

Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee	25/02/2020
Subject: Rough Sleepers Performance Report – Quarter 3	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 third quarter (Q3) of 2019/20 – with information on the year 2018/19. The 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 a high number 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 was measured at 181 in Q2 2019/20 but this number has fallen noticeably to 145 in Q3 2019/20. This figure is also considerably lower than the number reported for same quarter in 2018/19.
- The rough sleeper ‘flow’ (number of new rough sleepers to the street) has fallen from the previous quarter and remains relatively low 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 (LOS) longer term (stock) as well as intermittent returners is high in the City of London.
- Of new rough sleepers in Q3, 40% did not spend a second night out, nor were they seen rough sleeping again in the period. This is below the figures recorded in Q2. This is due to six rough sleepers migrating into the LOS cohort during the same period.
- A total of 11 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 nine reported in the previous quarter.

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

- Mental health support is the most prevalent need for those seen rough sleeping in the City of London.

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 (LOS)	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. Of the people seen rough sleeping in Q3 of 2019/20, 87% were male and 34% of the demographic were between the ages of 36 and 45 during this period. This is in line with the statistics of eight in 10 people seen rough sleeping during 2018/19 being males and four in 10 of the rough sleeping population being between the ages of 36 to 45.

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

4. The number of people seen rough sleeping during 2018/19 remained relatively similar to recent years. There was an increase of 27% in the number of people sleeping rough compared with the Greater London (18.3%) and Inner London (16.4%) averages. The increased number of rough sleepers is attributable to increased number of new clients who migrated to the City of London in the last year. While their numbers increased in Q2, it has since dropped in Q3.

Table 2: Annual trend of rough sleepers in the City

Annual rough sleepers	2014/15	2015/16	2016/17	2017/18	2018/19	Direction of travel (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	↑

5. The City of London is one of the London local authorities that had the greatest number of rough sleepers seen in 2018/19. Others include Westminster, Camden, Newham, Southwark and Tower Hamlets. City of London performance and numbers are now regularly benchmarked against these authorities.
6. During the period October to December, the total number of individual rough sleepers in the City of London had fallen by 20% in comparison with the previous quarter. This is a relatively steep fall, especially in comparison to wider London and the other benchmark groups. It is also considerably lower 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	Q3	
City of London	125	113	212	213	174	181	145	-20%
Southwark	135	171	152	131	142	195	201	3.00%
Tower Hamlets	98	137	76	104	137	190	127	-33.00%
Camden	248	281	298	298	183	265	235	-11.00%
Westminster	774	836	905	986	888	1,097	768	-30.00%
Greater London	2,595	3,103	3,289	3,217	3,172	3,985	3,637	-9.00%

7. The rough sleeping population in the City of London during Q3 comprised:
- 40 (28%) new rough sleepers, of which six joined the LOS population – 33% lower than the number of new rough sleepers seen in Q2.

- 58 (40%) longer-term rough sleepers described as 'living on the streets' (which was 2% lower than the number seen in Q2) of which 11 people were identified as part of the most entrenched hard-to-help RS205 group.
- 53 (37%) people who sleep rough intermittently and have returned to the streets – 19% less than the figures seen in Q2 (as defined in Table 4).

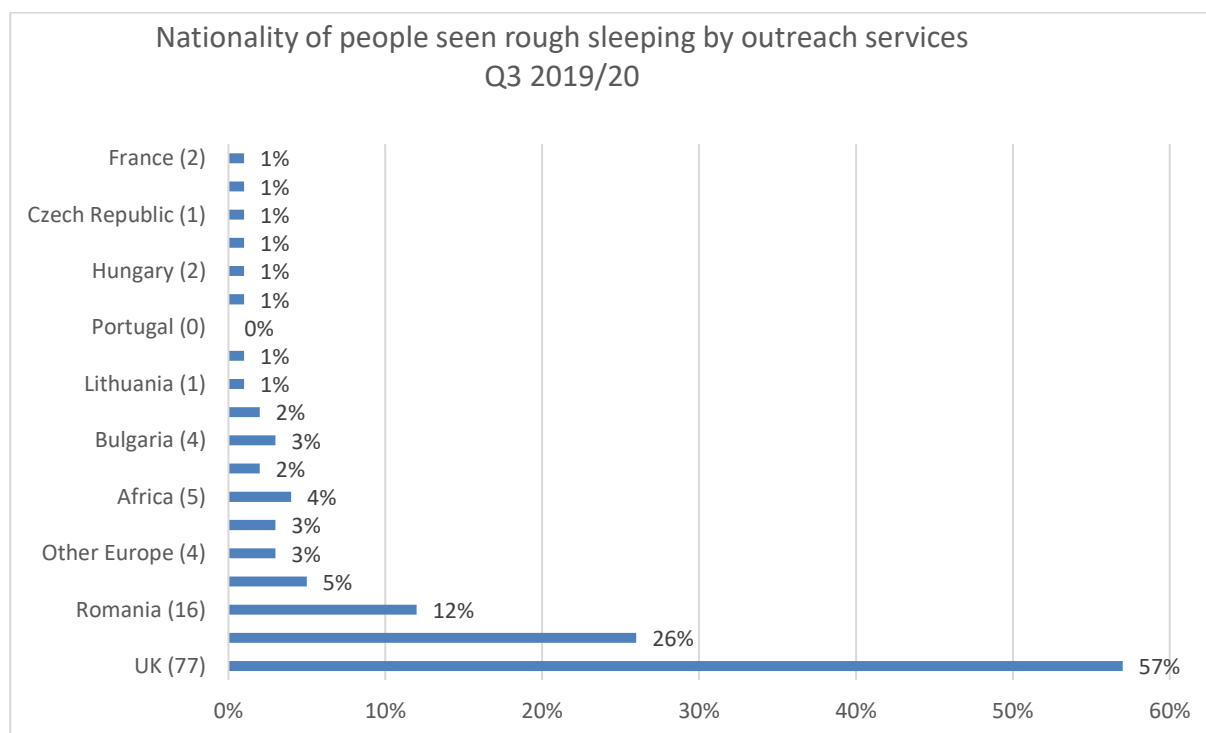
8. In Q3, the proportion of people new to rough sleeping in the City had fallen by 33% overall, which is below the London-wide average of (48%) as well as all other benchmarking local authorities.

Table 4: Composition of rough sleepers in Q3 2019/20

	New Rough Sleepers	New Rough Sleepers – Joined LOS ³	Intermittent Rough Sleepers (returner)	LOS (All) Longer Term	LOS - RS205+ (entrenched)	Total
City of London	40	6	53	58	11	145
Southwark	104	1	71	27	3	201
Tower Hamlets	53	1	63	12	0	127
Camden	70	4	125	44	3	235
Westminster	315	4	332	125	15	768
Greater London	1,729	36	1,489	455	47	3,637

Of the City of London rough sleeping population, 58% are UK nationals. Those from Central and East Europe account for 26%, of which one in five are from Poland.

Graph 1: Nationality of City of London rough sleepers during Q3 2019/20



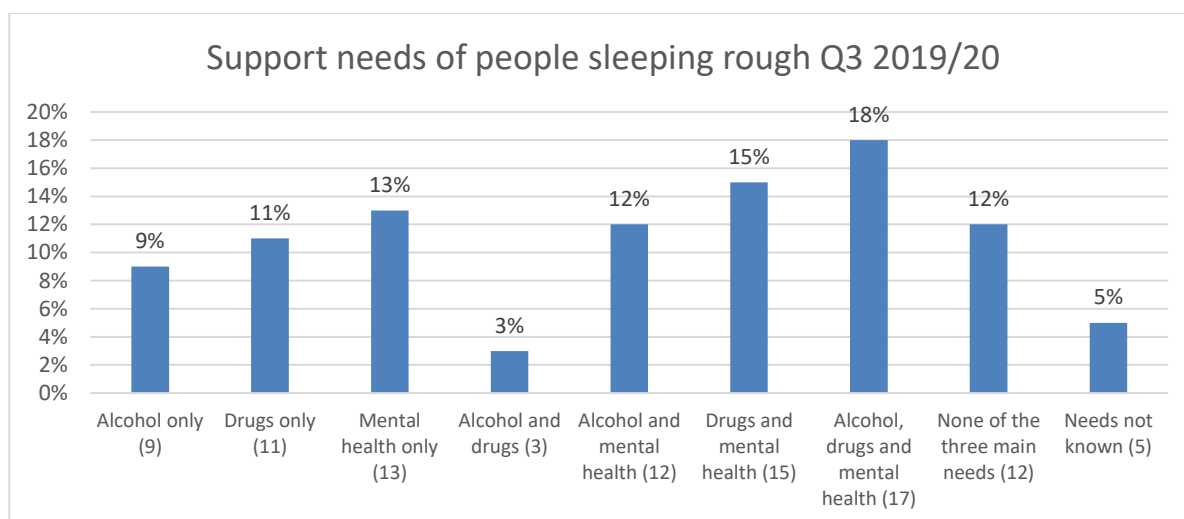
³ New rough sleepers – Joined LOS = New rough sleepers who have joined the LOS cohort. This category is counted in two categories (new rough sleeper and the LOS categories) so the overall total will only include these figures once to avoid double counting.

9. 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.

Support needs of rough sleepers in the City of London

10. Of rough sleepers during Q3, 57 (59%) were supported for mental health needs. This is followed by those with alcohol (46%) and drug (44%) related problems.
11. There were 17 people (18%) who had more complex needs – a combination of the three main needs supported: 12 people had other needs that are not part of the three main categories; and 48 clients were not assessed for needs during this period.

Graph 2: Support needs of rough sleepers during Q3 2019/20



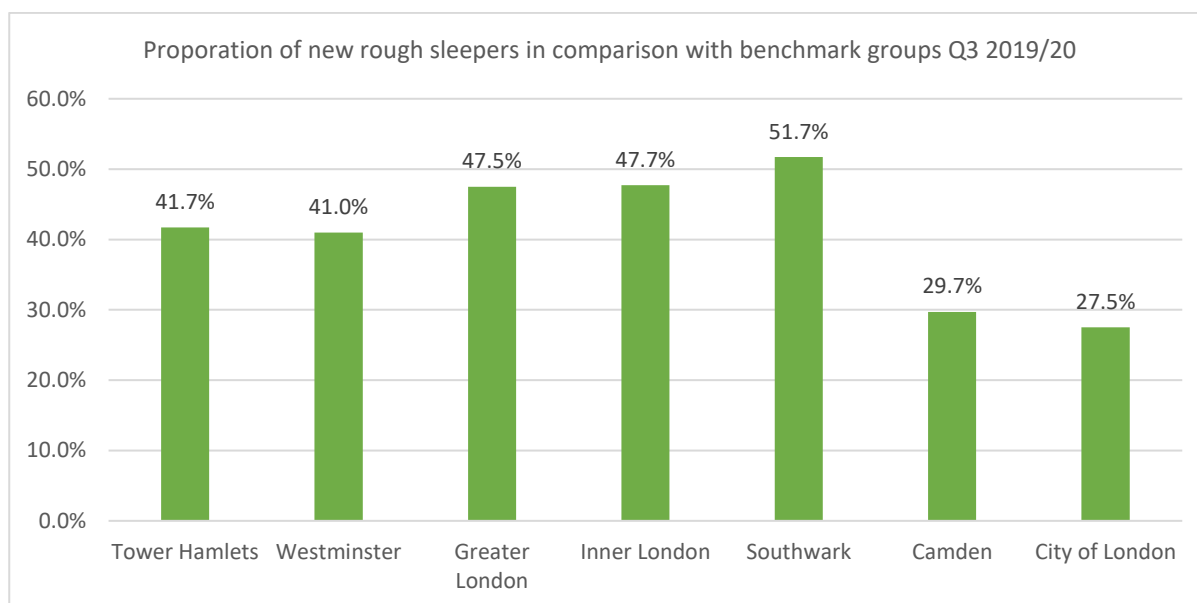
New rough sleepers (Flow)

12. The proportion of rough sleepers that are new (flow) has declined in recent years. For Q3, the number is lower than it has been in the last five years (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	Q3 2019/20	DOT
City of London	45.00%	51.10%	52.80%	35.10%	47.80%	27.60%	33.10%	27.50%	↓
Greater London	67.40%	65.20%	62.80%	59.50%	62.40%	47.70%	51.90%	47.50%	↓

Graph 3: Number of new rough sleepers



Rough sleepers not spending a second night out

13. Sixteen people new to rough sleeping (40%) in Q3 did not spend a second night out⁴ and six people joined the longer-term LOS cohort.
14. City of London's performance for this measure is below the London average and other benchmarking local authorities. Note that the number of people who spent a second or more nights out increased marginally from the previous quarter, from 17 to 18.
15. Six of the 18 (a third) new rough sleepers who spent more than one night out, joined the LOS cohort. That is five more than the figures 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			DOT
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	
City of London	76%	59%	76%	70%	63%	70%	40%	↓
Southwark	62%	78%	77%	69%	70%	71%	77%	↑
Tower Hamlets	71%	76%	64%	82%	84%	79%	42%	↓
Camden	79%	75%	82%	70%	75%	74%	74%	↔
Westminster	82%	78%	83%	83%	77%	87%	82%	↓
Greater London	80%	80%	83%	81%	80%	80%	77%	↔

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

LOS longer-term rough sleepers (stock)

16. The total number of rough sleepers categorised as LOS (stock) increased this quarter to 70%, indicating a 7% rise. However, this is still more than that reported for the same quarter in 2018/19.
17. The proportion of longer-term rough sleepers in the City remains higher than benchmark groups, at 40% compared with the London average (12%) and other benchmarking local authorities.

Table 7: Proportion of rough sleepers LOS longer-term (stock)

	2014/15	2015/16	2016/17	2017/18	2018/19	Q1 2019/20	Q2 2019/20	Q3 2019/20	Yearly DOT
City of London	39.90%	35.90%	34.00%	48.30%	37.40%	37.40%	32.60%	40.00%	↑
Greater London	21.00%	22.60%	24.40%	25.50%	23.50%	12.40%	11.00%	12.50%	↑

18. 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).
19. Eleven 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 Q3. This is up from nine reported in Q2 (the same as the 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	Q3	Q3
City of London	46	49	49	40	34	30	66	74	65	59	58	40%
Southwark	15	24	26	25	19	24	23	17	23	22	27	13%
Tower Hamlets	16	26	16	13	18	20	13	18	17	18	12	9%
Camden	36	33	39	43	64	54	58	42	33	42	44	19%
Westminster	190	196	185	173	144	115	168	130	159	142	125	16%
Greater London	362	376	384	393	382	340	435	374	393	438	455	13%

Intermittent rough sleepers (returners)

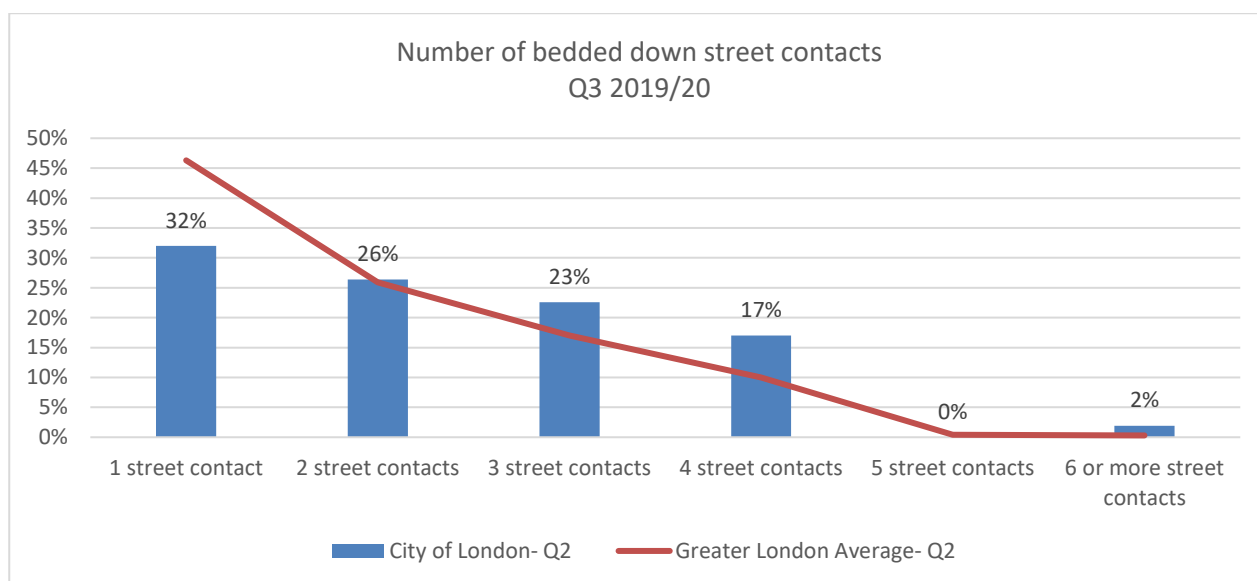
20. Fifty-three people were reported as intermittent rough sleepers during Q3, indicating a 16% fall from the previous quarter. These are people who have returned to the street during the reporting period but where not seen regularly.
21. Analysis of previous outturns shows that three in 20 rough sleepers 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	Q3	
City of London	62	63	54	68	63	63	53	↓
Southwark	63	78	75	63	65	89	71	↓
Tower Hamlets	49	59	41	44	54	87	63	↓
Camden	114	130	145	152	97	129	125	↓
Westminster	340	433	381	361	311	355	332	↓
Greater London	1,159	1,406	1,330	1,309	1,298	1,504	1,489	↓

22. During 2018/19, 184 people (42%) had one bedded-down contact, of which 65 are returners. There were 257 people who had two or more contacts, and 25 had more than 20 contacts. During Q2 of 2019/20: 21 intermittent rough sleepers (33%) had one 'bedded down' contact with outreach workers; and 42 people had two or more contacts, of which nine (14%) had four or more contacts. In Q3: 17 rough sleepers (32%) had a 'bedded down' contact; and 36 had two or more contacts, of which 10 (19%) had four or more contacts.
23. 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 three or more times compared to the regional average.

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



Accommodation stays during the quarter

24. Outreach teams and other services work to help rough sleepers into a range of accommodation types. These commonly include assessment centres, hostels, private rented sector and local authority temporary accommodation. During the year

2018/19, more than 200 accommodation stays were provided for 103 individuals seen rough sleeping in the City of London. A total of 76 individuals arrived at temporary accommodation during the year and 78 individuals departed over the same period. During Q3, a total of 47 accommodation stays were recorded, of which 28 were temporary accommodation.

25. 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. During the year 2018/19, 13 people seen rough sleeping had confirmed reconnections; 14% were to destinations outside of the UK and 7% were to Central and Eastern European countries. In Q2 2019/20, two people were helped with reconnections to their local areas or countries. Similarly, in Q3, one person was helped with reconnection through returning to their home area.
26. The use of Assessment Hubs account for almost half of the type of accommodation provided. Provision of Severe Weather Emergency Protocol (SWEP) accommodation was predominant during Q3 of 2018/19.

Table 10: Number and percentage of Q3 accommodation stays

Accommodation	No. of stays				% share			
	2018/19	2019/20			2018/19	2019/20		
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
Assessment Hubs	47	22	13	6	38%	47%	32%	12%
Bed & breakfast	25	11	8	13	20%	23%	20%	25%
Clinic/detox/rehab								
Hostel	10	5	3	12	8%	11%	7%	23%
Long-term accommodation		1	3	2		2%	7%	4%
No second night out				3				6%
Temporary accommodation (local authority)	7	6	12	5	6%	13%	29%	10%
Supported reconnection								
SWEP* (Local)	18			1	15%			2%
SWEP (Pan-London)	11				9%			
Winter/Night Shelter/Assessment centre	5	2	1	10	4%	4%	2%	19%
Total Stay	123	47	40	52	100%	100%	97%	100%

*Severe Weather Emergency Provision (SWEP)

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 Q3 2019/20 in the City of London is below the number recorded in the previous quarter and is lower 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 Q3, 40% (42 of the 60) of new rough sleepers spent just a single night out and were not seen rough sleeping again. This is lower than the previous outturn and below the London average.
33. Of the 40 new rough sleepers, 18 (45%) spent more than one night out or were not seen rough sleeping again in the period. A total of six new rough sleepers joined the LOS cohort.
34. More than 100 individuals were provided with accommodation stays during 2018/19 and 14 were helped with reconnections with their local areas or countries. In Q3 2019/20, 31 people were supported into accommodation. This is higher than the 29 individuals supported into accommodation in the previous quarter, two of which were supported to return to area of local connection.

Appendices

- Appendix 1 – Greater London map of bedded down street contacts 2018/19 by Middle Super Output Area (MSOA).
- Appendix 2 – Spatial map of number of rough sleepers in London 2018/19
- Appendix 3 – Summary report for Parkguard

Raj Singh

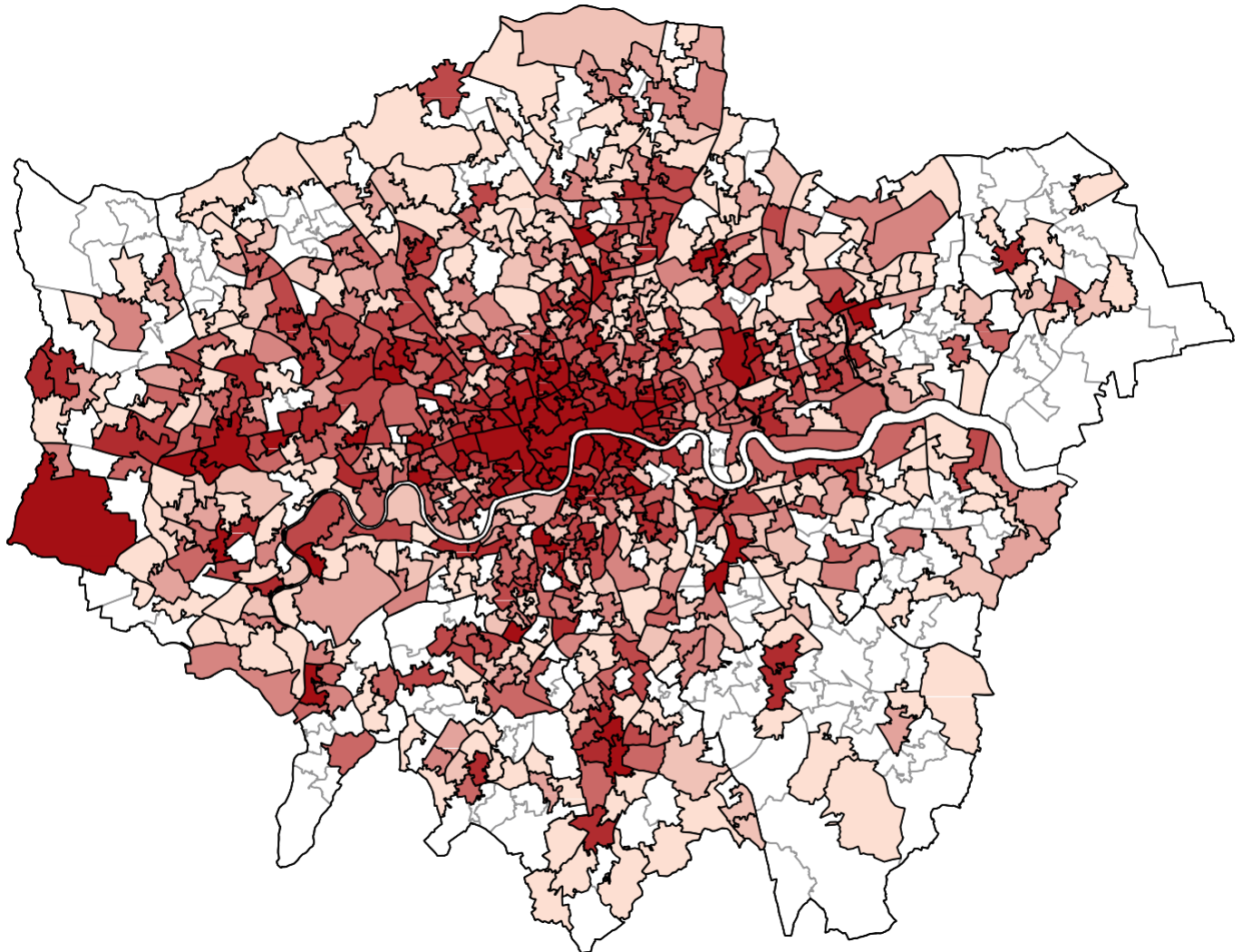
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Appendix 1 – Greater London map of bedded down street contacts 2018/19 by Middle Super Output Area (MSOA)

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.

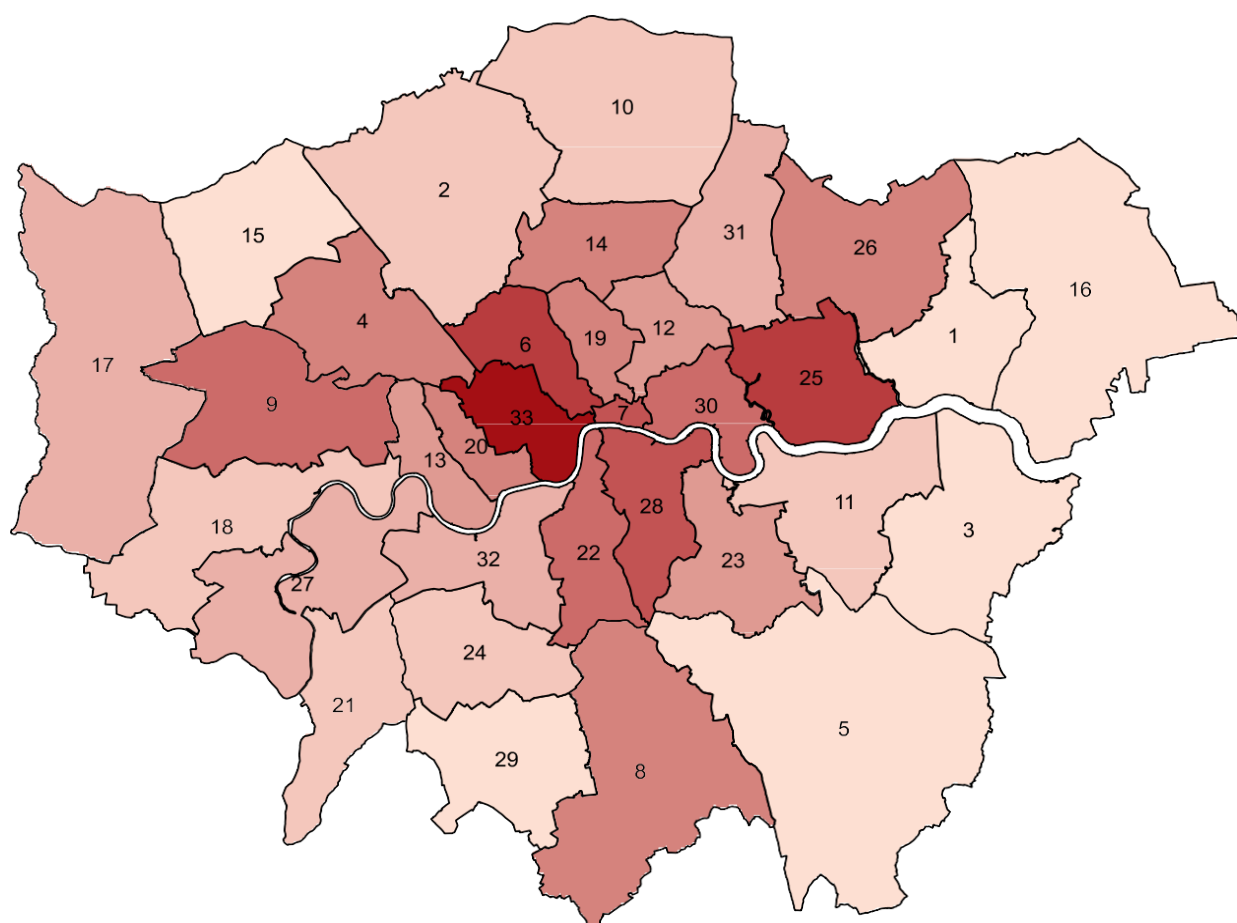


No. Bedded Down Contacts

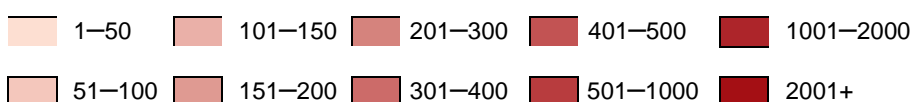
1	3	6-10	21-50
2	4-5	11-20	51+

Appendix 2 – Spatial map of number of rough sleepers in London 2018/19

The map 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



Key	Borough	Total
1	Barking & Dagenham	49
2	Barnet	94
3	Bexley	32
4	Brent	248
5	Bromley	47
6	Camden	815
7	City of London	441
8	Croydon	274
9	Ealing	382
10	Enfield	100
11	Greenwich	91

Key	Borough	Total
12	Hackney	163
13	Hammersmith & Fulham	171
14	Haringey	253
15	Harrow	30
16	Havering	32
17	Hillingdon	123
18	Hounslow	87
19	Islington	276
20	Kensington & Chelsea	265
21	Kingston upon Thames	86
22	Lambeth	363

Key	Borough	Total
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

Appendix 3 – Parkguard Summary



Parkguard Ltd
Service provider to Local Authorities and Police
www.parkguard.co.uk



City Of London SPT

Patrol Summary Report (01/10/19 to 31/12/19)

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	289	805

Trigger

Non-Police Tasking/Request	4
Police Tasking (See PolPR)	1

Occurrence

Area Search Missing Person	2
Drug Paraphernalia Found	2
Liaised - Other	7
Liaised - Client/ Client Staff	23
Liaised - Public/ Park User	77
Meeting Attended (Specify)	6
Nuisance (Adult/over 18)	20
Nuisance (By-law Infringement)	1
Nuisance (Littering)	2
Police Joint Patrol	1
Liaised - Police Officers	6
Police Request (General)	1
Street Pop (Begging)	72
Joint Shifts with Outreach Staff	10
Referred to Support Service	2
Drinkers present - No Off	1
Street Pop (Homelessness)	128
Welfare Check of a person(s)	117

Outcome

All in order during patrol	222
No further action required	1
Requested/directed to leave from known sleep/begging site	40
Warning/ Advised at scene	44
Monitor issue on future visits	20
Monitored a location and provided re-assurance	3
Street Pop - Rough Sleeper taken to accommodation	1
Thanked for assistance	1