

<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Dated:</b> 04/12/2019
<b>Subject:</b> Rough Sleeping Pathway Impact	<b>Public</b>
<b>Report of:</b> Andrew Carter, Director, Department of Community and Children's Services	<b>For Information</b>
<b>Report author:</b> Simon Young, Rough Sleeping Coordinator, Department of Community and Children's Services	

### Summary

This report outlines successes and challenges arising within the City of London (CoL) Accommodation Pathway for Rough Sleepers.

Quantitative data from 2015 to the end of October 2019 related to individual progression through and out of the pathway is presented, alongside support needs of all individuals within the pathway during Quarter 1 (Q1) of the financial year 2019/20. Support needs for the entire period of operation are not presented owing to changes in recording practice across the pathway.

Anecdotal information and case studies are also presented, supporting the analysis of data trends presented within the paper.

### Recommendation

Members are asked to note this report.

### Main Report

#### Background

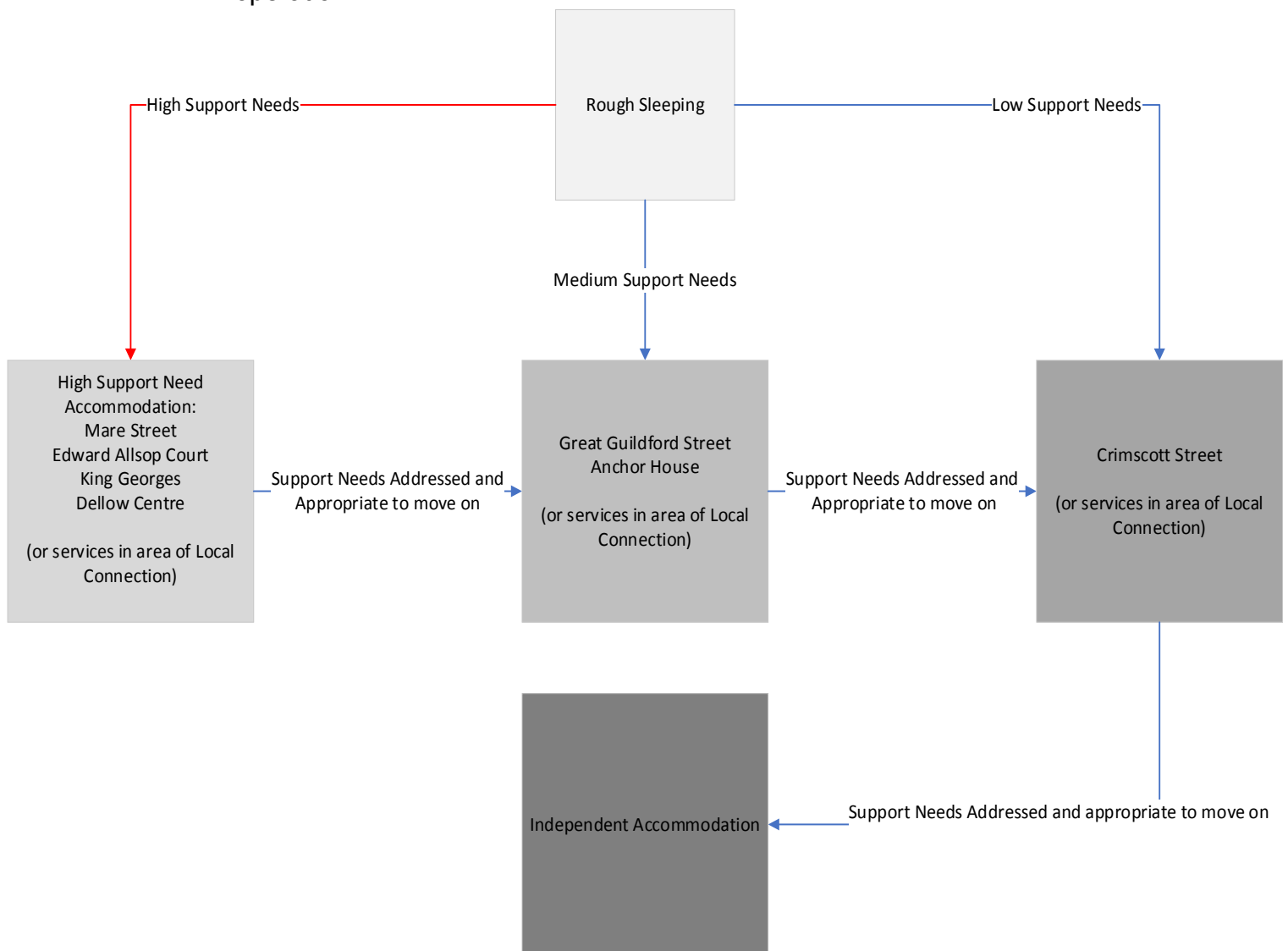
1. Increasing access to supported accommodation for individuals sleeping rough within the Square Mile was initially addressed through the arrangement of spot purchasing beds from Great Guildford Street Hostel in 2015.
2. During the autumn of 2017, an increase for the Homelessness and Rough Sleeping budget was agreed by Members, with the aim of further increasing accommodation opportunities.
3. During early 2018, a number of spot purchased beds in other authorities were procured for use by the Corporation:
  - a. Two spaces at King George's Hostel (Westminster)

- b. One space at Edward Allsop Court (Westminster)
  - c. Four spaces at the Dellow Hostel (Tower Hamlets)
  - d. One space at Mare street Hostel (Hackney)
  - e. Additional spaces at Great Guildford Street Hostel (Southwark) to total six available beds
  - f. One space at Anchor House.
- 4. The intention behind the procurement was to implement an operational pathway for individuals to exit rough sleeping immediately and progress towards independent living.
- 5. Each service was staggered in implementation, and the overall pathway became fully operational mid-2018.
- 6. Overall monitoring of the pathway was instigated in January 2019, with quarterly data returns being submitted by each provider to CoL for collation and analysis.
- 7. A pathway co-ordinator – supporting move-in, move-through (where an individual moves between pathway provision) and move-on – was appointed within St Mungo's City Outreach team in mid-2018, though the position became vacant in early September 2019. Recruitment to replace the individual has been conducted and the start date of the successful candidate is currently being arranged.

## **Current Position**

- 8. Accommodation Pathways for Rough Sleepers are widely used throughout Greater London and the UK. Accommodation Pathways are formed of a number of different accommodation options for individuals, each comprising different specificities of support.
- 9. An individual is meant to 'move-through' pathway accommodation as their support needs are addressed by support staff, aiming to culminate in a move away from the pathway entirely and into independent accommodation.
- 10. To ensure that an Accommodation Pathway can continue to provide a viable route away from the street, it is important to create move-through and move-on and that the right bed spaces are available to meet demand.
- 11. Most pathways are solely available to individuals with a local connection (defined in legislation as the area in which an individual was resident for six of the previous 12 months or three of the previous five years) to the commissioning local authority. Within the CoL, our pathway has an element of availability to individuals without a local connection in order to support in the prevention of individuals becoming significantly street attached and harder to support away from the streets. While individuals may be placed in CoL-funded accommodation, work is usually conducted to help provide further accommodation for an individual in their area of local connection.

12. The following diagram details the current Accommodation Pathway and its operation.



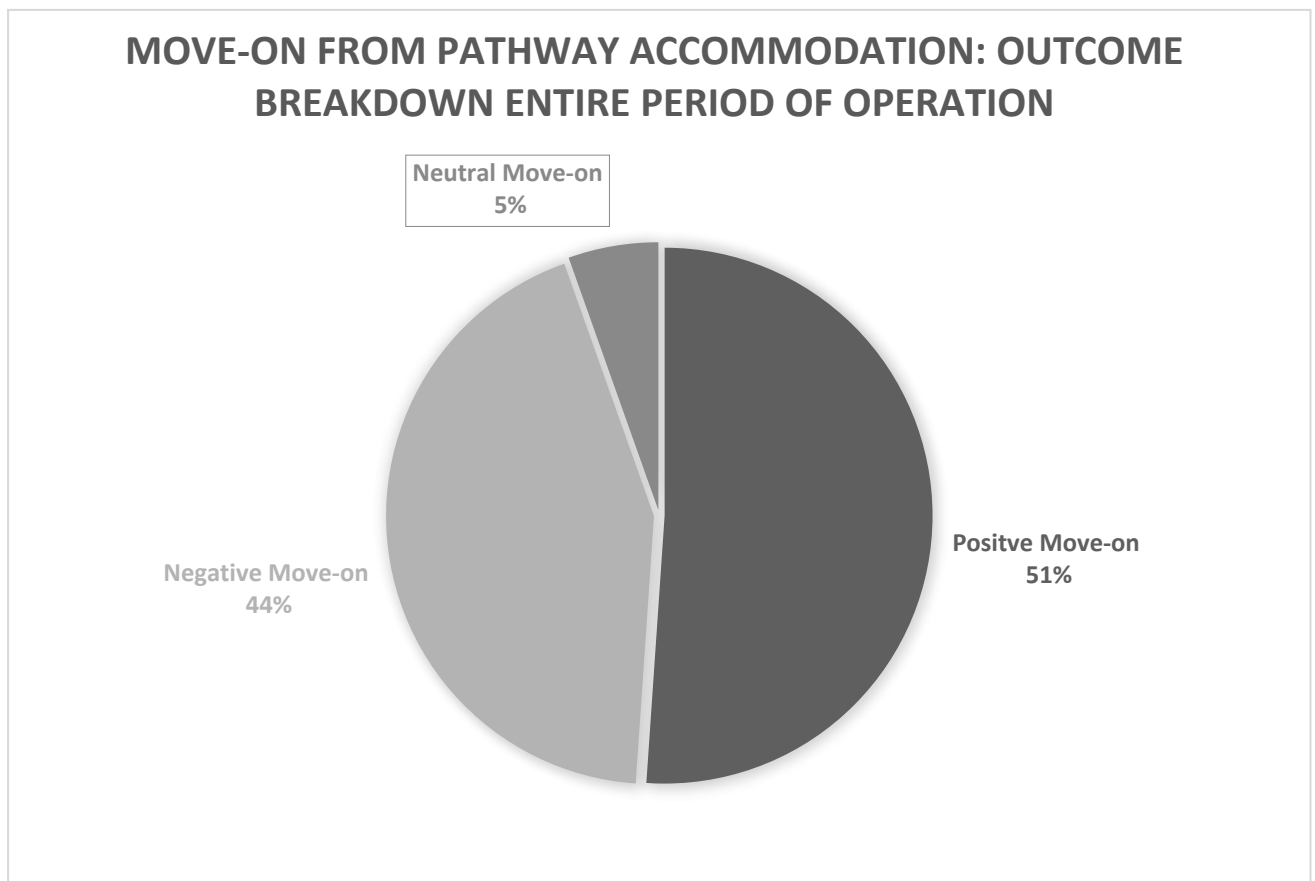
### Whole Pathway Move-on Data

13. The whole pathway is currently defined as comprising:

- a. Anchor House
- b. Crimscott Street
- c. Great Guildford Street
- d. The Dellow Hostel
- e. King George Hostel
- f. Edward Allsop Court
- g. Mare Street.

14. Since the initial increase of accommodation options in 2015, until the end of October 2019, the CoL Accommodation Pathway for Rough Sleepers has accommodated 129 individuals.

15. There have been 99 moves out of accommodation recorded; 92 of these records are individuals leaving the pathway entirely, while seven of these records are moves from one provider to another.
16. Across the period, 30 individuals remained in accommodation at the end of October 2019.
17. Some moves out of the pathway are negative moves away from provision; this includes individuals returning to rough sleeping, prison stays and abandonment with no further contact.
18. The following chart presents a breakdown of onward movements for individuals exiting pathway accommodation during its period of delivery from 2015 until the end of October 2019.



19. The majority of individuals entering pathway accommodation leave the pathway and move to a successful outcome, generally securing independent accommodation, further accommodation within the CoL pathway, or moving into supported accommodation offered by another Authority.
20. The single highest recorded instance of exit from the pathway is to return to rough sleeping. This is outweighed by positive outcomes, though still presents

at a considerable level. It is of note that the relatively small size of our Accommodation Pathway, coupled with the particularly high level of complex-needs individuals accommodated within services, does affect the heightened percentage of individuals leaving to rough sleep.

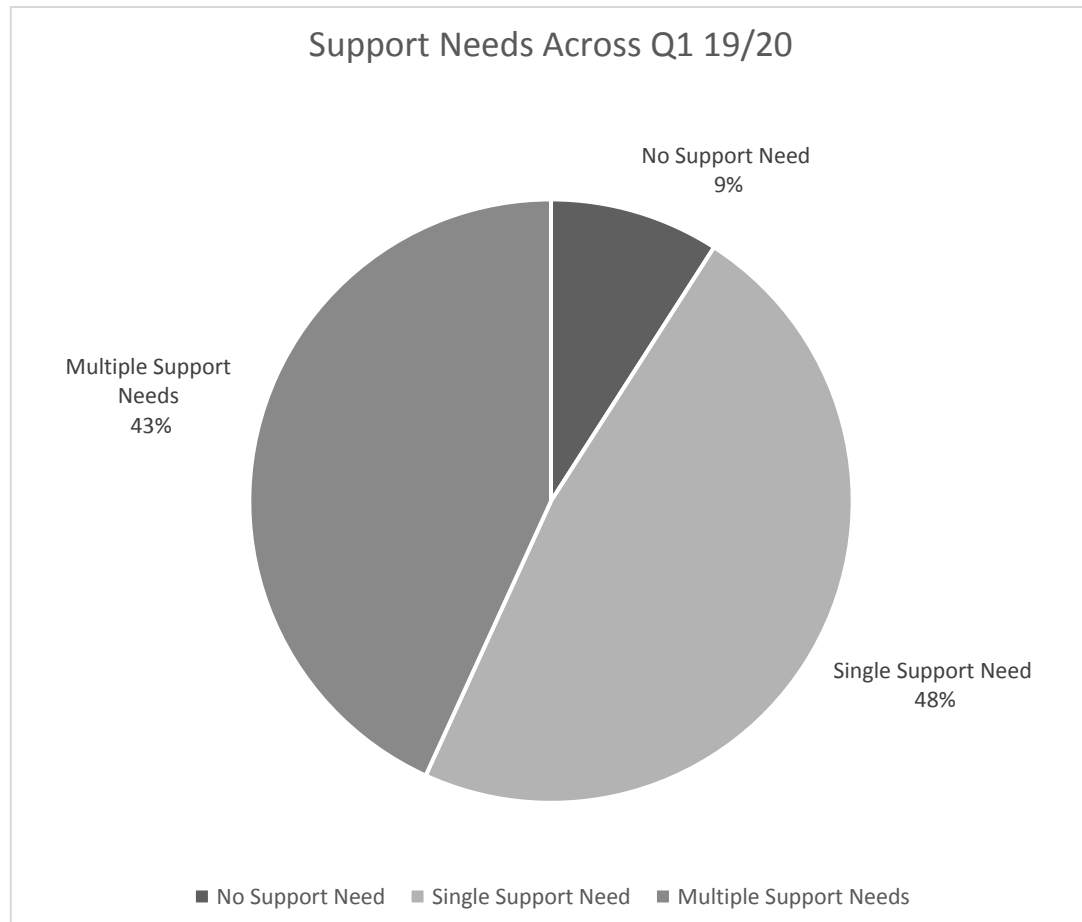
21. We currently do not have data related to the reason's individuals leave services in a negative manner, due to the constraints of different recording practice across accommodation providers. Discussions with project managers and support staff suggest that individuals often elect to leave services without onward accommodation, known as 'abandonment'. It has been stated that rent arrears form a substantial contributing factor in a number of individuals leaving services, often leading to eviction or abandonment. Also, individuals have stated that they find the distance of accommodation projects from the CoL challenging in relation to their lifestyles and elect to abandon projects in order to continue to rough sleep and engage in street activity closer to central London.

### **Whole Pathway Length of Stay Data**

22. Each project within the pathway aims to accommodate an individual for a length of time related to the level and type of support the service provides.
23. The majority of services within the CoL pathway aim to move an individual into the next accommodation stage within 24 months, with the exception of Anchor House and Great Guildford Street.
24. Anchor House is used as provision flexibly by CoL; move-on is aimed for within 12 months with our general placement, though last winter we secured short-term funding from the Ministry of Housing, Communities and Local Government (MHCLG) to deliver specific assessment bed spaces for EU nationals; this had an intended move-on time of two weeks.
25. The intended use for Great Guildford Street is for short-term stays of three months, as this accommodation is offered as a short stay assessment space to either facilitate access to services in an individual's area of local connection or to progress into other aspects of the CoL pathway.
26. Across the pathway we look for an average length of stay totalling just under two years in order to ensure that there is availability of space for new individuals to exit rough sleeping and enter accommodation.
27. The overall average length of time an individual remains in pathway accommodation is slightly above target, though is below two years. As the average length of a stay in any supported accommodation pathway increases, fluidity within the pathway diminishes. This is most impactful for higher support needs individuals where the demand for bed spaces is greatest.

## Support needs

28. Support needs data is not available for the entire period of pathway operation, owing to changes in data recording and collection.
29. The chart below presents the levels of support need for individuals accommodated within the CoL Pathway in Q1 of the financial year 2019/20.



30. Only four individuals, or 9% of the total number of individuals seen in pathway accommodation across Q1, had no form of recorded support need.
31. There is a high level of multiple support needs within this data, representing 43% of the support needs within the pathway. This is broadly representative of the levels of multiple support need seen within rough sleeping in the Square Mile.

32. Increased levels of support need are referenced frequently by providers as posing challenges in ensuring that individuals retain accommodation and engage in the support provided therein, particularly as the majority of CoL provision is offered for medium or low levels of support need.

### **Challenges and Blockages**

33. The CoL Accommodation Pathway is relatively small and lacks diversity in the number and nature of settings available. This makes it hard for someone to move to higher or lower support accommodation as their situation changes.
34. The fragmented nature of the pathway makes retaining overall control of the pathway difficult as a number of service providers and local authorities act as stakeholders.
35. Accommodation based further away from the Square Mile is rarely adopted by complex-needs clients, particularly those with substance misuse needs where access to supply and networks remain important.
36. There is a significant challenge in securing longer-term accommodation outside of the pathway, most notably into the private rental market; this often results in individuals remaining in accommodation.

### **Corporate & Strategic Implications**

37. The analysis of the Accommodation Pathway, along with the discussion of challenges and blockages arising within this, directly relate to the Homelessness Strategy 2019–2023, and specifically relates to the desired outcomes of:
- Everyone has a route away from homelessness
  - The impact of homelessness is reduced
  - Nobody needs to return to homelessness.

### **Implications**

38. There are no financial implications arising from this paper.

### **Conclusion**

39. Despite challenges, the creation of a Rough Sleeper Accommodation Pathway has had a significant impact on the wellbeing of those found rough sleeping in the CoL.
40. There are more clients with high supports needs currently rough sleeping in the City than our accommodation pathway has capacity for and, crucially, this

includes our initial 'off the street' offer – a key option utilised by the outreach team.

41. While there is diversity in our pathway, there are insufficient bed spaces to offer changes of settings for clients who's support needs change.
42. The average length of stay of around two years hampers the fluidity of the pathway meaning clients must wait longer for the most suitable options.
43. Overall control of the pathway is hindered by the number of stakeholders involved and difficulties in retrieving data.

## **Appendices**

- Case studies – please see the non-public part of today's agenda.

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