

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 18/02/2019
Subject: Street Count November 2018: Analysis and Learning	Public
Report of: Andrew Carter – Director, Department of Community and Children’s Services	For Information
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Summary

The purpose of this paper is to:

- provide details of the context leading up to the November Street Count
- give an update on the work completed with individuals found on the Count
- explore learning and actions from the Street Count.

Recommendation

Members are asked to note the report.

Main Report

Outreach Work prior to the Count

Outreach Shifts

1. The following shifts took place in the months leading up to the count. The shifts were scheduled to maximise coverage across the borough and to follow up intelligence provided by StreetLink, City of London partners and Parkguard.
2. First Response volunteers also joined the team twice a week. First Response operates the same shift times as Outreach and informs the team when rough sleepers have been located. This allows for more efficient coverage on shift.

	Number of Outreach shifts
October 2018	28
November 2018	26

3. Outreach shifts included:

- joint shifts with Tower Hamlets Street Outreach to target hotspots on the borders of the borough
- joint shifts with Westminster Drug Project (WDP) to target individuals whose drug use is a barrier to accessing and sustaining accommodation

- Joint shifts with Parkguard to target individuals who were unwilling to engage with services.

4. Individuals seen Bedded-down Prior to the Street Count

	Individuals bedded down
October 2018	72
Street Count (29 November 2018)	67
November 2018	116*
December 2018	106

Note: individuals may have been seen over multiple months.

*The November 2018 number is inflated due to unknowns on the night of the count. When unknowns who have been identified are taken into account, the total figure for November is 107.

In the period between the start of Q3 and the Street Count, 21 individuals were supported to move away from the streets. This does not include individuals who accessed the City Assessment Hub.

Pop-up Hub

5. The Assessment Hub operated for five days in October and again in November, with the number of individuals receiving support described below.

Date of Hub	Number of individuals entering Hub	Number of individuals declining the Hub
18 November 2018	13	18
22 October 2018	17	19

Note: individuals entering the Hub did not stay for the whole week and at no point during either Hub were individuals turned away due to lack of capacity.

6. Reasons for individuals turning down the Hub included:
 - not wanting to sleep in a night shelter/communal environment with other people in close proximity
 - needing to use drugs or alcohol
 - 'feeling comfortable' at sleep site and not wanting to begin their journey away from the street.
7. The team have continued to employ personalisation techniques to encourage individuals to access the hub. Examples include:

- reframing definitions of success – for example, encouraging individuals to stay for as long as they can manage (even if only for a short time) so assessment can be completed and work undertaken
- providing support from a local café for individuals who feel uncomfortable in the day centre environment at the Dellow Centre
- providing mobile phones to enable the team to stay in contact with clients.

Summary of 2018 Street Count

8. The street count found 67 individuals. The number on the night (70) was reduced by three due to duplicates. An initial breakdown is provided below.

Total number of individuals found rough sleeping	
Flow	31
Stock	29
Returners	7
Total	67

Flow – People who had never been seen rough sleeping before 2018/19

Stock – People who have been seen in 2018/19 to date, and also seen rough sleeping in 2017/18

Returner – People who have been seen in 2018/19 to date, and who were first seen rough sleeping prior to 2017/18, but were not seen during 2017/18 (i.e. those who have had a gap in their rough sleeping histories).

Special Cohorts	
205*	5
Street Impact London, Social Impact Bond	9
Number included in the Mayors Rough Sleeping Group data for Q2	30

**RS205+ refers to people who have been identified as especially hard to help because of their prolific history of rough sleeping*

9. A further breakdown of gender, nationality and location is attached in the Appendix.
10. Of the 67 individuals who were found on the count, 17 are in accommodation, while two individuals have access to suitable accommodation but are continuing to sleep rough. Action plans are in place to support these individuals to use their accommodation.
11. All individuals who were new on the night have been targeted: 11 individuals have not been found since the count. This includes five individuals recorded as unknowns on the night and who remain unknown (as more than one individual meeting the description of the individual concerned was found at the site).

Cohort defined as Stock Found on the Street Count

12. The table below provides information on the current housing status of individuals found on the count and classified as Stock (see above definition).

Housing Status	No.
In accommodation	11
Accommodation available	1
Offers of housing available but declined	11
Awaiting work-ready beds within City of London (CoL) Pathway	2
Working with Routes Home ¹	1
Unable to identify offer due to lack of engagement	3

13. Of the eleven individuals who have been housed since the count, four are in temporary accommodation placements ((Haringey x 1, Tower Hamlets x 2, City of London x 1), five are housed in the CoL Pathway, one individual is at a B&B funded by St Mungo's, pending move on, and one individual moved in with family, having accessed work.

14. Offers of housing that were declined include temporary accommodation from other local authorities, accommodation within CoL Pathway, private rented sector and offers from St Mungo's to place the individuals in B&B while a longer-term plan is identified.

15. Of the 'living on the streets' cohort:

- **25 people** have an identified mental health need
- **11** appear on a target list for the team's mental health nurse (due to the level of concern around their mental health).
- 18 individuals have a support need around alcohol
- 14 have a support need around substance misuse
- 12 have a support need around both drugs and alcohol.

16. Key themes for those individuals living on the streets and not engaging with support are experience of trauma leading to a distrust of services.

"I'd rather sleep out than have my own place. I don't like being inside and the feeling I can't escape, especially if there are other people around who want to talk to me or want stuff from me."

Flow cohort found on the count²

17. The table below describes the housing status of individuals found on the count and classified as 'flow'.

¹ Routes Home is a specialist service that facilitates supported reconnection for non-UK nationals.

² Counted for the first time in the financial year to date.

Housing Status: Flow	No.
Reconnected to Romania	1
Night shelter	1
Hostel accommodation	3
Declining offers of support	13
Not found since the count	11
Police order preventing entry to CoL due to ASB	1
Deceased	1

18. **One** individual did not have recourse to public funds and was supported to return to family in Romania in the week following the count. **Three** individuals are in hostel accommodation and **one** individual is in a night shelter and working with a specialist agency (Routes Home) to explore the options available to him.
19. **Eleven** individuals have not been found since the count but have been looked for. **Five** of these individuals were recorded as unknowns, with vague descriptions on the night of the count. Their sleeping sites were targeted by outreach, but no individual could be conclusively matched as more than one individual fit the description.
20. Of those individuals who are not engaging, **four** individuals have a substance misuse need. It has not been possible to assess substance use need in **three** further cases. **Five** individuals who are not engaging have a mental health support need and it has not been possible to assess this in **three** cases.

Returners Cohort Found on the Count

21. The table below describes the status of individuals found on the count and classified as returning to rough sleeping.

Housing Status	No.
In accommodation	1
Tenancy available	1
Declining offers of support	3
Unable to formulate offer of support due to non-engagement	1
Not found	1

22. **One** individual is housed in Tower Hamlets hostel accommodation, and another is working with the Westminster Compass Team to transfer his tenancy to another property so he feels able to return. Of the **three** individuals declining offers of support, **two** have support needs around substance misuse and **one** has a support need around mental health.
23. The individual for whom a route away from the street has not yet been formulated has a support need around mental health. They have been seen once since the count and will be targeted by the mental health nurse if seen again.

'Unknowns' Found on the Count

24. There were **15** unknowns found on the night: **seven** have been seen again, identified, and were previously known to the team; **one** unknown was new on the night and has been met by an outreach worker; **two** of the unknowns were previously known to the team but continue to decline to provide a name or other details.
25. **Five** unknown people have not been positively identified. Outreach work has focused on these areas in the weeks following the count, and the team has worked with several new rough sleepers at these locations. However, the limited information gained about unknowns on the night of the count has meant that it has not been possible to achieve a positive identification of any specific individual.

Actions and Learning for 2018/19 Q4

City of London Assessment Hub

26. The increased frequency of the Assessment Hub has had a significant impact on the team's capacity:
- St Mungo's has been unable to recruit individuals to complete a week of night shifts once a month. As a result, the team also covered night shifts, and this has taken them away from day-to-day casework and shifts. Previous Hubs were not as frequent, so it was easier to recruit for one of the pieces of work.
 - Half of all individuals turn down the offer of the Assessment Hub. Therefore, the team's time on shift is often focused on targeting individuals and encouraging access, diverting them from looking for referrals.
 - In January 2019, St Mungo's noted success with three entrenched 'living on the streets' individuals who were placed into B&B accommodation for a limited time. Intensive casework was completed following the Hub. We would like to explore this model further going forward.

Learning Relating to Mental Health

27. The table below highlights the mental health needs of those found on the count.

Individuals with a mental health need		
	Identified mental health need	Appeared on mental health nurse's target list due to level of concern
Stock	25	10
Flow	7	2
Returned	7	1
Total	39	13

28. The mental health nurse associated with the team had been absent on long-term sick leave for six months and returned to the team in mid-December 2018. Mental health shifts now take place weekly, with additional capacity during the day when required.
29. Thirty-nine individuals had an identified mental health need but were not on the target list for the mental health nurse. A key theme with this cohort was the level of anxiety that affected their ability to engage fully with support. Individuals spoke about “feeling safer rough sleeping” rather than managing the perceived stress associated with moving into new accommodation.
30. Particular triggers for anxiety included being around other people, particularly those with support needs, and navigating the benefits system. Anxiety is often a strong factor in individuals declining the monthly Hub, No Second Night Out or Night shelter – both of which can be helpful first steps in moving away from the street.
31. The team is due to receive specialist training in this area from the St Mungo’s Complex Needs team. Clients are being supported to access wellbeing services at the Dellow Centre and within St Mungo’s.
32. We continue to use a person-centred approach and focus on making every contact count in order to build trust and rapport with individuals. The team meets individuals in a place that they feel comfortable – a coffee shop, day centre or near their sleep site. They seek to understand the individual’s journey, triggers and barrier to change so that we can work together on creative routes away from the streets.

Substance Misuse

Individuals with a substance misuse need		
	Identified alcohol support need	Identified drug use support need
Stock	11	11
Flow	6	2
Returners	2	1
Total	19	14

33. Individuals with a substance use need report using heroin, crack cocaine, or abusing prescription drugs. There are no reports of the individuals found on the street count using new psychoactive substances (NPS) or the synthetic drug ‘spice’.
34. In January 2019, the outreach team received specialist training from WDP on providing advice on harm minimisation and routes into treatment in the City of London. The team are also due to receive training from the Complex Needs

team to provide advice and guidance on working with individuals who have both mental health and substance misuse needs.

35. From February 2019, WDP will be joining outreach on an additional early shift each week in addition to daytime joint working. This shift will focus on individuals who are unlikely to engage following a formal referral to WDP. It will offer harm-minimisation advice, distribute Naloxone (the medication that reverses opioid effects) and address boundaries to accessing treatment.

36. We will also be working with WDP on a substance-use audit of the rough-sleeping population in order to better understand the level of need and required response.

Recourse to Public Funds

Individuals where recourse to public funds is unclear	
Stock	4
Flow	7
Returned	2
Total	13

37. It was unclear for thirteen individuals as to whether they had recourse to public funds. All of these individuals had a nationality recorded as within the EEA.

38. One of these clients was reconnected to family in Romania the week following the street count. One more is in employment and accessing a work-ready bed at Anchor House, funded by the City of London.

39. All individuals whose recourse to public funds is unclear are encouraged to meet with advisers at Routes Home – a specialist St Mungo’s project funded by the Greater London Authority. This project helps individuals to understand their options, including access to work, formal immigration advice and supported reconnection.

40. In the weeks following the street count, the City of London procured two work-ready beds to be used for a limited time by individuals while they are saving for a deposit. Both beds were immediately used and individuals are being supported with their plans to move on. We expect this to continue to be an impactful resource.

Street Count Logistics

41. Key learning from the November 2018 count has been the need for prompt identification of rough sleepers on the night. Therefore, going forward, smaller patches will be grouped together to allow an outreach worker to be present on each team to ensure positive identification and quality of intelligence.

42. St Mungo's recommends the use of police who can be directed to locations across the borough to identify unknown people. Unfortunately, due to unforeseen circumstances, the police were not available on the night of the November street count.

Additional Points to Note

43. In order to support the team to quickly implement operational changes in response to the street count, an additional outreach co-ordinator was appointed on an interim basis.

44. An additional street count, following annual street count methodology, will take place on 31 March 2019.

Conclusion

45. This report has provided an update on individuals found on the November 2018 street count. It has explored some of the challenges to ending rough sleeping.

46. Substance misuse, mental health and entrenched patterns of rough sleeping remain key barriers to moving away from the street. St Mungo's continues to work with City of London, partner agencies and – most importantly – the individuals, to understand their journey and provide the support they need to move forward with their recovery.

Appendices

- Appendix 1 – Breakdown of rough sleepers found on the street count November 2018

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Appendix 1: Breakdown of rough sleepers found on the street count November 2018

Total number of individuals found rough sleeping by area	
Aldgate	8
Barbican	13
Barts	4
Cannon Street	12
Fleet Street	6
Liverpool Street	7
Tower Hill	9
St Paul's	8
	67

Gender	
Male	62
Female	4
Unknown	1
	67

Nationality	
UK	35
EEA	15
Rest of world	6
Unknown	11
Total	67

Country Breakdown	
Estonia	1
Hungary	2
India	1
Ireland (Republic of)	2
Lebanon	1
Lithuania	2
Not known	11
Not known - Outside UK	1
Other area/Not known - North America	1
Poland	5
Portugal	1
Romania	3
UK	35
USA	1
Total	67