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Title: Housing Committee – Rough Sleeping Report - *5 Steps to Build on Everyone In*

### Executive Summary

At the Housing Committee meeting on 10 November 2020 the Committee resolved:

*That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output from the meeting.*

Following consultation with the party Group Lead Members, the Chair of the Committee, Murad Qureshi AM, agreed a report on Rough Sleeping - *5 Steps to Build on Everyone In*.

A copy of the report is included in **Appendix 1**.

### Decision

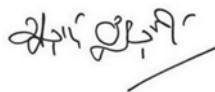
That the Chair, in consultation with party Group Lead Members, agree a report on Rough Sleeping - *5 Steps to Build on Everyone In*.

### Assembly Member

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

**Signature**



**Date** 11/1/2020

**Printed Name** Murad Qureshi AM (Chair, Housing Committee)

### Decision by an Assembly Member under Delegated Authority

*Notes:*

1. *The Lead Officer should prepare this form for signature by relevant Members of the Assembly to record any instance where the Member proposes to take action under a specific delegated authority. The purpose of the form is to record the advice received from officers, and the decision made.*
2. **The 'background' section (below) should be used to include an indication as to whether the information contained in / referred to in this Form should be considered as exempt under the Freedom of Information Act 2000 (FoIA), or the Environmental Information Regulations 2004 (EIR). If so, the specimen Annexe (attached below) should be used. If this form does deal with exempt information, you must submit both parts of this form for approval together.**

**Background and proposed next steps:**

At the Housing Committee meeting on 10 November 2020 the Committee resolved:

*That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output from the meeting.*

Following consultation with the party Group Lead Members, the Chair of the Committee, Murad Qureshi AM, agreed a report on Rough Sleeping - *5 Steps to Build on Everyone In*.

This will be reported back to the Committee's meeting in February 2021 for the public record. A copy of the report is included at Appendix 1.

The terms of reference for this project were approved by the Chair under delegated authority. Officers confirm that the report and its recommendations fall within these terms of reference.

**Confirmation that appropriate delegated authority exists for this decision**

Signed by Committee  
Services

Date 18/12/20

*Diane Richards*

Print Name: Diane Richards

Tel: Pending

**Financial implications**

**NOT REQUIRED**

Signed by Finance

N/A

Date

N/a

Print Name


N/A

Tel:

N/a

**Legal implications**

The Chair of the Housing Committee has the power to make the decision set out in this report.

Signed by Legal		Date	22/12/2020 BY EMAIL
Print Name	Emma Strain, Monitoring Officer	Tel:	X 4399

Additional information should be provided supported by background papers. These could include for example the business case, a project report or the results of procurement evaluation.

<p><b>Supporting detail/List of Consultees:</b> Andrew Boff AM (Deputy Chair), David Kurten AM and Sian Berry AM.</p>
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<p><b>Public Access to Information</b></p> <p>Information in this form (Part 1) is subject to the FoIA, or the EIR and will be made available on the GLA Website within one working day of approval.</p> <p>If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. <b>Note:</b> this form (Part 1) will either be published within one working day after it has been approved or on the defer date.</p>
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<p><b>Part 1 – Deferral</b> <b>Is the publication of Part 1 of this approval to be deferred? No</b></p> <p>Until what date: (a date is required if deferring)</p>
<p><b>Part 2 – Sensitive information</b> Only the facts or advice that would be exempt from disclosure under FoIA or EIR should be included in the separate Part 2 form, together with the legal rationale for non-publication.</p> <p><b>Is there a part 2 form - No</b></p>

**Lead Officer/Author**

Signed		Date	17/12/20
Print Name	<b>Sarah-Jane Gaye</b>	Tel:	x. 1328
Job Title	<b>Senior Policy Advisor</b>		

Countersigned by  
Director

*E. Lilliers*

Date 11.1.2021

.....

Print Name

**Ed Williams**

Tel: x. 4399

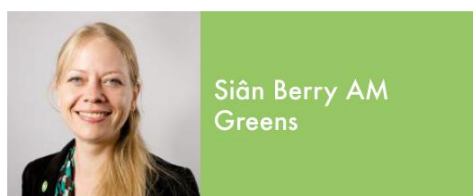


**5 Steps to Build on  
*Everyone In* in London**

Housing Committee

**LONDONASSEMBLY**

### Housing Committee



The Housing Committee examines matters relating to housing in London and takes a lead on scrutiny of the Mayor's Housing Strategy. The Committee has lead responsibility for the scrutiny of the Homes for Londoners Board, GLA Land and Property Company, Homes for Londoners Board, Barking Riverside Limited and the Greenwich Peninsula Strategic Board.

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### Foreword



**Murad Qureshi AM**  
**Chair of the Housing Committee**

Rough sleeping in London almost tripled in the past decade. 6,000 people who got help this year shouldn't have been on the streets. It shouldn't have taken a pandemic for that to happen. The time has come to seize the opportunity and build on the success of charity, authorities and health service collaboration.

Between 2019-20, almost 11,000 people were recorded rough sleeping on the streets. The COVID-19 pandemic has shone a spotlight on the homeless crisis and charities, local authorities, the Mayor and the Government have responded quickly. From this dreadful pandemic situation rose never-before-seen collaboration across healthcare, hoteliers, shelters, councils and aid workers. Now rough sleepers have somewhere to live thanks to their hard work. Thousands of people have now been put into hotels and accommodation since the pandemic began.

The London Assembly wanted to find out what worked for people living on the city's streets facing COVID-19, what more needs to be done this winter and how they can be protected long-term. Our investigations showed that a more diverse number of people are now on the streets than ever before.

While numbers of rough sleepers who struggle with addiction and mental health also rose, the reasons many people sleep on the streets are rapidly changing. Experts told us that more specialist support was needed for LGBT+, BAME people and people escaping domestic violence.

People on the street where drug and alcohol addiction or mental ill health wasn't the primary cause rose by 84% in the first lockdown. Some of the rough sleepers are foreign nationals who don't know who to go to for legal help. The numbers of young people on the street, probably unable to stay at a friend's place, rose sharply this year. We also heard that many people have ended up back on the streets over the years because accommodation wasn't suitable for them in the long-term.



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Londoners now want to see the teamwork continue to support homeless people, but with dedicated support too. Rough sleepers need specialised services rather than a one-size-fits-all plan. A person with extreme addictions does not need the same support as someone fleeing domestic abuse.

As the country enters its third full lockdown and tackles a tougher second wave of the virus, our city deserves stronger action for ending homelessness. The London Assembly's five-point plan lays out how the Mayor's strategy needs to adapt.

The Mayor now needs to cultivate thriving collaborations, develop support systems for extreme addictions and side-lined groups, improve legal advice and implement secure long-term housing. The Government's national leadership and funding is key for this to happen. With this, London can lead the way in solving homelessness.

# Recommendations

## Recommendation 1

London should not lose what it has gained from successful multi-agency working during the pandemic. Learnings from *Everyone In* on cross-sector health, housing, and homelessness collaboration should inform relevant Mayoral strategies, such as the next iteration of the Health Inequalities Strategy, and the new budget missions that are part of the Mayor's recovery plan.

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## Recommendation 2

The incoming Mayor should advocate for long-term ring-fenced funding for support services, as part of next year's Comprehensive Spending Review.

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## Recommendation 3

In order to improve services for people with high support needs, the Mayor should ensure that people with lived experience of homelessness and rough sleeping shape the design and delivery of programmes in London.

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## Recommendation 4

The Mayor should urgently expand specialist, pan-London services for groups such as young people, BAME people, veterans, LGBT+ people, and people escaping domestic abuse. .

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## Recommendation 5

The Mayor should consider how Equality, Diversity and Inclusion requirements could be developed to better support homeless people of different backgrounds, and extended to providers that deliver rough sleeping services in London.

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## Recommendation 6

The Mayor has committed to investing in immigration advice so that Londoners can secure their full residency and citizenship rights.<sup>1</sup> The Mayor should evaluate the likely increase in EEA rough sleepers in London after the Brexit transition period, and ensure that immigration advice is open to both EEA nationals and those with NRPF. The Mayor should provide investment to councils and third sector organisations to meet any gaps highlighted by the evaluation exercise.

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## Recommendation 7

The Mayor should urgently advocate to Government for further support funding under the Rough Sleepers Accommodation Programme, so that longer-term housing solutions, including options such as Housing First, can be delivered.

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<sup>1</sup> [Mayor's Question Time \(MQT\)](#), September 2020

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### **Recommendation 8**

The Mayor should also urgently address the £535m that is yet to be allocated from his £4.82bn government-funded Affordable Housing Programme, to ensure that suitable provision is made for long-term housing solutions for rough sleepers.

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### Introduction

Rough sleeping is the most visible and dangerous form of homelessness. During the initial COVID-19 pandemic lockdown period, the Government directed that people who were sleeping rough should be offered somewhere safe to stay as part of the *Everyone In* programme.

The London Assembly Housing Committee held an investigation into *Everyone In* in London, which placed rough sleepers in hotels. This investigation included analysis of London's rough sleeping data, speaking to experts, and gathering testimonials from people who worked and stayed in the hotels. The programme is currently ongoing, this report looks at the period March-November 2020.

The Committee found that the *Everyone In* programme was a major success: it involved a level of never-before-seen collaboration between public health bodies, local authorities and charities that was desperately needed years ago. However, it was not a success for everyone, particularly those with specialist or very high support needs.

It should never have needed a pandemic to prompt such a strong national response to rough sleeping, and London cannot return to the rising numbers that we saw before COVID-19 struck. The Housing Committee therefore proposes a 5-step plan for the current and upcoming Mayoral terms to build on the success of *Everyone In*:

1. Build on the cross-sector collaboration seen in *Everyone In* in relevant Mayoral strategies and COVID-19 recovery plans.
2. Develop tailored solutions for people with very high support needs.
3. Increase the delivery of bespoke support for marginalised groups, with specific emphasis on young people.
4. Improve provision of legal advice for those who are unable to access public funds.
5. Deliver long-term housing solutions that offer security to people leaving rough sleeping.

### Rough sleeping in London: some facts and figures

Rough sleeping has been on the rise for 15 years. The number of people sleeping rough in London has more than tripled in that time:

- 10,726 people slept rough in the capital in 2019/20.
- This is 21 per cent higher than in 2018/19 (8,855 people).
- This is 170 per cent higher than in 2010/11 (3,975 people).

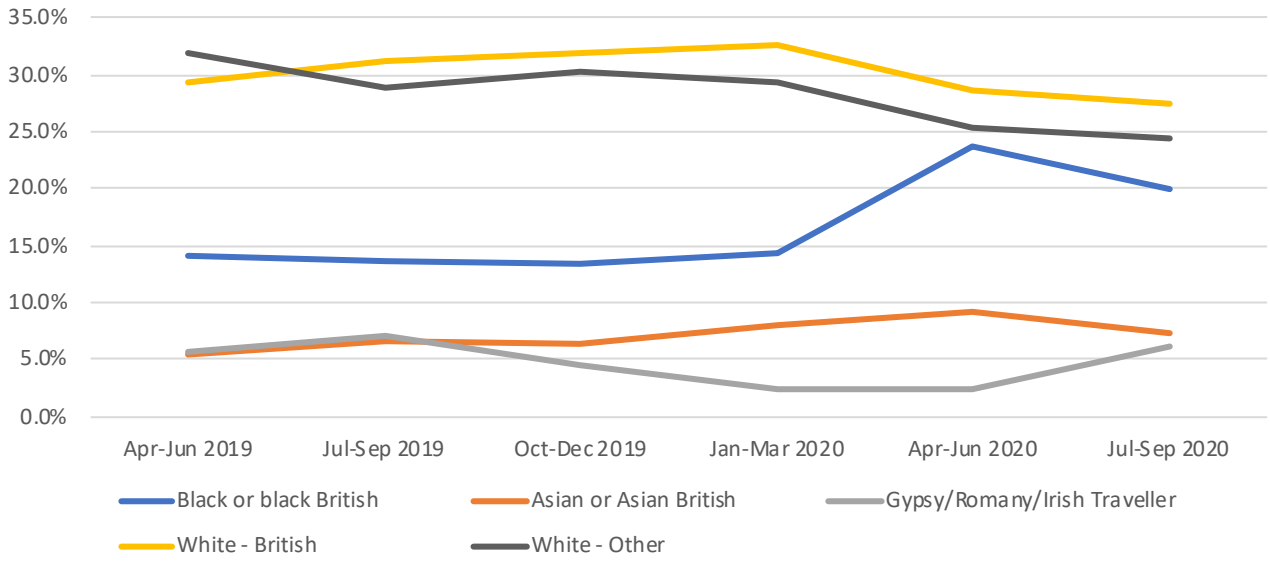
During the pandemic, the Housing Committee identified new trends in rough sleeping data:

- Rough sleeping in London rose during the first lockdown (data from April-June), to 4,227 people, then fell by 19 per cent to 3,444 people during the July-September period.
- Youth homelessness increased during the pandemic by 48 per cent in July-September 2020 compared with July-September 2019.
- There has been an increase in people rough sleeping who don't have support needs. The April-June months showed an 84 per cent increase compared to the January-March months. It then dropped by 34 per cent in July-September, however the number is higher than pre-lockdown levels.

# Key facts and figures

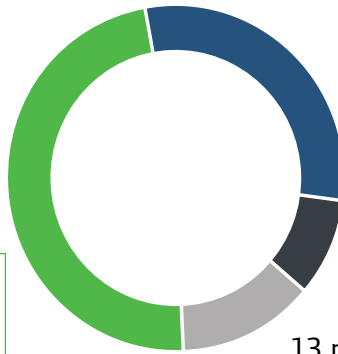
## Demographics

### Ethnicity



### Nationality 2019/20

48 per cent UK nationals



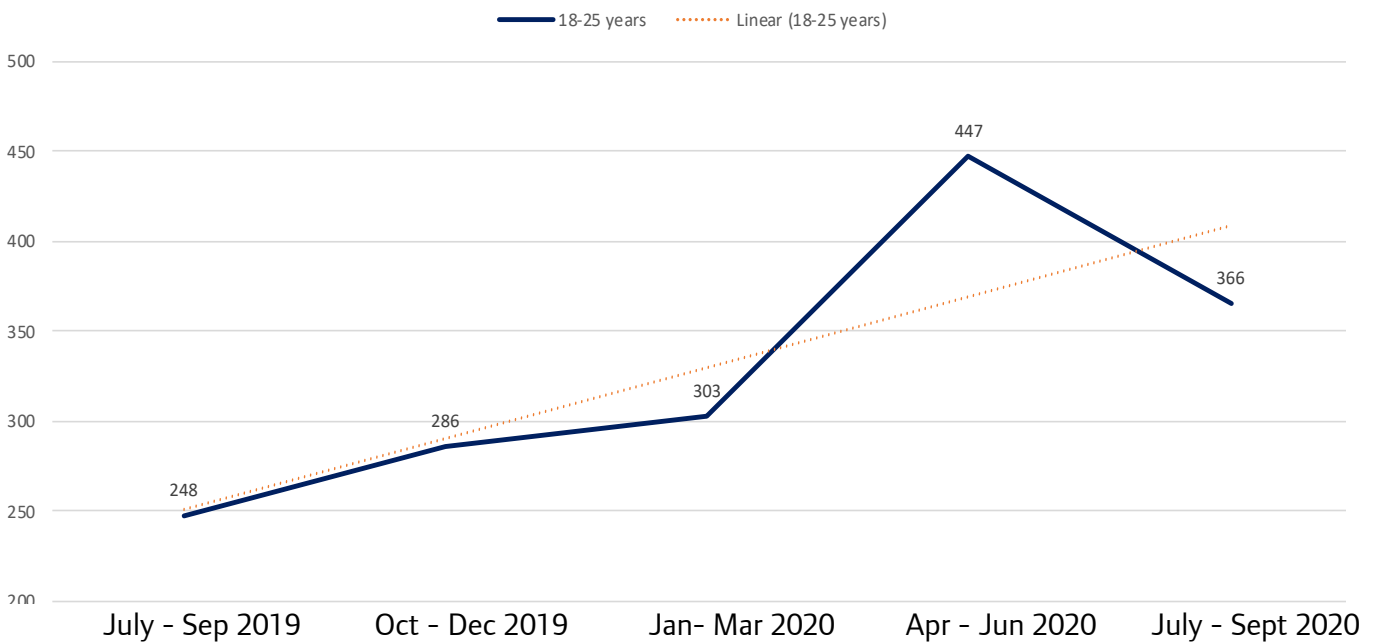
30 per cent from Central Eastern European Countries

9 per cent from other European Countries

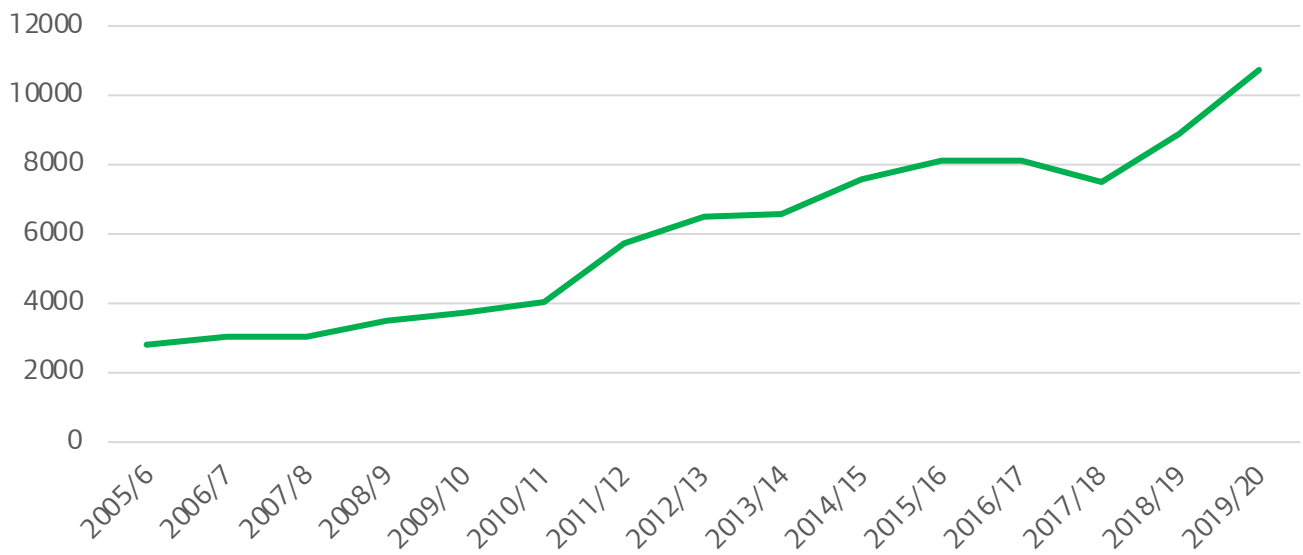
13 per cent from the rest of the world

NOTE: The proportion of UK nationals has increased over the past 5 years, from 41% in 2015/16.

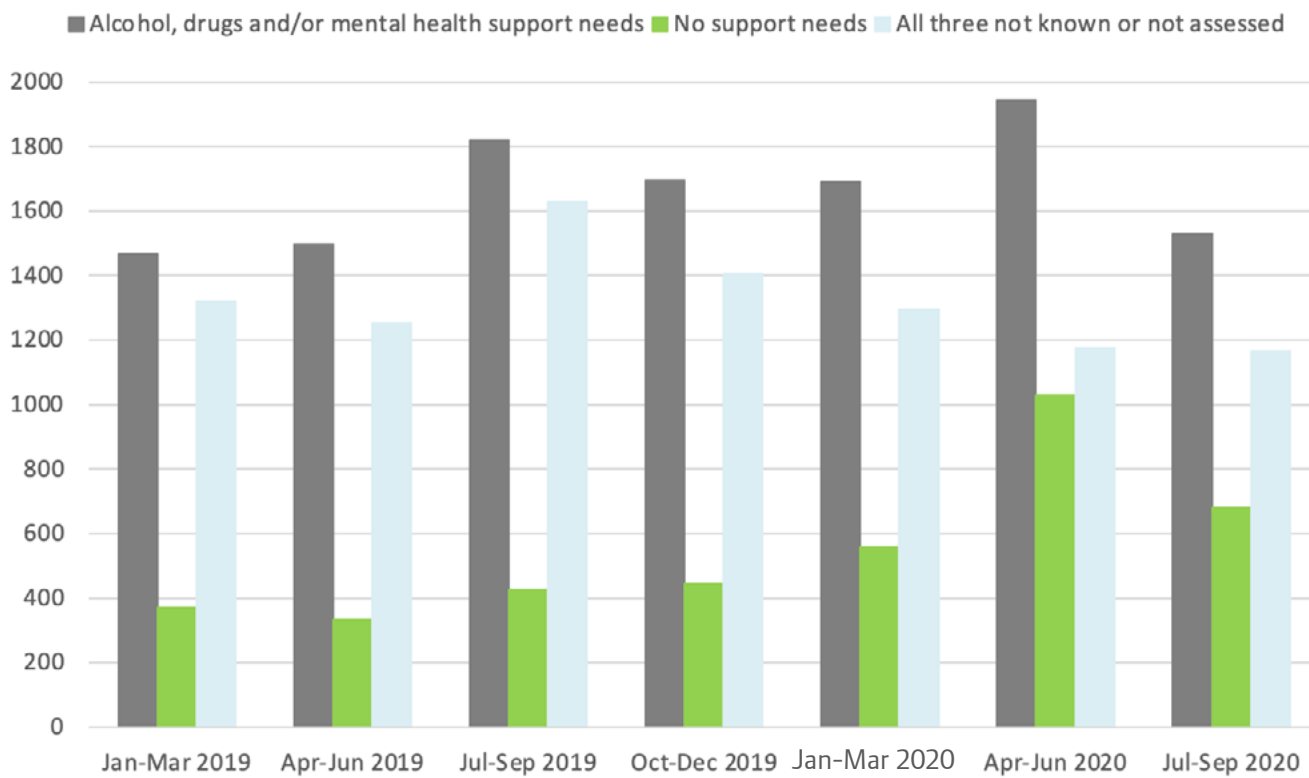
### 18-25 years 2019/2020



## Number of people seen rough sleeping in London



## Rough Sleepers with and without support needs, 2019-2020



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**Why did rough sleeping increase in the first lockdown?**

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*“Many people who had been insecurely housed - sleeping on friends’ sofas and that sort of thing - understandably were not able to continue with those kinds of arrangements, and so we saw more people potentially coming to the streets during that first lockdown.”*

**David Eastwood, Rough Sleeping Lead, Greater London Authority**

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*“Unemployment figures show that young people have been hit particularly hard by the pandemic. We’ve worked with young people, particularly non-UK nationals, who’ve slept rough after losing their jobs”.*

**Daniel Dumoulin, Head of Rough Sleeping Services, Depaul UK**

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### What is *Everyone In*?

When the COVID-19 pandemic struck, people who were sleeping on the streets were particularly vulnerable to the virus. This is because rough sleepers often have a higher rate of underlying health conditions. It is also much harder for someone without a home to be able to follow advice on self-isolating, social distancing and hygiene.<sup>2</sup>

Rough sleepers were identified as a key part of society needing urgent COVID-19 protection. In London, the Mayor and the London boroughs used hotel rooms to safely accommodate people who had been rough sleeping or precariously housed. People staying in the hotels were provided with food and healthcare, and given support by specialist organisations such as St Mungo's, Thames Reach, Single Homeless Project and Depaul UK.

The Mayor and London boroughs also worked with partners from other sectors to deliver *Everyone In*, including health services and the Intercontinental Hotels Group. A specialist hotel for people with COVID-19 symptoms was delivered in partnership with Médecins Sans Frontières.

As winter approached and a second lockdown was announced, many homelessness charities pushed Government for further funding for *Everyone In*. So far, Government has responded with the Cold Weather Fund and the Protect Programme, which Government has outlined as stage 2 of *Everyone In*. However, the homelessness sector has responded that this is not enough to continue to deliver *Everyone In*.<sup>3</sup>

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<sup>2</sup> [House of Commons Library](#), 23 November 2020

<sup>3</sup> [Homeless Link, 2020](#)

# The Government and Mayor's response so far to support rough sleepers during the COVID-19 pandemic

## The Government

Government directed local authorities that all rough sleepers and other vulnerable homeless people should be 'inside and safe' by the weekend. This was called the *Everyone In* initiative.

**Funding:** £3.2 million initially, then increased to £105 million.

Evictions from social and privately rented accommodation were suspended. This came to an end on 20 September 2020. Notice periods were also extended to 6 months for most tenants, this will come to an end on 31 March 2021.<sup>iv</sup>

Government announced the Next Steps Accommodation Programme (NSAP) to provide move-on accommodation to people temporarily housed through the *Everyone in* initiative.

**Funding:** £433 million

The programme is split into two:

- long-term accommodation and support for rough sleepers (£161 million nationally for 20/21).
- interim accommodation and support for the people accommodated during the pandemic (£105 million nationally for 20/21).<sup>i</sup>

## The Mayor

2020

The GLA and London boroughs housed rough sleepers in hotels in order to deliver the *Everyone In* initiative. The Mayor's response included the opening of a hotel specifically for rough sleepers with COVID-19 symptoms.<sup>ii</sup>

**Funding:** £10 million of Government and Mayoral funding.

March

The Mayor announced funding to make hostels and women's refuges safer for residents during the COVID-19 pandemic.<sup>iii</sup>

**Funding:** £40 million.

May

The Mayor received funding to provide long-term *Next Steps Accommodation Programme* (NSAP) and longer term *Rough Sleeping Accommodation Programme* (RSAP) homes in London. The Mayor announced he will fund 903 homes under London's allocation, to be ready to be occupied by spring next year.

**Funding:**

- £66.7 million for long-term NSAP homes.
- £43 million for RSAP - £19 million for the GLA, and £24 million for local authorities.

July

i [Next steps Accommodation Programme: Guidance](#), MHCLG, July 2020

ii [GLA press release](#), April 2020

iii [GLA press release](#), May 2020

iv [Coronavirus: Support for landlords and tenants](#), House of Commons Library, 23 November 2020

# The Government's winter 2020 response so far to support rough sleepers during the COVID-19 pandemic

## The Government

### Winter 2020 response

October

Government announced a Cold Weather Fund, to support councils to help rough sleepers during the winter.

**Funding:** £10 million nationally, plus £2 million for faith and community groups. A specific allocation for London was not announced.<sup>v</sup>

Government announced the *Protect Programme*. Councils were again asked to make sure every rough sleeper offered somewhere safe to go, as new national restrictions started.

**Funding:** £15 million

In response to the second lockdown, the Government announced that evictions will not be enforced by bailiffs until 11 January 2021 at the earliest, except for the most severe cases such as anti-social behaviour.<sup>vi</sup>

November

December

v [MHCLG press release](#), October 2020

vi [MHCLG](#), 5 November 2020

## What worked well?

Over 6,000 homeless people have been accommodated in hotels in London during the pandemic, including 1,700 in GLA-procured hotels.<sup>4</sup> Over 2,500 people have now moved on from hotels into longer-term accommodation.<sup>5</sup>

Experts told us that the scheme had been a great success, both in supporting people who had been rough sleeping and in preventing contraction of COVID-19:

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*“The Find and Treat team worked to get to people quickly and ensure that anyone who was displaying any symptoms was tested to see if they were COVID positive. Being able to do that meant that the infection levels within the rough sleeping population, the homeless population in London, were significantly lower.”*

**David Eastwood, Rough Sleeping Lead, GLA**

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*“For those it has worked for, it has provided access to support, access to food, benefits claims have been restarted and people have been able to address their health needs. It has really created that foundation for recovery and stability that allows people to access support.”*

**Martin Burrows, Head of Research, Groundswell.**

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### Testimonial from Jay, hotel resident, supported by Single Homeless Project (SHP):

“The Britannia Hotel helped me get out of the vicious circle I was in. I got picked up rough sleeping during the pandemic and taken to the hotel. On my check in at the hotel the staff noticed my left arm was swollen and they helped me access the care I needed, even when I wasn’t feeling motivated to go to the appointments, they came with me and booked me a taxi.

The hotel was great because SHP got all the input from dentists, nurses, doctors, drug workers and mental health. I worked with the substance misuse team, saw the dentist, the nurse and got treatment for my arm. SHP staff at the hotel helped me work out my housing options and worked with me to make sure the hostel I moved into was right for me and my needs and would allow me to continue to progress and access all the services I had engaged with during my stay at the hotel.”

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<sup>4</sup> [GLA press release.](#)

<sup>5</sup> As of October 2020. Data provided by London Councils.

Intercontinental Hotels Group, who provided the hotel rooms for the GLA's *Everyone In* response, outlined the success of the programme in written evidence for the Committee:

*“One of the reasons this initiative worked so well was the close involvement with St. Mungo’s throughout the process – having a specialist support partner fully on board from the beginning is crucial, as generally speaking hotel staff will not be trained to provide the level of specialist support that such initiatives so clearly need, and hotel owners will want to be reassured that above all, their staff will be safe and supported.*

*As a franchise business, we worked closely with our hotel owners to support this initiative, and having the right support measures in place from government and other partners was crucial. Working with the GLA and St. Mungo’s was a positive experience as our hotels were given the help they needed. However, had this not been the case then our owners may not have felt able to offer this kind of support again in future.”<sup>6</sup>*

### Testimonial from a Service Manager at Depaul UK

“The support of all team members, security staff, agency workers, volunteers and the City Hall officials has been phenomenal. It is truly inspiring to see how quickly people acclimate during challenging times. We work tirelessly as a team to find suitable accommodation for residents and encourage positive moves for all residents to ensure not only do they have somewhere to live but so they do not return to rough sleeping.

All guests have been incredibly appreciative of the service, it is a fantastic chance for myself and Depaul to support these individuals. We have seen many positive outcomes from this incredible project and seen individuals move into appropriate accommodation, something that may not have been achieved if this service was not in place. For all the challenges that we face, those positive outcomes and ‘thank yous’ from clients is truly worth the hard work.”

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<sup>6</sup> Written evidence from Intercontinental Hotels Group

### Testimonial from Audrey, hotel support worker with Thames Reach:

“While supporting clients in the hotel, I was able to see that clients engage more with support staff than they do while working at the day centre. A client that I had difficulty engaging with before COVID was identified by the London Street Rescue team as a rough sleeper. The client had no identification, no bank account, and no job. The client was in the hotel from April to September. I met him in the hotel, and he engaged with me rather quickly. After completing an assessment with him, and understanding his predicament, I was able to support him to obtain an ID, a bank account, and Universal Credit. Currently, the client is living in private rented sector accommodation.

Working with the client helped him to realise that he neglected himself and had not taken care of himself properly. He told me that he would “take care of myself now,” and this goes to show how much he has learned from his experience rough sleeping.

### Plan point 1: Build on the cross-sector collaboration seen in *Everyone In* in relevant Mayoral strategies and COVID-19 recovery plans.

The Committee heard that the linking up of health and homelessness services was a key success of the *Everyone In* response. Despite the clear benefit in sustaining these relationships, we heard there were concerns that restrictions in budgets and contracts would prevent an ongoing relationship. However, there was positivity about the responsiveness of partner organisations to recognising the benefits:

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*“There is an obvious invest-to-save narrative here in that if we prevent somebody from having their health needs escalate, we are not looking at having people discharged from hospital to the streets or dying prematurely. The challenge is that the infrastructure and the way that Clinical Commissioning Groups (CCGs) and local authorities are funded means that diverting that money to the preventative primary care aspect of health is really challenging when it is currently being spent at the acute end of healthcare. There are a lot of very difficult discussions happening, but it has been amazing to see how willing CCG and National Health Service colleagues have been to have those conversations.”*

**Gill Taylor, Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council**

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The Mayor committed in his 2018 London Health Inequalities Strategy to work with the NHS, local authorities and other partners to address health issues that are both a cause and a result of rough sleeping. The *Everyone In* initiative is a perfect opportunity to develop a culture of

cross-sector collaboration across the Mayor's programmes, particularly the Health Inequalities Strategy and the budget missions that are part of the Mayor's recovery plan.

### *Testimonial from Eloise, Sports and Health Manager at Single Homeless Project.*

The hotel provided a short-term place of safety from COVID-19 and a long-term route of the streets. Red tape was relaxed and the spirit of *Everyone In* encouraged multiagency working which provided an in-reach wrap around care package to those living at the hotel. This included three meals a day, drug and alcohol services, nursing, and onsite COVID testing, to new clothes, job application, ID, move on and reconnection teams. The hotel and the way of working that was adapted over the height of the pandemic has allowed multiple agencies within the homeless sector and outside to see the benefits of joint working and provides a good model to adapt and take forwards.

The hotel has changed the lives of the those who stayed in multiple ways. During my time working there I saw;

- People moving from rough sleeping and high substance misuse to securing a flat and completing detox.
- Multiple lives saved from undiagnosed health conditions being picked up and treated.
- Incomes maximized
- The early diagnoses of a COVID case, treatment and a positive outcome.
- ID, birth certificates and Right to Remain being secured.

The homelessness sector and London boroughs have praised the achievements of the *Everyone In* programme and have urged the Government to make the most of the opportunity to end rough sleeping.<sup>7,8,9</sup> However, this was an emergency response, delivered at speed, and so there are certainly learnings to be found, as explored in the next chapter.

### **Recommendation:**

London should not lose what it has gained from successful multi-agency working during the pandemic. Learnings from *Everyone In* on cross-sector health, housing, and homelessness collaboration should inform relevant Mayoral strategies, such as the next iteration of the Health Inequalities Strategy, and the new budget missions that are part of the Mayor's recovery plan.

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<sup>7</sup> [London Councils, 2020](#)

<sup>8</sup> [St Mungo's, 2020](#)

<sup>9</sup> [Homeless Link, 2020](#)

## Challenges – hat can be improved?

### Plan point 2: Develop tailored solutions for people with very high support needs.

#### What are support needs?

Many people who are sleeping rough have 'support needs'. Most commonly, this means needing extra support to help them manage issues such as mental health or substance use.

One of the main challenges that experts highlighted was that hotels are not suitable for everyone. Some of those staying in the hotels had very high support needs and weren't able to access the right level of support. Some also found the move from the streets to the hotels challenging:

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*"I have spoken to people who said going into a hotel reminded them of being institutionalised, whether that was in hospital or whether that was in prison. No choice over when they ate, what they ate. People felt banged up and locked up, and all of this has a big impact on the psyche."*

**Tony McKenzie, Member Involvement Co-ordinator, Crisis**

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Unmet support needs were given as the reason for the 138 evictions and 236 abandonments from GLA hotel accommodation.<sup>10</sup> Many struggled with mental health and ongoing isolation, and some returned to the street.

Guests talked about how, going forward, developing programmes with the input of people with lived experience would help better meet people's needs;

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*"[Lived experience] is the one thing we probably need to sharpen up on because some people did drift back to the streets and I think had we asked people what was needed, what was the best fit, we would have had less of a drift. We really need to include the voices of people with lived experience."*

**Tony McKenzie, Member Involvement Co-ordinator, Crisis**

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The Committee heard that, in a situation with more time, services would have been able to place people in either supported hostels and hotels, according to the level of their support needs. However, we heard that the GLA and boroughs were starting from a difficult point with

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<sup>10</sup> Data provided by GLA, and refers only to GLA hotels, not hotels funded by London boroughs.



a lack of supported hostel provision in London to begin with. Funding for support – named ‘Supporting People’ – was ring-fenced until 2009, and since ring-fenced provision ended, funding for support has declined.<sup>11</sup> Research from St Mungo’s in 2019 found that Supporting People funding in London decreased by 34 per cent between 2008/9 and 2017/18.<sup>12</sup>,.

It should be noted that there has been additional Government funding, such as Social Impact Bonds, the Rough Sleeping Initiative Fund, prevention support through the Homelessness Reduction Act, and funding for support as part of the Rough Sleeping Accommodation Programme (RSAP). We heard that there was a need to ring-fence funding for support going forward to ensure that provision for these essential services can be maintained.

### Testimonial from a Service Manager at Depaul UK

*Our job as frontline staff is not only to help clients meet their basic needs, but also to support and comfort them through this challenging time. This experience is not normal for anybody. The restriction of movement and isolation from family and friends is difficult for us all, even when we have a phone or credit to call them. But for those sleeping rough, moving from living on the street into a lockdown environment can prove a significant challenge.*

### Recommendation

The incoming Mayor should advocate for long-term ring-fenced funding for support services, as part of next year’s Comprehensive Spending Review.

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### Recommendation

In order to improve services for people with high support needs, the Mayor should ensure that people with lived experience of homelessness and rough sleeping shape the design and delivery of programmes in London.

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<sup>11</sup> [St Mungos](#), April 2019

<sup>12</sup> Ibid

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### Plan point 3: Increase the delivery of bespoke support for marginalised groups, with specific emphasis on young people.

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*“Local authorities saw a significant increase in the number of young people who were finding themselves on the streets, and, equally, the number of transgender people and the number of people fleeing domestic violence.”*

**Gill Taylor, Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council.**

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Lockdown put additional pressure on people who already had an insecure housing situation, increasing the risk that they would be pushed into rough sleeping. This particularly affected groups such as LGBT+ people, young people, and people fleeing domestic violence.

A key challenge for these groups of rough sleepers is access to specialist support. We heard that young people feel shame about rough sleeping, and due to concerns that their friends will see them, end up sleeping rough in areas outside of their home borough.

People escaping domestic violence cannot be housed by local authorities in their home borough if they would be at risk of violence or abuse there. While there are some services in London, we heard that there is a need for more specialist provision available on a pan-London basis. Estimates show there is a shortage of 320 refuge spaces in London, which means that currently, two-thirds of people approaching a refuge are turned away.<sup>13</sup>

Experts told us that another group disproportionately affected by homelessness is Black, Asian and Minority (BAME) ethnic people.

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*“We know that disproportionately people from BAME backgrounds are affected by homelessness and in particular are more likely to remain homeless. We also know that black men are more likely to be affected by eviction from hostels and by particular experiences with the police. That racial inequality is something that we should not be afraid to talk about and that we should not be afraid to have the difficult conversations around what that tells us about what is going on both within homelessness and also within our society in general that leads to those things in people’s experiences.”*

**Gill Taylor, Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council.**

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The Mayor’s new Affordable Homes Programme includes a section on equality, diversity and inclusion (EDI), and introduces new standards that all investment partners must comply with. The Committee believes there is an opportunity to consider how these requirements could be

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<sup>13</sup> [GLA, 2020](#)

extended to providers that deliver rough sleeping services in London, and developed to better support homeless people of different backgrounds.

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*“There is a whole cohort of people who facing domestic abuse, facing eviction because they are homeless, facing the traumas and the stresses of being in lockdown, and that has been heightened.*

*“There are support services out there and there are some very good ones. This is both an offer and a challenge to the GLA, London councils and London local authorities – there are some brilliant practices in certain local authorities, and it would be fantastic if that great practice was shared across borough and then shared London-wide.”*

**Steve Douglas, CEO, St Mungo’s**

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### **Recommendation**

The Mayor should urgently expand specialist, pan-London services for groups such as young people, BAME people, veterans, LGBT+ people, and people escaping domestic abuse. .

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### **Recommendation**

The Mayor should consider how Equality, Diversity and Inclusion requirements could be developed to better support homeless people of different backgrounds, and extended to providers that deliver rough sleeping services in London.

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### Plan point 4: Improve provision of legal advice for those who are unable to access public funds.

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*"[The no recourse to public funds condition] blocks off just about every avenue to access support for housing, employment or anything. There simply is no real route out of homelessness."*

**Gill Taylor, Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council.**

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#### What is No Recourse to Public Funds?

- A condition based on someone's immigration status, which means they cannot access welfare, public housing and some healthcare.
- This might include people who have no current immigration permission, refused asylum-seekers whose appeal rights are exhausted, or people who have no documents to prove their status.
- European Economic Area (EEA) citizens don't have NRPF applied to them, but still may not be eligible to access welfare and housing assistance and so might be described as having NRPF.<sup>1</sup>

While Government initially called for people with no recourse to public funds (NRPF) to be included in *Everyone In*, it then went on to say in May that local authorities should assess what support they may lawfully give to each person on an individual basis.

Many have called for removal of the condition during the pandemic,<sup>14</sup> and the Mayor has written to Government on multiple occasions to advocate for more support for people with NRPF.<sup>15</sup>

It is extremely difficult for local authorities to find move-on options for people in the hotels who have NRPF.

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<sup>14</sup> Inside Housing, [April](#) and [June](#) 2020

<sup>15</sup> [GLA](#), 30 March 2020

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*“We have a significant number of people both in our hotels and in the GLA’s hotels who have NRPF. The options that we are looking at for that group are very different and very limited in comparison to other people, and often, as a result, much more likely to be temporary and insecure than for other people who have access to social housing or benefits.”*

**Gill Taylor, Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council.**

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Haringey Council told the Committee how it has been supporting people with NRPF during the pandemic. This included increasing access to supported housing services, providing food and supermarket vouchers, and commissioning specialist immigration support to help people resolve complex immigration issues. The Mayor is also investing in immigration advice, however we heard from expert guests that there is a need for more funding in support of legal advice services.

Councils in London already spend £50 million a year supporting people with NRPF.<sup>16</sup> There is also apprehension about what will happen to European Economic Area (EEA) citizens who have been unable to secure leave to remain and are rough sleeping from the end of the Brexit transitional period. These people will have limited entitlement support. From December 2020, new regulations mean that migrant rough sleepers could be deported, and people may not want to seek help when it may put them at risk of deportation. Charities have urged reform,<sup>17</sup> and the Committee heard further testimony of concern:

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*“The elephant in the room with all of this is Brexit approaching us. We are soon to have thousands of potentially homeless EU citizens who are likely to become undocumented at the end of the Brexit transition period, which potentially is going to give us a big flow of people who have a similar status to having NRPF and will have no access to support. If people cannot feel safe to access support and do not have routes to access support, what we do is we risk pushing people underground into riskier living situations and riskier working situations like modern slavery. That is not just a personal risk to people now, but during COVID-19 it is now a public health risk.”*

**Martin Burrows, Director of Research and Campaigns, Groundswell**

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<sup>16</sup> [London Councils, 2020](#)

<sup>17</sup> [Crisis](#), November 2020

### Recommendation

The Mayor has committed to investing in immigration advice so that Londoners can secure their full residency and citizenship rights.<sup>18</sup> The Mayor should evaluate the likely increase in EEA rough sleepers in London after the Brexit transition period, and ensure that immigration advice is open to both EEA nationals and those with NRPF. The Mayor should provide investment to councils and third sector organisations to meet any gaps highlighted by the evaluation exercise.

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#### Plan point 5: Deliver long-term housing solutions that offer security to people leaving rough sleeping.

The problem with housing solutions for people leaving hotels is that they are often temporary, rather than long term permanent solutions. Charities have raised concerns that Next Steps Accommodation Programme (NSAP) and Rough Sleepers Accommodation Programme<sup>19</sup> tenancies are fixed term and must be no longer than three years.

This means it cannot be used for highly regarded housing interventions such as Housing First – a programme where individuals receive lifetime tenancies and support for as long as it is needed. The success of Housing First initiatives is in large part attributed to the security it offers tenants. Crisis states that *“if the tenancy offered under the NSAP is temporary and the expectation is that people ‘move on’, any sense of security is undermined.”*<sup>20</sup> Conditions of Government funding mean that while the Mayor’s prospectus states that Housing First models can be considered in the bidding process for homes in London, the initial tenancy still cannot exceed three years,<sup>27</sup> so these homes would not offer the permanency that is key to the Housing First model. Our panel confirmed the sector’s support for longer-term options:

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*“We need a sense of permanency instead of temporary. What has happened is that when we do temporary things, we just keep going around in a cycle: things are OK for 12 months but then we are back to square one. If we are going to build in success, we need to move forward. The accommodation that should be on offer should be for permanent accommodation, not temporary, not three years, not six months, but permanency.”*

#### Tony McKenzie, Member Involvement Co-ordinator, Crisis

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This Committee investigated the Housing First model in 2019, hearing evidence that Housing First is successful in sustaining tenancies and ending homelessness for the most entrenched rough sleepers. The Committee wrote to Government in June 2019 recommending longer term funding for the scheme, and the Government replied that it was supportive of Housing First but awaiting the outcomes of pilots in Liverpool, Greater Manchester and the West Midlands before rolling out further. While an evaluation of the pilots is yet to be published, there is clearly still support for more long-term housing solutions for people leaving rough sleeping.

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<sup>18</sup> [MQT](#), September 2020

<sup>19</sup> The longer term accommodation referred to here is delivered under the RSAP banner in London.

<sup>20</sup> [Crisis, 2020](#)

It was also recently revealed, in a letter to the Assembly's Budget and Performance Committee, that £535m is yet to be allocated from the current Affordable Housing Programme, of the total £4.82bn government funding. This could be a significant potential source of additional funding for long-term rough sleeper housing provision, which should be urgently explored.

### **Recommendation**

The Mayor should urgently advocate to Government for further support funding under the Rough Sleepers Accommodation Programme, so that longer-term housing solutions, including options such as Housing First, can be delivered.

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### **Recommendation**

The Mayor should also urgently address the £535m that is yet to be allocated from his £4.82bn government-funded Affordable Housing Programme, to ensure that suitable provision is made for long-term housing solutions for rough sleepers.

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### Conclusion

As a result of the *Everyone In* programme, thousands of people were supported into hotels during the COVID-19 pandemic, over 2,500 people have been able to move on to longer term accommodation, and the number of rough sleepers contracting COVID-19 remained low.<sup>21</sup> There is no doubt that the swift, multi-agency approach to setting up hotel accommodation and support for rough sleepers in London during the COVID-19 pandemic saved lives, and enabled many to get back on their feet after a period of rough sleeping.

However, there were also significant challenges in relation to *Everyone In*. In this report the Housing Committee has outlined a five point plan to build on the success of *Everyone In*, working towards the common aim that, be it during a pandemic or not, no one should be sleeping rough on London's streets.

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<sup>21</sup> As of October 2020, data provided by London Councils



## Other formats and languages

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### Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

### Greek

*Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.*

### Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

### Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

### Hindi

यदि आपको इस दस्तावेज का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

### Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

### Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا منکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

### Arabic

الحصول على ملخص لهذا المستند بلغتك،  
فارجاء الاتصال برقم الهاتف أو الاتصال على  
العنوان البريدي العادي أو عنوان البريدي  
الالكتروني أعلاه.

### Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઇ-મેઇલ સરનામા પર અમારો સંપર્ક કરો.

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