

<b>Committee:</b>	<b>Dated:</b>
Homelessness and Rough Sleeping Sub-Committee	09/05/2022
<b>Subject:</b> Carter Lane City Assessment Service	<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
<b>Does this proposal require extra revenue and/or capital spending?</b>	<b>N</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> Kirsty Lowe, Rough Sleeping Service Manager, Department of Community and Children's Services	

### Summary

This report provides an overview of the City of London's (CoL's) commissioned Carter Lane hostel, which opened in April 2020 as part of the CoL's response to the COVID-19 pandemic and calls from government to enact the 'Everyone In' approach. Carter Lane hostel, also known as the CoL's temporary City Assessment Service (CAS) was the first commissioned homelessness accommodation within the Square Mile. Carter Lane hostel closed on 31 March 2022. While operating, Carter Lane supported 159 individuals to come off the streets, supported 106 individuals to positively move on from the service and 72 of these individuals moved into sustainable long-term accommodation. The overall success of Carter Lane and the learning opportunities it has presented has influenced the CoL's strategic planning, partnership work and commissioning of future homelessness services.

### Recommendation

Members are asked to note the report.

### Main Report

### Background

1. The World Health Organization declared the COVID-19 outbreak a Public Health Emergency of International Concern on 30 January 2020, and a pandemic on 11 March 2020.

2. The UK government provided £3.2 million to local authorities in England to assist an emergency support package to help rough sleepers into accommodation – known as the ‘Everyone In’ approach.
3. Prior to the announced pandemic on 11 March 2020, the CoL Homelessness team and commissioned services had begun to support many individuals from the streets into self-contained hotel or temporary accommodation.
4. On 30 March, the Greater London Authority (GLA) opened the first of several block-booked hotels, including the Travelodge in the City on Middlesex Street. Approximately 30 individuals who were booked into the Middlesex hotel by CoL Outreach were then migrated to the GLA.
5. Throughout April, CoL continued to spot purchase hotel beds to ensure rapid off the street offers of accommodation continued. However, to address the needs and requirements of individuals with higher support needs, CoL negotiated a short-term licence of the currently empty Youth Hostel Association (YHA) at 36 Carter Lane.
6. The licence was agreed on 29 April 2020 for three months for the CoL’s occupancy of up to 45 bedrooms, 20 bathrooms and some communal spaces.
7. On 29 July 2020 a lease between YHA and CoL was agreed with the end date of 31 March 2021. Funding came from the CoL’s Homelessness and Rough Sleeping budget and grant funding from the Department for Levelling Up, Housing and Communities (DLUHC) – formerly the Ministry of Housing, Communities & Local Government. The lease was extended a further two times, with the final end date and subsequent closure of the service on 31 March 2022.
8. In parallel to the licence and lease agreements with the YHA, CoL also varied and extended the support contract provided by Providence Row Housing Association (PRHA), catering provided by CH&CO and the cleaning service by Atalian Servest.

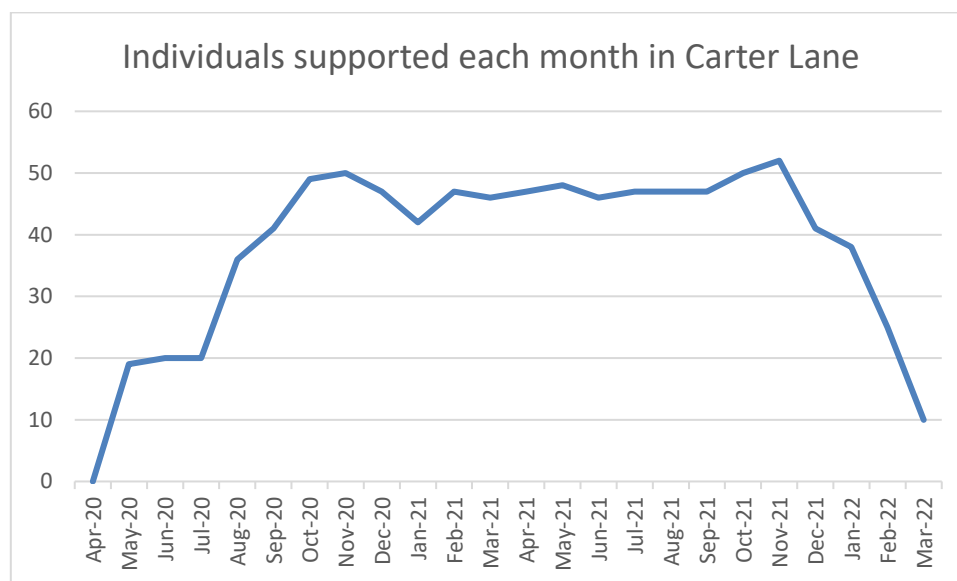
## Achievements

9. CoL officers and the CAS met every month to discuss service delivery and to review key performance indicators (KPIs) shown in the table below.

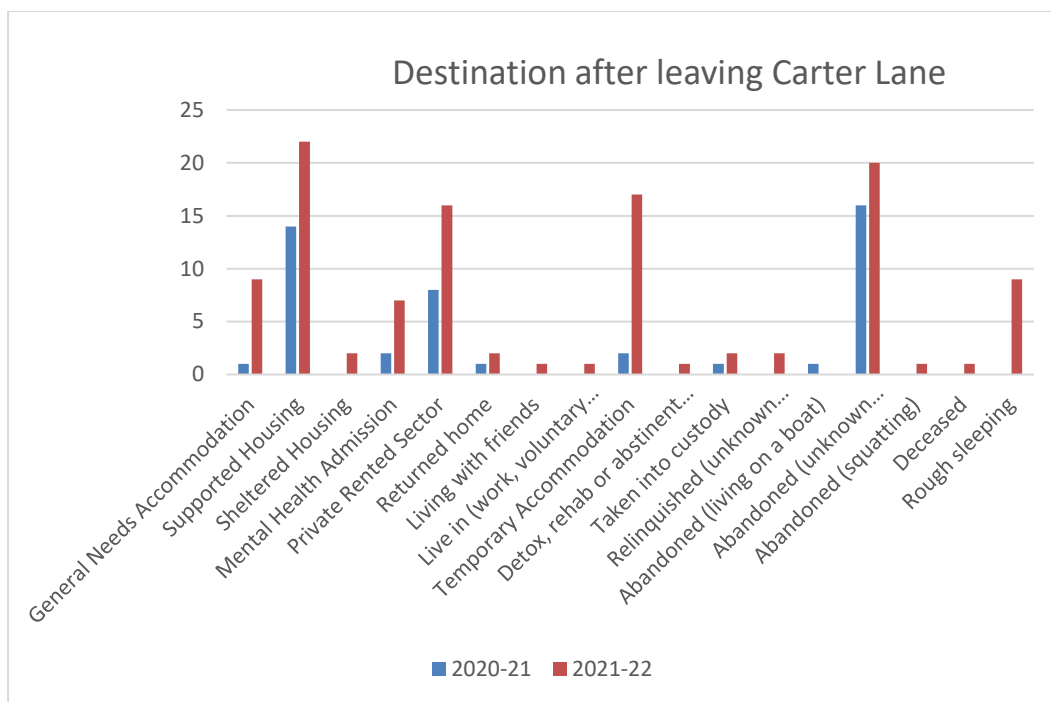
<b>KPIs</b>	<b>2020/21</b>	<b>2021/22</b>	<b>Total</b>
<b>Unique individuals supported</b>	90	69	159
<b>Positive Move Ons</b>	30	76	106
<b><u>Average</u> length of stay for Cohort 1 (off the streets short stay assessment beds) in days</b>	51	51	<u>51</u>

<b>Average length of stay for Cohort 2 (medium stay beds for medium support)</b>	79	151	<u>116</u>
<b>Average length of stay for Cohort 3 (long stay beds for high support)</b>	107	297	<u>205</u>
<b>Evictions &amp; abandonments</b>	19	30	49
<b>Needs &amp; risk assessments complete within 48 hours</b>	89	66	155
<b>Move on plans completed within 7 days</b>	71	39	110
<b>Claimed Housing Benefit</b>	0	41	41

10. KPI data shows that a total of 159 individuals were in accommodation at Carter Lane, most during 2020–21. However, when looking at the number of individuals supported each month in the diagram below, you can see that the service was supporting a minimum of 40 guests between September 2020 and December 2021. This was due to the rotation of new guests coming into the service and older guests leaving.



11. Overall, 106 individuals were supported to move out of Carter Lane in a positive and planned way, as shown on the bar chart below. Most individuals went on to access supported accommodation through the City Accommodation Pathway. Generally, more individuals exited the service in 2021–22 due to the closure of the service, and many individuals abandoned or were supported into Temporary Accommodation before the closure.



## Demographic information

12. The table below shows the key demographic information of all the guests supported at Carter Lane. In summary, the data shows that most clients who stayed at Carter Lane were UK nationals, male, aged between 35–44, with substance use being their primary support need. In addition, there are also health and immigration outcomes achieved through the partnership work with health services and immigration advice services.

<b>Carter Lane guests</b>	<b>2020–22 Cumulative</b>
<i>UK national resident in UK</i>	89
<i>UK national returning from residence overseas</i>	1
<i>Czech Republic</i>	0
<i>Estonia</i>	0
<i>Hungary</i>	0
<i>Latvia</i>	3
<i>Lithuania</i>	6
<i>Poland</i>	16
<i>Portugal</i>	1
<i>Slovakia</i>	2
<i>Slovenia</i>	0
<i>Turkey</i>	0
<i>Bulgaria</i>	1
<i>Romania</i>	15
<i>Other European Economic Area country (EEA*)</i>	10
<i>Any other country</i>	11

<i>Not yet determined</i>	2
<i>Refused</i>	2
<b>TOTALS</b>	<b>159</b>
Gender	2020–22 Cumulative
<i>Male</i>	138
<i>Female</i>	21
<i>Non-binary / gender non-conforming</i>	0
<i>Intersex</i>	0
<i>Prefer not to say</i>	0
<b>TOTALS</b>	<b>159</b>
Age Group	2020–22 Cumulative
<i>16–24</i>	6
<i>25–34</i>	42
<i>35–44</i>	51
<i>45–54</i>	43
<i>55–64</i>	16
<i>65+</i>	0
<i>Not yet determined</i>	1
<b>TOTALS</b>	<b>159</b>
Support Needs	2020–22 Cumulative
<i>SMU - Substance Misuse</i>	52
<i>AMU - Alcohol Misuse</i>	34
<i>MH - Mental Health</i>	39
<i>PH - Physical Health</i>	34
<i>DV - Victim of Domestic Violence</i>	14
<i>LD - Learning Difficulties/Disabilities</i>	8
<i>IMM - Immigration</i>	42
<i>NRPF - No recourse to public funds</i>	26
<i>BEN - Support with benefits</i>	44
<i>ROF - Risk of Offending</i>	24
<i>Other</i>	44
Health Outcomes	2020–22 Cumulative
<i>Supported to access prescribing services</i>	49
<i>Supported to access testing</i>	57
<i>Supported to register with a GP</i>	114
<i>Supported to register with a dentist</i>	16
Immigration Outcomes	2020–22 Cumulative
<i>Support need IMM - immigration</i>	42
<i>Being supported to achieve settled status</i>	39
<i>Supported to obtain documents</i>	32

## Partnerships

13. Carter Lane provided a convenient base, an ongoing assessment opportunity between homeless individuals and outreach support services such as the City Outreach team and City/Tower Hamlet Navigators for the first time. Throughout the two years, except for periods of national lockdown, other stakeholders were welcomed to work from Carter Lane to support clients to get the help they needed.
14. Many providers, particular health partners, East London Foundation Trust, Providence Row Psychotherapy, Turning Point Drug & Alcohol team, Positive East, Rough Sleeping & Mental Health Programme (RAMHP), Doctors of the Word (DOTW), and Test and Trace, all provided satellite services at Carter Lane. CoL saw engagement between individuals and health professionals improve thanks to on-site intervention and, in several cases, a continuation of support from outreach services into Carter Lane (e.g. RAMHP and DOTW).
15. Six COVID-19 vaccination clinics were carried out at Carter Lane and a total of 36 vaccinations were administered.
16. City Voices, an independent research project delivered by Groundswell and Becky Rice, looked at the CoL's response to the COVID-19 pandemic and how CoL accommodated several known rough sleepers: many were accommodated and interviewed at Carter Lane between April and November 2020. Significant learning and future plans emerged from the City Voices report ,and this is thanks to the opportunities created by Carter Lane.
17. It was essential to CoL to continue to provide a temporary off-the-streets offer of supported accommodation after the closure of Carter Lane and while the permanent CAS is being developed. CoL opened a new service from 4 April 2022 – a 20-bed hotel in Hackney with the continued client support from PRHA, catering from CH&CO and cleaning from Atalian Servest.

## Corporate & Strategic Implications

18. There are no corporate and strategic implications:
  - Strategic implications – none
  - Financial implications – none
  - Resource implications – none
  - Legal implications – none
  - Risk implications – none
  - Equalities implications – none
  - Climate implications – none
  - Security implications – none

## Conclusion

19. CoL Carter Lane homeless hostel was the first of its kind, and it has been successful in achieving its initial aims and more. The service was initially

commissioned to safeguard CoL rough sleepers at the time of a global pandemic, however, over the last two years the service has grown and expanded in response to the CoL's ambitions. A total of 159 individuals were supported by the service, and 67% had a positive move from the service – many into the City Accommodation Pathway.

20. One of many successes was the development of stronger links with health colleagues and an improved level of engagement between CoL rough sleepers and health services. The learning from Carter Lane will continue to shape the delivery of new accommodation services and the new CoL's Homelessness and Rough Sleeping Strategy.

## **Appendices**

- None

### **Kirsty Lowe**

Rough Sleeping Service Manager  
Department of Community and Children's Services

T: 020 7332 3170

E: [kirsty.lowe@cityoflondon.gov.uk](mailto:kirsty.lowe@cityoflondon.gov.uk)