| Committee: | Dated: |
|---|---|
| Homelessness and Rough Sleeping Sub-Committee | 03/10/2022 |
| **Subject:** Rough Sleeping Annual Performance Report 21–22 | **Public** |
| **Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?** | **1, 2, 3, 4, 11** |
| **Does this proposal require extra revenue and/or capital spending?** | **No** |
| **If so, how much?** | **N/A** |
| **What is the source of Funding?** | **N/A** |
| **Has this Funding Source been agreed with the Chamberlain's Department?** | **N/A** |
| **Report of:** Andrew Carter, Director of Community and Children's Services | **For Information** |
| **Report author:** Jack Deeprose, Rough Sleeping Co-ordinator | |

## Summary

This report presents data, analysis and a brief narrative related to rough sleeping in the City of London (CoL) based on the Combined Homelessness and Information Network (CHAIN) Annual Summary for 2020/21, with some reference to previous annual CoL data, and neighbouring borough comparisons. This report shows a minor increase of 6.3% in annual total individual rough sleeper numbers between 2020/21 and 2021/22. This increase was not in line with neighbouring boroughs for this annual reporting period, or the Greater London average. This report aims to place this annual increase in a wider context, while also analysing the constituent categories of this annual rough sleeping increase to help illustrate the rise in rough sleeping against CoL's neighbours.

This report shows that, while rough sleeping has not decreased in CoL in 2021/22 overall, it has decreased at a comparable and often larger rate overall since 2018/19 compared to boroughs neighbouring CoL and by a factor of 2.64 when compared to the Greater London average.

This report also highlights the disproportionate increases in new rough sleepers, (both identifiable and unidentifiable), to CoL 2021/22, and how the rise in this cohort by 25% is the main factor in an increase in total rough sleepers. All neighbouring boroughs that saw large increases in total rough sleeping 2021/22 also saw large decreases in new rough sleepers, while CoL saw a large increase in this cohort.

Q4 rough sleeping numbers fell considerably across all categories in this annual reporting period.

## Recommendation

Members are asked to:

- Note the report.

## Main Report

### Background

1. In 2018/19 the CoL was the 4th highest placed London local authority for annual total individual rough sleepers. In 2019/20 CoL was placed 7th for total rough sleepers against other boroughs. In the 2020/21 CHAIN annual figures, CoL placed 13th against all boroughs listed on the Greater London Authority (GLA) annual summary, after a 19.4% reduction in annual total individual rough sleepers against the previous year. For 2021/22, CoL has returned to 7th place in the list of London borough annual rough sleeping numbers, after a minor rise of 6% in comparative numbers. The tables below show the top 15 rough sleeping annual numbers across London boroughs, with the CoL's position highlighted for context.

| 2018/19 | | |
|---|---|---|
| 1 | Westminster | 2512 |
| 2 | Camden | 815 |
| 3 | Newham | 612 |
| 4 | City of London | 441 |
| 5 | Southwark | 435 |
| 6 | Ealing | 382 |
| 7 | Lambeth | 363 |
| 8 | Tower Hamlets | 316 |
| 9 | Heathrow | 283 |
| 10 | Islington | 276 |
| 11 | Croydon | 274 |
| 12 | Ken. & Chel. | 265 |
| 13 | Haringey | 253 |
| 14 | Brent | 248 |
| 15 | Redbridge | 214 |

| 2019/20 | | |
|---|---|---|
| 1 | Westminster | 2757 |
| 2 | Newham | 724 |
| 3 | Camden | 639 |
| 4 | Southwark | 548 |
| 5 | Ealing | 493 |
| 6 | Tower Hamlets | 459 |
| 7 | City of London | 434 |
| 8 | Lambeth | 431 |
| 9 | Islington | 367 |
| 10 | Redbridge | 330 |
| 11 | Haringey | 316 |
| 12 | Brent | 306 |
| 13 | Ken. & Chel. | 275 |
| 14 | Croydon | 270 |
| 15 | Hackney | 266 |

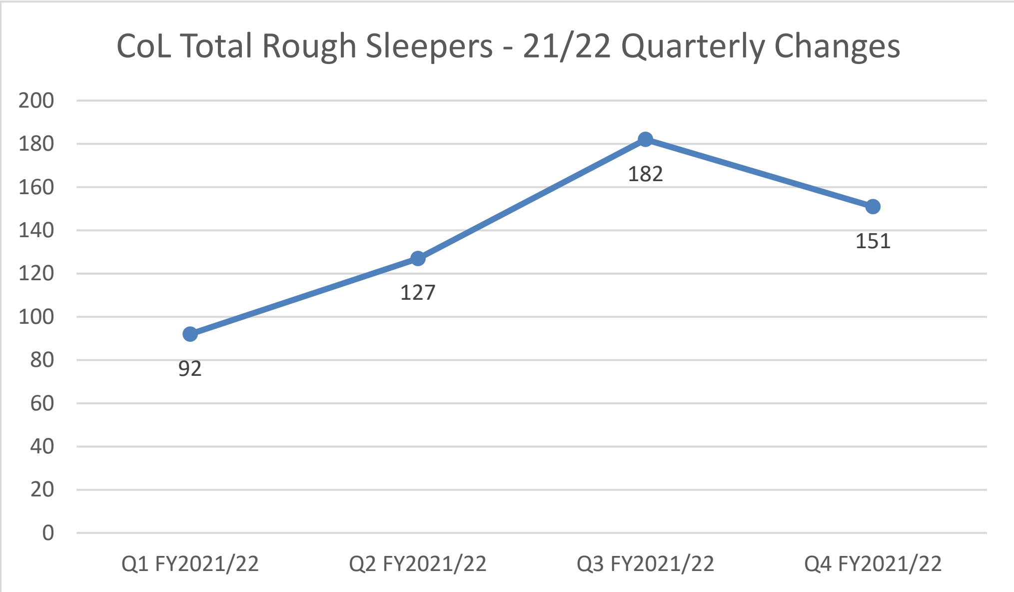
| 2020/21 | | |
|---|---|---|
| 1 | Westminster | 2162 |
| 2 | Camden | 630 |
| 3 | Ealing | 624 |
| 4 | Lambeth | 581 |
| 5 | Newham | 578 |
| 6 | Southwark | 567 |
| 7 | Haringey | 405 |
| 8 | Wandsworth | 401 |
| 9 | Tower Hamlets | 400 |
| 10 | Islington | 388 |
| 11 | Redbridge | 380 |
| 12 | Brent | 374 |
| 13 | City of London | 350 |
| 14 | Hackney | 350 |
| 15 | Enfield | 326 |

| 2021/22 | | |
|---|---|---|
| 1 | Westminster | 1698 |
| 2 | Camden | 666 |
| 3 | Ealing | 448 |
| 4 | Lambeth | 438 |
| 5 | Newham | 428 |
| 6 | Southwark | 388 |
| 7 | City of London | 372 |
| 8 | Tower Hamlets | 297 |
| 9 | Brent | 283 |
| 10 | Croydon | 271 |
| 11 | Haringey | 268 |
| 12 | Lewisham | 264 |
| 13 | Wandsworth | 264 |
| 14 | Redbridge | 247 |
| 15 | Islington | 238 |

2. During the annual reporting period of 2021/22, CoL saw quarterly increases in rough sleepers throughout the second and third quarters of the year. (This is discussed and analysed further in Q2 and Q3 Performance Reports submitted to this Sub-Committee on 6th December 2021 and 14th February 2022 respectively.

3. Q4 2021/22 saw a fall in total rough sleeping numbers against the previous quarter. Illustrated below are the quarterly changes of rough sleeping numbers throughout each quarter of this annual reporting period.

| Date | Sum of Total Clients | Percentage Change |
|---|---|---|
| **Q1 FY2021/22** | 92 | -9.80% |
| **Q2 FY2021/22** | 127 | 38.00% |
| **Q3 FY2021/22** | 182 | 43.30% |
| **Q4 FY2021/22** | 151 | -17% |




4. <u>Terminology</u>

This report uses data drawn from the CHAIN database, managed by Homeless Link and CHAIN reports published via GLA Datastore.

CHAIN reporting makes use of specific terminology and models to describe cohorts of rough sleepers, and to make a distinction between frequency of rough sleeping experienced by each cohort.

For Annual CHAIN reporting discussed in this report, the following categories and descriptions apply:

Flow
People who have never been seen rough sleeping prior to the year of reporting (i.e., new rough sleepers). Those within this category are further subdivided as follows:

- Unidentified – those new rough sleepers recorded without a name, and with only one contact.

- Identified – those new rough sleepers recorded with a name, and/or with more than one contact.

Stock
People who were also seen rough sleeping in the previous year of reporting (i.e. those seen across a minimum of two consecutive years).

Returner
People who were first seen rough sleeping prior to the year of reporting, but were not seen during the annual reporting period immediately preceding it (i.e. those who have had a gap in their rough sleeping histories).

For quarterly CHAIN reporting discussed in this report, the following shorter timeframe categories and descriptions apply:

New rough sleepers
Those rough sleeping who had not been contacted by outreach teams before the quarterly reporting period.

Living on the street
Those who have had a high number of contacts over three weeks or more, which suggests they are living on the streets.

Intermittent rough sleepers
People who were seen rough sleeping at some point before the period began, and contacted in the quarterly reporting period – but not regularly enough to be 'living on the streets'.

These terms will be used to differentiate between cohort types and reporting periods in this report.

**Current Position**

5. Total Individual Rough Sleepers – Annual Changes

The number of people seen rough sleeping in the Square Mile in 2021/22 was 372. This number is a 6.3% increase on the 350 rough sleepers seen in CoL during 2020/21.

This overall marginal increase is illustrated by the changes of the rough sleeping cohorts which constitute the total. The table below shows that, while Stock (long-term consistent rough sleepers), and Returner (intermittent rough sleepers) numbers fell across these annual periods, Flow (new) rough sleepers seen in CoL increased by 25%. Analysis of these cohort changes has shown that the small increase in total rough sleeping is partly due to this sharp increase in new rough sleepers. This will be discussed further in a later section of this report.

| | **2020/21** | **% Change** | **2021/22** |
|---|---|---|---|
| **CoL Flow (new)** | 144 | 25% | 180 |
| **CoL Stock (long term)** | 151 | -7.30% | 140 |
| **CoL Returner (intermittent)** | 55 | -5.50% | 52 |

The tables below show the total individual rough sleepers seen across CoL, neighbouring boroughs and Greater London overall, in financial years 2018/19 through to 2021/22, along with corresponding percentage changes.

| Total rough sleepers | 2018/19 | 2019/20 | 2020/21 | 2021/22 | Overall change 2018–2022 |
|---|---|---|---|---|---|
| City of London | 441 | 434 | 350 | 372 | -69 |
| Camden | 815 | 639 | 630 | 666 | -149 |
| Islington | 276 | 367 | 388 | 238 | -38 |
| Southwark | 435 | 548 | 567 | 388 | -47 |
| Tower Hamlets | 316 | 459 | 400 | 297 | -19 |
| Westminster | 2512 | 2757 | 2162 | 1698 | -814 |
| Greater London | 8855 | 10726 | 11018 | 8329 | -526 |

| % changes | 2018/19 | 2019/20 | 2020/21 | 2021/22 | Overall change 2018–2022 |
|---|---|---|---|---|---|
| City of London | - | -1.59% | -19.35% | 6.29% | -15.65% |
| Camden | - | -21.60% | -1.41% | 5.71% | -18.28% |
| Islington | - | 32.97% | 5.72% | -38.66% | -13.77% |
| Southwark | - | 25.98% | 3.47% | -31.57% | -10.80% |
| Tower Hamlets | - | 45.25% | -12.85% | -25.75% | -6.01% |
| Westminster | - | 9.73% | -21.58% | -21.46% | -32.40% |
| Greater London | - | 21.13% | 2.72% | -24.41% | -5.94 |

The total annual changes and percentage changes shown in this data illustrate the comparative shifts with CoL's neighbouring boroughs and put changes in total rough sleepers in a longer contextual perspective. First, the data shows that CoL and Camden see rises in the total numbers for 2021/22. While marginal, this change contrasts with other London Boroughs and Greater London as a whole. Neighbouring boroughs saw large decreases in total rough sleeping numbers compared to 2020/21, with Islington and Southwark seeing the highest decrease. CoL and Camden are the only local authority areas of this cohort to not see an annual decrease in 2021/22. There is also a rise in the different rough sleeping categories. CoL increases are linked to high levels Flow (new) rough sleepers, and Camden's overall increase is contributed to by its increase in Stock (long-term) rough sleepers. Of the boroughs listed, only CoL saw an increase in Flow (new) rough sleepers, both in gross terms and as a percentage of total rough sleeping, while all boroughs that saw decreases also experienced decreases in new rough sleepers. This link between Flow percentage and overall rough sleeping will be further explored in the following section of this report.

Second, while CoL has not followed the decrease trend seen in neighbouring boroughs this year, as an overall change since 2018/19 CoL outperforms many neighbouring boroughs with a decrease of 15.65%. This is greater than Islington, Southwark and Tower Hamlets, even though these boroughs saw sharp decreases since 2020/21. This illustrates that, overall, CoL has made a steady on-trend, and often above-trend, reduction in overall rough sleeping over the past four years.

Compared with the Greater London average of all rough sleeping across the capital, CoL has outperformed the averaged decrease of 5.94% by a factor of 2.64.

The annual shifts and percentage changes in rough sleeping across CoL and the discussed London boroughs is illustrated visually by the graph on slide 2 in the accompanying Appendix 1: Rough Sleeping Dashboard.

6. Annual changes in rough sleeping cohorts

CoL saw an increase in Flow (new) rough sleepers between 2020/21 and 2021/22. This cohort rose from 144 to 180, an increase of 25%. The largest proportion of rough sleepers that made up this increase were designated as 'Flow – Unidentified', with this cohort more than doubling in size from 29 to 60. 'Flow – Unidentified' is a designation given to those whose name and details are unknown, and who are only seen bedded down once. This cohort of clients are particularly hard for commissioned services to create positive outcomes with, due to a combination of non-engagement and rough sleepers moving out of borough after only one incident of rough sleeping.

The table below shows changes in Flow in CoL and neighbouring boroughs from 2020/21 to 2021/22.

Flow
Combined
Identified + Unidentified
Total amounts

| | 2020/21 | % change | 2021/22 |
|---|---|---|---|
| **City of London** | 144 | 25% | 180 |
| **Camden** | 322 | -14.29% | 276 |
| **Islington** | 267 | -48.31% | 138 |
| **Southwark** | 351 | -32.19% | 238 |
| **Tower Hamlets** | 218 | -39.90% | 131 |
| **Westminster** | 1292 | -34.13% | 851 |
| | | | |
| **Greater London** | 7531 | -32.39% | 5091 |

All boroughs except for CoL saw large decreases in new rough sleepers in 2021/22. This disparity between new rough sleeping increases in CoL when compared with neighbouring boroughs and Greater London is the main reason for CoL's overall annual numbers not falling in line with other areas.

The same observation is made when looking at new rough sleepers as a percentage of total rough sleeping. CoL saw the only increase again when measured in this way.

Flow Combined
Identified + Unidentified
As percentage of total

| | 2020/21 | 2021/22 |
|---|---|---|
| **City of London** | 41.14% | 48.39% |
| **Camden** | 51.11% | 41.44% |
| **Islington** | 68.81% | 57.98% |
| **Southwark** | 61.90% | 61.34% |
| **Tower Hamlets** | 54.50% | 44.11% |
| **Westminster** | 59.76% | 53.25% |
| | | |
| **Greater London** | 68.35% | 61.12% |

It is not clear exactly why CoL saw an increase in new rough sleepers while other boroughs and Greater London saw a decrease. It may be due to the Square Mile being an attractive place for rough sleeping due to the range of built environment spaces available. Also it is relatively peaceful and quiet over the weekends. Another factor of consideration is the density of rough sleeping in CoL. In 2021/22 CoL saw comparable rough sleeping levels to the borough of Southwark, which has a geographic area 11 times that of CoL. Due to the small area and high density of rough sleeping, our City Outreach team are able to very accurately record every bedded down contact occurring within the Square Mile – something that may not be as practical in larger London boroughs.

CoL officers and commissioned services are limited in preventing new rough sleepers from presenting in CoL, due to the transient nature of the rough sleepers moving through London boroughs, and also the very low residential population of CoL when compared to other areas. Prevention work in CoL consists of ensuring that rough sleeping is brief and non-recurring where possible, by providing swift accommodation routes and reconnections away from the street.

Changes in flow percentages across CoL and neighbouring boroughs are illustrated visually on slide 3 of the accompanying Appendix 1: Rough Sleeping Dashboard.

The table below shows changes in percentage levels of Stock (long-term) and Returner (intermittent) rough sleepers across CoL and neighbouring boroughs. Long-term rough sleepers reduced in 2021/22 in CoL, while other boroughs saw small increases of these cohorts as a percentage of total numbers.

<u>Stock</u>
As percentage of total

| | 2020/21 | 2021/22 |
|---|---|---|
| City of London | 43.14% | 37.63% |
| Camden | 30.63 | 37.39% |
| Islington | 18.56% | 26.47% |
| Southwark | 26.81% | 25.77% |
| Tower Hamlets | 32% | 37.04% |
| Westminster | 24.01% | 33.22% |
| | | |
| Greater London | 19.30% | 24.41% |

Intermittent
As percentage of total

| | 2020/21 | 2021/22 |
|---|---|---|
| City of London | 15.71% | 13.98% |
| Camden | 18.25% | 21.17% |
| Islington | 12.62% | 15.55% |
| Southwark | 11.29% | 12.89% |
| Tower Hamlets | 13.50% | 18.86% |
| Westminster | 16.23% | 16.67% |
| | | |
| Greater London | 12.35% | 14.47% |

7. Demographics

Nationality:

The proportion of rough sleepers from the UK increased from 56% to 64% in 2021/22. This increase in proportion of UK nationals is accompanied by the falling of those from European nationalities, with these backgrounds falling from 37% to 30%.

This fall in those from the European Economic Area (EEA) rough sleeping in CoL may be related to the European Union Settlement Scheme (EUSS) officially coming to end during this period, with many EEA nationals receiving immigration status during this time. CoL continues to support several EEA nationals who are awaiting their EUSS decision from the Home Office.

A visual breakdown of 2021/22 nationalities can be seen on slide 4 of the accompanying Appendix 1: Rough Sleeping Dashboard.

Gender:

There has been no meaningful change in gender proportions within CoL rough sleeping population since 2020/21. In 2021/22 89.7% of rough sleepers were male, while 10.3% were female.

Age:

There has been no significant change in age brackets of rough sleepers in CoL. Rough sleepers who are between 36 and 45 years of age remain the largest cohort at 37.9%.

A visual breakdown of 2021/22 age brackets can be seen on slide 5 of the accompanying Appendix 1: Rough Sleeping Dashboard.

8. Support Needs

Those presenting as having no support needs fell from 21% to 9%. This represents an increase in complex needs of clients in 2021/22, with Drug and Mental Health support needs both increasing.

Mental Health remains the highest proportion of distinct support need – rising from 56% to 66%. Those with multiple support needs from alcohol, drugs and mental health now represent 51% of all rough sleepers – up from 47%.

9. Accommodation Outcomes

The amount of accommodation events fell by 34.10% in 2021/22. The table below highlights the changes across the two annual reporting periods.

Accommodation Outcomes
Number of Events

| | 2020/21 | % Change | 2021/22 |
|---|---|---|---|
| **COVID-19 accommodation** | 199 | -95.97% | 8 |
| **SWEP** | 30 | -20% | 24 |
| **Temporary accommodation + Pathway Hostels** | 69 | 163.23% | 163 |
| **Long-term accommodation** | 7 | -14.29% | 6 |
| **Total** | 305 | -34.10% | 201 |

The fall in accommodation events reported on CHAIN in 2021/22 is due mostly to the ending of ‘Everyone In’ and short-term accommodation in response to the COVID-19 pandemic. While there has a been a reduction in short-term pandemic-related accommodation, there has been an increase in events relating to longer-term temporary accommodation and hostels within the CoL pathway.

Accommodation events in this annual reporting period are illustrated visually on slide 6 of Appendix 1: Rough Sleeping Dashboard.

10. Quarterly Update – Q4 2021/22

Throughout Q2 and Q3 of 2021/22, CoL so consecutive increases in rough sleeping. However, in Q4 there was a reduction in rough sleeping across all categories. The table below shows the changes from Q3 to Q4.

| | Q3 - 2021/22 | % Change | Q4 - 2021/22 |
|---|---|---|---|
| **New Rough Sleepers (All)** | 60 | -11.66% | 53 |
| **New RS with no second night out** | 37 | -5.41% | 35 |
| **New Rough Sleepers joining living on streets** | 5 | | 5 |
| **Living on the Streets** | 67 | -14.93% | 57 |
| **Intermittent Rough Sleepers** | 61 | -24.59% | 46 |
| **Total** | 183 | -17.49% | 151 |

New rough sleepers presenting in CoL fell by 11.66% after increases across the annual period and in previous quarters.

New rough sleepers without a second night on the streets in CoL fell slightly, but this still represents 61.62% of all new rough sleepers in Q4 either being accommodated, reconnected or moving elsewhere during this period.

Those classed as ‘Living on the Streets’ fell by 14.93% – which is a great achievement by commissioned services, by ensuring that those who are most street attached are being encouraged into accommodation, or having vital mental health interventions.

Intermittent rough sleeping also fell by 24.59%, highlighting that fewer individuals were returning to the streets after being accommodated or reconnected. Commissioned services, which supported people through accommodation services, were able to reduce the number of people previously assisting in returning to the streets.

In total rough sleeping fell -17.49% in the last quarter of the financial year, and while there was a minor increase annually in 2021/22 overall, it is encouraging to see the hard work of commissioned services having a numerically positive impact over the winter months in returning rough sleeping numbers to a downward trend for the current financial year, despite high numbers of new rough sleepers annually.

Full quarter-to-quarter cohort trends can be viewed on slides 7 and 8 of Appendix 1 – Rough Sleeping Dashboard.

**Options**

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

**Proposals**

12. There are no proposals arising from this paper.

**Corporate & Strategic Implications**

13. There are no strategic implications directly related to this report
14. Financial implications – N/A
15. Resource implications – N/A
16. Legal implications – N/A
17. Risk implications – N/A
18. Equalities implications – N/A
19. Climate implications – N/A
20. Security implications – N/A

## Conclusion

21. In conclusion, rough sleeping as reported on CHAIN in CoL increased by a small amount in 2021/22 compared to previous annual reporting period. While this increase in CoL was of only 6.3%, this contrasted with most neighbouring boroughs and the Greater London average which saw large decreases in total rough sleeping.

22. This report has shown that, while annual totals for 2021/22 were not in line with neighbouring boroughs or Greater London trends, CoL has still had a comparable and often larger reduction in rough sleeping numbers since 2018/19 compared to these local authority areas. CoL has reduced rough sleeping 15.64% in the last four years, which is nearly three times the Greater London Average.

23. The largest factor identified by this report in CoL's 2021/22 annual increase is the sharp increase in 'Flow' (new) rough sleepers presenting in the Square Mile. All boroughs discussed the overall decrease in rough sleeping also a large decrease in new rough sleepers, while CoL saw a 25% increase on the previous year, and an increase in Flow as a percentage of total rough sleeping. There was also a more than 100% increase in the amount of unidentifiable rough sleepers who spent only one night in CoL during 2021/22. This is a particularly challenging statistical cohort to address, due to lack of information and time available to commissioned services to help individuals address their rough sleeping.

24. Quarter 4 of 2021/22 saw overall decreases in rough sleeping in CoL, after consecutive quarterly increases prior. These decreases occurred across all categories of rough sleepers. This is encouraging work and signifies a return to the overall downwards average trajectory of rough sleeping in the Square Mile.

## Appendices

- Appendix 1 – Rough Sleeping Dashboard

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