Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee – For Information	04/10/2023
Subject: Rough Sleeping Annual Performance Report 2022/23	**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: Judith Finley, Director of Community and Children's Services	**For Information**
Report author: Rowan Wyllie, Rough Sleeping Co-ordinator, Department of Community and Children's Services	

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 2022/23, with some reference to previous annual CoL data, and neighbouring borough comparisons. This report follows a format utilised in the previous Annual CHAIN Report 2021/22 which was submitted to Members last year.

This report aims to provide context to the data collected via CHAIN for 2022/23 and draws comparison to neighbouring boroughs to support understanding of the trends and patterns of the occurrence of rough sleeping in the Square Mile. This report shows that, while rough sleeping has increased across London in 2022/23, the increase percentage of rough sleeping in CoL is less than that of neighbouring boroughs and is relatively similar to rough sleeping levels pre-pandemic.

The data shows an increase of 29.5% in annual total individual rough sleeper numbers between 2021/22 and 2022/23 in the CoL. An increase in rough sleeping is a London-wide trend in 2022/23, increasing by an average of 20.69%. All CoL's neighbouring boroughs saw an increase in rough sleeping in 2022/23.

Analysis of accommodation outcomes in CoL has found positive improvement in 2022/23, increasing by 21%.

Definition of technical terms can be found in Appendix 1 – CHAIN Cohort Terminology.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. Annual total rough sleeping figures in London measured in the last four financial years demonstrate a broad amount of change and fluctuation. During this period, London boroughs have adapted their funding and the resources of their homelessness pathways, particularly in response to the COVID-19 pandemic.

2. This report analyses the recorded levels of rough sleeping in the City of London in the 2022/23 financial year. Data utilised is sourced from CHAIN and the 2022/23 Annual Report, which is published for Greater London and for each London borough each year.

3. After fluctuation and change across the last four financial years, CoL places 6th when compared to the other London local authorities in 2022/23.

4. The tables below show the 15 London boroughs with the highest annual figures of rough sleeping in 2021/22 and 2022/23, with the CoL's position highlighted for context. Annual rough sleeping numbers are defined as the total unique individuals seen by Outreach teams as rough sleeping in the Square Mile.

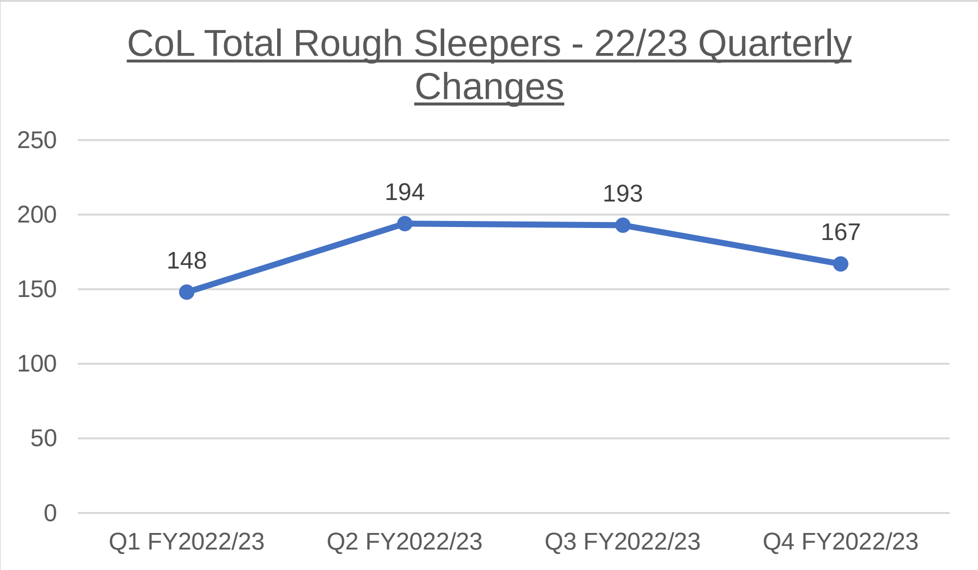
2021/22		
1	Westminster	1698
2	Camden	666
3	Ealing	448
4	Lambeth	438
5	Newham	428
6	Southwark	388
7	City of London	372
8	Tower Hamlets	297
9	Brent	283
10	Croydon	271
11	Haringey	268
12	Lewisham	264
13	Wandsworth	264
14	Redbridge	247
15	Islington	238

2022/23		
1	Westminster	2050
2	Camden	719
3	Lambeth	623
4	Ealing	563
5	Newham	503
6	City of London	482
7	Tower Hamlets	460
8	Southwark	435
9	Brent	373
10	Croydon	373
11	Islington	337
12	Haringey	304
13	Lewisham	296
14	Redbridge	248
15	Hackney	246

5. During the annual reporting period of 2022/23, CoL's rough sleeping numbers peaked in Quarter 2 (Q2) at 194 (an increase of 31.08% to the previous quarter), and have steadily decreased across the subsequent quarters.

6. The following table and chart display the data and trends of rough sleeping in the CoL across the reporting quarters of the 2022/23 financial year :

Date	Sum of Total Clients	Percentage Change
Q1 FY2022/23	148	-1.90%
Q2 FY2022/23	194	31.08%
Q3 FY2022/23	193	-0.51%
Q4 FY2022/23	167	-13.47%



7. Terminology

This report uses data drawn from the CHAIN database, managed by Homeless Link, and CHAIN reports published via the Greater London Authority (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 categories are defined in Appendix 1. These terms will be used to differentiate between cohort types and reporting periods in this report.

Current Position

8. Total Individual Rough Sleepers – Annual Changes
The number of people seen rough sleeping in the Square Mile in 2022/23 was 482. This number is a 29.56% increase on the 372 rough sleepers seen in CoL during 2021/22.

9. This increase is illustrated by the changes of the rough sleeping cohorts which constitute the total. The table below shows that ‘Flow’ clients continues to be the largest cohort in the combined group, as 46% of the total. Flow and Stock cohorts increased at a similar rate in 2022/23, and Returners increased by the largest percentage of 59.21%, from 52 in 2021/22 to 83 in 2022/23.

10. The previous Annual Report submitted to this Sub-Committee for the financial year 2021/22 noted that the increase in rough sleeping was largely due to a sharp increase in new rough sleepers (Flow). In contrast, 2022/23 saw increases across all groups. This report will compare how the increases in CoL compare to the increases seen in neighbouring boroughs as London has increased in rough sleeping this financial year.

	2021/22	2022/23
CoL Flow (new)	180	226
CoL Stock (long term)	140	173
CoL Returner (intermittent)	52	83
Total	372	482

11. The table below shows the total individual rough sleepers seen across CoL, neighbouring boroughs, and Greater London overall, in financial years 2018/19 through to 2022/23. The table shows data dating back to 2018/19, to provide context relative to rough sleeping numbers prior to the COVID-19 pandemic, giving background to prior demand on homelessness services during this time.

Total Rough Sleepers

	2018/19	2019/20	2020/21	2021/22	2022/23	Overall change 2018–2023
City of London	441	434	350	372	482	41
Camden	815	639	630	666	719	-96
Islington	276	367	388	238	337	61
Southwark	435	548	567	388	435	0
Tower Hamlets	316	459	400	297	460	144
Westminster	2,512	2,757	2,162	1,698	2,050	-462
Greater London	8,855	10,726	11,018	8,329	10,053	1,198

12. The total annual 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. The data show that there have been fluctuations across the last four financial years, however, in 2022/23 all neighbouring boroughs saw an upward trend in rough sleeping.

13. While CoL saw a smaller increase in rough sleeping, which is in line with London as a whole, numbers are relatively on par with the level of rough sleeping in 2018/19. Other neighbouring boroughs saw a significant increase, as shown in the table above.

14. Annual Changes in Rough Sleeping Cohorts

The Annual CHAIN Report 2022/23 analyses the proportion of each cohort group across London boroughs. The following table shows the CoL's cohort breakdown and comparison to neighbouring local authorities.

	Flow	Stock	Returner
City of London	47%	36%	17%
Camden	46%	38%	16%
Islington	66%	21%	13%
Southwark	59%	20%	21%
Tower Hamlets	45%	25%	16%
Westminster	53%	30%	17%
Greater London	63.57%	20.73%	15.69%

15. The table shows that the Flow cohort of new rough sleepers is consistently the largest group for CoL and all neighbouring local authorities, and this aligns with the average across London as a whole. Notably in the CHAIN report, CoL has one of the highest Stock cohort proportions at 36%. This cohort proportion is exceeded by only Camden, with a proportion of 38%. Stock cohort clients seen across two consecutive years as rough sleeping may be characterised as individuals who have higher support needs and have been street homeless for a longer period overall. Further analysis of this sub-group is detailed later in this report.

16. The following analysis of this report will draw focus to each cohort group (Flow, Stock, Returner) and note the changes in CoL with comparison to neighbouring boroughs and London as a whole. Data presented show each cohort as a proportion of the combined total rough sleepers, across the last three financial years.

17. The table below shows the proportion of Flow (new rough sleepers) as a percentage of rough sleepers overall in CoL and compared to neighbouring boroughs:

Flow

As percentage of total

	2020/21	2021/22	2022/23
City of London	41.14%	48.39%	47%
Camden	51.11%	41.44%	46%
Islington	68.81%	57.98%	66%
Southwark	61.90%	61.34%	59%
Tower Hamlets	54.50%	44.11%	45%
Westminster	59.76%	53.25%	53%
Greater London	68.35%	61.12%	63.57%

18. The table above shows that there is fluctuation of new rough sleepers across the three financial years. The proportion of new rough sleepers in CoL is a consistent level to the previous financial year.

19. The table below shows changes in percentage levels of Stock (long-term) rough sleepers across CoL and neighbouring boroughs.

Stock
As percentage of total

	2020/21	2021/22	2022/23
City of London	43.14%	37.63%	36%
Camden	30.63	37.39%	38%
Islington	18.56%	26.47%	21%
Southwark	26.81%	25.77%	20%
Tower Hamlets	32%	37.04%	25%
Westminster	24.01%	33.22%	30%
Greater London	19.30%	24.41%	20.73%

20. Clients categorised as the 'Stock' cohort are recognised as longer-term rough sleepers and are individuals who may have multiple or more complex support needs and be street-attached. Services such as Navigators and other specialised services are specifically commissioned to work with this group to enable them to access accommodation and sustain engagement with services.

21. The volume of long-term rough sleepers in CoL reduced in 2022/23, which is a consistent trend of the last three financial years.

22. The table below shows changes in percentage levels of Returner (intermittent) rough sleepers across CoL and neighbouring boroughs. Most boroughs saw a decrease in intermittent rough sleepers, however, CoL increased slightly by 3.02%, and Southwark increased by 8.11%.

Returner
As percentage of total

	2020/21	2021/22	2022/23
City of London	15.71%	13.98%	17%
Camden	18.25%	21.17%	16%
Islington	12.62%	15.55%	13%
Southwark	11.29%	12.89%	21%
Tower Hamlets	13.50%	18.86%	16%
Westminster	16.23%	16.67%	17%
Greater London	12.35%	14.47%	15.69%

23. Accommodation Outcomes

The amount of accommodation events increased by 21.89% in 2022/23. The table below highlights the changes across the three annual reporting periods.

	2020/21	% Change	2021/22	% Change	2022/23
COVID-19 accommodation	199	-95.97%	8	N/A	N/A
Severe Weather Emergency Protocol (SWEP)	30	-20%	24	225%	78
Temporary accommodation + Pathway Hostels	69	163.23%	163	-3.06%	158
Long-term accommodation	7	-14.29%	6	50%	9
Total	305	-34.10%	201	21.89%	245

24. The accommodation outcomes in 2022/23 saw a significant success rate of Severe Weather Emergency Protocol (SWEP) accommodation outcomes achieved with an increase of 225% compared to the previous financial year. The success of SWEP is analysed in a separate report submitted to this Sub-Committee on 26 April 2023.

25. While there was a similar amount of temporary or pathway accommodation outcomes, long-term accommodation outcomes achieved in 2022/23 increased by 50%.

26. <u>Demographics</u>

a) Nationality:

The proportion of rough sleepers from the UK was maintained as 64% of the CoL's rough sleeping population in 2022/23. The proportion of individuals from European nationalities has decreased, following trends from 2020/21 and 2021/22, reducing from 30% to 25.5% in 2022/23.

As highlighted in the Annual CHAIN Report for 2021/22, this continued 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 an end in July 2021. Individuals are supported to access immigration support and advice by specialist services who employ qualified immigration advisors. Safe reconnection to an individual's local authority or country of origin is offered to resolve individuals' homelessness wherever it is appropriate.

b) Gender:

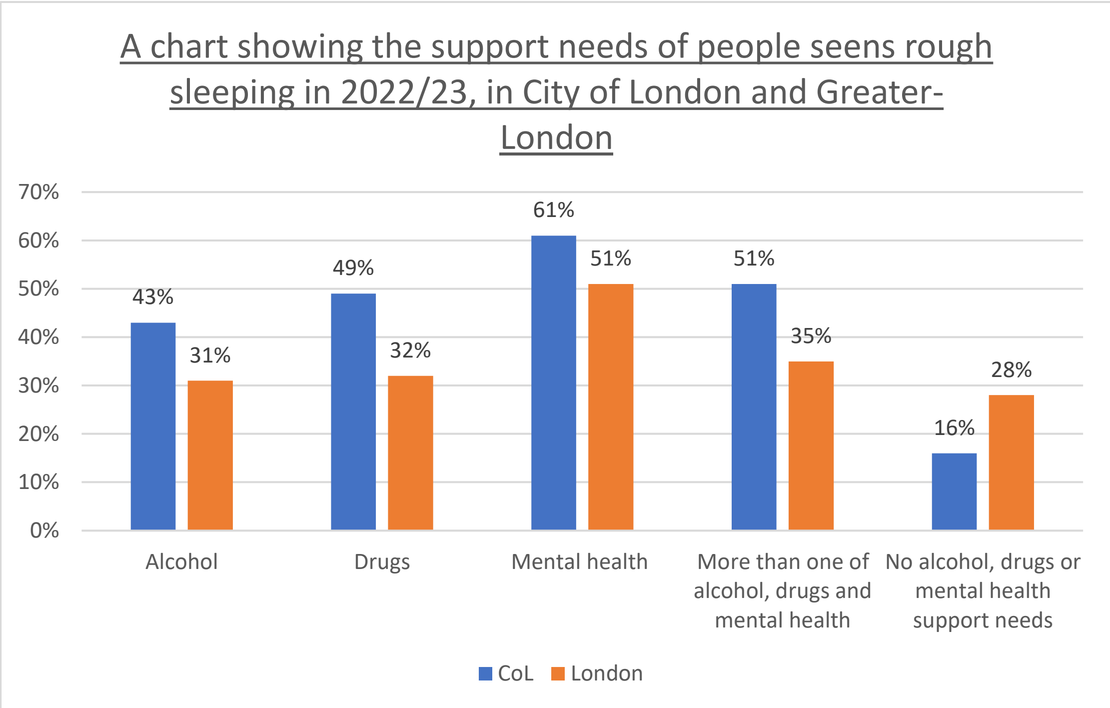
There has been no meaningful change in gender proportions within the CoL's rough sleeping population since 2020/21. In 2022/23, 89.3% of rough sleepers were male, while 10.4% were female.

c) 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 37.6%. Rough sleepers who are aged between 26 and 35 or 46 and 55 years of age, have a similar rate of 22%. Only 4.3% (n=21) of rough sleepers seen in CoL in 2022/23 were under the age of 25.

27. Support Needs

The following chart compares the distribution of the support needs of rough sleepers in CoL compared to the average in London in 2022/23.



Mental health remains the most prevalent support need – which has slightly decreased from 66% in 2021/22 to 61% in 2022/23. This figure is 10% higher than the London average. Those with multiple support needs from alcohol, drugs and mental health represent 51% of all rough sleepers – which is the same figure as 2021/22 and is 16% higher than the London average.

Options

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

Proposals

29. There are no proposals arising from this paper.

Corporate & Strategic Implications

30. 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

31. In conclusion, rough sleeping as reported on CHAIN in CoL increased compared to the previous annual reporting period, and this trend is seen across London and all neighbouring boroughs.

32. The largest cohort group of rough sleepers in CoL continues to be 'Flow' (new rough sleepers), comprising 47% of the population. CoL has one of the largest groups of 'Stock' (long-term rough sleepers) with a proportion of 36% of the population. However, analysis of quarterly trends indicates progress in support this cohort group, with a 27% decrease in the 'Living on the Streets' cohort group between Q3 and Q4.

33. Q4 of 2022/23 saw overall decreases in rough sleeping in CoL, following the trend of steady decreases of rough sleeping across the financial year. This is encouraging work and signifies movement towards the overall downwards average trajectory of rough sleeping in the Square Mile.

Appendices

- Appendices 1 – CHAIN Cohort Terminology

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