



Homelessness and Rough Sleeping Sub Committee

Date: THURSDAY, 12 FEBRUARY 2026

Time: 1.45 pm

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

Members:	Mark Wheatley (Chairman) Deputy Deborah Oliver, (Ex- Officio) (Deputy Chairman) Deputy Helen Fentimen OBE JP Dawn Frampton Steve Goodman OBE Shravan Joshi MBE Helen Ladele	Sophia Mooney David Williams Robert Atkin, Safer City Partnership James Breed, External Member Patrick Fowler, External Member Paul Kennedy, City Churches Irmani Smallwood, External Member
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Enquiries: **Kelila Perry**
Kelila.Perry@cityoflondon.gov.uk

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Ian Thomas CBE
Town Clerk and Chief Executive

AGENDA

Part 1 - Public Agenda

1. **APOLOGIES**
2. **MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT**
3. **MINUTES**

To agree the public minutes and non-public summary of the meeting held on Wednesday 1st October 2025.

For Decision
(Pages 5 - 10)

4. **CITY OF LONDON POLICE UPDATE**

Report and presentation of the Commissioner of the City of London Police.

For Information
(Pages 11 - 24)

5. **ANNUAL ROUGH SLEEPING SNAPSHOT 2025**

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

For Information
(Pages 25 - 32)

6. **HOMELESSNESS & ROUGH SLEEPING - CURRENT AND FUTURE PRIORITIES**

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

For Information
(Pages 33 - 50)

7. **HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023–2027 UPDATE**

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

For Information
(Pages 51 - 76)

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

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

10. 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

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

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

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Agenda Item 3

HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Wednesday, 1 October 2025

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

Present

Members:

Mark Wheatley (Chairman)	David Williams
Deborah Oliver (Deputy Chairman)	James Breed
Deputy Helen Fentimen OBE JP	Patrick Fowler
Dawn Frampton	Irmani Smallwood
Helen Ladele	

In attendance:

Leyla Ostavar
Helen Lewis, Homeless Link

Officers:

John Barker	- Community & Children's Services Department
Phil Connor	- Community & Children's Services Department
Kirsty Lowe	- Community & Children's Services Department
Will Norman	- Community & Children's Services Department
Chris Pelham	- Community & Children's Services Department
Kate Doidge	- Town Clerk's Department

1. APOLOGIES

Apologies for absence were received from Steve Goodman OBE, Shravan Joshi MBE, and Sophia Mooney.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT

Patrick Flower declared that he was an associate of Homeless Link, who were to present to the Sub-Committee under Agenda Item 4.

3. MINUTES

The Sub-Committee received the public minutes and non-public summary of the last meeting held on 10th July 2025.

It was noted that Patrick Fowler had observed the previous meeting virtually.

RESOLVED: - That the public minutes and non-public summary of the previous meeting held on 10th July 2025 be approved, as amended above.

4. INDEPENDENT EVALUATION OF CITY OF LONDON ROUGH SLEEPING SERVICES

The Committee received a report of the Executive Director of Community and Children's Services, concerning the key recommendations from an independent review of the City of London's Rough Sleeping services from Homeless Link.

The Committee received a presentation from Helen Lewis, Homeless Link, who provided the outcome of the independent review. The presentation provided an overview of overall findings, including service demand and service gaps; use of grant funding; partnerships and integration; and service impact. The presentation also covered the recommendations from the independent review.

Following the presentation, members of the Sub Committee asked questions and made comments, as follows:

A Member supported the need for immigration advice and highlighted his personal experience and challenges when attempting to gain tier 1 immigration advice for a rough sleeper, noting that City Advice - originally contracted to provide such support - no longer had the capacity or confidence to do so. The Member suggested reviewing the contract with Toynbee Hall to explore how the service could be reinstated and emphasised the urgency of addressing this issue, as many individuals with pre-settled status would see their leave expire in 2026. Officers acknowledged the critical importance and high demand for immigration advice across London as well as noting the significant lack of capacity. It was confirmed that officers were reviewing available funding to improve the services. City Advice were considering whether to strengthen existing service structures, highlighting the broader challenge of recruiting OISC-qualified advisers. Regarding the timing and urgency highlighted by the Member, the Officer confirmed that they will review the suggested deadlines and ensure that they are incorporated into the solutions.

A Member queried the suggestion that the demand for services might decrease and referred to the data from the NEL Regional Commissioning report which showed higher figures compared to other local authorities. Based on this, the Member referred to four areas highlighted within the recommendations: the Move On Team, a proposed 10-bed unit, immigration support and the use of healthcare data to inform service delivery. They also asked about collaboration with housing colleagues and whether homelessness and rough sleeping considerations could be integrated into upcoming regeneration and new build projects. The Member also asked about what priority rough sleepers receive on the housing waiting list, particularly in relation to allocations at Black Raven Court. Her final comment stressed the importance of engaging with Business Improvement Districts (BIDs) and urged that business should contribute financially to solutions regarding rough sleeping instead of just raising their concerns. The Officer agreed that issues such as the lack of staging posts and beds were recognised as weaknesses but noted that addressing them would depend on securing both revenue and capital funding, potentially through sub-regional collaboration. The Officer also highlighted the challenge of balancing outreach efforts between long-term rough sleepers and those passing through

the City and suggested that greater impact could have been achieved by focusing on those consistently rough sleeping in the Square Mile.

The Member responded by emphasising that talks with developers during the early stages of new build projects presented a key opportunity to secure community contributions, such as through Section 106 funding or the provision of community space. They stressed that these considerations should be explored and embedded during the developmental stage, and not when plans are submitted. The Officer confirmed that he would discuss the suggestions with colleagues and relevant teams.

A Member asked for more data regarding the proportion of rough sleepers who had been accepted by a statutory housing duty in recent years. The Officer agreed to provide this information and clarified that whilst the City Corporation had a duty to take homelessness applications, that this did not always result in a housing duty. They reassured Members that the statutory homelessness team was being temporarily expanded to increase capacity.

RESOLVED: - That the report be received and its contents noted.

5. CITY OF LONDON POLICE UPDATE

There was no public City of London Police Update.

It was requested that future reports are provided in written format as opposed to a verbal update.

6. HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-2027 UPDATE REPORT

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

A Member asked about developing the recruitment practices to increase representation, and whether people with experience were involved in the recruitment processes. It was confirmed that this was being incorporated where possible.

RESOLVED: - That the report be received and its contents noted.

7. TACKLING THE NEGATIVE IMPACTS OF ROUGH SLEEPING UPDATE

The Committee received a report of the Executive Director of Community and Children's Services, concerning an update on the work done to date to tackle the negative impacts of rough sleeping.

A Member acknowledged the efforts to remove hazardous items and support rough sleepers but raised concerns about street and walkway cleanliness in areas with high levels of rough sleeping, including public urination and the provision of bathroom facilities. Officers recognised the importance of maintaining a clean environment and highlighted the recent cleansing efforts, including pressure washing, and new methods of communication that was

being used to provide live updates and coordinate responses. The outreach team regularly signposted rough sleepers to available facilities, including those offered by businesses and accessible public spaces, noting that further signposting work could be done.

A Member shared concerns about used drugs, abandoned fires and rubbish at Barbican Tube Station left by rough sleepers, emphasising the difficulty of coordinating responses between City Police and TfL and asked whether an arrangement could be made to efficiently cleanse the area when similar incidents occurred. Officers committed raising this issue with the Chief Inspector.

The use of pallets for rough sleepers was discussed and whether alternatives were available, such as a roll mat. It was explained that providing sleeping equipment could be seen as supporting or sustaining rough sleeping, acknowledging that there was an ethical complexity of this issue.

RESOLVED: - That the report be received, and its contents noted.

8. **NORTH EAST LONDON ROUGH SLEEPING PREVENTION AND RECOVERY GRANT DELIVERY PROPOSAL**

The Committee received a report of the Executive Director of Community and Children's Services.

It was noted that Appendix 1 of the report was in non-public, and it was agreed to discuss in non-public session.

RESOLVED: - That the report be received, and its contents noted.

9. **HOMELESSNESS PREVENTION AND ROUGH SLEEPING - COMMISSIONING AND PROCUREMENT UPDATE**

The Committee received a report of the Executive Director of Community and Children's Services, concerning an update on the Commissioning and Procurement of services provided to the Homelessness Prevention and Rough Sleeping Service.

A Member asked about the potential to commission immigration advice services within existing budgets. The Officer had responded that they would look into the matter following the meeting, to understand what had changed and whether Tier 1 advice could be reinstated. They had also noted that funding from the current year's rough sleeping prevention grant might be used to bolster the service, depending on contract flexibility. A redesign of the outreach service was underway, incorporating recommendations from the recent evaluation. Following a Member stating their preference was for immigration advice to be as conveniently located as possible, noting Toynbee Hall's proximity to the City, it was added that resources had recently been placed at the Dellow Centre, reiterating that service planning remained subject to funding. The Chair requested that an update on the City Advice and Toynbee Hall arrangements be shared with Members outside of the meeting.

Following a query on the next funding announcement, the Sub-Committee heard that this was expected in the coming weeks. Regarding the hubs, there had been recent engagement with the GLA's new rough sleeping lead and discussions were ongoing, including within the northeast London sub-region.

The Sub-Committee discussed Winter resources. Officers had confirmed that preparations were underway, including adjustments to the newly renewed navigators' contract to add winter capacity. There were confirmed spaces in the existing pathway, a notional capacity of 17 in hotels and temporary accommodation, and the creation of a six-month winter coordinator post.

A Member had asked whether the target dates listed in the report referred to the actual contract expiry dates. It was clarified that most dates reflected when contracts needed to be in place, whilst one relating to the statutory out-of-hours homelessness response was a target date pending approval.

RESOLVED: - That the report be received, and its contents noted.

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

There were no questions.

11. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

Several items of other business were raised, as follows:

The Chairman praised a recent co-production event organised by Groundswell with Corporation support. He also announced that the Chair of Policy and Resources had given approval for funding a community event, following positive feedback from the Department for Levelling Up, Housing and Communities. Planning for this event was expected to begin later in the month.

The Chairman raised recent resolution sent by the Community and Children's Services Committee to the Finance Committee, concerning a commitment of funding for homelessness from Council Tax. The Sub-Committee heard the response from Finance Committee, which was supportive of the sentiment but that it was not minded supporting ringfencing/hypothecation at this stage, and suggested that the Chairman meet with the Chairman of the Community and Children's Services Committee. Following discussion, the Chairman of Community and Children's Services Committee agreed to take a brief from the Sub-Committee into the upcoming meeting with the Chairman of Finance and report back. Members expressed a desire to ensure that the Corporation pursued funding opportunities linked to the second homes levy and emphasised the need for a clear, committee-backed approach to avoid losing momentum or influence.

Lastly, a Member suggested that the newly formed Local Policing Committee should begin considering rough sleeping and homelessness issues on its agenda. This proposal was welcomed, and the Member committed to raising it at the next meeting.

12. EXCLUSION OF THE PUBLIC

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

13. CITY OF LONDON POLICE NON-PUBLIC UPDATE

There was no non-public City of London Police Update.

14. NON PUBLIC APPENDIX

The Sub-Committee received the non-public appendix to Agenda Item 8.

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

There were no non-public questions.

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

There was no other business.

The meeting closed at 5.35 pm

Chairman

Contact Officer: Kate Doidge
kate.doidge@cityoflondon.gov.uk

Agenda Item 4

Police update for CoL Homelessness and Rough sleeping Sub-Committee

February 2026.

Chief Inspector Nikki Gander

Overview of Crime, ASB, enforcement and Op Luscombe

Below overview of the ASB recorded that relates to rough sleeping or begging. Op Luscombe has not been running routinely since April 2025 due to changes in the way welfare support is offered and adjustments to what conditions we stipulate. (Based on learning from adult safeguarding review and partner advice). This required new tickets to be printed to align to changes and training to frontline officers and engagement with partners. Training now being delivered and Op Luscombe being re-launched.

1st of October to 31st December 2025

- 43 ASB/begging related occurrences.
- 46.2% decrease in begging/homeless related ASB between Q3 and Q2, (80 occurrences).
- Highest number of Homesless/Begging ASB was Crutched Friars, 18%
- The peak hour for Homesless/Begging ASB was between 19:00-19:59, 18%
- No incidents have been tagged under OP Luscombe on Power Bi for past 3 months- latest occurrences tagged as 'OP Luscombe' were in September 2025

A total of 42 ASB CPW/CPN's were issued in Q3, 12 were related to Homeless/Begging ASB.

Examples of behaviour being addressed. (Some linked to issues described in Appendix A)

Urination, drug use, defecation, begging, trespassing, discarding waste food, blocking exits/access, screaming/shouting, causing disturbance, smoking drugs, bedding/clothing causing obstruction, uncontrolled dogs, dog mess, gaining access to private communal areas, setting fires, sleeping in lifts of residential buildings. Obstruction of highway. Creating public health risk.

Year One Summary of Joint Working Group - High-Impact Rough Sleeping Sites

Purpose

To provide Members with a concise overview of the first year of the City of London Joint Working Group (JWG), established to manage the risks and harms associated with high-impact rough-sleeping sites.

Background

In May 2024, City Community MARAC referrals highlighted increasing concerns at rough-sleeping encampments at Peninsular House and Castle Baynard Street. Initial multi-agency responses achieved short-term improvements but were not sustainable.

In September 2024, a serious knife-related assault at Castle Baynard Street escalated concerns. Although effective post-incident partnership working enabled all individuals to be placed into temporary accommodation, the incident exposed gaps in prevention, shared risk management and long-term solutions.

Key Issues Identified

- Lack of policy or procedure for managing high-impact rough-sleeping sites
- Limited shared intelligence and collective risk awareness
- Links to serious violence, drug use, ASB and safeguarding risks
- Growing public health and environmental concerns (waste, fire risk, pests)

- Increasing fear of crime and impact on residents, workers, businesses and visitors
- Recognition that policing alone could not deliver sustainable outcomes

Partnership Response

A problem-solving, prevention-focused approach was adopted, aligned with the Home Office Hot Spot Action Fund.

A joint protocol, "Tackling the Negative Impacts of Rough Sleeping", was developed, establishing:

- A welfare-first approach with proportionate enforcement
- Risk-based, case-by-case decision-making
- The requirement for a dedicated ASB (Rough Sleeping) Co-ordinator role

Joint Working Group

The City of London Joint Working Group was established in December 2024 to provide a dedicated multi-agency forum.

Principle: To work in partnership to make the City a safe place to live, work and visit, for everyone.

Activity and Enablers

In its first year, the JWG has delivered:

- Monthly multi-agency intelligence and risk meetings
- Co-ordinated action days (policing, outreach, cleansing, enforcement)
- Clear lead-agency ownership of risk/issues with appropriate partner support
- Joint Police and Outreach engagement to improve accommodation take-up
- Use of legal powers where necessary and proportionate
- A shared Teams channel enabling real-time intelligence sharing and rapid response

Impact After One Year

The Joint Working Group has:

- Embedded a consistent, preventative partnership model
- Improved safeguarding and collective risk management
- Reduced ineffective repeat interventions
- Supported more sustainable accommodation outcomes
- Reduced pressure on police and partner services
- Increased reassurance for residents, workers and businesses

Conclusion

After one year, the Joint Working Group represents a significant shift from reactive enforcement to structured, intelligence-led partnership problem solving, delivering safer outcomes for individuals, communities and the City. Full Review being undertaken by Nikki Gander & Phil Connor Jan 2026.

NB An extended report will be available once review completed.

Appendix A.

Joint Working Group – Compressed Examples of Impact

Location	Issue Identified	Partnership Action	Outcome / Impact
Peninsular House	7 tents (Apr), 6 tents (Oct). Significant public health risks: blocked drains, pooled urine, misuse of bins, accumulated waste.	Joint site assessment and clearance. Environmental health and cleansing activity.	Public health risks removed; site stabilised and environmental conditions improved.
Steelyard Passage	3 tents. Escalating violence impacting businesses.	Early joint Police/Outreach intervention. Shared intelligence and coordinated visits.	Arrests made; escalation prevented; improved safety and business reassurance.
Baynard House	Rough sleeper blocking a fire escape route.	Joint Police and Outreach engagement and relocation.	Immediate fire safety risk removed; individuals supported into accommodation.
Rose Alley	3 tents obstructing access for Polo Bar & KFC. Two vulnerable rough sleepers and a known offender. Health and safety concerns.	CPW/CPN issued. Joint outreach support. Enforcement against offender. Support for gated access.	Vulnerable couple rehoused into previously cuckooed flat (LBTH). Offender summonsed for RHSO breach. Long-term access control enabled.
St Dunstan's Court	Vulnerable rough sleeper with complex mental health needs. Persistent ASB and urination affecting residents.	Joint MARAC referral and multi-agency safeguarding plan.	Coordinated care approach established; risk and harm better managed. Reassurance for residents.
White Lion Hill Subway	Tents obstructing subway, forcing 300 students daily to cross road.	Evidence-led welfare engagement, legal advice, 28-day notices served. CPW/CPN planned.	Safety risk addressed proportionately; prevention plan in place to avoid recurrence.
Golden Lane Estate	Rough sleeper accessing communal areas, smoking crack cocaine, aggressive behaviour. Fire set in lift.	Parkguard night patrols. Police response and identification of suspect.	Serious risk managed; offender identified and arrested for arson; resident safety restored.
Castle Baynard Street	23 tents (Apr), 13 tents (Oct). Fire hazards and accumulated waste.	Coordinated clearance of pallets, tents, bedding and rubbish.	Reduced risk of fire and disorder; improved environmental safety.
Blackfriars Underpass	Rough sleeper with large dogs, not on leads. Human and dog waste impacting businesses and community.	CPW/CPN issued. Criminal Behaviour Order obtained.	Individual banned from the City; sustained reduction in impact at site.

Summary of mapped outcomes of selection of examples (see Appendix A below for detail)

Safeguarding

- Multi-agency care planning (St Dunstan's Court)
- Accommodation outcomes achieved through engagement (Baynard House, Rose Alley)
- Prevention of serious harm and escalation

Crime & ASB Reduction

- Arrests and enforcement enabled through shared intelligence (Steelyard Passage, Golden Lane Estate)
- Use of CPW/CPN and CBOs where proportionate (Rose Alley, Blackfriars)

Public Health & Safety

- Removal of fire hazards and environmental risks (Peninsular House, Castle Baynard Street)
- Protection of vulnerable road users and students (White Lion Hill Subway)

Community & Business Impact

- Restored access to public routes and business areas (Rose Alley, White Lion Hill)
- Increased reassurance for residents and businesses through visible joint action

Assurance

These examples demonstrate early intervention, proportionate enforcement, safeguarding, and sustained partnership problem solving, reducing crime, ASB, public health risk and demand on services.



City of London Police

Response to issues relating to Rough Sleeping

Chief Inspector Nikki Gander



A trusted and inclusive police service, keeping the City of London safe and transforming the national policing response to fraud, economic and cyber crime

Background

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- Increasing fear of crime and impact on residents, workers, businesses and visitors
- Recognition that policing alone could not deliver sustainable outcomes



Partnership Response

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Joint Protocol adopted

A joint protocol, "Tackling the Negative Impacts of Rough Sleeping", was developed, establishing:

- A welfare-first approach with proportionate enforcement risk-based, case-by-case decision-making
- The requirement for a dedicated ASB (Rough Sleeping) Co-ordinator role

Joint Working Group formed

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Principle: *To work in partnership to make the City a safe place to live, work and visit, for everyone.*



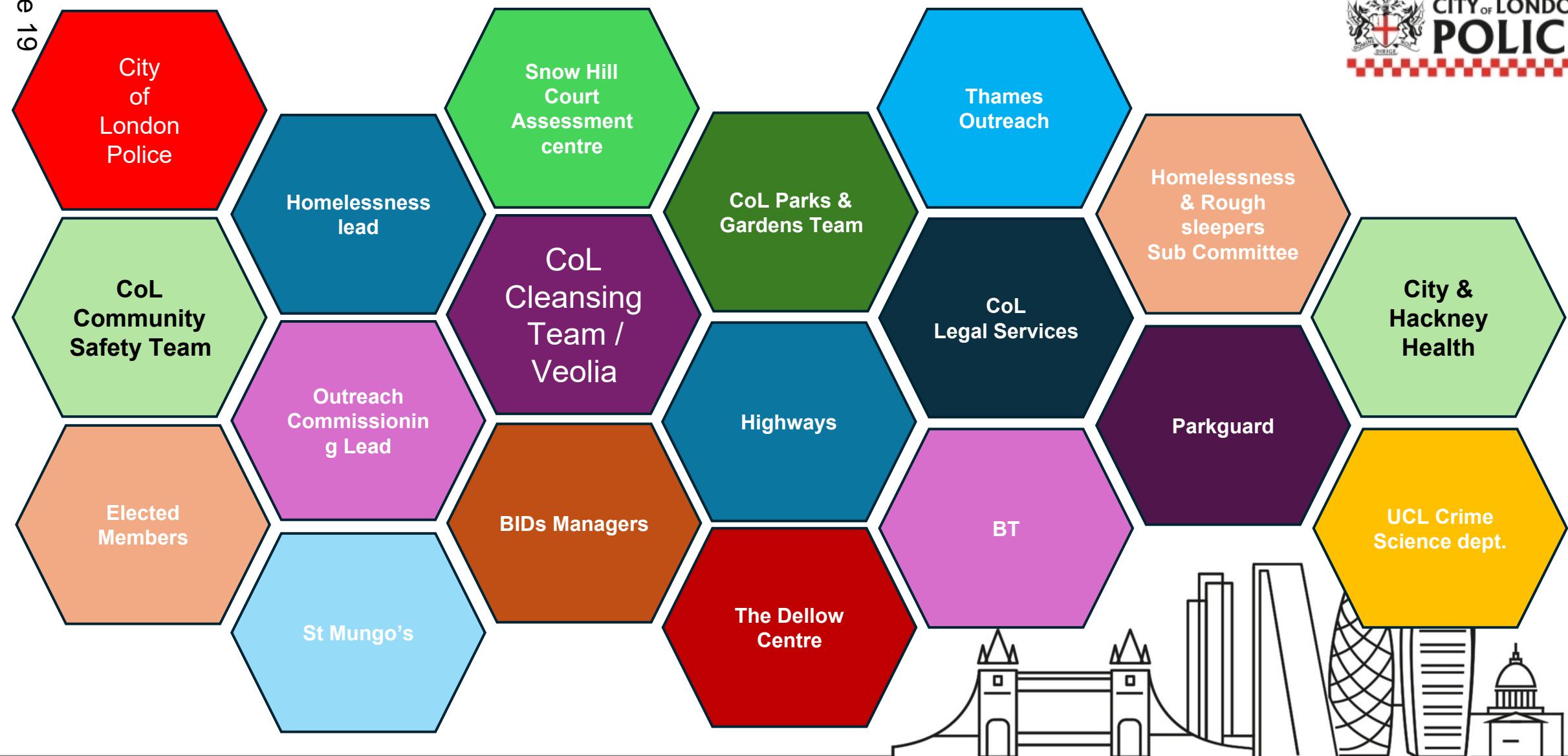
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- Joint Police and Outreach engagement to improve accommodation take-up
- Use of legal powers where necessary and proportionate
- A shared Teams channel enabling real-time intelligence sharing and rapid response

Impact After One Year - The Joint Working Group has:

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- Reduced ineffective repeat interventions
- Supported more sustainable accommodation outcomes
- Reduced pressure on police and partner services
- Increased reassurance for residents, workers and businesses









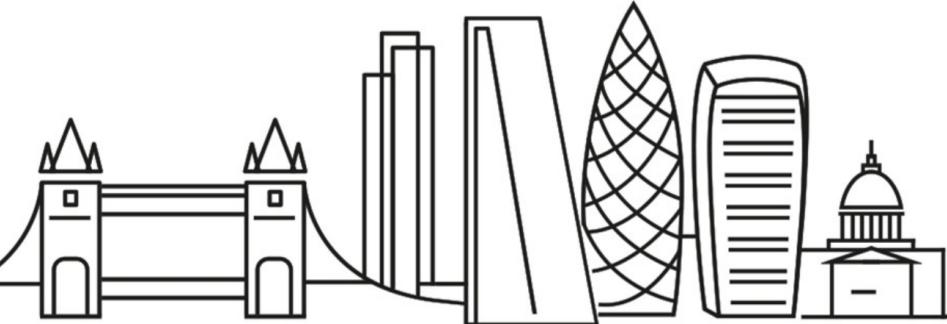
Castle Baynard Street
Tunnel



White Lion Hill
Subway



Peninsular House walkway



Peninsula House

April 7 tents
October 6 tents

Cleared risk to public health, blocked drains, urination pools, use of bins, removed waste

Steelyard Passage

3 tents, escalating violence, early intervention, joint visits, arrests due to shared awareness, support for businesses,

Rose Alley

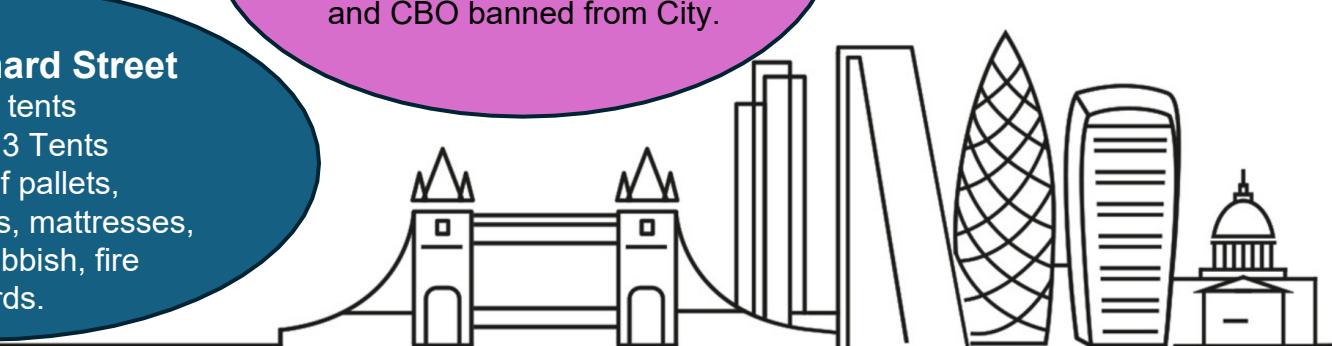
Polo Bar & KFC unable to use alley, obstructed by 3 tents, 2 vulnerable RS's and known offender, health risks. CPW/CPN issued, joint Outreach, couple supported to re-inhabit cuckooed flat in LBTH, Offender summonsed for breach of a court order, planning permission support for gate to restrict access

Golden Lane Est

RS gaining entry to communal areas, smoking crack, set fire to lift, aggressive if challenged. Parkguard tasked with night patrols, located RS, Police called and Officer ID male for arson

Castle Baynard Street

April 23 tents
October 13 Tents
Removal of pallets, abandoned tents, mattresses, bedding, Rubbish, fire hazards.



Baynard House

RS blocking fire escape route. Joint approach from Police/Outreach to relocate and due to engagement, move to accommodation

St Dunstan's Court.

Vulnerable RS at this & other sites, complex MH needs, significant ASB/health issue for residents due to urination. Joint MARAC referral for multi agency care plan to safeguard.

White Lion Hill subway

Obstruction by tents causing 300 students a day to cross road, 4 months of evidence gathering to prove risk and welfare approach and legal advice. 28 day notices served and plan to serve CPW/CPN. Action plan to prevent recurrence

Blackfriars underpass

RS with large dogs, not on leads, dog/human waste, impact on businesses and local community. CPW/CPN and CBO banned from City.

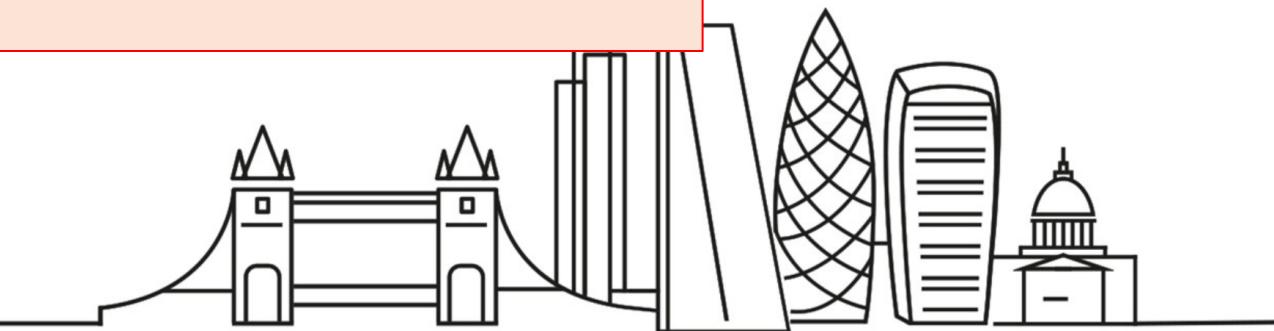
Conclusion

After one year, the Joint Working Group represents a significant shift from reactive enforcement to structured, intelligence-led partnership problem solving, delivering safer outcomes for individuals, communities and the City.

Full Review being undertaken by Nikki Gander & Phil Connor Jan 2026.

“Success” in this area is as much about the strength of the partnership and ability to work together closely to tackle difficult and complex problems as it is about statistical outcomes. The confidence and trust between partners, those who sleep on the streets and the local community of residents, workers, businesses is established and positive. We continue work to improve this, but we now have a forum for open and honest discussion, exploration and problem solving.

Given the significant increased risk of serious harm to those who sleep on the streets, its worth pausing to acknowledge what this work may have prevented.



Strategic

12-month strategic review
Review JWG TOR & Membership
Identify learning & celebrate Success
Transfer chairship to CoL CST

Operational

White Lion Hill Subway
Enforcement options
Prevention of further tents
Review process

Aspirational

Increased Assessment capacity
City currently has 14 beds

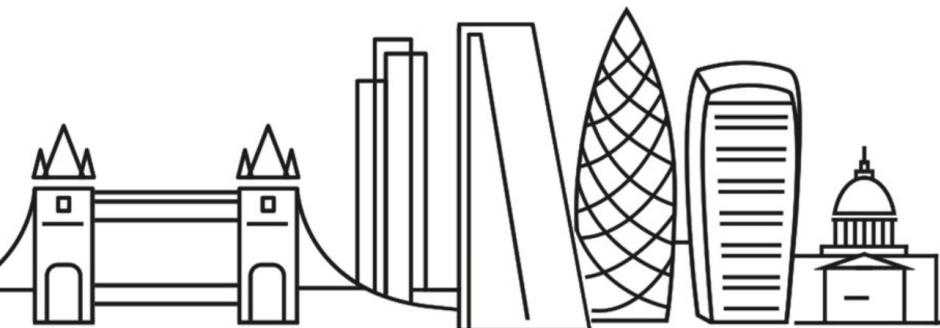
12-month strategic review
Tackling the effects protocol
CoLP/CoI Governance (NHPSB)

City Gardens Depot
Build confidence & Trust
Evidence gathering
Environmental options
Legal options

Rough Sleeper profiling
Safeguarding & risk understanding
Identifying exploitation and criminality
Improve understanding of needs
Provision of appropriate services

CST Rough sleeping ASB post
Support permanent post
Co-located with CoLP

Practical prevention of encampments
Design out options
Established protocols
Shared interactive RS mapping



Agenda Item 5

City of London Corporation Committee Report

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 12/02/2026
Subject: Annual Rough Sleeping Snapshot 2025 Report	Public report: For Information
This proposal: <ul style="list-style-type: none">• Delivers Corporate Plan 2024-29 outcomes	Diverse Engagement Communities Proving Excellent Services
Does this proposal require extra revenue and/or capital spending?	N/A
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain's Department?	N/A
Report of:	Judith Finlay, Executive Director of Community and Children's Services
Report author:	Samantha Pitcher, Rough Sleeping Coordinator

Summary

This report presents a local data analysis of the 2025 Rough Sleeping Snapshot that took place from midnight on 28th October 2025 to 04:00am on 29th October 2025. The City of London (CoL) final annual street count figure was 83.

The snapshot figure for 2025 of 83 is a 3% decrease on the 86 individuals seen on the snapshot count in 2024. This report provides an overview of previous snapshot counts and the overall upward trend from previous years.

All local authority snapshot intelligence remains embargoed, and so comparative data is limited.

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

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

City of London Corporation Committee Report

Recommendation

Members are asked to:

- Note the report

Main Report

Background

1. Since 2010 all local authorities in England have been required to conduct an annual Rough Sleeping Snapshot in the autumn months. This snapshot is a recording of a single night figure of people rough sleeping in each authority area. All local authorities must conduct their Rough Sleeping Snapshot between 1st October and 30th November each year.
2. The purpose of a Rough Sleeping Snapshot in a local authority area is to:
 - estimate the number of people sleeping rough on a single night in autumn
 - assess changes in the number of people sleeping rough over time
 - compare local authorities and regions in England
 - understand some basic characteristics about people who sleep rough.
3. For the purposes of a Rough Sleeping Snapshot, the official definition of 'people sleeping rough' is:

'People sleeping, about to bed down (sitting on/in or standing next to their bedding) or bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or 'bashes' which are makeshift shelters, often comprised of cardboard boxes). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.'

Bedded down is taken to mean either lying down or sleeping.

*About to bed down includes those who are sitting in/on or near a sleeping bag or other bedding'*¹

A Rough Sleeping Snapshot is conducted by local authorities in conjunction with local commissioned and non-commissioned services, such as outreach teams, police, health services, faith sector representatives, and voluntary services. There are three different types of approaches and methods which can be taken to conduct a snapshot:

- **A count-based estimate:** A physical counting of individual rough sleepers in an area. This is conducted after midnight on the chosen day.

City of London Corporation Committee Report

- **An evidence-based estimate meeting:** Evidence of rough sleeping is presented by the local authorities and rough sleeping services, and a list is submitted of rough sleepers who are likely to be out on the chosen given night.
- **An evidence-based estimate meeting including a spotlight count:** This is the same as above, but combined with a 'spotlight' count, which is a physical count also conducted after midnight, though it may not be as extensive.

Local authorities choose which approach to take and are advised to choose an approach that will most accurately provide an on-the-night rough sleeping estimate for their area.

Current Position

4. The CoL Rough Sleeping Snapshot took place on the evening of Tuesday 28th October 2025 and carried on into the early hours of Wednesday 29th October 2025.
5. A 'count – based estimate' was the methodology used for the 2025 count. The intention of a count-based estimate is to walk all streets or spaces where someone could possibly sleep rough.
6. On the night of 28th October 2025, there were nine teams of two or three people covering each ward walking all streets and spaces within the CoL and targeting known individuals and sleep sites. Attendees included CoL officers, CoL elected members, the CoL Outreach team, CoL Navigators, Parkguard, NHS staff and independent community volunteers.
7. A total of 83 individuals were seen bedded down between the hours of 12:00 midnight and 04:00am.
8. The table below shows the CoL Rough Sleeping Snapshot trends from 2017 to 2025.

Year	2017	2018	2019	2020	2021	2022	2023	2024	2025
Street Count	36	67	41	23	20	43	61	86	83

9. On 14th October 2025, as part of the quality assurance process, a pre count meeting took place with a Homeless Link Verifier, the City Outreach Manager and Rough Sleeping Coordinator. This meeting was followed up by a post count call which took place on 30th October. Our assigned Homeless Link Verifier had three separate calls with the City Outreach Manager, the Rough Sleeping Coordinator and our independent volunteer.
10. Quality Assurance (formerly verification) is the process through which the Quality Assurance Verifier allocated by Homeless Link ensures that the correct processes,

City of London Corporation Committee Report

as set out in the Rough Sleeping Snapshot Estimates Toolkit 2025 have been followed and the snapshot estimate figures are robust.

11. Homeless Link carried out their own checks before confirming the final figure. City officers submit this information to the Ministry of Housing, Communities & Local Government (MHCLG) via the online Delta account.
12. Demographic information of the 83 individuals met on the 2025 count are as follows:

Gender	
Women	6
Men	75
Not known / prefer not to disclose	2
Age	
Under 18 (add further detail below)	0
18–25	3
26 - 35	27
36 - 45	29
46 - 55	13
Over 55	11
Nationality	
UK national	36
EU national (excluding UK)	13
Non-EU national	15
Not known / prefer not to disclose	19

13. The above table displays the information that was either already known about the individuals seen rough sleeping during the count, or the person was awake to disclose the information. If the person was asleep, it was recommended best practice to not wake them up in an attempt to gather this information. This is the cause of the high proportion of 'not known/prefer not to disclose'.
14. The number of Women seen during the count is in line with what we are seeing reflected in our data on the Combined Homelessness and Information Network (CHAIN) and recently during Women's Census week, with only 3 Women seen by Outreach over the course of 5 shifts.
15. The Greater London Authority (GLA) recently noted an increase in migrants from countries outside of Europe seen rough sleeping in the last 2-3 years. It is interesting to note that the number of rough sleepers from non-EU countries has increased. However, in previous years this was the opposite. We saw higher numbers from EU countries and lower numbers from non-EU countries. This was also reflected in the data from the street count in both 2023 and 2024. This has also been reflected Pan London.

City of London Corporation Committee Report

16. Last year we had less information on the breakdown of age, as 21% of the individuals seen declined to give any basic details. Data on CHAIN shows that the 26 - 35 and 36 - 45 age categories are also the highest Pan London.
17. Analysis found that 14 of the 83 individuals were identified as Target Priority Group (TPG), a cohort of people with complex support needs and/or who are long-term street attached and who the allocated authority area they are allocated to have an enhanced duty to end their street homelessness. Of those 14 individuals, 10 were CoL TPG and the remaining 4 were TPG linked to other London boroughs.
18. Further analysis found 13 of the 83 individuals were known to have no recourse to public funds, 29 did have recourse to public funds, and the situation for the remaining 41 was unknown.
19. Out of the 83 individuals seen, 37 had not been seen rough sleeping in City before 1st September 2025. 23 individuals were seen in CoL for the first time on the street count. This included 19 new verifications, and four instances of individuals returning to rough sleeping after accessing accommodation, still not having rough slept in CoL before.
20. 24 of the 83 individuals were recorded as Unknown, having declined to give any basic details or sleeping.
21. Castle Baynard remains the busiest ward on the night, with the highest number of individuals seen rough sleeping at Fleet Street.
22. At the point of writing this report, the following table shows the whereabouts, if known and the outcomes achieved in supporting the 83 individuals met on the count to date:

<u>Location of individual</u>	<u>Frequency</u>
Assessment bedspaces (Snow Hill Court)	4
Erith/Plumstead	1
Temporary accommodation	4
Winter Hub	2
Crisis at Christmas	4
Long term accommodation	3
Prison	1
Hospital	2
International reconnection	1
Unknown location, not seen since count	29
Rough sleeping	28
Rough sleeping in a different borough	4

23. A significant proportion of individuals seen during the count remain rough sleeping. However, we have supported 15 individuals into temporary accommodation, 3 individuals were supported back into their supported accommodation placements,

City of London Corporation Committee Report

and 1 individual was supported with an international reconnection to North America. 35% of the individuals seen during the count, were not seen again and do not have any other timeline events on their CHAIN records.

Monthly Street Audits

24. The City Outreach team have been conducting street audits since the start of the COVID-19 pandemic. These night-time shifts are in place to emulate the process of a physical snapshot count. The aim is to keep a regular record of a snapshot figure, to inform CoL officers and City Outreach of likely 'on the night' figures at a given point during the year.
25. The table below shows street audit figures for 2025 with the October Snapshot figure in bold.

Street Audit and Snapshot 2025											
Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
44	34	31	41	39	37	41	39	47	83	49	40

26. As this table illustrates, street audit and street count numbers are variable. Overall monthly street audit numbers have gradually increased in the winter period and reduced in warmer months.
27. The figure of 83 from the count is higher than the figures from our bimonthly street audits due to different methodology. The annual street count allows us to cover every street in the square mile. However, the audit shifts are planned based on intel, street link referrals and known sleep sites or hotspots within the Square Mile.
28. Almost half of the total number of people recorded during the count had not been in City before 1st September 2025. 15 individuals were seen bedded down around the Fleet Street area on the night of the count, these individuals made up a large proportion of those newly verified on the night.
29. On 5th November, an annual count debrief meeting took place. Both Rough Sleeping Coordinators, the Rough Sleeping Services Manager, the CoL Outreach Manager and the Senior Practitioner attended and discussed the count and the final number.
30. Street audits are currently conducted on a bimonthly basis, and the highest number has been 47. During the debrief meeting, we discussed how thorough the street audits are and how we can improve these to ensure CoL are collecting accurate data in the lead up to the count.
31. The outreach team will now aim to cover the entire Square Mile when conducting their audits. This will be done by alternating the areas covered in each ward to make sure that there is full coverage. The outreach team will also cover areas where street link referrals are not received to ensure that intel is accurate and up to date before the count.

City of London Corporation Committee Report

Options – There are no options for Members to consider

Proposals – There are no proposals for Members to consider

Key Data – Members attention is drawn to the data within the report

Corporate & Strategic Implications

Financial implications – There are no implications for members to consider.

Resource implications – There are no implications for members to consider.

Legal implications – There are no implications for members to consider.

Risk implications – There are no implications for members to consider.

Equalities implications – There are no implications for members to consider.

Climate implications – There are no implications for members to consider.

Security implications – There are no implications for members to consider.

Conclusion

32. The CoL saw a slight decrease in the annual street count figure for 2025. On review of the demographic information and support needs of the individuals, a significant proportion of individuals presented with complex support needs, 18% were known TPG clients, and at least 12% of individuals were known to have no recourse to public funds.

33. Since the count, the City Outreach team and City Navigators have worked tirelessly to provide support to those seen bedded down. As 35% of the individuals seen were not seen again after the count, the Outreach team supported 36% (18) of the remaining individuals that were seen rough sleeping, into temporary and longer-term accommodation.

Appendices

- None

Background papers

- Annual Rough Sleeping Snapshot 2024 Report
- Annual Rough Sleeping Snapshot 2023 Report
- Annual Rough Sleeping Snapshot 2022 Report

Samantha Pitcher | Rough Sleeping Coordinator

E: samantha.pitcher@cityoflondon.gov.uk

M: 07928513672

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City of London Corporation Committee Report

Committee(s): Homelessness and Rough Sleeping Subcommittee	Dated: 12/02/2026
Subject: Homelessness & Rough Sleeping - Current and Future Priorities Report	Public report: For Information
This proposal: • delivers Corporate Plan 2024-29 outcomes	Providing Excellent Services
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	NA
What is the source of Funding?	NA
Has this Funding Source been agreed with the Chamberlain's Department?	NA
Report of:	Judith Finlay – Executive Director, Community and Children's Services
Report author:	Will Norman – Head of Homelessness, Prevention and Rough Sleeping

Summary

This report provides Members with summary of the current and near future priorities for the Homelessness and Rough Sleeping Team. The report is timed to mark the half-way point in the Homelessness & Rough Sleeping Strategy 2023-27 and considers recent independent evaluation feedback on the Statutory Homelessness and Rough Sleeping Services.

The report takes into account changes to Central Government grant funding which offer Local Authorities more flexibility about how grants are used and the formation of the Ending Homelessness Accelerator Programme which will direct more grant funding into the newly created North-East London subregion.

The report will briefly revisit the independent review information previously shared with Members and introduce a new document which looks at the City's use of Temporary

Accommodation. The main part of the report will set out our current priorities for 2026/27 and outline potential interventions being considered for 2027/28 and beyond.

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(s)

Members are asked to:

- Note the report.

Main Report

Background

Key Reference Points

1. The City's Homelessness and Rough Sleeping Strategy 2023-27 has just passed the half-way point. The strategy update report scheduled to be heard at the February Homelessness & Rough Sleeping Subcommittee covers reporting period 9 out of the 16 scheduled. Each reporting period aligns with a financial quarter.
2. The Government launched 'A National Plan to End Homelessness'¹ in December 2025. This strategic document sets out the Governments plan through immediate, medium and long-term objectives. The Government has pledged £3.5bn across the next 3 years to further these aims.
3. The Mayor of London launched the Greater London Authority's 'Rough Sleeping Plan of Action'² in May 2025. The plan pledges to end rough sleeping in the Capital by 2030.
4. In January 2025 the Ministry for Housing, Communities and Local Government (MHCLG) Housing Advice and Support Team (HAST) visited the City of London's Statutory Homelessness Team to carry out a diagnostic review. The 10-point framework used in the process and the subsequent feedback visit and document (which took place in March 2025) provides officers and Members with an independent evaluation of the health of the service. The HAST visit was carried out on a voluntary basis and requested by the City of London. Members received a summary report at the July 2025 subcommittee.

¹ [A National Plan to End Homelessness - GOV.UK](#)

² [The Mayor's Rough Sleeping Plan of Action 2025 | London City Hall](#)

- Between November 2024 and July 2025, Homeless Link were commissioned to undertake an independent review of our Rough Sleeping Service. The subsequent report was presented to Members at the October 2025 Homelessness and Rough Sleeping Subcommittee.
- Officers in Community and Children's Services have been working with Chamberlains on a review of our use of Temporary Accommodation (TA). This can be found at appendix 1. Increasing demand allied with rising costs have put Local Authority budgets under pressure across the country, but particularly in London. £900m was spent on TA by London boroughs in 2024/25, averaging £28m per borough. Despite much of the cost being recoverable through Housing Benefit and Universal Credit, there remains a net cost to Councils through the subsidy deficit. In 2024/25 this figure was £693,216 for the City of London. The review looks at how TA is used a homelessness prevention and relief measure and tracks the cost and demand change over time.

Sources of Funding

- The City of London is in receipt of grant funding from MHCLG for homelessness prevention (the last grant was called the Homelessness Prevention Grant) and rough sleeping (formally the Rough Sleeping Initiative (RSI) Grant and now the Rough Sleeping Prevention and Recovery (RSPARG) Grant). Table 1 shows the level of funding awarded directly to the City of London across the two themes – prevention and rough sleeping.

Table 1.

	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27
Homelessness Prevention Funding	123,702	134,166	135,454	135,880	178,670	222,136	2,240,775
Rough Sleeping Funding	590,300	1,028,677	1,279,652	1,254,533	1,297,540	1,373,590	
Total	714,002	1,162,843	1,415,106	1,390,413	1,476,210	1,595,726	2,240,775

- The table shows the principal grants only and does not include unscheduled top-ups, winter payments and Covid-19 related grants.
- Prevention funding has been based on data submitted by our Statutory Homelessness service. The level the City receives reflects demand upon the service and changes to the Government's funding formula over time.
- Funding for rough sleeping has increased steadily through the RSI period. 2022/23 to 2024/25 was a 3-year settlement and 2025/26 was effectively a roll-over of funding while the Government designed its new grant funding regime.
- The RSPARG grant launched in 2025/26 with changed conditions over the previous RSI grant by removing the ring-fencing requirements. This is effectively a holding pattern until a new, multi-year grant programme is launched in 2026/27. This new programme folds prevention and rough sleeping into a single fund.

12. The individual borough award for 2026/27 combined prevention and relief funding (effectively homelessness prevention and rough sleeping) into a single pot. The first award under the new funding regime represents an increase in funding if compared to the combined values of the HPG and RSPARG grants from previous years.

13. Additional to individual borough awards, grant funding has been awarded to the North-East London (NEL) subregion, of which the City of London is a member. Decisions about how to spend the grant are made through a sub-regional forum which City attends. Interventions can be borough specific, multi-borough or subregional. A total of £3,553,933 has been awarded for 2025/26. From 2026/27 the new Ending Homelessness Accelerator Programme will supersede the current subregional funding arrangements. The MHCLG will award directly to the Greater London Authority (GLA) and the GLA will share the grant out around London's sub-regions. Details around levels of funding are not known currently.

14. Table 2 shows funding allocated to Homelessness and Rough Sleeping from City Fund. The allocation is split between Rough Sleeping and Statutory Homelessness, with a third line allocated to central or shared costs. These are administration costs, salaries and fees which cut across the service area.

Table 2.

	2020-21	2021-22	2022-23	2023-24	2024-25	2025/26
Statutory Homelessness Budget	413,000	417,000	441,000	456,000	759,000	1,072,000
Rough Sleeping Budget	1,418,000	1,563,000	1,775,000	1,771,000	1,691,000	1,611,000
Central & Shared Budget	1,111,000	907,000	1,094,000	1,585,000	1,464,000	915,000
Total	2,942,000	2,887,000	3,310,000	3,812,000	3,914,000	3,598,000

15. As set out in the Medium-Term Financial Plan, additional funding of £953,000 has been included in the 2026/27 estimates for Homelessness. However, the budget also includes an unidentified savings requirement of £398,000. This means that a savings target has been included to reflect pressures such as contract inflation uplifts, rising temporary accommodation costs, and increased rough sleeping, but the specific actions or proposals to deliver those savings have not yet been finalised and will be worked through during the year.

Current Position

16. The following section provides a high-level summary of our priorities as we conclude 2025/26 and move into 2026/27 and the first year of EHAP funding for the NEL subregion.

17. The areas below are informed by the funding and strategic reference points set out in paras 1-14. The EHAP offers a new level of autonomy, within a sub-regional context, however detail about grant conditions, governance arrangements and funding remain unknown. As such, an indication of how the EHAP fund can further City's homelessness and rough sleeping objectives, particularly in 2027/28 and beyond is still unclear.

18. The priorities below are being developed on the assumption that they must be delivered within the budget envelope afforded by a combination of the City Fund budget allocation to Homelessness and Rough Sleeping and a draw down from the EHAP funding award to the NEL subregion.

19. In the event funding for Homelessness and Rough Sleeping changes, either because of a reduction in City Fund or MHCLG funding, a re-prioritisation process will need to follow in consultation with procurement and legal colleagues and our commissioned providers.

Current and 2026/27 priorities

20. Refocussing outreach resource around long-term/complex needs rough sleepers.

- Data tells us that an increasing proportion of City rough sleepers are recorded in the Square Mile for the first time and/or pass through quickly, often after a contact or two. Simultaneously, the City has one of London's largest long-term and complex needs cohorts. The new rough sleeper outreach contract will reflect this dichotomy and ask providers to concentrate resources where they can have most impact, while also ensuring new referrals are met and offered assistance quickly. This is a general principle we can experiment with across our rough sleeping services.

21. Seek ways to develop our Statutory Homelessness Service to help it deliver more prevention and relief activity, particularly the relief of rough sleeping.

- Increasing capacity in the Statutory team will facilitate more rough sleepers being directed through statutory pathways. This will involve increasing prevention and relief activity as well as capacity in the systems which support effective statutory duty discharges – for example, access to affordable TA, social housing and the private rented sector.

22. Develop fair and transparent reconnection/redirection approach.

- This will improve the rate at which we successfully redirect and reconnect rough sleepers to their areas of origin. This is particularly important where they are owed a statutory duty in those areas. This is system wide development which would involve new services to support the assessment and referral of rough sleepers, access to independent legal advice etc.

23. Improve efficiency in our use of TA.

- Explore ways of reducing net cost of TA through greater efficiency in the sourcing and acquisition of affordable properties. Consider the link between single homelessness/rough sleeping and use of TA as a relief measure. Investigate ways of reducing the time households spend in TA, particularly those owed a Main Duty – this will include developing more robust private rented sector solutions and improved routes into social housing and affordable homes.

24. Continue developing practice around rough sleeping encampments.

- We have seen effective partnership work develop between the Community Safety Team, City of London Police, Cleansing and our commissioned rough sleeping services. However, encampments remain a growing concern in the Square Mile and across Greater London. A renewed focus on encampments could incorporate an increase in outreach capacity, new workstreams to build expertise in immigration advice and dedicated budgets to assist rough sleepers with no recourse to public funds.

25. Develop new cross-borough working relationships.

- The NEL subregion offers obvious partnership opportunities, and we will see these evolve through the delivery of EHAP funded shared interventions. The City's role as the lead borough for procuring suppliers on behalf of NEL will support this. We will also explore potential new partnership with boroughs outside our subregion with rough sleeping data and responses that more closely reflect the challenges faced by the City of London.

2027/28 and beyond

26. Build 'staging post' capacity to ease pressure on assessment services.

- The Snow Hill Court assessment centre, which opened in 2024, has enjoyed a demonstrable impact as a route off the street offer for our outreach services. Since the building was sourced and the service designed, the City has seen a steady increase in rough sleeping. The need to carry out assessments and onward referral at pace, places the service under considerable pressure. Medium-term accommodation to hold clients while delivering plans relieves that pressure and is a well proven model already in place with the GLA funded No Second Night Out hubs. Sourcing building assets is challenging, and this is an area where partnership across boroughs or in the NEL subregion could be rewarding.

27. New services to address health needs and alleviate winter pressures.

- A health hub aligns with our Homelessness Health Work Plan, and which seeks to address the health inequalities found in this client group, particularly primary care. A much-needed client facing service, the Hub could serve as a multi-disciplinary space enabling our professional network to coalesce around the individual.
- City SWEP capacity is flexible and adaptable and each year we meet whatever need arises. However, how the City delivers emergency and short-term accommodation during the winter, whether SWEP related or otherwise, could be more efficient and impactful over the longer-term.

28. Translate cross-borough partnerships into delivery.

- Whether new partnerships are found in the NEL subregion or our near neighbours in terms of rough sleeping data or geography, our objective is for conversations that begin in 2026/27 will translate into service delivery during 2027/28. New services should increase the City's reach and capacity and/or improve efficiency in service delivery by sharing resources.

Next Steps

29. A review of our existing rough sleeping work programme is currently under way. This needs to be concluded before the end of the financial year in order for grant funding allocated 2026/27 to be used for contract extensions and new procurement processes.

30. Between now and 31 March 2026 we expect to hear from the GLA regarding the level of funding awarded to the NEL subregion to support the new EHAP programme. At the same time a new governance framework will be established by LB Waltham Forest, who are providing the strategic lead for the programme. The City of London will contribute in two ways – as the procurement lead for the NEL subregion and as an equal partner alongside the other NEL boroughs.

Options

31. There are no options for Members to consider

Proposals

32. There are no proposals for Members to consider

Key Data

33. There is no data for members to consider

Corporate & Strategic Implications

Strategic implications – none

Financial implications - none

Resource implications - none

Legal implications - none

Risk implications - none

Equalities implications – none

Climate implications - none

Security implications - none

Conclusion

34. Government grant funding for homelessness prevention and rough sleeping has been steadily increasing over the last 6 years. Funding for rough sleeping is significantly greater which reflects the size of the City's rough sleeping cohort versus the size of our resident population.
35. The way grant funding is allocated is changing in 2026/27 with the launch of the Government's Ending Homelessness Accelerator Programme and delegation to the GLA for distributing shared funding pots to London's subregions. This represents an opportunity to approach the way we seek funding and work collaboratively in a different way.
36. The Homelessness and Rough Sleeping Service has been through two review processes in the last year – the HAST diagnostic review of the Statutory Homelessness Service and an independent review of the City's rough sleeping service delivery, commissioned by the City and delivered by Homeless Link.
37. Key strategic documents designed to address homelessness and rough sleeping have been published recently by the Greater London Authority and Central Government. The City's Homelessness and Rough Sleeping Strategy expires in 2027, and work will begin later in 2026 on the next strategy.
38. Paragraphs 18-26 set out a high-level summary of homelessness and rough sleeping priorities for the coming two years in the context of learning from review processes, changes to funding and new and forthcoming strategic plans.

Appendices

- Appendix 1 – Temporary Accommodation Analysis - December 2025

Background Papers

- Statutory Homelessness Service Development Plan – Homelessness and Rough Sleeping Subcommittee, 10 July 2025
- Independent Evaluation of City of London Rough Sleeping Services – Homelessness and Rough Sleeping Subcommittee, 1 October 2025
- North East London RSPARG Proposal - Homelessness and Rough Sleeping Subcommittee, 1 October 2025

Will Norman

Head of Homelessness, Prevention and Rough Sleeping – Department of Community and Children's Services

T: 020 7332 1994
E: will.norman@cityoflondon.gov.uk

Temporary Accommodation Analysis - December 2025

1 Purpose and context

- 1.1 This paper provides an analysis of the City Corporation's use of temporary accommodation for homeless households (TA) in 2024/25. It also sets out the cost of various forms of TA types that the City Corporation utilises, household types placed in TA and the associated outcomes.
- 1.2 The use of TA is driven by homelessness, whether visible on the streets or through approaches made to the City Corporation for assistance under the Homelessness Act. Therefore, fluctuations in use of TA are in large part a consequence of changes in the volume and complexity of need of households seeking help.
- 1.3 The overall level of TA used by the City Corporation is also impacted by the supply of accommodation supporting an exit from TA – whether to supported accommodation, social housing or private rented sector housing. Individual needs – such as accessibility requirements or the need for a large home – can further restrict the opportunity for move-on. For such reasons it is common for households across London and those placed by the City Corporation to spend very long periods in TA.
- 1.4 Outside of the City of London, the majority of households placed into TA by local authorities are those with dependent children. The most recent published government figures for England showing that 63% of all households in temporary accommodation have dependent children. In contrast, the large majority of households placed in TA by the City Corporation are households without dependents: (96%) in 2024/25. This reflects difference in the households seeking or needing help in the Square Mile – the majority of whom experience street homelessness.
- 1.5 Legislation (Homeless Reduction Act) provides local authorities with the power to place people into TA without a formal homelessness application or whilst assessing their application to prevent homelessness. These placements are known as 'discretionary placements' and are discussed in section 2 of this paper.
- 1.6 In some circumstances local authorities are legally obliged to provide TA. This is discussed in section 3 of this paper.
- 1.7 The cost of, and demand for TA, is a very significant financial burden to local authorities. In total across Greater London, local authorities are estimated to have spent £900 million in total on temporary accommodation in 2024/25 (according to London Councils), averaging £28 million per borough across the capital's 33 local

authorities. The City Corporation has seen year on year increases in spend on TA – spending £1.7m gross in 2024/25.

1.8 The increase in the use of TA is common across all London local authorities – notably in the last three financial years. Table 1 below shows that since 2022/3 the total number of households in TA has risen sharply by 23% to just under 70,000 in 2024/25. Over the same period the number of households placed in TA by the City Corporation has risen by 27% to 164.

Table 1: Total households in TA by financial year – selected London boroughs

Local authority	2020/21	2021/22	2022/23	2023/24	2024/25
Greater London	62,650	60,140	56,340	60,730	68,940
Newham	5,574	5,454	5,694	5,928	6,528
Hackney	3,307	No data	2,943	3,038	3,358
Southwark	2,746	2,935	3,433	3,550	3,828
Islington	922	764	884	1,144	1,412
Westminster	2,748	No data	2,654	3,051	3,269
City of London	69	104	129	144	164

1.9 The scale and nature of demand for TA required by the City Corporation informs the types of TA that it uses. In authorities where there are thousands of households in TA, it is more common (and economically viable) for the local authorities to own TA directly, to lease properties for long term use and to invest in teams procuring private rented properties. Leased properties are economically viable for larger households – but, like private rented sector properties, will often be secured in areas far from the placing local authority. Flexible, nightly paid temporary accommodation is also widely used – particularly in relation to households without dependent children.

2 Temporary accommodation demand: Rough Sleeping

2.1 Rough sleeping is the most visible form of homelessness, and the predominant form of homelessness to which the City Corporation responds. Many factors – centrality, transport hubs, footfall, nighttime economy, support services - result in individuals sleeping rough in the Square Mile, but none who are homeless on the City's streets come from the resident community. Some will be transient and sleep rough in different locations across London.

- 2.2 The number of people recorded rough sleeping in the City of London has risen sharply since 2020/21, with 878 individuals recorded sleeping rough in the Square Mile across 2024/25 – a 33.8% increase on the previous year. The annual rate of increase is greater than London as a whole (+10.3%), but among central London local authorities the difference is more variable: Westminster +24%; Camden +8%; Southwark +12%; Islington +33%; and Tower Hamlets +10%.
- 2.3 Of those seen sleeping rough in the Square Mile 64% were new to the streets, seen rough sleeping in London for the first time. A quarter were longer term rough sleepers.
- 2.4 Table 2 below shows the increase in the number of people seen sleeping rough both within the City of London and Greater London over a 5-year period.

Table 2: Total number of people being seen rough sleeping: City of London and Greater London (CHAIN data)

	2020/21	2021/22	2022/23	2023/24	2024/25
City of London	350	372	482	656	878
<i>yearly change (%)</i>	<i>N/A</i>	<i>+6.3%</i>	<i>+29.6%</i>	<i>+36.1%</i>	<i>+33.8%</i>
Greater London	11,018	8,329	10,053	11,993	13,231
<i>yearly change (%)</i>	<i>N/A</i>	<i>+24.4%</i>	<i>+20.7%</i>	<i>+19.3%</i>	<i>+10.3%</i>

- 2.5 Increased rough sleeping within the Square Mile is a primary driver for the use of TA. The City Corporation's Homelessness and Rough Sleeping Strategy sets out the following strategic priority:

Providing rapid, effective and tailored interventions to minimise the duration of homelessness, prevent the loss of accommodation and prevent the crisis of street homeless leading to the harm of long-term rough sleeping.

- 2.6 In delivering to this priority, the use of and reliance on temporary accommodation has increased. The individuals housed temporarily are all single person households. This group commonly has a range of complexities that means the destination from TA is often not a social tenancy, as is the case for those with dependent children.

3 Temporary accommodation demand: Statutory homelessness

- 3.1 Local authorities have a legal duty to help people who are statutory homeless, but only if they meet specific criteria set out in law. To qualify for the main housing duty, an applicant must be legally eligible for assistance (e.g. based on immigration status), legally homeless, in 'priority need' (such as having children or being particularly vulnerable), and not 'intentionally homeless'.

- 3.2 Not everyone who is homeless will meet these statutory criteria; those who do not may still receive advice or temporary help but are not guaranteed long term housing. However the City Corporation has a duty to assess and prevent homelessness, which may lead to households being placed in temporary accommodation on a statutory basis.
- 3.3 Changes in homelessness legislation have come into effect that exempt certain applicants from any local connection or residency tests – notable for applicants who are victims of domestic abuse. A person can also have a local connection on the grounds of employment. For the City Corporation this has contributed to a rising number of applicants given its large working population, centrality and as a destination for those seeking help ‘in London’.
- 3.4 As table 3 below shows, the number of approaches for statutorily defined homelessness assistance in the City of London and across Greater London.

Table 3: annual totals: Statutory Homelessness approaches (data from City of London Corporation an MHCLG statutory homelessness detailed Borough reports)

Metric	2020/21	2021/22	2022/23	2023/24	2024/25	5-year change
City of London Approaches	338	428	512	602	632	+87%
Greater London Approaches	54,300	58,200	63,100	68,740	Full year data pending	+27%

Graph 2: Number of approaches made to the City Corporation by households for emergency assistance over the past 6 years – data from City of London Corporation

4 Temporary Accommodation types

- 4.1 TA must be suitable and can be in the private rented sector or the social rented sector. It could also be in a hostel, a commercial hotel or a bed and breakfast (B&B) (subject to exceptions/conditions for some household types).
- 4.2 Costs are influenced by the type of accommodation used: nightly paid, privately managed, self-contained units are now the most common and expensive TA option.
- 4.3 Many local authorities secure private sector leased properties, where councils lease homes from private landlords (directly or indirectly) on longer-term

contracts. Nightly paid accommodation - self-contained units that are typically privately let - offer flexibility but at higher per-night costs.

- 4.4 TA can also be provided in hostels with shared facilities that provide supported environments, and social housing from housing associations or local authorities.
- 4.5 The choice between these accommodation types depends on various factors including the volume of homelessness applications and the specific needs of homeless households and the availability of temporary accommodation locally.
- 4.6 Despite increased pressures, the City Corporation has the smallest number of approaches for homelessness assistance, and use of TA, in London. While there has been a growth in the number of households with dependent children seeking assistance, the large majority of need is from single people.
- 4.7 This informs the type of TA used by the City Corporation which is primarily nightly paid TA. The population of need to whom the City Corporation responds has significantly different characteristics in terms of individual needs and household size. Therefore, comparison to the models used by other local authorities is limited.

5 Placements in temporary accommodation during 2024/25

- 5.1 In 2024/2025, the City of London Corporation placed a total of 164 households in TA. Of these, 51 households were replaced under statutory obligation and 113 discretionary approaches.
- 5.2 Statutory TA is short-term accommodation offered to applicants at risk of or facing homelessness, either as part of an 'interim duty' (during the assessment of an application) or where a 'main duty' is owed (following which the City Corporation must provide long term settled accommodation).
- 5.3 Discretionary TA describes the approach where an individual or household is moved into TA outside of the statutory duties set out on the legislation, but at the discretion of the service. It is often used for those sleeping rough in periods of severe weather (and the subsequent policy imperative to keep an individual in accommodation) or in instances where urgency or risk has been identified but eligibility and entitlement has yet to be determined.
- 5.4 Of the 51 households placed into TA on a statutory basis, one required a two-bedroom property and one a one-bedroom property. The rest were placed into studio apartments.

- 5.5 Of the 113 discretionary placements made, two were placed into one-bedroom properties and the remaining 111 into studio apartments or single rooms within specialist premises.
- 5.6 During 2024/25, the median figure that households spent in TA was 368 days.
- 5.7 When analysing length of stay by household composition, single-person households without dependents remained in temporary accommodation for an average of 581 days (19 months), whilst families with dependent children spent an average of 1003 days (33 months) in TA.

6 Who is in Temporary Accommodation now? Snapshot – November 2025

- 6.1 Placements within a year do not represent the entirety of those in TA. Some households will remain in TA for extended periods – spanning more than one or two financial years. Especially those awaiting a social home allocation.
- 6.2 At the end of November 2025, the City Corporation had 93 households in TA. Three households were placed by Adult or Children's Social Care services. A further 44 single person households were accommodated on a discretionary basis. The remaining 46 were accommodated in relation to one of the three statutory duties set out in legislation: a Relief Duty, Prevention Duty or Main Duty.
 - A Relief Duty means interim accommodation must be provided while the local authority takes 'reasonable steps' to help an eligible homeless person secure suitable accommodation, usually for at least six months.
 - A Prevent Duty means the council must take reasonable steps to stop an eligible person at risk of homelessness within 56 days from becoming homeless.
 - A Main Duty means interim accommodation must be provided until the local authority can discharge its duty by providing suitable settled accommodation (typically a social rented tenancy)
- 6.3 Of the 46 statutory placements, eight households were owed a Relief Duty, 21 were owed a Prevent Duty and 17 were owed a Main Duty.
- 6.4 The 17 households who were owed a Main Duty are awaiting an allocation of a social rented home. It is possible within law to discharge this Main Duty into a private rented sector (PRS) home where that is suitable (primarily where affordable to the household). The City Corporation does not currently discharge its duty in this way. Securing suitable PRS offers is more commonly used where local authorities have a dedicated team able to negotiate and secure PRS properties – often in areas distant from theirs.

- 6.5 Nine of the households awaiting Main Duty accommodation have dependent children. Of these households, 7 require 2-bed properties and 2 require 3-bed properties.
- 6.6 A further three households either owed Relief Duty, or a Prevention Duty have dependent children. All three households require 2-bed properties.
- 6.7 Eight of the households owed a main duty are single person households currently in studio accommodation. The move on from TA will be into social rented studio accommodation.
- 6.8 The 44 households in TA on a discretionary basis were all single person households. Two were in a one-bedroom property, and 42 were in a studio property.
- 6.9 There are many case specific reasons why a household is placed in discretionary TA as well as their planned route out of TA. As set out above, some placements are in line with the City Corporation's strategic priorities and are provided in an emergency situation to provide a rapid route away from the streets.
- 6.10 Some placements allow for an assessment for homelessness assistance. This may enable referral to another local authority. Where it is determined the City Corporation should provide assistance, these placements could be processed and recorded as statutory, but in practice remain recorded as discretionary.

7 Exits from Temporary Accommodation in 2024/25

- 7.1 Increasing TA use is not just a factor of increased demand. Entry into TA exceeds move on from TA, causing a cumulative escalation of numbers.
- 7.2 While it may be anticipated that move on is reliant on the allocation of social housing (which is a key factor and explored below), the pattern of departures from TA experienced points to a range of issues and circumstances.
- 7.3 Move on (departures) from TA are a combination of the allocation of secure settled accommodation, eviction and abandonment. The latter two factors reflect the complexity of the predominant client group (people who have slept rough) supported by the City Corporation. They are evicted or they abandon TA for various reasons, many of which are complex and case specific. In 2024/25, 34 households left temporary accommodation:
 - 10 left TA because they abandoned the TA or were evicted due to ASB
 - 1 person was deported
 - 4 secured accommodation in the private rented sector
 - 4 received accommodation from the Home Office

- 8 moved into supported accommodation
- 1 moved into university accommodation

8 Allocation of Social Homes in the City of London

8.1 During the year 2024/25, the City Corporation allocated 45 social homes to new and existing tenants of social housing.

8.2 Of these 45 lettings:

- 17 were studio properties
- 11 were one-bedroom properties
- 10 were two-bedroom properties, and
- 7 were three-bedroom properties.

8.3 Forty social tenancies were let to new tenants of social housing, and 5 were let through mutual exchange.

8.4 10 social tenancies were allocated to households in statutory TA, all as a means of discharging a Main Housing Duty. Four social tenancies were let to care leavers. The priority for social housing allocation is set out in the City Corporation's Allocation's Policy.

8.5 Rough sleepers placed in discretionary TA currently do not hold a high priority under the City Corporation's social housing allocation policy, which emphasises local connections and a prioritisation of other groups, such as care leavers, who have an automatic right to a social tenancy if they request it, although they may have to wait several years

8.6 Many households in TA frequently have complex needs impacting the nature or location of move on they require – these include accessibility needs resulting from disabilities, vulnerabilities and needs that require supported accommodation, or homelessness related to fleeing domestic abuse.

8.7 The City Corporation maintains a housing waiting list. Of the households eligible to be and on that waiting list 495 households were waiting for a studio or one-bedroom property, 141 were waiting for a two-bedroom property, and 129 were waiting for a three-bedroom property.

8.8 According to the Centre for London, in 2024-25, households on the City of London housing register spent an average of 1 year and 9 months waiting for a studio or one-bed property, 1 year and 5 months for a two-bed property and longer than 3 years for a three-bed property.

9 Overall costs of temporary accommodation

9.1 Analysis by the Institute for Government shows that [councils' share of TA expenses \(excluding administration costs\) has risen](#), from 7.1% in 2009/10 to 50.6% in 2024/25. This increase is largely attributed to the growing gap between the value of Housing Benefit subsidy for TA, which is mostly capped at 90% of January 2011 LHA rates, and actual TA costs.

9.2 The table below shows the total upfront cost to the City Corporation (Homelessness and Rough Sleeping budget) of providing TA to households eligible under the Housing Act 1996, and rough sleepers placed on a discretionary basis.

Table 4: total expenditure on TA

	2021/22	2022/23	2023/24	2024/25
Total expenditure	£562,409	£853,276	£1,029,756	£1,716,131

9.3 The figures above are derived from the nightly rate fees charged by our TA providers which the City Corporation pays to fund the placement. Approximately 80% of this cost is recovered through a combination of Housing Benefit (HB) and some discretionary spending on rough sleepers is funded through MHCLG grant funding.

9.4 During 2024/25, the average nightly rate paid for TA by the City Corporation was £52.44 per night for a single person, £67.50 per night for couples, and £92.27 per night for families requiring multiple bedrooms.

9.5 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).

9.6 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.

9.7 Against the upfront cost of TA in 2024/25 of £1,716,131 – £1,326,267 was paid in HB and £633,052 will be re-imursed by the DWP in subsidy. This leaves a subsidy deficit for the City Corporation of £693,216. This can be structured in the following way:

Table 5: Breakdown of TA costs

A	Upfront (gross) cost of TA	£1,716,131.00
B	Less HB awarded	£1,326,267.00

C	HB subsidy deficit - amount not re-imbursed by DWP due to LHA cap	£693,216.00
D	Shortfall due to no HB claim/non-payment of service charge/TA charge/arrears etc*	£389,864.00
	Total net cost of TA to CoL (C+D)	£1,083,080.00

*A proportion of TA placements will inevitably incur a debt where ineligible charges fall to client, but these costs are not met. Arrears may also apply where claims lapse and cannot be recovered.

10 Conclusion

- 10.1 The increase in TA expenditure is driven by a mixture of high unit costs, increasing demand and systemic barriers to discharging duties.
- 10.2 Financially, the disparity between expensive nightly-paid commercial rates and a Housing Benefit subsidy frozen at 2011 levels creates a structural deficit that must be subsidised by general budgets.
- 10.3 This financial pressure is compounded by a shortage of affordable private rented and social housing which prevents the timely discharge of statutory duties, while complexities in reconnecting rough sleepers extend the duration of emergency placements.
- 10.4 Ultimately, these factors combine to increase both the daily cost of units and the length of time households remain dependent on Council support.

Author: Scott Myers
 Strategy & Projects Officer
 Department of Community & Children's Services

City of London Corporation Committee Report

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 12/02/2026
Subject: Homelessness and Rough Sleeping Strategy 2023–2027 Update Report	Public report: For Information
This proposal: • delivers Corporate Plan 2024–2029 outcomes	Links to Corporate Plan outcomes 1,2,3,4,10
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	NA
What is the source of Funding?	NA
Has this Funding Source been agreed with the Chamberlain's Department?	NA
Report of:	Judith Finlay – Executive Director, Community and Children's Services
Report author:	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 1 provides Members with a summary of completed actions to date from the SDP.

Due to Sub-Committee scheduling, Quarter 2 (Q2) data was unavailable for the performance scorecard and dashboard at the October subcommittee. This report provides Members with data for Q2 and Q3 2025/26.

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. This report presents the progress of the strategy during Q3 2025/26 which is reporting period 9 of 16.

Current Position

Service Delivery Plan (SDP) Update

	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	Total
Yet to begin	0	2	1	3	6
Risk	0	0	0	0	0
Underway – issues	2	1	0	0	3
Underway – no issues	7	5	2	1	15
Complete	5	5	14	5	29
Total	14	15	17	9	53

- There are currently 53 actions on the SDP.
- No new actions have been added in the period.
- 19 actions are currently live (underway with/without issues) – three fewer than the previous period.
- 29 actions are now completed – three 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:
 - ✓ **2.13** Steer delivery of Supported Housing Regulatory Oversight requirements – *now handed over to the Strategy and Performance Team who are leading on compliance.*
 - ✓ **3.1** Dedicated inpatient/discharge protocol for rough sleepers – *two protocols are already in place - the S213b Duty to Refer and existing discharge protocols in City ASC. Additional work underway in NEL Homeless Health Strategy in pillars 1 and 2. Will get picked up in Homeless Health Work Plan*
 - ✓ **3.3** Explore commissioning opportunities for local advice/support services – *caseworker post created at Providence Row Dellow Centre*

General commentary

4. The number of actions yet to begin continues to decrease, and the number of actions closed/complete continues at a comparable rate. Over half the actions currently on the plan are now complete with only a small proportion yet to begin.
5. The mid-period of the SDP's lifespan is expected to see more work taking place over a smaller number of actions longer-term and more complex actions which constitute the core of the plan.
6. 55% of the current SDP is now completed, with 36% open and underway. The remaining 9% is in the actions yet to start.

Performance Scorecard and Dashboard Commentary

7. The scorecard and presentation slide dashboard can be found at appendices 1 and 2 respectively. Due to the date of the July subcommittee, Q2 data from external sources was not available ahead of Town Clerk's deadline for reports, therefore this report updates Members on Q2 and Q3.

Quarter 2 and Quarter 3 (Q2, Q3) Commentary

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

Priority 1 – Providing rapid, effective and tailored interventions.

- 1.1** The number of prevention and relief outcomes achieved by the team across Q's 2 and 3 remains in a similar range to what we have seen in the last 12 months. 6 in Q2 and 3 in Q3 respectively. At this stage of the year the service has achieved the same number of outcomes as 2024/25 which confirms that 2025/26 will see more prevention and relief outcomes than 2024/25.

1.2 The number of unique individuals recorded sleeping rough dropped slightly from 281 in Q2 2024/25 to 267 in Q3. The figure for Q3 2025/26 is also lower than the 332 recorded in the same period last year.

1.3 The number of 'T1000' priority rough sleeping cohort seen rough sleeping across Q2 and Q3 fluctuated – rising from 16 to 22 then dropping again to 15. The Q3 figure of 15 is the lowest number recorded since T1000 has been used as a performance metric (2 years).

1.4 There were 46 and 45 accommodation outcomes achieved in Q2 and Q3 respectively. The total of 91 in the period is lower than the 133 recorded in the same period last year. The relatively few numbers of nights under SWEP activation may be a reason for this.

Priority 2 – Securing access to suitable, affordable accommodation.

2.1 The average length of stay (in days) in temporary accommodation decreased from 320 in Q1 to 427 in Q2 and then again to 441 in Q3. Fluctuations in this average are dependent upon the length of stay of applicants at the point in time cases are closed. For example, a lengthy TA placement ending will have a greater impact on the average length of stay than an applicant with a shorter stay. The 441-day average is consistent with data we have seen in the last two years but significantly above data from 2023/24.

2.2 The number of supported accommodation beds at our disposal remains the same at 89.

2.3 Four people accessed a private rented sector (PRS) tenancy in Q2 and one person in Q3. This fluctuation is consistent with data collected from previous periods. In October it was reported to Members that no one had accessed a PRS in Q1. This was an error and the correct figure is 2. The scorecard has been amended accordingly.

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) in Q2 and 7 in Q3. This change is within a range that we might expect to see quarter-on quarter.

3.2 The number of individuals sleeping at high-impact rough sleeping sites (HIRSS) and encampments decreased from 44 in Q1 to 36 in Q2 then again to 31 in Q3. Recent intel from multi-agency meetings suggests that the number of tents found at our principal hotspot has not changed significantly, leading to a hypothesis that increasing numbers of tents are being used for storage or used sporadically.

Priority 4 – Providing support beyond accommodation.

4.1 A total of 34 rough sleepers with an assessed substance misuse need were referred to a specialist organisation. This figure has shown only modest change across the first three quarters of year, varying between 32 and 26.

4.2 The number of rough sleepers registered with a GP increased from 49% in Q1 to 50% in Q2 and Q3. We have seen steady improvement in this area in the last 24 months from a low of 18% in Q3 2023/24. We continue to attribute this improvement to the addition of a health inclusion service at Snow Hill Court Assessment Centre and collaboration with the mobile health van provided by City & Hackney Public Health and East London Foundation Trust.

4.3 The number of individuals across our rough sleeping and accommodated cohorts accessing some kind of structured employment, training or education (ETE) offer increased from 12 in Q1 to 15 in Q2. Q3 saw a drop back to 12 however this is a fluctuation consistent with data across previous periods. This metric includes individuals who access an ETE offer across consecutive quarters.

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 2 and 3.

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. Three actions on the SDP were completed in the period. This brings the total of completed actions to 29. No new actions were added meaning the total size of the plan remains 53 actions. A total of 19 further actions remain underway, and six are yet to commence.

19. The performance scorecard and dashboard have been updated with data for Q2 and Q3 to reflect the fact that Q2 data was not available in time for the October subcommittee.

Appendices

- Appendix 1 – Strategy Delivery Plan Completed Actions
- Appendix 2 – Performance Scorecard
- Appendix 3 – SDP Dashboard

Will Norman

Head of Homelessness, Prevention and Rough Sleeping

T: 020 7332 1994

E: will.norman@cityoflondon.gov.uk

Homelessness and Rough Sleeping: Strategy Delivery Plan 2023-27

Priority 1: Rapid, Effective and Tailored Interventions

Lead Area	Unique ID	Activity or Intervention	Does what?	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	Review of cookie policy to ensure web based information is safe for DA victims to access	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	Creation of new materials utilising various media to explain service offer	31-Mar-25	Resources/media/feed back	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	Coordinate partners and internal stakeholders to ensure new service opens by end of January 2024	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	Design set of KPI's which offers long-term trend information to inform evaluation, communications and decision making	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
Statutory Homelessness	1.12	Review statutory processes	Commissions independent review of statutory process to test resilience, quality and effectiveness	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.

Homelessness and Rough Sleeping: Strategy Delivery Plan 2023-27

Priority 2: Securing Access to Suitable, Affordable Accommodation

Lead Area	Unique ID	Activity or Intervention	Does what?	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	Use existing KPI frameworks to improve access to ETE	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	Liaise with providers to explore measures and system adaptations which increase sustainability of stays	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	Roll out procurement framework, direct purchasing vehicle or approved provider list to enable agile procurement	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	Work with Statutory team to increase skill and competence in existing staff. Implement a QA framework to track quality and safety	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.
Pathway	2.13	Steer delivery of Supported Housing Regulatory Oversight requirements	Work with strategy team to ensure licencing scheme in place for projects in scope and contribute to strategy/position statement	31-Mar-26	Licensing scheme and position statement in place	Suitability of provider is assured. Compliance with new regulations.	Complete	7/7 consultation meetings attended in May and June. Picked up by strategy and performance team. Briefing brought to ASMT on 26/6. Sept 25 - being led by Strategy & Performance Team and reporting to ASMT. Nov 25 - agreed with strategy team to hand this over to them. Next steps agreed at ASMT and no actions for HRS service area to lead on.

Homelessness and Rough Sleeping: Strategy Delivery Plan 2023-27

Priority 3: Achieving our Goals Through Better Collaboration and Partnership

Lead Area	Unique ID	Activity or Intervention	Does what?	By when?	Evidence/Audit	Success Measure or Service User Experience	RAG rated progress	Comments on progress
Health	3.1	Dedicated inpatient/discharge protocol for rough sleepers	Protocol need to rough sleepers in hospital are linked in/back in to homelessness services through DTR or local mechanism	31-Mar-25	Protocol, H-CLIC, HHWP	Improved outcomes at point of discharge. Care coordination.	Complete	Challenges in accessing/establishing joint working protocol with NHS so action reduced to local protocol for CoL and its partners - led by HHC. December 25 - There are several protocols in place across the board, including the ASC one and the DTRs. This action has become irrelevant in itself, has been transformed linked to Pillars 1 and 2 of the NEL strategy
Health	3.2	Deliver clinical mobile outreach service	Coordinate with local health and rough sleeping network to increase engagement with primary care	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.
Rough Sleeping	3.3	Explore commissioning opportunities for local advice/support services	Review City Advice contract before next cycle and look at alternative options for increasing advice, wellbeing and support services for rough sleepers	31-Oct-24	Contracts/service specifications	Specialist advice, support and wellbeing options exist local to rough sleeping population	Complete	April 2025 - funding agreed with Dellow for 1x AST worker for CoL caseload. Funded through RSPRG. Nov 25 - no additional budget for advice services. PRC post now in place. Keep under review and consider expanding approach in the future if data suggests impact.
Cross-cutting	3.4	Develop dashboard approach to communicate performance and demand pressures	Bring together LOTI data sets with 'ending rough sleeping' framework indicators to create easily accessible dashboard	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	Use MAM action plan developed as a response to the Homeless Link review report	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 HRRSG
Rough Sleeping	3.7	Establish key skills/competence audit for commissioned providers	Set up system to audit existing skills and competence and schedule annual review mechanism going forward	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 health, immigration	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	Implement new MOU and refine approach to cleansing and hotspot action planning	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. Cleasing 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	Work with CST and CoLP to review referral process, published materials and payment	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.
Rough Sleeping	3.10	Establish information sharing agreement with CoLP and CST regarding Op Luscombe	Link in with Op Luscombe review to ensure new working arrangements are coordinated and supported by MOU	31-Mar-25	MOU, Op Luscombe review	Better outcomes derived through Op Luscombe. More measurable success.	Complete	SC leading Op Luscombe review. Any MOU, protocols or info sharing agreements should stem from that. January 2025 - CoL Rough Sleeping service pulling back from direct engagement with Op Luscombe in favour of a CoLP liaison role to link clients in with
Cross-cutting	3.11	Develop recruitment practices to increase/sustain representation diversity in workforce/committee membership	Establish recruitment practices and confirm the principles behind this in writing. Will consider gender, race and lived experience.	31-Mar-27	Recruitment principles document	Our workforce is more diverse and represents the communities we serve	Complete	Diverse recruitment panels now routine. Next steps: blind shortlisting and principles document. Sept 25 - decision to close off as being led by People WFD and SMT in collaboration with HR BP
Rough Sleeping	3.12	Establish missing persons/high risk rough sleeper protocol with CoLP	Widen existing MISPERS protocols to make them more useful for safeguarding vulnerable and missing rough sleepers	31-Mar-25	Protocol	Missing and vulnerable rough sleepers are re-engaged with outreach services faster. More effective safeguarding practices.	Complete	CST making enquiries with CoLP on behalf of Challenge Group. Aug 2024 - RSSM made direct request to CoLP to discuss process. CoLP have confirmed reporting process through flowchart provided to April HRRSG. Rachel Bullimore confirmed CoLP are trained to consider vulnerability when making/closing MISPERS but limit to what further can be done - must remain aligned with College of Policing guidelines
Cross-cutting	3.14	Increase number of peer-led activities	Utilise coproduction workstream to introduce lived experience to activity across service area	30-Apr-25	Coproduction outcomes framework	Better outcomes for service users. More innovation and progression from commissioned services	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)	Utilise internal/external stakeholders to develop a consistent approach to tents and HIRSS	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	Consider and potentially deliver a programme with the LSE to team which focuses on practical problems within the HRS sector	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.

Rough Sleeping	3.6	Review multi-agency meeting arrangements	Use MAM action plan developed as a response to the Homeless Link review report	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 HRRSG
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Homelessness and Rough Sleeping: Strategy Delivery Plan 2023-27

Priority 4: Providing Support Beyond Accommodation

Lead Area	Unique ID	Activity or Intervention	Does what?	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	Draft Discharge of Duty guidance for Housing Officers and implement principle of going 'one step beyond' regulated	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)
Rough Sleeping	4.3	Explore business case/need for increased wellbeing offer in Square Mile for rough sleepers	Use data, lived experience and provider consultation to establish need for and potential benefits of a non-accommodation based service offer	31-Mar-25	Needs analysis/business case. Commissioning strategy	Evidence based approach to commissioning.	Complete	Links to Op Luscombe review. GC developing Wellbeing Hub model which will provide data re demand and impact. Line created in RSPRG for daycentre post. March 2025 - JSNA confirmed will go ahead. April 2025 - report going to HWB. July 25 - links to AST role created at Dellow Centre. Sept 25 - closed as post holder now in post and delivering.
Cross-cutting	4.4	Review clinical outreach delivered by HIT to Grange Rd	Review at first year end and consider replicating to other residential settings	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
Pathway	4.70	Enable move to electronic casework management system for TST	Procurement of electronic system from software solutions supplier	31-Mar-25	Casework management system	Improved oversight, case progression, resource allocation, team efficiencies	Complete	October 24 - now progressing. Inform selected as product. IT and commissioning teams mobilising. Sept 25 - Inform purchased and in configuration phase. Closed.
Cross-cutting	4.8	Implement client death protocol	Develop a decision making process for actions after the death of any client actively open to our HRS services	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.

HRS Metrics - Scorecard																						
	2023/24				2024/25				2025/26				Change from previous quarter	YTD	Previous Years							
	Quarterly totals				Quarterly totals				Quarterly totals						2019/20	2020/21	2021/22	2022/23	2023/24	2024/25		
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4										
1. Providing rapid, effective and tailored interventions																						
1.1. Statutory homelessness is prevented and relieved (Pt7 Housing Act)	7	7	1	2	1	4	6	3	5	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	244	281	267		-14	434	350	372	482	656	878			
1.3. Decrease in City T1000 cohort seen rough sleeping	37	25	18	17	23	21	17	20	16	22	15		-7									
1.4. Total number of accommodation outcomes	30	24	78	107	41	49	84	106	33	46	45		-1	124	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	13,231			
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	320	427	441		14									
2.2. Increase in the supply of properties available to individuals facing homelessness or are rough sleeping	89	89	89	89	89	89	89	89	89	89	89		0		58	70	72	74	89	89		
2.2 (b). Increase in the supply of properties available to individuals facing homelessness or are rough sleeping - Total															78	90	117	102	123	115		
2.3. Increase in the number of people accessing private rented sector tenancies	2	4	1	3	0	2	4	3	2	4	1		-3	7	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	8	11	7		-4	26	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	44	36	31		-5									
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	32	36	34		-2	102				219	106			
4.2. Increase in the number of rough sleepers registered with a GP	36%	44%	18%	28%	27%	27%	24%	30%	49%	50%	50%		0	50%				32%	27%			
4.3. Increase in the number of service users accessing education, employment or training	15	17	12	14	18	15	15	9	12	15	12		-3									
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	1	3	2		-1	8								

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HOMELESSNESS AND ROUGH SLEEPING STRATEGY 2023-2027

Department of Community and Children's Services



Performance Metrics

Year 2025/26 – Q3

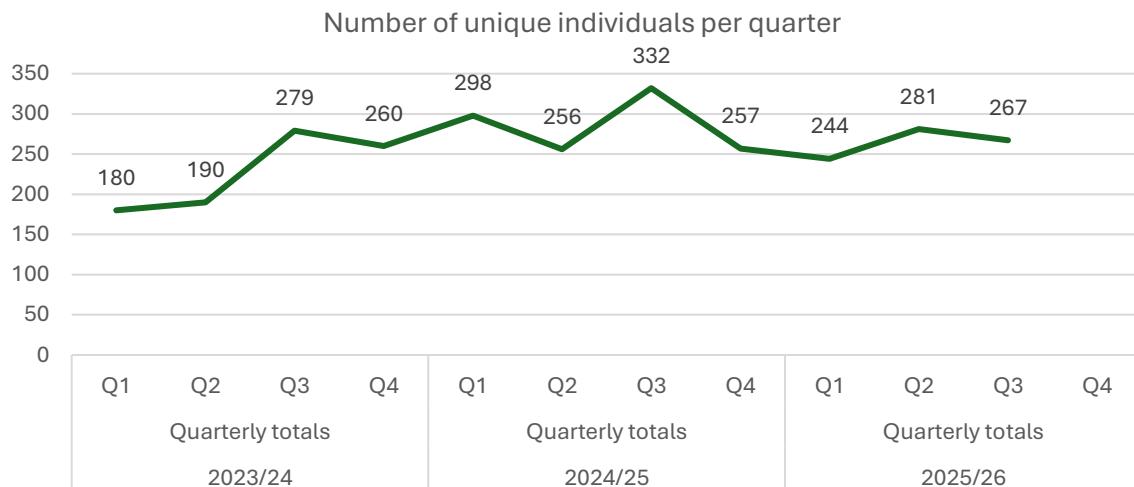
Priority Area 1: Providing rapid, effective and tailored interventions

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



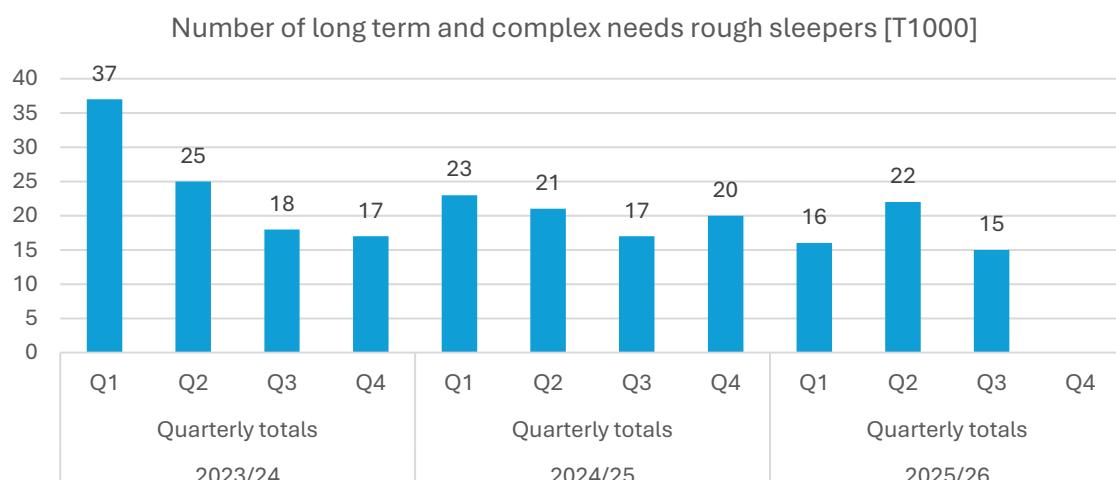
Source: Jigsaw

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



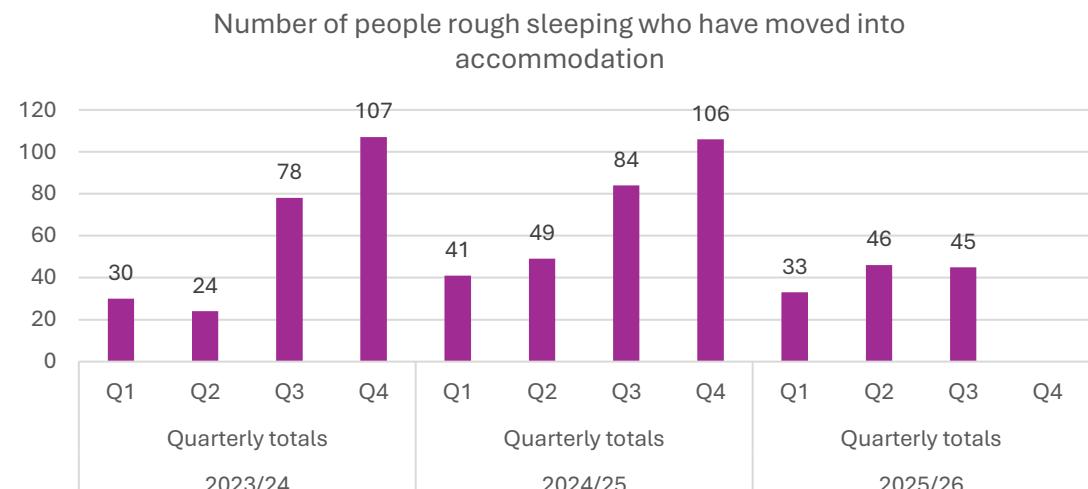
Source: Chain

1.3. Decrease in City T1000 cohort seen rough sleeping



Source: Chain

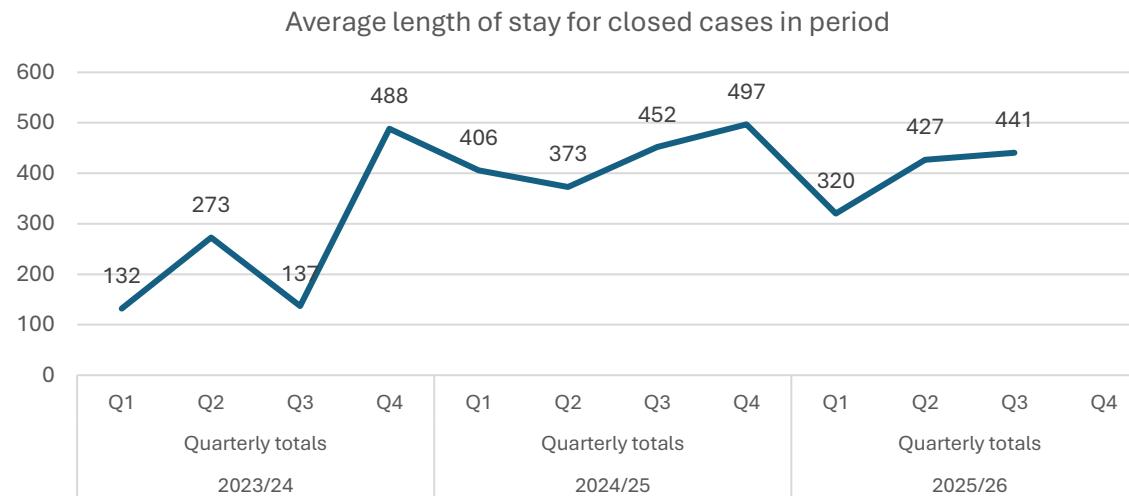
1.4. Number of people rough sleeping who have moved into accommodation



Source: SITRS

Priority Area 2: Securing access to suitable and affordable accommodation

2.1. Reduction in the length of statutory temporary accommodation stays



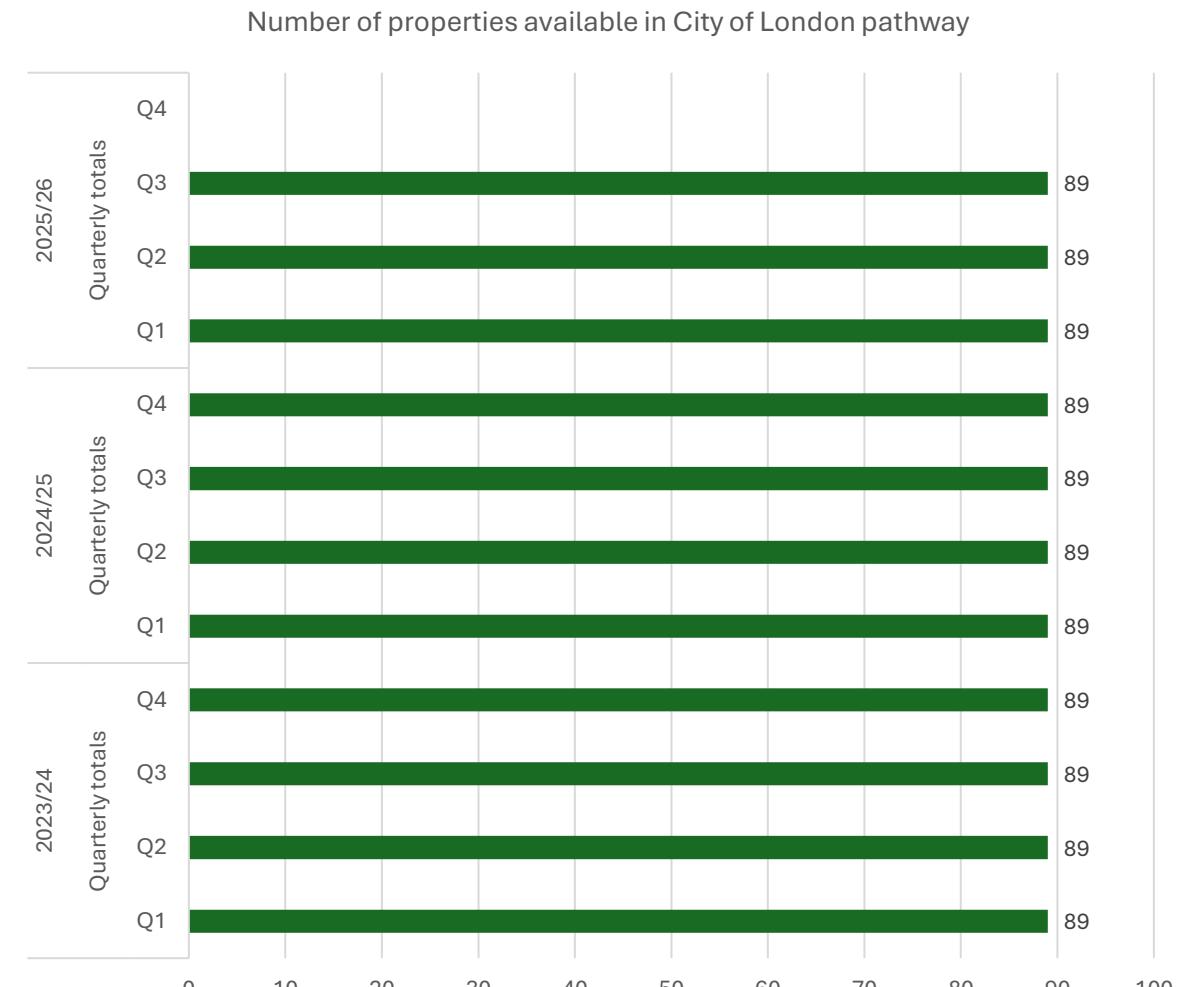
Source: Jigsaw

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



Source: RISE and H

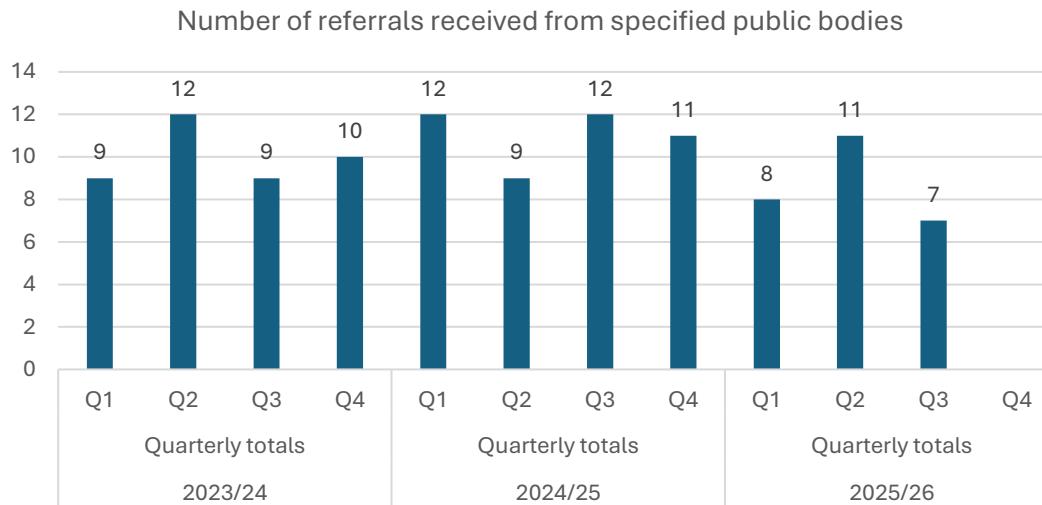
2.2. Increase in the supply of properties available to individuals facing homelessness or are rough sleeping



Source: RISE

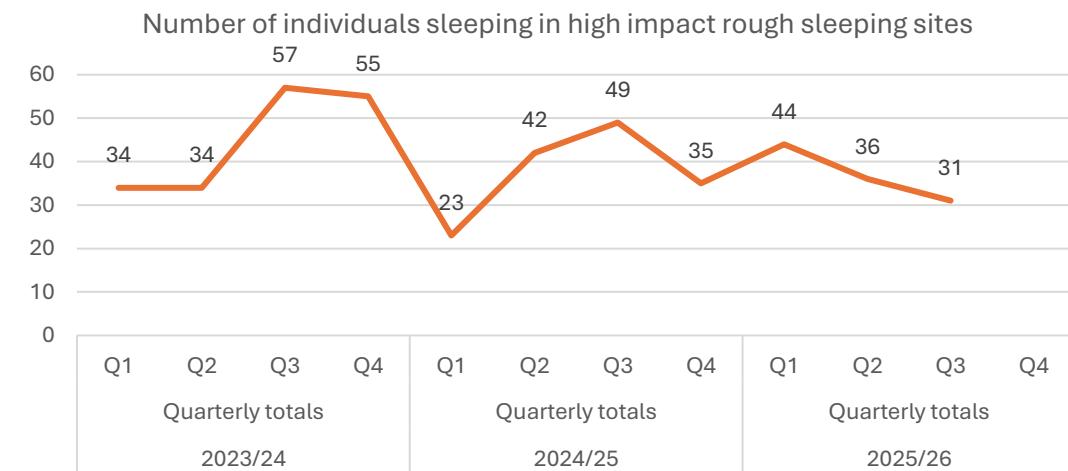
Priority Area 3: Working collaboratively

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



Source: Jigsaw

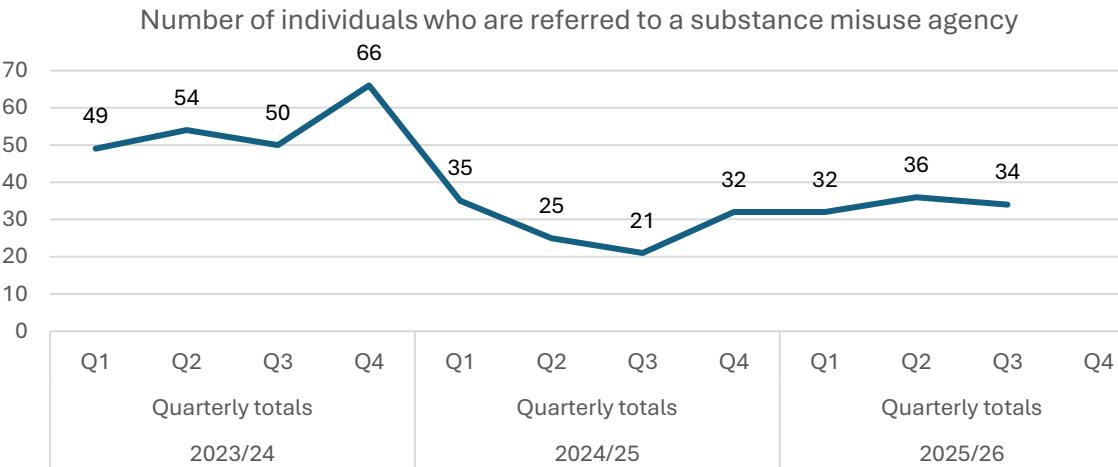
3.2. Reduction in the number of individuals rough sleeping in high impact rough sleeping sites (HIRSS)



Source: Chain

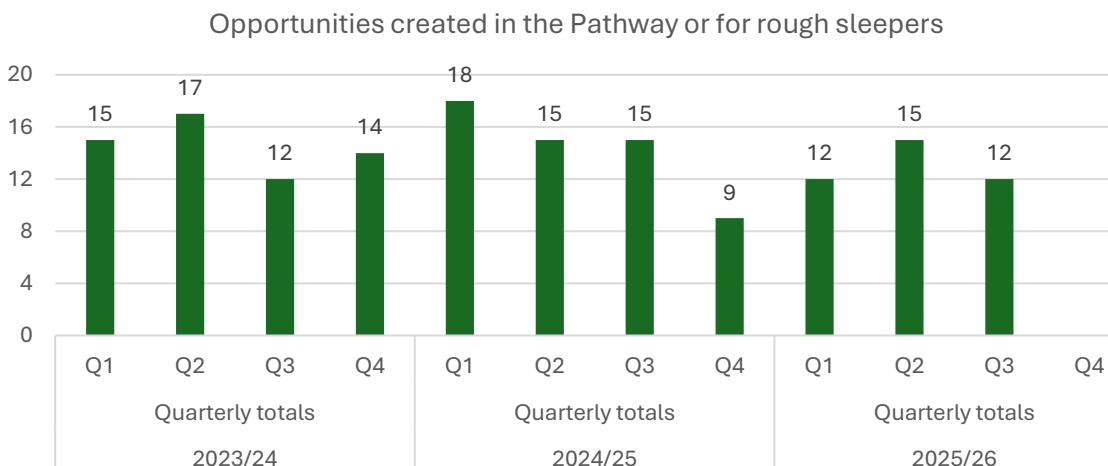
Priority Area 4: Support beyond accommodation

4a. Individuals with an assessed substance misuse need are referred to a specialist agency



Source: CHAIN, RISE

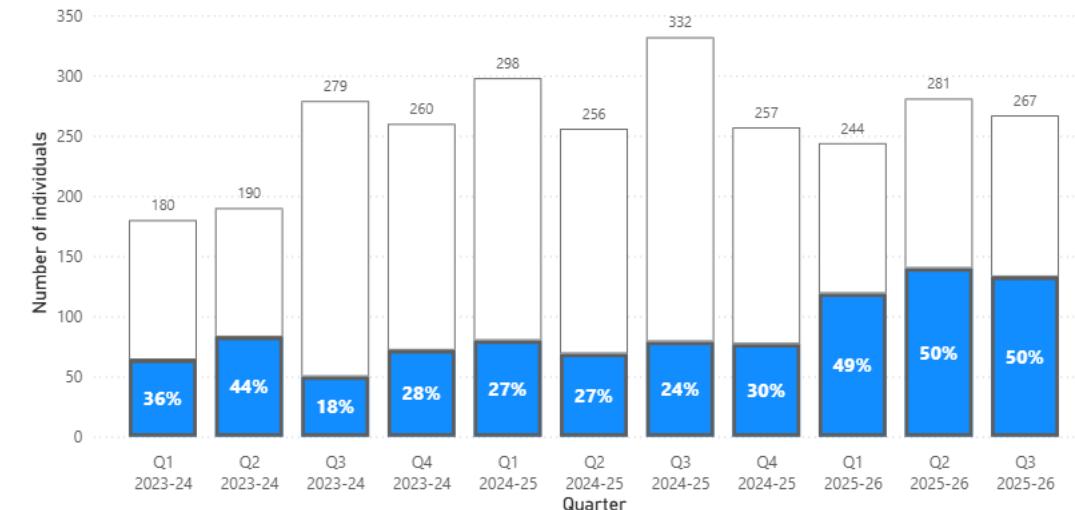
4.3. Increase in the number of service users accessing education, employment or training



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

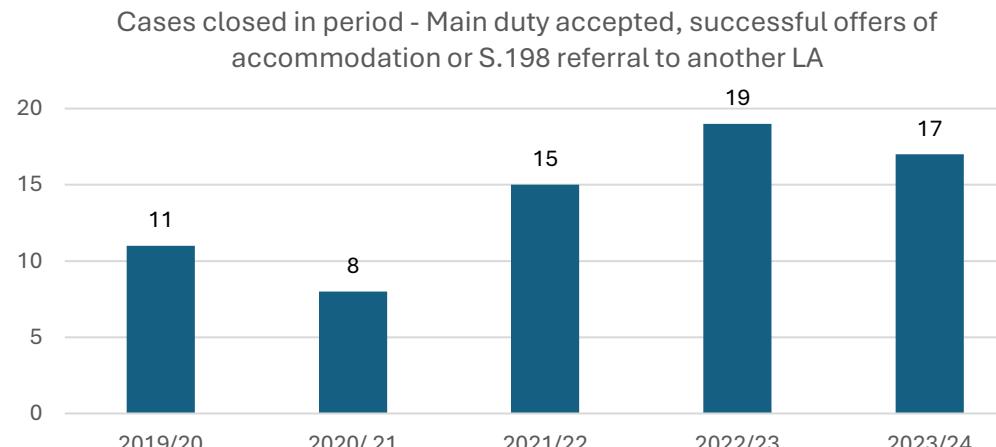


Annual trend data

Year 2019 to 2024

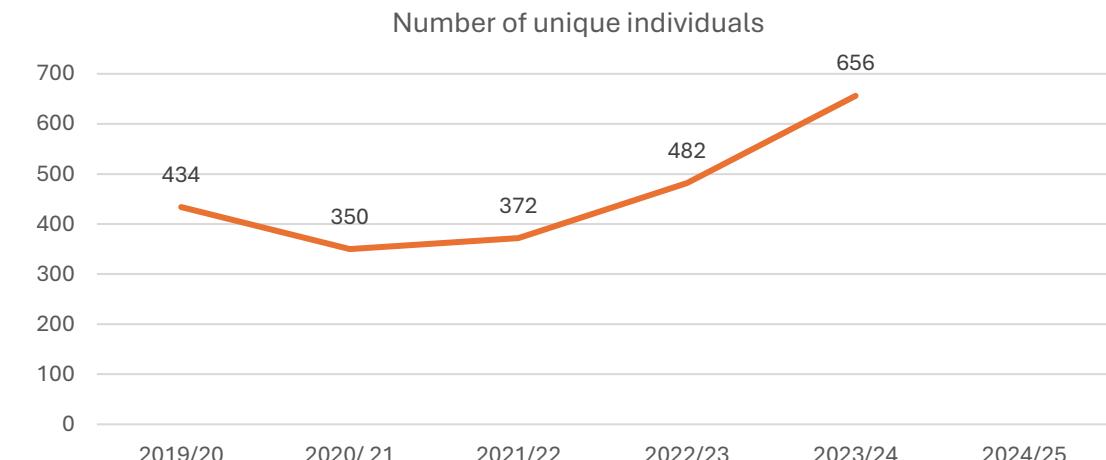
Priority Area 1: Providing rapid, effective and tailored interventions

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



Source: Jigsaw

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



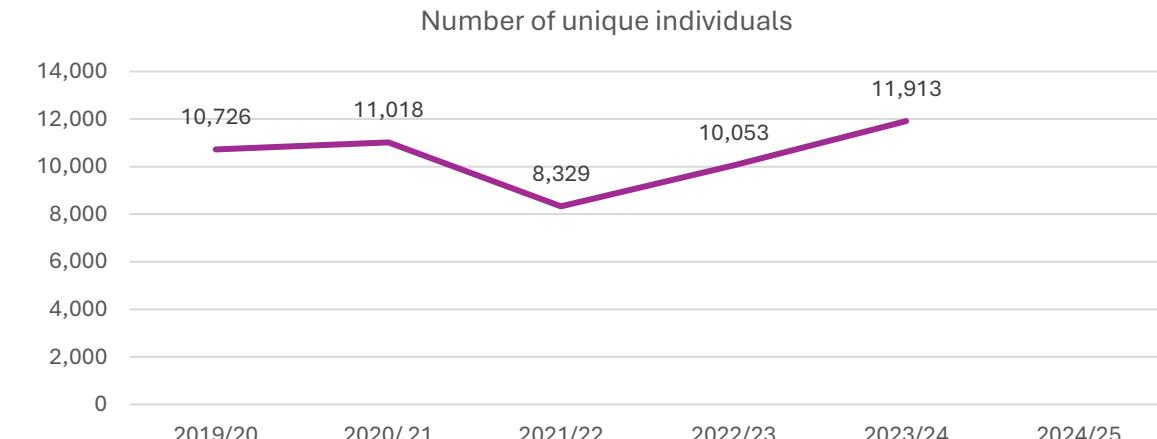
Source: Chain

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



Source: SITRS

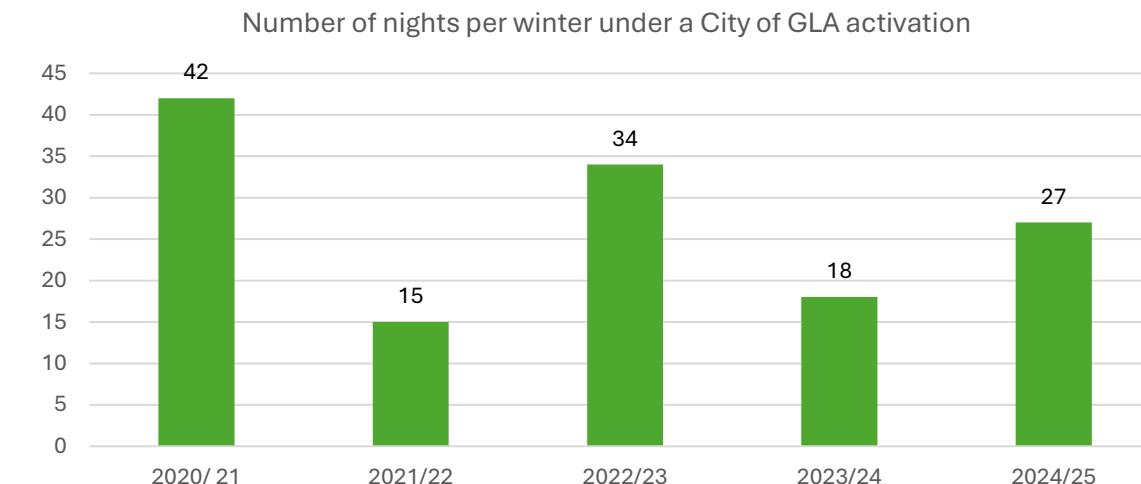
1.5. Annual total of unique individuals seen rough sleeping in Greater London (additional)



Source: Chain

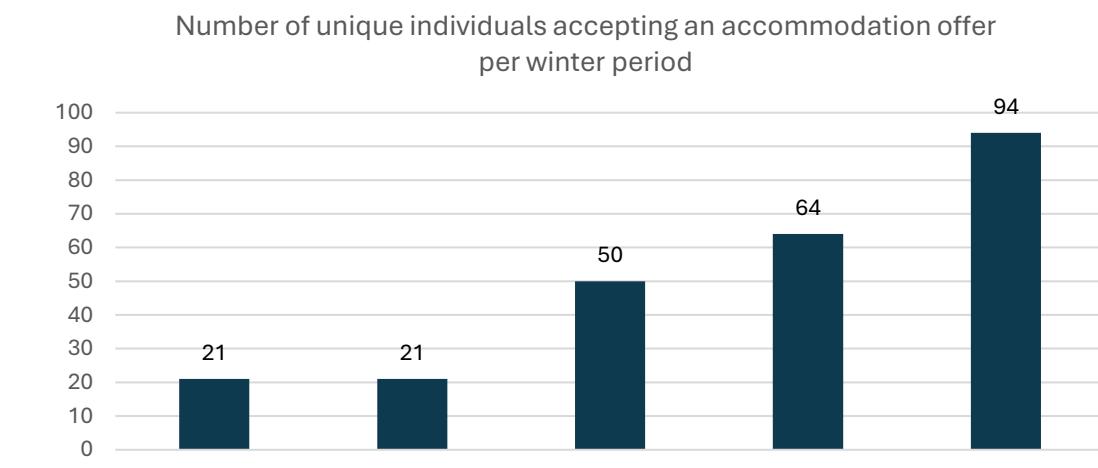
Priority Area 1: Providing rapid, effective and tailored interventions

1.6a. Nights under SWEP activation (additional)



Source: Chain

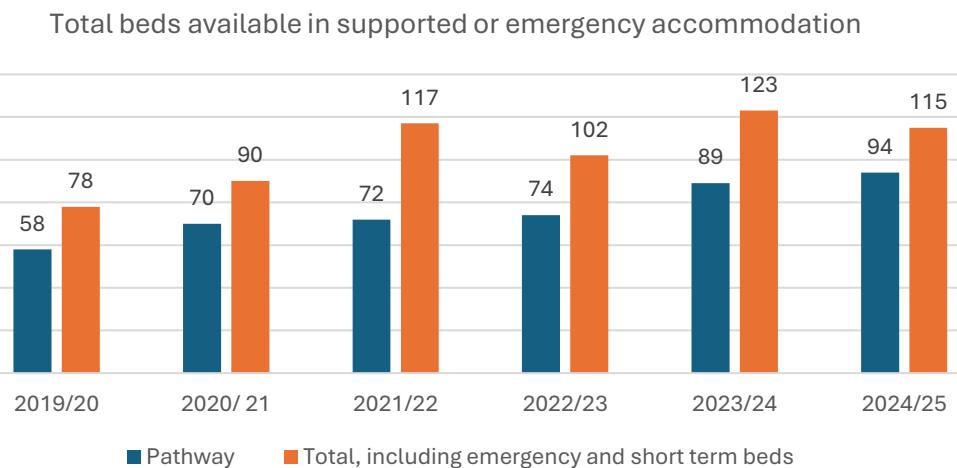
1.6b. Number of individuals accepting SWEP offer (additional)



Source: Chain

Priority Area 2: Securing access to suitable and affordable accommodation

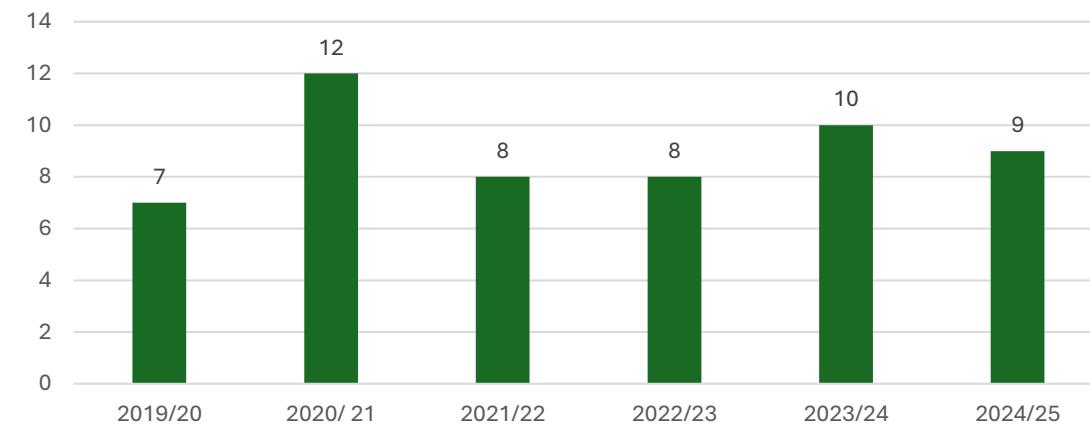
2.2. Increase in the supply of properties available to individuals' facing homelessness or are rough sleeping



Source: RISE

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

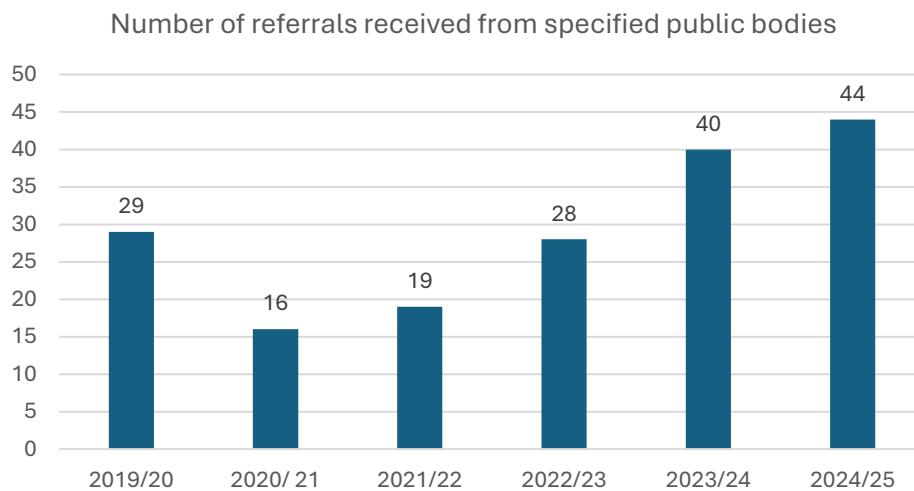
Number of people accessing the private rented sector [statutory homelessness and rough sleepers]



Source: RISE and H-

Priority Area 3: Working collaboratively

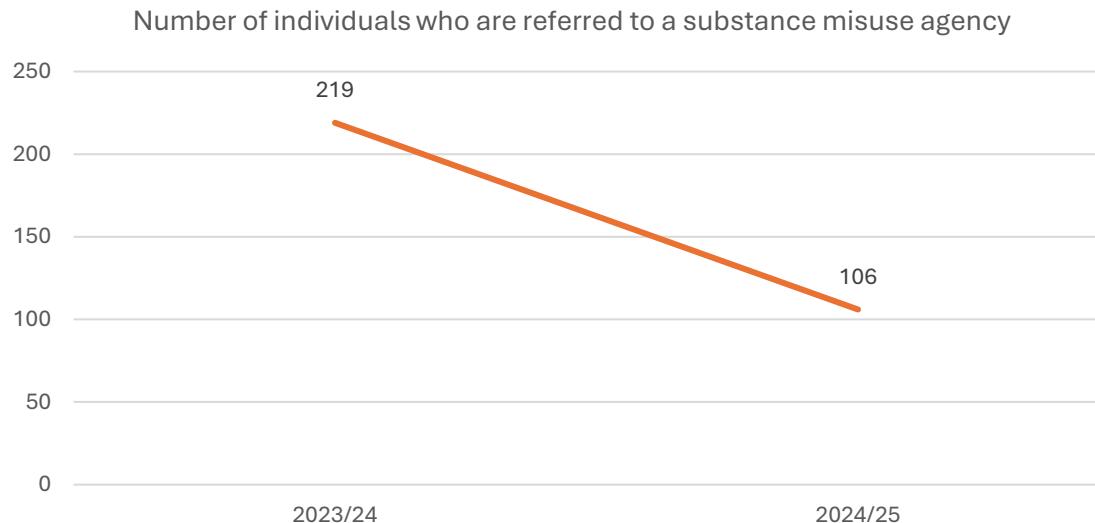
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Source: Jigsaw

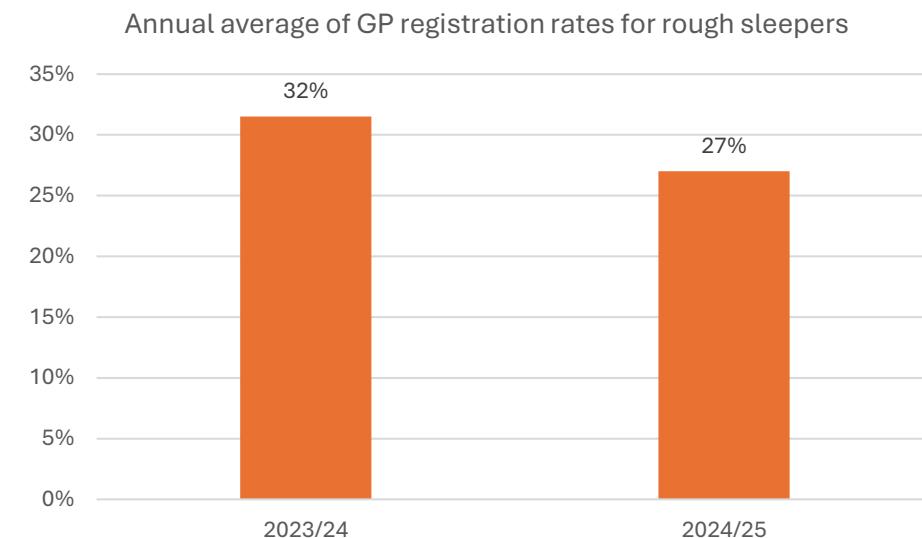
Priority Area 4: Support beyond accommodation

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



Source: CHAIN, Rise

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Source: Chain

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