

City of London Corporation Committee Report

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 12/02/2026
Subject: Annual Rough Sleeping Snapshot 2025 Report	Public report: For Information
This proposal: <ul style="list-style-type: none">• Delivers Corporate Plan 2024-29 outcomes	Diverse Engagement Communities Proving Excellent Services
Does this proposal require extra revenue and/or capital spending?	N/A
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 Finlay, Executive Director of Community and Children's Services
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Summary

This report presents a local data analysis of the 2025 Rough Sleeping Snapshot that took place from midnight on 28th October 2025 to 04:00am on 29th October 2025. The City of London (CoL) final annual street count figure was 83.

The snapshot figure for 2025 of 83 is a 3% decrease on the 86 individuals seen on the snapshot count in 2024. This report provides an overview of previous snapshot counts and the overall upward trend from previous years.

All local authority snapshot intelligence remains embargoed, and so comparative data is limited.

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

- Priority 1 – 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

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Recommendation

Members are asked to:

- Note the report

Main Report

Background

1. Since 2010 all local authorities in England have been required to conduct an annual Rough Sleeping Snapshot in the autumn months. This snapshot is a recording of a single night figure of people rough sleeping in each authority area. All local authorities must conduct their Rough Sleeping Snapshot between 1st October and 30th November each year.
2. The purpose of a Rough Sleeping Snapshot in a local authority area is to:
 - estimate the number of people sleeping rough on a single night in autumn
 - assess changes in the number of people sleeping rough over time
 - compare local authorities and regions in England
 - understand some basic characteristics about people who sleep rough.
3. For the purposes of a Rough Sleeping Snapshot, the official definition of 'people sleeping rough' is:

'People sleeping, about to bed down (sitting on/in or standing next to their bedding) or bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or 'bashes' which are makeshift shelters, often comprised of cardboard boxes). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.

Bedded down is taken to mean either lying down or sleeping.

About to bed down includes those who are sitting in/on or near a sleeping bag or other bedding'¹

A Rough Sleeping Snapshot is conducted by local authorities in conjunction with local commissioned and non-commissioned services, such as outreach teams, police, health services, faith sector representatives, and voluntary services. There are three different types of approaches and methods which can be taken to conduct a snapshot:

- **A count-based estimate:** A physical counting of individual rough sleepers in an area. This is conducted after midnight on the chosen day.

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- **An evidence-based estimate meeting:** Evidence of rough sleeping is presented by the local authorities and rough sleeping services, and a list is submitted of rough sleepers who are likely to be out on the chosen given night.
- **An evidence-based estimate meeting including a spotlight count:** This is the same as above, but combined with a 'spotlight' count, which is a physical count also conducted after midnight, though it may not be as extensive.

Local authorities choose which approach to take and are advised to choose an approach that will most accurately provide an on-the-night rough sleeping estimate for their area.

Current Position

4. The CoL Rough Sleeping Snapshot took place on the evening of Tuesday 28th October 2025 and carried on into the early hours of Wednesday 29th October 2025.
5. A 'count – based estimate' was the methodology used for the 2025 count. The intention of a count-based estimate is to walk all streets or spaces where someone could possibly sleep rough.
6. On the night of 28th October 2025, there were nine teams of two or three people covering each ward walking all streets and spaces within the CoL and targeting known individuals and sleep sites. Attendees included CoL officers, CoL elected members, the CoL Outreach team, CoL Navigators, Parkguard, NHS staff and independent community volunteers.
7. A total of 83 individuals were seen bedded down between the hours of 12:00 midnight and 04:00am.
8. The table below shows the CoL Rough Sleeping Snapshot trends from 2017 to 2025.

Year	2017	2018	2019	2020	2021	2022	2023	2024	2025
Street Count	36	67	41	23	20	43	61	86	83

9. On 14th October 2025, as part of the quality assurance process, a pre count meeting took place with a Homeless Link Verifier, the City Outreach Manager and Rough Sleeping Coordinator. This meeting was followed up by a post count call which took place on 30th October. Our assigned Homeless Link Verifier had three separate calls with the City Outreach Manager, the Rough Sleeping Coordinator and our independent volunteer.
10. Quality Assurance (formerly verification) is the process through which the Quality Assurance Verifier allocated by Homeless Link ensures that the correct processes,

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as set out in the Rough Sleeping Snapshot Estimates Toolkit 2025 have been followed and the snapshot estimate figures are robust.

11. Homeless Link carried out their own checks before confirming the final figure. City officers submit this information to the Ministry of Housing, Communities & Local Government (MHCLG) via the online Delta account.
12. Demographic information of the 83 individuals met on the 2025 count are as follows:

Gender	
Women	6
Men	75
Not known / prefer not to disclose	2
Age	
Under 18 (add further detail below)	0
18–25	3
26 - 35	27
36 - 45	29
46 - 55	13
Over 55	11
Nationality	
UK national	36
EU national (excluding UK)	13
Non-EU national	15
Not known / prefer not to disclose	19

13. The above table displays the information that was either already known about the individuals seen rough sleeping during the count, or the person was awake to disclose the information. If the person was asleep, it was recommended best practice to not wake them up in an attempt to gather this information. This is the cause of the high proportion of 'not known/prefer not to disclose'.
14. The number of Women seen during the count is in line with what we are seeing reflected in our data on the Combined Homelessness and Information Network (CHAIN) and recently during Women's Census week, with only 3 Women seen by Outreach over the course of 5 shifts.
15. The Greater London Authority (GLA) recently noted an increase in migrants from countries outside of Europe seen rough sleeping in the last 2-3 years. It is interesting to note that the number of rough sleepers from non-EU countries has increased. However, in previous years this was the opposite. We saw higher numbers from EU countries and lower numbers from non-EU countries. This was also reflected in the data from the street count in both 2023 and 2024. This has also been reflected Pan London.

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16. Last year we had less information on the breakdown of age, as 21% of the individuals seen declined to give any basic details. Data on CHAIN shows that the 26 - 35 and 36 - 45 age categories are also the highest Pan London.
17. Analysis found that 14 of the 83 individuals were identified as Target Priority Group (TPG), a cohort of people with complex support needs and/or who are long-term street attached and who the allocated authority area they are allocated to have an enhanced duty to end their street homelessness. Of those 14 individuals, 10 were CoL TPG and the remaining 4 were TPG linked to other London boroughs.
18. Further analysis found 13 of the 83 individuals were known to have no recourse to public funds, 29 did have recourse to public funds, and the situation for the remaining 41 was unknown.
19. Out of the 83 individuals seen, 37 had not been seen rough sleeping in City before 1st September 2025. 23 individuals were seen in CoL for the first time on the street count. This included 19 new verifications, and four instances of individuals returning to rough sleeping after accessing accommodation, still not having rough slept in CoL before.
20. 24 of the 83 individuals were recorded as Unknown, having declined to give any basic details or sleeping.
21. Castle Baynard remains the busiest ward on the night, with the highest number of individuals seen rough sleeping at Fleet Street.
22. At the point of writing this report, the following table shows the whereabouts, if known and the outcomes achieved in supporting the 83 individuals met on the count to date:

<u>Location of individual</u>	<u>Frequency</u>
Assessment bedspaces (Snow Hill Court)	4
Erith/Plumstead	1
Temporary accommodation	4
Winter Hub	2
Crisis at Christmas	4
Long term accommodation	3
Prison	1
Hospital	2
International reconnection	1
Unknown location, not seen since count	29
Rough sleeping	28
Rough sleeping in a different borough	4

23. A significant proportion of individuals seen during the count remain rough sleeping. However, we have supported 15 individuals into temporary accommodation, 3 individuals were supported back into their supported accommodation placements,

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and 1 individual was supported with an international reconnection to North America. 35% of the individuals seen during the count, were not seen again and do not have any other timeline events on their CHAIN records.

Monthly Street Audits

24. The City Outreach team have been conducting street audits since the start of the COVID-19 pandemic. These night-time shifts are in place to emulate the process of a physical snapshot count. The aim is to keep a regular record of a snapshot figure, to inform CoL officers and City Outreach of likely 'on the night' figures at a given point during the year.

25. The table below shows street audit figures for 2025 with the October Snapshot figure in bold.

Steet Audit and Snapshot 2025											
Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
44	34	31	41	39	37	41	39	47	83	49	40

26. As this table illustrates, street audit and street count numbers are variable. Overall monthly street audit numbers have gradually increased in the winter period and reduced in warmer months.

27. The figure of 83 from the count is higher than the figures from our bimonthly street audits due to different methodology. The annual street count allows us to cover every street in the square mile. However, the audit shifts are planned based on intel, street link referrals and known sleep sites or hotspots within the Square Mile.

28. Almost half of the total number of people recorded during the count had not been in City before 1st September 2025. 15 individuals were seen bedded down around the Fleet Street area on the night of the count, these individuals made up a large proportion of those newly verified on the night.

29. On 5th November, an annual count debrief meeting took place. Both Rough Sleeping Coordinators, the Rough Sleeping Services Manager, the CoL Outreach Manager and the Senior Practitioner attended and discussed the count and the final number.

30. Street audits are currently conducted on a bimonthly basis, and the highest number has been 47. During the debrief meeting, we discussed how thorough the street audits are and how we can improve these to ensure CoL are collecting accurate data in the lead up to the count.

31. The outreach team will now aim to cover the entire Square Mile when conducting their audits. This will be done by alternating the areas covered in each ward to make sure that there is full coverage. The outreach team will also cover areas where street link referrals are not received to ensure that intel is accurate and up to date before the count.

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Options – There are no options for Members to consider

Proposals – There are no proposals for Members to consider

Key Data – Members attention is drawn to the data within the report

Corporate & Strategic Implications

Financial implications – There are no implications for members to consider.

Resource implications – There are no implications for members to consider.

Legal implications – There are no implications for members to consider.

Risk implications – There are no implications for members to consider.

Equalities implications – There are no implications for members to consider.

Climate implications – There are no implications for members to consider.

Security implications – There are no implications for members to consider.

Conclusion

32. The CoL saw a slight decrease in the annual street count figure for 2025. On review of the demographic information and support needs of the individuals, a significant proportion of individuals presented with complex support needs, 18% were known TPG clients, and at least 12% of individuals were known to have no recourse to public funds.

33. Since the count, the City Outreach team and City Navigators have worked tirelessly to provide support to those seen bedded down. As 35% of the individuals seen were not seen again after the count, the Outreach team supported 36% (18) of the remaining individuals that were seen rough sleeping, into temporary and longer-term accommodation.

Appendices

- None

Background papers

- Annual Rough Sleeping Snapshot 2024 Report
- Annual Rough Sleeping Snapshot 2023 Report
- Annual Rough Sleeping Snapshot 2022 Report

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