28% reported short or medium-term accommodation (compared to 6% of new rough sleepers). 19% were tenants in private rented accommodation, while 16% had been living with family, friends or a partner. 17% had been living in a hostel or supported accommodation (compared to 3% of new rough sleepers), while 8% had been living in local authority temporary accommodation (compared to 2% of new rough sleepers).

The trend of people arriving on the streets following departure from asylum support accommodation was much less pronounced amongst returning rough sleepers, with 1% reporting this type of last settled base, compared to 17% of new rough sleepers.

Table 7: Returning rough sleepers in 2023/24, by type of departure from last settled base, and underlying cause of departure

Cause of departure from last settled base in the UK	Type of departure from last settled base in the UK								Cause of departure total (no.)	Cause of departure total (%)
	Asked to leave by person they were staying with	Evicted	Left of own accord	End of time-limited stay	No departure - still has the accommodation	Other	No settled base since arriving in UK	Not known		
Arrears/debts - change in rent/mortgage	0	15	1	0	0	0	0	0	16	1.1%
Arrears/debts - issues with benefits	3	25	1	0	0	1	0	1	31	2.0%
Arrears/debts - living costs	2	19	8	0	0	1	0	0	30	2.0%
Arrears/debts - loss of employment	6	31	7	0	0	3	0	0	47	3.1%
Arrears/debts - other	4	25	4	0	0	4	0	0	37	2.4%
End of tenancy agreement	0	35	6	0	0	3	0	2	46	3.0%
Illegal eviction	0	26	0	0	0	3	0	0	29	1.9%
Given non-priority decision	0	22	0	0	0	0	0	3	25	1.7%
Relationship breakdown	88	0	23	0	0	5	0	8	124	8.2%
Death of relative/friend	2	0	2	0	0	5	0	1	10	0.7%
Domestic violence - victim	1	0	10	0	0	2	0	0	13	0.9%
Harassment/abuse/violence - victim	2	0	42	0	0	7	0	0	51	3.4%
Unmanaged support need	12	11	22	0	0	0	0	1	46	3.0%
Housing conditions	5	0	16	0	0	2	0	0	23	1.5%
Relocated to be nearer family/friends/community	0	0	6	0	0	1	0	0	7	0.5%
Relocated seeking work	0	0	5	0	0	1	0	0	6	0.4%
Transient/travelling around	0	0	11	0	0	2	0	0	13	0.9%
Anti-social behaviour - perpetrator	4	77	4	0	0	1	0	0	86	5.7%
Domestic violence - perpetrator	0	1	1	0	0	0	0	0	2	0.1%
Taken into custody	0	5	0	0	0	5	0	0	10	0.7%
End of time-limited stay	0	0	0	113	0	9	0	6	128	8.5%
End of asylum accommodation - positive Home Office decision	0	0	0	6	0	1	0	0	7	0.5%
End of asylum accommodation - negative Home Office decision	0	0	0	4	0	0	0	0	4	0.3%
End of asylum accommodation - withdrawal of application	0	0	0	0	0	0	0	0	0	0.0%
No departure - still has the accommodation	0	0	0	0	61	0	0	0	61	4.0%
Other	22	90	51	4	0	44	0	9	220	14.5%
No settled base since arriving in UK	0	0	0	0	0	0	131	0	131	8.7%
Not known	14	28	33	2	0	10	0	224	311	20.5%
Type of departure total (no.)	165	410	253	129	61	110	131	255	1514	100.0%
Type of departure total (%)	10.9%	27.1%	16.7%	8.5%	4.0%	7.3%	8.7%	16.8%	100.0%	

Base: 1514 returning rough sleepers for whom information about their last settled base was recorded. This excludes 1141 returning rough sleepers for whom no information was recorded.

The most frequently recorded cause of departure from last settled base for returning rough sleepers was having reached the end of a time-limited stay, with 128 people (8%) having reported this. As with new rough sleepers, relationship breakdown was also a significant factor, with 124 (8%) people having reported this, the majority of whom (88 people) had been asked to leave by the person they were staying with.

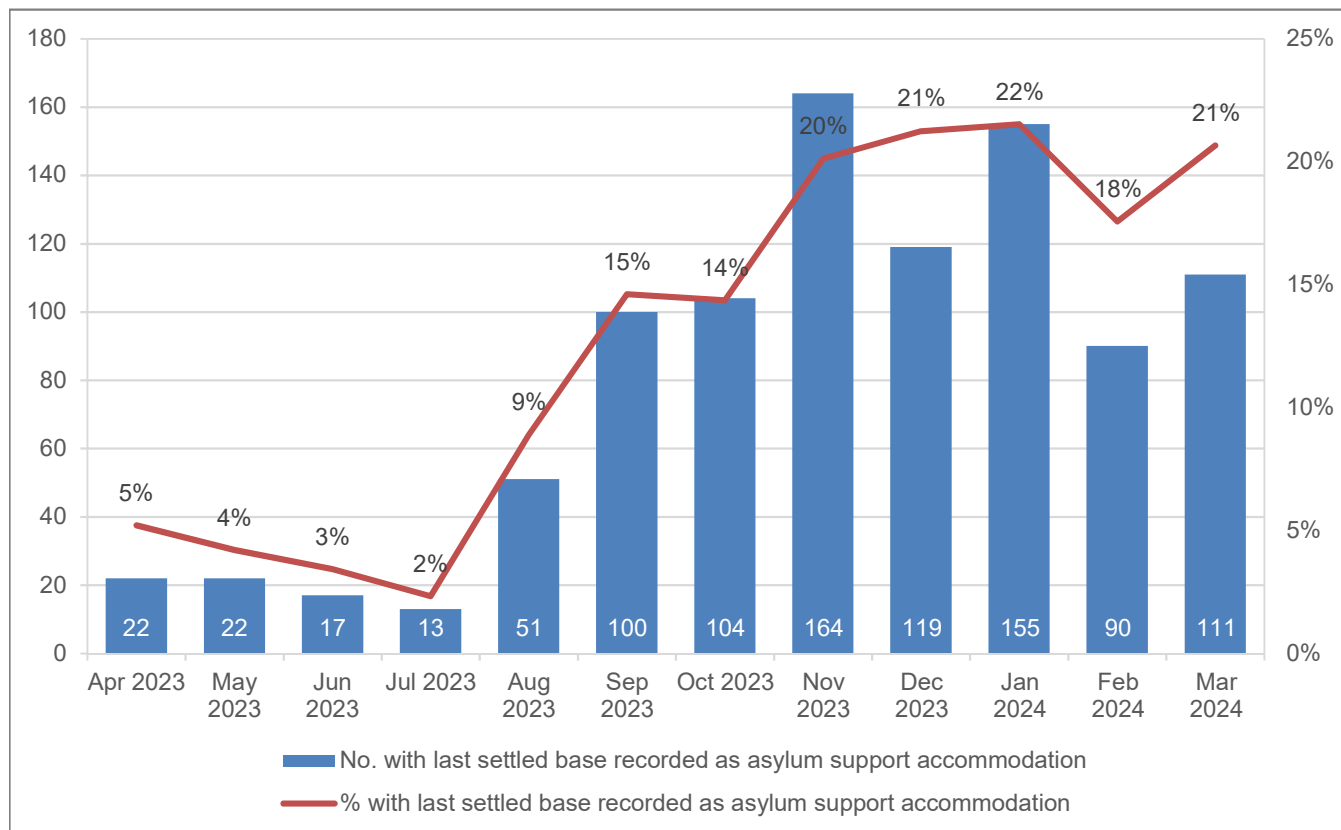
161 returning rough sleepers left their last settled base due to some form of problem with arrears or debts, with loss of employment being the single most common cause amongst this group, reported by 47 people (3%). 86 people (6%) left their last settled base as the result of being a perpetrator of anti-social behaviour, the majority of whom were evicted (77). 51 people (3%) left due to being the victim of harassment, abuse or violence (not including domestic violence).

Looking at types of departure, eviction was the most common category, with 410 people (27%) people having been evicted. This compares to 20% of new rough sleepers who had been evicted from their last settled base.

4.3 People seen rough sleeping after leaving asylum support accommodation

The chart below provides a monthly breakdown of people who started a new rough sleeping episode during 2023/24, either as a new or returning rough sleeper, whose last settled base was recorded as asylum support accommodation. The month designation is based on the month in which their rough sleeping episode started, rather than the month they left the accommodation. People included in this chart are also counted in the asylum support accommodation figures given in tables 4 and 6 in this section of the report.

Chart 8: New and returning rough sleepers during 2023/24 whose last settled base was recorded as asylum support accommodation, by month



Baseline for percentages is the total number of new and returning rough sleepers during the month who had information recorded about their last settled base (including that the last settled base was not known).

A further ten people who had their last settled base recorded as something other than asylum support accommodation were recorded as having stayed in asylum support accommodation as an unsettled situation, between leaving their last settled base and starting to sleep rough. Many people starting new rough sleeping episodes during the period did not have any information about their previous circumstances recorded, and it may be that some of these had also been staying in asylum support accommodation.

The chart shows how the number and proportion of people starting to rough sleep after leaving asylum support accommodation increased during the year. It is likely that this increase is related to Home Office policy and operational changes made in 2023. The Home Office implemented a 'streamlined asylum processing system' in February 2023, which applied to claims made before 28 June 2022 for confirmed nationals of Afghanistan, Eritrea, Libya, Syria, and Yemen. As a result of this policy, a large number of Home Office decisions were served in 2023.

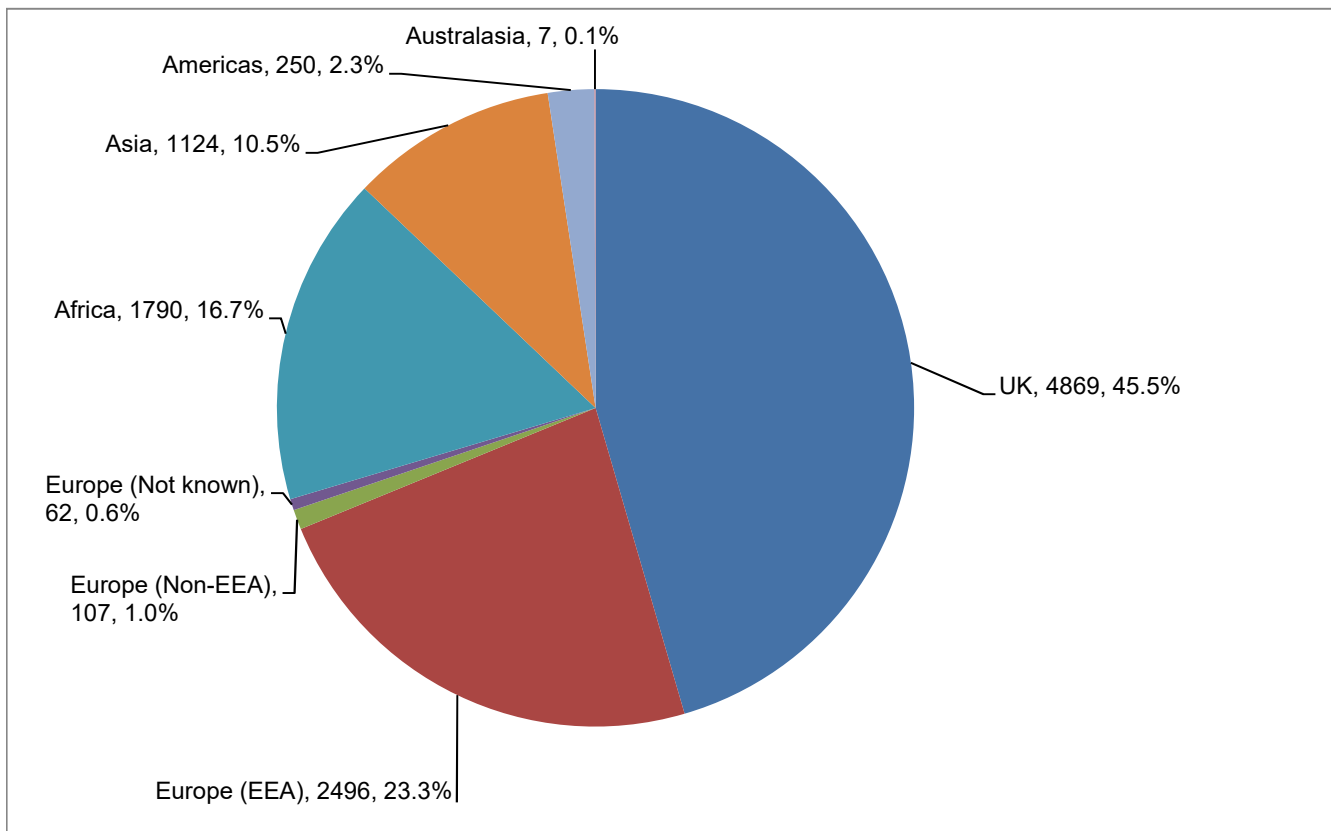
Additionally, during 2023 the Home Office temporarily amended their approach to the 28-day 'move-on' period for all newly recognised refugees to vacate asylum accommodation. Operationally, the 28-day 'move-on' period had previously been linked to when a Biometric Residence Permit (BRP) is issued, and commenced with the notice of asylum support being discontinued. However, in August 2023, the Home Office revised this process so that the 28-day period started from the date that the individual was served their asylum decision. This meant that, in practice, the minimum 'notice to quit' period for newly recognised refugees following receipt of their BRP was reduced from 28 days to just seven days. The Home Office has stated that the normal process was reintroduced in September 2023.

The first of these changes increased the number of evictions from asylum accommodation, while the second significantly reduced the amount of time available for those receiving a decision to make accommodation arrangements.

5. DEMOGRAPHICS & SUPPORT NEEDS

5.1 Nationality: Overall composition

Chart 9: People seen rough sleeping in 2023/24, by nationality



Base: 10705 people seen rough sleeping during the period whose nationality was known. This excludes 1288 people whose nationality was not known.

The nationality profile of people seen rough sleeping in London remains diverse, with a total of 146 different nationalities recorded during 2023/24. The proportion of people seen rough sleeping who were UK nationals was 45% (4,689 people), which is somewhat lower than the proportions of 49% in 2022/23 and 52% in 2021/22. The proportion of people from EEA countries was 23% (2,496 people), which is again lower than the proportions of 30% recorded in 2022/23, and 29% in 2021/22.

People from African countries constituted the third largest nationality group, at 17% (1,790 people). This has increased from 10% (859 people) in 2022/23, and 9% (640 people) in 2021/22. Asian nationals constituted 10% of people seen rough sleeping in 2023/24 (1,124 people), compared to 8% (712 people) in 2022/23, and 7% (509 people) in 2021/22.

For convenience of reporting, and due to specific implications around benefit entitlements and access to services, people from Africa, Asia, the Americas, and Australasia are sometimes grouped together under the overall heading of 'Rest of the world'. During 2023/24, the proportion of people seen rough sleeping from this 'Rest of the world' heading was 30%, which is higher than the proportion of 25% of people seen rough sleeping who were from European countries (excluding the UK). This is the first time that the proportion of people seen rough sleeping from the 'Rest of the world' has been higher than that of people from Europe. The

'Rest of the world' proportion has increased by ten percentage points from the 20% recorded in 2022/23, while the proportion of Europeans reduced by six percentage points from 31%. Europeans were the only overall grouping which showed a decrease in numbers between 2022/23 and 2023/24, with 89 fewer people seen rough sleeping.

As in previous recent years, Romanians (957, 9%) comprised the single largest non-UK nationality, but Eritreans (671, 6%) have overtaken Poles (566, 5%) as the second largest. People from Sudan (393, 4%) and India (378, 4%) were the fourth and fifth most numerous non-UK nationalities.

The number of people seen rough sleeping whose nationality was not known was 1,288, which is only a very minor increase on the total of 1,272 in 2022/23, but significantly higher than that of 792 in 2021/22. The high proportion of people whose nationality was not known means that commentary on nationality trends should be treated with caution. It should be borne in mind that non-UK nationals tend to be more likely than UK nationals to be recorded as unknown nationality.

A full breakdown of all nationalities seen rough sleeping during the period can be obtained from the CHAIN Annual Data Tables file which accompanies this report.

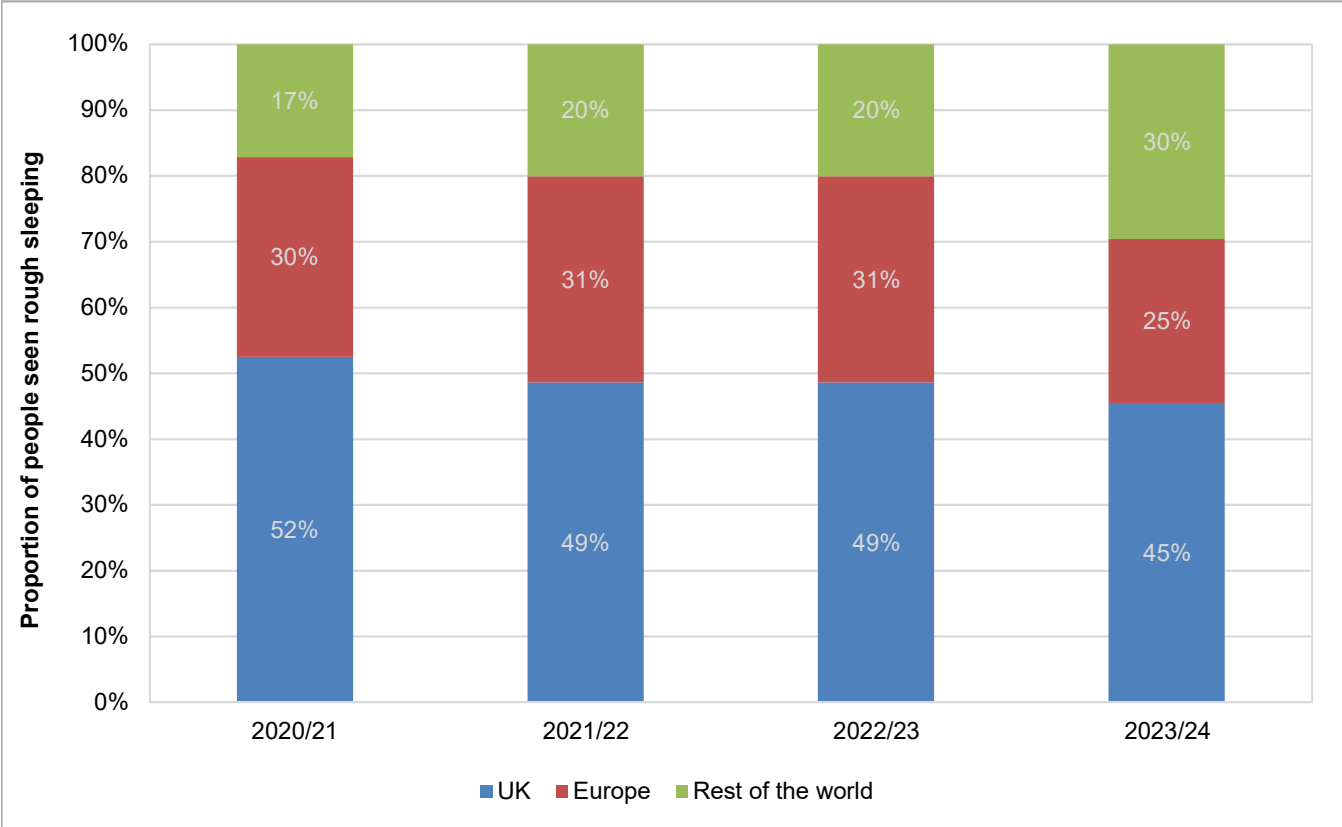
5.2 Nationality: Yearly comparison

Table 8: Nationality breakdown of people seen rough sleeping, 2020/21 - 2023/24

Nationality	2020/21		2021/22		2022/23		2023/24	
	No.	%	No.	%	No.	%	No.	%
UK	5139	50.2%	3954	52.5%	4265	48.6%	4869	45.5%
Romania	1133	11.1%	895	11.9%	1031	11.7%	957	8.9%
Poland	647	6.3%	432	5.7%	550	6.3%	566	5.3%
Lithuania	163	1.6%	121	1.6%	153	1.7%	147	1.4%
Ireland (Republic of)	117	1.1%	107	1.4%	127	1.4%	144	1.3%
Portugal	169	1.6%	131	1.7%	128	1.5%	121	1.1%
Italy	130	1.3%	86	1.1%	92	1.0%	113	1.1%
Bulgaria	114	1.1%	84	1.1%	120	1.4%	107	1.0%
Spain	70	0.7%	40	0.5%	61	0.7%	53	0.5%
France	74	0.7%	33	0.4%	62	0.7%	51	0.5%
Latvia	79	0.8%	43	0.6%	65	0.7%	40	0.4%
Other European (EEA) countries	277	2.7%	186	2.5%	204	2.3%	197	1.8%
Europe (EEA)	2973	29.0%	2158	28.6%	2593	29.5%	2496	23.3%
Ukraine	13	0.1%	19	0.3%	30	0.3%	31	0.3%
Turkey	27	0.3%	14	0.2%	18	0.2%	30	0.3%
Other European (Non-EEA) countries	49	0.5%	45	0.6%	47	0.5%	46	0.4%
Europe (Non-EEA)	89	0.9%	78	1.0%	95	1.1%	107	1.0%
Europe (Not known)	71	0.7%	54	0.7%	66	0.8%	62	0.6%
Eritrea	358	3.5%	130	1.7%	259	2.9%	671	6.3%
Sudan	92	0.9%	79	1.0%	108	1.2%	393	3.7%
Nigeria	90	0.9%	80	1.1%	84	1.0%	120	1.1%
Ethiopia	75	0.7%	23	0.3%	44	0.5%	89	0.8%
Somalia	134	1.3%	58	0.8%	65	0.7%	79	0.7%
Algeria	77	0.8%	43	0.6%	37	0.4%	48	0.4%
Ghana	23	0.2%	26	0.3%	36	0.4%	45	0.4%
Other African countries	269	2.6%	201	2.7%	226	2.6%	345	3.2%
Africa	1118	10.9%	640	8.5%	859	9.8%	1790	16.7%
India	273	2.7%	181	2.4%	255	2.9%	378	3.5%
Afghanistan	88	0.9%	63	0.8%	87	1.0%	175	1.6%
Iran	83	0.8%	59	0.8%	87	1.0%	147	1.4%
Syrian Arab Republic	8	0.1%	10	0.1%	21	0.2%	66	0.6%
Pakistan	52	0.5%	36	0.5%	44	0.5%	50	0.5%
Sri Lanka	40	0.4%	30	0.4%	36	0.4%	46	0.4%
Bangladesh	27	0.3%	14	0.2%	36	0.4%	44	0.4%
Other Asian countries	131	1.3%	116	1.5%	146	1.7%	218	2.0%
Asia	702	6.9%	509	6.8%	712	8.1%	1124	10.5%
Jamaica	53	0.5%	50	0.7%	57	0.6%	77	0.7%
USA	17	0.2%	24	0.3%	29	0.3%	46	0.4%
Other Americas countries	72	0.7%	62	0.8%	97	1.1%	127	1.2%
Americas	142	1.4%	136	1.8%	183	2.1%	250	2.3%
Australasia	13	0.1%	8	0.1%	8	0.1%	7	0.1%
Not known	771		792		1272		1288	
Total (excl. not known)	10247	100.0%	7537	100.0%	8781	100.0%	10705	100.0%
Total (incl. not known)	11018		8329		10053		11993	

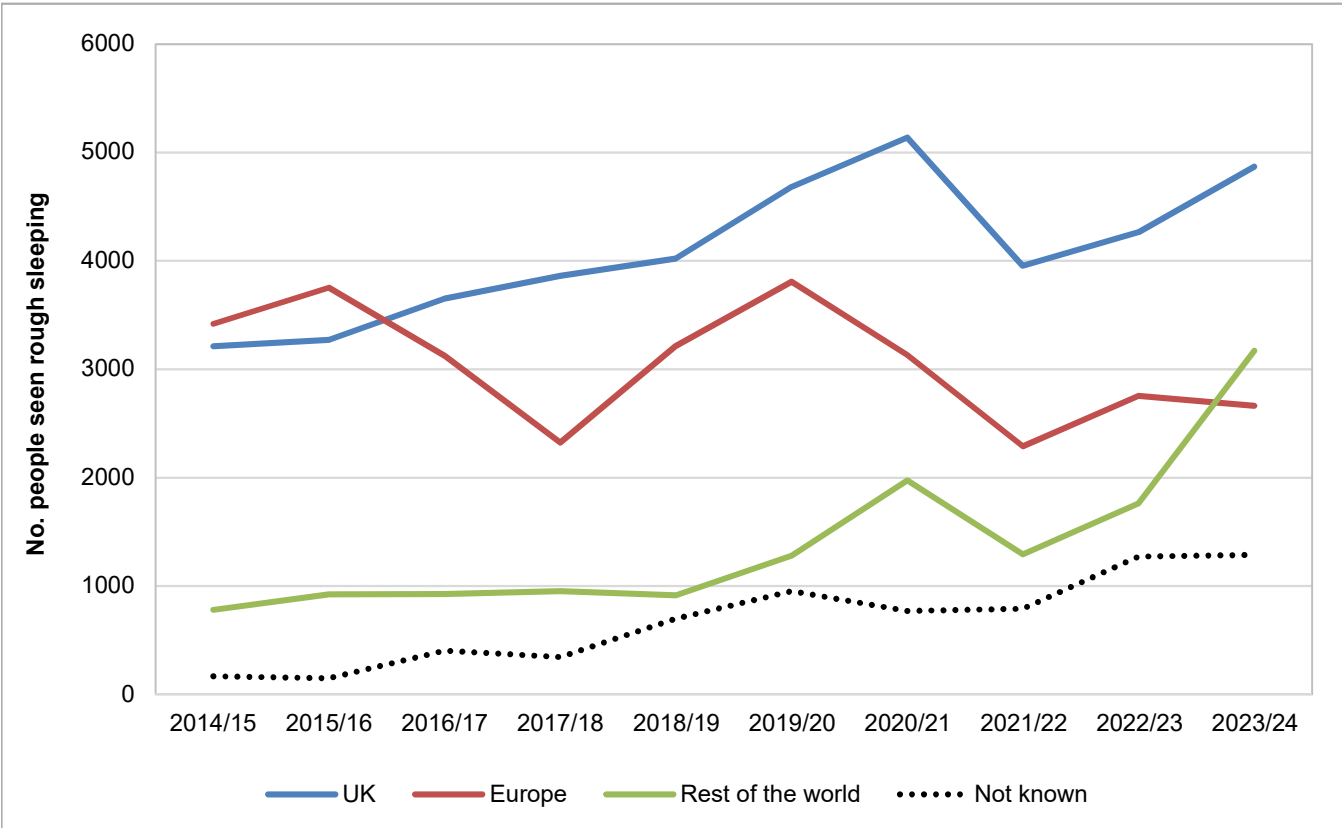
Total excluding not known is used as the base for percentages.

Chart 10: Nationality proportions for people seen rough sleeping, 2020/21 - 2023/24



Total excluding not known is used as the base for percentages.

Chart 11: Nationality of people seen rough sleeping, 2014/15 - 2023/24



5.3 Nationality: Flow, stock, returner model

Table 9: Nationality of people seen rough sleeping during 2023/24, by flow, stock, returner breakdown

Nationality category	Flow		Stock		Returner		Total	
	No.	%	No.	%	No.	%	No.	%
UK	2925	60%	1104	23%	840	17%	4869	100%
Europe	1301	49%	861	32%	503	19%	2665	100%
Rest of the world	2521	80%	374	12%	276	9%	3171	100%
Not known	1227	95%	48	4%	13	1%	1288	100%
Total	7974	66%	2387	20%	1632	14%	11993	100%

Base: 11993 people seen rough sleeping during the period.

The most significant variation appears between the Europe and 'Rest of the world' (i.e. non-European) nationality groups, with 49% of European nationals falling into the flow category, compared to 80% of rest of the world nationals. European nationals have the highest proportion of people falling into the stock category, at 32%, while people from the 'Rest of the world' have the lowest proportion, at 12%. UK and European nationals showed similar proportions of returners (17% and 19% respectively), while people from the 'Rest of the world' were much less likely to be returners, at 9%.

Table 10: Flow, stock, returner breakdown of people seen rough sleeping during 2023/24, by nationality

Nationality category	Flow		Stock		Returner		Total	
	No.	%	No.	%	No.	%	No.	%
UK	2925	37%	1104	46%	840	51%	4869	41%
Europe	1301	16%	861	36%	503	31%	2665	22%
Rest of the world	2521	32%	374	16%	276	17%	3171	26%
Not known	1227	15%	48	2%	13	1%	1288	11%
Total	7974	100%	2387	100%	1632	100%	11993	100%

Base: 11993 people seen rough sleeping during the period.

UK nationals form a notably higher proportion of the returner group, while European nationals are especially overrepresented amongst the stock group. As might be expected, the proportion of people whose nationality was not known was markedly higher amongst the flow group.

5.4 Immigration status

The table below compares immigration status amongst different nationality groups, excluding UK nationals. It should be noted that this information is self-reported or based on what outreach workers could conclude from the information given, and in many cases it has not been independently verified by an immigration adviser. Therefore, immigration status data should be treated with caution.

In this table ‘Rest of the world’ refers to anywhere outside the EEA, whereas the general usage elsewhere in this report is for ‘Rest of the world’ to mean anywhere outside of Europe as a whole. This is because EEA nationals have specific immigration statuses available to them, which mostly do not apply to those from other countries.

Table 11: Non-UK nationals seen rough sleeping in 2023/24, by immigration status

Immigration status	Europe - EEA	Rest of the world	Total
EUSS settled status	700	39	739
EUSS pre-settled status	554	33	587
Pending EUSS application	91	11	102
EEA national - no status under Settlement Scheme*	82	0	82
Irish national	135	0	135
Indefinite leave to remain	82	757	839
Limited leave to remain	46	483	529
Asylum seeker	0	166	166
Refugee	0	833	833
No valid leave/undocumented	268	506	774
No clear status	522	491	1013
Not recorded	16	21	37
Total	2496	3340	5836

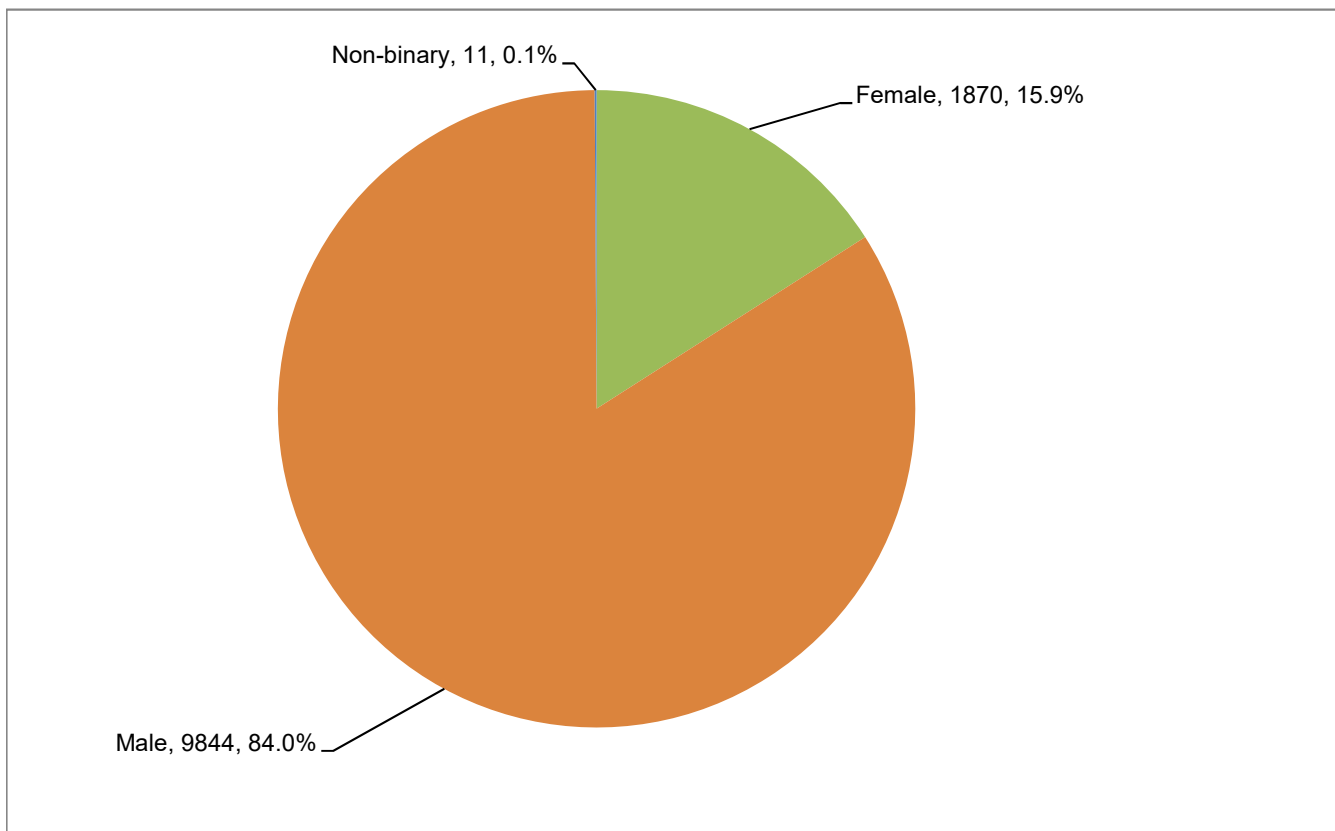
Base: 5836 people seen rough sleeping during the period whose nationality was known and who were not UK nationals.

*This category has been discontinued following the April 2023 review of immigration recording on CHAIN, but some people recorded against it have not yet been updated with a new assessment.

The table above shows that over a quarter (27%) of non-UK nationals were recorded as having either ‘indefinite leave to remain’ or ‘EUSS settled status’ (1,578 people). The next most commonly recorded status was ‘refugee’, with 833 people having this status - this is almost four times higher than in 2022/23. 17% of non-UK nationals were recorded as having no clear immigration status.

5.5 Gender

Chart 12: People seen rough sleeping in 2023/24, by gender



Base: 11725 people seen rough sleeping during the period whose gender was known. This excludes 268 people whose gender was not known.

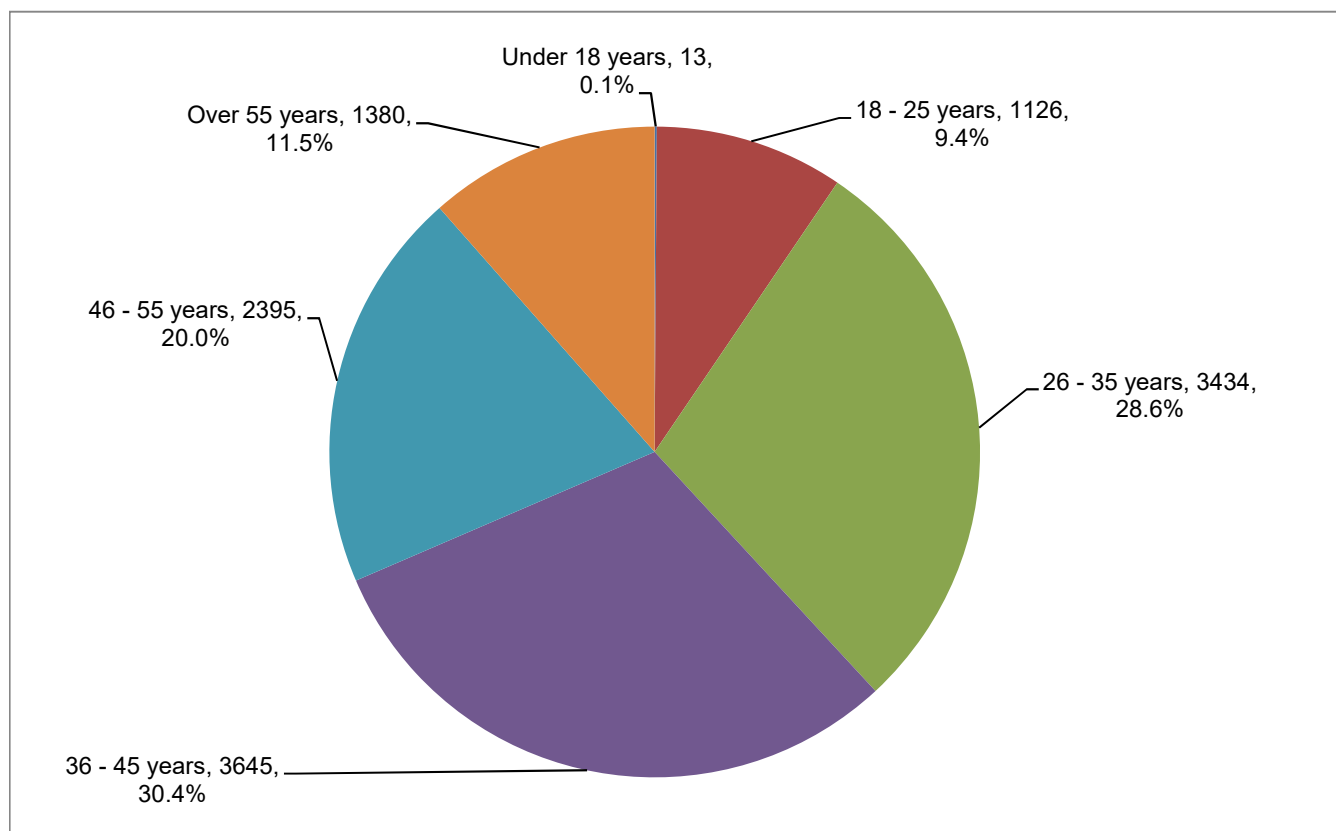
Table 12: People seen rough sleeping, by gender, 2020/21 - 2023/24

Gender	2020/21		2021/22		2022/23		2023/24	
	No.	%	No.	%	No.	%	No.	%
Female	1699	15.6%	1427	17.4%	1642	16.7%	1870	15.9%
Male	9217	84.4%	6782	82.6%	8175	83.2%	9844	84.0%
Non-binary	5	0.0%	6	0.1%	11	0.1%	11	0.1%
Not known	97		114		225		268	
Total (excl. not known)	10921	100.0%	8215	100.0%	9828	100.0%	11725	100.0%
Total (incl. not known)	11018		8329		10053		11993	

The gender breakdown of people seen rough sleeping has remained broadly consistent, with 84% of people recorded in 2023/24 being male, compared to 83% in 2022/23.

5.6 Age

Chart 13: People seen rough sleeping in 2023/24, by age



Base: 11993 people seen rough sleeping during the period.

Table 13: People seen rough sleeping, by age, 2020/21 - 2023/24

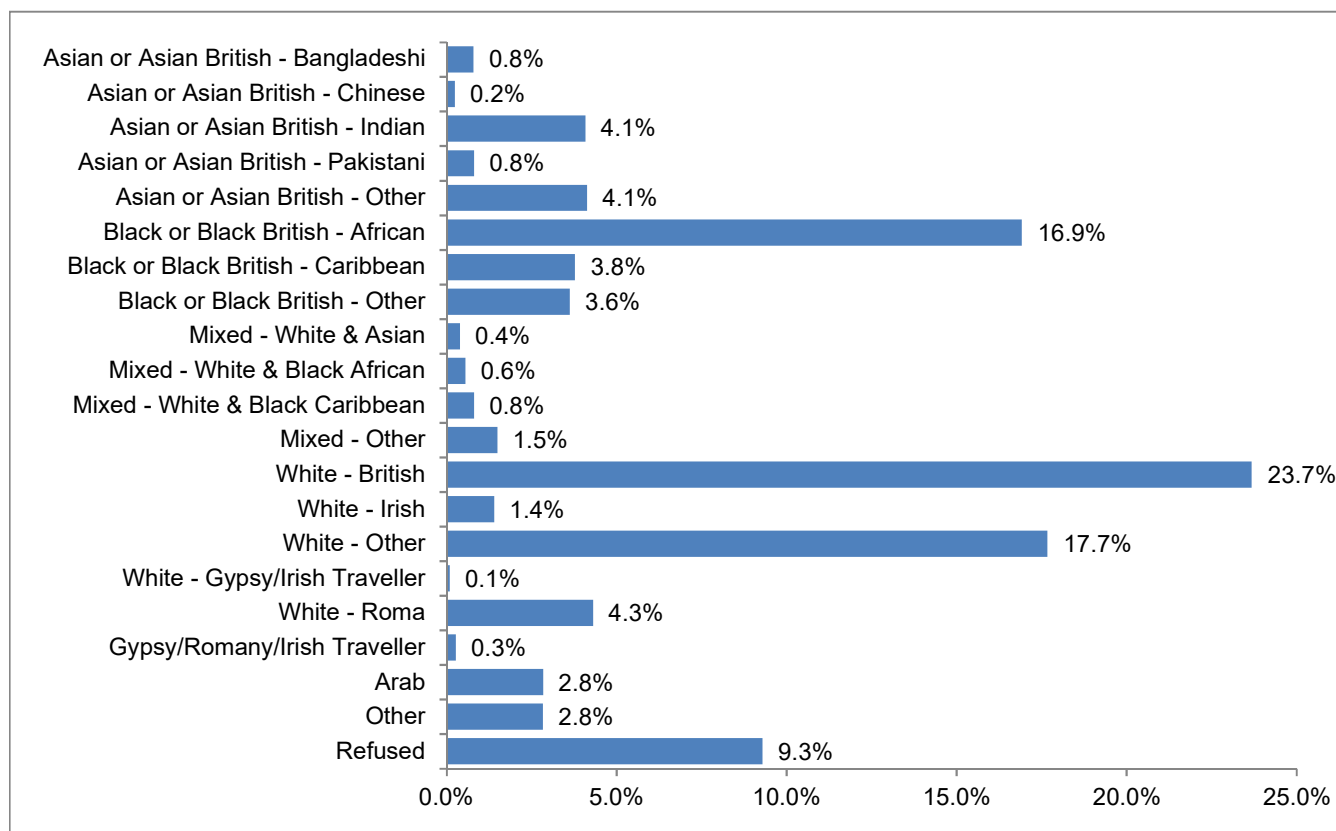
Age	2020/21		2021/22		2022/23		2023/24	
	No.	%	No.	%	No.	%	No.	%
Under 18 years	7	0.1%	20	0.2%	9	0.1%	13	0.1%
18 - 25 years	1086	9.9%	687	8.2%	847	8.4%	1126	9.4%
26 - 35 years	3053	27.7%	2273	27.3%	2616	26.0%	3434	28.6%
36 - 45 years	3436	31.2%	2595	31.2%	3229	32.1%	3645	30.4%
46 - 55 years	2353	21.4%	1779	21.4%	2146	21.3%	2395	20.0%
Over 55 years	1083	9.8%	975	11.7%	1206	12.0%	1380	11.51%
Total	11018	100.0%	8329	100.0%	10053	100.0%	11993	100.0%

Age distribution amongst people seen rough sleeping in 2023/24 remains largely consistent with previous years. 9% (1,139 people) of those seen rough sleeping in 2023/24 were aged 25 or under, compared to 9% (856 people) in 2022/23. People in the over 55 age group represented 12% of the total in 2023/24 (1,380 people), which is also the same proportion as recorded in 2022/23. Looking more broadly, 38% of people seen rough sleeping in 2023/24 were aged 35 or under, compared to 35% in 2022/23.

There were 13 people aged under 18 recorded rough sleeping this year, which is slightly higher than the total of nine people in this age group recorded in 2022/23.

5.7 Ethnicity

Chart 14: People seen rough sleeping in 2023/24, by ethnicity



Base: 11993 people seen rough sleeping during the period.

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.

Table 14: People seen rough sleeping, by ethnicity, 2020/21 - 2023/24

Ethnicity	2020/21		2021/22		2022/23		2023/24	
	No.	%	No.	%	No.	%	No.	%
Asian (incl. Chinese)	988	9.0%	739	8.9%	883	8.8%	1206	10.1%
Black	2513	22.8%	1563	18.8%	1916	19.1%	2916	24.3%
Mixed	322	2.9%	295	3.5%	324	3.2%	389	3.2%
White (incl. Gypsy/ Irish Traveller/Roma)	6221	56.5%	4873	58.5%	5520	54.9%	5687	47.4%
Arab/Other	421	3.8%	348	4.2%	560	5.6%	681	5.7%
Missing/Refused	553	5.0%	511	6.1%	850	8.5%	1114	9.3%
Total	11018	100.0%	8329	100.0%	10053	100.0%	11993	100.0%

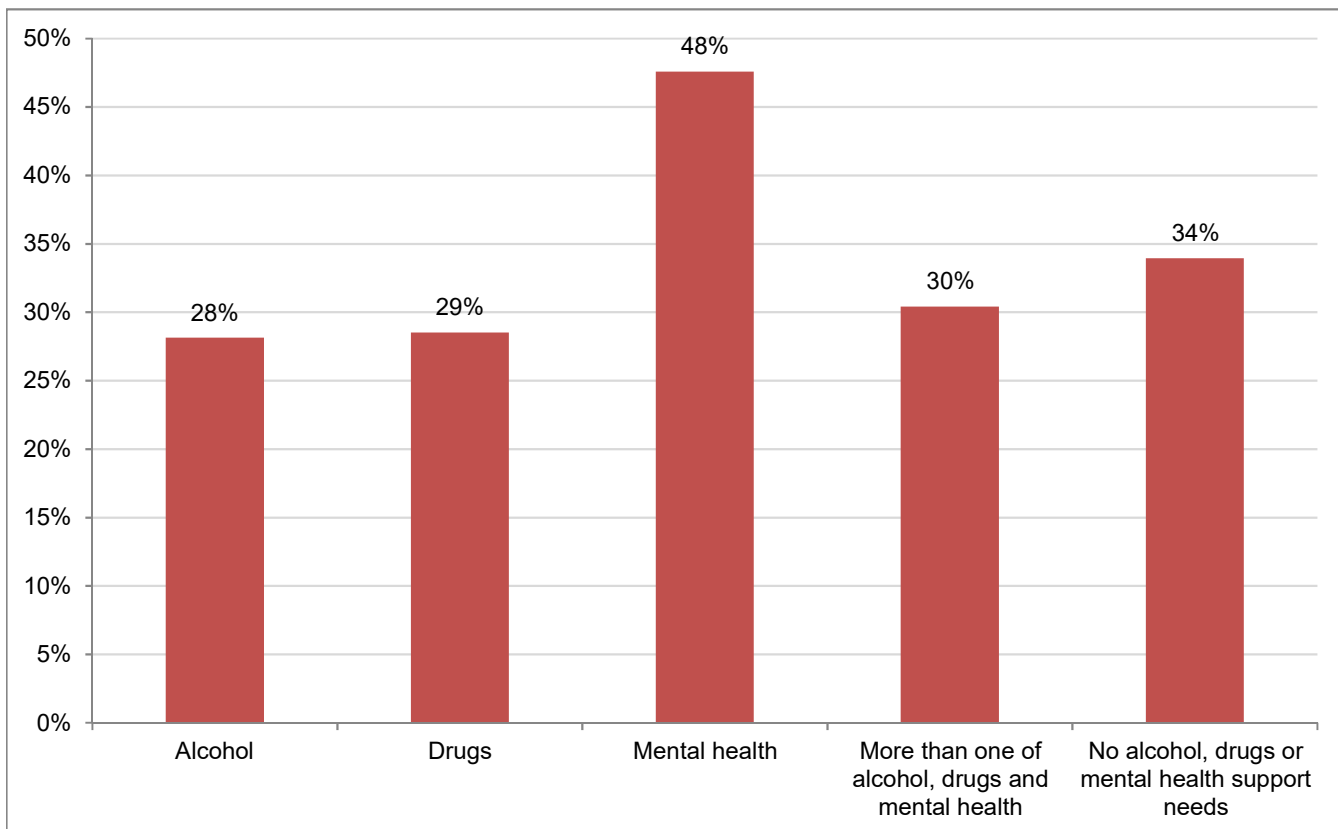
The majority of people seen rough sleeping in London in 2023/24 were white (including Gypsy, Irish Traveller and Roma), with an overall proportion of 47%, eight percentage points lower than the 55% recorded in 2022/23. 24% of those seen rough sleeping in the year were black, which is five percentage points higher than the proportion of 19% recorded in 2022/23. 10% of those seen rough sleeping in 2023/24 were of Asian ethnicity, which is a slight increase on the 9% recorded in 2022/23.

The changes seen in ethnicity composition compared to 2022/23 are at least in part related to the increase in the proportions of African and Asian nationals seen rough sleeping, and the related growth in the numbers of people arriving on the streets following departure from asylum support accommodation.

5.8 Support needs

Support needs data in CHAIN is derived from assessments made by support workers in the homelessness sector. It should be noted that 25% of people seen rough sleeping in 2023/24 did not have a support needs assessment recorded, the majority of these (89%) being people who had only been seen rough sleeping once or twice.

Chart 15: People seen rough sleeping in 2023/24, by support needs



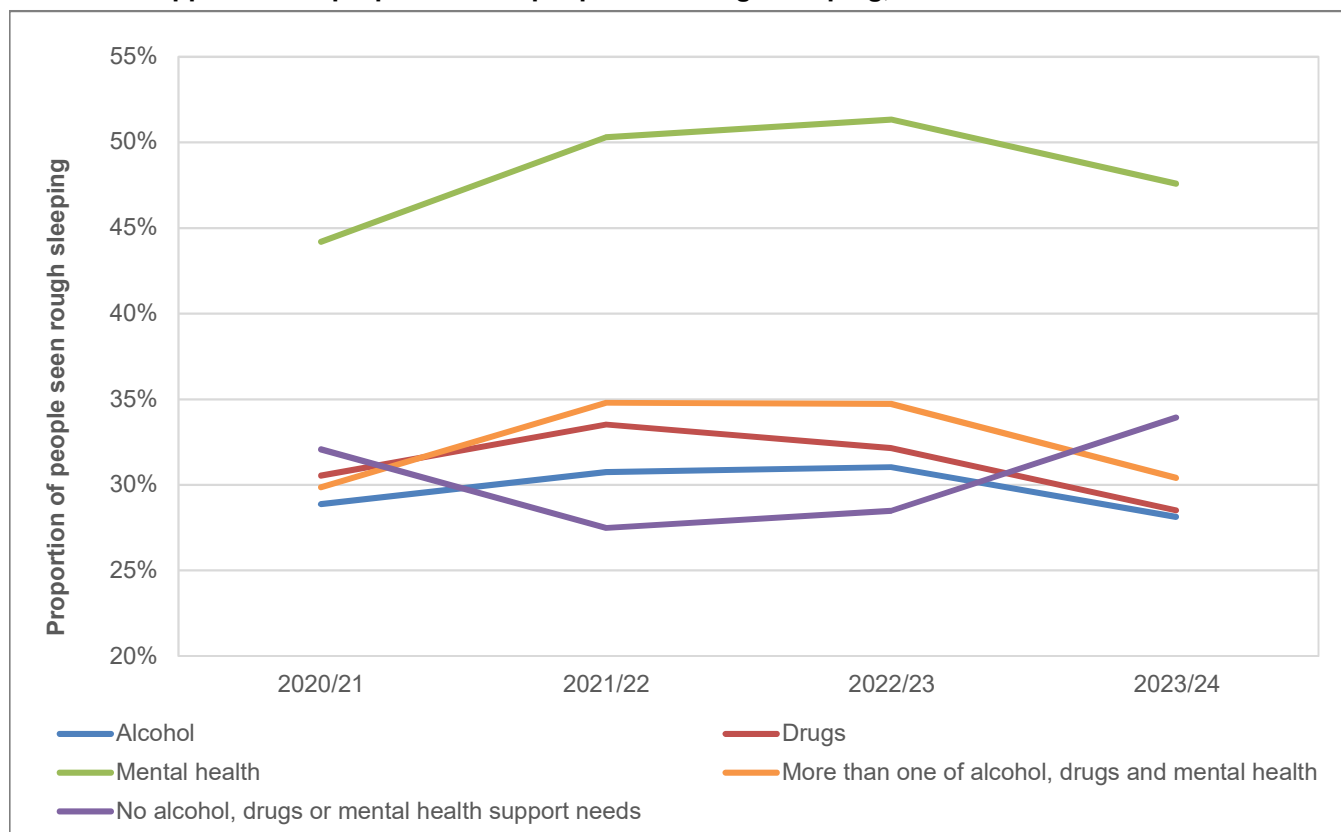
Base: 8982 people seen rough sleeping during the period who were assessed for at least one of the three support needs. This excludes 3011 people for whom none of the three needs were assessed.

Table 15: People seen rough sleeping, by support needs, 2020/21 - 2023/24

Support need	2020/21		2021/22		2022/23		2023/24	
	No.	%	No.	%	No.	%	No.	%
Alcohol	2342	28.9%	1914	30.7%	2228	31.0%	2527	28.1%
Drugs	2477	30.5%	2087	33.5%	2308	32.2%	2561	28.5%
Mental health	3585	44.2%	3131	50.3%	3685	51.3%	4275	47.6%
More than one of alcohol, drugs and mental health	2422	29.9%	2166	34.8%	2493	34.7%	2731	30.4%
No alcohol, drugs or mental health support needs	2602	32.1%	1711	27.5%	2045	28.5%	3048	33.9%
Total (excl. not assessed)	8111		6225		7178		8982	
Total (incl. not assessed)	11018		8329		10053		11993	

Base for percentages is people seen rough sleeping during the period who were assessed for at least one of the three support needs.

Chart 16: Support needs proportions for people seen rough sleeping, 2020/21 - 2023/24



Percentages are based on total people seen rough sleeping who were assessed for at least one of the three key support needs.

2020/21 base: 8111
 2021/22 base: 6225
 2022/23 base: 7178
 2023/24 base: 8982

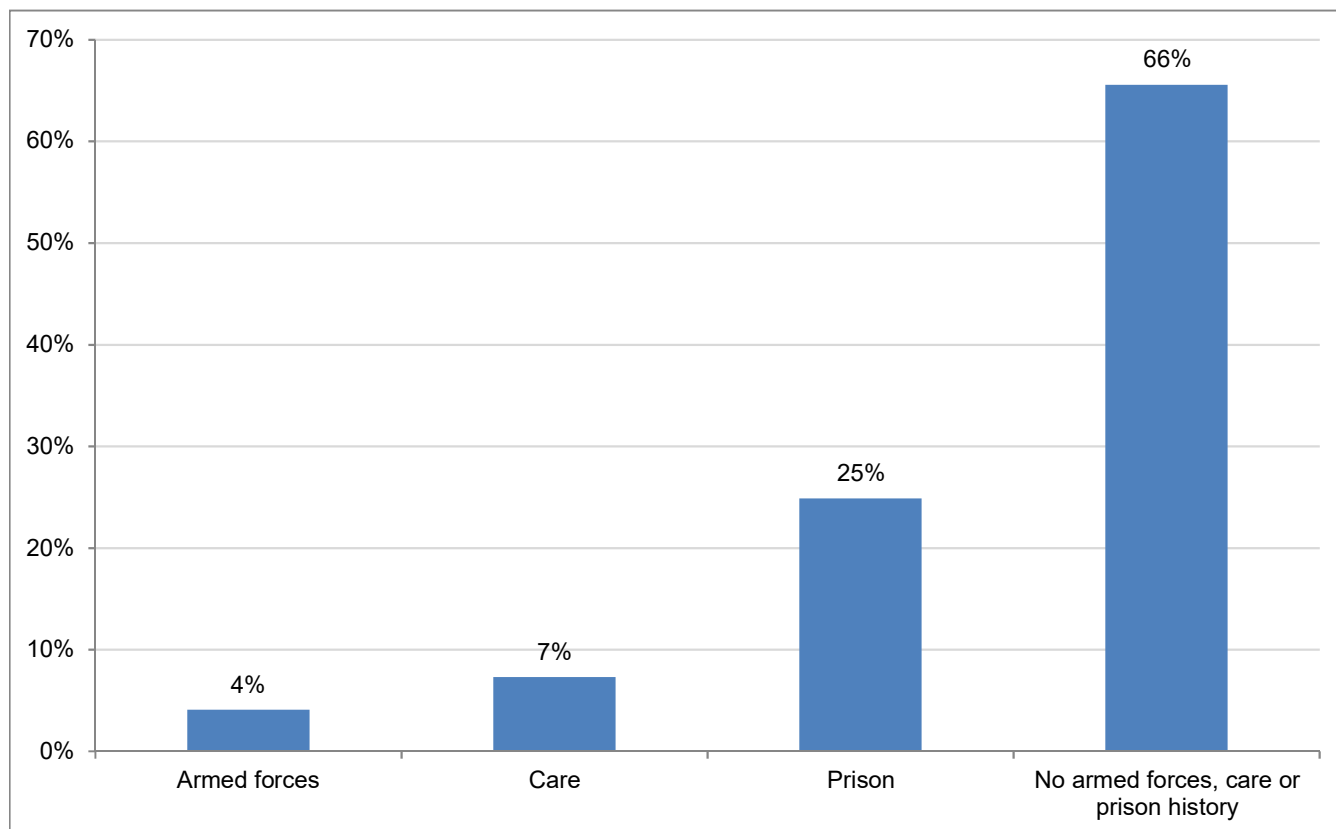
Following a post-pandemic period in which proportions of people rough sleeping with alcohol, drugs or mental health support needs increased somewhat, 2023/24 saw a decrease in the proportions of people found to have needs in these areas. 28% of people seen rough sleeping in 2023/24 who had received a needs assessment reported a support need around alcohol, compared to 31% in 2022/23. 29% were found to have a need relating to drugs, compared to 32% in 2022/23, while 48% had a mental health support need, compared to 51% in 2022/23.

30% of people seen rough sleeping in 2023/24 who had received an assessment had more than one of the three needs, compared to 35% in 2022/23, while 34% were found to have none of the three needs, compared to 28% in 2022/23.

5.9 Institutional & armed forces history

The chart below indicates the proportions of people seen rough sleeping during 2023/24 who had experience of spending time in prison or in local authority care as a young person, or of serving in the armed forces. This information indicates whether individuals have ever spent time in one of these settings, and does not necessarily imply that this was recent. It can include time spent in one of these settings in any country, and does not necessarily imply that it was in the UK. Information on people who have recently left an institutional or armed forces setting in the UK can be found in sections 4.1 and 4.2 of this report.

Chart 17: People seen rough sleeping in 2023/24, by institutional and armed forces history



Base: 8744 people seen rough sleeping during the period who were assessed for at least one of the three histories. This excludes 3249 people for whom none of the three histories were assessed.

Table 16: People seen rough sleeping, by institutional and armed forces history, 2020/21 - 2023/24

Type of history	2020/21		2021/22		2022/23		2023/24	
	No.	%	No.	%	No.	%	No.	%
Armed forces	387	4.9%	291	4.7%	346	4.9%	357	4.1%
Armed forces - UK nationals	122	1.5%	110	1.8%	119	1.7%	109	1.2%
Care	643	8.1%	554	8.9%	589	8.3%	639	7.3%
Prison	2397	30.3%	1984	32.0%	2056	28.8%	2175	24.9%
No armed forces, care or prison history	4651	58.8%	3572	57.5%	4366	61.2%	5733	65.6%
Total (excl. not assessed)	7912		6209		7132		8744	
Total (incl. not assessed)	11018		8329		10053		11993	

Base for percentages is people seen rough sleeping during the period who were assessed for at least one of the three histories.

357 people seen rough sleeping in 2023/24 had experience of serving in the armed forces, of whom 109 were UK nationals. 639 people seen rough sleeping in 2023/24 had previous experience of living in care (compared to 589 in 2022/23), and 2,175 had experience of serving time in prison (compared to 2,056 in 2022/23). Of the 589 people with experience of living in care, 84 were aged 25 or under.

Differences between proportions of people with experiences of armed forces, care or prison between 2022/23 and 2023/24 are mostly minor, although it is notable that 25% of the assessed total in 2023/24 had experience of prison, compared to 29% in 2022/23.

6. HELPING PEOPLE OFF THE STREETS

6.1 Accommodation outcomes

In 2023/24, 4,379 people who had been seen rough sleeping during the year had bookings into accommodation recorded on CHAIN. This is 37% of all people seen rough sleeping during the year, compared to 42% in 2022/23.

Table 17: Accommodation outcomes achieved with people seen rough sleeping in 2023/24, compared to outcomes achieved in 2022/23

Accommodation type	2022/23		2023/24	
	No. events	%	No. events	%
Hubs, shelters and emergency accommodation				
COVID-19 Emergency Accommodation (Local)	24	0.3%	0	0.0%
Hub	483	6.1%	171	2.4%
Nightstop	5	0.1%	17	0.2%
SWEP (Local)	1294	16.3%	1373	19.0%
SWEP (Pan-London)	470	5.9%	260	3.6%
Winter/Night Shelter	694	8.8%	719	9.9%
<i>Hubs, shelters and emergency accommodation subtotal</i>	<i>2970</i>	<i>37.5%</i>	<i>2540</i>	<i>35.1%</i>
Temporary accommodation				
Assessment centre	589	7.4%	564	7.8%
Bed & breakfast	720	9.1%	695	9.6%
Clinic/Detox/Rehab	19	0.2%	12	0.2%
Friends & family	30	0.4%	69	1.0%
Hostel	667	8.4%	533	7.4%
Local authority temporary accommodation	1256	15.9%	1081	14.9%
Staging post	379	4.8%	491	6.8%
Other temporary accommodation	374	4.7%	404	5.6%
<i>Temporary accommodation subtotal</i>	<i>4034</i>	<i>50.9%</i>	<i>3849</i>	<i>53.2%</i>
Long-term accommodation				
Care home	7	0.1%	8	0.1%
Clearing House/RSI	139	1.8%	69	1.0%
Local authority tenancy (general needs)	48	0.6%	40	0.6%
Private rented sector - independent	302	3.8%	301	4.2%
Private rented sector - with some floating support	126	1.6%	123	1.7%
RSL tenancy (general needs)	10	0.1%	6	0.1%
Sheltered housing	13	0.2%	11	0.2%
Supported housing	223	2.8%	256	3.5%
Tied accommodation	3	0.0%	4	0.1%
Other long-term accommodation	47	0.6%	24	0.3%
<i>Long-term accommodation subtotal</i>	<i>918</i>	<i>11.6%</i>	<i>842</i>	<i>11.6%</i>
Total	7922	100.0%	7231	100.0%

An individual may have been booked into accommodation more than once during the period.

There were 7,231 accommodation outcomes recorded for people seen rough sleeping in 2023/24, compared to 7,922 for people seen rough sleeping in 2022/23. Types of accommodation outcomes recorded have remained proportionately similar, with 35% of outcomes in 2023/24 being for hubs, shelters, or emergency accommodation, compared to 37% in 2022/23, while 53% of outcomes in 2023/24 were for temporary accommodation, compared to 51% in 2022/23. The proportion of outcomes for long-term accommodation was 12% in both years.

The reduction in the number of bookings into hub accommodation mainly relates to the closure in early 2023/24 of the NSNO Waterloo assessment hotel, which was classed as a hub for reporting purposes.

APPENDICES

Appendix 1: Glossary of acronyms and terms used in this report

ASB: Anti-Social Behaviour

Defined in the Crime and Disorder Act (1998) as acting 'in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as the perpetrator.'

CEE: Central and Eastern European

Used to denote the ten A8 and A2 European Union accession countries (Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia).

CHAIN: Combined Homelessness and Information Network

A multi-agency database recording information about rough sleepers and the wider street population in London, commissioned and funded by the GLA and managed by Homeless Link.

DELTA

Online system developed by the Department for Levelling Up, Housing and Communities to streamline its processes and systems for collecting statistical data and grant administration.

DLUHC: Department for Levelling Up, Housing and Communities

Government department responsible for housing, communities, local government in England, and the levelling up policy.

EEA: European Economic Area

The 27 countries of the European Union (EU), plus a further three countries that are part of the EU's single market (Iceland, Liechtenstein and Norway). Common usage generally also includes Switzerland, whose citizens have the same rights to live and work in the UK as other EEA nationals.

GLA: Greater London Authority

The top-tier administrative body for Greater London, consisting of a directly elected executive Mayor of London, and an elected 25-member London Assembly.

NASS: National Asylum Support Service

Section of the UK Visas and Immigration division of the Home Office, responsible for supporting and accommodating people seeking asylum while their cases are being dealt with.

NSNO: No Second Night Out

A GLA commissioned 24/7 pan-London assessment and reconnection service for people rough sleeping. It accepts referrals from outreach teams and aims to identify and rapidly deliver a sustainable route off the street for those it supports. Since August 2022, the service has worked with both those who are new to rough sleeping, and existing rough sleepers who do not already have a route away from the streets identified by an outreach team. The term is also used in other contexts to refer to a wider strategy to end rough sleeping, both in London and nationwide.

RSI: Rough Sleeping Initiative

Cross-government plan of action, announced in March 2018, to significantly reduce the number of people sleeping rough in England and Wales. The RSI acronym has also previously been used to refer to the 1990s Rough Sleepers Initiative, which was successful in reducing

rough sleeping at that time.

SWEP: Severe Weather Emergency Protocol

Emergency accommodation provided by local authorities or the GLA for people sleeping rough during periods of increased risk due to extreme weather conditions (e.g. freezing temperatures or heatwaves).

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CHAIN ANNUAL REPORT

CITY OF LONDON

APRIL 2023 - MARCH 2024

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APPENDICES

Appendix 1: Glossary of acronyms and terms used in this report

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1. INTRODUCTION

This report presents information about people seen rough sleeping by outreach teams in City of London between April 2023 and March 2024. Information in the report is derived from the Combined Homelessness and Information Network (CHAIN), a multi-agency database recording information about rough sleepers and the wider street population in London. CHAIN represents the UK's most detailed and comprehensive source of information about rough sleeping, and is commissioned and funded by the Greater London Authority (GLA). The system is managed by Homeless Link.

The data on which this report is based is also available in an accessible aggregated tabular format in a separate CHAIN Annual Data Tables file, which can be downloaded from the GLA Datastore at <http://data.london.gov.uk/dataset/chain-reports>. A suite of interactive charts and maps based on the data can be accessed via the CHAIN Annual Data Visualisations Tool at <https://bit.ly/chain-annual-vis-tool>.

Changes to CHAIN annual report content for 2023/24

Previous editions of this report may have included a section on arrivals and departures at temporary accommodation managed by homelessness support providers (primarily hostels and assessment centres). We have discontinued this section as the number of accommodation services inputting information to CHAIN has declined over recent years, meaning the dataset in this area is incomplete and could be misleading. Data on usage of and outcomes from accommodation services may be available from individual support provider organisations.

We have also discontinued the previously published section on reconnection outcomes achieved with rough sleepers. This is partly because fewer services are focusing on facilitating reconnections abroad than in former years, and partly because there are significant variations across the sector in the understanding of what constitutes a reconnection, meaning it has been difficult to ensure a consistent and reliable dataset in this area.

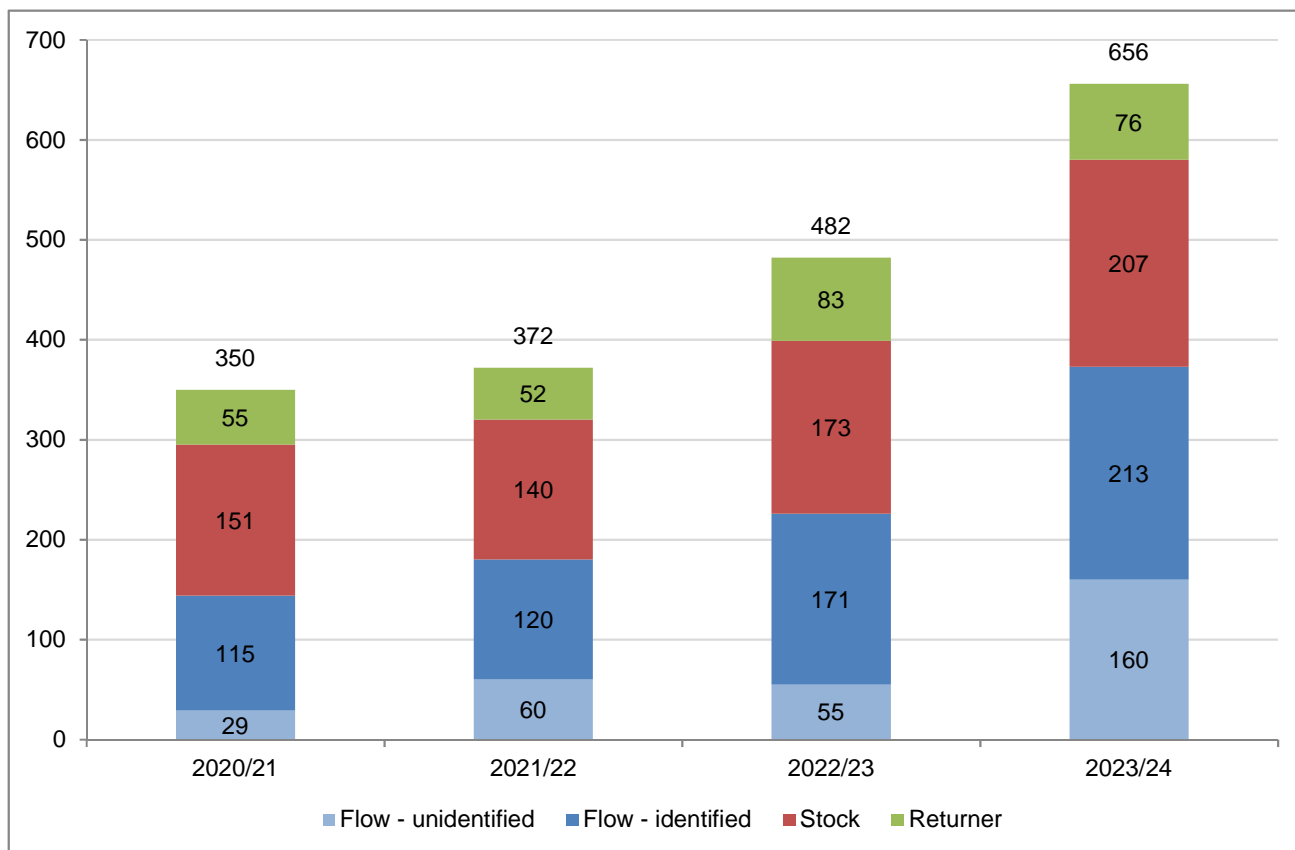
Percentage figures in this report

Please note that, in some cases, percentage figures given in this report are rounded up or down to the nearest whole number. This may mean that individual figures in tables and charts do not add up to a combined total of 100%, or that there could be small discrepancies between percentage figures in tables and corresponding charts or commentary.

2. ROUGH SLEEPER POPULATION ANALYSIS

2.1 Number of people seen rough sleeping: Flow, stock, returner model

Chart 1: People seen rough sleeping, by flow, stock, returner breakdown, 2020/21 - 2023/24



2020/21 base: 350
 2021/22 base: 372
 2022/23 base: 482
 2023/24 base: 656

The flow, stock and returner model categorises people seen rough sleeping in the year according to whether they have also been seen rough sleeping in previous periods:

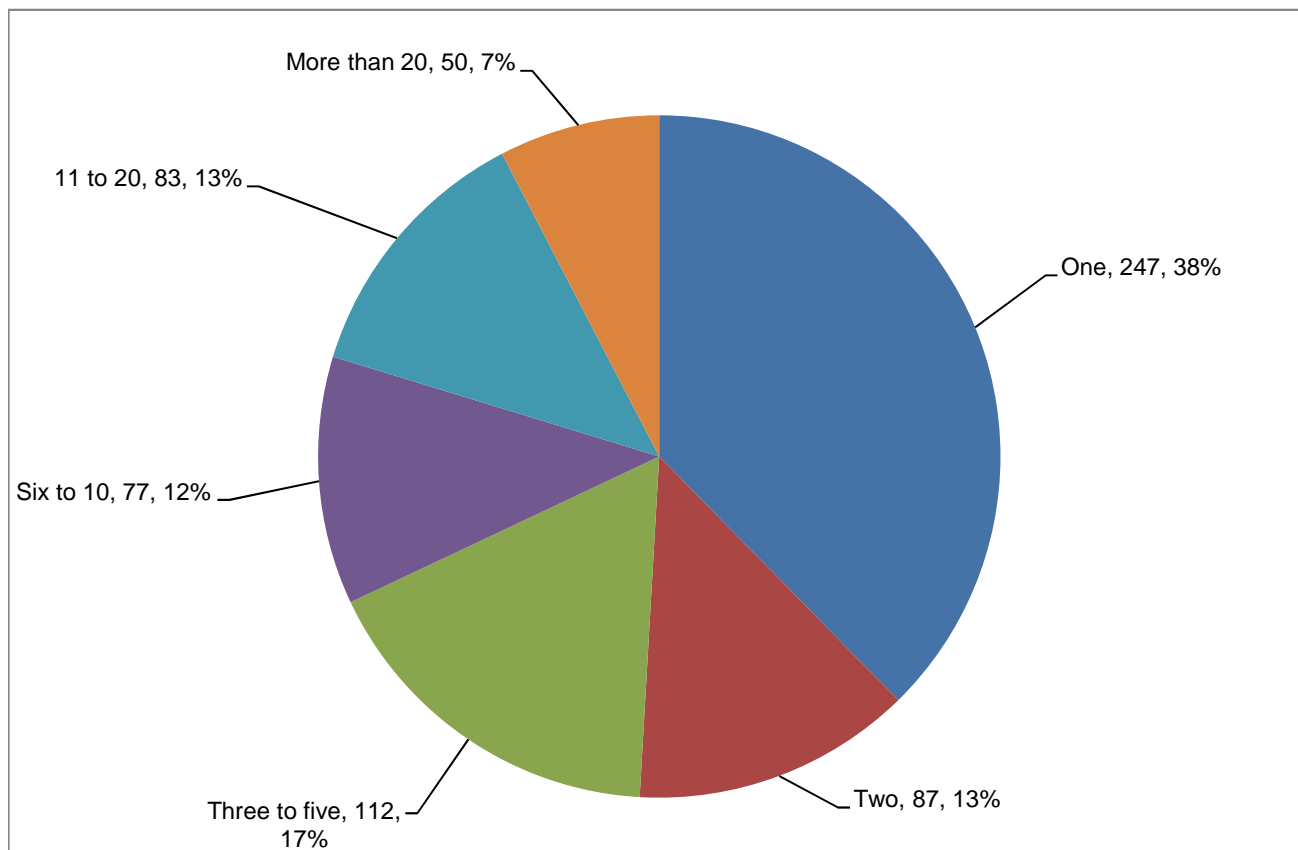
Category	Description
Flow	People who had never been seen rough sleeping prior to 2023/24 (i.e. new rough sleepers). Those within this category are further subdivided as follows: Unidentified - those new rough sleepers recorded without a name, and with only one contact. Identified - those new rough sleepers recorded with a name, and/or with more than one contact.
Stock	People who were also seen rough sleeping in 2022/23 (i.e. those seen across a minimum of two consecutive years).
Returner	People who were first seen rough sleeping prior to 2022/23, but were not seen during 2022/23 (i.e. those who have had a gap in their rough sleeping histories).

656 people were seen rough sleeping in the borough in 2023/24. This represents a 36% increase when compared to 2022/23.

57% of people seen rough sleeping in the borough during the year were new rough sleepers (flow), while 32% fell into the stock category, and 12% were returners.

2.2 Number of times seen rough sleeping

Chart 2: People seen rough sleeping in 2023/24, by number of times seen rough sleeping



Base: 656 people seen rough sleeping during the period.

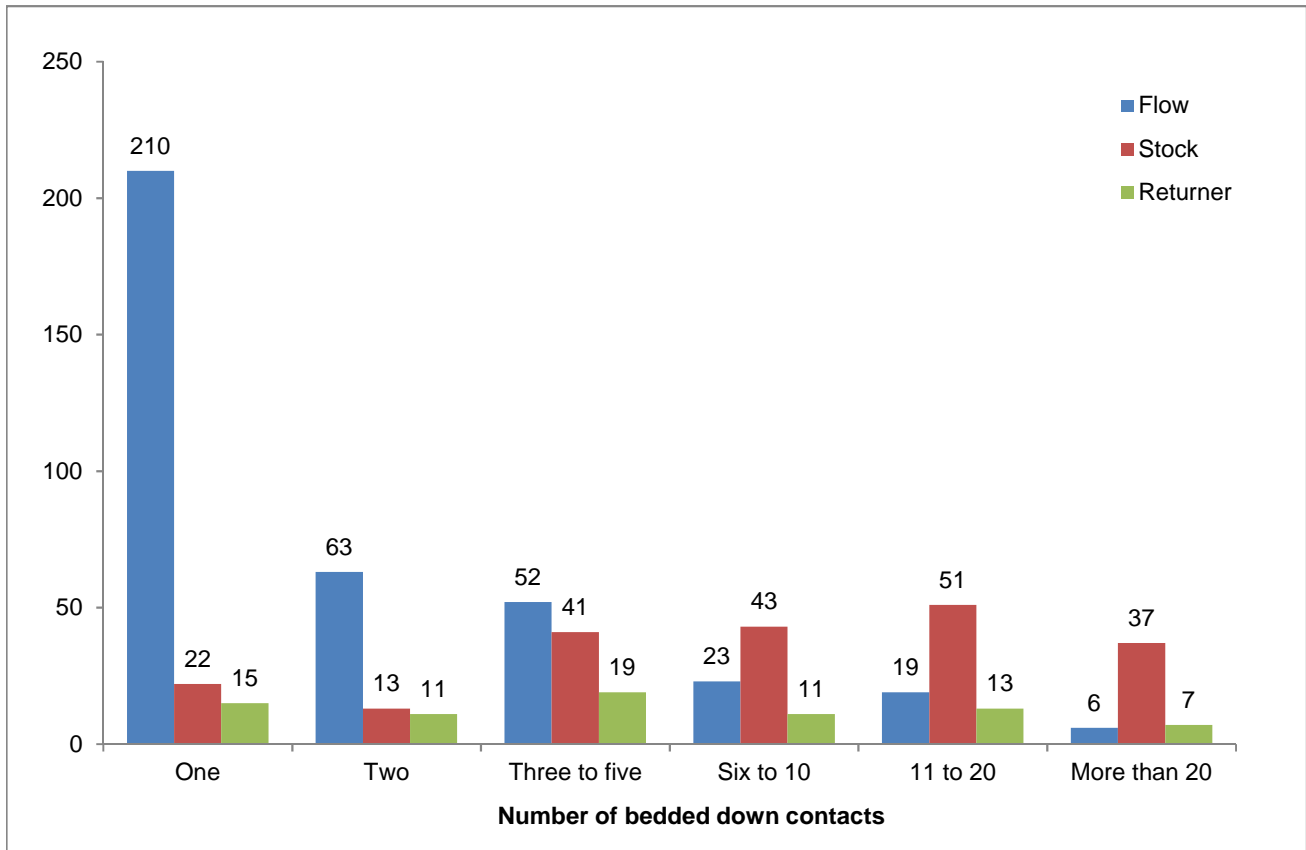
247 (38%) people were seen rough sleeping only once in 2023/24, this compares to 129 (27%) seen rough sleeping only once in 2022/23.

56% of people seen rough sleeping in the borough during 2023/24 who were new to the streets were seen rough sleeping just once.

Outreach resources vary across boroughs, but even in places with extensive outreach coverage there may not be a shift every night. This will affect the frequency with which people may be recorded rough sleeping.

2.3 Rough sleeping volume: Flow, stock, returner model

Chart 3: People seen rough sleeping in 2023/24, by flow, stock, returner model, and number of times seen rough sleeping



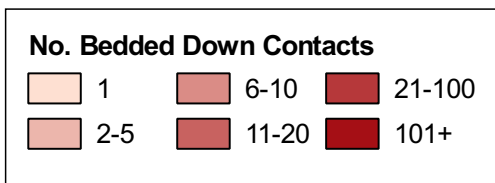
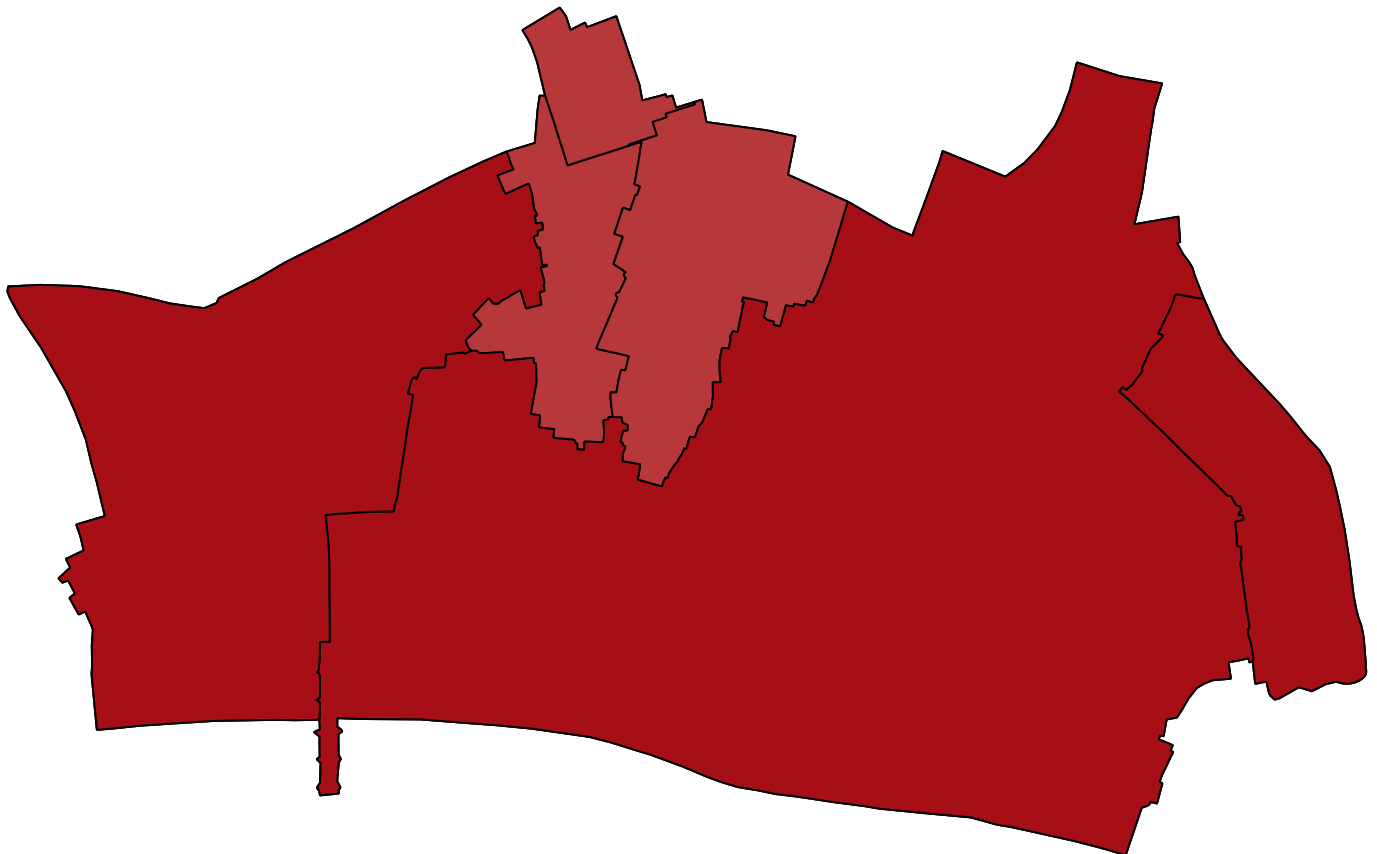
Base (Flow): 373
 Base (Stock): 207
 Base (Returner): 76

3. SPATIAL DISTRIBUTION

3.1 Bedded down street contacts by area: Map

It is important to note that this map represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given area.

Map 1: Number of bedded down street contacts recorded in each Lower Super Output Area in the borough during 2023/24



4. HISTORY PRIOR TO ROUGH SLEEPING

This section of the report presents information about people's circumstances prior to the start of a rough sleeping episode in 2023/24. This includes information about what type of accommodation people had been staying in, the type of departure from that accommodation, and the main underlying cause of the departure. The information is collected for people who were seen rough sleeping for the first time in London during the period, as well as for those who had returned to rough sleeping after a period away. Recording of this information changed fairly significantly midway through 2022/23, so it is not possible to compare data from 2023/24 to a full dataset from the previous year.

In this section, 'last settled base' refers to the last accommodation of a settled nature in which the individual lived. It may be that an individual could also have stayed at some other accommodation in an unsettled situation since leaving their last settled base. If the person was living in private accommodation of some form (e.g. private rented, council tenancy, housing association, owner occupied), and they were a sole or joint legal tenant or owner of the property, their last settled base would be recorded using the option that describes the type of accommodation (e.g. 'private rented accommodation'). If they were staying with someone who was a sole or joint legal tenant or owner of the property, but they themselves were not a sole or joint legal tenant or owner of the property, then they would be recorded as 'living with family/friends/partner'.

4.1 History prior to rough sleeping: New rough sleepers

This section of the report presents information about history prior to rough sleeping, for people who had either never been seen rough sleeping in London previously, or whose last rough sleeping contact was over five years (60 months) earlier than their first contact in the report period. It should be noted that the definition of 'new rough sleeper' used for this information is different to the definition of 'flow' used in the 'flow, stock, returner' model referenced elsewhere in this report, and therefore the bases will not be the same.

An individual included in this section could potentially also be included in the figures for returning rough sleepers presented in section 4.2, if they were first seen in the year as a new rough sleeper, had a period of at least 180 days of not being seen, and were then seen again.

Table 1: New rough sleepers in 2023/24, by last settled base

Last settled base in the UK	No.	%
Long-term accommodation		
Living with family/friends/partner	25	29.4%
Private rented accommodation	17	20.0%
Council tenancy (local authority accommodation)	2	2.4%
Housing association/RSL accommodation	0	0.0%
Sheltered housing/registered care accommodation	1	1.2%
Employment-related accommodation (except armed forces)	3	3.5%
Owner occupied accommodation	0	0.0%
<i>Long-term accommodation subtotal</i>	48	56.5%
Short or medium-term accommodation		
Hostel or other supported accommodation	3	3.5%
Temporary accommodation (local authority)	2	2.4%
B&B (not local authority TA)	0	0.0%
Winter/night shelter	0	0.0%
Clinic/Detox/Rehab	0	0.0%
Squat	0	0.0%
<i>Short or medium-term accommodation subtotal</i>	5	5.9%
Institutional & armed forces accommodation		
Asylum support accommodation (NASS/other)	8	9.4%
Care (local authority youth care)	0	0.0%
Hospital	1	1.2%
Prison	2	2.4%
Probation accommodation	1	1.2%
Armed forces accommodation	0	0.0%
<i>Institutional & armed forces accommodation subtotal</i>	12	14.1%
No settled base since arriving in UK	9	10.6%
Other	4	4.7%
Not known	7	8.2%
Not recorded	308	
Total (excl. not recorded)	85	100.0%
Total (incl. not recorded)	393	

Total excluding not recorded is used as the base for percentages.

Table 2: New rough sleepers in 2023/24, by type of departure from last settled base, and underlying cause of departure

Cause of departure from last settled base in the UK	Type of departure from last settled base in the UK								Cause of departure total (no.)	Cause of departure total (%)
	Asked to leave by person they were staying with	Evicted	Left of own accord	End of time-limited stay	No departure - still has the accommodation	Other	No settled base since arriving in UK	Not known		
Arrears/debts - change in rent/mortgage	0	0	0	0	0	1	0	0	1	1.2%
Arrears/debts - issues with benefits	0	0	0	0	0	0	0	0	0	0.0%
Arrears/debts - living costs	0	0	1	0	0	0	0	0	1	1.2%
Arrears/debts - loss of employment	0	2	1	0	0	1	0	1	5	5.9%
Arrears/debts - other	0	0	0	0	0	0	0	0	0	0.0%
End of tenancy agreement	0	1	0	0	0	0	0	0	1	1.2%
Illegal eviction	0	1	0	0	0	0	0	0	1	1.2%
Given non-priority decision	0	1	0	0	0	0	0	0	1	1.2%
Relationship breakdown	8	0	2	0	0	1	0	1	12	14.1%
Death of relative/friend	0	0	0	0	0	1	0	0	1	1.2%
Domestic violence - victim	1	0	1	0	0	0	0	0	2	2.4%
Harassment/abuse/violence - victim	0	0	3	0	0	0	0	0	3	3.5%
Unmanaged support need	0	0	1	0	0	0	0	0	1	1.2%
Housing conditions	0	0	0	0	0	1	0	0	1	1.2%
Relocated to be nearer family/friends/community	0	0	0	0	0	0	0	0	0	0.0%
Relocated seeking work	0	0	1	0	0	0	0	0	1	1.2%
Transient/travelling around	0	0	0	0	0	0	0	0	0	0.0%
Anti-social behaviour - perpetrator	0	3	0	0	0	0	0	0	3	3.5%
Domestic violence - perpetrator	0	0	0	0	0	0	0	0	0	0.0%
Taken into custody	0	1	0	0	0	1	0	0	2	2.4%
End of time-limited stay	0	0	0	3	0	1	0	0	4	4.7%
End of asylum accommodation - positive Home Office decision	0	0	0	5	0	0	0	0	5	5.9%
End of asylum accommodation - negative Home Office decision	0	0	0	0	0	0	0	1	1	1.2%
End of asylum accommodation - withdrawal of application	0	0	0	0	0	0	0	0	0	0.0%
No departure - still has the accommodation	0	0	0	0	0	0	0	0	0	0.0%
Other	3	0	7	0	0	4	0	0	14	16.5%
No settled base since arriving in UK	0	0	0	0	0	0	9	0	9	10.6%
Not known	2	0	3	0	0	0	0	11	16	18.8%
Type of departure total (no.)	14	9	20	8	0	11	9	14	85	100.0%
Type of departure total (%)	16.5%	10.6%	23.5%	9.4%	0.0%	12.9%	10.6%	16.5%	100.0%	

Base: 85 new rough sleepers for whom information about their last settled base was recorded. This excludes 308 new rough sleepers for whom no information was recorded.

4.2 History prior to rough sleeping: Returning rough sleepers

This section of the report presents information about history prior to rough sleeping, for people who had returned to rough sleeping after at least 180 days since their previous rough sleeping contact. It should be noted that the definition of 'returning to rough sleeping' used for this information is different to the definition of 'returner' used in the flow, stock, returner model referenced elsewhere in this report, and therefore the bases will not be the same.

An individual included in this section could potentially also be included in the figures for new rough sleepers presented in section 4.1, if they were first seen in the year as a new rough sleeper, had a period of at least 180 days of not being seen, and were then seen again. It is also possible that an individual could have been recorded as returning to rough sleeping more than once during the year. In cases where this has occurred, only the information relating to the individual's most recent return is included in these figures.

Table 3: Returning rough sleepers in 2023/24, by last settled base

Last settled base in the UK	No.	%
Long-term accommodation		
Living with family/friends/partner	7	13.2%
Private rented accommodation	11	20.8%
Council tenancy (local authority accommodation)	1	1.9%
Housing association/RSL accommodation	4	7.5%
Sheltered housing/registered care accommodation	0	0.0%
Employment-related accommodation (except armed forces)	2	3.8%
Owner occupied accommodation	1	1.9%
<i>Long-term accommodation subtotal</i>	<i>26</i>	<i>49.1%</i>
Short or medium-term accommodation		
Hostel or other supported accommodation	9	17.0%
Temporary accommodation (local authority)	3	5.7%
B&B (not local authority TA)	2	3.8%
Winter/night shelter	0	0.0%
Clinic/Detox/Rehab	0	0.0%
Squat	1	1.9%
<i>Short or medium-term accommodation subtotal</i>	<i>15</i>	<i>28.3%</i>
Institutional & armed forces accommodation		
Asylum support accommodation (NASS/other)	3	5.7%
Care (local authority youth care)	0	0.0%
Hospital	0	0.0%
Prison	3	5.7%
Probation accommodation	0	0.0%
Armed forces accommodation	0	0.0%
<i>Institutional & armed forces accommodation subtotal</i>	<i>6</i>	<i>11.3%</i>
No settled base since arriving in UK	2	3.8%
Other	0	0.0%
Not known	4	7.5%
Not recorded	85	
Total (excl. not recorded)	53	100.0%
Total (incl. not recorded)	138	

Total excluding not recorded is used as the base for percentages.

Table 4: Returning rough sleepers in 2023/24, by type of departure from last settled base, and underlying cause of departure

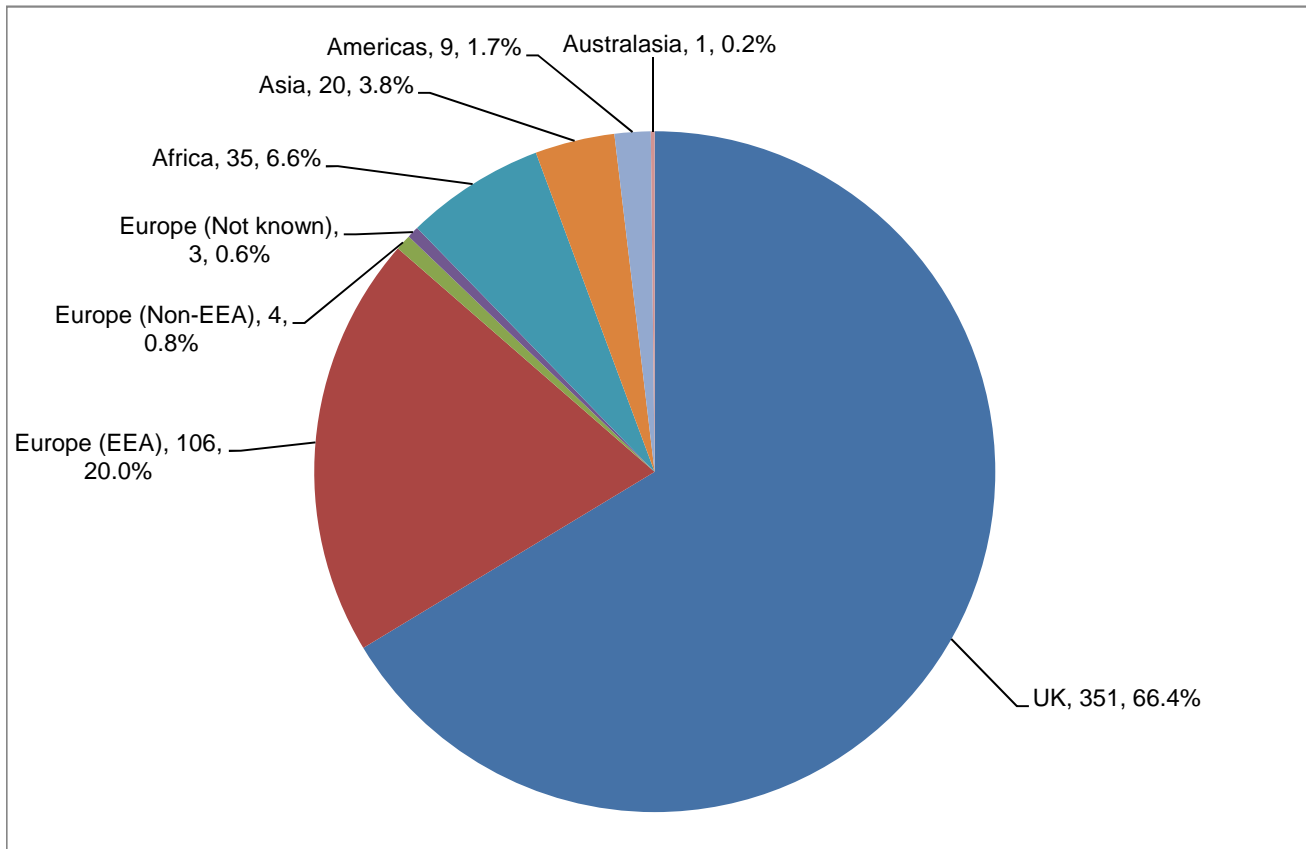
Cause of departure from last settled base in the UK	Type of departure from last settled base in the UK								Cause of departure total (no.)	Cause of departure total (%)
	Asked to leave by person they were staying with	Evicted	Left of own accord	End of time-limited stay	No departure - still has the accommodation	Other	No settled base since arriving in UK	Not known		
Arrears/debts - change in rent/mortgage	0	0	0	0	0	0	0	0	0	0.0%
Arrears/debts - issues with benefits	0	1	0	0	0	0	0	0	1	1.9%
Arrears/debts - living costs	0	0	0	0	0	0	0	0	0	0.0%
Arrears/debts - loss of employment	0	1	0	0	0	0	0	0	1	1.9%
Arrears/debts - other	0	2	0	0	0	1	0	0	3	5.7%
End of tenancy agreement	0	1	0	0	0	0	0	0	1	1.9%
Illegal eviction	0	0	0	0	0	0	0	0	0	0.0%
Given non-priority decision	0	0	0	0	0	0	0	0	0	0.0%
Relationship breakdown	3	0	0	0	0	0	0	0	3	5.7%
Death of relative/friend	0	0	0	0	0	0	0	0	0	0.0%
Domestic violence - victim	0	0	0	0	0	1	0	0	1	1.9%
Harassment/abuse/violence - victim	0	0	7	0	0	0	0	0	7	13.2%
Unmanaged support need	0	1	0	0	0	0	0	0	1	1.9%
Housing conditions	0	0	1	0	0	0	0	0	1	1.9%
Relocated to be nearer family/friends/community	0	0	1	0	0	0	0	0	1	1.9%
Relocated seeking work	0	0	0	0	0	1	0	0	1	1.9%
Transient/travelling around	0	0	1	0	0	0	0	0	1	1.9%
Anti-social behaviour - perpetrator	0	1	0	0	0	0	0	0	1	1.9%
Domestic violence - perpetrator	0	0	1	0	0	0	0	0	1	1.9%
Taken into custody	0	0	0	0	0	0	0	0	0	0.0%
End of time-limited stay	0	0	0	3	0	0	0	0	3	5.7%
End of asylum accommodation - positive Home Office decision	0	0	0	0	0	1	0	0	1	1.9%
End of asylum accommodation - negative Home Office decision	0	0	0	1	0	0	0	0	1	1.9%
End of asylum accommodation - withdrawal of application	0	0	0	0	0	0	0	0	0	0.0%
No departure - still has the accommodation	0	0	0	0	2	0	0	0	2	3.8%
Other	0	4	2	0	0	3	0	0	9	17.0%
No settled base since arriving in UK	0	0	0	0	0	0	2	0	2	3.8%
Not known	1	0	4	0	0	1	0	5	11	20.8%
Type of departure total (no.)	4	11	17	4	2	8	2	5	53	100.0%
Type of departure total (%)	7.5%	20.8%	32.1%	7.5%	3.8%	15.1%	3.8%	9.4%	100.0%	

Base: 53 returning rough sleepers for whom information about their last settled base was recorded. This excludes 85 returning rough sleepers for whom no information was recorded.

5. DEMOGRAPHICS & SUPPORT NEEDS

5.1 Nationality: Overall composition

Chart 4: People seen rough sleeping in 2023/24, by nationality



Base: 529 people seen rough sleeping during the period whose nationality was known. This excludes 127 people whose nationality was not known.

5.2 Nationality: Flow, stock, returner model

Table 5: Nationality of people seen rough sleeping during 2023/24, by flow, stock, returner breakdown

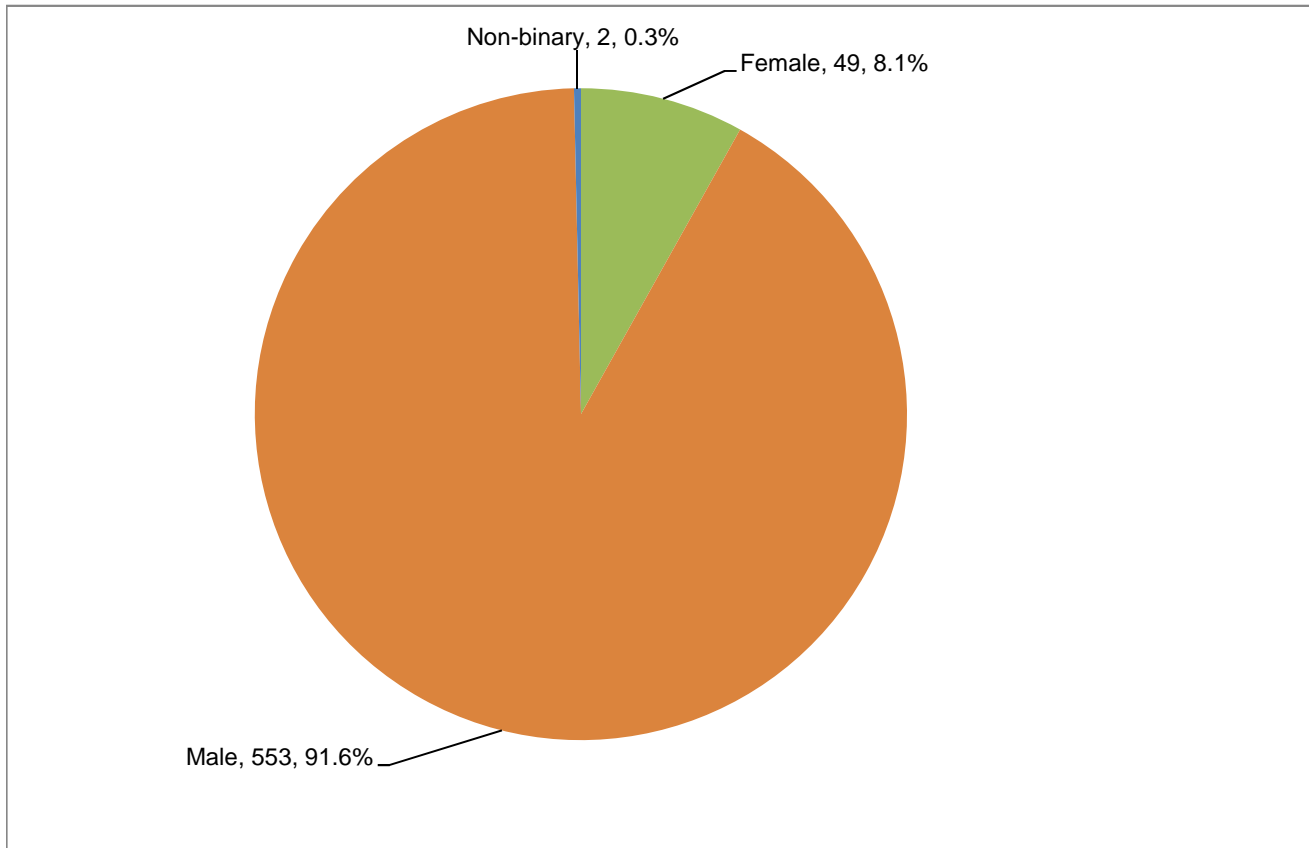
Nationality	Flow	Stock	Returner	Total	
	No.	No.	No.	No.	%
UK	160	139	52	351	66.4%
Romania	7	11	2	20	3.8%
Poland	18	16	2	36	6.8%
Lithuania	4	6	2	12	2.3%
Ireland (Republic of)	4	3	2	9	1.7%
Portugal	1	2	1	4	0.8%
Italy	1	2	0	3	0.6%
Bulgaria	4	4	1	9	1.7%
Spain	0	0	1	1	0.2%
France	2	1	0	3	0.6%
Latvia	0	1	0	1	0.2%
Other European (EEA) countries	4	2	2	8	1.5%
Europe (EEA)	45	48	13	106	20.0%
Europe (Non-EEA)	3	1	0	4	0.8%
Europe (Not known)	2	1	0	3	0.6%
Eritrea	4	2	3	9	1.7%
Sudan	1	0	1	2	0.4%
Nigeria	2	0	0	2	0.4%
Ethiopia	0	1	0	1	0.2%
Somalia	1	1	3	5	0.9%
Other African countries	14	1	1	16	3.0%
Africa	22	5	8	35	6.6%
India	1	1	1	3	0.6%
Afghanistan	1	0	0	1	0.2%
Iran	0	0	0	0	0.0%
Syrian Arab Republic	2	1	0	3	0.6%
Pakistan	0	0	0	0	0.0%
Other Asian countries	9	3	1	13	2.5%
Asia	13	5	2	20	3.8%
Americas	5	3	1	9	1.7%
Australasia	0	1	0	1	0.2%
Not known	123	4	0	127	
Total (excl. not known)	250	203	76	529	100.0%
Total (incl. not known)	373	207	76	656	

Total excluding not known is used as base for percentages.

Please see section 2.1 for an explanation of the flow, stock, returner model.

5.3 Gender

Chart 5: People seen rough sleeping in 2023/24, by gender



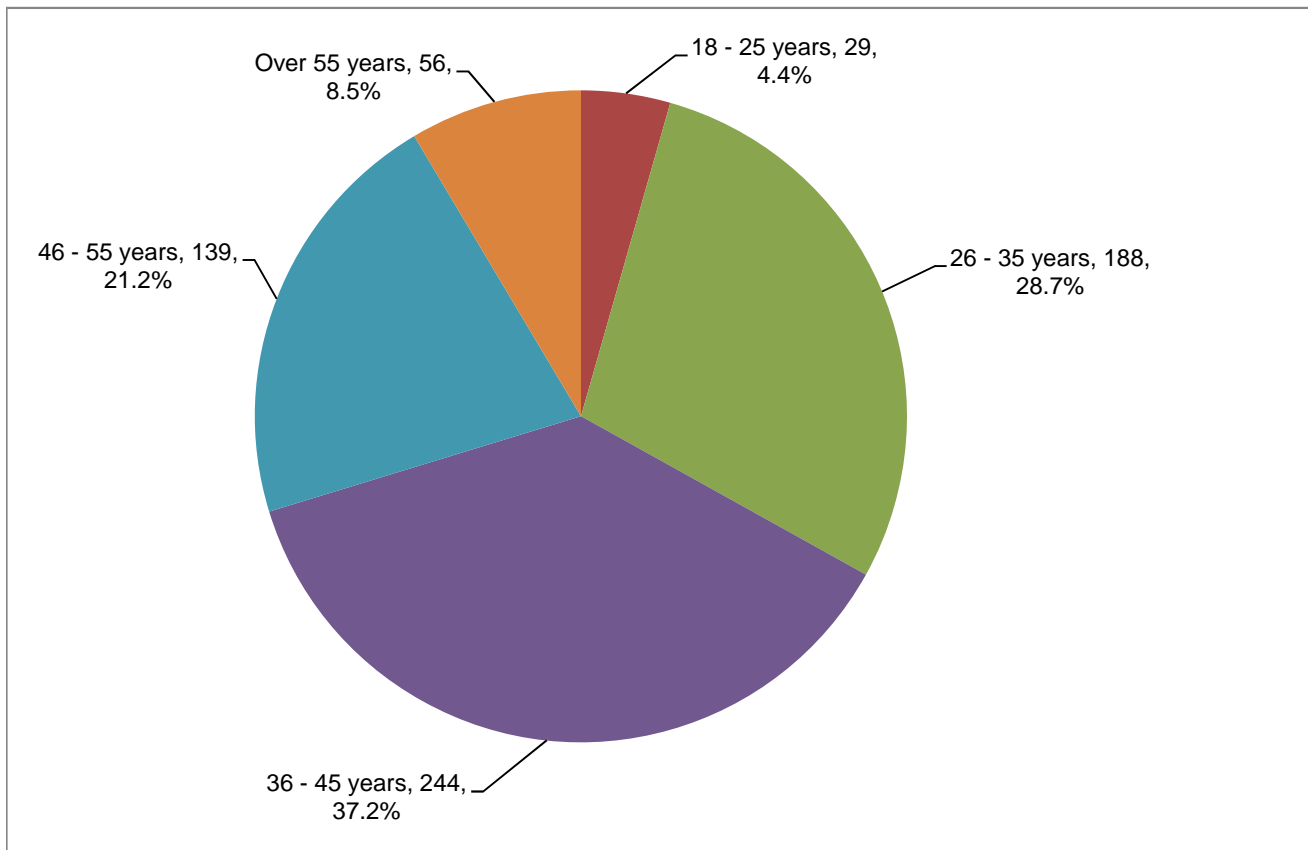
Base: 604 people seen rough sleeping during the period whose gender was known. This excludes 52 people whose gender was not known.

Table 6: People seen rough sleeping in 2023/24, by gender

Gender	No.	%
Female	49	8.1%
Male	553	91.6%
Non-binary	2	0.3%
Not known	52	
Total (excl. not known)	604	100.0%
Total (incl. not known)	656	

5.4 Age

Chart 6: People seen rough sleeping in 2023/24, by age



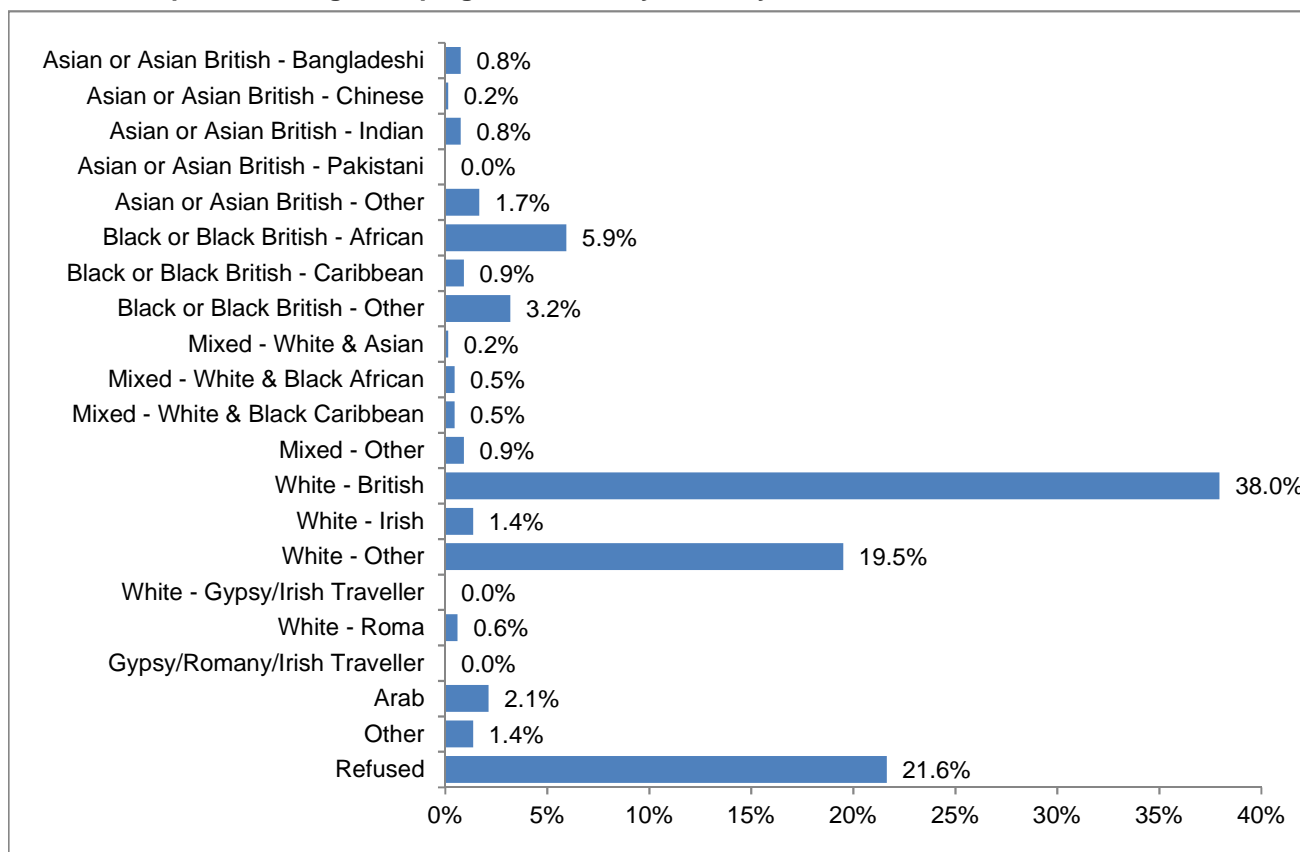
Base: 656 people seen rough sleeping during the period.

Table 7: People seen rough sleeping in 2023/24, by age

Age	No.	%
Under 18 years	0	0.0%
18 - 25 years	29	4.4%
26 - 35 years	188	28.7%
36 - 45 years	244	37.2%
46 - 55 years	139	21.2%
Over 55 years	56	8.5%
Total	656	100.0%

5.5 Ethnicity

Chart 7: People seen rough sleeping in 2023/24, by ethnicity



Base: 656 people seen rough sleeping during the period.

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.

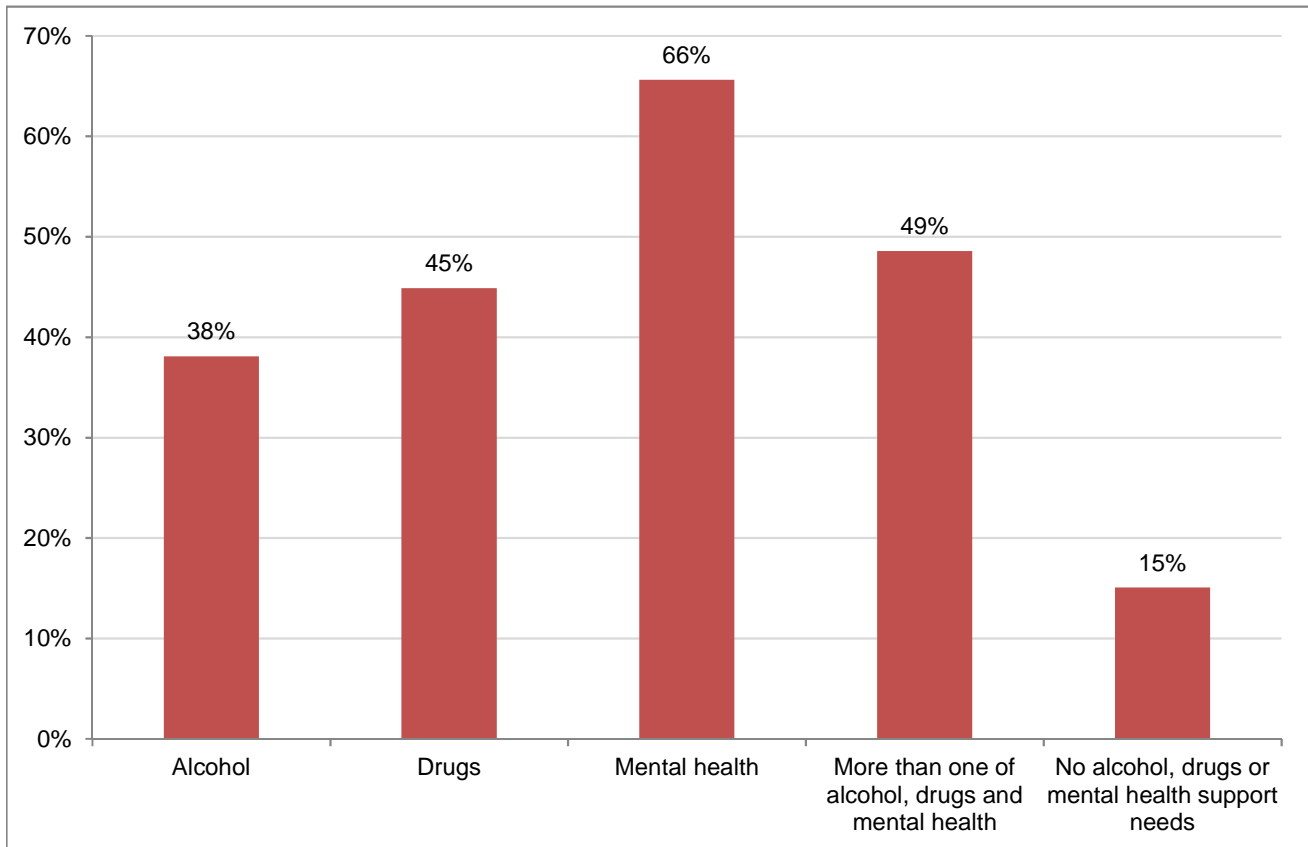
Table 8: People seen rough sleeping in 2023/24, by ethnicity

Ethnicity	No.	%
Asian (incl. Chinese)	22	3.4%
Black	66	10.1%
Mixed	13	2.0%
White (incl. Gypsy/Irish Traveller/Roma)	390	59.5%
Arab/Other	23	3.5%
Missing/Refused	142	21.6%
Total	656	100.0%

5.6 Support needs

Support needs data in CHAIN is derived from assessments made by support workers in the homelessness sector. It is important to note that 46% of people seen rough sleeping in the borough in 2023/24 did not have a support needs assessment recorded.

Chart 8: People seen rough sleeping in 2023/24, by support needs



Base: 352 people seen rough sleeping during the period who were assessed for at least one of the three support needs. This excludes 304 people for whom none of the three needs were assessed.

Table 9: People seen rough sleeping in 2023/24, by support needs

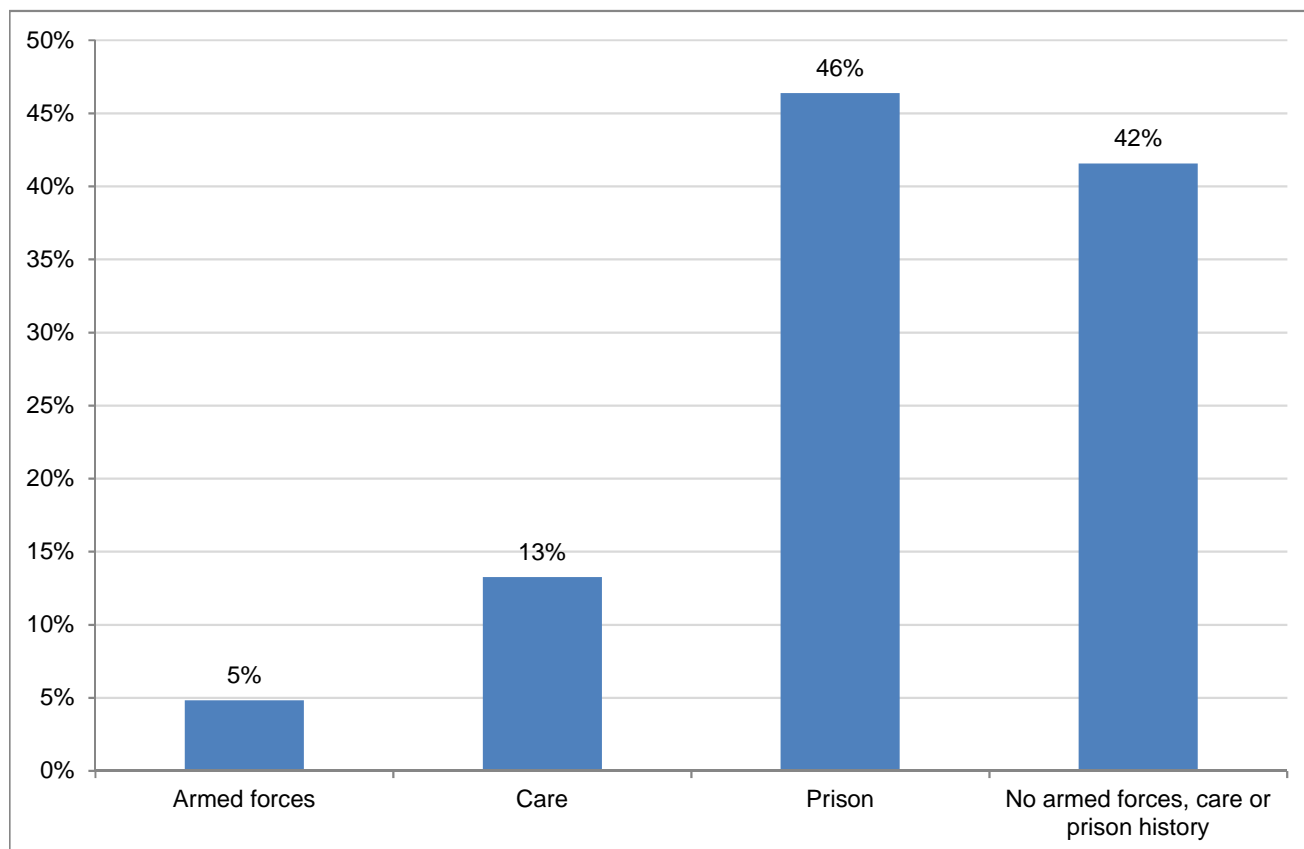
Support need	No.	%
Alcohol	134	38.1%
Drugs	158	44.9%
Mental health	231	65.6%
More than one of alcohol, drugs and mental health	171	48.6%
No alcohol, drugs or mental health support needs	53	15.1%
Total (excl. not assessed)	352	
Total (incl. not assessed)	656	

Base for percentages is people seen rough sleeping during the period who were assessed for at least one of the three support needs.

5.7 Institutional & armed forces history

The chart below indicates the proportions of people seen rough sleeping in the borough during the year who had experience of spending time in prison or in local authority care as a young person, or of serving in the armed forces. This information indicates whether individuals have ever spent time in one of these settings, and does not necessarily imply that this was recent. It can include time spent in one of these settings in any country, and does not necessarily imply that it was in the UK. Information on people who have recently left an institutional or armed forces setting in the UK can be found in sections 4.1 and 4.2 of this report.

Chart 9: People seen rough sleeping in 2023/24, by institutional and armed forces history



Base: 332 people seen rough sleeping during the period who were assessed for at least one of the three support needs. This excludes 324 people for whom none of the three needs were assessed.

Table 10: People seen rough sleeping in 2023/24, by institutional and armed forces history

Type of history	No.	%
Armed forces	16	4.8%
Armed forces - UK nationals	5	1.5%
Care	44	13.3%
Prison	154	46.4%
No armed forces, care or prison history	138	41.6%
Total (excl. not assessed)	332	
Total (incl. not assessed)	656	

Base for percentages is people seen rough sleeping during the period who were assessed for at least one of the three histories.

6. HELPING PEOPLE OFF THE STREETS

6.1 Accommodation outcomes

In 2023/24, 137 people who had been seen rough sleeping during the year had bookings into accommodation recorded on CHAIN by services in the borough.

Table 11: Accommodation outcomes achieved with people seen rough sleeping in 2023/24, compared to outcomes achieved in 2022/23

Accommodation type	2022/23		2023/24	
	No. events	%	No. events	%
Hubs, shelters and emergency accommodation				
COVID-19 Emergency Accommodation (Local)	0	0.0%	0	0.0%
Hub	0	0.0%	0	0.0%
Nightstop	0	0.0%	0	0.0%
SWEP (Local)	60	24.5%	52	21.2%
SWEP (Pan-London)	4	1.6%	10	4.1%
Winter/Night Shelter	14	5.7%	26	10.6%
<i>Hubs, shelters and emergency accommodation subtotal</i>	<i>78</i>	<i>31.8%</i>	<i>88</i>	<i>35.9%</i>
Temporary accommodation				
Assessment centre	36	14.7%	38	15.5%
Bed & breakfast	69	28.2%	53	21.6%
Clinic/Detox/Rehab	0	0.0%	0	0.0%
Friends & family	0	0.0%	0	0.0%
Hostel	16	6.5%	10	4.1%
Local authority temporary accommodation	28	11.4%	32	13.1%
Staging post	2	0.8%	0	0.0%
Other temporary accommodation	7	2.9%	17	6.9%
<i>Temporary accommodation subtotal</i>	<i>158</i>	<i>64.5%</i>	<i>150</i>	<i>61.2%</i>
Long-term accommodation				
Care home	0	0.0%	0	0.0%
Clearing House/RSI	4	1.6%	1	0.4%
Local authority tenancy (general needs)	0	0.0%	1	0.4%
Private rented sector - independent	2	0.8%	1	0.4%
Private rented sector - with some floating support	2	0.8%	2	0.8%
RSL tenancy (general needs)	0	0.0%	0	0.0%
Sheltered housing	0	0.0%	0	0.0%
Supported housing	1	0.4%	1	0.4%
Tied accommodation	0	0.0%	1	0.4%
Other long-term accommodation	0	0.0%	0	0.0%
<i>Long-term accommodation subtotal</i>	<i>9</i>	<i>3.7%</i>	<i>7</i>	<i>2.9%</i>
Total	245	100.0%	245	100.0%

An individual may have been booked into accommodation more than once during the period.

APPENDICES

Appendix 1: Glossary of acronyms and terms used in this report

ASB: Anti-Social Behaviour

Defined in the Crime and Disorder Act (1998) as acting 'in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as the perpetrator.'

CEE: Central and Eastern European

Used to denote the ten A8 and A2 European Union accession countries (Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia).

CHAIN: Combined Homelessness and Information Network

A multi-agency database recording information about rough sleepers and the wider street population in London, commissioned and funded by the GLA and managed by Homeless Link.

DELTA

Online system developed by the Department for Levelling Up, Housing and Communities to streamline its processes and systems for collecting statistical data and grant administration.

DLUHC: Department for Levelling Up, Housing and Communities

Government department responsible for housing, communities, local government in England, and the levelling up policy.

EEA: European Economic Area

The 27 countries of the European Union (EU), plus a further three countries that are part of the EU's single market (Iceland, Liechtenstein and Norway). Common usage generally also includes Switzerland, whose citizens have the same rights to live and work in the UK as other EEA nationals.

GLA: Greater London Authority

The top-tier administrative body for Greater London, consisting of a directly elected executive Mayor of London, and an elected 25-member London Assembly.

NASS: National Asylum Support Service

Section of the UK Visas and Immigration division of the Home Office, responsible for supporting and accommodating people seeking asylum while their cases are being dealt with.

NSNO: No Second Night Out

A GLA commissioned 24/7 pan-London assessment and reconnection service for people rough sleeping. It accepts referrals from outreach teams and aims to identify and rapidly deliver a sustainable route off the street for those it supports. Since August 2022, the service has worked with both those who are new to rough sleeping, and existing rough sleepers who do not already have a route away from the streets identified by an outreach team. The term is also used in other contexts to refer to a wider strategy to end rough sleeping, both in London and nationwide.

RSI: Rough Sleeping Initiative

Cross-government plan of action, announced in March 2018, to significantly reduce the number of people sleeping rough in England and Wales. The RSI acronym has also previously been used to refer to the 1990s Rough Sleepers Initiative, which was successful

in reducing rough sleeping at that time.

SWEP: Severe Weather Emergency Protocol

Emergency accommodation provided by local authorities or the GLA for people sleeping rough during periods of increased risk due to extreme weather conditions (e.g. freezing temperatures or heatwaves).

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Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 09/09/2024
Subject: Post Rough Sleeping Initiative Planning Proposal Report	Public
Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?	1,2,3,4,10
Does this proposal require extra revenue and/or capital spending?	N
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain's Department?	N/A
Report of: Judith Finlay, Executive Director, Community and Children's Services	
Report authors: Will Norman, Head of Homelessness Prevention and Rough Sleeping	For Information

Summary

This report provides Members with an update on our planning and risk mitigation for the period after the current tranche of Rough Sleeping Initiative (RSI) funding expires on 31 March 2025. The report is an update on the position reported to Members at the 10 June Homelessness and Rough Sleeping Sub-Committee.

The report provides Members with on ongoing commentary of the risk presented by the lack of confirmed RSI grant funding from April 2025.

This report references the following priorities from the Homelessness and Rough Sleeping Strategy 2023–2027:

- Priority 1 – Rapid, effective and tailored interventions
- Priority 2 – Securing access to suitable, affordable accommodation
- Priority 3 – Achieving our goals through better collaboration and partnership
- Priority 4 – Providing support beyond accommodation.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. The RSI is part of the government's ongoing Rough Sleeping Strategy, which sets out the vision to end rough sleeping by the end of the current Parliament.

2. In February 2022, City of London officers submitted the 2022–2025 RSI proposal totalling £3,709,566. The core RSI award for 2024/2025 is £1,373,840.
3. The current RSI award covers 15 projects, posts or funds. Most are funded by the RSI grant. Some are funded by a mix of RSI grant and City Fund, and some are shared with other local authorities from their respective RSI awards.
4. While an extension of funding (or an entirely new grant programme) is expected, the government is yet to issue any formal communications confirming funding beyond financial year 2024/2025.
5. Challenges emerging from the uncertainty around any grant award beyond April 2025 are:
 - The level of funding is unknown. If less than the current award, we will need to consider ending or amending current work funded through the RSI, or fund the work from the City Fund.
 - The timing of any grant determination has a bearing on decision-making. Some contracts are set to expire during 2024/2025 and, without notification of further funding, all contracts will need to end by 31 March 2025.
 - Any grant award for 2025/2026 is expected to be limited to 12 months in duration.
 - Without an indication that contracts will be extended, staff funded through the RSI (both internally and externally) will leave to seek new contracts elsewhere.
6. A proposal for an alternative Rough Sleeping programme was endorsed by Members at the 10 June Homelessness and Rough Sleeping Sub-Committee. The intention was to progress this proposal to the 20 September Community and Children's Services Committee.

Current Position

7. On 14 August 2024 at the North East London Sub-region Forum, a Ministry of Housing, Communities & Local Government (MHCLG) advisor confirmed the new Government's intentions to 'roll over' RSI grant awards for 2025/2026. Confirmation will follow the Government spending review scheduled for Autumn 2024, and local authorities are expected to hear by 31 October 2024. In the spring of 2025/2026, a decision will be made regarding a potential three- to five-year Rough Sleeping Grant programme.
8. As part of the spending review, new Housing Minister, Rushanara Ali, and the Deputy Prime Minister/Secretary of State will consider:

Tackling homelessness and rough sleeping, including:

- *Chair, Inter-Ministerial Group on Homelessness and Rough Sleeping*
- *Cross-governmental co-ordination of policy to tackle homelessness and rough sleeping.*

9. This update is the first indication that grant funding is likely to be sustained in 2025/2026.
10. To provide additional confidence, the Chamberlain's Department has confirmed that the three months of RSI programme service delivery (approximately £339,000), to cover the Quarter 1 period 2025/2026, can be met from within the Homelessness and Rough Sleeping base budget. This is only required to allow officers to begin extending existing service contracts with providers in a way that avoids entering into unfunded commitments. A grant award notification on or before 31 October 2024 will return the temporarily reallocated funds to their original purpose.
11. At the 4 March 2024 Homelessness and Rough Sleeping Sub-Committee, Members were informed about the internal evaluation of our existing RSI funded Rough Sleeping programme. This process yielded suggestions for adapting the programme, which were incorporated into the alternative Rough Sleeping programme proposed to Members at the 10 June Homelessness and Rough Sleeping Sub-Committee.
12. Lessons from the evaluation, together with findings from the Rough Sleeping Service independent review (scheduled for early 2025) will be used throughout 2025/2026 to take advantage of any new three- to five-year grant programme.
13. Officers will update Members as and when any subsequent correspondence is received from MHCLG regarding a 2025/2026 award or future longer-term programme.
14. The Post RSI Planning Proposal Report, therefore, will not be presented to Members of the Community and Children's Services Committee on 20 September.

Corporate & Strategic Implications

15. **Financial implications** – See risk implications below.
16. **Resource implications** – N/A
17. **Legal implications** – N/A
18. **Risk implications** – Formal confirmation of grant funding for 2025/2026 has not been received, however, public statements from MHCLG that it is forthcoming have been received. The risk of late award or no award are mitigated by the temporary reallocation of three months' funding to cover the period Q1 2025/2026.
19. **Equalities implications** – N/A
20. **Climate implications** – N/A
21. **Security implications** – N/A

Conclusion

22. The City of London received £1,373,840 in RSI grant funding in 2025/2026. When Members were last updated on 10 June 2024, no further confirmation had been received from MHCLG about funding for 2025/2026, or the potential for a new, longer-term programme.
23. Verbal assurance was provided by the MHCLG RSI advisor for the North East London Sub-region Forum on 14 August 2024 that the new Government's intentions are to provide a comparable level of grant funding for local authorities in 2025/2026.
24. Confirmation will not be received by local authorities until after the Government spending review on 31 October 2024.
25. To allow officers to begin drafting contract extensions for RSI-funded services (and personnel contracts at the City of London), funding has been temporarily reallocated to cover the period Q1 2025/2026. These funds will only be required in the event that grant funding is not awarded, or that an award is later than anticipated.

Background papers

- Post Rough Sleeping Initiative Planning Proposal Report – Homelessness and Rough Sleeping Sub-Committee – 4 March 2024
- Post Rough Sleeping Initiative Planning Proposal Report – Homelessness and Rough Sleeping Sub-Committee – 10 June 2024

Appendices

- None

Will Norman

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Agenda Item 8

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 09/09/2024
Subject: Rough Sleeping Service Review Proposal Report	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1,2,3,4,10
Does this proposal require extra revenue and/or capital spending?	N
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
Report of: Judith Finlay, Executive Director, Community and Children’s Services	
Report authors: Will Norman, Head of Homelessness Prevention and Rough Sleeping	For Information

Summary

This report provides Members with a proposal for an independent review of the pathways offered by the City of London to rough sleepers encountered by its services. 2023/2024 data reveals that rough sleeping numbers have risen for the third consecutive year in the Square Mile and Greater London. The proposal of a review is driven by the priorities set out in the new Homelessness and Rough Sleeping Strategy 2023–2027 and a commitment to evaluation and innovation in service delivery.

A specification for the review can be found at Appendix 1. The specification provides background information, expectations for the methodology and outputs, and a description of scope. An external consultant with experience of the rough sleeping sector will be commissioned to deliver the review, which is scheduled to conclude by 31 July 2025. Findings and recommendations will be used to inform our working practices, commissioning priorities and the next iteration of the Homelessness and Rough Sleeping Strategy.

The draft specification was circulated among Members on 8 August 2024. Feedback has been incorporated into this report and can be found in the appendix in the section relating to scope.

This report references the following priorities from the Homelessness and Rough Sleeping Strategy 2023–2027:

- Priority 1 – Rapid, effective and tailored interventions
- Priority 2 – Securing access to suitable, affordable accommodation
- Priority 3 – Achieving our goals through better collaboration and partnership
- Priority 4 – Providing support beyond accommodation

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. Data from 2023/2024 reveals the City of London to have the fifth-largest rough sleeping population in Greater London (656 unique individuals). This is the third successive year that rough sleeping numbers have increased in the Square Mile. Between 2022/2023 and 2023/2024, rough sleeping increased by 33% in the Square Mile compared to 19% across Greater London.
2. The City of London single night snapshot figure for autumn 2023 was 61. This was the third-highest figure recorded for Greater London. Reflecting Combined Homelessness and Information Network (CHAIN) data trends, the 2023 snapshot was the third consecutive rise in rough sleeping in the Square Mile and Greater London.
3. The City of London was awarded a Rough Sleeping Initiative (RSI) grant of £1.2 million in 2024/2025, the final year of a three-year award where annual grant funding averaged £1.4 million. At the time of writing, the Government's intentions around future grant funding of local authority Homelessness and Rough Sleeping services are unclear.
4. In 2019, the City of London commissioned Homeless Link to deliver 'New Interventions and Approaches for Rough Sleepers – Options Appraisal'. Among the recommendations from that report was a reconfigured Outreach service, including a qualified social worker, residential assessment beds and additional high-support hostel capacity, all of which have since been implemented.
5. Published CHAIN data for 2023/2024 tells us:
 - 656 unique individuals were recorded rough sleeping in the Square Mile
 - 57% of rough sleepers were 'flow' or new to rough sleeping
 - 24% of rough sleepers remained unidentified, meaning our Outreach services were unable to engage them
 - Rough sleepers recorded anywhere in London across two consecutive years represented 32% of the City rough sleeping population. This continues a trend of three consecutive years that this percentage has dropped, but is still significantly higher than the Greater London average of 20%
 - 50 individuals were seen more than 20 times by our Outreach services

- ‘Returners’ or individuals recorded rough sleeping who had been accommodated, represented 12% of rough sleepers
- 245 accommodation outcomes were recorded. This includes multiple outcomes for individual rough sleepers.

Proposal

6. The Homelessness and Rough Sleeping team will commission an external consultant to review our existing interventions, and place these in the context of the size and nature of rough sleeping in the Square Mile. The specification for this work can be found at Appendix 1.
7. The draft specification was circulated to Members on 8 August, and feedback has been incorporated into the latest version.
8. The consultant/consulting firm will have the necessary experience and qualifications to undertake this review and draft a comprehensive report for presentation to senior officers and Members.
9. Key lines of enquiry for the reviewer are:
 - Exploration of potential gaps in existing service delivery
 - The ability of existing interventions to meet near-future demand
 - How available grant funding has been used
 - Integration of rough sleeping workstreams into the wider homelessness service
 - Strengths and weakness of partnership arrangements
 - Services must adequately demonstrate impact.
10. The review will focus on Rough Sleeping services. The Statutory Homelessness team is scheduled to undertake its own independent review this year, and our portfolio of supported accommodation services will be subject to an internal Quality Assurance (QA) process later in the year.
11. The review will consider routes into, through and beyond support. This means that critical touch points with relevant services will be within scope, such as access to supported accommodation, support offered to help people develop confidence, self-esteem and skills, access to drug and alcohol treatment and health services.
12. To ensure that reasonable boundaries and limitations are incorporated, the review will focus solely on the Rough Sleeping service and its touch points with other related services. Areas outside of scope, and the reasons for this are:
 - **Detailed review of Statutory Homelessness Services** – requires a particular technical focus. Independent review scheduled to take place separately during financial year 2024/2025.
 - **Detailed review of Substance Misuse Services** – commissioned outside the Homelessness and Rough Sleeping service area and subject to existing contract monitoring arrangements.

- **City of London supported accommodation pathway** – separate QA review scheduled to take place in financial year 2024/2025 and every three years thereafter.
- **Roles fulfilled by staff employed by the City of London** – staff contracted to City of London and the structure of the Homelessness and Rough Sleeping Service are not subject to review.
- **Adult Social Care Service** – regulated area subject to independent audit and inspection. Outside the Homelessness and Rough Sleeping service area.
- **Multi-agency meeting arrangements** – independently reviewed by Homeless Link in 2023. Recommendations implemented throughout 2023 and 2024.
- **The City of London Homelessness and Rough Sleeping Strategy 2023–2027** – will be subject to review towards the later end of the strategy’s lifespan.

13. For a more detailed explanation of the scope of the review, please refer to the draft specification which can be found at Appendix 1.

14. To accommodate the existing reviews scheduled for Statutory Homelessness and Pathway, this review is scheduled to conclude by 31 July 2025. The lessons from the review will be used to inform our commissioning intentions and partnership arrangements.

15. The consultant/consulting firm will provide a written report and a presentation of the key findings and recommendations to the Sub-Committee at the first available meeting.

Corporate & Strategic Implications

16. **Financial implications** – N/A

17. **Resource implications** – N/A

18. **Legal implications** – N/A

19. **Risk implications** – N/A

20. **Equalities implications** – N/A

21. **Climate implications** – N/A

22. **Security implications** – N/A

Conclusion

23. Financial year 2023/2024 was the third successive year that rough sleeping numbers increased in the Square Mile. According to CHAIN data, the City of London has the fifth-largest rough sleeping population in Greater London.

24. The City of London is committed to funding and delivering a Rough Sleeping programme designed and resourced to meet local need. In the last three years, this has been complemented by more than £1 million annually in grant funding from the Ministry of Housing, Communities & Local Government.
25. The Homelessness and Rough Sleeping service intends to conduct an independent review of our rough sleeping work streams to help determine the strengths and weakness of our approach.
26. The review will conclude before 31 July 2025. Outputs will include a written report and a presentation of key findings and recommendations. Lessons will be used to inform short- to medium-term commissioning decisions and partnership arrangements.
27. A draft of the review specification has been seen by Members, and feedback incorporated into this report (see Appendix 1).

Appendices

- Appendix 1 – Independent Review of Rough Sleeping Interventions – 2024

Will Norman

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City of London Corporation

Independent Review of Rough Sleeping Interventions - 2024

1. Introduction

- 1.1. As part of the City of London's ongoing commitment to the constant evolution of our operational service delivery, the City of London wishes to undertake an independent review of its rough sleeping service.
- 1.2. Consultants (or consulting firms) are invited to submit a proposal outlining their approach, timescale and proposed cost.
- 1.3. The current City of London Homelessness and Rough Sleeping Strategy uses a 4-point framework for preventing and relieving homelessness:
 - Priority 1 – Proving rapid, effective and tailored interventions
 - Priority 2 – Providing access to suitable, affordable accommodation
 - Priority 3 – Achieving our goals through better collaboration and partnership
 - Priority 4 – Providing support beyond accommodation
- 1.4. The City of London Homelessness and Rough Sleeping Strategy 2023-27 can be found here: [Strategy, facts and figures - City of London](#)

2. Understanding the brief

- 2.1. The desired outcome for the City of London is to acquire an independent review of its rough sleeping interventions which will help to inform near future and longer-term strategic decision making. Key lines of enquiry for the review should be (but not limited to):
 - Exploration of potential gaps in existing service delivery
 - The ability of existing interventions to meet near future demand
 - How available grant funding has been used
 - Integration of rough sleeping workstreams into the wider homelessness service
 - Strengths and weakness of partnership arrangements
 - Can/do services adequately demonstrate impact



- 2.2. The report will be used to inform how future grant funding opportunities can be utilised, commissioning intentions and strategic priorities for the service.
- 2.3. Data from 2023/24 reveals the City of London to have the 5th largest rough sleeping population in Greater London (656 unique individuals). This is the third successive year that rough sleeping numbers have increased in the Square Mile. Between 2022/23 and 2023/24 rough sleeping increased by 33% in the Square Mile compared to 19% across Greater London¹.
- 2.4. The City of London single night snapshot figure for autumn 2023 was 61. This was the 3rd highest figure recorded for Greater London. Reflecting CHAIN data trends, the 2023 snapshot was the 3rd consecutive rise in rough sleeping in the Square Mile and Greater London.
- 2.5. The City of London was awarded an RSI grant of £1.2m in 2024/25, the final year of a 3-year award where annual grant funding averaged £1.4m. Additionally, the City of London spends around £3.3m per year on homelessness and rough sleeping work.
- 2.6. At the last census, the City recorded a resident population of around 10,000. The City sees approximately 400,000 daily visitors and commuters. Presentations to our statutory homelessness service have increased steeply from 85 recorded in 2019/20 to over 500 in 2023/24. Many of these require advice and guidance only.
- 2.7. The City of London performed well in delivering the 'Everybody In' initiative during the Covid-19 pandemic. Additional services were stood up and single digit nightly counts were achieved. Since the lifting of restrictions, the City has seen a steady increase in demand across most measures. Flow (new rough sleepers) have increased in each of the last 4 years. Flow clients now make up 57% of Square Mile rough sleepers versus 41% in 2020/21.

3. Methodology

- 3.1. The consultant/consulting firm will make use of extensive analysis of published and locally sourced rough sleeping and homelessness data.
- 3.2. The review should gather information from a variety of sources, including interviews with internal staff, external stakeholders and partners, a review of contract monitoring KPI's, meeting minutes and relevant policies and procedures.

¹ [Rough sleeping in London \(CHAIN reports\) - London Datastore](#)



3.3. Where possible, the review should draw comparison with best practice examples from elsewhere in the London and the UK.

3.4. The consultant/consulting firm will be required to spend time at the Guildhall and visiting external services. It is appropriate for the consultant to work remotely at other times.

4. Outputs

4.1. As a minimum, the following outputs should emerge from the review:

- An initial discovery paper outlining proposed approach
- Periodic check-in or progress reports
- Evidence of staff and stakeholder consultation
- Detailed report suitable for presentation to Members, Senior Leadership Team and Departmental Leadership Team. The report should include findings and recommendations
- Presentation of the review findings/recommendations upon request

5. Scope

5.1. The following areas are within scope (this list is not exhaustive):

- Rough sleeping interventions funded by City of London. This includes:
 - City of London Outreach Team
 - Snow Hill Court Assessment Centre
- Rough sleeping interventions funded by the MHCLG Rough Sleeping Initiative (RSI). This includes:
 - City and Tower Hamlets Navigators (City element only)
 - Tri-borough Psychotherapy Service (City element only)
 - Mobile Intervention Support Team (MIST)
 - Employment & Progression Service (Streets to Work)
- The City of London Supported Accommodation Pathway. This includes:
 - Grange Rd Hostel
 - Crimscott St Hostel
 - The Lodges (2 hostels)
 - City & Hackney Housing First (City element only)
- Other



- PRS Access Framework
- Move-on and Resettlement options
- Use of discretionary TA placements
- Touch points with Statutory Homelessness Services
- Touch points with health services
- Touch points with drug and alcohol services
- Touch points with Adult Social Care Services and safeguarding arrangements

5.2. The following areas are outside scope:

- Detailed review of Statutory Homelessness Services
- Detailed review of Substance Misuse Services
- City of London supported accommodation pathway
- Roles fulfilled by staff employed by the City of London
- Adult Social Care Services
- Multi-agency meeting arrangements
- The City of London Homelessness and Rough Sleeping Strategy 2023-27

5.3. The City of London is undertaking a quality assurance evaluation of its supported accommodation pathway and statutory homelessness services during 2024/25. While it will not be necessary for this review to take in the performance of these areas in detail, how our rough sleeping services interact with them is within scope. The same is true of substance misuse and health services.

5.4. The current homelessness and rough strategy was launched in November 2023 after internal, external stakeholder and public consultation. A separate review of the strategy will be undertaken towards the end of its lifespan.

5.5. Rough sleeping multiagency meeting arrangements were independently reviewed in 2022 with recommendations implemented throughout 2023 and 2024.

5.6. The City of London is committed to progressing its ambition for voices with lived experience to influence commissioning and governance processes. As a result, we have a dedicated co-production workstream which will be relevant for the consultant to review.

6. Budget



6.1. The consultant (or consulting firm) will set out the proposed cost for this work in their submission. If costs are calculated using an hourly rate, the consultant will set out the precise period for delivering the review, including the report.

6.2. Payment will be made on submission of the completed report.

6.3. The consultant (or consulting firm) must seek approval from the City before expending any additional resources.

6.4. The budget cannot exceed £15,000. (TBC)

7. Timetable

7.1. Consultants should advise on the timescale in which they can deliver this work. However, we ask for completion before 31 July 2025. (TBC)

8. The Consultant/consulting firm

8.1. The consultant or consulting firm will be suitably experienced and qualified to review an established local authority rough sleeping department. This experience should be drawn from the homelessness and rough sleeping in London.

8.2. The consultant or consulting firm will have experience of reviewing homelessness and rough sleeping services, of applying methodologies comparable to what is set out in section 3 and drafting and presenting reports appropriate for circulation at governance level.

9. Contact information

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Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 09/09/2024
Subject: Member Assurance Proposal Report	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1,2,3,4,10
Does this proposal require extra revenue and/or capital spending?	N
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
Report of: Judith Finlay, Executive Director, Community and Children’s Services	
Report author: Will Norman, Head of Homelessness Prevention and Rough Sleeping	For Information

Summary

This report provides Members with a proposal for a structured approach to help Members gain insights into and assurance about the delivery of frontline rough sleeping work. The proposal is in two parts:

- 1) Opportunities for scheduled ‘walkabouts’ alongside officers and Outreach workers. This will let Members witness work being carried out first hand.
- 2) More information about our existing services and the structure of the Rough Sleeping team. This will help with new Members’ induction on to the Sub-Committee and serve as a helpful reference tool for existing Members.

This report references the following priorities from the Homelessness and Rough Sleeping Strategy 2023–2027:

- Priority 3 – Achieving our goals through better collaboration and partnership.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. Rough sleeping numbers in the Square Mile have increased for three consecutive years, and the City of London has the fifth-largest rough sleeping population in Greater London.

2. The introduction of the Rough Sleeping Initiative at the Ministry of Housing, Communities & Local Government, and the grant programme that followed, has led to increased levels of central government grant funding.
3. In 2018, Members approved an increase in the Homelessness and Rough Sleeping base budget to help the City of London tackle rising rough sleeping numbers. Among other interventions, this funding has enabled the creation of a high-support hostel in Southwark, and the City's first permanent residential assessment centre based in the Square Mile.
4. The scale and complexity of work, allied with the breadth of our partnership arrangements, means that the City of London has some of the most comprehensive and sophisticated arrangements in place for rough sleepers, anywhere in London.
5. Despite this, rough sleeping numbers remain high and visible rough sleeping, particularly in the form of encampments, is becoming increasingly common. Inevitably, this attracts the attention of residents, businesses and visitors to the Square Mile.
6. The Rough Sleeping team receive regular requests for information about the work we are doing, the services we commission, and the challenges that frontline workers face. In the past, Members have asked to join Outreach shifts or to visit particular locations.
7. Officers recognise that it is helpful for Members to be able to articulate to their constituents the nature of the rough sleeping challenge and the work underway to tackle it. Furthermore, the more information that is readily to hand, the better informed and briefed Members will be.

Proposal

8. The Member Assurance Proposal is in two parts:
 - **Part 1** – opportunities for Members to witness work being undertaken at first hand will be scheduled throughout the year – one per quarter. Three 'walkabouts' with an officer will be scheduled, plus an open invitation for a limited number of Members to participate in the annual street count each October.

There is scope for the walkabouts to focus on a particular Ward, area or issue. For example, Members may wish to see high-impact rough sleeping sites or take a close look at visible rough sleeping in a particular Ward. Walkabouts can be scheduled for within office hours or at night.

Officers from the Homelessness and Rough Sleeping service will lead the walkabout, and it may or may not be necessary to include Outreach workers from our commissioned services.

Numbers on each walkabout will need to be limited.

- **Part 2** – a document pack will be prepared to help new Members’ inductions, and to act as a reference tool for existing Members. Suggestions for the pack include:
 - Service structure organigram
 - Summary of staff roles and responsibilities
 - Map of commissioned services
 - Supported accommodation pathway flow chart
 - Multi-agency meeting map
 - Annual Greater London CHAIN data summary
 - Statutory homelessness data summary
 - Resources and web links.
9. The document pack will be reviewed annually and made available to Members via email and/or through a digital platform.

Corporate & Strategic Implications

- 10. **Financial implications** – N/A
- 11. **Resource implications** – N/A
- 12. **Legal implications** – N/A
- 13. **Risk implications** – N/A
- 14. **Equalities implications** – N/A
- 15. **Climate implications** – N/A
- 16. **Security implications** – N/A

Conclusion

- 17. The Member Assurance Proposal offers Members a two-part structured approach to helping Members gain and sustain valuable insights into the frontline work of the Homelessness and Rough Sleeping Service.
- 18. Part 1 involves four scheduled opportunities to witness Outreach work and/or rough sleeping sites and hotspots at first hand, plus three scheduled ‘walkabouts’ and the annual street count in October.
- 19. Part 2 is a document pack to include key data, staff and service information which will be reviewed and updated annually.

Appendices

- None

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