

Committee(s): Homeless and Rough Sleeping Subcommittee	Dated: 03/07/2023
Subject: Operational Architecture Summary Report	Public
Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?	1,2,3,4,9,10
Does this proposal require extra revenue and/or capital spending?	N
If so, how much?	N/A
What is the source of Funding?	
Has this Funding Source been agreed with the Chamberlain's Department?	N/A
Report of: Judith Finlay – Director, Community and Children's Services	For Information
Report author: Will Norman – Head of Homelessness Prevention and Rough Sleeping	

Summary

This report provides Members with an up-to-date overview of the City of London's rough sleeping and homelessness services. The report sets out the Statutory Homelessness, Rough Sleeping and Accommodation Pathway elements and describes the intersectionality of these three areas. The report includes references to City of London commissioned initiatives and services funded or commissioned from elsewhere.

The report uses data from a 6-month period between 1 December 2022 and 31 May 2023. This period was chosen to offer Members an up to date, relevant insight into activity prior to annual Combined Homelessness Information Network (CHAIN) data being published in late June.

Two appendix documents are included. Appendix 1 shows the service area in diagrammatical form and appendix 2 (non-public) provides 2 anonymised case studies. The report and appendix 1 are designed to be viewed together to provide a description of the level of demand upon each service area with indicative headline data for each

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. Since 2017/18 the City of London has achieved grant awards annually from the Department for Levelling Up, Housing and Communities (DLUHC) Rough Sleeping Initiative Grant (RSI). Awards have increased steadily and the grants for FY's 2022/23 to 2024/25 now average over £1m per annum.
2. In 2019 the City of London commissioned Homeless Link to undertake a gap analysis and review our existing homelessness and rough sleeping service delivery.
3. In 2019 Members agreed an increase in budget to enhance outreach capacity and improve route of the street offers and options for longer-term, complex needs rough sleepers. As a result, the Homelessness and Rough Sleeping Service area has three distinct, but interconnected service areas:
 - Statutory Homelessness
 - Rough Sleeping
 - Pathway
4. All three service areas have access to an array of statutory and commissioned support services meeting health, wellbeing and substance misuse needs.

Current Position

Core objectives and description of services:

5. **Rough Sleeping** – *rough sleepers in the Square Mile will be discovered quickly. They will understand that they can be assisted, how this can happen and the services that can support them. This offer is open to all, without discrimination.*
6. The City of London commissions the following rough sleeper focused services, either funded directly, through Rough Sleeping Initiative funding, or through a combination of both:
 - **City Outreach Service (Thames Reach)** – our core outreach service operating close to 365 days per year. Daily outreach shifts are provided with the aim being to engage rough sleepers and provide a comprehensive needs and risks assessment, either from the street or after a referral into an assessment or emergency bed.
 - **City & Tower Hamlets Navigator Service (St Mungos)** – jointly commissioned with Tower Hamlets. More complex outreach methodology. Focus on long-term, complex needs individuals often rough sleeping to the east of the Square Mile.

- **City Assessment Service at City Inn Express (Thames Reach)** – 21 rooms. Our interim assessment bed setting commissioned to fill the gap between the closure of Carter Lane (pandemic provision) and the opening of the new City of London Rough Sleeping Assessment Centre.
7. The following service is commissioned by the Greater London Authority (GLA) but works in collaboration with City commissioned services.
- **Pan-London Navigator Service (St Mungos)** – similar methodology as the City and Tower Hamlets Navigators. The service has access to the City of London Pathway via referral in the same way as City commissioned services.
8. **Pathway** – *provides safe, secure and comfortable accommodation matched to the variety of presenting need. Settings will be professionally managed, have clear objectives and offer a dignified environment for former rough sleepers to recover and progress.*
9. The City of London commissions the following Pathway focused services, either directly funded, through Rough Sleeping Initiative (RSI) funding, or through a combination of both:
- **Grange Rd (St Mungos)** – 29 room high support project operating as a Psychologically Informed Environment (PIE). The service offers a variety of options from single rooms to self-contained studios. 24/7 staffing.
 - **Crimscott St (Providence Row Housing Association)** – 21 rooms based on a site adjacent to Grange Rd. Low to medium support service offering self-contained, semi-independent living. Staff on site 9-5. The service acts as a progression offer for Grange Rd residents.
 - **The Lodges (St Mungos)** – two projects totalling 57 rooms jointly commissioned by City and Westminster. The Lodges offer a unique ethos where rough sleepers with extensive experience of homelessness and who often hold a negative view of residential services, can live semi-independently with minimal support. The focus is on dignity and wellbeing rather than progression.
 - **City and Hackney Housing First (St Mungos)** – 12 tenancies operated along Housing First principles. This means rough sleepers can access tenancies directly from the street, regardless of support needs, and receive intensive, wrap-around support from a network of providers.
 - **Temporary Accommodation (TA) (various)** – the City uses temporary accommodation on a discretionary basis to provide flexible capacity in the Pathway. Discretionary TA is used to ease winter pressure, provide tailored options or offer sideways moves within the pathway.
10. **Statutory Homelessness** – *discharges our duties under housing and homelessness legislation in an applicant focused way. The service will seek to prevent homelessness and when it does occur, we will act with pace to resolve.*

11. The Statutory Homelessness Team operates within the legislative frameworks provided by the Part 7 Housing Act 1996, Homelessness Reduction Act 2017 and the Domestic Abuse Act 2021, among others.
12. For the prevention and relief of homelessness, the interim duty to accommodate is met through the provision of TA under s188 Part 7 Housing Act. Where applicants are eligible for assistance under the main duty, this is most commonly discharged into City of London social housing or the private rented sector (PRS).
13. The City commissions a specialist service in support of the Statutory team. This is jointly funded by the RSI.
 - **City of London Women's Project (Housing Action Management)** – a 6 bed house for women fleeing domestic abuse. No on-site support. The service secures our compliance with the Domestic Abuse Act 2021 and can also be accessed on a discretionary basis for female rough sleepers.
14. **Related Support Services** – *we sustain productive relationships with agencies delivering support to the Square Mile and sub-regionally. Through our partnerships we ensure the rough sleepers, and anyone accommodated in our Pathway has access to the right support.*
15. The City of London commissions the following support services, either directly funded, through Rough Sleeping Initiative (RSI) funding, or through a combination of both:
 - **Tri-Borough Psychotherapy Service (Providence Row Charity)** – funded by the RSI and shared between City, Tower Hamlets and Hackney. Outreach based model that works with rough sleepers or accommodated clients who benefit from greater focus on psychological needs and wellbeing. Supports concepts around change adaption, goals and aspirations.
 - **Mobile Intervention Support Team (Thames Reach)** – outreach service helping former rough sleepers to adapt to moving into accommodation with particular focus on clients in unsupported settings such as B&B and TA.
 - **Streets to Work (St Giles Trust)** – offers skills, training and pre-employment support to anyone in the Pathway, rough sleeping or vulnerable residents in City of London social housing.
16. Additional services are available through regional homelessness bodies, NHS and Public Health systems:
 - **City & Hackney Drug and Alcohol Service (Turning Point)** – commissioned by City and Hackney Public Health with additional funding from Office from Health Improvement and Disparities (OHID) to provide a dedicated rough sleeping outreach workstream. Harm minimisation, cessation and residential treatment options.

- **Rough Sleeper Mental Health Project (RaMHP)** – commissioned by the GLA to deliver outreach based statutory mental health services to rough sleepers and onward referral to community services for clients moving into accommodation.
- **City and Hackney Mobile Health Clinic (East London Foundation Trust)** – an extension of the Greenhouse GP practice which offers a mobile clinic on a weekly basis. Jointly coordinated by the City of London Homeless Health Coordinator. Vehicle based service which can link with other offers including substance misuse, mental health and sexual health.

Key Data

17. Paras 18 to 24 set out the demand for each service area. The period chosen is the last 6 calendar months – 1 December 2022 to 31 May 2023. These sections when viewed together and alongside the diagram which can be found as appendix 1, serve to demonstrate the relationships between the service areas and the potential progress for clients through our pathway.

Statutory Homelessness

18. The period saw 297 approaches for assistance to our Statutory Homelessness Team. Most approaches are resolved quickly through advice, guidance and signposting.

19. The team accepted a prevention, relief or main duty in 21 cases. The remaining cases were provided with advice, guidance and signposting or received case work to establish eligibility, entitlements or connections to other areas. In the same period, 9 duties were fully discharged or closed.

20. During the 6-month period the team placed 16 individuals and households in TA. The period began with 26 households in TA.

Rough Sleeping

21. The outreach team received 784 Streetlink referrals. The active outreach caseload (excludes clients we have not identified or seen only once) is 137 for the core outreach service operated by Thames Reach and 45 for the City and Tower Hamlets Navigator service operated by St Mungos (182 combined caseload). These are distinct caseloads with no double-counting.

22. The 6-month period saw our outreach services and the Rough Sleeping Team complete a total of 99 accommodation placement events. This includes individuals placed more than once in the period. Severe Weather Emergency Protocol (SWEP) placements were also included. This can be broken down as follows:

Setting	Count
B&B	33
City Inn Express	33
Temp. Accommodation	33

23. The same period saw 117 referrals to support services. This can be broken down as follows:

Service	Count
Streets to Work	5
MIST	21
Statutory Homelessness	8
Immigration Advice Service	11
RaMHP	37
Turning Point	11
No Second Night Out	24

Pathway

24. There have been 43 admissions into the supported accommodation pathway. This figure includes the initial mobilisation of Grange Rd. SWEP placements, CIE and 'off the street' and emergency accommodation arranged for the outreach team is not included.

Service	Booked in
Crimscott Street	5
Grange Road	32
Housing First	2
Great Guildford Street	1
PRS Scheme	1
Your Place (Caritas Anchor House)	1
The Lodges	1

Corporate & Strategic Implications

Financial implications - none

Resource implications - none

Legal implications - none

Risk implications - none

Equalities implications – none

Climate implications - none

Security implications - none

Conclusion

25. The Thames Reach outreach team received 784 referrals in the 6-month period and the team had an active caseload of 137. When combined with the City and Tower Hamlets Navigator service, the total outreach caseload in the period was 182.
26. Statutory Homelessness services saw 297 approaches for advice, guidance and assistance. After qualifying cases for eligibility, 21 duties were accepted, and 16 new Temporary Accommodation placements were created.
27. The period saw 43 people move in our supported accommodation pathway. This figure includes 32 people who moved into the new Grange Rd project in Southwark.
28. A total of 117 referrals to other support services are recorded. This includes health, wellbeing and substance misuse services.

Appendices

- Appendix 1 – Homelessness and Rough Sleeping Architecture Diagram
- Non-public Appendix 2 – Case Studies

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