

# City of London Corporation Committee Report

<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Dated:</b> 10/07/2025
<b>Subject:</b> Introduction to Homelessness and Rough Sleeping Services Report	<b>Public report:</b> For Information
<b>This proposal:</b> <ul style="list-style-type: none"> <li>• <b>delivers Corporate Plan 2024–2029 outcomes</b></li> </ul>	Links to Corporate Plan outcomes 1, 2, 3, 4,10
<b>Does this proposal require extra revenue and/or capital spending?</b>	No
<b>If so, how much?</b>	NA
<b>What is the source of Funding?</b>	NA
<b>Has this Funding Source been agreed with the Chamberlain’s Department?</b>	NA
<b>Report of:</b>	Judith Finlay – Executive Director, Community and Children’s Services
<b>Report author:</b>	Will Norman – Head of Homelessness Prevention and Rough Sleeping

## Summary

This report provides new Members of the Homelessness and Rough Sleeping Sub-Committee with an overview of our Statutory Homelessness, Rough Sleeping (HRS) and Supported Accommodation Pathway teams and the work they undertake. The report explains where statutory duties are owed, the source of funding for staffing and service delivery, and the strategic context for the work.

The report is designed as a high-level summary for newer Members. Members will receive more focused reports relating to the work of specific teams at various points of the year.

This report references the following priorities from the Homelessness and Rough Sleeping Strategy 2023–2027:

- Priority 1 – Providing rapid, effective and tailored interventions

- Priority 2 – Securing access to suitable, affordable accommodation
- Priority 3 – Achieving our goals through better collaboration and partnership
- Priority 4 – Providing support beyond accommodation.

## **Recommendation**

Members are asked to:

- Note the report

## **Main Report**

### **Background**

1. Homelessness and Rough Sleeping services are delivered by local authorities to meet the needs of homeless individuals and households. 'Homelessness' is a broad term that captures anyone who does not have access to a safe and secure home which is safe and appropriate for them to access. 'Homelessness' or 'statutory homelessness' are terms used in the sector to differentiate between homeless individuals or households who do not have a settled home, but they have not been recorded as rough sleeping.
2. 'Rough sleeping' is the most acute form of homelessness and refers to (usually) an individual who is roofless – i.e. they have been verified as sleeping on the streets or in a shelter not designed for permanent habitation.
3. As the phrase suggests, statutory homelessness is a regulated area, and local authorities have statutory duties under Part VII Housing Act 1996 (as amended). 2017 saw the introduction of the Homelessness Reduction Act which widened these duties and added new emphasis on prevention of homelessness. Other intersections with related legislation include (but are not limited to): Domestic Abuse Act 2021; Human Rights Act 1998; and Care Act 2014.
4. Verified rough sleepers fall under Part VII Housing Act duties. However, the complex and often chaotic nature of rough sleeping makes engagement with legislative frameworks challenging for some. There are countless reasons why individuals rough sleep and many local authorities have developed specific areas of practice focused on rough sleeping. Most London local authorities will have a Rough Sleeping Coordinator and access to an Outreach Team as a minimum. Many will commission their own services, and local authorities with the largest rough sleeping populations will have extensive and sophisticated partnership arrangements coordinated by a dedicated Rough Sleeping Team.
5. Regional and national homelessness and rough sleeping data is collected the Ministry of Housing, Communities & Local Government (MHCLG). Statutory work is overseen by the Homelessness Advice and Support Team (HAST) and rough sleeping work by the Rough Sleeping Initiative (RSI).

6. Statutory data is submitted automatically from our casework database via a bulk data return known as H-CLIC (Homelessness Case Level Collection). This is later published by MHCLG. For London-based local authorities, rough sleeping data is submitted through the Combined Homelessness and Information Network (CHAIN) which all London's outreach teams use. CHAIN is commissioned by the Greater London Authority (GLA).
7. The City of London participates in a number of forums hosted by MHCLG, London Councils and the GLA. Some of these are operational and others are more strategic.
8. There is a statutory requirement that all local authorities have a Homelessness and Rough Sleeping Strategy. The City's document for 2023–2027 can be found at Appendix 1. Members of the Homelessness and Rough Sleeping Sub-Committee hear a progress report at every meeting. Further oversight is provided by the Homelessness Prevention and Rough Sleeping Strategy Group which draws together partners and stakeholders who help us deliver our strategic objectives.
9. The total budget for 2025-26 is £5,800,000. This includes £1,553,000 of grant income (Homelessness Prevention Grant and Rough Sleeping Prevention and Recovery Grant) and £2,588,000 from Central Risk. Full budget information can be found at appendix 3.
10. The Homelessness and Rough Sleeping Service sits in People Division alongside Adult and Children's Social Care.

## **Current Position**

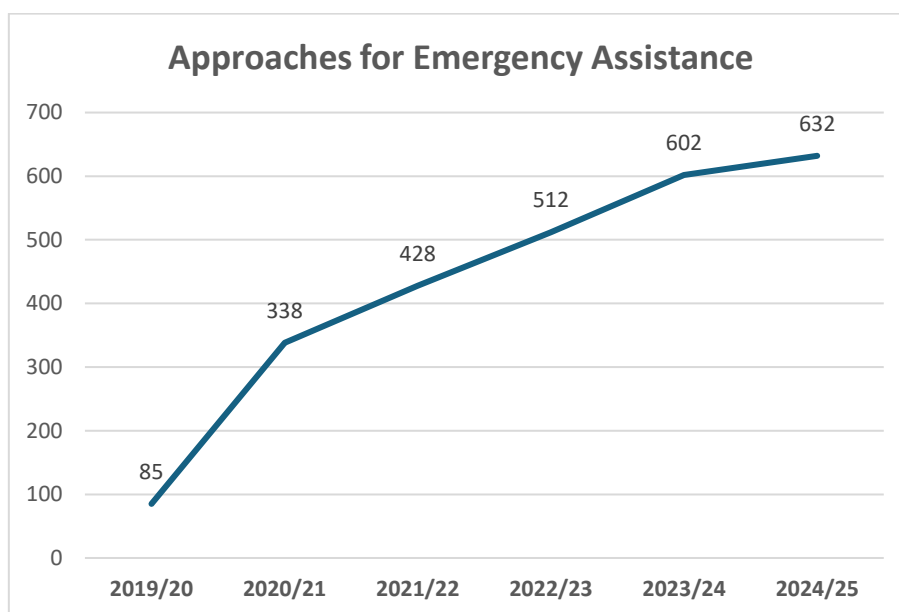
11. For service area structure, please see the structure diagram at Appendix 2. There are currently 20 staff members in the service area.

## **Statutory Homelessness**

12. The team consists of five officers: a Triage Officer handling general inquiries and providing the majority of our duty system; two Housing Officers who provide casework across a range of prevention, relief and main duty cases; a Senior Housing Officer who carries a caseload and provides day-to-day management support to the team; and a Team Support Officer to aid with administrative duties.
13. The primary function of the team is to ensure that the City of London is compliant with its duties as set out in the following legal frameworks:
  - Part VII Housing Act 1996
  - Homelessness Reduction Act 2017
  - Domestic Abuse Act 2021
14. Demand on the service has been steadily increasing over the last five years. Chart 1 illustrates the rate at which individuals and households approach the

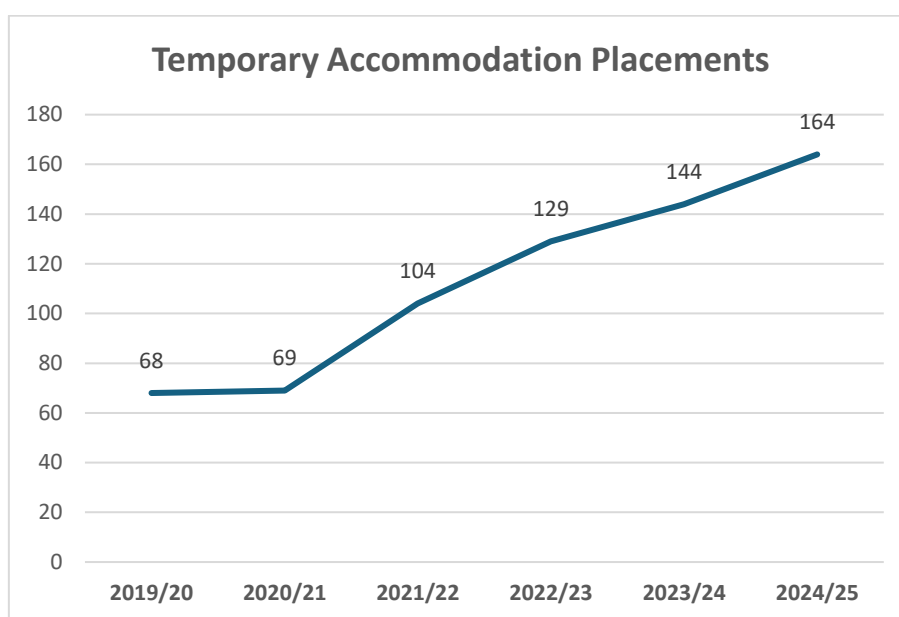
service for advice and guidance. These cases do not necessarily result in a homeless application being taken; however, the provision of advice is a duty covered by homelessness legislation. The rate at which approaches are made is a useful measure of developing pressures on wider homelessness and rough sleeping services.

**Chart 1**



15. Chart 2 tracks the rate at which individuals or families (described as households) are placed in Temporary Accommodation (TA). The number indicates placements per year. Placements in TA are made when the assessing officers have reason to believe the presenting household is homeless – i.e., they do not have access to somewhere safe and suitable to stay which it would be reasonable to expect them to occupy. More information about the City’s use of TA can be found in previous Sub-Committee reports (please see background papers).

**Chart 2**



16. The Statutory Homelessness Service is funded from the core HRS budget and income from Housing Benefit claimable on TA.

### Rough Sleeping

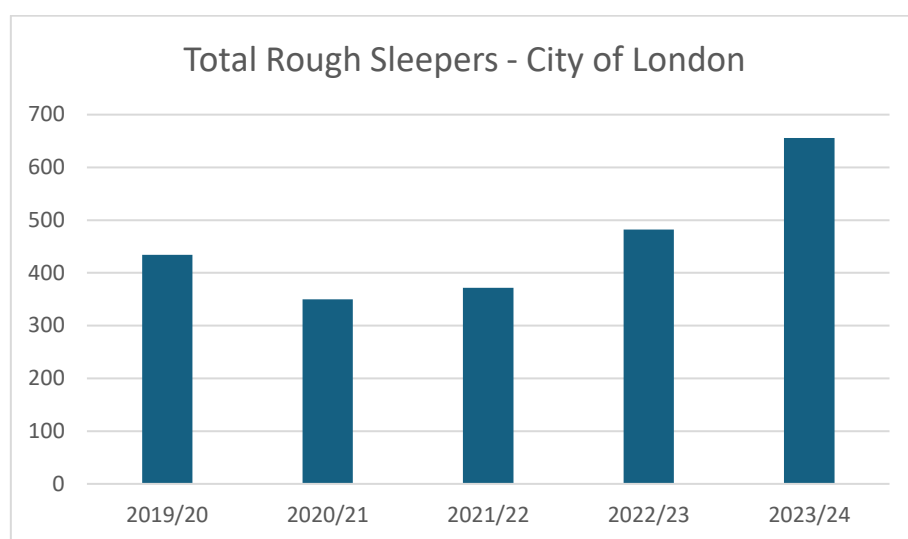
17. The team consists of five officers: a Rough Sleeping Service Manager who manages the budget, leads on commissioning and undertakes contract monitoring; two Rough Sleeping Coordinators who provide day-to-day direction and guidance for our commissioned services; a Pathway Liaison Officer to link rough sleeping services to our Statutory Homelessness and Pathway services; and a Team Support Officer.

18. Rough Sleeping services are coordinated by the City team but largely delivered through an array of commissioned services. This includes:

- City Outreach Team
- Snow Hill Court Assessment Centre
- Block booked TA
- Mobile Intervention Support Team (MIST)
- Navigator Service
- Severe Weather Emergency Protocol (SWEP)
- Dellow Centre City Caseworker
- Psychotherapy Service

19. Demand on the City's Rough Sleeping services has also been increasing in recent years. Chart 3 illustrates the rise in City rough sleepers between 2019/20 and 2023/24, the last year that annual data is currently available for.

**Chart 3**



20. An annual count of rough sleepers takes place in every local authority in England each autumn. In 2024, the City of London counted 86 individuals, a 41% rise on the same count the previous year. This is the third highest figure in England after Westminster and Camden (and followed by Somerset, Bristol and Brighton).
21. Rough sleeping is funded jointly by the core HRS budget and grant funding from MHCLG. Since 2018/19, the City of London has been awarded grant funding from the RSI, steadily increasing from £200,000 in 2018/19 to £1.3 million in 2024/25. In 2025/26, the RSI grant was replaced by the Rough Sleeping Prevention and Recovery Grant (RSPRG) and funding comparable to 2024/25 was awarded. We are currently awaiting a decision from MHCLG regarding a grant programme for 2026/27 onwards.
22. The City's Rough Sleeping services are currently being reviewed by Homeless Link, with a final report due later in July. Members will be briefed on the findings of this report at the October Homelessness and Rough Sleeping Sub-Committee.
23. More information on the RSPRG programme for 2025/26 can be found in the background paper listed at the end of this report.

#### Supported Accommodation Pathway

24. The Pathway Team consists of: a Pathway Coordinator who leads on contract monitoring, performance of our Pathway providers and the City's Tenancy Sustainment Team; a Pathway Liaison Officer who links in with outreach providers, suppliers and maintains sight of the moves in, within and out of the Pathway; and a Team Support Officer.
25. Additional to our residential services for former rough sleepers, the Pathway Team also includes the City's Tenancy Sustainment Team (TST) which

provides support to tenants vulnerable to tenancy loss across the City's portfolio of Greater London housing estates. The TST consists of one Senior TST Officer and three TST Officers. The service has a caseload of around 50 people.

26. The Pathway consist of the following services:

- **Grange Road** – high-support hostel offering 29 single occupancy rooms, including a cluster of self-contained units, located in Southwark.
- **Crimscott Street** – low-medium support hostel offering 21 self-contained units, located adjacent to Grange Rd in Southwark.
- **The Lodge** – jointly commissioned with Westminster and offering 40 single occupancy rooms. Prioritised for low or medium support residents with long rough sleeping histories or multiple unsuccessful stays in more typical hostels. Located in Camden.
- **City Lodge** – jointly commissioned with Westminster and operated along similar lines to the original Lodge. Offers 17 single occupancy rooms, and is located in Middle Street in the City of London.
- **City and Hackney Housing First** – currently proving 30 social and private rented sector tenancies in various London boroughs, 12 of which are occupied by City of London clients. Housing First provides wrap-around support to ensure that tenancies are sustained.
- **Discretionary TA** – flexible capacity depending on need. Dispersed offer in various London boroughs. Currently there are 35 individuals placed in TA.

27. Excluding discretionary TA, there are currently 94 beds at the disposal of the Pathways Team. The Snow Hill Court Assessment Centre is not included in the Pathway. Rough Sleeping services retain management responsibilities for this service as an 'off the street' offer to rough sleepers.

28. The Pathway is funded from the HRS core budget, complemented by some funding from the RSPRG.

29. The City's four residential schemes plus the Housing First project are being reviewed by City officers throughout 2025. The Rough Sleeping Assessment Centre falls under the responsibility of the Rough Sleeping Team and is not included in this process. Findings will be reported to Members of the Homelessness and Rough Sleeping Sub-Committee in early 2026.

## Options

30. There are no options for Members to consider.

## Proposals

31. There are no proposals for Members to consider.

## Key Data

32. Summary data is included within the body of the report.

## **Corporate & Strategic Implications**

- 33. Financial implications – none
- 34. Resource implications – none
- 35. Legal implications – none
- 36. Risk implications – none
- 37. Equalities implications – none
- 38. Climate implications – none
- 39. Security implications – none

## **Conclusion**

- 40. The Homelessness and Rough Sleeping service area is made up of three teams: the Rough Sleeping Team; Statutory Homelessness Team; and Pathway Team. The latter also includes the City's Tenancy Sustainment Team. There are currently 20 full-time officers in the service area.
- 41. Demand on Statutory Homelessness and Rough Sleeping services have steadily increased over the last five years. Approaches for homelessness advice and guidance and placements in TA have roughly doubled over the last four years.
- 42. Five residential settings, a Housing First scheme plus numerous block-booked and ad-hoc TA placements are at the disposal of the Rough Sleeping and Pathway teams. The service has access to 94 rooms under commissioned arrangements.
- 43. The Homelessness and Rough Sleeping Service is funded through a combination of the core HRS budget, grant funding from the MHCLG and income from Housing Benefit placements.

## **Background papers**

- Statutory Homelessness and Rough Sleeping – Use of Temporary Accommodation Report (HRS Sub-Committee, 14 May 2025)
- Rough Sleeping Prevention and Recovery Grant 2025/26 Update Report (HRS Sub-Committee, 3 February 2025)

## **Appendices**

- Appendix 1 – Homelessness and Rough Sleeping Strategy 2023–2027
- Appendix 2 – Structure diagram
- Appendix 3 – Homelessness & Rough Sleeping Budget Allocation 2025-26

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