

<b>Committee:</b>	<b>Dated:</b>
Homelessness and Rough Sleeping Sub-Committee – For Information	14/02/2022
<b>Subject:</b> Rough Sleeping Q3 2021/22 Performance Report	<b>Public</b>
<b>Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?</b>	1, 2, 3, 4, 11
<b>Does this proposal require extra revenue and/or capital spending?</b>	<b>No</b>
<b>If so, how much?</b>	<b>N/A</b>
<b>What is the source of Funding?</b>	<b>N/A</b>
<b>Has this Funding Source been agreed with the Chamberlain’s Department?</b>	<b>N/A</b>
<b>Report of:</b> Andrew Carter, Director of Community and Children’s Services	<b>For Information</b>
<b>Report author:</b> Jack Deeproose, Rough Sleeping Co-ordinator	

### Summary

This report presents data and a brief narrative related to rough sleeping, and the accommodation of rough sleepers, in the City of London (CoL) during the Quarter 3 (Q3) period, October to December 2021. It includes reference to yearly and previous quarterly CoL and neighbouring borough comparisons. This report shows an increase of rough sleeping as reported on the Combined Homeless and Information Network (CHAIN) database during the quarter overall – a 44% increase on the previous quarter's total.

New rough sleepers have increased by 36% and Living on the Streets (LOS) clients have increased by 29%. This report notes the challenges which the transitory nature of both these cohorts poses, while also presenting analysis on the frequency of bedded-down contacts for entrenched rough sleepers who may be moving between boroughs.

This report also analyses the client data of the total 183 rough sleepers reported on CHAIN and illustrates very high levels of individuals who bedded down little or sporadically during Q3 (68%). This report also shows high levels of ‘unknown’ clients across total rough sleepers (29%), and particularly high among ‘new’ rough sleepers (68%). Further analysis in this report shows that 38% of all intermittent clients in Q3 had non-CoL accommodation open to them and bedded down infrequently. This report uses this analysis to hypothesise and determine trends in the increase in rough sleeping data. It highlights the challenges these frequency and transient levels present to services, while noting that this increase is not cumulative, with Street Count figures in Q3 falling and maintaining a low level.

While this report highlights the overall rise in rough sleeping numbers in the Square Mile during Q3 2021/22, it also shows that accommodation and reconnection events are at an extremely high level compared to previous periods. Accommodation and reconnection events are up by 61% on Q2 of this financial year, up by 14% against Q3 during the ‘Everyone In’ campaign, and up by 110% against the last quarter reported before the COVID-19 pandemic.

### Recommendation

Members are asked to note the report.

## Main Report

### Background

1. The number of individuals sleeping rough in the Square Mile has risen overall since Q2 2021/22 (July to September). The table below shows the total number of individual rough sleepers in the CoL each quarter. The data shows a 39% increase from Q3 2020/21 (132) to Q3 2021/22 (183), and a 44% increase in total rough sleepers since Q2 2021/22 (127) to Q3 2021/22 (127).

Table to show Q3 rough sleeping totals year on year comparison

2019/20	2020/21	2021/22
Q3	Q3	Q3
145	132	183

2. Accommodation and reconnection events for rough sleepers have risen by 61% for Q3 2021/22 when compared to Q2 2021/22. This percentage increase is primarily due to large increases in short-term accommodation events. This is also an increase of 14% over the same quarterly period last year, during the pandemic accommodation response. When compared to the last pre-pandemic quarter, accommodation outcomes have risen by 110% in Q2 2021/22 against Q3 2019/20.

Table to show Q3 accommodation outcomes year on year comparison

Q3 2019/20	Q3 2020/21	Q3 2021/22
39	72	82

### Current Position

#### *Comparison with street audits*

3. The increase in overall rough sleeping in Q3 is shown to be highly influenced by a large number of rough sleepers spending only one night in CoL, with a larger number spending less than five nights, along with many of these clients being 'unknown'. This increase, however, does not appear to be cumulative at this stage, and this is illustrated by the table below showing our three street counts during Q3.

Street Counts Q3 2021		
Oct -21	Nov-21 (2021 Street Count)	Dec -21
21/10/2021	25/11/2021	16/12/2021
31	20	21

4. The nightly snapshot street audit figure is low and has decreased during the quarter and is now maintaining. This suggests that the rise in total figures is not cumulative and, as illustrated by the bedded-down frequency CHAIN data of individual clients, shows largely

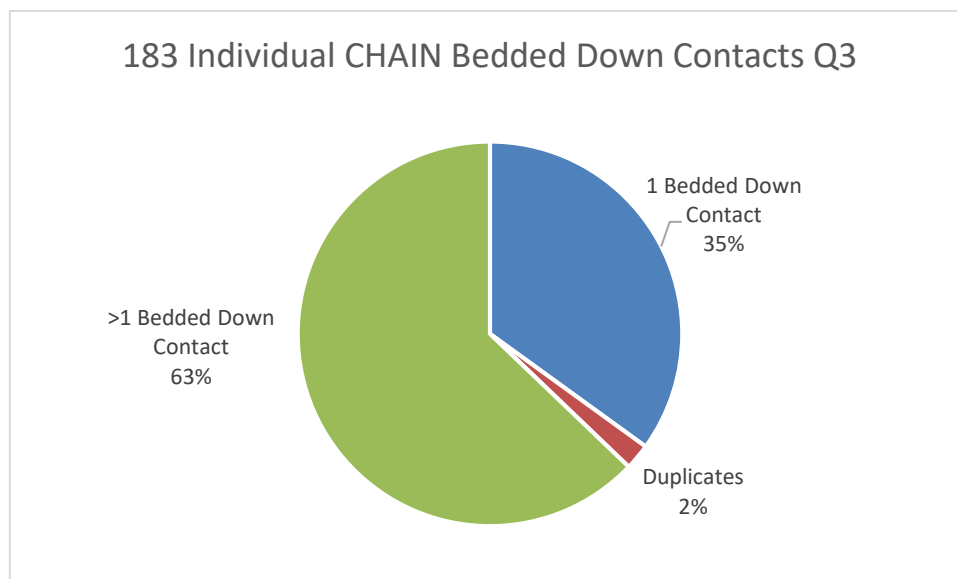
transient movement of rough sleepers through CoL. Street counts in CoL are thorough and accurate due to the comparatively small geographical area, allowing the Outreach team to visit nearly every street.

*Rise in rough sleeping analysis*

- Total individuals seen sleeping rough during Q3 increased by 44% against the previous quarter, with the total rising from 127 to 183. This increase is higher than other neighbouring boroughs. The table below shows the percentage change in rough sleeping across neighbouring boroughs from Q2 to Q3.

	CoL	Tower Hamlets	Camden	Southwark	Westminster
% change in RS	44%	18%	5%	1%	-14%

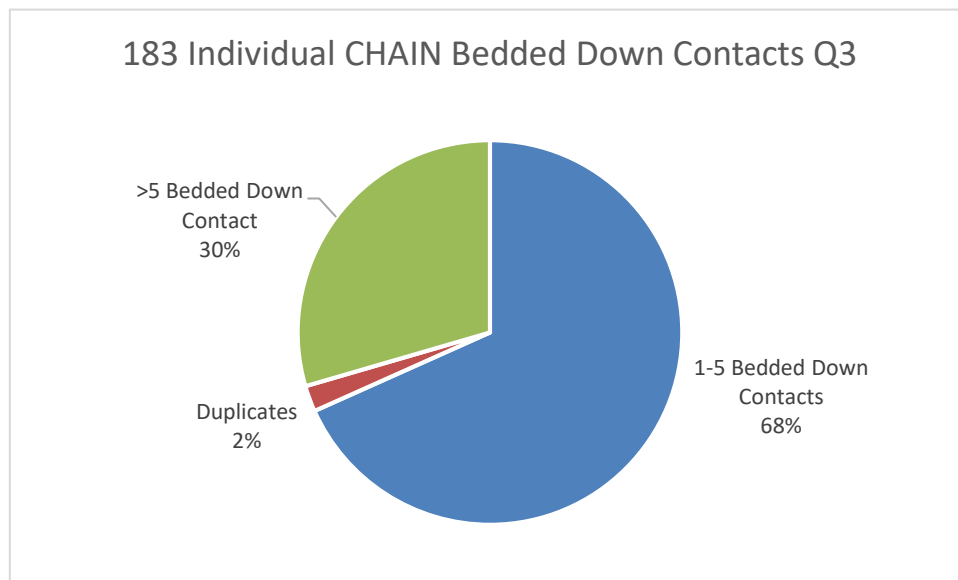
- The proportion of clients from the total of 183 CHAIN rough sleepers in Q3 who spend significant time in CoL is extremely low. For example, the chart below shows that 35% of all rough sleepers in CoL spent only one night in the Square Mile in Q3.



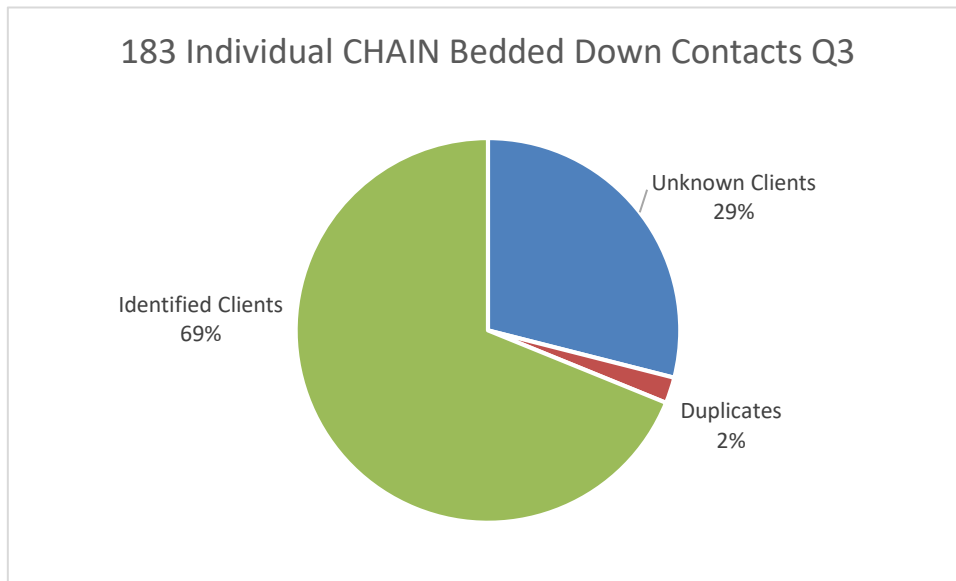
- This highlights the challenge of engaging meaningfully with this large proportion of clients who are only bedded down for one night in CoL. A total of 64 clients had been approached with an offer of accommodation support, with some accepting. However, the majority of these individuals were unwilling or unable to engage. Most of them subsequently moved on to elsewhere in Greater London, with some having no further contacts on CHAIN at all.
- Also shown here is a small proportion of 'duplicate' clients recorded as part of CoL's 183 total rough sleepers in Q3. Duplicate records became apparent when analysing the data, with four clients either initially recorded as 'unknown' but now identified, or by clients

giving multiple names to the City Outreach team.

9. When the data is looked at in broader lengths of time for bedding down frequency, such as clients who spent five or fewer nights in CoL, the divide between individuals who have slept rough long term against those who were only in CoL very sporadically is even greater. The chart below shows that only 30% of clients spent more than five nights in total sleeping rough in CoL during Q3.



10. Of the 125 clients who spent five or fewer nights sleeping rough in CoL during Q3, 22% had their rough sleeping immediately relieved by commissioned services offering them emergency accommodation. The other clients in this group either declined offers of support and accommodation or refused to engage at all with commissioned services, therefore being designated as 'unknown' on CHAIN.
11. 'Unknown clients', usually those who are unwilling to divulge their personal information and are not currently interested in engaging with our commissioned services, also currently make up a large proportion of rough sleepers in the Q3 data. The table below shows that 29% or 183 rough sleepers listed in Q3 are unknown.



12. Of these 'unknown' clients, only 11% spent more than five nights in CoL during Q3, making it harder for commissioned services to engage with the cohort. The City Outreach team is effective at identifying 'unknown' clients through a combination of persistent visits, assertive outreach, and working with other services. However, one to five nights is often insufficient time for this work to be carried out with this hard-to-engage group.

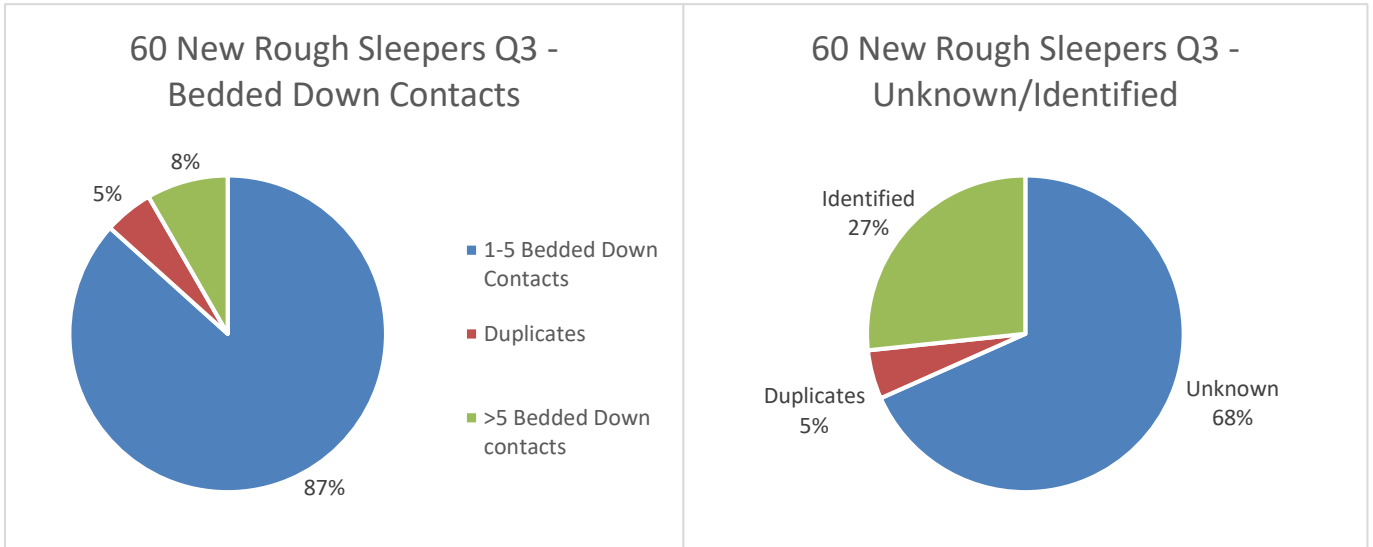
(Unknown) 1-5 bedded down	(Unknown) > 5 bedded down
47	6

### *New rough sleepers*

13. The proportion of rough sleepers being 'new' in CoL remains high at 33%. Of the 60 individuals new to rough sleeping in CoL during Q3 2021/22, 62% had no second night out (NSNO). This shows again the rapid response to rough sleepers by homeless services, but also the fact that many of those rough sleeping in CoL move around between boroughs swiftly and often, before Outreach teams can fully engage with them.

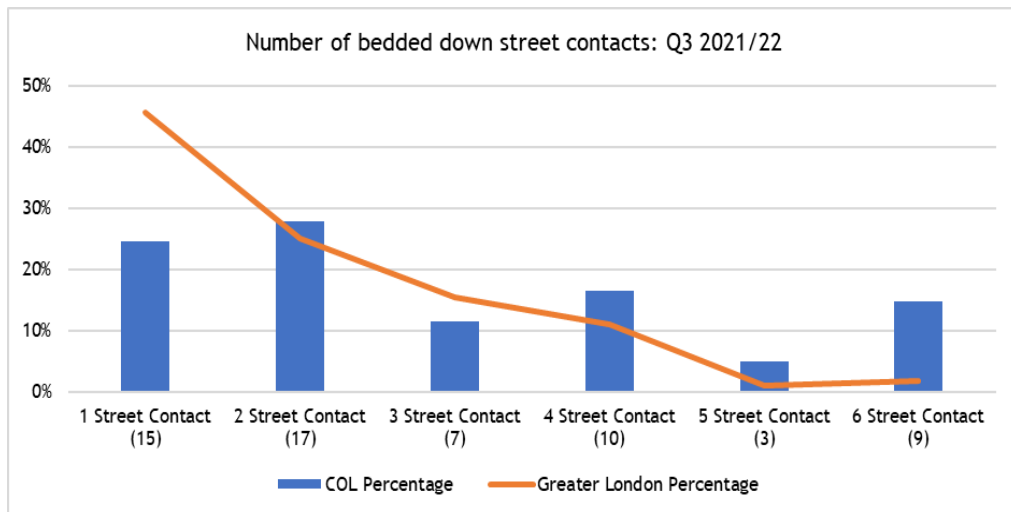
Volumes	2021-22				Annual Comparison				Pre Pandemic vs Now		
	Q2	Q3	% change		Q3 20-21	Q3 21-22	% change		Q3 19-20	Q3 21-22	% change
New (all)	44	60	36%		39	60	54%		40	60	50%
New with NSNO	28	37	32%		25	37	48%		16	37	131%

14. As with overall rough sleepers in CoL, the number of new rough sleepers showing as one bedded-down contact or 'unknown' has increased and is illustrated in the graphs below. This is in line with the high percentage of this transient cohort across total figures.



*Intermittent and recurring rough sleeping*

15. Intermittent rough sleepers also increased in Q3 – by 79%. There was an increase across Greater London in this cohort, and in many of our neighbouring boroughs. However, CoL saw the largest rise. Again, this could be due to increased movement by rough sleepers across boroughs, with 52% of intermittent clients spending one to two nights in CoL.



16. Client-level analysis of this cohort has shown that 38% of those classed as 'intermittent' in Q3 in CoL had accommodation in other boroughs which were not commissioned by CoL. This suggests that CoL is still a popular destination for clients who, while housed out of borough, are still drawn to sleep rough in the Square Mile for reasons such as begging, as the footfall and the night-time economy increased.

17. The number of long-term Living on the Streets (LOS) clients rose this quarter, with this cohort increasing from 52 in Q2 2021/22 to 67 in Q3 2021/22. The overall Greater London Authority LOS cohort this quarter has also risen in line with this increase, by 16% across Greater London as a whole.
18. Analysis of the LOS cohort in Q3 2021/22 has shown that 36% of LOS clients had five or fewer bedded-down contacts in the Square Mile and, of this number, 11 were currently accommodated. Although accommodation events this quarter are high, it remains that there is a sizable cohort of rough sleepers who decline daily offers of accommodation and support. This remains a focus of CoL's multi-agency approach and Task and Action meetings to find creative solutions to those not willing to engage. Alongside entrenched rough sleepers in the Square Mile, there also remains the challenge of LOS clients established in other boroughs spending short periods of time in CoL. Over the coming months, analysing the connection of these individuals to other local authorities and services, and engaging in cross-borough working is a focus for our Outreach and Navigator teams, alongside Pan-London services.
19. There were five clients who were new rough sleepers who joined the LOS cohort in CoL during Q3. However, of these individuals, two spent only one night out in CoL which gained them LOS status due to their previous rough sleeping in other boroughs. Another two of these five clients spent multiple nights out refusing accommodation and support, before agreeing to come in during Severe Weather Emergency Protocol (SWEP). These individuals are now maintaining their temporary accommodation. One of the five clients has unfortunately denied accommodation consistently and is currently classed as 'unknown'. City Outreach will continue to try and engage this client, offer accommodation, and establish their identity.

*Accommodation outcomes*

20. The number of accommodation and reconnection events rose in Q3 2021/22 – by 61% to from 51 to 82. The table below breaks this down into types of accommodation moves.

Type	2021/22		
	Q2	Q3	% change
<b>Short term:</b>			
COVID-19 emergency accom.	1	0	-100%
Assessment centre	22	17	-23%
Bed & breakfast	4	28	600%
Winter night shelter	0	3	n/a
SWEP	0	5	n/a
Temporary accommodation	5	18	260%
Detox/rehab	1	0	-100%
<b>Total</b>	<b>33</b>	<b>71</b>	<b>115%</b>
<b>Long term:</b>			
Supported hostel	8	5	-38%
Private rented sector	7	3	-57%
<b>Total</b>	<b>15</b>	<b>8</b>	<b>-47%</b>

<b>Reconnection:</b>			
Domestic	1	1	0%
International	2	2	0%
<b>Total</b>	3	3	0%
<b>Grand Total</b>	<b>51</b>	<b>82</b>	<b>61%</b>

21. This table shows the overall large increase in accommodation placements on the previous quarter's high amount, but also the shift in types of provisions and pressures. For example, placements into the City Assessment Service at Carter Lane (CAS) began to fall in this quarter due to the planned decanting of service users in line with the service closing in March 2022. However, placements into both bed & breakfast accommodation, and temporary accommodation rose sharply. This change is due in part to the decanting of CAS, but also due to CoL responding to the cold weather and the 'Protect and Vaccinate' directive from the Department for Levelling Up, Housing and Communities arriving on 20 December 2021.
22. The City Outreach team and commissioned services are again operating a de facto 'Everyone In' approach due to the combination of winter pressures, Protect and Vaccinate, and regular SWEPs. Emergency accommodation off the street is offered immediately to all rough sleepers, and full Common Assessments are then carried out away from the street.
23. The table below shows total accommodation events in the same quarter across the last two years.

<b>Q3 19/20 (Pre-pandemic)</b>	<b>Q3 20/21 (Everyone In)</b>	<b>Q3 21/22</b>
39	72	82

24. This shows the current accommodation events at 110% above pre-pandemic levels, and 14% above the height of the pandemic response.
25. In Q3 2021/22, the City Outreach team supported three individual rough sleepers to be reconnected back to the area where they have a local connection. There were two cases supported to reconnect EU nationals to countries where they would have recourse to public funds and access to local services, and one reconnected to another local authority in the UK. One of the EU nationals reconnected was assisted by our commissioned service 'Acasa', who specialise in helping Romanian nationals return to Romania. Clients using this service are linked in with specialist support services based in Bucharest.

### **Options**

26. There are no additional options arising from this paper.



## **Proposals**

27. There are no proposals arising from this paper.

## **Corporate & Strategic Implications**

28. There are no strategic implications directly related to this report

- Financial implications – N/A
- Resource implications – N/A
- Legal implications – N/A
- Risk implications – N/A
- Equalities implications – N/A
- Climate implications – N/A
- Security implications – N/A

## **Conclusion**

29. There was a general increase in rough sleeping in CoL this past quarter across all cohorts. However, analysis of the client data has shown that a high proportion of rough sleepers in CoL during Q3 spent only one night sleeping rough in the Square Mile (35%). When looking at clients who spent between one and five nights in CoL, this proportion of transient clients jumps even higher (68%). 'Unknown' clients make up a large proportion of rough sleepers in Q3 (29%), and an even larger percentage of new rough sleepers in Q3 were unknown (68%). This analysis also showed that a large proportion of increased 'intermittent rough sleepers' had accommodation provided by other local authorities (38%) and spent a very short amount of time in CoL.

30. These factors of transient movement of clients through CoL from other boroughs, small frequency of bedding down, and high proportion of 'unknowns' willing to engage is believed to have contributed heavily to the overall increase in rough sleeping during Q3. The increases across cohorts are not seen as cumulative in effect, as monthly 'on the night' street count figures during Q3 fell and have since maintained.

31. Accommodation events for rough sleepers in CoL rose again in Q3 2021/22 by 61% and CoL continues to offer off-the-street relief to all rough sleepers, in line with both local and national policy. The high frequency of accommodation events shows that CoL staff and commissioned services are working hard to offer routes off the street to all those who do not already have accommodation elsewhere, are willing to engage with services, or (if initially hesitant to engage) are at least physically in the Square Mile for realistic periods of time in which commissioned services can break down these barriers.

## Appendices

- Appendix 1 – CHAIN reporting dashboard Q3 2021/22

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