

Committee	Dated:
Homelessness and Rough Sleepers Sub-Committee Rough Sleepers Strategy Group	04/12/2019
Subject: Rough Sleeping Performance Report – Quarter 2	Public
Report of: Andrew Carter, Director of Community and Children’s Services	For Information
Report author: Raj Singh- Executive Support Assistant	

Summary

This report updates Members on the level and nature of homelessness and rough sleeping activity within the City of London for the second quarter (Q2) of 2019/20- with information on the year 2018/19. Summary report for Parkguard can be found as Appendix 3.

- The City of London Corporation is one of the top five London local authorities with high numbers of rough sleepers recorded during the year 2018/19. The number of people seen rough sleeping has remained relatively stable in recent years, albeit the number of those seen for the first time during the year 2018/19 had increased from the previous year.
- The total number of rough sleepers in the City of London had dropped for the first time in 9 months to 174 in Q1 and has increased marginally to 181 in Q2 2019/20. This however is still above that reported for same quarter in 2018/19.
- The rough sleeper ‘flow’ (number of new rough sleepers to the street) has risen slightly from the previous quarter but remains relatively low in compared to other benchmark groups. Overall, the decline in the rough sleeper flow annually is the second fastest compared with London and benchmark groups.
- The proportion of new rough sleepers in the City of London is below that of the London average and other benchmark local authorities. However, the proportion of those living on the street longer term (stock) as well as intermittent returners is high in the City of London.
- 70% of new rough sleepers in Q2 did not spend a second night out nor were they seen rough sleeping again in the period. This indicates an improvement in performance from Q1. However, only one rough sleeper migrated into the Living on the Streets cohort during the same period.
- A total of nine people are now identified as most entrenched, RS205 clients,¹ and difficult to engage rough sleepers in the City. This is one more than the eight reported in previous quarter.
- Mental health support is the most prevalent need for those seen rough sleeping in the City of London.

¹ RS205 (rough sleepers 205) clients are identified as the most entrenched and prolific and hard-to-help rough sleepers

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. This report sets out information relating to homelessness and rough sleeping for the Q2 2019/20 period- in comparison to the previous quarter.
2. Rough sleeping is a form of homelessness and, according to the Combined Homelessness and Information Network (CHAIN)², rough sleepers are:

“people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or ‘bashes’)”.

For the purpose of this report, the definitions of the three categories of rough sleepers considered are described in Table 1.

Table 1: Categories of rough sleepers

New rough sleepers	Those who had not been contacted by outreach teams and identified as rough sleeping before the period.
Living on the streets	Those who have had a high number of contacts over three weeks or more, which suggests that they are living on the streets.
Intermittent rough sleepers	People who were seen rough sleeping at some point before the period began, and who were contacted in the period – but not seen regularly enough to be ‘living on the streets’.

Source: CHAIN Quarterly Report

Rough sleeping population in the City of London

3. Eighty-seven percent of people seen rough sleeping in Quarter 2 of 2019/20 were male and forty-two percent of the demographic were between the ages of 36 and 45 during this period. This is in line with the statistics of eight in ten of people seen rough sleeping during 2018/19 being males and four in ten of the rough sleeping population being between the ages of 36 to 45.
4. In Q2 of the 12 people seen rough sleeping who served in the armed forces, 5 were UK nationals. Time spent in the forces could have been at any point in the person's life, and it is not necessarily the case that the person has recently been discharged.

² CHAIN is a multi-agency database recording information about rough sleepers and the wider street population in London.

5. There was an increase of 27% in the number of people sleeping rough compared with that of Greater London (18.3%) and Inner London (16.4%) averages. The increased number of rough sleepers is attributable to increased number of new clients that migrated to the City of London in the last year and whilst their numbers dropped in Q1, it has increased marginally in Q2.

Table 2: Annual trend of rough sleepers in the City

Annual rough sleepers	2014/15	2015/16	2016/17	2017/18	2018/19	DOT (change from previous)
Total rough sleepers	373	440	379	348	441	↑
Flow (New)	168	225	200	122	211	↑
Stock (longer term)	149	158	129	168	165	↔
Returner (Intermittent)	56	57	50	58	65	↑

6. During the period, July to September, the total number of individual rough sleepers in the City of London had risen by 4% in comparison with the previous quarter. Whilst this is a relatively low rise especially in comparison to wider London and the other benchmark groups, it is a considerably higher than the number recorded during the same period last year (table 3).

Table 3: Number of rough sleepers – comparing quarterly trends

	2018/19				2019/20		% change from previous quarter
	Q1	Q2	Q3	Q4	Q1	Q2	
City of London	↓ 125	↓ 113	↑ 212	↑ 213	↔ 174	↔ 181	4%
Southwark	135	171	152	131	142	195	37.30%
Tower Hamlets	98	137	76	104	137	190	38.60%
Camden	248	281	298	298	183	265	44.80%
Westminster	774	836	905	986	888	1097	23.50%
Greater London	2595	3103	3289	3217	3172	3985	25.60%
Inner London					↓ 2288	↑ 2692	15%

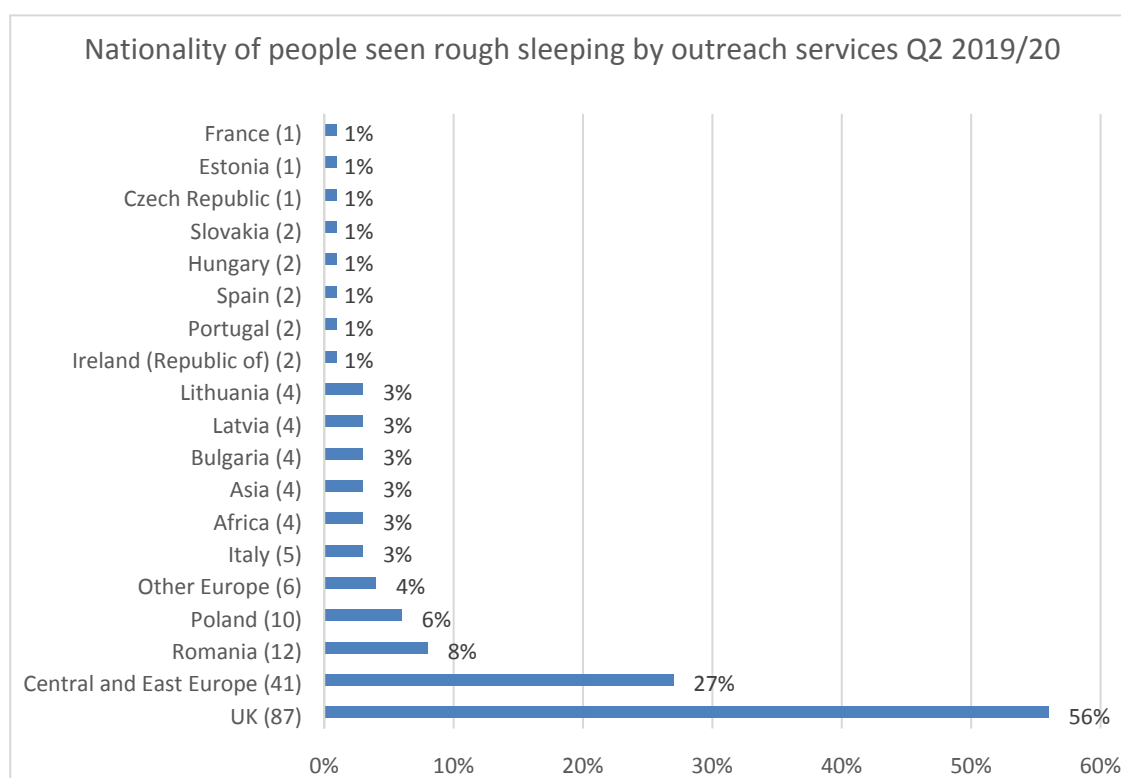
7. The rough sleeping population in the City of London during Q2 comprised:
- 60 (25%) new rough sleepers of which 1 joined the living on the street population
 - 59 (-9%) longer-term rough sleepers described as 'living on the streets', of which 9 people were identified as part of the most entrenched hard-to-help RS205 group
 - 63 (%) people who sleep rough intermittently and have returned to the streets (as defined in table 4).
8. In Q2, the proportion of people new to rough sleeping in the City (25%) is below that of London-wide average of (48%) as well as all other benchmarking local authorities.

Table 4: Composition of rough sleepers in Q2 2019/20

	New rough sleepers	New Rough Sleepers - Joined LOS ³	Intermittent Rough Sleepers (returner)	Living on the Streets (All) Longer Term	LOS - RS205+ (entrenched)	Total
City of London	60	1	63	59	9	181
Southwark	84	0	89	22	3	195
Tower Hamlets	87	2	87	18	4	190
Camden	95	1	129	42	7	265
Westminster	605	5	355	142	13	1097
Greater London	2069	26	1504	438	49	3985

9. 56% of the City of London rough sleeping population are UK nationals. Those from Central and East Europe account for 27% of which one in four are from Poland.

Graph 1: Nationality of City of London rough sleepers during Q2 2019/20



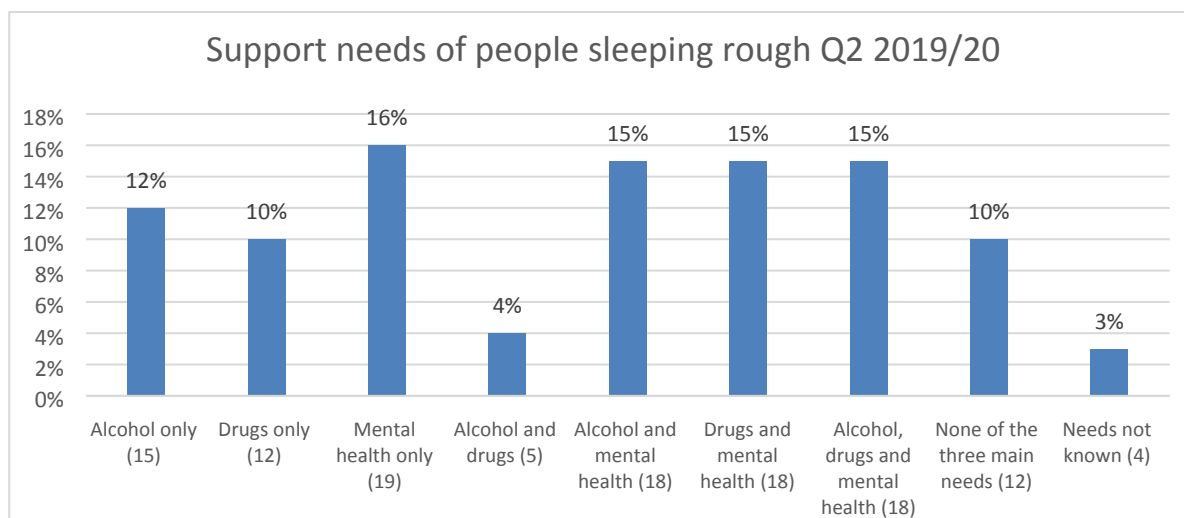
10. The ethnic profile and distribution of people seen rough sleeping in the City of London is not entirely dissimilar to that of the City population, as reported in the 2011 national census, where 61% of those aged 25 and above were of White-UK ethnic origin, 5% where Asians and 20% where White-Other, including White Europeans.

³ New rough sleepers - Joined LOS = New rough sleepers who have joined the living on the street's cohort. This category is counted in two categories (new rough sleeper and the living on the streets categories) so the overall total will only include these figures once to avoid double counting.

Support needs of rough sleepers in the City of London

11. Seventy-one (60%) of rough sleepers during Q2 were supported for mental health needs, this is followed by those with alcohol (46%) and drug (44%) related problems.
12. Eighteen people (15%) had more complex needs - a combination of the three main needs supported. Twelve people had other needs that are not part of the three main categories. Sixty clients were not assessed for needs during this period.

Graph 2: Support needs of rough sleepers during Q2 2019/20



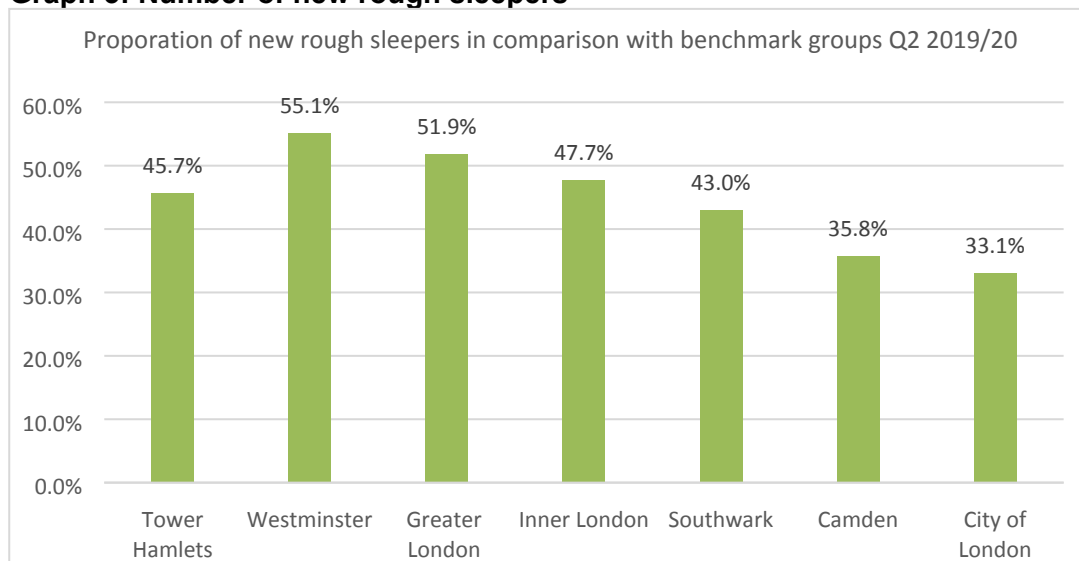
New rough sleepers (Flow)

13. The proportion of rough sleepers that are new (flow) has declined in recent years and for Q2 is lower than it has been in the last five years but has increased from Q1 2019/20 (*Table 5*). The City of London average is still below that of London and benchmarking local authorities (Graph 3).

Table 5: Proportion of people that are new to rough sleeping (Flow) over time

	2014/15	2015/16	2016/17	2017/18	2018/19	Q1 2019/20	Q2 2019/20	DOT
City of London	45.00%	51.10%	52.80%	35.10%	47.80%	27.60%	33.10%	↑
Greater London	67.40%	65.20%	62.80%	59.50%	62.40%	47.70%	51.90%	↑
Inner London	62.10%	61.60%	59.60%	56.70%	60.30%	45.90%	47.70%	↑

Graph 3: Number of new rough sleepers



Rough sleepers not spending a second night out

14. Forty two people new to rough sleeping (70%) in Q2 did not spend a second night out⁴ and one person joined the longer-term living on the street cohort.
15. City of London's performance for this measure is below that of London average and other benchmarking local authorities. Note however, that the number of people that spent a second or more nights reduced slightly from 18 to 17 this quarter even though the performance is low
16. One of the seventeen new rough sleepers that spent more than one night out, joined the 'living on the streets' cohort. This is better than 2 reported between June and September of 2018 (Q2).

Table 6: Percentage of new rough sleepers not spending a second night out (NSNO)

	2018/19				2019/20		Direction of travel (DOT)
	Q1	Q2	Q3	Q4	Q1	Q2	
City of London	76%	59%	76%	70%	63%	70%	↑
Southwark	62%	78%	77%	69%	70%	71%	↑
Tower Hamlets	71%	76%	64%	82%	84%	79%	↓
Camden	79%	75%	82%	70%	75%	74%	↓
Westminster	82%	78%	83%	83%	77%	87%	↑
Greater London	80%	80%	83%	81%	80%	80%	↔

Living on the streets longer-term rough sleepers (stock)

⁴ Those who spent a single night out but were not seen rough sleeping again during this period.

17. The total number of rough sleepers categorised as living on the street (stock) increased this quarter to 70%, indicating a 7% rise. However, this is still more than that reported for same quarter in 2018/19.
18. The proportion of longer-term rough sleepers in the City remains higher than benchmark groups at 33% compared with the London average (12%) and other benchmarking local authorities.

Table 7: Proportion of rough sleepers living on the street longer term (stock)

	2014/15	2015/16	2016/17	2017/18	2018/19	Q1 2019/20	Q2 2019/20	Yearly DOT
City of London	39.90%	35.90%	34.00%	48.30%	37.40%	37.40%	32.60%	↓
Greater London	21.00%	22.60%	24.40%	25.50%	23.50%	12.40%	11.00%	↓
Inner London	24.80%	25.50%	26.90%	27.70%	25.60%	14.20%	14.70%	↑

19. The number of longer-term rough sleepers is also noticeably higher in the City of London compared with geographical neighbours, apart from Westminster (table 8).
20. Nine RS205 clients, (i.e. the most entrenched and hard-to-help 205 identified rough sleepers), were reported sleeping rough in the City of London during Q2. This is up from eight reported in Q1 but better than eleven reported in the 2 quarters prior and reflects good achievement given the number of challenges faced with this group.

Table 8: Number of longer-term rough sleepers compared with previous period

	2017/18				2018/19				2019/20		% share of LOS
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	
City of London	46	49	49	40	34	30	66	74	65	59	33%
Southwark	15	24	26	25	19	24	23	17	23	22	11%
Tower Hamlets	16	26	16	13	18	20	13	18	17	18	9%
Camden	36	33	39	43	64	54	58	42	33	42	16%
Westminster	190	196	185	173	144	115	168	130	159	142	13%
Greater London	362	376	384	393	382	340	435	374	393	438	11%
Inner London									326	396	15%

Intermittent rough sleepers (returners)

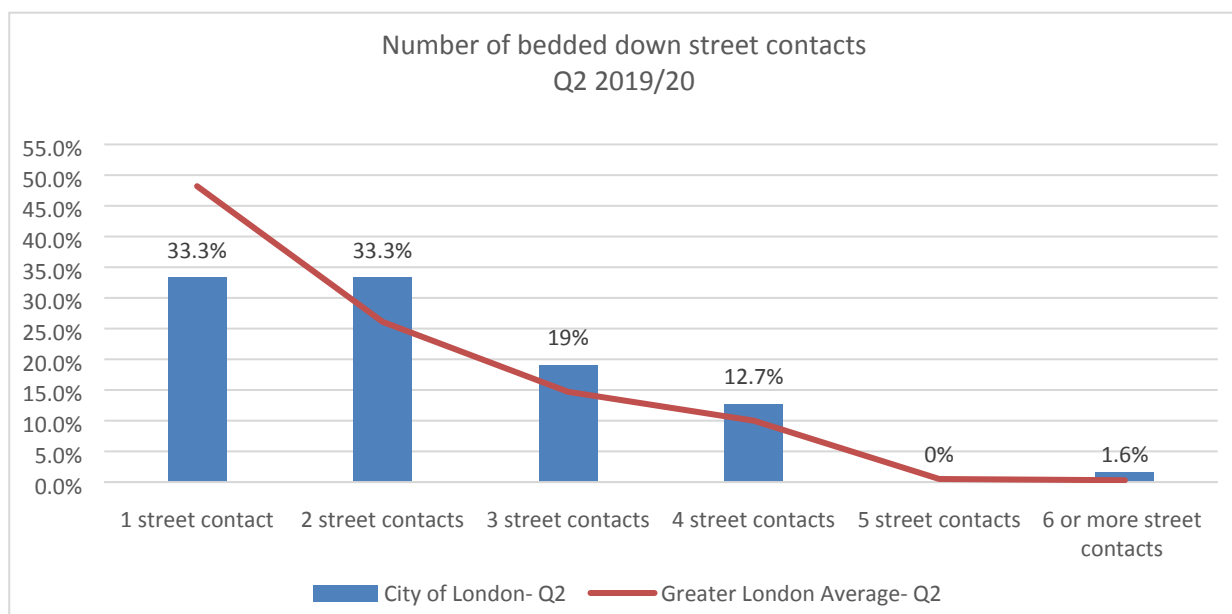
21. Sixty-three people were reported as intermittent rough sleepers during Q2, indicating no change from the previous quarter. These are people who have returned to the street during the reporting period but where not seen regularly.
22. Analysis of previous outturns shows that three in twenty rough sleepers are intermittent, that is, not seen regularly.

Table 9: Number of intermittent rough sleepers compared with previous period

Intermittent/Returners	2018/19				2019/20		Direction of Travel
	Q1	Q2	Q3	Q4	Q1	Q2	
City of London	62	63	54	68	63	63	↔
Southwark	63	78	75	63	65	89	↑
Tower Hamlets	49	59	41	44	54	87	↑
Camden	114	130	145	152	97	129	↑
Westminster	340	433	381	361	311	355	↑
Greater London	1159	1406	1330	1309	1298	1504	↑
Inner London					938	1025	↑

23. During Q1 of 2019/20, Twenty-two intermittent rough sleepers (35%) had one 'bedded down' contact with outreach workers. Forty-one people had two or more contacts, of which 13 (21%) had four or more contacts. During Q2 of 2019/20, Twenty-one intermittent rough sleepers (33%) had one 'bedded down' contact with outreach workers. Forty-two people had two or more contacts, of which 9 (14%) had four or more contacts.
24. The City of London proportionate rate of contacts made with intermittent rough sleepers demonstrates a high tempo of engagement between outreach workers and rough sleepers. A relatively high proportion of rough sleepers were engaged 3 or more times compared to the regional average.

Table 4: Bedded down street contacts made with intermittent rough sleepers – Q2



Accommodation stays during the quarter

25. Outreach teams and other services work to help rough sleepers into a range of accommodation types. During Q2, a total of 41 accommodation stays were recorded, of which 24 were temporary accommodation.
26. People are also helped to reconnect to their home area or country, where they have more options available to them, for example through appropriate support networks, entitlement to accommodation or access to an alcohol treatment centre. In Q1 2019/20, 4 people were helped with reconnections of which 50% were destinations in and outside the UK. Similarly, in Q2 2019/20, 2 people were helped with reconnections with their local areas or countries.

Table 10: Number and percentage of Q2 accommodation stays

Accommodation	No. of stays				% share			
	2018/19		2019/20		2018/19		2019/20	
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
City Assessment Hubs	44	47	22	13	59%	38%	47%	42%
Bed & breakfast	13	25	11	8	18%	20%	23%	20%
Clinic/detox/rehab								
Hostel	7	10	5	3	9%	8%	11%	7%
Long-term accommodation	1		1	3	1%		2%	7%
No second night out								
Temporary accommodation (local authority)	2	7	6	12	3%	6%	13%	29%
Supported reconnection	7				9%			
SWEP (Local)		18				15%		
SWEP (Pan-London)		11				9%		
Winter/Night Shelter		5	2	1		4%	4%	2%
Total Stay	74	123	47	40	74	123	47	40

Implications

27. The prevention and relief of rough sleeping in the City of London links directly to the 2018/23 corporate plan, particularly the aim of contributing to a flourishing society.
28. There are no direct financial or legal implications associated with this report.

Health Implications

29. There are no direct health implications associated with this report. The service however continues to support rough sleepers with their health needs.

Conclusion

30. The number of rough sleepers seen during Q2 2019/20 in the City of London is slightly above that of the previous quarter and is still higher than that of benchmark local authorities. The City of London's rate of decline is faster than most in benchmark group.
31. A significant proportion of the City of London rough sleeping population are longer term rough sleepers, referred to as being stock or returning clients.
32. In Q2, 70% (42 of the 60) of new rough sleepers spent just a single night out and were not seen rough sleeping again. This is in line with the previous outturn but below the London average.
33. Seventeen (28%) of the 60 new rough sleepers spent more than one night out or were not seen rough sleeping again in the period. And only one new rough sleeper joined the 'living on the streets' cohort.
34. In Q2 2019/20, 29 people were provided with accommodation stays and 2 were helped with reconnections with their local areas or countries. This is one less than the 30 helped in the previous quarter of which 4 were helped with reconnections in Q1.

Appendices

- Appendix 1 – Greater London spatial map of the number of bedded down street contacts recorded in 2018/19 by Middle Super Output Area (MSOA).
- Appendix 2 – Spatial map of number of rough sleepers in London 2018/19
- Appendix 3 – Parkguard Report September 2019

Raj Singh

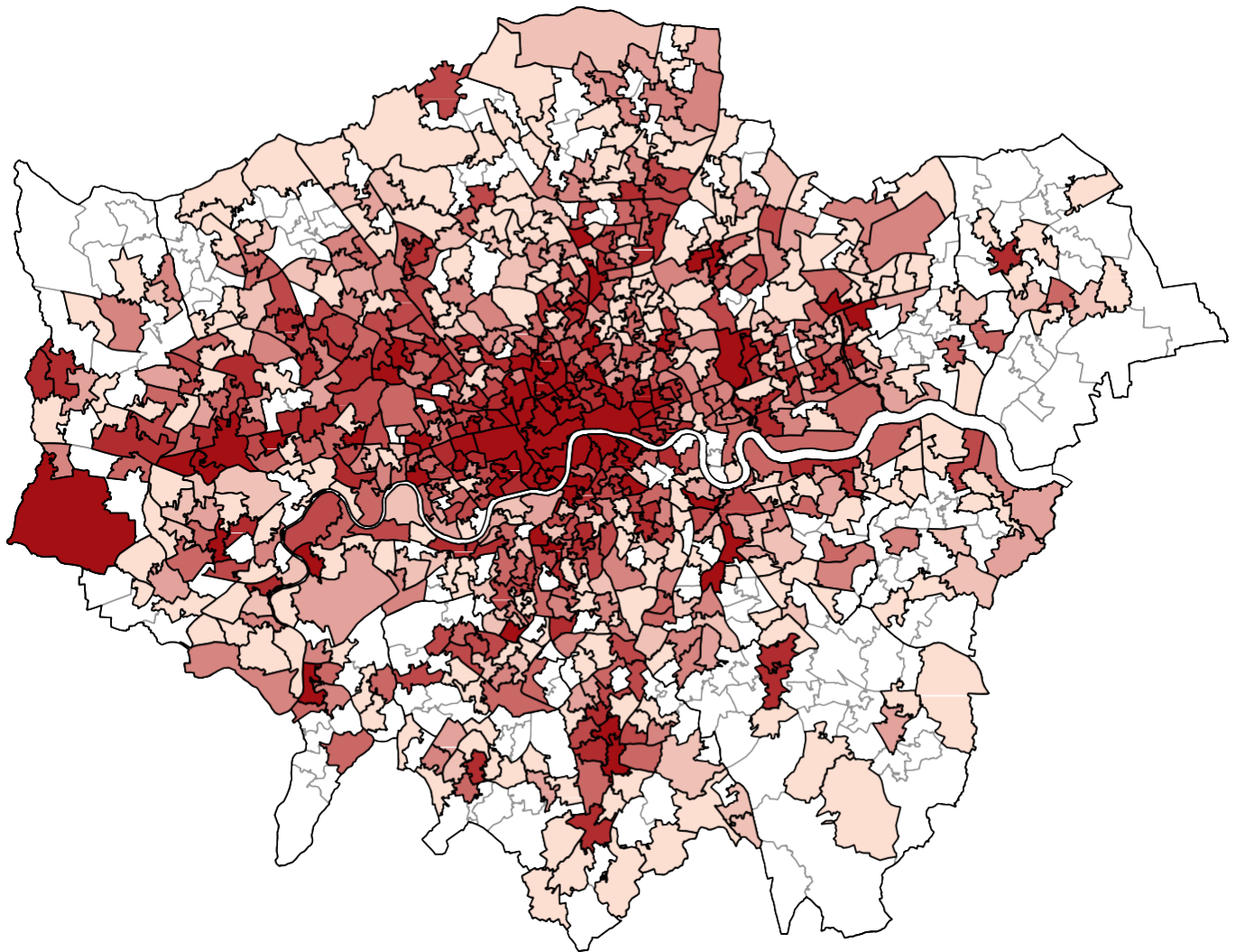
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Appendix 1 – Greater London map of bedded down street contacts 2018/19

The map below shows the number of bedded down street contacts recorded in each Middle Super Output Area across Greater London during the period. It is important to note that this represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given area.

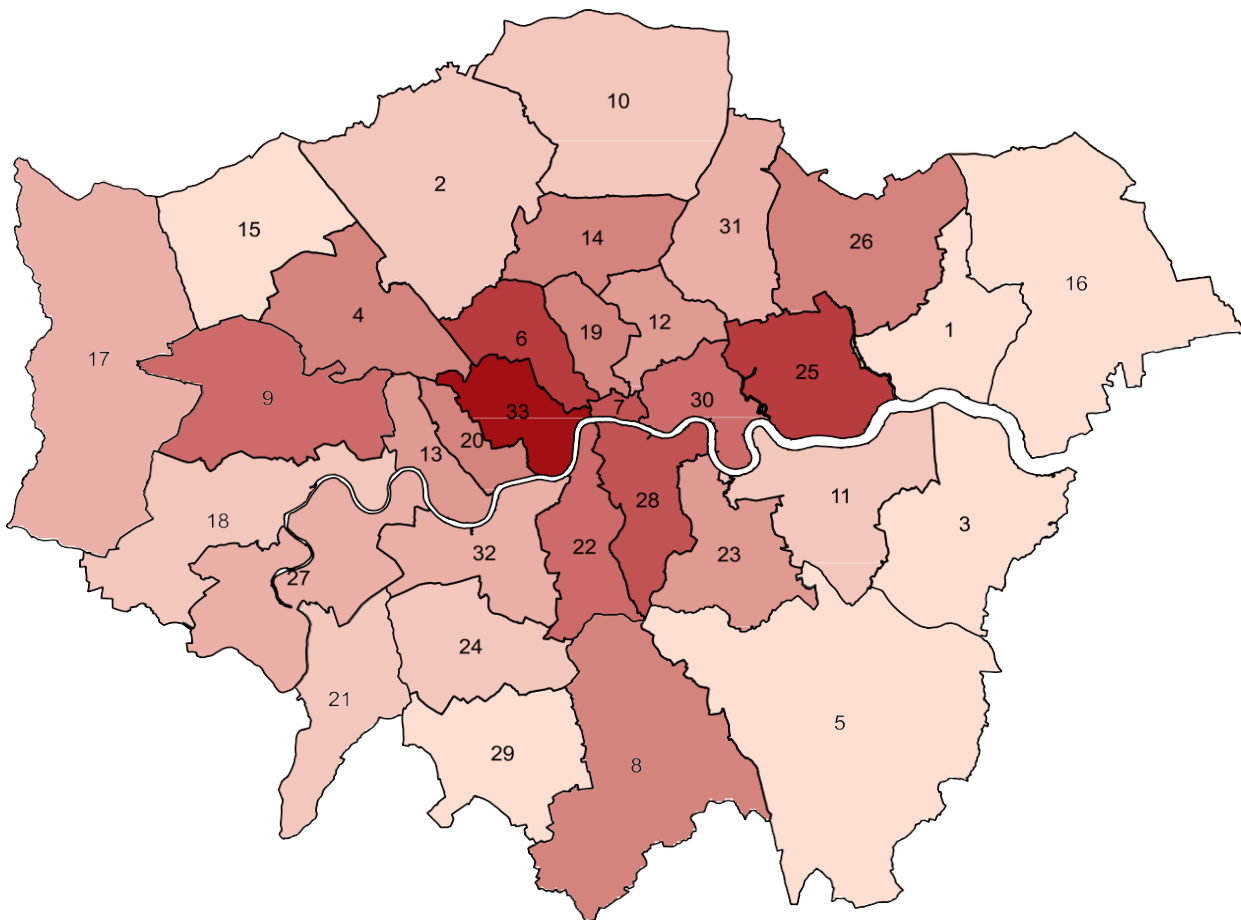


No. Bedded Down Contacts

1	3	6-10	21-50
2	4-5	11-20	51+

Appendix 2 – Greater London map of bedded down street contacts 2018/19

The below is a colour coded spatial representation of the total number of people seen rough sleeping in each borough during the year 2018/19. City of London is one of the top five local authorities with high numbers of rough sleepers recorded during the year.



No. People Seen Rough Sleeping				
1 - 50	101 - 150	201 - 300	401 - 500	1001 - 2000
51 - 100	151 - 200	301 - 400	501 - 1000	2001+

Appendix 3- Parkguard					
Key	Borough	Total	Key	Borough	Total
1	Barking & Dagenham	49	12	Hackney	163
2	Barnet	94	13	Hammersmith & Fulham	171
3	Bexley	32	14	Haringey	253
4	Brent	248	15	Harrow	30
5	Bromley	47	16	Havering	32
6	Camden	815	17	Hillingdon	123
7	City of London	441	18	Hounslow	87
8	Croydon	274	19	Islington	276
9	Ealing	382	20	Kensington & Chelsea	265
10	Enfield	100	21	Kingston upon Thames	86
11	Greenwich	91	22	Lambeth	363
			23	Lewisham	165
			24	Merton	57
			25	Newham	612
			26	Redbridge	214
			27	Richmond	128
			28	Southwark	435
			29	Sutton	49
			30	Tower Hamlets	316
			31	Waltham Forest	137
			32	Wandsworth	111
			33	Westminster	2512
			34	Heathrow	283

Report September 2019



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City Of London SPT

Patrol Summary Report (01/09/19 to 30/09/19)

Report filter: Contract = City Of London SPT, Ward/Zone = All, Site = All

Incident Synopsis

*These statistics are the number of incidents only not the number of people processed in relation to the incident

Ward Information

Ward	Number of visits to locations in this ward	Number of occurrences / action required
City of London	94	272

Occurrence

Liaised - Other	1
Liaised - Client/ Client Staff	3
Liaised - Public/ Park User	30
Nuisance (Adult/over 18)	10
Nuisance (Littering)	1
Liaised - Police Control	3
Police Joint Patrol	2
Liaised - Police Officers	6
Joint Shifts with Outreach	3
Street Pop (Begging)	21
Drinkers present - No Off	1
Street Pop (Homelessness)	41
Welfare Check of a person(s)	40

Outcome

All in order during patrol	75
Police called to attend	3
Brought to Att of Police	2
Person Arrested by Police	2
Requested/directed to leave from known sleep/begging site	10
Warning/ Advised at scene	12
Monitor issue on future visits	2
Monitored a location and provided re-assurance	4
Police References- CAD URN STORM	3