



## Homelessness and Rough Sleeping Sub Committee

**Date:** WEDNESDAY, 14 MAY 2025

**Time:** 4.00 pm

**Venue:** COMMITTEE ROOMS - 2ND FLOOR WEST WING, GUILDHALL

**Members:**

Mark Wheatley (Chairman)	Sophia Mooney
Deputy Helen Fentimen OBE JP	Robert Atkin, Safer City Partnership
Dawn Frampton	James Breed, External Member
Steve Goodman OBE	Patrick Fowler, External Member
Shravan Joshi MBE	Paul Kennedy, City Churches
Helen Ladele	Irmani Smallwood, External Member

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**Ian Thomas CBE**  
**Town Clerk and Chief Executive**

# **AGENDA**

## **Part 1 - Public Agenda**

1. **APOLOGIES**

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

3. **ELECTION OF DEPUTY CHAIRMAN**

To elect a Deputy Chairman in accordance with Standing Order 26 (6).

**For Decision**

4. **MINUTES**

To agree the public minutes and non-public summary of the meeting held on 3 February 2025.

**For Decision**  
(Pages 5 - 10)

5. **ROUGH SLEEPING PREVENTION AND RECOVERY GRANT 2025/26 SUMMARY**

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

**For Information**  
(Pages 11 - 20)

6. **STATUTORY HOMELESSNESS AND ROUGH SLEEPING SERVICE – USE OF TEMPORARY ACCOMMODATION REPORT**

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

**For Information**  
(Pages 21 - 36)

7. **ANNUAL SEVERE WEATHER EMERGENCY PROTOCOL (SWEP) REPORT 2024**

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

**For Information**  
(Pages 37 - 46)

8. **HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023–2027 UPDATE REPORT**

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

**For Information**  
(Pages 47 - 68)

9. **CITY OF LONDON POLICE UPDATE**

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

**For Information**

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

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

**For Information**

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

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

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## **HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE**

**Monday, 3 February 2025**

**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 Helen Fentimen OBE JP (Ex-Officio Member)
Deputy Natasha Maria Cabrera Lloyd-Owen (Deputy Chairman)	Judith Pleasance
Deputy Anne Corbett	Irmani Smallwood

#### **Officers:**

Simon Cribbens	- Community & Children's Services Department
Chief Inspector Nikki Gander	- City of London Police
Kirsty Lowe	- Community & Children's Services Department
Will Norman	- Community & Children's Services Department
Chris Pelham	- Community & Children's Services Department
Blair Stringman	- Town Clerk's Department

#### **1. APOLOGIES**

There were no apologies for absence.

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

There were no declarations.

#### **3. MINUTES**

**RESOLVED** – That, the public and non-public summary of the meeting held on 9 December 2024 be agreed as a correct record.

#### **4. HOMELESS LINK GUEST**

The Sub-Committee received a presentation of the Partnership Manager for London at Homeless Link concerning an overview of the organisation and its mission.

The following points were noted:

- **Mission and Vision:** Homeless Link is a national membership organisation representing over 850 members across various sectors. Their vision is to have a country free from homelessness, ensuring everyone has a place to call home and the support they need to keep it.
- **Values:** The organisation is driven by values such as ambition, boldness, curiosity, diversity, and empowerment.

- **Strategic Ambitions:** Homeless Link aims to support the sector, amplify voices and experiences, focus on sector development, influence change, and strengthen local partnerships.
- **Partnerships and Support:** The organisation works with local authorities, commissioned and non-commissioned services, and provides workshops, consultations, bespoke support, and conflict resolution.
- **Challenges and Opportunities:** Members were informed of issues such as workforce vacancies, trauma-informed care, prevention, inclusion of health, and stronger partnerships.
- **Specific Projects:** Examples include the London PRS Forum, which addresses challenges in moving people into private rented sector accommodation, and the London Plus project in partnership with Shelter.
- **Policy Advocacy:** Homeless Link is working on various policy changes, including advocating for exemptions for charities from National Insurance rises and contributing to the NHS long-term plan consultation.

**RESOLVED** – That the presentation be noted.

#### 5. **CITY OF LONDON POLICE UPDATE**

The Sub-Committee received an update of the Superintendent of the City of London Police concerning an update on an update on begging/rough sleeping.

The following points were noted:

- **Operation Luscombe Overview:** Members noted a three-stage approach addressing begging and assessing the vulnerability of rough sleepers through a support intervention hub. Individuals found begging are referred to the hub, which operates bi-weekly with various support services present.
- **Ticket System and Enforcement:** Between September 1, 2024, and January 18, 2025, tickets issued included 7 Green, 8 Amber, 3 Red, and 1 Blue. One Community Behaviour Order (CBO) application was refused due to the individual's prior convictions.
- **Funding and Future Plans:** Police funding for the intervention hub is set to cease in April 2025, prompting discussions about alternative funding solutions to maintain support for vulnerable individuals.
- **Joint Working Group Formation:** The City of London Joint Working Group (CoLJWG) aims to create a safe environment while focusing on prevention and sustainable solutions for rough sleeping and tented encampments. The first meeting resulted in positive discussions around safety and public health issues.

A Member asked if there were plans to include someone with lived experience of homelessness in the Joint Working Group. Officers responded that there was not currently anyone with lived experience on the group, but it is something they would consider.

**RESOLVED** – That the report be noted.

6. **SEVERE WEATHER EMERGENCY PROTOCOL (SWEP) UPDATE REPORT FEBRUARY 2025**

The Sub-Committee received a report of the Executive Director, Community & Children's Services concerning a mid-season update and the context for the City of London's provision and outcomes in relation to its Severe Weather Emergency Protocol 2024/2025.

The Severe Weather Emergency Protocol Update Report for February 2025 was presented by the Chairman, who acknowledged Rowan's significant contributions to the team over the past four years and extended best wishes for their future endeavours.

The discussion included a clarification of the terms "abandoned" and "evicted" concerning accommodation. It was noted that the acceptance rate for accommodation remains around 40%, with various reasons discussed for why individuals might decline or not remain in the provided accommodation. The cost implications of different accommodation options and the importance of balancing resources for optimal impact were underscored. Officers highlighted their flexibility and discretion in managing resources and providing support, particularly during severe weather conditions. The process of engaging with rough sleepers and arranging accommodation was outlined, including pre-booking hotel rooms and assisting individuals in reaching their accommodation. In response to a question raised by a Member, assurance was given that the budget for the Severe Weather Emergency Protocol (SWEP) is managed prudently and does not constrain the support offered.

Members noted that the current policy of activating SWEP at 0°C was reviewed, with suggestions to reconsider this threshold. The possibility of implementing a mandatory SWEP policy for January and February was raised, although concerns about resource demands were noted. The need for improved coordination with A&E departments and integrated care systems during SWEP activations was emphasised. The importance of ongoing discussions regarding the SWEP policy and its implementation was acknowledged.

**RESOLVED** – That the report be noted.

7. **AN OVERVIEW OF ARRANGEMENTS TO SUPPORT AND SAFEGUARD ADULTS WITH CARE AND SUPPORT NEEDS WHO ARE ROUGH SLEEPING OR HOMELESS**

The Sub-Committee received a report of the Executive Director, Community & Children's Services concerning an overview from an Adult Social Care perspective of the work being done in the City of London to safeguard adults with care and support needs who are experiencing Rough Sleeping and Homelessness.

Members were informed of arrangements to support and safeguard adults with care and support needs who are rough sleepers or homeless. Officers presented an overview from the adult social care perspective, highlighting the

interfaces between homelessness services and adult social care in carrying out legislative duties under the Care Act and the Mental Capacity Act.

Key points included:

- A significant drop in the number of Care Act assessments over the last two years, likely due to the impact of the pandemic.
- The closure of the Carter Lane Assessment Centre and changes in personnel, particularly in the rough sleeping social worker post.
- Differences in the cohort in terms of care and support needs, with some individuals having links to other local authorities.
- Alternative pathways for meeting needs, such as high needs support hostels and prevention work.

Members were informed of the referral process, noting that anyone can make a referral to their service, but most referrals come through the rough sleeping social worker who works with the homelessness team. Referrals can also come from other local authorities, especially around safeguarding.

**RESOLVED** – That, the report be noted.

8. **ANNUAL ROUGH SLEEPING SNAPSHOT 2024 REPORT**

The Sub-Committee received a report of the Executive Director, Community & Children's Services concerning local data analysis of the 2024 Rough Sleeping Snapshot that took place from 12:00AM 19 November 2024 to 4:00AM 20 November 2024.

It was noted that there was a typo in the introduction, and the final figure for 2024 was corrected to 86, which represents a 41% increase from the previous year's figure of 601.

One participant shared their positive experience of joining the team working with people on a day-to-day basis and praised the skill and approach of the workers. A significant part of the discussion revolved around the reasons for the increase in numbers. It was mentioned that the activation of the SWEP (Severe Weather Emergency Protocol) on the same day was unusual and might have contributed to the higher numbers. Additionally, the methodology for the street count had to be changed at the last minute due to capacity issues, which might have affected the results.

**RESOLVED** – That, the report be noted.

9. **ROUGH SLEEPING PREVENTION AND RECOVERY GRANT 2025/26 UPDATE REPORT**

The Sub-Committee received a report of the Executive Director, Community & Children's Services concerning an update on our Rough Sleeping Prevention and Recovery Grant (RSPRG) spending plans for the period 2025/26.

The following points were noted:

- Members informed that a new grant has been awarded, referred to as the RSPRG and RSI, which is a rollover of last year's funding.

- This grant is section 31 funds, meaning it is not subject to approval or moderation and can be spent freely on whichever supplies are deemed necessary.
- Members were invited to ask questions. One member inquired about the low numbers being referred into substance misuse and whether there had been any further intelligence on why this reduction was being seen.
- Officers indicated that work is progressing on this issue, and the rough sleeping coordinators are currently working on a report to address it.

**RESOLVED** – That the report be noted.

**10. HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-2027 UPDATE REPORT**

The Sub-Committee received a report of the Executive Director, Community & Children's Services concerning summary of progress against the aims set out in the Homelessness and Rough Sleeping Strategy 2023–2027.

The following points were noted:

- Members noted that the update includes the latest iteration of the scorecard and metrics, as well as an update on the strategy delivery plan.
- Officers noted that the metrics relating to rough sleeping present a challenging picture.
- A Member inquired about the low numbers being referred into substance misuse and whether there had been any further intelligence on why this reduction was being seen.
- Officers indicated that work is progressing on this issue, and the rough sleeping coordinators are currently working on a report to address it.
- Findings from the report will be reviewed and decisions will be made on how to take the issue up with the Commissioners of the Substance use service.

**RESOLVED** – That, the report be noted.

**11. POLICY AND PROTOCOL TO TACKLE THE NEGATIVE IMPACTS OF ROUGH SLEEPING**

The Sub-Committee received a report of the Executive Director, Community & Children's Services concerning a draft policy statement and protocol in support of interventions to tackle the negative impacts such as anti-social behaviour that can be associated with rough sleeping.

The following points were noted:

- Members noted that the paper had been approved by the Community and Children's Services Committee and would go to the Police Authority board next week.
- Officers noted the feedback received and the balance between sustaining the policy's aim and purpose.

- The Deputy Chair raised concerns about the legal options and the approach to passive begging, emphasising the need for clarity on decision-making and the role of officers.
- The Deputy Chair also discussed concerns about data sharing, particularly with the Home Office, and the need for clarity on what data is shared and with whom.
- Officers stressed the importance of taking action rather than continuously refining the policy, acknowledging the potential for mistakes but highlighting the need to challenge rough sleeping proactively.
- Members suggested the need for a communication strategy to explain actions to the public.

**RESOLVED** – That, the report be noted.

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

There were no questions.

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

There was no other business.

**14. EXCLUSION OF THE PUBLIC**

Members of the Public were not excluded.

**15. NON-PUBLIC MINUTES**

**RESOLVED** - That the non-public minutes of the meeting held on 3 February 2025 be approved.

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

There was no update.

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

There were no non-public questions.

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

There was no other business.

**The meeting closed at 5.15 pm**

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Chairman

**Contact Officer: Blair Stringman**  
**blair.stringman@cityoflondon.gov.uk**

## City of London Corporation Committee Report

<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Dated:</b> 14/05/2025
<b>Subject:</b> Rough Sleeping Prevention and Recovery Grant 2025/26 Summary	<b>Public report:</b> For Information
<b>This proposal:</b> <ul style="list-style-type: none"> <li>delivers Corporate Plan 2024-29 outcomes</li> </ul>	Diverse Engagement Communities Proving Excellent Services
<b>Does this proposal require extra revenue and/or capital spending?</b>	N/A
<b>If so, how much?</b>	N/A
<b>What is the source of Funding?</b>	N/A
<b>Has this Funding Source been agreed with the Chamberlain's Department?</b>	N/A
<b>Report of:</b>	Judith Finlay, Executive Director of Community and Children's Services
<b>Report author:</b>	Kirsty Lowe, Rough Sleeping Services Manager

### Summary

This report provides a draft summary of the interventions that will be delivered by the City of London (CoL) through the Rough Sleeping Prevention and Recovery Grant (RSPRG) for the period of 1 April 2025 to 31 March 2026. The Ministry of Housing, Communities & Local Government (MHCLG) confirmed the CoL award of £1,373,509 for 2025/26, which is similar to the amount awarded the previous year.

The grant will soon be paid in a single tranche as a Section 31 ring-fenced payment. The grant will be subject to a single, light-touch mid-year delivery report and an end-of-year declaration.

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

- Priority 1 – Rapid, effective and tailored interventions

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- 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 previous 2024/25 Rough Sleepers Initiative (RSI) award funded 15 separate interventions including projects, posts and/or funds. Some interventions were funded by a mix of RSI grant and City Fund, and some were shared with other local authorities from their respective RSI awards.
2. The RSPRG 2025/26 award of £1,373,590 was announced late in 2024. The MHCLG has reduced the emphasis on co-production and moderation of funding proposals in favour of a ring-fenced grant award and has removed individual lines with funding allocations attached. This gives officers greater flexibility in how the grant is used.
3. This year's grant total closely reflects the RSI award of 2024/25. Due to increases to employers' National Insurance contributions and sustained inflation, changes to commissioning commitments for 2025/26 were necessary.
4. CoL posts, accommodation projects and personalisation funds previously funded by the RSI grant are now wholly or in part, funded by the Homelessness and Rough Sleeping 2025/26 base budget. These interventions are:
  - Homeless Health Coordinator
  - Commissioning Manager
  - Strength Based Practitioner
  - Pathway Liaison Officer
  - The Lodge and City Lodge
  - Reflective Practice
  - Social Worker Personalisation.
5. This change has allowed space within the RSPRG 2025/26 funding envelope to address shifting demand and to pilot new interventions.
6. The education, training and employment outreach service, Street 2 Work delivered by St Giles came to an end on 31 March 2025.

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7. The CoL and London Borough of Tower Hamlets (LBTH) Navigator service delivered by St Mungo's came to an end on 31 March 2025. St Mungo's have agreed to provide a reduced, three-month CoL Navigator service while CoL go to market to procure a CoL Navigator service for a minimum of 1.5 years.
8. Additional to the CoL's award, MHCLG has awarded the north-east London (NEL) sub-region Winter Pressures Funds and RSPRG totalling £1,323,562. This fund is managed by the NEL Coordinator, based in London Borough of Redbridge and the NEL Sub-regional MHCLG Senior Rough Sleeping Advisor.
9. Sub-regional grant funds will now finance the Psychotherapy Outreach Service in 2025/26. This service was previously RSI funded through CoL, LBTH and London Borough of Hackney (LBH) individual RSI allocations. The psychotherapy service is to expand to include London Borough of Redbridge and London Borough of Newham as a five-authority partnership.

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## Current Position

10.The draft CoL RSPRG spending plan for 2025/26 is as follows:

		Intervention	Provider	Status	CoL RSP+RG Funded
Continuation from RSI 2024/25	1	Senior Practitioner (City Outreach team)	Thames Reach	Delivering	100%
	2	Lead Worker (City Outreach team)			100%
	3	Mobile Intervention Support Team (MIST)			100%
	4	Co-production Service	Mayday Trust, Groundswell	Delivering	100%
	5	Housing First	St Mungo’s	Delivering	100%
	6	Psychotherapy Service	Providence Row Charity (PRC)	Delivering	0%
	7	Client Personalisation Budget	CoL	Delivering	100%
NEW Interventions 2025/26	8	Rough Sleeping Coordinator (Rough Sleeping team)		Soon to Start	100%
	9	Housing/Reconnections Officer (Statutory Housing team)		In progress	100%
	10	Assessment Support team Officer	PRC	In progress	100%
	11	Winter Crash Accommodation	Unknown	In progress	TBC
	12	Rapid Response	Greater London Authority /Thames Reach	In progress	50%
	13	CoL Navigators	St Mungo’s	Delivering	100%
	14	Rent Deposit Scheme (Snow Hill Court)	Thames Reach	Delivering	100%



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11. The table above shows that half of all interventions are a continuation from previous years, and the majority of interventions are delivering, with only five interventions in progress. Officers are still working to finalise the proposal, so it is important to note that those interventions categorised as 'in progress' might change in the coming months.
12. City officers have and continue to carefully consider the best way to apportion the 2025/26 grant funds. The current pressure points and gaps in provision have been identified while also considering realistic timeframes for newly commissioned services and/or internal recruitment. Consultation was carried out with the wider Homelessness, Prevention & Rough Sleeping team, existing commissioned services, the Greater London Authority and MHCLG advisors. City officers have also been heavily involved in identifying and agreeing how the sub-regional grant funding should be used this financial year. Once this is confirmed, details will be shared with members.
13. The following provides a brief description of the 14 interventions:
  - I. **Senior Practitioner:** A deputy manager post in the City Outreach team who also manages the MIST team. This post has been grant funded for the past five years.
  - II. **Lead Worker:** An additional Outreach worker post to increase capacity in the City Outreach team. The post has been grant funded for the past five years.
  - III. **MIST:** A team of four including the Senior Practitioner who provides case management and accommodation support to those in temporary and unsupported settings, such as hotel accommodation, staging post and B&Bs. The service has been grant funded for the past five years.
  - IV. **Co-production Service:** A team of four and an advisory panel of individuals with lived experience identifying best practice for City officers and partners to commission and deliver co-produced services in the future. The project has been grant funded for the last 1.5 years.
  - V. **Housing First:** A joint-funded Housing First team delivering a service to LBH and CoL individuals. There is a CoL caseload of 12 individuals who have been identified as most in need of a housing first approach. The team will source accommodation of the individual's choosing while providing robust person-centred support to ensure that the accommodation is sustained. The service has been grant funded for the past five years.
  - VI. **Psychotherapy Service:** This was a tri-borough psychotherapy outreach service funded by the CoL, LBTH and LBH RSI grant fund for the past three years. This service is now expanding to five-authority area provision and will be fully funded by the sub-regional RSPRG. Therapists take sessions to the individual, whether that is building-based or out on the streets. Session structure, length and quantity of sessions are bespoke to the individual's needs. Each individual can access up to 24 sessions.

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- VII. **Client Personalisation Budget:** A small fund to enable personalised purchases for CoL clients as part of their resettlement into accommodation or to incentivise engagement.
- VIII. **Rough Sleeping Coordinator (RSC):** A second RSC has been recruited to increase overall capacity in the Rough Sleeping team. This will allow the Services Manager to delegate operational and contract management duties to focus on forward planning and provision growth. Both RSC posts are currently vacant, however, the newly recruited RSCs are confirmed to start in mid-May 2025.
- IX. **Housing/Reconnections Officer:** An additional statutory Housing Officer will work closely with Rough Sleeping Support Services to ensure that individuals with a local connection elsewhere in the UK receive the support they are legally entitled to through the Homelessness Reduction Act 2017 and other Housing legislation.
- X. **Assessment Support team Officer:** Providence Row Charity are based in LBTH where they provide a homelessness day centre called the Dellow Centre. The day centre is only a short walk from the CoL and is already providing a service to known CoL clients. There are various teams working from the Dellow Centre, one being the Advice and Support team. RSPRG will now fund a full time CoL Advice and Support Officer to deliver assessments, signposting and joined-up support to those rough sleeping in the CoL and who would benefit from accessing the day centre facilities.
- XI. **Winter Crash Accommodation:** The aim is to partner with a CoL business or church within the Square Mile who can lease a building over the winter period. This opportunity will enable CoL to pilot a winter hub, a shared space of temporary camp beds for individuals seen rough sleeping in the CoL. The winter hub would increase the ability of commissioned support services to offer off-the-streets safe accommodation where individuals can access the support they need. A support service would be commissioned to provide casework support and manage the building.
- XII. **Rapid Response:** This is a Greater London Authority commissioned pan-London outreach team that responds to Streetlink rough sleeping referrals on the evening and weekends on behalf of local Outreach teams or local authorities. CoL would look to fund a six-month trial, which would enable the local Outreach team to apportion more of the team's time to case management during the day.
- XIII. **CoL Navigators:** This was a joint provision with LBTH which ended last financial year. CoL are in the process of commissioning a City Navigator service to provide personalised and intense case support to the most street-attached individuals who rough sleep in the CoL.
- XIV. **Rent Deposit Scheme:** A small budget will be made available to the team at Snow Hill Court to help individuals whose move-on accommodation has

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been identified as private rented. This fund will help avoid delays in moving individuals on, it will incentivise landlords to prioritise tenants from CoL and to provide a minimum two-year tenancy.

## Options

14. There are no options for Members to consider.

## Proposals

15. There are no proposals for Members to consider.

## Key Data

16. There is no data related to this report.

## 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. MHCLG has confirmed that CoL will receive £1,373,590 from the new RSPRG for 2025/26. This grant programme has replaced the RSI grant.

25. The award is similar to that provided through the 2024/25 RSI grant. The grant will be provided in a single tranche in April 2025 with less co-production and moderation than previously associated with the RSI programme.

26. Some salary and project costs have been moved to the Homelessness and Rough Sleeping budget to allow officers to develop and evolve our existing programme of work to address changing demand and service pressures.

27. There is a draft plan to deliver 14 RSPRG 2025/26 funded interventions, 13 of which will be funded by the CoL RSPRG; the other one is to be funded by the sub-regional RSPRG. Half of the CoL interventions are a continuation of services/posts from previous years, and half are newly developed or funded in 2025/26. Of the 14 interventions, nine are currently delivering and a further five are in progress.

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28. Members will receive further details of the sub-regional NEL RSPRG interventions in the next Homelessness and Rough Sleeping Sub-Committee.

## Appendices

- None

## Background papers

- Rough Sleeping Prevention and Recovery Grant 2025/26 Update Report – Homelessness and Rough Sleeping Sub-Committee – 3 February 2025

## Kirsty Lowe

Rough Sleeping Services Manager

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## City of London Corporation Committee Report

<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Dated:</b> 14/05/2025
<b>Subject:</b> Statutory Homelessness and Rough Sleeping Service – Use of Temporary Accommodation Report	<b>Public report:</b> For Information
<b>This proposal:</b> <ul style="list-style-type: none"> <li>• delivers Corporate Plan 2024–29 outcomes</li> <li>• provides statutory duties</li> </ul>	Providing Excellent Services
<b>Does this proposal require extra revenue and/or capital spending?</b>	No
<b>If so, how much?</b>	NA
<b>What is the source of Funding?</b>	NA
<b>Has this Funding Source been agreed with the Chamberlain’s Department?</b>	NA
<b>Report of:</b>	Judith Finlay – Executive Director, Community and Children’s Services
<b>Report author:</b>	Will Norman – Head of Homelessness Prevention and Rough Sleeping

### Summary

This report provides Members with a summary of temporary accommodation (TA) usage under s.188 and s.193 of the Housing Act 1996 and on a discretionary basis as a measure for the relief of rough sleeping. This report follows on from a similar report presented to Members at the December Homelessness and Rough Sleeping Sub-Committee.

The report provides Members with a fuller breakdown of household composition and an indication of the changing cost of procuring TA for the financial year 2024/25.

### Recommendation

Members are asked to:

- Note the report.

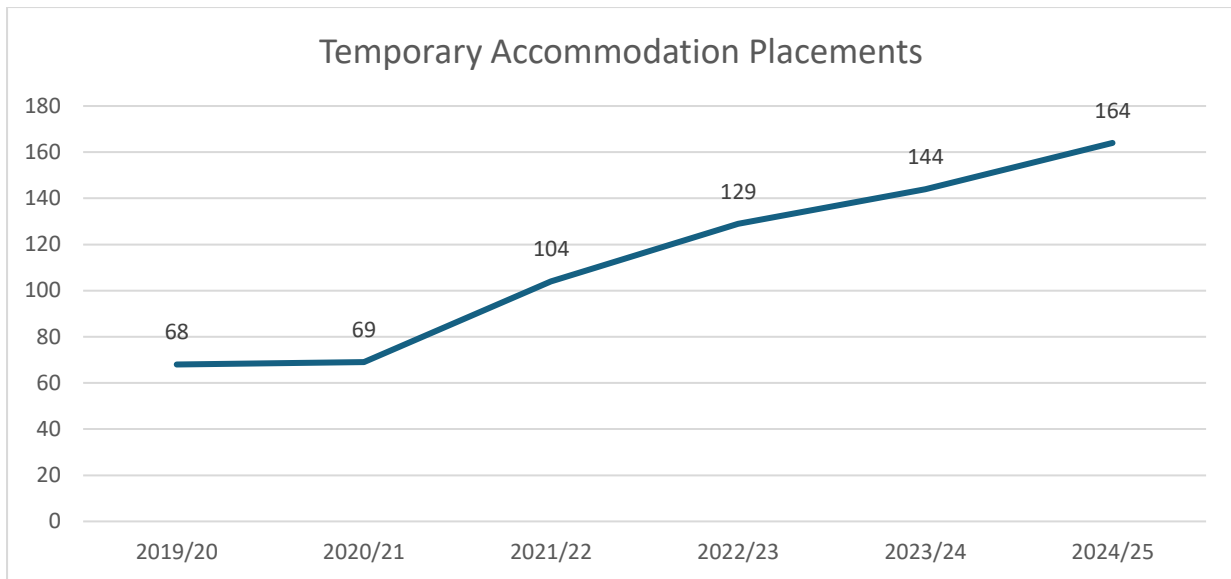
## **Main Report**

### **Background**

1. The Housing Act 1996, as amended by the Homelessness Reduction Act 2017 (HRA 2017) prescribes when an accommodation duty is triggered.
2. Section 188 of the Housing Act 1996 sets out an interim duty to secure accommodation where enquiries are being made into a homeless application. This duty arises when a local authority has reason to believe that an applicant may be homeless, eligible for assistance, and have a priority need.
3. Where a local authority has accepted a main housing duty to an applicant, Section 193 accommodation duty arises. This requires the local authority to ensure that the applicant has access to suitable TA until the applicant is rehoused and the Section 193 duty is discharged.
4. The City of London may also extend a discretionary offer of TA to rough sleepers on an emergency and interim basis for a period of assessment to establish eligibility entitlement and move-on accommodation options. This option is also used to add additional flexible capacity to alleviate emergency pressures, such as Severe Weather Emergency Protocol.
5. New and increased duties prescribed by HRA 2017 have resulted in a steady increase in demand for homelessness assistance since the introduction of the Act in April 2018.
6. For the purposes of this report, 'household' is a term used to describe any TA placement regardless of composition or size.

### **Current Position**

7. The City of London has seen a steady increase in the number of TA placements over the past five years (see chart below). This is driven by an increase in the number of eligible approaches and rough sleeping levels in the Square Mile.



8. For context, the following data (for the latest available reporting period) has been reported by London councils<sup>1</sup> on behalf of the 33 local authorities in Greater London:

- Homelessness presentations continue to increase year on year, rising by 584 (7.5%) in September 2024 compared to a year earlier, based on data from 27 councils.
- Reported by 27 councils, in the year between September 2023 and September 2024, the number of households living in TA increased from 55,050 to 60,866 households – an increase of 5,815 households (10.6%) since September 2023).
- The total number of TA units being used by councils, based on data from 29 respondents, is up 11.6% from September 2023.
- Data from 26 councils shows the gross total monthly TA spend for September 2024 is up 15.46% since the year before, reaching £97.6 million.

9. We have seen a reduction in the availability of suitably affordable accommodation for homeless households, particularly in the City of London and Greater London. This is due to high rental costs.

10. The Inter-Borough Accommodation Agreement (IBAA) annual report for 2023/24 shows that Greater London councils are placing households outside of the London region more frequently – 166% increase (1221 in Q4 2023/24 from 458 in Q4 2021/22)<sup>2</sup> since 2021/22.<sup>2</sup>

11. The City uses a local Temporary Accommodation Allocations Policy which outlines how we procure TA and assess suitability. We ensure that applicants are placed in TA within a reasonable distance to work, schools, and support networks. A copy of this policy can be found at Appendix 1.

<sup>1</sup> Homelessness and Temporary Accommodation Dashboard Sept 2024 (published January 2025)

<sup>2</sup> IBAA Report on annual and quarterly data to Q4 2023/24 – Commissioning Alliance

12. Under the new duties in HRA 2017, priority-need households are offered TA during the 56-day relief duty before the council consider accepting the full housing duty. During this time, the household is likely to be placed in TA. This is known as the s.188 duty.
13. The full housing duty is a requirement to provide TA until such time as the duty is ended, either by an offer of settled accommodation, or for another specified reason. Settled accommodation may be social housing via the housing register, private sector housing, sheltered accommodation, or other suitable housing provisions. This is known as the s.193 duty.
14. The Domestic Abuse Act 2021 widened the definition of domestic abuse and placed further duties on local authorities to support victims seeking housing assistance. Under the Act, a person who is homeless as a result of being a victim of domestic abuse has an automatic priority need for accommodation and will be placed in TA.
15. The imminent introduction of the Renters Reform Bill may have led to some private sector landlords withdrawing from the market. The Bill seeks to increase the rights of tenants, bans no-fault evictions, and intends to remove rogue landlords from the private rented market.
16. We have also seen a drive across the sector to increase building standards, which includes TA. The Setting the Standard (STS) scheme is a Pan-London initiative focused on improving the quality of TA provision across London. The STS scheme deploys qualified environmental health officers to inspect TA properties. Where a property is assessed to be below acceptable standards, notifications are sent to all London local authorities to ensure that these properties are not re-let to homeless applicants. The City of London is part of the STS scheme.
17. The Home Office has increased its use of TA. In some cases, it has taken provision away from the homelessness sector to accommodate the rising levels of National Asylum Support Service (NASS) leavers and arrivals from the Ukraine and Afghan schemes.
18. The recent Early Prison Release initiative has also led to a requirement for probation services to seek and secure TA for ex-offenders.
19. The table below shows the total upfront cost to the City of London (Homelessness and Rough Sleeping budget) of providing TA to households eligible under the Housing Act 1996, and rough sleepers placed on a discretionary basis.

	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>
Upfront TA costs	£562,409	£853,276	£1,029,756	£1,716,131

20. The figures above are derived from the nightly rate fees charged by our TA providers which the City of London pays to fund the placement. Approximately 80% of this cost is recovered through Housing Benefit (HB), and some discretionary spending on rough sleepers is funded through the Rough Sleeping Initiative grant.
21. HB is payable by the City of London on all TA placements, regardless of whether they are within or outside the Square Mile. There is currently no TA available within our boundary. HB is awarded by the placing authority and recovered later from the Department of Work and Pensions (DWP). The DWP determine the amount they will re-imburse by using 90% of the January 2011 Local Housing Allowance (LHA) rate, these figures have not changed in some years despite the rising cost of TA placements. The HB subsidy is capped and any expenditure above this cap is known as the subsidy deficit.
22. Against the upfront cost of TA in 2024/25 of £1,716,131 – £1,326,267 was paid in HB (close to the 80% estimate) and £633,052 will be re-imbursed by the DWP in subsidy. This leaves a subsidy deficit for the City of London of £693,216.

### **Options**

23. There are no options for Members to consider.

### **Proposals**

24. There are no proposals for Members to consider.

### **Key Data**

25. Data tables can be found at Appendix 2 – Temporary Accommodation 2024/25. A summary of the data is as follows:
- 164 households were placed in the period – this includes households in TA on 1 April 2024 and households placed thereafter until 31 March 2025
  - 100% of these placements were within Greater London
  - 158 unique properties were sourced and used – six properties were used more than once
  - Hotels were used on two occasions.

#### Table 1 – Reason for Placement

26. Under s.188 or s.193 duties, 70 placements were made. In addition, four placements were made on behalf of Adult of Children's Social Care; one placement was made on behalf of the City Estates Team; 85 placements were made on a discretionary basis; and two placements were made into Sub-regional Immigration Advice Service (SRIAS) funded accommodation. On two occasions, a placement was made at the discretion of officers pending the outcome of a s.202 review.

#### Table 2 – Household Composition

27. The vast majority of placements (142) were made for single people; 16 placements were families; and four were joint applications made by couples. Two placements were made for single pregnant women. In future we hope to improve the quality of our data by being able to break the family category down by exact composition.

#### Table 3 – Budget Area

28. A total of 72 placements were costed to the Statutory Homelessness team; 88 placements were costed to one of two budgets managed by the Rough Sleeping Team – 77 to the core rough sleeping budget and 11 to a grant funded budget. Adult and Children's Social Care funded two placements and one placement, respectively, and a single placement is funded by the Estates team.

#### Tables 4 and 5 – Household Composition by TA Type

29. The type of TA used reflects the needs of the applicant and other qualifying factors such as Housing Benefit eligibility. A total of 125 placements were made into studios, the least expensive self-contained TA available; 17 placements were made into shared accommodation for people aged under 35 who had Housing Benefit capped at the shared facilities rate; seven placements were made into one-bed properties and 10 into two-bed properties. A single placement was made into a three-bed property and four into hotel rooms. Hotel placements are made under emergency, short-term conditions.

30. Of the seven placements into one-bed properties, four were for family households. Under the Homelessness Code of Guidance, children aged under 1-year-old are not counted. Children aged 1- to 9-years-old are counted as 0.5, meaning a one-bed property is suitable for an adult and a child aged under 9 years. An adult and two children aged under 9 years would require a two-bed property. All 11 placements into two- and three-bed properties were for families. All four hotel room and shared facility placements were for single applicants. One family was placed in a studio.

### **Corporate & Strategic Implications**

31. Strategic implications – None

32. Financial implications – None

33. Resource implications – None

34. Legal implications – None

35. Risk implications – None

36. Equalities implications – None

37. Climate implications – None

38. Security implications – None

### **Conclusion**

39. The City of London's duty to place individuals and households in TA falls under Sections 188 and 193 of the Housing Act 1996. The City of London places rough sleepers in TA on a discretionary basis as a way of adding flexible capacity to our rough sleeping pathway, and to help alleviate winter pressures. Placements are sometimes made on behalf of colleagues in Social Care and Housing.
40. The City of London placed 164 households in TA, using a total of 158 different properties. All placements were made with Greater London. The 2024/25 total of 164 is a 14% increase over 2023/24.
41. A total of 72 placements were made under statutory duties, and 88 placements were made on a discretionary basis, either as part of strategy for tackling street-based rough sleeping, or because officers exercised discretion in making a placement for a homeless household where no formal duty was owed, but the placement was deemed advisable.
42. A total of 142 single-household placements were made, with a further two for single, pregnant women. The remaining 20 placements were for families or couples.
43. In 2023/24, the City of London spent £1,716,131 securing TA. This is a £686,375 increase on the previous year.

## **Appendices**

- Appendix 1 – City of London Temporary Accommodation Allocations Policy
- Appendix 2 – Key data – Temporary Accommodation 2024/25

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## **City of London Corporation** **Temporary Accommodation Allocation Policy**

1.1 This Temporary Accommodation Allocation Policy will provide a framework for the fair allocation of temporary accommodation provided by the City of London Corporation under *sections 188, 190 or 193 Part VII of the Housing Act 1996 (the Act) as amended by the Homelessness Act 2002, Localism Act 2011, Homelessness Reduction Act 2017 and Domestic Abuse Act 2021.*

### **Procurement**

2.1 All temporary accommodation provided by the City of London Corporation is spot purchased and nightly-paid. This enables each temporary accommodation placement to be made with the needs of a specific applicant in mind. This also means that when a s193<sup>1</sup> duty is discharged, the unit of accommodation can be returned to the landlord and, for the next applicant, the search for suitable accommodation will begin afresh.

2.2 This procurement policy is made possible by the relatively low number of homeless applications that the City of London Corporation receives. Should this number substantially increase, or the availability of nightly-paid accommodation decrease, the preference for nightly-paid accommodation instead of long-term leases would need to be reviewed.

### **Assessment of suitable locations**

3.1 If the City of London Corporation has a duty to secure accommodation for a homeless applicant, an assessment will be carried out to determine in which areas it may be suitable for this accommodation to be provided.

3.2 The same location suitability principles apply to accommodation provided under s188<sup>2</sup>, s190<sup>3</sup> and s193 of the Act. However, interim accommodation under s188 may need to be sourced at short notice. It may also be reasonable to expect a household to tolerate conditions for a short period which would be unsuitable over a number of weeks. Paragraph 17.7 of the *Homelessness Code of Guidance for Local Authorities* (the Code) therefore allows for a degree more flexibility when making an offer of s188 accommodation.

3.3 The assessment will take into account all factors that give an applicant a significant link to the City of London or, should they have previously been living elsewhere, to their home borough. It will assess whether a temporary accommodation placement would have the potential to cause significant disruption to:

- i. the applicant's (or any member of their household's) employment. Applicants who are on parental leave from employment will have their location needs assessed on the same basis as all other employees;

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<sup>1</sup> Section 193 is the full housing duty. This gives the housing authority a duty to secure that accommodation is available for the applicant. This duty is usually brought to end when the applicant accepts an offer of accommodation under Part VI (allocation from the housing register).

<sup>2</sup> Section 188 is interim accommodation provided while an authority's enquiries into an applicant's homeless application are underway.

<sup>3</sup> Section 190 requires the provision of accommodation for a reasonable period to applicants who have been found intentionally homeless. This is likely to be the same as their s188 accommodation and is unlikely to involve a fresh search.

- ii. the applicant's (or any member of their household's) caring responsibilities. Account should be taken of the type and importance of the care household members provide and the likely impact the withdrawal would cause, including the cost implications to the City of London Corporation or another local authority should the informal care arrangement break down due to a change of location;
- iii. the applicant's (or any member of their household's) education. While disruption to educational and support networks may be harmful to the welfare of all children, additional weight should be given to students due to take externally assessed examinations and to students with a SEN statement at a particular school;
- iv. the continuity of medical, social services and other care received by the applicant (or any member of their household);
- v. the ability of the applicant (or any member of their household) to continue to receive support from their local support network, where this is essential to their well-being;
- vi. any other special reason the applicant (or any member of their household) has for retaining links to their home borough, which is essential to their well-being.

3.4 The above factors are not intended to provide an exhaustive list. Any other reasons that have emerged during the course of the City of London Corporation's enquiries or that are offered by an applicant in support of a placement close to their home borough should be given full consideration.

3.5 An applicant's circumstances should also be viewed holistically. For example, a placement in a neighbouring borough may not, by itself, significantly disrupt an applicant's ability to reach their place of work. However, if their employment is dependent on childcare provided by a family member in a third borough, the combined journey to the childcare provider and then workplace may amount to a significant disruption.

3.6 In the absence of any other factors, the City of London Corporation views a total, one-way travelling time to an applicant's place of employment of around ninety minutes as reasonable. This will be by the fastest method of public transport that is both affordable to the applicant and available at the time their employment commences and finishes.

3.7 This outcome of this assessment will be used to define the maximum geographic scope of the City of London Corporation's search for temporary accommodation.

### **Sourcing accommodation**

4.1 Section 208(1) of the Act requires housing authorities to secure accommodation within their district, in so far as is reasonably practicable. This assumes that applicants will be applying to the district in which they currently live. This is not the experience of the City of London Corporation and most of our homeless applicants work in the City of London but reside elsewhere.

4.2 Paragraph 17.51 of the Code states that housing authorities should wherever possible, secure accommodation that is as close as possible to where an applicant was previously living, so they can retain established links with schools, doctors, social workers and other key services and support essential to the well-being of the household.

- 4.3 Therefore, when seeking to procure temporary accommodation for an applicant, the City of London Corporation will begin its search in the district where the applicant most recently resided.
- 4.4 Paragraph 17.6 of the Code states that the exception to this is where there are clear benefits for the applicant of being accommodated outside of the district. In these cases, such as an applicant at risk of domestic abuse, the City of London Corporation will seek temporary accommodation in the nearest district that is safe for the applicant, so as to enable the applicant to maintain links with support networks and services where possible.
- 4.5 The introduction of the Domestic Abuse Act 2021 in July 2021 provided additional suitability criteria for accommodation sourced for applicants fleeing domestic abuse. These are detailed under chapter 21 of the Code. To summarise, it states that for accommodation to be suitable for this cohort, the City of London Corporation must consider the following:
- i. Any risk of violence or racial harassment in a particular locality;
  - ii. Areas and properties that would not be found by the perpetrator;
  - iii. Any additional security measures or trained staff that can be provided at the property;
  - iv. Whether mixed-gender accommodation is appropriate and seek to provide single-sex accommodation where required and available.
- 4.6 Part IV of the Domestic Abuse Act 2021 also introduced new support in safe accommodation duty that came into effect in October 2021. The temporary accommodation duty and homelessness legislation will apply regardless of the local authority's safe accommodation provision, however, where available, it must be considered for applicants fleeing domestic abuse. The City of London Corporation's safe accommodation provision is detailed further in section 5 of this policy.
- 4.7 Section 206(1) of the Act requires that any unit of accommodation provided by the City of London Corporation or secured from some other person in fulfilment of a housing duty must be available to and suitable for the applicant. Further detail on availability and suitability is provided in chapter 17 of the Code. For the purposes of this Allocations Policy, it is important to note that accommodation must be:
- i. affordable, taking account of the applicant's financial resources and living expenses;
  - ii. of suitable space and arrangement for the applicant and their household, in the light of their relevant needs, requirements and circumstances;
  - iii. free from Category 1 HHSRS<sup>4</sup> hazards, including overcrowding;
  - iv. as close as possible to where an applicant was previously living.

### **Safe accommodation**

- 5.1 In October 2021, Part IV of the Domestic Abuse Act 2021 introduced a new support in safe accommodation duty for local authorities that allowed for additional support to be provided for victims of domestic abuse in safe accommodation.

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<sup>4</sup> The Housing Health and Safety Rating System allows for the objective assessment of twenty-nine categories of housing hazard, including overcrowding. Any breach of the room and space standards under Part X of the Housing Act 1985 is also likely to constitute a Category 1 hazard.

5.2 'Safe accommodation'<sup>5</sup> is defined in Regulations following the introduction of the Domestic Abuse Act 2021.

5.3 The City of London Corporation has provision of six self-contained studio flats in a single-sex building, outside of the City of London borough. This accommodation is managed by the Corporation's Homelessness Team and will be allocated to vulnerable single female homeless applicants and rough sleepers who are fleeing or have experienced domestic abuse and may require additional support from domestic abuse or outreach services.

5.4 Placements will be allocated by an assessing officer during the full housing assessment or following referral from rough sleeping services. If an applicant is assessed as requiring safe accommodation, but there are no voids in the City's safe accommodation provision, the City of London Corporation will endeavour to secure a refuge placement, or another self-contained accommodation in a single-sex space provided by a private temporary accommodation provider.

### **Accommodation outside an applicant's home borough**

6.1 While the City of London Corporation will endeavour to place all households within the borough where they were previously living, it may not always be possible to procure a unit of accommodation in the district that is available, affordable and suitable. In these cases, the City of London Corporation will continue its search in the boroughs adjacent to the district in which the applicant was previously living.

6.2 Section 48 of the *Supplementary guidance on the homelessness changes in the Localism Act 2011 and on the Homelessness (Suitability of Accommodation) (England) Order 2012* states that where accommodation which is otherwise suitable and affordable is available nearer to the authority's district than the accommodation which it has secured, then the accommodation which it has secured is not likely to be suitable.

6.3 The City of London Corporation will therefore exhaust the search for suitable accommodation within an applicant's home borough before beginning a search in the adjacent boroughs. The search in these boroughs must be exhausted before a search begins in the second tier of adjacent boroughs.

6.4 Where an applicant accepts an offer of temporary accommodation outside of the City of London, the City of London Corporation will, in compliance with s208(2) of the Act, notify the housing authority in whose district the accommodation is situated of the name of the applicant, the number and description of other persons who normally reside with the applicant or might reasonably be expected to do so, the address of the accommodation, the date on which the accommodation was made available and which function the housing authority is discharging in securing the accommodation. This notice will be given in writing within 14 days of the accommodation being made available to the applicant.

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<sup>5</sup> Safe accommodation is defined as 'relevant accommodation' in Part 2 of The Domestic Abuse Support (Relevant Accommodation and Housing Benefit and Universal Credit Sanctuary Schemes) (Amendment) Regulations 2021. It is accommodation which is provided by the local authority, registered charity, or private registered provider of social housing, not bed and breakfast accommodation, and accommodation which is either a refuge, specialist safe accommodation, dispersed accommodation, second stage accommodation or other accommodation designated by the local authority as domestic abuse emergency accommodation.

### **Limits to out of borough placements**

- 7.1 The search for suitable accommodation cannot continue expanding outwards from an applicant's home borough indefinitely. Under the supplementary guidance discussed in 5.2, a failure to complete a search in a nearer borough means accommodation in a further borough is likely to be unsuitable. The reverse does not hold, and a placement in a distant borough does not become suitable simply because nothing suitable can be found closer.
- 7.2 When making an out-of-borough placement, the City of London Corporation will remain within the confines of the assessment of suitable locations set out in section 3 of this policy.
- 7.3 In addition, the City of London Corporation understands that all its homeless applicants will have links to Greater London, either through employment, family or other networks. For this reason, we regard any temporary accommodation placement outside of the M25 as unsuitable.
- 7.4 Paragraph 17.56 of the Code states that housing authorities should avoid placing applicants in isolated accommodation away from public transport, shops and other facilities. This requirement was repeated in the *Homelessness (Suitability of Accommodation) (England) Order 2012*. The City of London Corporation will not make out-of-borough placements where an applicant would have difficulty accessing general amenities or transport.

### **Difficult cases**

- 8.1 There may be cases where it is not possible to procure accommodation which meets all the above criteria as fully as we would like. It may prove difficult to reconcile finding appropriate location, other aspects of suitability and time spent waiting in interim accommodation for a suitable temporary placement to be found.
- 8.2 Applicants' preferences on how to respond to these compromises will vary. In these cases, officers will consult with applicants and take their preferences into account.

### **Exceptions to the policy**

- 9.1 A general exception to all aspects of this policy exists where an applicant expresses a preference for accommodation further away from their home borough than the policy suggests would be appropriate. In these cases, the City of London Corporation will endeavour to act in line with an applicant's wishes.

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<b>Table 1 - Reason for Placement</b>	
<b>Row Labels</b>	<b>Count of Case Status</b>
Adult Social Care	2
Adult Social Services	1
Children's Services	1
Discretionary Placement	85
Discretionary SRIAS	2
Estates	1
s188 Statutory	49
s193 Statutory	21
TAPending Review	2
<b>Grand Total</b>	<b>164</b>

<b>Table 2 - Household Composition</b>	
<b>Row Labels</b>	<b>Count of Household Composition</b>
Single	142
Singles*	2
Couple	4
Family	16
<b>Grand Total</b>	<b>164</b>

<b>Table 3 - Budget Area</b>	
<b>Row Labels</b>	<b>Count of Cost Code Placement</b>
Adult Social Care	2
AU100 - Discretionary	77
AU113 - Discretionary	11
AW300 - Statutory	72
Children's Services	1
Estates	1
<b>Grand Total</b>	<b>164</b>

<b>Table 4 - Household Composition by TA Type</b>	
<b>Row Labels</b>	<b>Count of Household Composition</b>
1-bed	7
2-bed	10
3-bed	1
Hotel	4
Shared	17
Studio	125
<b>Grand Total</b>	<b>164</b>

<b>Table 5 - Household Composition by TA Type (Breakdown)</b>						
<b>Row Labels</b>	<b>Couple</b>	<b>Family</b>	<b>Single</b>	<b>Single*</b>	<b>Grand Total</b>	
1-bed	1	4	2		7	
2-bed		10			10	
3-bed		1			1	
Hotel			4		4	
Shared			17		17	
Studio	3	1	119	2	125	
<b>Grand Total</b>	<b>4</b>	<b>16</b>	<b>142</b>	<b>2</b>	<b>164</b>	

Note – Singles\* in Table 2 denotes pregnant single female applicants

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## City of London Corporation Committee Report

<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Dated:</b> 14/05/2025
<b>Subject:</b> Annual Severe Weather Emergency Protocol (SWEP) Report 2024	<b>Public report:</b> For Information
<b>This proposal:</b> <ul style="list-style-type: none"> <li>• <b>delivers Corporate Plan 2024-29 outcomes</b></li> <li>• <b>provides statutory duties</b></li> </ul>	1,2,3,4,11
<b>Does this proposal require extra revenue and/or capital spending?</b>	No
<b>If so, how much?</b>	N/A
<b>What is the source of Funding?</b>	N/A
<b>Has this Funding Source been agreed with the Chamberlain's Department?</b>	N/A
<b>Report of:</b>	Judith Finlay, Executive Director of Community and Children's Services
<b>Report author:</b>	Kirsty Lowe, Rough Sleeping Services Manager

### Summary

This report presents narrative and analysis on the City of London's (CoL's) Severe Weather Emergency Protocol (SWEP) 2024/2025. The report also provides comparison data from previous years' SWEP activations. Reference is made to the 'Winter SWEP' which, for this report, is between September 2024 and April 2025, as temperatures are decreased, there is risk of temperatures dropping below 0 degrees, and activation of SWEP is likely to occur.

This report draws Members' attention to the main findings from last winter's activity. The 'key data' referenced in the report can be found in Appendix 1.

This year, there were more SWEP activations and more active days compared to the previous year. There was an increase in individuals who accepted SWEP and an increase in the total number of placements in 2024/2025 compared to the previous year. Most SWEP placements ended in assessment with no onward accommodation. Support services delivered an 'In for Good' approach for 21 placements out of a total of 94.

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

- Priority 1 – Rapid, effective and tailored interventions
- Priority 3 – Achieving our goals through better collaboration and partnership.

## Recommendation

Members are asked to:

- Note the report.

## Main Report

### Background

1. SWEP aims to prevent loss of life during periods of extreme and freezing weather in the CoL.
  - SWEP is both a local protocol, with CoL-specific guidance and procedures; it is also a Greater London Authority (GLA) protocol. This is reflected in two main ways:
    - a) SWEP accommodation:** GLA has pan-London SWEP provision, though local authorities will also provide their own local accommodation. The expectation is that, under normal circumstances, local authorities will exhaust their own accommodation and any surplus from the sub-region before using the GLA pan-London offer, though there are exceptions based on clients' needs.
    - b) SWEP activation:** The GLA will activate SWEP when any part of the capital is forecast to be 0 degrees or lower overnight. CoL can activate its own SWEP protocol independent of GLA activation, but the scenarios where this would occur are rare.
2. Once SWEP has been activated by the GLA and CoL officers, Thames Reach City Outreach team target all rough sleepers currently bedding down in the CoL and offer SWEP accommodation placements.

### Current Position

#### Provision

3. The total City SWEP provision consists of 30 bedspaces in a range of supported and unsupported accommodation settings. This provides a varied set of offers for frontline services to deliver a person-centred approach and appropriate placement.
4. The City SWEP provision consisted of 13 communal bedspaces in supported accommodation settings and 17 self-contained hotel rooms. The projects are listed below:
  - Grange Road: 6
  - Snow Hill Court: 3
  - The Lodge: 2

- Crimscott Street: 2
  - Hotel bookings (Travelodge): 17
5. The Outreach team can refer to pan-London provision once the local and sub-regional provision is exhausted. The pan-London provision consists of self-contained hotel spaces. This resource is managed by the GLA.
  6. The City only relied on pan-London provision for the first SWEP activation where the uptake exceeded our capacity of 30 bedspaces. The City Outreach team placed 34 individuals into CoL supported and hotel bedspaces and referred six individuals to pan-London provision.

### Operational Process

7. Once placed into SWEP accommodation, efforts are made to carry out further assessment of everyone's circumstances. Supported accommodation settings where there are trained staff on site will attempt to complete a detailed assessment on behalf of the Outreach teams. Outreach workers will attend hotel accommodation to complete these assessments. The aim is to have all individuals assessed and an identified offer of support before SWEP is deactivated. However, this is not always possible due to the short timeframes of SWEP activation and capacity of the supporting teams.
8. Operational management of case progression was provided by CoL officers to uphold the 'In for Good' approach where possible. This year we were able to deliver 'In for Good' to 21 out of 94 placements. This was due to various reasons, though the key barriers were mainly due to clients' immigration status, resource and capacity of support services, and onward accommodation provision in the City and other local authorities.
9. Last year there was an extra member of staff recruited to assist the Outreach team to coordinate and deliver support to those who came in through SWEP. This year this was not possible due to contractual limitations. However, planning through this year's Rough Sleeping Prevention and Recovery Grant (RSPRG) should remove these constraints for 2025/2026.

### Activation

10. SWEP was activated six times across Winter SWEP 2024/2025, amounting to 27 active days (See Appendix 1, Figure 1).
11. Winter SWEP 2024/2025 saw twice the number of activations compared to the previous year (See Appendix 1, Figure 2). Notably, there was one working day between the second and third activation (See Appendix 1, Figure 1), therefore activations 2 and 3 operated as one sustained SWEP activation of 13 days, with many clients remaining in SWEP accommodation across both activations.

### **Options**

12. See costs below.

## **Proposals**

13. There are no proposals for Members to consider.

## **Key Data**

14. In total, 94 SWEP placements were made assisting a total of 82 people; 304 people were met and offered SWEP across the 27 days of activation; 82 individuals accepted SWEP and were accommodated a total of 94 times, with an acceptance rate of 31% (See Appendix 1, Figure 3). The acceptance rate was higher last year, with 64 out of 157 people accepted a placement (41%).
15. The Outreach team met almost twice as many people this year (304) when offering SWEP compared to last year (157). That is a 47% increase in people being seen rough sleeping across the SWEP period in 2024/2025 compared to the previous year.
16. CoL-commissioned teams and CoL officers worked in collaboration to offer 'In for Good' where possible. Of those assessed, 22% of the placements were offered 'In for Good' and accommodation was extended past the SWEP deactivation date (21 out of 94 placements) (See Appendix 1, Figure 4).
17. Appendix 1, Figure 4 shows that 58% of the total placements (54) were booked back on to the streets, 18% of placements (17) abandoned the accommodation, and only 2% (two placements) were evicted once SWEP was deactivated.
18. Appendix 1, Figure 5 shows, as of 17 April 2025, the location of the 82 individuals who came into CoL SWEP. Of these individuals, 42% (34) are in some kind of accommodation, most being outside CoL and the CoL accommodation pathway; 33% (27) of individuals remain rough sleeping; and 23% (19) individuals' location is unknown.

## **Cost**

19. The total Winter SWEP 2024/2025 cost to date (30 April 2025) are £42,260.60. Some invoices from accommodation providers are still to be submitted and so final total costs are likely to be in the region of £45,000 - £50,000. This can be broken down by:
20. Cost of delivering SWEP through local Pathway: £3,691.76
21. Cost of additional hotel placements (flexible capacity): £38,668.84
22. The total cost to deliver SWEP in 2023/24 was £46,738.66.

## **Corporate & Strategic Implications**

23. Financial implications – N/A

24. Resource implications – N/A

25. Legal implications – N/A

26. Risk implications – N/A

27. Equalities implications – N/A

28. Climate implications – N/A

29. Security implications – N/A

## **Conclusion**

30. Winter SWEP 2024/2025 reflects the increasing demand on homelessness services in the CoL witnessed throughout the year. Double the amount of people were met by Outreach teams during this winter SWEP compared to the previous year. This resulted in a higher uptake of SWEP in the CoL this year than any previous years, however, there was reduced ability to provide extended accommodation once SWEP was deactivated. (see Appendix 1, Figures 2 and 4).

31. The CoL-commissioned Outreach team deliver SWEP offers and assessment to a large number of people, multiple times, during the acute periods of risk to life in cold temperatures. The aim is to ensure that everyone receives a SWEP offer. Appendix 1 shows the volume of the workload (Appendix 1, Figure 3). Services were less able to offer the 'In for Good' principle this year compared to the previous year.

## **Appendices**

- Appendix 1 – Key Data

## **Background Papers**

- Annual Severe Weather Emergency Protocol (SWEP) Report 2023
- Future SWEP Planning Report – Homelessness and Rough Sleeping Sub-Committee, March 2024

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**Appendix 1:**  
**Key Data for City of London (CoL) Severe Weather Emergency Protocol (SWEP)**  
**2024/2025**

Figure 1: SWEP activation in winter 2024/2025

<b>2024/2025</b>	
<b>SWEP activation – deactivation</b>	<b>Nights</b>
19/11/2023 – 21/11/2024	3
02/01/2025 – 06/01/2025	5
07/01/2025 – 13/01/2025	7
16/02/2024 – 18/02/2024	2
28/02/2025 – 04/03/2025	5
13/03/2025 – 17/03/2025	5
<b>Total nights</b>	<b>27</b>

Figure 2: The frequency and duration of total SWEP activations in last five financial years

<b>SWEP period</b>	<b>Frequency of activation</b>	<b>Total nights</b>	<b>Beds booked</b>
2020/2021	8	42	21
2021/2022	8	15	21
2022/2023	6	34	50
2023/2024	3	18	64
2024/2025	6	27	94

			Attempted (tried to find)		Offered (seen and offered SWEP)		In (accepted and accommodated)	
SWEP PERIOD	From	To	Recorded contacts*	Unique client ID**	Recorded contacts*	Unique client ID**	Unique client ID**	% of offered
1	19/11/24	21/11/24	169	105	116	92	40	43%
2	02/01/25	06/01/25	320	139	84	63	16	25%
3	07/01/25	13/01/25	422	147	101	65	18	28%
4	16/02/25	18/02/25	178	119	22	16	7	44%
5	28/02/25	04/03/25	197	108	51	40	7	18%
6	13/03/25	17/03/25	130	87	36	28	6	21%
TOTAL			1,416	705	410	304	94	31%

Figure 3: City Outreach team’s attempts to find clients during SWEP activations, the offers of SWEP made, and rate of acceptance for each period

\*Recorded contacts = Recorded individual entries on Combined Homelessness and Information Network (CHAIN) by City Outreach Worker

\*\* Unique Client ID = Unique individuals recorded on CHAIN

Example:

In period 1, the City Outreach team attempted to locate and offer SWEP to 105 known individuals through a total of 169 attempts.

They met 92 people and offered SWEP to them a total of 116 times: 40 out of 92 people accepted the offer and were booked into SWEP accommodation, which is a 43% acceptance rate.

Figure 4: The outcome of each placement at the point CoL SWEP is deactivated

Outcome summary	
Abandoned	17
Booked out	54
Evicted	2
Extended	21
Total	94

Figure 5: Location recorded on CHAIN (as of 17 April 2025) for the 94 CoL SWEP placements in 2024/25 of a total of 82 people placed

Outcome summary	Details	Move-on from final SWEP stay	Unique individuals
Accommodated – CoL Pathway	CoL pathway	1	1
	SHC	7	7
	Temporary Accommodation	14	13
Accommodation – External	Reconnection (National)	2	2
	Reconnection (international)	2	3
	NASS	1	1
	B&B	2	1
	Supported Accommodation	4	4
	TA	2	1
	Sofa surfing	3	1
Institutional stay	Hospital admission	1	1
	Deportation centre	1	1
Rough sleeping		30	27
Not known		24	19
<b>Grand total</b>		<b>94</b>	<b>82</b>

## City of London Corporation Committee Report

<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Dated:</b> 14/05/2025
<b>Subject:</b> Homelessness and Rough Sleeping Strategy 2023–2027 Update Report	<b>Public report:</b> For Information
<b>This proposal:</b> <ul style="list-style-type: none"> <li>• <b>delivers Corporate Plan 2024–2029 outcomes</b></li> </ul>	Links to Corporate Plan outcomes 1,2,3,4,10
<b>Does this proposal require extra revenue and/or capital spending?</b>	No
<b>If so, how much?</b>	NA
<b>What is the source of Funding?</b>	NA
<b>Has this Funding Source been agreed with the Chamberlain’s Department?</b>	NA
<b>Report of:</b>	Judith Finlay – Executive Director, Community and Children’s Services
<b>Report author:</b>	Will Norman – Head of Homelessness Prevention and Rough Sleeping

### Summary

This report provides Members with a summary of progress against the aims set out in the Homelessness and Rough Sleeping Strategy 2023–2027. Strategy delivery is administered through a Homelessness and Rough Sleeping Strategy Delivery Plan (SDP). The first part of the report offers members a high-level summary of SDP actions underway and completed. Appendix 3 provides Members with a summary of completed actions to date from the SDP.

The second part of the report provides Members with a commentary on the Homelessness and Rough Sleeping Strategy 2023–2027 Performance Scorecard and Dashboard (appendices 1 and 2).

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

- Priority 1 – Providing 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. This report provides Members with an update on our progress in meeting the objectives set out the Homelessness and Rough Sleeping Strategy 2023–2027. The update forms part of a regular reporting cycle to every Homelessness and Rough Sleeping Sub-Committee meeting.
2. At the June 2024 meeting of the Sub-Committee, Members were introduced to the metrics we will be using throughout the lifespan of the strategy and the formats that will be used to track and present progress.

### Current Position

#### Service Delivery Plan (SDP) Update

	<b>Priority 1</b> Providing rapid, effective and tailored interventions	<b>Priority 2</b> Securing access to suitable, affordable accommodation	<b>Priority 3</b> Achieving our goals through better collaboration and partnership	<b>Priority 4</b> Providing support beyond accommodation	Total
Not started	1	3	3	2	9
Risk	0	0	0	0	0
Underway – issues	2	0	0	0	2
Underway – no issues	6	3	5	3	17
Complete	5	4	9	3	21
<b>Total</b>	<b>14</b>	<b>10</b>	<b>17</b>	<b>8</b>	<b>49</b>

- There are currently 49 actions on the SDP
- Two new actions have been added in the period
- 40 actions have commenced – two more than in the last period
- 19 actions are currently live (underway with/without issues) – four fewer than the previous period.

- 21 actions are now completed – seven more than the last period.
- No significant risks have been identified at this stage.

3. The actions (identified by their unique SDP reference) completed in the period are:

- ✓ **1.8** Improve safety at rough sleeping hotspots – Creation of new materials utilising various media to explain service offer
- ✓ **1.12** Review statutory processes – Commissions independent review of statutory process to test resilience, quality and effectiveness
- ✓ **3.2** Deliver clinical mobile outreach service – Coordinate with local health and rough sleeping network to increase engagement with primary care
- ✓ **3.6** Review multi-agency meeting arrangements – Use multi-agency meeting action plan developed as a response to the Homeless Link review report
- ✓ **3.8** Establish clear procedures with Community Safety Team (CST) for hotspots and anti-social behaviour perpetrators – Implement new memorandum of understanding and refine the approach to cleansing and hotspot action planning
- ✓ **3.15** Develop protocol/policy approach to tents and/or rough sleeping hotspots – Utilise internal/external stakeholders to develop a consistent approach to tents and encampments
- ✓ **3.16** Collaboration with London School of Economics (LSE) to explore problem-solving opportunities through the LSE entrepreneurship programme – Consider and potentially deliver a programme with the LSE to team which focuses on practical problems withing the HRS sector.

#### General commentary

4. More actions were closed in the period than is typical: three closed actions (1.8, 3.8, 3.15) are thematically linked to the development of the Tackling the Detrimental Effects of Rough Sleeping protocol and policy position seen by Members at the December 2024 Homelessness and Rough Sleeping Sub-Committee.
5. The Ministry of Housing, Communities & Local Government (MHCLG) Homelessness Advice and Support Team visited the City of London in January 2025 for a diagnostic visit. The advisors retuned and provided written feedback in March 2025. This closes action 1.12 and a new action will be added to reflect the introduction of the resulting service improvement plan.
6. The SDP has progressed steadily across the six reporting periods to date. As the strategy moves into the middle part of its lifespan, the number of actions has increased from 41 to 49. The number of live actions has reduced in the last period as a greater proportion of the actions underway are substantial, long-term pieces of work.

#### Performance Scorecard and Dashboard Commentary

7. The Scorecard and presentation slide Dashboard can be found at appendices 1 and 2 respectively.

## *Quarter 4 (Q4) and annual (2024-25) Commentary*

This section is designed to be read alongside the Performance Scorecard (Appendix 1).

### **Priority 1 – Providing rapid, effective and tailored interventions**

- 1.1** Quarter 4 (Q4) saw a decrease in the number of prevention and relief outcomes from six to three. The average number of outcomes attained per month on 2024/25 was 3.5, compared to 4.25 in 2023/24.
- 1.2** During the period, 257 individual rough sleepers were reported, a 23% decrease on Q3. The average number of rough sleepers seen per quarter in 2024/25 was 286 compared to 227 in 2023/24. The unique number of individuals seen rough sleeping in the year (which accounts for people seen across more than one quarter) is published by the Combined Homelessness and Information Network (CHAIN) in June. We are expecting an increase on the figure reported in 2023/24 (656).
- 1.3** The number of 'T1000' priority rough sleeping cohort seen rough sleeping in the quarter increased slightly from 17 to 20. The average per quarter for the year was 20.25.
- 1.4** There were 104 accommodation outcomes achieved in the period, 22 more than the previous quarter. This includes Severe Weather Emergency Protocol (SWEP) placements, and there are typically higher values in Q3 and Q4. The average number of accommodation outcomes per quarter in 2024/25 was 70, 10 more than 2023/24. A total of 280 accommodation outcomes were recorded in the year, an increase of 17% on 2023/24.

### **Priority 2 – Securing access to suitable, affordable accommodation**

- 2.1** The average length of stay in temporary accommodation increased from 452 days to 497 days in the period. This is the third consecutive quarter this figure has increased. The reasons for this remain the same as that reported to Members in February 2025 – significant difficulties in sourcing affordable, suitable private rented sector accommodation, long waits on the City social housing register, and an increase in front-door demand. This latter point should be considered in the context of the City's relatively small TA cohort, meaning a small number of cases can skew data quite significantly.
- 2.2** The number of supported accommodation beds at our disposal increased from 89 to 94 with the introduction of five new block-booked TA premises. These placements will be supported remotely by the Mobile Intervention Support Team (MIST).
- 2.3** Three placements into the private rented sector were achieved, all through the Rough Sleeping and Pathway teams, and nine individuals were placed in the private rented sector during 2024/25, one fewer than 2023/24.

### **Priority 3 – Achieving our goals through better collaboration and partnership**

**3.1** There were 11 referrals received through the ‘Duty to Refer’ (S.213b of the Housing Act 1996), one fewer than Q3. The average number of S.213b referrals received per quarter on 2024/25 was 11, compared to 10 in 2023/24. The figure for last year was the fourth consecutive year that the number of referrals has increased, which indicates that we are communicating the S.213b referral option clearly through our professional networks and website.

**3.2** The number of individuals sleeping at high-impact rough sleeping sites (HIRSS) and encampments (35) decreased from the 49 seen in the previous quarter. Without longer-term trend data, this decrease should not be seen as indicative of a reduction in the size or number of these sites. The number of individuals actually sleeping at high-impact rough sleeping sites can be difficult to gauge, with some tents used for storage or unoccupied, and other tents used by more than one person. It is expected that there will be fluctuations in the number of unique individuals seen.

### **Priority 4 – Providing support beyond accommodation**

**4.1** A total of 25 rough sleepers with an assessed substance misuse need were referred to a specialist organisation. This is an increase of four over the last period. A total of 106 individuals were referred in 2024/25, although this could include some duplicates where individuals were referred more than once during the year. The number referred in 2024/25 is half of the 2023/24 number, despite rough sleeping numbers increasing. Officers continue to work with commissioned services to ensure that all eligible clients are being directed to treatment options.

**4.2** The number of rough sleepers registered with a GP increased slightly from 24% in Q3 to 27% in Q4 but remains mostly stable for the year to date. A clearer picture is beginning to emerge around the rate at which City rough sleepers are known to be registered – an average of 27% for the year (32% in 2023/24). This value includes confirmed registrations and does not take into account where the Outreach team cannot confirm if someone is registered or not.

**4.3** Nine individuals across our rough sleeping and accommodated cohorts accessed some kind of structured employment, training or education offer. This is the third successive quarter-on-quarter decrease in 2024/25, and the annual total of 57 is only one fewer than the total recorded for 2023/24.

### **Options**

8. There are no options for Members to consider.

### **Proposals**

9. There are no proposals for Members to consider.

### **Key Data**

10. Metrics data can be found in appendices 1 and 2.

## **Corporate & Strategic Implications**

- 11. Financial implications – none
- 12. Resource implications – none
- 13. Legal implications – none
- 14. Risk implications – none
- 15. Equalities implications – none
- 16. Climate implications – none
- 17. Security implications – none

## **Conclusion**

- 18. Seven actions on the SDP were completed in the period. This brings the total of completed actions to 21. Two new actions were added. A total of 19 further actions remain underway, and nine are yet to commence.
- 19. Rough sleeping numbers decreased by 23% in the period. Using the average number of rough sleepers seen each quarter as the measure, rough sleeping levels remain higher in 2024/25 than in the previous year (26% increase). Fuller annual rough sleeping data is published in June each year.
- 20. The service is assisting more rough sleepers. The number of accommodation outcomes achieved increased from Q3 to Q4(17%) and from 2023/24 to 2024/25 (17%).
- 21. The average length of stay in 2024/25 increased to 497 days from 452 in 2023/24. This confirms the persistence of front-door demand and challenges to discharging statutory duties into the private rented sector.

## **Appendices**

- Appendix 1 – Homelessness and Rough Sleeping Strategy Performance Scorecard (table)
- Appendix 2 – Homelessness and Rough Sleeping Strategy Performance Dashboard (charts)
- Appendix 3 – Strategy Delivery Plan Completed Actions Q4

## **Will Norman**

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HRS Metrics - Scorecard																	
	2023/24				2024/25						Previous Years						
	Quarterly totals				Quarterly totals						2019/20	2020/ 21	2021/22	2022/23	2023/24	2024/25	
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Change from previous quarter	YTD							
1. Providing rapid, effective and tailored interventions																	
1.1. Statutory homelessness is prevented and relieved (Pt7 Housing Act)	7	7	1	2	1	4	6	3	-3	14	11	8	15	19	17	14	
1.2. Reduction in the number of individuals sleeping (R1)	180	190	279	260	298	256	332	257	-75		434	350	372	482	656		
1.3. Decrease in City T1000 cohort seen rough sleeping	37	25	18	17	23	21	17	20	3								
1.4. Total number of accommodation outcomes	30	24	78	107	41	49	84	106	22	280	185	305	201	245	239	280	
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	27	
1.6 (b). Number of individuals accepting SWEP offer (additional)												21	21	50	64	94	
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	373	452	497	45								
2.2. Increase in the supply of properties available to individuals facing homelessness or are rough sleeping	89	89	89	89	89	89	89	94	5	94	58	70	72	74	89	94	
2.2 (b). Increase in the supply of properties available to individuals facing homelessness or are rough sleeping - Total											78	90	117	102	123	115	
2.3. Increase in the number of people accessing private rented sector tenancies	2	4	1	3	0	2	4	3	-1	9	7	12	8	8	10	9	
3. Working collaboratively																	
3.1. Increase in the number of referrals received under S.213b Duty to Refer	9	12	9	10	12	9	12	11	-1	44	29	16	19	28	40	44	
3.2. Reduction in the number of individuals rough sleeping in high impact rough sleeping sites (HIRSS)	34	34	57	55	23	42	49	35	-14								
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	25	21	32	11	113					219	106	
4.2. Increase in the number of rough sleepers registered with a GP	36%	44%	18%	28%	27%	27%	24%	30%	6%	27%					32%	27%	
4.3. Increase in the number of service users accessing education, employment or training	15	17	12	14	18	15	15	9	-6								
4.4. Reduction in the number of people rough sleeping who had previously moved into settled supported accommodation	6	5	6	4	2	3	3	3	0	8							

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# HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-2027

Department of Community and Children's Services

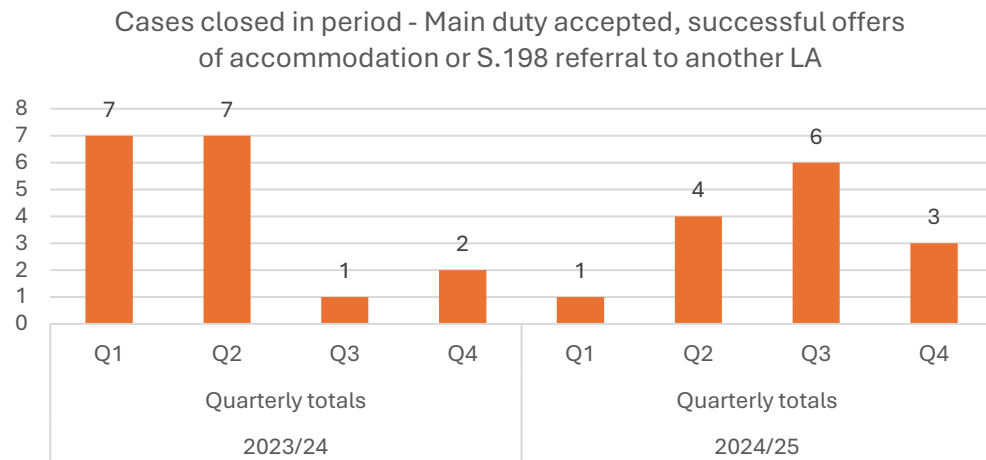


## Performance Metrics

**Year 2024/25 – Q4**

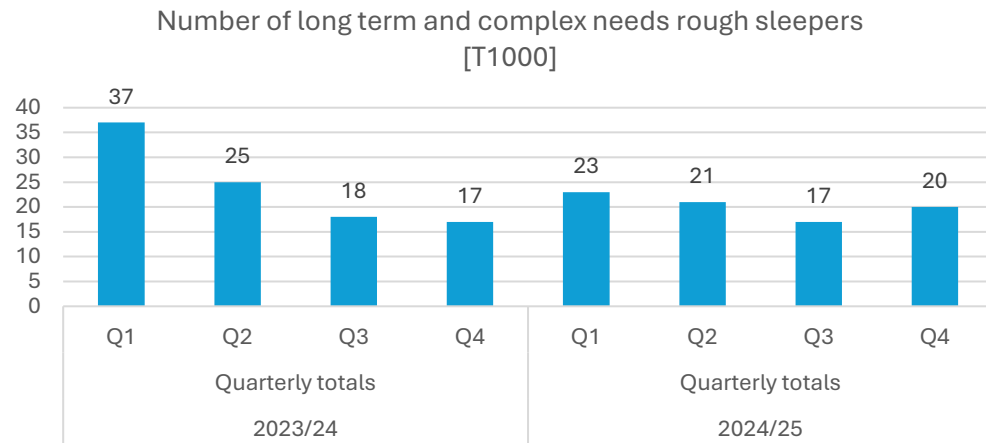
# Priority Area 1: Providing rapid, effective and tailored interventions

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



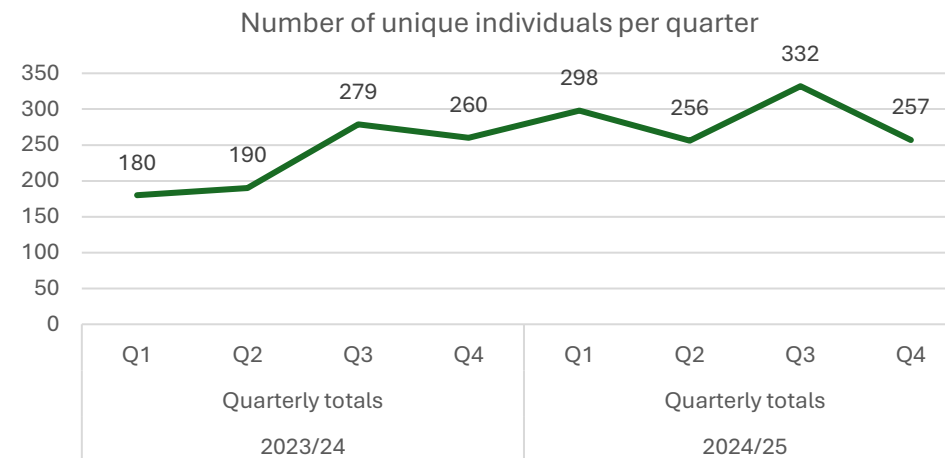
Source: Jigsaw

## 1.3. Decrease in City T1000 cohort seen rough sleeping



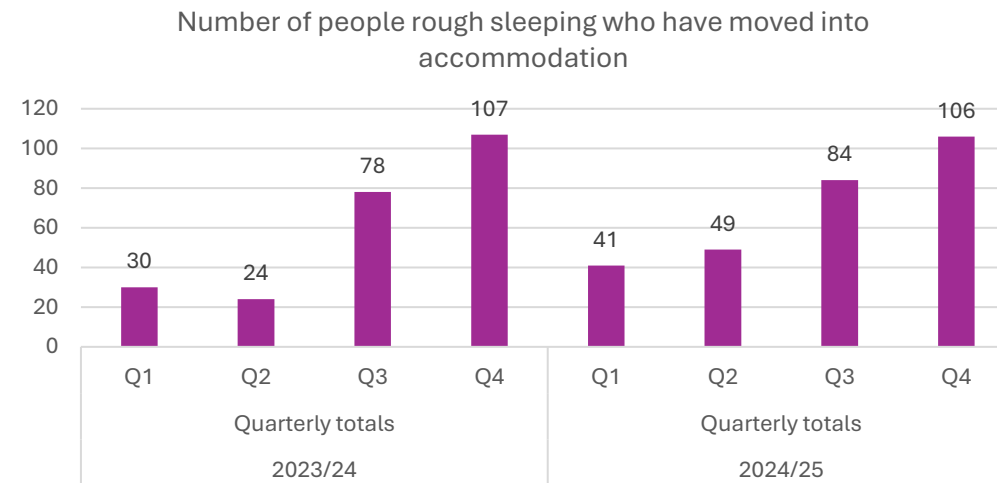
Source: Chain

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



Source: Chain

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

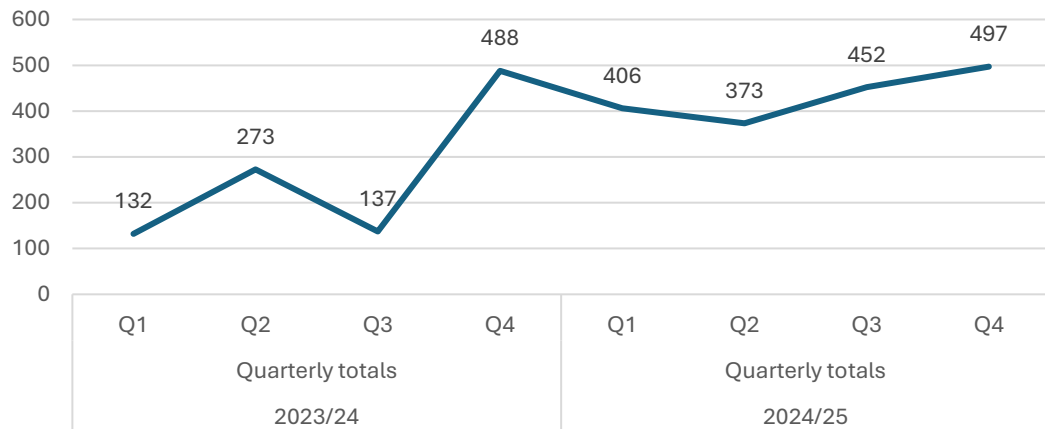


Source: SITRS

# Priority Area 2: Securing access to suitable and affordable accommodation

## 2.1. Reduction in the length of statutory temporary accommodation stays

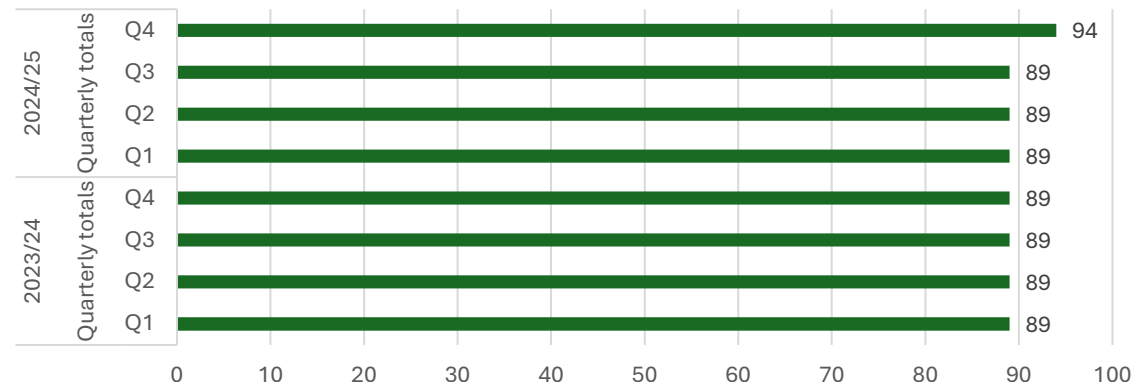
Average length of stay for closed cases in period



Source: Jigsaw

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

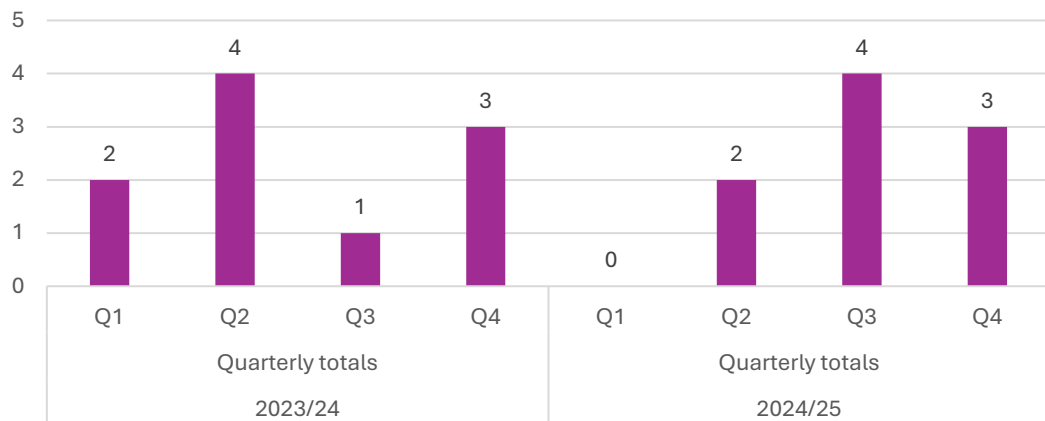
Number of properties available in City of London pathway



Source: RISE

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

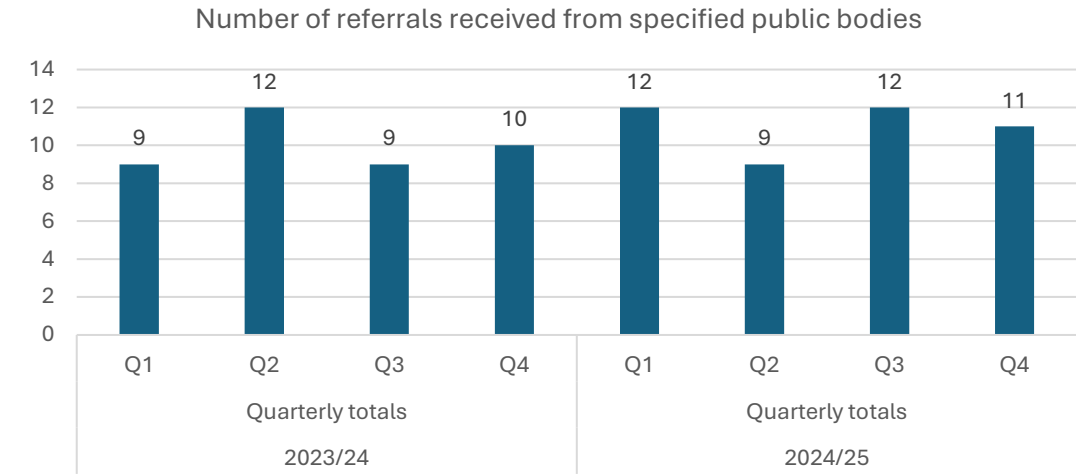
Number of people accessing the private rented sector [statutory homelessness and rough sleepers]



Source: RISE and H-

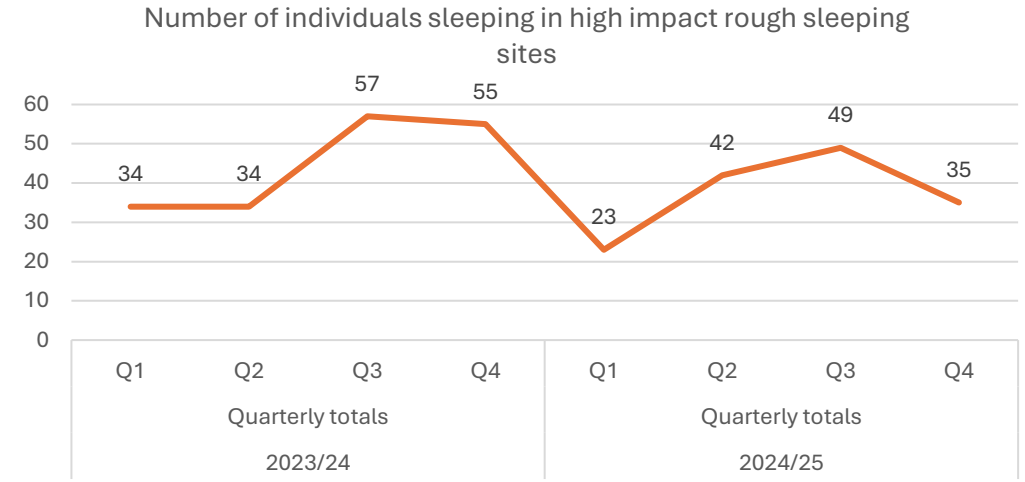
# Priority Area 3: Working collaboratively

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



Source: Jigsaw

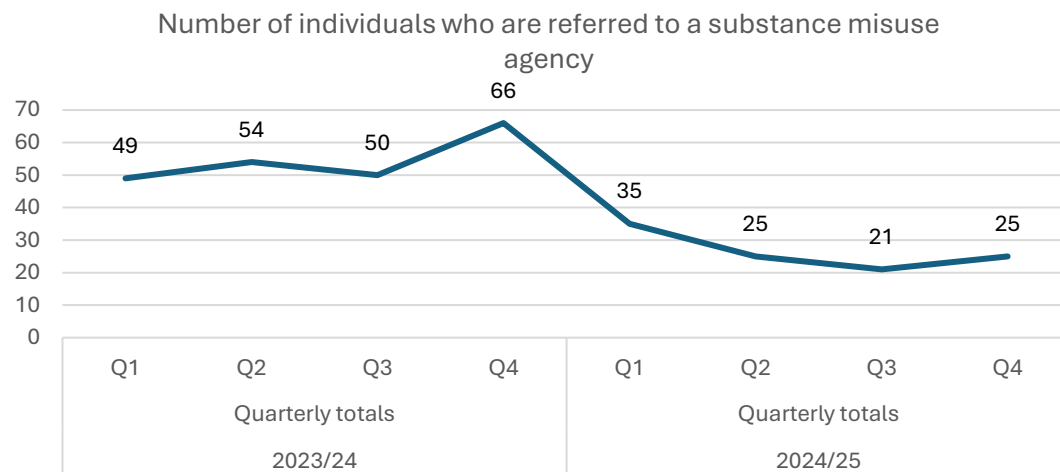
## 3.2. Reduction in the number of individuals rough sleeping in high impact rough sleeping sites (HIRSS)



Source: Chain

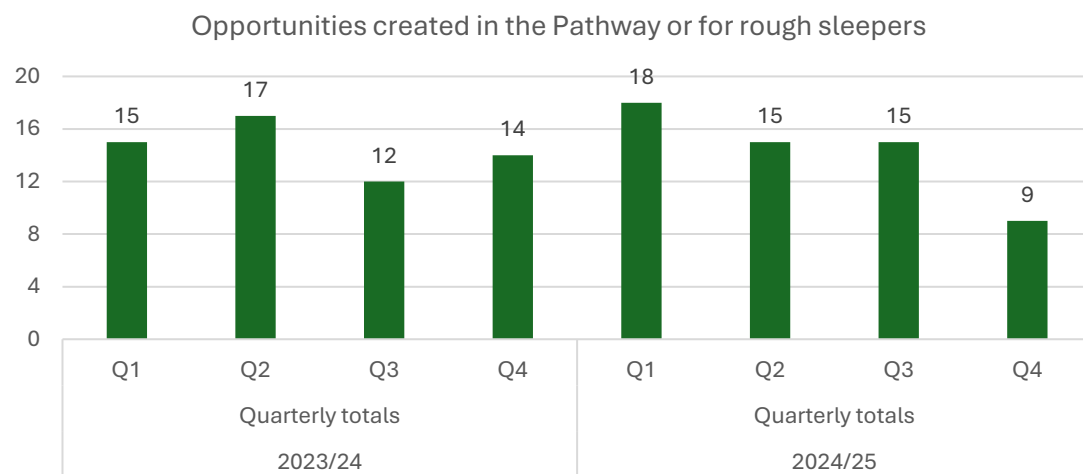
# Priority Area 4: Support beyond accommodation

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



Source: CHAIN, Rise

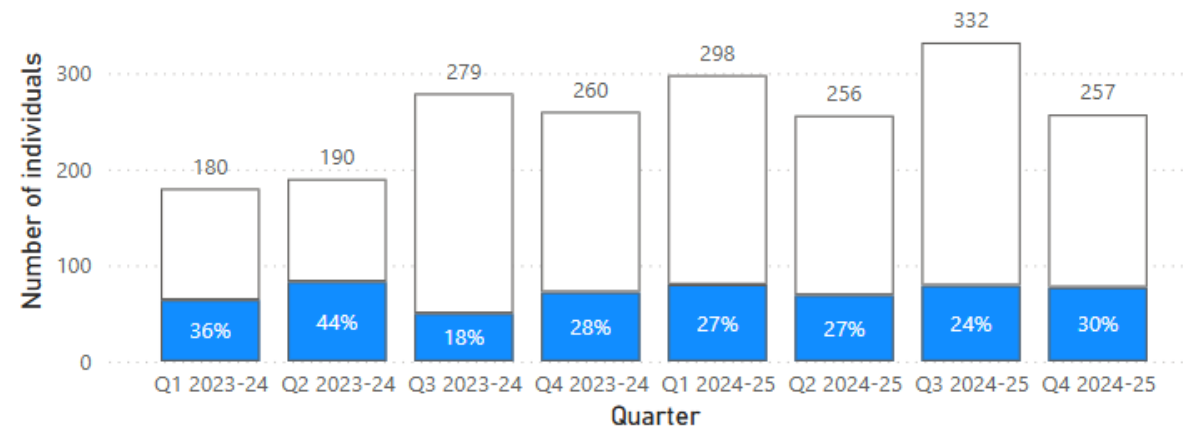
## 4.3. Increase in the number of service users accessing education, employment or training



Source: Local

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

Proportion of rough sleepers known to be registered with a GP [as a proportion of 1.2]



Source: Chain

# HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-2027

Department of Community and Children’s Services

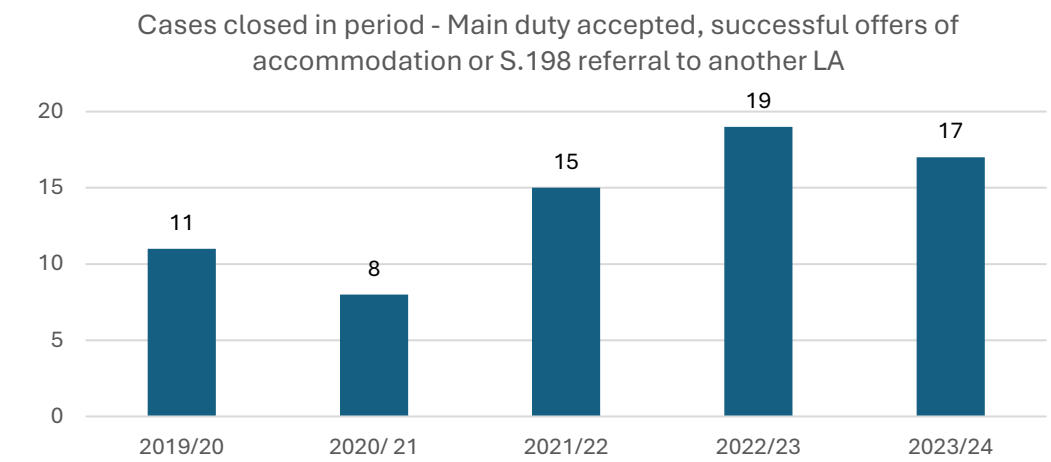


**Annual trend data**

**Year 2019 to 2024**

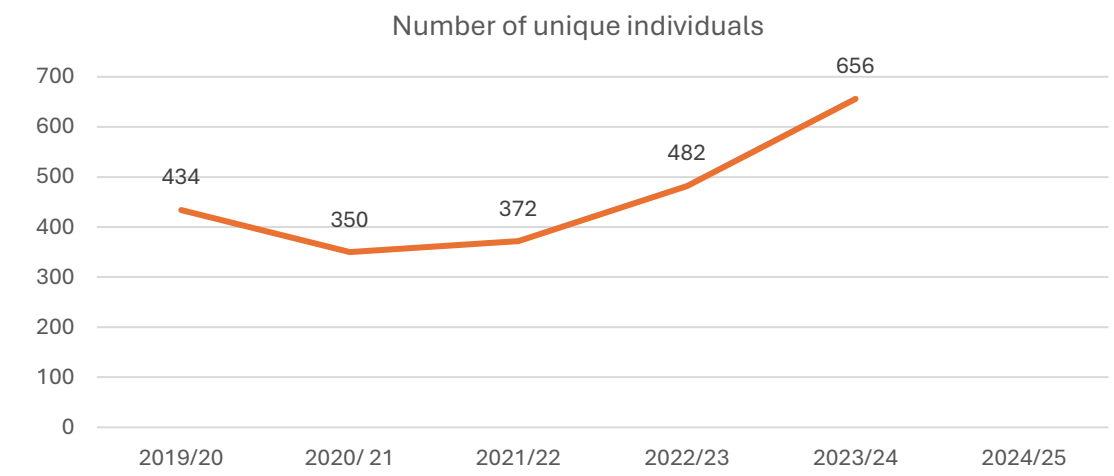
# Priority Area 1: Providing rapid, effective and tailored interventions

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



Source: Jigsaw

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



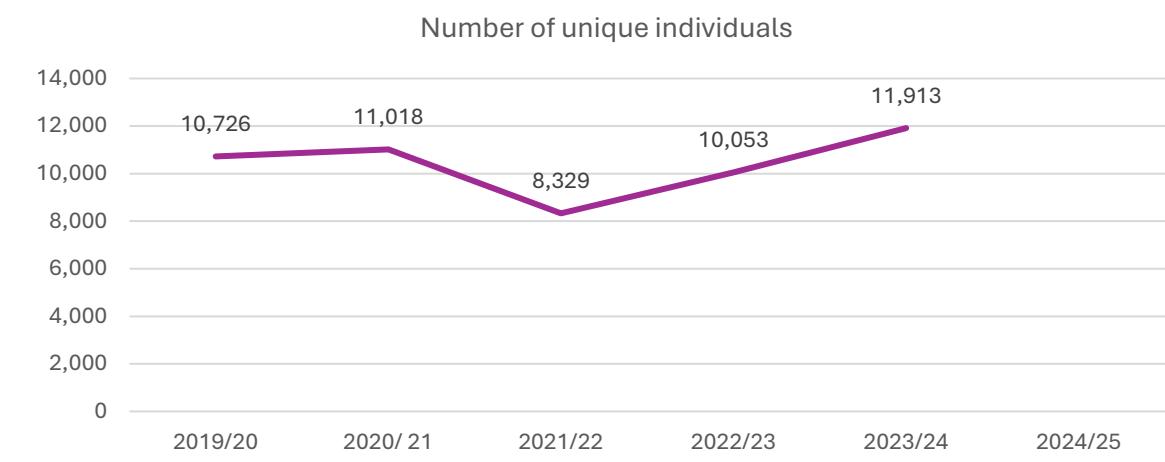
Source: Chain

## 1.4. 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)

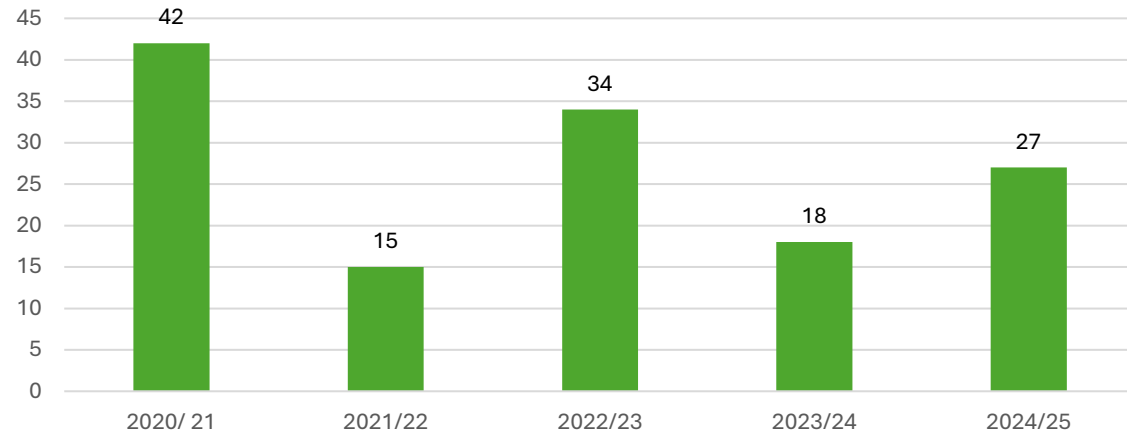


Source: Chain

# Priority Area 1: Providing rapid, effective and tailored interventions

## 1.6a. Nights under SWEP activation (additional)

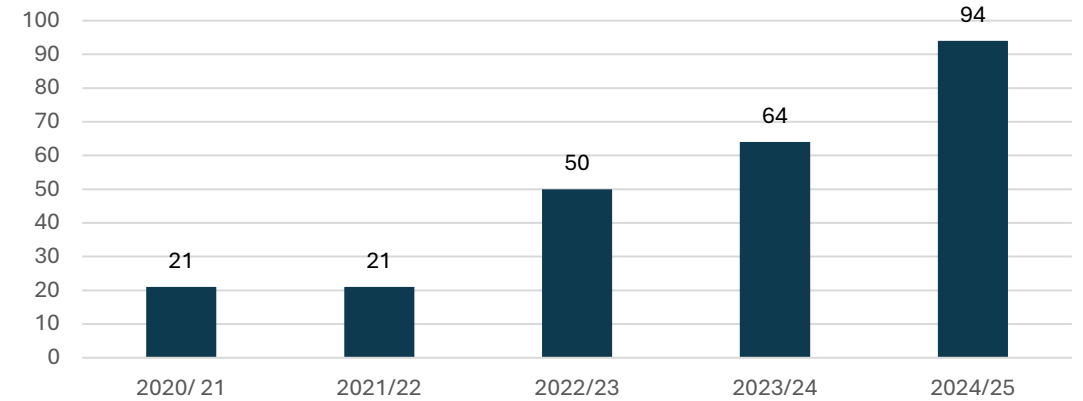
Number of nights per winter under a City of GLA activation



Source: Chain

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

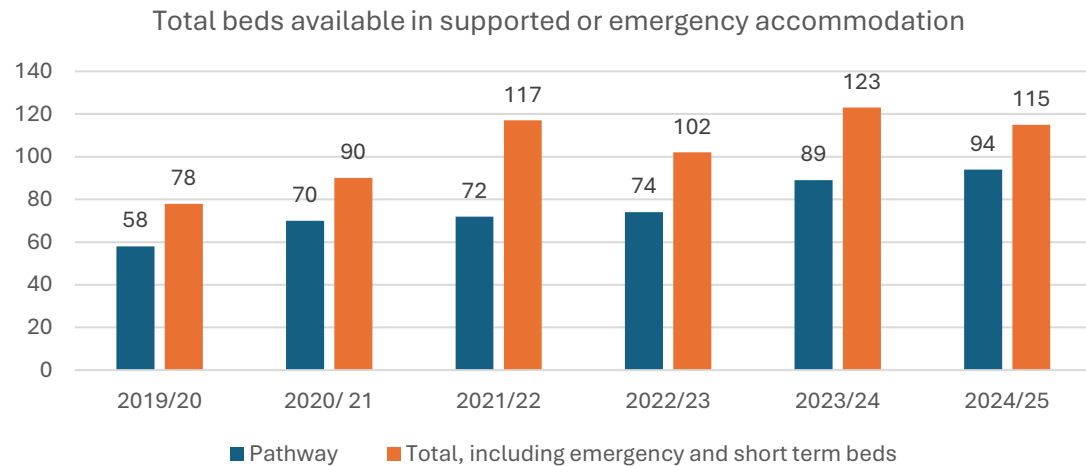
Number of unique individuals accepting an accommodation offer per winter period



Source: Chain

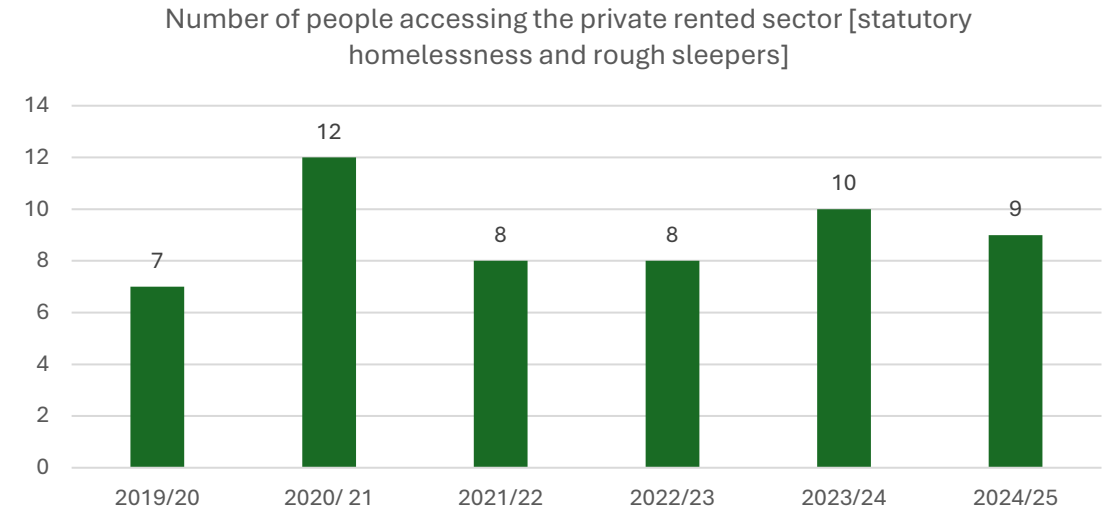
# Priority Area 2: Securing access to suitable and affordable accommodation

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



Source: RISE

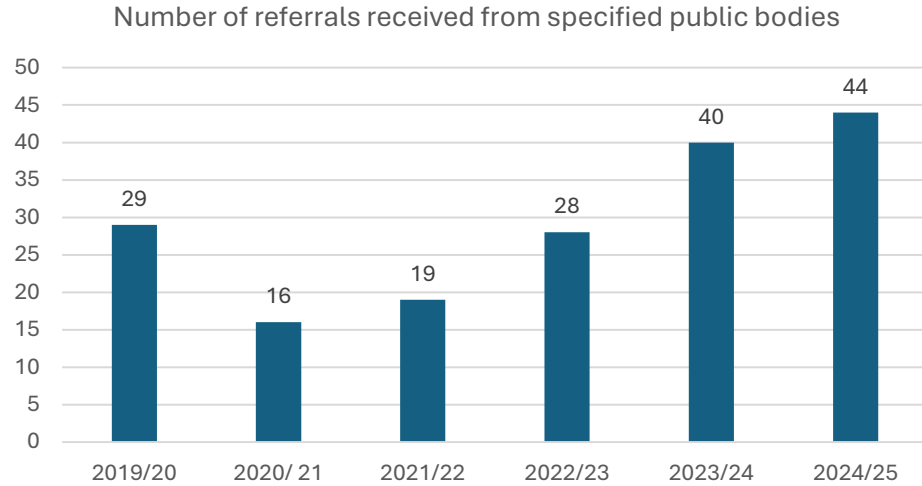
## 2.3. Increase in the number of people accessing private rented sector tenancies



Source: RISE and H-

# Priority Area 3: Working collaboratively

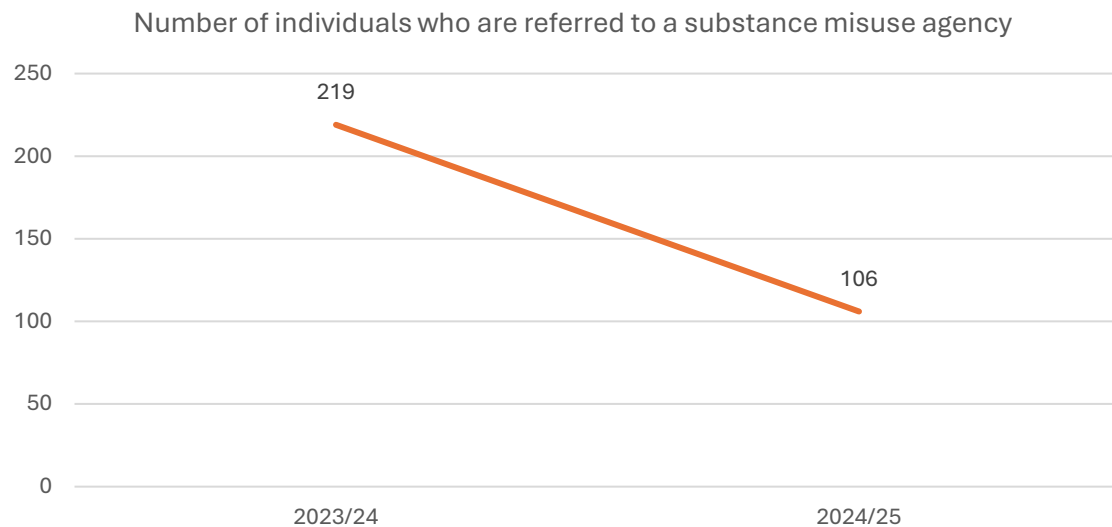
## 3.1. Increase in the number of referrals received under S.213b Duty to Refer



Source: Jigsaw

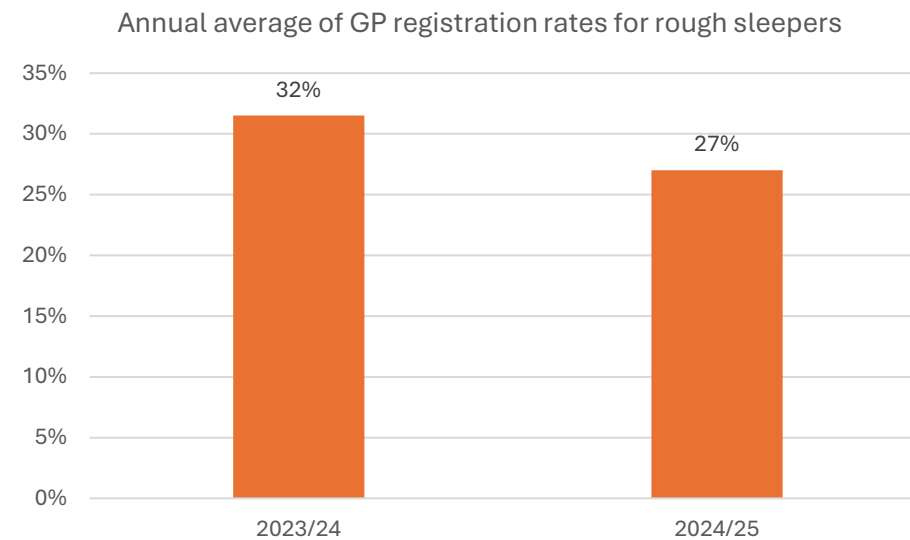
# Priority Area 4: Support beyond accommodation

## 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

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### Appendix 3 – Completed SDP Action Q4

Lead Area	Unique ID	Activity or Intervention	New this RP?	Who?	Does what?	With who?	By when?	Evidence/Audit	Success Measure or Service User Experience	RAG rated progress	Comments on progress
Cross-cutting	1.6	Implement safe access to online information	No	HoS	Review of cookie policy to ensure web based information is safe for DA victims to access	HO	31-Dec-23	Cookie policy	Accessing CoL webpages poses no risk to anyone seeking advice	Complete	DA web content updated and exit button built in to page.
Rough Sleeping	1.8	Improve safety at rough sleeping hotspots	No	HoS	Creation of new materials utilising various media to explain service offer	RSSM, PC, RSC	31-Mar-25	Resources/media/feedback	Improved outcomes and safety	Complete	October 24 - Encampments Policy/Protocol/Position in draft. December 2024 - policy progressing to CCS in January for approval. January 2025 - JWG set up to replace CM as principle multi-agency planning forum for hotspots and encampments. Protocol agreed at 16 January CCS. Joint Working Group meeting established to monitor and manage HIRSS and encampments.
Rough Sleeping	1.10	Mobilise new RSAC	No	HoS	Coordinate partners and internal stakeholders to ensure new service opens by end of January 2024	RSSM, CM, providers	31-Jan-24	Mobilisation plan	Service open according to plan and specification	Complete	Preliminary stages of CSO review underway. FHM to include in handover for KL to pick up in April. Provisional launch pushed back to 13/03 due to delay with PC and lease sign-off. Service opened 13 March 2024. Aug 2024 - KPI's are outstanding, need to be revised, this is underway. Oct 2024 - new KPI's in place.
Cross-cutting	1.11	Develop Rough Sleeping KPI framework	No	HoS	Design set of KPI's which offers long-term trend information to inform evaluation, communications and decision making	RSSM, RSC, SHO, PC	31-Dec-23	KPI framework	More constructive conversation with RSSG, HRS Subcommittee and within service area. Clarity of purpose.	Complete	In draft. Will be incorporated into HRS Strategy metrics approach. July 2024 - now incorporated into HRS metrics and dashboard. Wider discussion needed with officers who chair CMM to align and format KPI's the same for all newly commissioned services from 2025. August 2024 - dashboard redesigned as a scorecard in line with ASC/CSO reporting
Statutory Homelessness	1.12	Review statutory processes	No	HoS	Commissions independent review of statutory process to test resilience, quality and effectiveness	SHO	31-Mar-25	Review report	Homelessness is prevented and relieved with accuracy and consistency. Staff have the support and resources they need.	Complete	October 24 - review to be carried out by MHCLG HAST advisor by end of FY. December 24 - HAST visit scheduled for 21/1/25. January 2025 - HAST feedback being actioned.

Lead Area	Unique ID	Activity or Intervention	New this RP?	Who?	Does what?	With who?	By when?	Evidence/Audit	Success Measure or Service User Experience	RAG rated progress	Comments on progress
Pathway	2.1	Deliver ETE targets across residential settings	No	PC	Use existing KPI frameworks to improve access to ETE	RSSM, PLO	31-Mar-27	KPI frameworks, CMM minutes	Increased resettlement out of the pathway and sustained within pathway	Complete	Targets not being met in residential settings or through EPS. August 2024 - new KPI's drafted in collaboration with supplier. 11/11 adjusted to underway/no issues as new KPI's in place. Still question mark over mid/long-term effectiveness. StW project ended at FYE 24/25.
Pathway	2.7	Reduce impact of service charge and rent arrears process on Pathway stays	No	HoS	Liaise with providers to explore measures and system adaptations which increase sustainability of stays	PC, PLO, providers	31-Mar-25	Service specifications, KPI's	Avoidable evictions and abandonments due to arrears are minimised	Complete	Issues remain locally. Strategically - contribution to survey created by LB Camden and pushed through supported housing commissioners group. Aim is to influence DWP policy direct deductions. August 2024 - potential collaboration with LSE. December 2024 - Col signs letter from London Councils lobbying Govt. for change. Situation much improved as evidenced by Grange RD CMM minutes. Direct deductions being used to good effect and residents with PSC arrears over £300 dropping.
Cross-cutting	2.9	Implement new TA framework	No	HoS	Roll out procurement framework, direct purchasing vehicle or approved provider list to enable agile procurement	CM, SHO, stakeholders	31-Mar-24	Framework, APL, DPV	Quicker access to safe and suitable accommodation. Compliant procurement.	Complete	Report proposing APL in governance system and under review by legal. Tender documentation being agreed. Expected to go live March 2024. Finalised and in mobilisation phase. First placements expected in August/September. Oct 2024 - all mobilised.
Statutory Homelessness	2.10	Develop TA quality assurance framework and approach	No	HoS	Work with Statutory team to increase skill and competence in existing staff. Implement a QA framework to track quality and safety	SHO, CM, providers, stakeholders	31-Mar-24	QA framework, WFD records	Reduced complaints and premises related incidents in TA	Complete	Working group set up to progress actions. Proving difficult to establish skill set in TSO allocated to role. Consider bringing Col Environmental Health on board to consult. September 2024 - Systems now in place to track and record inspection outcomes. Demand needs to be tracked to monitor resource implications.

# Appendix 3 – Completed SDP Action Q4

Lead Area	Unique ID	Activity or Intervention	New this RP?	Who?	Does what?	With who?	By when?	Evidence/Audit	Success Measure or Service User Experience	RAG rated progress	Comments on progress
Health	3.2	Deliver clinical mobile outreach service	No	HHC	Coordinate with local health and rough sleeping network to increase engagement with primary care	RSSM, RSC, stakeholders	01-Sep-23	Health outcome data - GP registrations, attendance etc	Improved health outcomes, reduced inequalities, better access points. Data to inform future health commissioning	Complete	Van is delivering but question mark over quality of emerging data for business case purposes. P/T Health Coordinator role through DHSC funding planned for Q4 2023/24. 29/01/2025 Health van now well established and delivering to rough sleepers and SHC. Review of mobile interventions complete.
Cross-cutting	3.4	Develop dashboard approach to communicate performance and demand pressures	No	HoS	Bring together LOTT data sets with 'ending rough sleeping' framework indicators to create easily accessible dashboard	RSSM, EW	31-Mar-24	Dashboard	Data informed presentations, reports, commissioning strategies	Complete	Links to KPI framework which is in hand. IG officer has approved SIT DSA and DPIA sign-off from DCCS BST. August 2024 - Scorecard replaces metrics framework.
Rough Sleeping	3.6	Review multi-agency meeting arrangements	No	HoS	Use MAM action plan developed as a response to the Homeless Link review report	RSSM, RSC, stakeholders, providers	31-Mar-24	MAM action plan, ToR's, Sharepoint	Clearer planning and more decisions made through consensus and with user voice	Complete	August - review complete and confirmed with HRSSG
Rough Sleeping	3.7	Establish key skills/competence audit for commissioned providers	No	HoS	Set up system to audit existing skills and competence and schedule annual review mechanism going forward	RSSM, RSC, CM	31-Mar-25	Audit and schedule, MAM action plan	Increased confidence in provider skill level, legal literacy and competence in areas such as ASC, mental	Complete	Now being landed through Pathway Review and QAF.
Rough Sleeping	3.8	Establish clear procedures with Community Safety Team for hotspots and ASB perpetrators	No	HoS	Implement new MOU and refine approach to cleansing and hotspot action planning	RSSM, RSC, VC	31-Dec-24	MOU, protocols	Individuals are safeguarded and risk is managed. Community interests are represented.	Complete	Draft MOU with CST in place. Referral process into CST IN PLACE. Cleansing protocol needed. On hold pending outcome of new ASB legislation passing through parliament. New action needed once legislation through Parliament.
Statutory Homelessness	3.9	Review Sanctuary Scheme	No	HoS	Work with CST and CoLP to review referral process, published materials and payment	VC, CoLP	31-Mar-24	Sanctuary Scheme materials	Increased homelessness prevention interventions and effective safeguarding actions	Complete	Working group set up and led by Jenna Stanley in CST. New process clarified.
Cross-cutting	3.14	Increase number of peer-led activities	No	HoS	Utilise coproduction workstream to introduce lived experience to activity across service area	RSSM, HHC, NB, CM	30-Apr-25	Coproduction outcomes framework	Better outcomes for service users. More innovation and progression from commissioned	Complete	Mayday Trust/Groundswell commissioned to deliver coproduction workstream. KPI's confirmed. January 2025 - Advisory Panel and Coproduction Champions roles now in place.
Rough Sleeping	3.15	Develop protocol/policy approach to tents and/or rough sleeping hotspots (HIRSS)	No	RSSM	Utilise internal/external stakeholders to develop a consistent approach to tents and HIRSS	HoS, RSC, CST, CoLP	31-Mar-25	Protocol/policy	Fewer tents and less rough sleepers using HIRSS	Complete	October 24 - Encampments Policy/Protocol/Position in draft. Progressing through committees November/December 2024. Policy/protocol agreed at 16 January CCS committee. JWG meeting established.
Cross-cutting	3.16	Collaboration with LSE to explore problem solving opportunities through the LSE entrepreneurship programme	No	HoS	Consider and potentially deliver a programme with the LSE to team which focuses on practical problems with the	RSSM, PC, HC, SHO	31-Mar-26	LSE documentation	Implementation of practical measures which mitigate or remove barriers to progress/change/positive	Complete	Introductory meeting held. Draft suggestions sent by WN to LSE. LSE provided initial proposal - 'Bridging Gaps. Building Futures' Not taken forward by LSE.

Lead Area	Unique ID	Activity or Intervention	New this RP?	Who?	Does what?	With who?	By when?	Evidence	Success Measure or Service User Experience	RAG rated progress	Comments on progress
Statutory Homelessness	4.1	Implement 'one step beyond' approach when discharging statutory duties	No	SHO	Draft Discharge of Duty guidance for Housing Officers and implement principle of going 'one step beyond' regulated	HoS, stakeholders	01-Nov-23	Discharge of Duty guidance	Safer discharge of duty processes and better outcomes for statutory applicants	Complete	DoD guidance document signed off by ASMT (11/09/23) and CSMT (26/09/23)
Cross-cutting	4.4	Review clinical outreach delivered by HIT to Grange Rd	No	HHC	Review at first year end and consider replicating to other residential settings	HoS, PC, providers	31-Mar-24	Review	Improved health outcomes and reduced health inequalities over GP based offer	Complete	HIT delivering to Grange Rd and data coming in to CMM. Review carried out March 2024
Cross-cutting	4.8	Implement client death protocol	Yes	HoS	Develop a decision making process for actions after the death of any client actively open to our HRS services	ASC, CP, RSSM, RSC, PC	31-Mar-25	Protocol, flowchart	Learning is gathered and used after the deaths of clients open to our services. Services are improved as a result.	Complete	First draft of decision making flow under review. July 2024 - HRSSG consulted and second draft in review. August - final draft going to HRSSG in September. In place and being piloted.