

# AGENDA

**Meeting**    **Housing Committee**

**Date**        **Tuesday 9 February 2021**

**Time**        **10.00 am**

**Place**        **Virtual Meeting**

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## Members of the Committee

Murad Qureshi AM (Chair)

Andrew Boff AM (Deputy Chair)

Siân Berry AM

Léonie Cooper AM

Tony Devenish AM

Nicky Gavron AM

David Kurten AM

A meeting of the Committee has been called by the Chair of the Committee to deal with the business listed below.

Ed Williams, Executive Director of Secretariat  
Monday 1 February 2021

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## Further Information

If you have questions, would like further information about the meeting or require special facilities please contact: Diane Richards, Committee Officer; Telephone: 07925 353478; Email: [diane.richards@london.gov.uk](mailto:diane.richards@london.gov.uk).

For media enquiries please contact Louise Young, External Communications Officer; Telephone: 020 7084 2825; Email [louise.young@london.gov.uk](mailto:louise.young@london.gov.uk). If you have any questions about individual items please contact the author whose details are at the end of the report.

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Certificate Number: FS 80233

**Agenda  
Housing Committee  
Tuesday 9 February 2021**

**1 Apologies for Absence and Chair's Announcements**

To receive any apologies for absence and any announcements from the Chair.

**2 Declarations of Interests** (Pages 1 - 4)

Report of the Executive Director of Secretariat

Contact: Diane Richards, [diane.richards@london.gov.uk](mailto:diane.richards@london.gov.uk), 07925 353 478

**The Committee is recommended to:**

- (a) Note the list of offices held by Assembly Members, as set out in the table at Agenda Item 2, as disclosable pecuniary interests;**
- (b) Note the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s); and**
- (c) Note the declaration by any Member(s) of any other interests deemed to be relevant (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality, and noting also the advice from the GLA's Monitoring Officer set out at Agenda Item 2) and to note any necessary action taken by the Member(s) following such declaration(s).**

**3 Minutes** (Pages 5 - 38)

**The Committee is recommended to confirm the minutes of the meeting of the Committee held on 10 November 2020 to be signed by the Chair as a correct record.**

**4 Summary List of Actions** (Pages 39 - 54)

Report of the Executive Director of Secretariat

Contact: Diane Richards, [diane.richards@london.gov.uk](mailto:diane.richards@london.gov.uk); 07925 353478

**The Committee is recommended to note the completed, closed and outstanding actions arising from its previous meetings and the additional correspondence sent and received as listed in the report.**

## **5 Action Taken Under Delegated Authority** (Pages 55 - 98)

Report of the Executive Director of Secretariat

Contact: Diane Richards, [diane.richards@london.gov.uk](mailto:diane.richards@london.gov.uk); 07925 353478

**The Committee is recommended to:**

- (a) Note the actions taken by the Chair under delegated authority, following consultation with party Group Lead Members, namely to agree:**
  - (i) The Committee's response to the technical shared ownership consultation, as attached at Appendix 1; and**
  - (ii) The Committee's *5 Steps to Build on 'Everyone In' in London* report, as attached at Appendix 2.**
- (b) Ratify the signing, by the Chair on behalf of the Committee, of the letter sent on 8 January 2021 from the All-Party Parliamentary Group (APPG) on Leasehold and Commonhold Reform to The Rt Hon Robert Jenrick MP, following informal consultation with party Group Lead Members, as attached at Appendix 3; and**
- (c) Note its work programme as agreed under delegated authority by the Chair of the GLA Oversight Committee on 3 December 2020.**

## **6 End-of-term Meeting with the Deputy Mayor for Housing and Residential Development** (Pages 99 - 102)

Report of the Executive Director of Secretariat

Contact: Stephanie Griffiths, [stephanie.griffiths@london.gov.uk](mailto:stephanie.griffiths@london.gov.uk); 07783 805834

**The Committee is recommended to:**

- (a) Note the report as background to putting questions to the invited guests and the subsequent discussion; and**
- (b) Delegate authority to the Chair, in consultation with the party Group Lead Members, to agree any output from the discussion.**

## **7 Date of Next Meeting**

The London Assembly's Annual Meeting, due to take place on 14 May 2021, will decide which committees to establish for the 2021/22 Assembly Year and a timetable of meetings for those committees.

**8 Any Other Business the Chair Considers Urgent**

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|   |                              |
|---|------------------------------|
| <b>Subject: Declarations of Interests</b>           |                              |
| <b>Report to: Housing Committee</b>                 |                              |
| <b>Report of: Executive Director of Secretariat</b> | <b>Date: 9 February 2021</b> |
| <b>This report will be considered in public</b>     |                              |

## 1. Summary

- 1.1 This report sets out details of offices held by Assembly Members for noting as disclosable pecuniary interests and requires additional relevant declarations relating to disclosable pecuniary interests, and gifts and hospitality to be made.

## 2. Recommendations

- 2.1 **That the list of offices held by Assembly Members, as set out in the table below, be noted as disclosable pecuniary interests<sup>1</sup>;**
- 2.2 **That the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s) be noted; and**
- 2.3 **That the declaration by any Member(s) of any other interests deemed to be relevant (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality, and noting also the advice from the GLA's Monitoring Officer set out at below) and any necessary action taken by the Member(s) following such declaration(s) be noted.**

## 3. Issues for Consideration

- 3.1 Relevant offices held by Assembly Members are listed in the table overleaf:

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<sup>1</sup> The Monitoring Officer advises that: Paragraph 10 of the Code of Conduct will only preclude a Member from participating in any matter to be considered or being considered at, for example, a meeting of the Assembly, where the Member has a direct Disclosable Pecuniary Interest in that particular matter. The effect of this is that the 'matter to be considered, or being considered' must be about the Member's interest. So, by way of example, if an Assembly Member is also a councillor of London Borough X, that Assembly Member will be precluded from participating in an Assembly meeting where the Assembly is to consider a matter about the Member's role / employment as a councillor of London Borough X; the Member will not be precluded from participating in a meeting where the Assembly is to consider a matter about an activity or decision of London Borough X.

| <b>Member</b>           | <b>Interest</b>  |
|-------------------------|--|
| Tony Arbour AM          |  |
| Jennette Arnold OBE AM  |  |
| Gareth Bacon AM MP      | Member of Parliament, Orpington; Member, LB Bexley             |
| Shaun Bailey AM         |  |
| Siân Berry AM           | Member, LB Camden  |
| Andrew Boff AM          | Congress of Local and Regional Authorities (Council of Europe) |
| Léonie Cooper AM        | Member, LB Wandsworth  |
| Unmesh Desai AM         |  |
| Tony Devenish AM        | Member, City of Westminster                                    |
| Andrew Dismore AM       |  |
| Len Duvall AM           |  |
| Florence Eshalomi AM MP | Member of Parliament, Vauxhall                                 |
| Nicky Gavron AM         |  |
| Susan Hall AM           | Member, LB Harrow  |
| David Kurten AM         |  |
| Joanne McCartney AM     | Deputy Mayor   |
| Dr Alison Moore AM      | Member, LB Barnet  |
| Steve O'Connell AM      | Member, LB Croydon   |
| Caroline Pidgeon MBE AM |  |
| Keith Prince AM         |  |
| Murad Qureshi AM        |  |
| Caroline Russell AM     | Member, LB Islington   |
| Dr Onkar Sahota AM      |  |
| Navin Shah AM           |  |
| Peter Whittle AM        |  |

[Note: LB - London Borough]

3.2 Paragraph 10 of the GLA's Code of Conduct, which reflects the relevant provisions of the Localism Act 2011, provides that:

- where an Assembly Member has a Disclosable Pecuniary Interest in any matter to be considered or being considered or at
  - (i) a meeting of the Assembly and any of its committees or sub-committees; or
  - (ii) any formal meeting held by the Mayor in connection with the exercise of the Authority's functions
- they must disclose that interest to the meeting (or, if it is a sensitive interest, disclose the fact that they have a sensitive interest to the meeting); and
- must not (i) participate, or participate any further, in any discussion of the matter at the meeting; or (ii) participate in any vote, or further vote, taken on the matter at the meeting

UNLESS

- they have obtained a dispensation from the GLA's Monitoring Officer (in accordance with section 2 of the Procedure for registration and declarations of interests, gifts and hospitality – Appendix 5 to the Code).

3.3 Failure to comply with the above requirements, without reasonable excuse, is a criminal offence; as is knowingly or recklessly providing information about your interests that is false or misleading.



- 3.4 In addition, the Monitoring Officer has advised Assembly Members to continue to apply the test that was previously applied to help determine whether a pecuniary / prejudicial interest was arising - namely, that Members rely on a reasonable estimation of whether a member of the public, with knowledge of the relevant facts, could, with justification, regard the matter as so significant that it would be likely to prejudice the Member's judgement of the public interest.
- 3.5 Members should then exercise their judgement as to whether or not, in view of their interests and the interests of others close to them, they should participate in any given discussions and/or decisions business of within and by the GLA. It remains the responsibility of individual Members to make further declarations about their actual or apparent interests at formal meetings noting also that a Member's failure to disclose relevant interest(s) has become a potential criminal offence.
- 3.6 Members are also required, where considering a matter which relates to or is likely to affect a person from whom they have received a gift or hospitality with an estimated value of at least £50 within the previous three years or from the date of election to the London Assembly, whichever is the later, to disclose the existence and nature of that interest at any meeting of the Authority which they attend at which that business is considered.
- 3.7 The obligation to declare any gift or hospitality at a meeting is discharged, subject to the proviso set out below, by registering gifts and hospitality received on the Authority's on-line database. The on-line database may be viewed here:  
<https://www.london.gov.uk/mayor-assembly/gifts-and-hospitality>.
- 3.8 If any gift or hospitality received by a Member is not set out on the on-line database at the time of the meeting, and under consideration is a matter which relates to or is likely to affect a person from whom a Member has received a gift or hospitality with an estimated value of at least £50, Members are asked to disclose these at the meeting, either at the declarations of interest agenda item or when the interest becomes apparent.
- 3.9 It is for Members to decide, in light of the particular circumstances, whether their receipt of a gift or hospitality, could, on a reasonable estimation of a member of the public with knowledge of the relevant facts, with justification, be regarded as so significant that it would be likely to prejudice the Member's judgement of the public interest. Where receipt of a gift or hospitality could be so regarded, the Member must exercise their judgement as to whether or not, they should participate in any given discussions and/or decisions business of within and by the GLA.

## 4. Legal Implications

- 4.1 The legal implications are as set out in the body of this report.

## 5. Financial Implications

- 5.1 There are no financial implications arising directly from this report.

|  |  |
|--|--|
| <b>Local Government (Access to Information) Act 1985</b> |  |
| List of Background Papers: None                          |  |
| Contact Officer:   | Diane Richards, Committee Officer  |
| Telephone:   | 07925 353 478  |
| E-mail:  | <a href="mailto:diane.richards@london.gov.uk">diane.richards@london.gov.uk</a> |

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# MINUTES

**Meeting: Housing Committee**  
**Date: Tuesday 10 November 2020**  
**Time: 10.00 am**  
**Place: Virtual Meeting**

Copies of the minutes may be found at:

[www.london.gov.uk/about-us/london-assembly/london-assembly-committees/housing-committee](http://www.london.gov.uk/about-us/london-assembly/london-assembly-committees/housing-committee)

**Present:**

Murad Qureshi AM (Chair)  
Andrew Boff AM (Deputy Chair)  
Siân Berry AM  
Léonie Cooper AM  
Tony Devenish AM  
Nicky Gavron AM

## **1 Apologies for Absence and Chair's Announcements (Item 1)**

- 1.1 The Chair explained that in accordance with Government regulations the meeting was being held virtually, with Assembly Members and guests participating remotely.
- 1.2 The Clerk read the roll-call of Assembly Members who were participating in the meeting. An apology for absence was received from David Kurten AM.

## **2 Declarations of Interests (Item 2)**

- 2.1 The Committee received the report of the Executive Director of Secretariat.

- 2.2 **Resolved:**

**That the list of offices held by Assembly Members, as set out in the table at Agenda Item 2, be noted as disclosable pecuniary interests.**

### **3 Minutes (Item 3)**

#### **3.1 Resolved:**

**That the minutes of the meeting held on 5 August 2020 be signed by the Chair as a correct record.**

### **4 Summary List of Actions (Item 4)**

4.1 The Committee received the report of the Executive Director of Secretariat.

#### **4.2 Resolved:**

**That the completed and outstanding actions arising from previous meetings of the Committee, and the additional correspondence as listed in the report, be noted.**

### **5 Action Taken Under Delegated Authority (Item 5)**

5.1 The Committee received the report of the Executive Director of Secretariat.

#### **5.2 Resolved:**

**That the recent action taken by the Chair under delegated authority in consultation with party Group Lead Members, namely, to agree the Committee's response to the Mayor's consultation on intermediate housing be noted.**

### **6 Responses to Investigations of the Housing Committee (Item 6)**

6.1 The Committee received the report of the Executive Director of Secretariat.

#### **6.2 Resolved:**

- (a) That the response from the Mayor of London to its letter and recommendations regarding affordable home ownership in London, as attached at Appendix 1, be noted; and**
- (b) That the response from the Mayor of London to its letter and recommendations on leasehold in London, as attached at Appendix 2, be noted.**

## 7 COVID-19, Rough Sleeping and Homelessness in London (Item 7)

7.1 The Committee received the report of the Executive Director of Secretariat as background to putting questions on COVID-19, rough sleeping and homelessness in London to the following invited guests:

- David Eastwood, Rough Sleeping Lead, Greater London Authority;
- Steve Douglas CBE, Chief Executive, St Mungo's;
- Gill Taylor, Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council;
- Tony McKenzie, Member Involvement Co-ordinator, Crisis; and
- Martin Burrows, Director of Research and Campaigns, Groundswell.

7.2 A transcript of the discussion is attached at **Appendix 1**.

7.3 During the course of the discussion, David Eastwood, Rough Sleeping Lead, GLA, agreed to provide the Committee with:

- A summary of how the Mayor's *In for Good* principle works, how it is evaluated, and what is known about its impact;
- Data on the schemes being funded under the Rough Sleeping Accommodation Programme (RSAP), including the types of homes and tenancies, and an estimate of the revenue and capital amount needed per home under each scheme;
- A breakdown of the approximately £65 million rough sleeping budget including the source of the funding and what it is allocated to; and
- What data is available and what lessons have been learned in regards to people who have been evicted from hotels under the *Everyone In* Scheme and what level of support they received after their eviction.

7.4 All guests were invited to write to the Committee with any further views regarding how the Mayor and local authorities can best support people who are experiencing homelessness with no recourse to public funds (NRPF).

7.5 **Resolved:**

- (a) That the report and discussion be noted; and**
- (b) That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output from the discussions.**

## **8 Housing Committee Work Programme (Item 8)**

8.1 The Committee received the report of the Executive Director of Secretariat.

8.2 **Resolved:**

- (a) That the work programme as agreed under delegated authority by the Chair of the GLA Oversight Committee on 20 July 2020 be noted;**
- (b) That the additional activity undertaken since the last meeting, namely the informal meeting, the annual Affordable Housing Monitor and homelessness data analysis, be noted; and**
- (c) That authority be delegated to the Chair of the Housing Committee, in consultation with the Deputy Chair and party Group Lead members, to agree any data analysis reports relating to rough sleeping and homelessness, until 6 May 2021.**

## **9 Date of Next Meeting (Item 9)**

9.1 The next meeting of the Committee would be confirmed by the London Assembly in due course.

## **10 Any Other Business the Chair Considers Urgent (Item 10)**

10.1 There were no items of business that the Chair considered to be urgent.

## **11 Close of Meeting**

11.1 The meeting ended at 12.06 pm.

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Chair

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Date

**Contact Officer:** Diane Richards, Committee Officer; email: [diane.richards@london.gov.uk](mailto:diane.richards@london.gov.uk);  
Telephone: 07925 353478

## London Assembly Housing Committee – Tuesday 10 November 2020

### Transcript of Item 7 – COVID 19, Rough Sleeping and Homelessness in London

**Murad Qureshi AM (Chair):** Now we come to our main item of business, item 7: COVID-19, rough sleeping and homelessness in London.

I welcome our guests: David Eastwood, who is the lead on rough sleeping in the Greater London Authority (GLA); Steve Douglas, Chief Executive Officer (CEO) of St Mungo's; Gill Taylor, Strategic Lead for Single Homelessness and Vulnerable Adults from Haringey Council; Tony McKenzie, Member Involvement Co-ordinator from Crisis; and finally Martin Burrows, Director of Research and Campaigns at Groundswell.

Right let me start with the first opening question, and I will aim it at David, Steve and Gill. The quarter 1 Combined Homelessness and Information Network (CHAIN) data showed that there were 4,227 rough sleepers in London from April to June 2020. That is a 30% increase on the same period last year. While this has now decreased, could you tell us your insight into why rough sleeping in London rose so dramatically during the first lockdown?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Good morning, thank you. There were many reasons. Obviously, as you mentioned, there was already the ongoing trend of numbers increasing during that time. Because of the success of the *Everyone In* proposal and the work that we were doing, as well as the pandemic as a whole, what we also saw was many people who had been insecurely housed at that stage - sleeping on friend's 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.

Obviously the success of the work we were doing in terms of getting people into self-contained accommodation meant that we saw an increase in numbers of people coming to the streets, but I think it is worth reflecting that, as you mentioned, there was already that ongoing trend of increases in people coming to the streets due to the impact of austerity and other measures that have already been seen. There is also the increase in non-United Kingdom (UK) nationals that has been happening over the past few years.

That was, in part, the reason why we saw that ongoing trend, but I think in the main it was those people who previously had been insecurely housed in a variety of settings and, understandably, they were unable to stay or felt unable to stay on their friend's sofas or in any kind of communal setting and therefore we saw more people potentially coming to the streets. That would be my view, but I am sure others have more insight in this area.

**Murad Qureshi AM (Chair):** Thank you, David. Yes, there was obviously a lot less sleeping on sofas. Can I come to Steve Douglas? What is the perspective from a housing association?

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Yes, both a housing association and a homelessness charity. We were one of those organisations that were heavily involved in the *Everyone In* initiative.

In a sense, the quarter 1 figures provide a snapshot but are not that helpful. It is more helpful, I think, to look at the latest CHAIN data, which showed a decrease in rough sleeping and showed that there was a real success from *Everyone In*. The vast majority of those who were rough sleeping during the summer months were

brought in to safe and secure accommodation, and I think there are lessons that we can learn from that experience more so than we can learn from what we saw in the CHAIN data at the end of the year and what we saw with the CHAIN data at the end of the first quarter. Those two figures showed an increase in rough sleeping, for all of the reasons that David [Eastwood] has described, but if you then look at the latest set of CHAIN data you see that *Everyone In* has been an incredible success. We urge the lessons from *Everyone In* to follow through into future programmes that the Ministry of Housing, Communities and Local Government (MHCLG), the GLA and local authorities will deliver for the future.

**Murad Qureshi AM (Chair):** Thank you, Steve. Gill, local authority perspective?

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Thank you. I broadly echo what David [Eastwood] and Steve [Douglas CBE] have said, but one of the other things to really bring out in this is the particular impact on already marginalised groups. 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.

As well as the broad issues that have been talked about around the effects of austerity and things, for example, around the furlough scheme and overcrowding, it is also important that we recognise some of the impacts of things like lockdown in already very tense and difficult housing situations. A lot of local authorities saw an increase in the numbers of people who were already experiencing quite a lot of exclusion within their areas, even if they were not, at that point, rough sleeping. For us, what that has really highlighted is not only the particular ways in which rough sleeping affects different groups of people but also some of the gaps in local provision for particular groups of people who are often quite small in number but have quite particular needs. That is one of our reflections on the increase as well.

**Murad Qureshi AM (Chair):** That is useful. Can I move on now to a series of questions from the Deputy Chair of the Housing Committee, Andrew Boff, on the implementation and experience of *Everyone In*?

**Andrew Boff AM (Deputy Chair):** Thank you, Chair. Steve Douglas, you have already talked about the *Everyone In* programme being a huge success and that is good to hear. I wonder if I can hear from the other people giving us evidence today as to your views with regard to the *Everyone In* initiative.

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** Morning, everyone. Really just to add on - this feels like a layer cake - to what Gill [Taylor], David [Eastwood] and Steve [Douglas CBE] are saying, 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.

**Andrew Boff AM (Deputy Chair):** Thank you for that. I am assuming the other guests also confirm the general success of the *Everyone In* initiative but, Tony, from your experience in Crisis, is there anything you feel the *Everyone In* scheme could have done better at the time? You have mentioned permanency and giving people long-term accommodation. Is there anything else that there could have been improved on it?

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** At Crisis I was the Member Involvement Co-ordinator, so I am always going to champion the voice of people with lived experience. In my opinion, that is the one thing we probably need to sharpen up on because - and I am sure this question is going to come up - 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.

**Andrew Boff AM (Deputy Chair):** How would you design such a scheme? Is it top-down consulting, or should there be changes at the sharp end of the scheme or some flexibility to change the scheme at the sharp end?

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** Going forward, it is about co-production. It is about working 'with', rather than 'to' or 'for'. It is about bringing everybody who is identified as a key stakeholder around the table and giving their voice equal access. There are lots of people doing research from University College London (UCL), King's College [London] and Groundswell, which has done some phenomenal work around this area. We have access to people. Let us find out from them what worked well and why, what did not work so well and why, and together, let us design something that is going to be fit for everybody.

**Andrew Boff AM (Deputy Chair):** Thank you very much. If we can move over to Groundswell, did you do research into the people's experience of the Everyone In hotels?

**Martin Burrows (Director of Research and Campaigns, Groundswell):** I will pick that one up.

Throughout the pandemic, we were conducting research with people with experience of homelessness around their experiences through a range of different methods, through people delivering online diaries, through one-to-one interviews, and that was nationally as well as in London. I would like to just pick up on a point that Tony [McKenzie] made there around the involvement of people with lived experience throughout the process. It is absolutely key for ongoing planning to have that voice, but I do not think it is as simple as to say we need to have a top-level consultancy. We need to have a range of different tactics and measures to be able to capture that voice, including research, as Tony said, but including representation at meetings like this and ongoing consultation.

In terms of our learning throughout the pandemic, it is important to recognise that there is not a homogenous view of how *Everyone In* worked for people. Nationally, the delivery was inconsistent. There was a lot of disparity in what was on offer. What tended to lead to that was existing infrastructure being in place and there being the networks, connections and cross-sector bodies which were able to coordinate that response. In London, where generally we saw there was a more coordinated response and the quality of support was better than certainly some other areas of the UK, what we did see is areas that had that infrastructure, Westminster, for example, were able to provide a really comprehensive, holistic, clinically led response.

In terms of the responses that we have had from people experiencing homelessness for *Everyone In*, for the people that it worked for, it has been fantastic, it has been life-changing, but for those that have fallen through the net, they have had some potentially negative experiences out of it. 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. But for those who were unable to access the *Everyone In* accommodation to begin with, who were evicted - which was a really big issue that we identified throughout the process - or also who faced ongoing isolation and challenges around their mental health, it has not worked so well. This is what we need to think about moving forward. How can the real benefits of *Everyone In* be delivered equitably to people across the spectrum?

**Andrew Boff AM (Deputy Chair):** Thank you very much for that. Obviously, this was a very good question because everybody wants to chip in. Can I ask David Eastwood to come in on that, please?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes, sure. I would echo what Tony [McKenzie] and Martin [Burrows] said in terms of user experience and trying to factor it in. I think one of the things that we found difficult and one thing that is definitely worth noting is that hotels are not suitable for everyone.

When we originally had the idea in terms of *Everyone In*, the grand plan, I like to describe it as like a game of Tetris, almost. What we needed to try to do, if we had more time, was to move some people out of the supported housing provision, out of hostels, free up the hostels and then move other people who had those support needs into the hostels, rather than it just being purely seen as people going into hotels with support. It was very difficult for us to do that as quickly as we needed to do, in terms of the pace that we were working at. Steve [Douglas CBE], I am sure, will not blow his own trumpet, but we managed to get 14 hotels going from the GLA with St Mungo's playing a key role and other partners playing key roles in terms of doing that. At such a quick pace, it was really difficult to get all the moving parts around that we needed.

Hotels can be suitable for a lot of people with lower support needs, and we tried to put in the additional support that we needed around mental health, drugs and alcohol support, we did excellent work with health partners, but they are not suitable for everyone. That is one of the major learnings I think we knew already at the start, but it was difficult for us to be able to do that across 33 London boroughs, being able to work out what is there. There is, I feel, a lack of hostel provision in London that is needed. Some people do need that 24-hour support, they do need that level of help that you cannot give in a hotel to *Everyone In*. I think there are those moveable bits that we need to work out what more we could have done.

It was phenomenal in terms of what was achieved working with so many partners. I have never had so many calls on the weekend. Working weekends is my thing. Everyone was working pretty much 24 hours a day, trying to get this up and running and trying to make sure that everyone could get into that self-isolated accommodation.

As Martin and Tony said, there were people who it was not suitable for, and we had abandonments, we had to evict people out of the hotels because their support needs were too high to be able to cope in that kind of environment. That is where it is like Tetris. Moving people around is what, if we had the time, we would have wanted to get to but, unfortunately, we did not quite have the time because we were so busy trying to get the hotels up and running and get as many people in as possible. That is definitely something of the learning and factoring in what would have worked potentially better for some people in terms of their support needs.

**Andrew Boff AM (Deputy Chair):** Do you feel that you are more prepared now for identifying what the needs are of the person before they come into the system, rather than trying them out in a hotel first and then realising?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** I think we needed to take chances on people. That is what you need to do and that is what we did do, and that is the reason why there were potentially more evictions and abandonments, because chances were taken on people to go, "Look, this is the only provision we do have. We cannot get you into a hostel provision". We have staging post provision, which I am sure Steve [Douglas CBE] will probably talk about, in terms of GLA provision for people with slightly higher support needs, but we only have a limited amount of that. Boroughs only have a limited amount of hostel provision and supported housing that they could get people in and that was already pretty full before this all started, if not full.

It is difficult when you do not have the right kind of provision to get people in, but I still think we should always take a chance on people. I would much rather we take that judgment and go, "Yes, we think maybe you could do it. Great, let us put you in. Let us try to work with you, let these teams and other teams work with you and try to provide the support in the hotel", rather than not taking chances on people and going, "The only people we can take into hotels are people with very low support". We always need to take chances on people and see. But there were some people who, from an Outreach perspective, were just going to be too high support. Outreach work with people every day. They know who can cope and who could not cope in this environment. We took some chances on those people, but we knew other people would not be able to cope within the hotel environment.

We obviously had all the relationships as well with new hoteliers coming in. The hotel trade did a phenomenal piece of work with them, but we also had those relationships to manage. What we did not want to do is end up in a position whereby we take people in and then we lose the hotel and we lose that provision for essentially 150, 200 people. It is a difficult balance.

**Andrew Boff AM (Deputy Chair):** Thank you. Steve Douglas, you wanted to come in.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Yes, thank you for that. Following on from David, I think the phrase that I would use would be the "take the chance". David described a little bit of the process for *Everyone In*, and St Mungo's were one of those that managed a significant number of hotels, as David rightly said. In London we managed 14 hotels, we are still managing six and we supported almost 1,700 people. I agree entirely with Tony, the lived experience has directly informed both the way that we deliver services but also the lessons that we have taken from the experience.

The way to describe *Everyone In* is if you can recall the days of the budget airlines when you did not have an allocated ticket, EasyJet and there are others as well. *Everyone In* was an emergency response. David's description was of the GLA, MHCLG, local authorities and head providers all in the room adopting a gold principle in saying, "We need to respond as a matter of course, just get everybody in". What you had was people being almost hoovered up and put into those hotels, into safe and secure accommodation.

Martin [Burrows] is right, it was not right for everybody. There are some people who had been rough sleeping, living on the streets for ten, 15, 20 years, who actually found being in that environment claustrophobic, found it incredibly difficult for them to be socialising, found it really difficult, wanted to get back to where they felt safe and secure. But for the vast majority, it was having a place that was safe and secure, having the support that was needed, being able to do the assessment and then provide solutions and - Dave is absolutely right - using staging posts to provide the assessments and then working through Tony's [McKenzie] point around long-term accommodation.

The big thing that it is really important we do not lose from *Everyone In*, which certainly we found as a significant provider, was local authorities and housing options being in the same room, general practitioners (GPs) being in the same room and us as providers being in the same room with that client and being able to identify their individual needs.

Just to finish, Martin, you are right: for some, moving into settled accommodation with the support that was needed was absolutely right. We have supported 1,600 people now. It is almost 1,000 people who have moved into accommodation of one sort or another. But for others, because of complex needs, because of their history, because of where they are in their journey around rebuilding their lives, support is needed and is needed now. There was that learning of the triage function with local authorities at the very early stage. Then the support that is needed with the accommodation that sits alongside it, whether that be hostel, whether that

be self-contained or whether that be secure, is the biggest lesson that we have taken from *Everyone In*, and it is so important that we do not lose.

The Tetris point is absolutely well made. We now have arguably a bit more time, but having said that, we have winter coming now. Let us learn the lessons of Tetris and make sure that we, at all levels, are working together on what the long-term solutions might be.

**Andrew Boff AM (Deputy Chair):** Thank you. Gill Taylor, you wanted to come in?

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Thank you. Echoing broadly a lot of the points that have been made already, one of the things I wanted to highlight is that really *Everybody In* has not ended. That is one of the issues that we are facing, particularly the workforce that are working in the hotels in Haringey. We have directly delivered the support into all of the hotels we have been working in with around 800 people. It was a crisis response, and as my colleagues have said, the idea was that we were getting everybody in, people needed to be safe and supported during the pandemic and particularly during the first lockdown, but here we are eight months later, still with 3,000 people in hotels.

Not only does that speak to the point being made by people around long-term accommodation, the significant lack of supported housing in London and elsewhere in the country as well, but also it speaks to the fact that this is the long-term impact of having people in very short-term, very insecure accommodation. When we are talking about the Tetris and moving people around, that has a significant impact on working for people who have been moved between three or four or five different hotels over the course of the past eight months. That has a very real, human impact on that person's life, as well as on the people supporting them.

I do think there is something as well about how we talk about what the long-term recovery on *Everybody In* is, not just the long-term thinking and outcomes that we want to keep hold of, but: how do we help everybody who was in the hotels and everybody who has been working in them to move away from this very crisis-focused, very pressured environment that we are currently working in, into something more sustainable that has a broader focus on people not only securing accommodation but also having their needs met in the long term? At the moment, what I am hoping we get to, is a place that feels like the pathway. At the moment, it still feels quite crisis-driven.

**Andrew Boff AM (Deputy Chair):** Thank you. Tony McKenzie, have you got something to add to this?

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** Sorry. Yes, really quick. Just echoing what Gill has just said, we need a multidisciplinary approach. Steve [Douglas CBE] also mentioned it. One of the things that I really do not want us to lose sight of is that although this was a crisis response, although the success has been really amazing, it was because there was political will. Political will is what drove this forward.

In terms of the points that Gill just made about how we support people - Steve touched on this - 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.

We talk about social distancing, which is very different from social isolation. People felt banged up and locked up, and all of this has a big impact on the psyche. We really need to be looking towards a Housing First type model with the accommodation and support as a package. We are talking about psychologically informed environments to make sure that when we accommodate people, it does not fall away there. That is when the support needs to kick in.

**Andrew Boff AM (Deputy Chair):** Thank you, yes, I am rapidly approaching the end of my time for this section. Martin Burrows, if you come in quickly, if possible.

**Martin Burrows (Director of Research and Campaigns, Groundswell):** I will speak very quickly because I think Tony has just hit the nail on the head with much of what I was going to say. Yes, it was a crisis response. Very early on, we heard challenges about meeting basic needs, around getting food, income, support, but that was eventually solved and I hope that if we have to ramp up *Everyone In* again, then the learning is already in place to make sure that support is there for people immediately.

Throughout the monitoring work that we did, it was mental health that was the greatest challenge, and it was a double-edged sword. It was an issue for wider society, but for people experiencing homelessness who were likely to have worse mental health than the general population, already may have limited social ties, lockdown - as well being placed into places that remove social ties, that may have had slightly authoritarian regimes in place and controls in place to make sure that people were kept safe, coupled with limited access to mental health support and support groups which are cancelled so that wraparound support outside of the hotels often was not there - had a severe impact on mental health. That is the learning that I would like to take forward.

**Andrew Boff AM (Deputy Chair):** Thank you very much. Very quickly now, David Eastwood, from other cities we have seen very high contraction rates of COVID-19 from hotel-type accommodation. Do you have figures for the contraction rate of COVID-19 in the *Everyone In* arrangement?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** We very quickly got a COVID care facility going, working with colleagues in health about trying to ensure that anyone who was displaying any symptoms was able to isolate either in the hotel or, once we got COVID care up and running, move to City Airport, which Thames Reach ran for us, alongside Médecins Sans Frontières and the Find and Treat Team from UCL. We could ensure that anyone who was displaying any symptoms was taken out of the hotel or out of hospital provision.

We had 48 people who went through the COVID care facility in London and the most we had in at any one time was 18. I have to say the Find and Treat Team, who normally do tuberculosis (TB), were switched very quickly to be able to do this work, to be able to provide testing and to be able to provide advice to not just the GLA hotels but local authority hotels as well. They worked to get to people quickly and ensure that anyone who was displaying any symptoms was tested to see were they COVID positive, were they not COVID positive.

Being able to do that and having access to that meant that the infection levels within the rough sleeping population, the homeless population in London, were significantly lower. We were able to isolate people quickly and able to do that work. That is one of the other key learnings around this. We were lucky in London that we had our team already doing that work, already mapped in with key partners. They work with local authorities anyway, they work with outreach teams anyway, they have the relationships there already. They were able to do that and able to test people quickly.

We have good work from various health partners around anyone coming into the hotels, screening anyone before they came in to make sure that if anyone was displaying symptoms they would not go into the hotels. We worked really closely with our public health colleagues in the GLA, as did local authorities with their colleagues in terms of public health. All those measures, being able to do that and getting rid of anyone sleeping in communal settings meant that our infection rates were so much lower than they were in any other country. I think that was a key part, Andrew, in terms of the work that we did.

**Andrew Boff AM (Deputy Chair):** Thank you very much. I am going to have to come to the end of my section of questions. If anybody else wants to pitch in, try to get in on another question from my colleagues. Otherwise I am going to be less popular than I am already.

**Murad Qureshi AM (Chair):** You cannot say that, Andrew. Can I just come in in this section? Yes, it is right to say we have done probably much better than other places like San Francisco. There is a perspective we should not lose sight of, the hotels themselves. We had an excellent submission from the InterContinental Group, which was party to a lot of these arrangements, and my reading of it when Sarah-Jane Gay [Senior Policy Advisor, GLA] sent it to us, who is the lead officer on this item, last night was that it was not just solely commercially based. I think the hoteliers have to be given credit there. That is a perspective we should not lose sight of in the success in this programme in the previous lockdown, and hopefully in this present lockdown as well. Do read that, Assembly Members, and if that could be publicly made available, I will be very keen to put that in the public domain.

Can we now move to the next section of questioning and move on from everyone in hotels, which is going to be led by Nicky Gavron. Nicky?

**Nicky Gavron AM:** Hello. Thank you, Chair. Good morning, panel. To start the questions, this is a set of questions about moving out of hotels and moving on, and I just want to say from the outset that you have already said quite a lot on these topics, so let us see how we go.

The first question I think should be for David and Gill. We know already that - I think I have the figure in my head - 2,662 or 2,664 people have successfully moved on from hotel accommodation and successfully moved on into longer-term accommodation. I just wondered if you could tell us a bit more about that, David. How long-term is this accommodation, how secure is it, how sustainable is it?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Of course. Thanks, Nicky. From the GLA perspective, we have had, I think, 651 people who have successfully moved on from the GLA hotels, of which 304 have moved into long-term accommodation. In the main, that is private rented sector accommodation with floating support. We have had, I think, 28 people move into supported housing. We have had 31 people move into clearing house units, where they get two years' support which is provided by the housing associations.

We are lucky in London that we have CHAIN. It is key for us, in terms of our monitoring where people are moving to and all of that information, that we are able to grasp that information quickly. We have 304 people that have moved to long-term accommodation, we have 36 people that have moved into shelters or hubs, mainly local authority provision, and we have had 285 that have moved into what we describe as more temporary accommodation, so that is hostels, staging posts, temporary accommodation through a local authority or moving in with family and friends. That is temporary but it is not necessarily that temporary, if you see what I mean.

I think we have had some really good successes in terms of our people moving through. We have developed good relationships with private sector landlords and, like I say, anyone who is moving from a GLA hotel would be moving with support. That can take a little bit longer than just purely putting people into a private rented sector or into accommodation. We need to make sure that that support level is right. That has definitely been a little bit slower than we would necessarily like.

Also, I think it is worth acknowledging that with the first lockdown it was very difficult in terms of moving anyone potentially out to start off with. Obviously, there were difficulties in terms of viewing flats, there were difficulties in terms of people being able to move around. What we are wanting to ensure is that everyone has choice. We are not looking at moving people into the private rented sector and moving them into a flat without the person seeing that flat, without them being comfortable in seeing that flat. That all takes time to be able to do. I think we have had some real, notable successes in terms of moving people into more long-term accommodation, but that has to be with personal choice which means it can sometimes take a little bit longer, especially if you can only see the flat on an iPad. It is not the same as being able to actually see it and physically go and look at it. That would be a summary from my side.

**Nicky Gavron AM:** Thank you. Gill, what has been your experience of being able to find long-term accommodation and how secure this is?

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** It is probably worth saying that I think the move-on options available to the people that have been placed in hotels are very, very varied. We have a significant number of people both in our hotels and in the GLA's hotels, for example, who have no recourse to public funds. 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, or are likely to be able to access employment. That is something that has become starker and starker over the past few months as we are moving through all the people who are easier, if you like, to support to move on and we are left supporting people where the options are very limited.

One of the things that we have been really keen to do is to secure that sustainable move-on accommodation, so we have done everything we can to maximise the use of our own social housing stock. Our own sheltered housing in particular has been a useful resource to us.

Another thing that we have been keen to do is, as David [Eastwood] mentioned, making sure that people moving into the private rented sector accommodation have floating support. One of the things we know is that often private-rented arrangements break down quickly because people are unable to manage that initial transition period, particularly if they have been rough sleeping for a long time. For us, it has highlighted the ongoing need for expanding the Housing First provision. Particularly for people who have been rough sleeping for a long time, supported housing and hostel pathways simply do not work, and giving people that security from the outset instead of as a carrot at the end of a two-year supported housing stay, I think has been really important for us. In Haringey we have a number of Housing First units, but it has really highlighted the need for more of that.

One of the things that has been really insightful for us is that in working with all of the people that have come forward that we have provided accommodation to, seeing the full spectrum of different needs that people have and the different housing options that people need available to them has really come to the fore. For us, a key thing is just the absolute need to build more social housing. It is at the crux of everything that we are doing.

It is fundamental that people have secure tenancies, that they are able to be sensitively supported to manage that tenancy and that they are doing so in a place that they can live, theoretically, for the rest of their life. For a lot of people, we have supported, they have had long, long histories of traumatic and turbulent life, and a social housing tenancy would absolutely be at the root of ending homelessness for people. For us, that is made clear that is something that we need to be ambitious about in Haringey, and I know that other partners in other boroughs have felt similarly.

**Nicky Gavron AM:** There is quite a substantial number of homes, nearly 1,000, I believe, coming through in the spring for homeless people, are there not? There is an allocation that the Mayor has. Will Haringey be getting any of those?

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** We have been awarded funding through the Rough Sleeping Accommodation Programme (RSAP) to develop a number of new homes for people that are rough sleeping, but two-year assured shorthold tenancies (ASTs) are the minimum for that programme, so they are not permanent homes although they are a very, very important provision. Yes, we are getting some of those, and in Haringey we have committed to building new social housing of which one-bed and studio accommodation is a key factor of that. That is something which we hope to bring forward over the next couple of years.

**Nicky Gavron AM:** Thank you very much for that. Chair, does anyone else want to come in?

**Murad Qureshi AM (Chair):** Yes, Steven Douglas wants to.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Yes, Nicky, I just wanted to add to Gill's point. One of the things that I think we as a sector sometimes miss is that during the course of this year, and perhaps unprecedented, there has been quite a lot of funding that is coming through to address issues of rough sleeping. You refer to the Rough Sleeping Accommodation Programme, and that will bring accommodation online over the coming months and years. It is a four-year programme and I think there is a real positive around the fact that it is also revenue linked.

Gill's point around accommodation and the support when it is needed is absolutely essential. In the main programme, the Affordable Homes Programme, 10% of that is for supported housing. There is an opportunity for us as a sector to use those resources in a different and better way. That conversation is between us and local authorities, between the GLA, local authorities and with Government around how that allocation of resources is spent.

There is still a reality though that local authority budgets have been severely cut over the last ten years, so the amount of money that is able to be spent on support services for homelessness has diminished significantly. We did some research which confirmed that over the last ten years, about £ 1 billion has been lost to local authority budgets and we do urge the Spending Review to look at that, because without that type of funding within local authority budgets, it becomes more and more difficult for those essential services that sit alongside the accommodation to be provided.

**Nicky Gavron AM:** That is interesting. Do boroughs put part of their supporting service provision -- there is an allocation, is there not, for every borough? Does a substantial proportion of that go to rough sleeping?

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** In 2002, there was a Supporting People programme. I think it was called then. That was ring-fenced funding for supported housing, rough sleeping work, any housing that had support alongside it. That ring-fenced funding was ceased in 2009, and for any of us who have been around that long, that had a significant impact. What has happened since then is that the funding available for supported housing and rough sleeping has come from the councils' general fund budgets, which are subject to being cut and savings being made, and importantly, for the funding being redirected to other areas of work which are seen to have an impact.

As Steve [Douglas CBE] mentioned, the very real impact of that is simply not enough funding into supported housing, which is expensive. The challenge for all of us in local authorities has been balancing prevention with



relief, as we now understand it, because of the Homelessness Reduction Act [2017], and thinking about the long-term impact that supported housing has. I would echo Steve's point that without a ring-fenced allocation of revenue funding for supported housing, it is increasingly difficult for boroughs to provide for people who simply aren't able to, at this point, live in independent accommodation.

The rough sleeping funding that local authorities get is separate and ring-fenced, and as a result you can see a significant impact around rough sleeping where that funding has had, because it is directed specifically for this goal of ending rough sleeping and initiatives that surround that. Bringing supported housing into that same space and ring-fencing the funding would be a really, really impactful decision.

**Nicky Gavron AM:** Yes, I am glad to hear that. I remember writing an article when the ring-fencing was dropped because it has made a big difference or made quite a substantial difference. These are all very helpful answers. Chair, is there any member that wants to come in on this question or should I move on?

**Murad Qureshi AM (Chair):** Can I let Martin and Léonie come in? Thank you.

**Léonie Cooper AM:** No, I am fine, I do not want to come in, I want to move on to my questions. Thank you, Chair.

**Murad Qureshi AM (Chair):** OK, Martin. Nicky, can you just be minded that Steve is running out of time? We need Léonie's questions.

**Nicky Gavron AM:** Martin, you want to come in?

**Martin Burrows (Director of Research and Campaigns, Groundswell):** I will make a very, very brief point. Through our research work, we did not engage particularly with many people who have been moved on from the hotel accommodation, but we did have a lot of contact with people who had just been moved into new tenancies. The point I want to stress is the hardships faced by people who were under lockdown in these new tenancies, particularly when they have been moved to new areas where support networks have been broken. They were really stuck. It is important we remember that moving someone in is not the end of the journey and that there is a wraparound support once we get there, even during COVID-19.

I also think it is important to remember that we are talking about *Everyone In*, but in many ways, there is everyone else who was homeless at the time. Those hardships transcended across the hostel accommodation and other forms of temporary accommodation where there were staff shortages, where controls were put into place that restricted people's movements, and where, again, the support was not in the same way that it would have been previous to COVID. It is important that if people are being moved into temporary accommodation, although still in existing temporary accommodation, that in the next phase of the response we need to acknowledge how support is consistently delivered for people.

**Nicky Gavron AM:** Thank you. Now, this next question is about the numbers of people and why people are moving out, not on to successful accommodation as we have been hearing. Tony, first, and then Steve. We know that a lot of people have either abandoned living in the hotels or been evicted. First to start with the abandonment, you have already touched, Tony, on some of the reasons why people would not stay living in hotels, but do we know more about where they have gone and the kind of support they need? Is there any more you would like to add to what you have already been saying?

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** Not a whole deal more. I would just say from a housing point of view, "void" and "abandonment" are very loaded words. One of the ways to think

about why people have not been able to stay in hostels or their rooms is asking ourselves what they would need in order to help them to stay there or, as has been already said, what other types of provision we need to be providing. It is not that people are not grateful, it is not that people do not need the help and support; what was being offered just was not a good fit.

I remember I started noticing people back on the streets. They literally just went back to areas that they used to go to before, and very slowly. It would start off with one, then two. The things around the social isolation, around the institutionalisation, all of these things have big, big impacts. When we are looking at service provision - and I get that it is an emergency response - one size really, really does not fit all. If we could move away from terms like "voids" or "abandonment" and look at how we can accommodate people and help them to stay in this accommodation so we can have that wraparound care, it would probably be more useful.

**Nicky Gavron AM:** I think, Tony, that is very fair what you have said about the terms. Are these terms that are generally used and that we should see changed? I have obviously picked them up from my briefing. "Abandonment" is not a term we should use; we should talk about people leaving. I totally understand what you are saying about the need for being in familiar surroundings or in areas where you are known or you know people, the social context of where you are. Steve, do you want to add anything to this?

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Yes. Just to echo Tony's point, we did some research a couple of years ago on why people return to the streets. It was not about abandonment or voids, it was about why it is that some people who have been sleeping rough find it then difficult to be in accommodation that for others would be seen as the panacea. It is understanding people's circumstances. For some, and it is not all, but for some it does feel as though it is institutionalised, it does feel as though it is constraining. Sustaining a tenancy requires a level of responsibility which for some is not easy.

We can imagine the strains that you may have gone through during lockdown, the first phase, of not being able to go out and have a walk, not being able to get fresh air, being locked up. If you have been used to being on the streets and you actually find that a safe place, then being in a hotel, even though it is your own room, may feel almost as claustrophobic as being on the streets. It is understanding that. The approach that we take, and I know that all of the homelessness charities who are working on the streets on a daily basis and local authority outreach teams take, is that we look at the person and we try to identify the needs of the person.

The only thing that I would say slightly differently from the comments on Housing First is that sometimes Housing First is the right option, but sometimes Housing First can compound the set of issues. If you are requiring somebody effectively to take responsibility when they have not had that, that can be as scary and potentially as debilitating as being put into hostel accommodation with a whole load of people that you do not know, do not trust and worry you. It is understanding and recognising that individual needs are what matter. Each person has individual needs and we should take those into account.

**Nicky Gavron AM:** That is a very good point.

**Murad Qureshi AM (Chair):** Thank you, Nicky. Steve is going to go, so let us have Léonie come in hopefully to ask her questions. Léonie?

**Léonie Cooper AM:** My questions are, in fact, for you, Steve, and we know that you have to nip off at 11.00am. My first question is about the domestic abuse situation. I know we saw a big increase in calls to hotlines but not a lot of people in the initial phases immediately seeking to leave. There have been reports of a surge in people seeking to escape towards the end of the summer. Is that the case, could you give us a bit

more detail about that and do you believe that there is enough specialist provision in London for women escaping domestic abuse or, indeed, other groups escaping domestic abuse? Obviously, we need services across the board, do we not? Thank you.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** We do. I did not know that was going to be your question, but I actually went to virtually visit one of our schemes in Hackney a couple of weeks ago to find out exactly that. We have spent, during this conversation, quite a bit of time on people who are sleeping rough who have complex needs, but actually 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.

Our view is certainly that we have seen an increase. Particularly - and it is a really sad thing to say - when there was not sport on the TV, we saw increases. Winter worries us as well. Summer at least provided an outlet, an opportunity to get out, but as we move into winter and we have another set of restrictions, we do have a concern.

In terms of the support services, there are support services out there and there are some very good ones. There are opportunities and it is important that we get that message out, but I think the essential thing is - and this is both an offer and a challenge to the GLA, London councils and London local authorities - that 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 Londonwide. The GLA does some fantastic work around this on a pan-London basis, but at times it is just about individual local authorities working together on what is the particular circumstance in their needs. The scheme that I went to in Hackney is a fantastic scheme. It is 50-odd people, women that we are providing advice and support for. Its outreach opportunities are significant. We could be doing more of that across London.

**Léonie Cooper AM:** I am going to press on with asking Steve a couple more things, but I am conscious some of the other panellists might want to come in as well. In your opinion, Steve, what has to be delivered this winter to protect people who have been rough sleeping, people who have been escaping domestic abuse, both from the dangers of winter and from the dangers of the pandemic? What can organisations do to make their winter night shelters, for example, as COVID-safe as is possible? Of course, if you are going to socially distance people or keep them apart in large places, that is going to reduce numbers. I would be interested if you can quickly say something, I know you are really short of time now.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** No, that is fine. I have just checked, and I can stay for another 15 or so minutes if that works for you.

**Léonie Cooper AM:** Fantastic.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** I know that David will probably want to come in on this as well. Firstly, there has been some fantastic work that has been done by Housing Justice and Homeless Link. The first thing is that as much as Christmas come and festivals come, winter comes around, and so SWEPE, the Severe Weather Emergency Provision, is, sadly, a typical part of the rough sleeping homelessness agenda. There is how are you preparing for that, and there is always then a spike in the need for that accommodation. In the 21st century, the fact that that accommodation tends to be dormitory-style accommodation is not right, and really it should move from that.

Then you come to the hostel accommodation, the type of accommodation that we provide. Housing Justice and Homeless Link have done some great work with MHCLG and others to try to provide guidance on what

COVID-safe accommodation can look like. It does really good work to try to provide that guidance. We have looked at that and we do not think we can make our accommodation COVID-safe. We will continue to look, and we will look as we see more guidance, but we do not think we can make it COVID-safe for our clients, which means that we cannot make it COVID-safe for our staff.

**Léonie Cooper AM:** The staff, yes.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** We have the responsibility as an organisation, both to our clients and to our staff.

**Léonie Cooper AM:** Of course, yes. What is the alternative?

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** This is why David may want to comment as well. With all of the caveats that sometimes hotel accommodation, that type of accommodation is not right, it is better than non-secure, non-COVID-safe supported hostel accommodation. Our position is: let us get the supported and let us get that accommodation.

Quite interestingly, Tony, we think that there are empty properties, we think there are voids, we think there are bed spaces that can be used from existing stock across the sector. We think that type of accommodation could be used. I think that the estimate at the moment is that there are about 700 additional bed spaces that might be needed during the winter period. We think that with the will of partners, with local authorities, housing associations and homelessness charities, that type of secure accommodation can be found. Classically, it comes back to: but who will pay for it? I do believe that the accommodation is there, and it can be COVID-secure. I suspect David might want to comment on that.

**Léonie Cooper AM:** I think Tony might as well because I can see him nodding a lot. I worked in housing for a long time, looking at short life properties to rent them out for short periods of time. That was partly because the grant regime worked in a different way at that time. I remember going to visit Arlington House and being quite shocked, but then you spoke to some of the people who were there, and it was better than the alternative. I think, for all of us there is that sort of dilemma that something that you think is non-COVID-safe and not really what you would prefer might still be better than other alternatives. Thank you, and I am glad you could stay for a little bit longer, Steve, thank you. Tony?

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** Thank you very much. I am not going to take up a lot of space, I am going to bring David in. I am just echoing again what Steve said, we have to be more creative. I remember when we were talking about "safe sex" and then we had to change the language to "safer sex", and I do not know if anything is COVID-safe but we can have safer. I know when COVID started, Crisis and eventually other charities and the Government gave a lot of grants out for people, and deep cleaning was one of the big things for the hostels. That is so, so, so important. Keeping that up helps make things safer.

This is what people on the street say, they always point to a building and say, "Well, why are you not housing homeless people in there? Why all this space?" We need that creativity, we need that will, we need that joint working.

**Léonie Cooper AM:** Given the crisis, maybe looking again at short life, having leases for six months from November through to the spring. David, I am going to bring you in now.

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Thanks, Léonie. I would echo, yes, very much what both Steve [Douglas] and Tony [McKenzie] have said. Funding is crucial in terms of our ability to be able to do that.

We have rolled out a COVID risk assessment tool. We have worked with colleagues in health to roll that out. I totally agree with Tony and Steve's point that nothing potentially in the community can be COVID-safe, but what we need to be ensuring is that if we are in a position where there is not the funding available and we have to look at alternative measures, we are in the position that we are putting people who are at least COVID risk into that type of accommodation. It is something that we have rolled out to all outreach teams. All outreach teams are using that. I totally echo Steve's point. We, ideally, want to ensure that everyone can access self-contained accommodation, but that does have a funding implication.

The Government announced last week an additional potential £15 million through the Protect programme. That is £15 million nationwide. We know in terms of London alone we would probably need that amount of money to be able to ensure that everyone that we need to would be able to access that self-contained accommodation. I do fear that we are going to have to be creative and we are always up for the homeless sector being as creative as possible and, as Steve mentioned, looking at voids, looking at other things we can use. Time is potentially against us and I am concerned that we have ended up in this position. We have been raising it with the Government since the start of lockdown. As Steve said, winter is coming. SWEP is coming. What are we going to do? Winter night shelters cannot work. We fund six Housing Justice workers, who have been working to ensure with faith-based --

**Léonie Cooper AM:** Yes, and the Mayor has been writing since August [2020] about some of these things to the Government to try to get these things.

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** I know.

**Léonie Cooper AM:** Of the £15 million, is any of that coming to London?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes. We understand that a proportion of it will be coming to London, but that is not going to be enough. It is how we can work as creatively as possible ourselves, local authorities, providers, to ensure what we can do is the best we can do. I do fear that it is not enough funding to be able to do it. It is a lot less than came in in terms of everyone the first time around and it is winter now. It is more concerning in terms of people being out on the streets in the cold weather. Yes, we need to work out what we can do. As Steve said, we need to look at voids. We need to look at voids. We need to look at doing more joint work in terms of the housing associations.

**Léonie Cooper AM:** Are you going to be doing things like writing to all the directors of housing in the 32 boroughs and potentially the City [of London Corporation] as well? Not all voids are suitable. Some of them are unsuitable to be short-life. Having inspected a few myself, I can absolutely say that. Some with a minimal amount of intervention on the capital and physical side, you can get them -- the more expensive thing is then if people need support to continue once they go in somewhere. Directors of housing know what their long-term and shorter turnaround voids are, will they not?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes, we are having those conversations with housing directors. We also want to have conversations with housing associations to see what properties they have available. As you mentioned, it is the funding to provide support for people moving into that accommodation. That is crucial. We do not want to be putting people into accommodation with no support. That is not something that I personally in any way can advocate in any way in terms of what GLA

services would ever be able to do. We cannot put people just in accommodation and leave people there. That is not the way we should be doing stuff. We do need the funding to be able to provide the support and that is the difficulty.

It is not just about the properties. That is where it often gets difficult. Like you say, people look around and say, "That building is empty. Great. Why do we not use that?" No, we need to have providers to provide support for people while they are in that property and to help people move on. As we have all mentioned, if anyone is coming in - and I am really proud that we have introduced *Everyone In* and the Mayor's *in for good* principle that we have done - when people come in through the SWEP, they will not leave until there is an accommodation offer on the table for that person in terms of moving on. We want to ensure that if we do get people in, this is an opportunity for them to stay in. It is not just, "In. It is cold. Back out you go". That is not what the service should be looking at providing.

**Léonie Cooper AM:** No, that is really unsatisfactory. Martin, I am still conscious that Steve [Douglas] is going to have to go. Did you want to come in with a brief point? I have another final question for Steve before he dives off, probably into another meeting like this, I should imagine, and will not move.

**Martin Burrows (Director of Research and Campaigns, Groundswell):** I will do my best to keep it brief. Gill [Taylor] also had a point, perhaps, to raise.

We have been doing some work with Housing Justice recently and I have been incredibly impressed with how they have managed to turn on a sixpence from providing accommodation in churches to all sorts of creative approaches like using bubbles, having pods, taking over houses in multiple occupation (HMOs), taking over bed-and-breakfast properties. It is incredible what is possible for them, mainly with church-based volunteers, to have done this incredible work. It is possible but, as David [Eastwood] says, the support needs to be there.

Steve [Douglas] raised an issue with this point around making hostel accommodation COVID-safe. Some of our findings from our research around the restrictions placed on hostel accommodation show that they have a significant impact on the lives of people living in there. It builds the institutional feel. We have had examples of where kitchens have been closed off and people are no longer able to feed themselves and are reliant on buying sandwiches, which uses up all of their benefits. It can have a real impact on people.

There is an example in Westminster, where one of the hostels we have been working with there was able to move people out and into hotel accommodation so that they could lower the capacity in the hostel in order to run it in a more COVID-safe way. As David said, it all takes funding to be able to do this.

As my final point on this, going back to the question that we initially had, COVID has been really important in trying to put the health lens on homelessness. This needs to be ongoing. We need to continue looking at not just COVID but wider health issues that the homeless population faces. That needs to be central to our ongoing planning and also our exit strategy.

**Léonie Cooper AM:** Absolutely. I hate to say there is any kind of silver lining from COVID, but in the sense of trying to get everybody in and trying to put health together with housing in a much more proactive way, which some of us have been arguing about for a long time, it has kind of made that happen. It would be really nice if, coming out of this, we can also recognise that mental health is a respected part of health, not just something we tack on, and also that people with alcohol and drugs needs need to have those addressed from a health perspective and not from a punishment perspective, which we have had a little bit of a tendency to do in the past.

We are talking here about some of the Mayor's wider programmes to tackle rough sleeping as well as this particular crisis. Is there anything that you think should be changed in those programmes in light of COVID-19? What would you say are your learnings and experience from the *Everyone In* programme? We can make some recommendations from this Committee. If anyone else wants to come in on that, I will bring you in after Steve. Thanks.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Thank you for that, Léonie. In a sense, you almost answered the question yourself in your last comment. *Everyone in* from our perspective was a fantastic effort between all of the housing elements. What you have on this call today is housing. We have housing GLA, we have housing local authorities commissioning, we have housing providers, we have housing advisers. Having health around the table for the conversation was essential for us. The triage work that we did had local authorities, us as providers and GPs doing those early assessments. That made such a difference to being able to make the assessment, say what is needed, provide the thinking around long-term support.

The Mayor has the responsibility for the Health Strategy and so Public Health England. The linking up of that Health Strategy with the work that is done by housing at a GLA level and then at a local authority level could make a real impact.

We spent some time with [health] commissioners last week. We had a roundtable for all of the commissioners we work with across our areas of operation. Camden told the story of really positive engagement with the Clinical Commissioning Group (CCG) as part of *Everyone in* and then having to have a conversation about whether there would be longer-term funding for some of the support that was required. Because it was a particular budget, the confirmation was that it would not be available. That just felt like a missed opportunity.

If there is anything that the Assembly and the GLA can do, it is to continue to make that link between housing and health and the health interventions that make such a difference to the lives of those who are sleeping rough, alongside the accommodation that is required.

**Léonie Cooper AM:** That is really helpful. Thanks very much, Steve. I can see David is indicating that he would like to come in on health plus housing and my point about, I suppose, getting rid of the stigma. That is really important, for me, anyway.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Yes, agreed.

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** I totally echo Steve's view in terms of around the funding. It is weird for me to be criticising the Mayor's services a little bit, but I will tell you. What happened in terms of around health colleagues that worked in the immediate response is they were working outside of contracts. It was an emergency response and people were doing stuff. I was having phone calls with previous colleagues in Westminster going, "Can you help do this? Yes, I can". We had the green-light volunteer medics working with Steve's team in the triage hubs. All of that was happening a little bit outside of the standard contracting arrangements. Colleagues in health are doing a phenomenal job of pulling stuff together. I was on phone calls at 9 o'clock at night with Gemma, who is our Director of Transformation going, "Can you do this? Can you do the other?" All of that was amazing.

It is how we build on that and ensure that that is reflected in the [CCG and] Integrated Care Systems' (ICS') contracts that they have and that they view this as an ongoing priority and are focusing the resources in the right area. I had a lot of conversations with them going, "It is great that you want to concentrate on going to the hotels, but actually where we need you is in the hostels where people have higher support needs. I do not need you going to the hotels and doing another survey and working out what is happening. We need you

where people need more support". The more we can do that and the more we can continue those conversations, the more positive we can get from it. Yes, I totally echo that.

I am conscious that Gill has probably been wanting to come in for quite a while and so I am going to be quiet now.

**Léonie Cooper AM:** Thanks, David. Gill, we will bring you in there and get your comments.

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Thank you, David. You have asked a number of questions, Léonie. In terms of following on from David's point, in the Sustainability and Transformation Partnership (STP) areas, North West London, for example, the CCGs have been doing a lot of work around the long-term intentions for homelessness health.

One of the major points that has been made and been discussed is that 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. There is a huge amount of evidence that we all have. The challenge is that the infrastructure and the way that 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 (NHS) colleagues have been to have those conversations. It has felt like an opportunity for them to say, "We have wanted to do something around this for quite a long time and so what can we do now?" I certainly feel like I have had better engagement with CCG colleagues in the last seven months than I have in the last 10 years. That has really been quite impressive.

You mentioned something in your first question about domestic violence and I am going to return to this because it relates to other things as well. In London and in other major cities, there is a need for a pan-London response, domestic abuse being one really good example. There is not a pan-London response. There are some but there is not a unified pan-London response. It relies on individual local authorities to commission services from their budgets, which will not benefit their residents because of course people do not stay in the refuges in their boroughs. There is unequivocally a need for more specialist domestic abuse provision, in particular for women from black, Asian and minority ethnic (BAME) backgrounds, for lesbian, gay, bisexual and trans (LGBT) people and for stateless women, for whom there are almost no protections.

That is the same around rough sleeping. The efforts that have been made around pan-London responses to rough sleeping have had a real impact. The same sort of approach needs to be thought about across the board in terms of accessing supported housing in different boroughs and accessing services that might be needed or might be available in perhaps a borough like Westminster but not available in an outer London borough, for example. There is something about how we can collaborate not just in terms of the way we speak in meetings together and on individual cases but on the broader strategic response to rough sleeping and other forms of homelessness as well.

**Léonie Cooper AM:** You are making me have déjà vu because some of these services used to be funded on a pan-London basis, not just what Steve was saying about very similar things to do with getting different boroughs to share best practice but also what you were saying about that pan-London approach, which we used to have with the services being funded across London but of course it was mainly voluntary-sector organisations that were being funded in that way. That has, of course, fallen away over the last 10 years.



You are talking about restoring that to create that network, which is so essential because we have all experienced that. It is really hard to explain to someone who comes to you like a young woman who is trying to move out of a gang situation and saying, "But I cannot be housed here because I will see other gang members. Even though my specific ex-partner might currently be in jail, some of his colleagues and cohorts are going to know where I am and what I am doing. I need to be somewhere else". It is really hard to get people moved in those circumstances, in my personal experience. That is what I have found. That is a really well-made point. Thank you.

Steve, we understand if you suddenly vanish from our screen. We will give you a videocall wave.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Thanks, Léonie. Take care.

**Léonie Cooper AM:** Cheers. Nice to see you, by the way.

**Steve Douglas CBE (Chief Executive Officer, St Mungo's):** Likewise.

**Murad Qureshi AM (Chair):** Thank you, Steve Douglas.

**Léonie Cooper AM:** Tony, you wanted to come in as well?

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** Yes. I just wanted to make two really quick points. One is around domestic abuse as well. There was a comment you made about women leaving. I am not going to try to teach grandmothers to suck eggs, but I need to flag that that is the most triggering time in the domestic abuse cycle. When women leave, that is when they are affected. When we are talking about domestic abuse and the relationship that it has with COVID, we are talking about lives being at risk here. Steve [Douglas] also mentioned football being off and men being at home and all of that. Some people are even convinced that COVID must be female. On a serious note, it is really important to think about all the ramifications of COVID and how it affects people with no recourse to public funds (NRPF), how it affects people experiencing domestic abuse and how it affects people who are in same-sex relationships. It is really important to bear that in mind in all our planning going forward.

The other point that I want to make is around the health relationship and homelessness. There are a few projects. Martin [Burrows] could talk more about health now, but the relationship is so important. In Haringey, for example, we have Mulberry Junction, which is a one-stop shop for single homeless people. In Hackney, we have the Greenhouse. Having the triage and all of these services in one place breaks down so many barriers. We need more of these one-stop shops with health, housing and other support providers there so that people are not travelling across boroughs to access services, which delays them making appointments and all the other barriers that are put up.

Those are my two points. When we talk about domestic abuse, we are talking about a risk to life. When we talk about housing and health, homelessness has multifaceted aspects. A person is not just homeless. They come with all these other things. When we start seeing people holistically, then we get a clearer indication of what is needed to support and help them with their homelessness.

**Léonie Cooper AM:** That is a very good point about needing to see people as people and seeing them holistically and not just seeing them as homeless people or people with health needs or whatever.

**Léonie Cooper AM:** Thank you all very much for your helpful answers.

**Murad Qureshi AM (Chair):** Thank you, Léonie, for covering that whole area. We have covered also ground that Tony [Devenish AM], Siân [Berry AM] and I will be asking questions on and so let us not try to repeat the ground if possible, at all to make up a bit of time. The next section, sustainability of *Everyone in* and the Next Steps accommodation programme will be covered by the Assembly Member for West Central, Tony [Devenish AM].

**Tony Devenish AM:** Thank you, Chair. David, I am going to give you an easy start, if I could, and ask you the following and ask if you can put perhaps even more thought than you would be able to verbally now and give the Committee a written answer, although I am sure Assembly Member Berry wanted to come in with some specifics.

The question anyway is: how does the Mayor's *in for good* principle actually work? How is it evaluated? What do we know about its impact? The comment I have had from the papers is that there is limited public information at this time. Do you want to very briefly try to answer that but mainly answer it in writing afterwards, David? Is that OK? We have time pressures because a lot of people have already spoken on a lot of things.

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes, of course. The Mayor's *in for good* principle is in relation to severe weather with the SWEP style of things and how we evaluate it is through CHAIN. We know if someone ends up rough sleeping again. How we work this out is that we give the offer to someone.

It is difficult, as Gill [Taylor] has mentioned earlier. The high number of non-UK nationals and those people with NRPF makes it extremely difficult to be able to make an accommodation offer to everyone. What the Mayor's 'in for good' principle looks at is making an offer to someone. We make sure that there is an offer, but the best or the only offer we can give that person at that stage is potentially reconnection back to their home country. That is potentially something that that individual does not want to take up, given where we are. It is difficult around that.

It is not an accommodation offer for everyone. I would love to be in a position whereby we had sufficient funding and were able to say that, regardless of status, we can look at putting people into accommodation. Unfortunately, we are not in that position. What the Mayor's *in for good* principle looks at is making sure there is an ongoing offer to that person. How we evaluate it, like I say, is we evaluate it through CHAIN to see whether people are seen rough sleeping again.

You are right that at this stage that information is not in the public domain. I will pull something together for the Assembly and get something across to you. Yes, that is in broad terms how the 'in for good' principle works.

**Tony Devenish AM:** Thank you, David, for being so succinct. As I said, a broader answer in writing would be fantastic.

My question again I am afraid I am going to ask you to put in writing afterwards as well. Sorry for giving you all this homework when you have a major job already. I do appreciate, by the way, the work of all the people who have come today. You do a fantastic job, everybody. Thank you, all.

My next question, David, is: what type of homes will be provided under RSAP, ie purchase and repair, new build, conversion of existing buildings? I presume it is probably not new build simply because of the time lag.

It is probably all of the other things. What type of tenancies will be available? Again, please answer succinctly with a far more detailed written answer.

For my next question, you will be glad to know, I am allowed to actually ask the question rather than ask for writing.

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Thanks, Tony. That is not a problem. Yes, I will definitely put something in writing because there are 38 different schemes that we are funding through RSAP. If I were to go through every single one, we might be here for quite a long time.

As you mentioned, yes, there is very little new build within it. As Steve [Douglas] mentioned earlier, this is a four-year programme and so we are hoping in years 2, 3 and 4 that we will be able to look at more potential new build properties coming in. Given where we were and given the focus in terms of this year, the majority is looking at purchase and repair.

As Gill [Taylor] has mentioned earlier, we are looking at in the main two-year ASTs for people in terms of moving in. In part, that is to mimic the Clearing House initiative we have, and they are the alternatives that are being offered within that. There are quite a high number of Housing First schemes that have come in. Although people were being offered two-year ASTs, the likelihood is that they will be renewed. It is not that we are expecting people to remain in those units just for two years. There is a whole different variety of schemes that are being funded through us.

I will put in writing to you the full gamut of where they are and what they are because, otherwise, yes, I would be here for the next half an hour just listing through all of them. I am very conscious of time.

**Tony Devenish AM:** Thank you. To Gill, how does Haringey support people who are experiencing homelessness with no recourse to public funds (NRPF), please?

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Thank you. That is a really great question. Over the course of the pandemic, one of the things that we have really grown and expanded is support for people with NRPF in the number of supporting housing services that have been made available to people with NRPF. We have provided food and vouchers for supermarkets to people with NRPF throughout the lockdown period since March [2020]. We have commissioned some specialist immigration support and advice to help people resolve complex immigration issues and issues with their European Union (EU) settled status applications as well.

One of the things that are also looking to do now is to support people to challenge the NRPF condition where we think that is appropriate. Partners here will agree with me that the NRPF condition is devastating to people in any situation but particularly when facing homelessness. It blocks off just about every avenue to access support for housing, employment or anything. When it is in place for people, there simply is no real route out of homeless. It is one temporary situation to another.

For us, one of the things that politically in the borough, but also at a service level, is doing everything we can to fill the gaps that the NRPF condition places on people within the legal requirements that there are for us and what we are able to do.

One of the things that we have needed to rely on and have been very fortunate to be able to rely on is an incredible network of community organisations that are advocating for people and providing support for them with everything from food to family to reconnection to legal advice. A huge number of organisations are

working with us in Haringey on our Welcome Strategy, which is about how we support people to be part of the communities that they are living in and how we recognise that every person in our borough has value and is important and that actually the NRPF condition is something that they are experiencing, not something that they are. There is a tendency to homogenise people. What that fails to do is recognise the important relationships that we all have with people around us with different immigration statuses.

That would probably be the quickest synopsis I can do on what we are doing in Haringey.

**Tony Devenish AM:** That is really helpful, Gill. Thank you. I am also going to ask everybody else to write to me on the following question. How can the Mayor and local authorities best support people who are experiencing homeless with NRPF? The thing I always prefer rather than millions of words is almost a Venn diagram or chart of your experience and how you have managed to do that. That may illustrate the point really clearly.

My final question - and then I will pass on to colleagues who are saying they want to come in because it is such an important subject - goes back to David. The Mayor has been granted £19 million from my Government - and I am delighted that my Government has done that - to continue to support rough sleepers, as announced at the September [2020] Mayor's Question Time (MQT). How will this be used, please? Including this £19 million, what will be the total budget for this financial year 2020/21 for the Mayor's rough sleeping programme actually be, please, David?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Sure, Tony. The £19 million that we were granted is for the Next Steps Accommodation Programme and is, in the main, to continue the work we are doing in terms of hotels and keeping those hotels open, as well as this, as part of this money, we have accommodation to set off what we are doing in terms of triage hubs.

At the start of the pandemic, the Assembly and all colleagues around the table know in terms of *No Second Night Out*, that was one of the Mayor's flagship services. With that, we had to cease *No Second Night Out* because the start of *No Second Night Out* in terms of the hubs is communal sleeping and so that does not work. What we have done is to introduce triage hubs. We have one working in east London, we have one working in south London and we are about to have one operational covering Westminster and Camden. What these triage hubs are doing is trying to help those people who are on the streets and have been rough sleeping since the start of the pandemic. We have broadened out the criteria in terms of *No Second Night Out* rather than it purely being focused on those people who have been rough sleeping to focus on those people who have been rough sleeping since the start of the pandemic. As part of this funding, we have further hotel provision. In Wandsworth, it is going to be based on these principles, looking at turning people around quickly, having people stay for 28 days and getting people into permanent accommodation. Part of the funding we have is to continue the hotels. The other part of the funding is to do the work around the triage and helping the funding for the other hotels.

As well as that, we have additional funding to focus on the most entrenched people who have come in through the hotels through the Target 1000 work. We will be having a small team from St Mungo's, which will be helping us around that group. We also have some further additional funding for Roma mediators to work in a number of London boroughs to look at helping that very disadvantaged group and help that group go through.

In terms of the total funding pot - because that was the other question you asked me - this year our funding now is just shy of £65 million for rough sleeping services, of which just over £16 million is GLA funding. The other funding is from MHCLG. The vast majority of that funding is for the COVID response. There was £19 million plus the £8 million plus the £7 million that we were allocated before. Of that £19 million, I would

say that we were lucky enough to get some pre-allocated of that money. In terms of the hotel provision, we had pre-allocated money to help us provide through August and September [2020] because the hotel provision is extremely expensive, and we were in a position where the funding was looking at running out. We were lucky to get that pre-allocated. The £19 million is to cover the hotels but from June onwards and then the additional provision that I have also talked about.

**Tony Devenish AM:** David, that is brilliant. You are so precise. You would never make a politician. You do not waffle. Can I please thank you once again and ask if you can write and break that £65 million down to the Committee? That would be great.

Chair, I will hand back because I know that both Assembly Member Berry and Assembly Member Gavron want to step in my place. Thank you, Chair.

**Murad Qureshi AM (Chair):** Yes. Thank you, Tony, for bringing us in on schedule with your written requests. Much appreciated. I am going to move on to the next section. Siân [Berry AM], if there is anything in this area before we move on to the next area?

**Siân Berry AM:** Yes, it is related to budgets and finance. Hopefully, it will be very quick. It is to David Eastwood.

You have just outlined the additional funding you have had for winter accommodation. Maybe the £43 million across London and £19 million for the GLA is specifically to help with the winter problems, although you have just said some of it was used through the summer. How does that compare to normal budgets, though? It is all new money. None of it is what you would normally receive from the Government. How much do we normally put into winter accommodation?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes, the £19 million is for the hotels. It is not just about winter. The £15 million that the Government has just announced is more about winter and the Cold Weather Fund that also central Government has announced is about winter.

In terms of how much money we would normally put in in winter, as Steve [Douglas] and other colleagues have mentioned, we co-ordinate SWEP. We put it generally on overflow SWEP accommodation, but that is communal sleeping. That is something that is very different this year.

In terms of the funding that we have, if you separate out the COVID money, if you separate out that additional £36 million we have in terms of the COVID response, then the budget that we have this year is a little bit more in terms of the GLA and is a little bit more in terms of the MHCLG, but that is reflected in the Rough Sleepers Initiative (RSI) that the Government has and the additional funding that comes in through that. Outside of the COVID money, the budget we have this year is similar to what we had last year.

**Siân Berry AM:** How much is it? What is your normal budget in comparison to what you are spending now?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Sorry, Siân. The normal budget we have in terms of the GLA budget is between £13 million and £16 million. In terms of additional money, we have from the MHCLG over the past years, it has generally been around £8 million to £10 million from then.

**Siân Berry AM:** It is triple the rough proportion?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes, the COVID response has meant that we have significantly more funding this year than we have had previously.

**Siân Berry AM:** OK. Great. I also want to ask about the Next Steps Accommodation Programme funding. As I understand it, we have received £66.7 million in the initial tranche, of which £57.8 million is going to capital and £8.9 million to revenue. In terms of providing this kind of thing, is that a normal ratio that you would expect for capital to revenue?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** We are so pleased this year that the Government has listened to our requests in terms of having capital and revenue together. We brought this up when we first got the *Move On* Fund money a few years ago. We were saying, "You need to have revenue. You cannot just have capital. This does not work in this area". We are so pleased that that has been listened to and, yes, there is that joint funding.

In terms of the ratios, it is probably about right or it appears to be about right in terms of this round of bids. It would be very interesting to see in future rounds. There is the concern - and this is something that we are making sure we are feeding into the Spending Review - around that more long-term funding. Only having revenue funding for four years is great. That is a great improvement on having no revenue funding, but four years is not necessarily long enough to help people turn around their lives, especially if they are moving into Housing First or that kind of starter initiative. We need to ensure that that funding continues and ensure that as Gill [Taylor] has mentioned -- I personally would be a big fan of ringfencing coming back on in terms of supporting people and funding in terms of local authorities to be able to do that. There is a real risk as budgets get tighter and tighter in local authorities that non-statutory functions such as services to rough sleepers get cut more and more and we see fewer hostels being around and less supported housing being provided. We need to ensure that that continues.

**Siân Berry AM:** OK. Great. Then my final question is related to that. You have the £66.7 million, which is the one-year pot, effectively. You would expect more to come in later tranches running up to spring. The Mayor has said at the end of October [2020] that he is going to fund 903 homes with this. I have done a bit of maths and that works out on average to about £73,000 per home.

I wondered. When you are giving us this information - you said you would send us information about the RSAP and the 37 different schemes - can you give us an estimate of the amount needed per home under each scheme? Supported housing needs more revenue. It would be great to know roughly how you budget up each different type of scheme that you do, and which ones are more capital-heavy and revenue-heavy, if you see what I mean. It would be incredibly useful from the point of view of scrutinising the budget and making proposals to be able to do those estimates of how much it costs to scale up each thing.

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes, we can do that. We did have some bids that were revenue-only. There is that balance out. Like I say, the revenue money goes for four years and so that does mean that in some instances that revenue could look quite high if you look at it and think about it as purely one year, but that is four years' support. Some of the capital -- it is balancing out. We were in a position whereby we needed things to happen quickly and we needed things to happen immediately. In terms of the scrutiny, we are going back and forth with bidders at the moment in terms of doing the due diligence to make sure that this is going to be achievable, it is going to be able to happen this year and we are getting the best value for money.

Yes, Siân, we can break down each scheme in terms of capital and revenue allocation. That is not a problem, but in many ways, you are comparing apples and pears within that. I want to make sure that everyone is clear

that not every scheme is delivering exactly the same thing. This is not just us providing a block of flats and each flat is the same and then the level of support is the same. There are different projects within that.

**Siân Berry AM:** Yes. That is fine. In the Housing Committee we are used to looking at the other housing programmes and realising that an average is an average and all of that, but it would be really great to know, yes, roughly what is going on, especially for things like buying back and repairing homes, for example. That has to cost a lot more than £73,000 of capital. There are going to be different balances between different schemes where you might be renting things over eight months instead and that sort of thing.

**Murad Qureshi AM (Chair):** OK. Thank you. We have less than quarter of an hour left. We have answered all the questions on preparing for winter during the pandemic, particularly on winter night shelters and what can be done over the Christmas period. I suggest that we go into the wider forms of homelessness in London during the pandemic. Siân, you will lead on this issue?

**Siân Berry AM:** The question is really to get some recommendations from you at this time for how the Mayor's wider programmes to tackle rough sleeping need to be changed and any key differences in what was previously being done compared with now in terms of long-term support. If you can give us any additional recommendations that we can make to the Mayor, that would be really useful.

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Yes. One of the things that has come to light for us - and I know this is a pan-London issue - is around youth homelessness and young people being affected by rough sleeping. We know that young people have been affected by furlough and by precarious working situations. We have seen that on the streets. We also know that if you are rough sleeping when you are young, the chances are you are much more likely to be rough sleeping when you are older. There is a real need, well highlighted by the [London] Youth Gateway, around rough sleeping services specifically for young people that really quickly take them into youth-focused environments and get rid of some of that stigma and the relationships around traditional rough sleeping services. For me, youth homelessness would be a really important addition to the Mayor's programme.

**Siân Berry AM:** Thank you very much. I was going to try to raise that with you all and so thank you, Gill, for bringing that up. We have seen some evidence in the latest data that people in precarious situations are the ones who are becoming homeless. The renters who have solid contracts, who know their rights and who can resist a section 21 are staying in their homes. We have done this as a Committee before. We have looked at hidden homelessness, people who sofa surf and the reasons for youth homelessness and people needing to escape their homes. Those are things that will have been more serious during lockdown.

I have done some research by YouGov - because there is enough of it to show up in opinion polling - that people have been turning away people whom they would normally put up as a sofa surfer or in a spare room for reasons that it has highlighted. It is potentially illegal to bring someone into your home now under the COVID regulations and potentially that needs to change. Also, people are concerned about their own health.

Can I put that to David? What are you doing to respond to this particular growth in young people who potentially might need specialist services?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Thank you. Within the provision I mentioned in Wandsworth as part of our triage health response, we have Depaul, which is coming in and doing a dedicated service for under-25s and under-35s. That is separate to what is being provided within the rest of that provision. We are looking at that kind of dedicated approach to this group. I appreciate that it is not as much as we might want to be able to be doing around more work in this area, but from our side it is the start

of an approach. We can look at how that works and how we work differently with that group rather than, as Gill said, them just coming into a standard rough sleeping service. This is very much a separate project within the hotels. There is a separate floor. Depaul is going to be running the support for us around it.

We are starting that work. It is very much to look at what we need to include within our next round of recommissioning. Where we would have been without the pandemic in terms of my team would have been working at recommissioning all the Mayor's services as we speak now. However, with the pandemic, we have delayed that work and are looking at extending the contracts. What we want to see from this pilot that we are doing within the Wandsworth hotels is how this works, whether this is an area of work that the Mayor should be getting involved in, whether it is something that should be pan-London, whether it makes more sense to be doing from a local authority perspective and what more we can do. We are really looking at how we can do this, working with Depaul around what works and what does not work, whether we have the pathways out and whether they are different pathways out than we currently have. It is something that we are keen to look at, but I would agree with Gill that it is an area that we need to be focusing more on given the rise in numbers of young people who seem to be sleeping rough.

**Siân Berry AM:** Gill, I think you want to come back in. You mentioned earlier that pan-London responses might be needed for these groups of people that are smaller and therefore there are not that many in each local authority. Would you like to comment on that?

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Yes, absolutely. Youth rough sleeping is really a good example of that. Certainly, in Haringey we have a very small number of people and the evidence base for commissioning of separate services is not there. In the north London sub-region and then more widely pan-London, that is absolutely the case. Also, young people really do not want to be homeless in their borough. The shame that they feel around rough sleeping - that their friends might see them, that they are near to their college - really affects where they go to sleep. That does mean that you end up creating a much more pan-London experience of homelessness for young people. Sleeping on night buses, for example, travelling through all of the different boroughs, they will be picked up by different outreach teams. A pan-London response would be great.

I do have another point, but I will wait until other colleagues have spoken on that.

**Siân Berry AM:** OK. Tony, you wanted to come in?

**Tony McKenzie (Member Involvement Co-ordinator, Crisis):** Thank you. I was going to highlight the need for the pan-London [services]. Gill has done that. That is brilliant.

The other thing I wanted to do was to go back a little bit to the NRPF and what the Mayor could do. Gill mentioned this as well. We need more funding for legal advice and advocacy. Just because someone has been branded with NRPF does not mean that that is the case.

This might be a bit radical. We need to encourage housing associations to provide more free accommodation. If we do not ask, we do not get. The other thing is funding employment programmes especially targeting European nationals who do not have entitlement to public funds until they can find work. What we are talking about is creating stepping stones or ladders just enough to get people back up and back on and then moving forward.

I want to touch on the last point that Gill made about youth homelessness. If we have a pan-London approach, people will not be going to other boroughs and then getting ping-ponged across boroughs because



they do not have local connection here or everybody ends up in Westminster - it is that whole Dick Whittington thing - because there are more services there. We really do need to look at how we can work smarter together with more partnership working.

**Murad Qureshi AM (Chair):** I hear the pan-London calls. We have to appreciate, though, that in quantum terms the City of Westminster stands out a mile in terms of the number of homeless with 900 compared to about 150 or 200 in other local authorities. Martin [Burrows] has emphasised that a few times. That is another reality that we should not forget.

**Siân Berry AM:** Yes. The final question out of all of that is to say, in terms of the eviction ban that was supposed to end, people seemed to get some confusion about whether or not they could be evicted. The protections that are in place now are just a delay until the new year, as far as I can tell.

Are you seeing signs that people are being evicted from private rented accommodation now or that they are coming out because the pressure is too much? Maybe Gill is the best person to answer that from a local authority perspective.

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Thank you. Yes, we are seeing people who have experienced illegal evictions. We have also seen people who have approached us after they have left a property having been threatened with eviction and not having understood their rights.

One of the things that recent changes in legislation have done is meant that there have not been many illegal evictions over the last few years because landlords do not need to use that process to do that. Of course, now that there is a stronger relationship from the Government to landlords around evictions, what we are seeing is that unscrupulous landlords are evicting people. As was mentioned earlier, it is the people in more precarious situations who face that reality. Those of us who are renting, who know our rights and who understand how we can resist eviction, for example, are much safer than families and people in overcrowded HMO situations who are often subject to precarious employment situations as well. We are seeing an increase in that.

We are also very concerned that, as you mentioned, it is only a delay. What happens at the end of the delay when we are suddenly faced with, in our case, several hundred people and households who are at risk of eviction? That is a very real and significant issue for London to think about in the long term.

**Siân Berry AM:** Are you able to reach out and capture those people although they are not homeless now? The new prevention duties and things should mean that you are able to attract people so that at least you know they are under threat and then you can --

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Yes. We have - and I know that other local authorities have as well - some pretty wide-scale analysis of the families at risk, how we reach out to them, how we make sure that they have access to all the things they might need to either prevent the eviction or avoid falling homeless if the eviction is carried through. We are working with colleagues in Citizens Advice and a number of other advice and organisations to help families in particular to maximise their income, apply for Discretionary Housing Payments and things like that as mitigating factors.

It is helping. It is really good that we have that early engagement, but it does not go as far as we would like it to in actually genuinely preventing those evictions from taking place.

**Siân Berry AM:** Great. David, this is not particularly your job, but what do you see as being the role of the GLA in this? The Mayor has potentially the loudest voice in London for making people aware of their rights. Renters are quite organised around this, but the renters' organisations have limited reach. Can you see a role for helping prevent homelessness simply by making people aware of what their rights are?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes, Siân. It is not 100% my area, but it is definitely something that we need to be looking at that is taking place. As Gill has mentioned, we are very concerned about when the ban finishes and when furlough finishes and all of that. In my own work, that is a big concern for us about that potential wave of people whom we are potentially going to be seeing hitting the streets if we are not careful. Yes, the more work that can be done in terms of educating people around their rights in the private rented sector and all of that is extremely helpful.

There are those difficulties that we saw in the first lockdown in terms of people who have tied accommodation linked to their employment. All of that is going to lead to more people potentially ending up on the streets. The more work we can do to stop that and prevent that is always the key. Educating people so that they are aware of their rights is definitely the key to ensuring that that does not happen.

**Siân Berry AM:** Great. I might hand back to the Chair now for any wrap-up gap-filling that needs doing at the end of the meeting.

**Murad Qureshi AM (Chair):** OK. Thank you, Siân Berry, for that. We have, yes, come to the end. We have covered all the ground.

I wanted to be sure before I close the session to our panellists. Are there any emerging issues that we should look out for in the rise of homelessness that we have not normally picked up? These are very different times. Pandemics are once-in-a-century events. I wondered if you had seen anything on the ground that suggests to you that it may result in rising homelessness, more so than the authorities can pick up on at the moment? Yes, Martin, please.

**Martin Burrows (Director of Research and Campaigns, Groundswell):** 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. Yes, building on the NRPF and acknowledging that Brexit is going to be a significant factor is quite important.

**Murad Qureshi AM (Chair):** Thank you, Martin. That had not occurred to me. Gill.

**Gill Taylor (Strategic Lead – Single Homelessness & Vulnerable Adults, Haringey Council):** Thank you. Following on from that, really, one of the other things that is really crucial that the pandemic has highlighted for us is about the ongoing impacts of racism and racial inequality. 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. One of the things that the Black Lives Matter in the United States and increasingly in the UK has shown us is that there is actually a lot of work to do in the rough sleeping space and in the homelessness space around tackling racism. Thinking about NRPF, we now know - and if you go and visit any of the hotels - the majority of people who are still there are people from

BAME backgrounds. 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. For me, that is something that has come out really strongly over the last few months, which I hope we take forward into the future.

**Murad Qureshi AM (Chair):** Thank you, Gill, for raising that. David?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Yes. I wanted to build on what Martin said. It is a huge risk in terms of EU nationals. Also, the Home Office policy that was announced around rough sleeping and around enforcement action gives a huge concern that people will stop engaging with support. It is unfounded but there is such a risk. The lack of joined up policies in terms of rough sleeping and the Home Office is a huge concern to me and I know other colleagues.

**Murad Qureshi AM (Chair):** Thank you for those last words. I still have a few Assembly Members who want to make contributions if you can spare a bit of time for Andrew Boff and Nicky [Gavron AM]?

**Andrew Boff AM (Deputy Chair):** Thanks very much. We know that of the GLA's £4.82 billion Government-funded Affordable Housing Grant, about £535 million is yet to be allocated. Do you think the Mayor should look at that unspent amount in the light of the rough sleeping successes that we have had and talk about reallocating some of that towards solving that problem?

**Murad Qureshi AM (Chair):** David, I think you are the only person to respond to that at all.

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Andrew, potentially yes, but as we mentioned earlier it is that revenue support and ensuring people can have that revenue support in terms of moving into that provision and matching some of that with revenue. I am sure we all would welcome that, but my concern is always that we look at going, "All right, capital. Yes, there are some flats for people. They can move in. They are ready to move in". We need to ensure that actually there is the support there for people.

We could look at what more we can do around helping people move out of Clearing Houses and move out of those supported units when they are ready to move out of those supported units, but for that I would much rather units were flipped. My personal opinion is, in terms of when someone has moved into a Clearing House unit, being able to flip that unit, the person stays in that accommodation and we provide new accommodation for another rough sleeper to be able to move in so that that person can remain in their home. That would be the better way of doing it and then the support moving across.

Yes, we could look at doing something like that, but my concern is more that actually we need revenue to support people. People need support, even if it is only for the first six months as they are getting used to things. We need to make sure that we have both revenue and capital.

**Andrew Boff AM (Deputy Chair):** With the lines being blurred specifically on rough sleeping initiatives and grants from the Government, it does free up some of that money that is allocated to capital from Government to go to revenue. Would that help?

**David Eastwood (Rough Sleeping Lead, Greater London Authority):** Essentially, I never quite understand how you can flip capital to revenue, I am afraid. Yes, if it is possible to be able to do that flipping, then, yes, that would make perfect sense. You need the capital and you need the revenue to be able to ensure that people have the right support.

**Andrew Boff AM (Deputy Chair):** After a few years of budgeting experience, I can tell you it is highly possible.

**Murad Qureshi AM (Chair):** Thank you, Andrew. We are actually over our allotted time. Nicky, can you be very brief and to the point, please?

**Nicky Gavron AM:** Yes. Chair, this is a question from way back, but there are lessons to be learned. When we were talking about moving everyone out from hotels, there was a question about eviction. There has been a proportion of people being evicted from hotels. Very compelling points have been made for support. I wondered whether we track these people and how much support they get. There are obviously lessons to be learned from this. I do not know who would answer that or whether you would like it as a written answer.

**Murad Qureshi AM (Chair):** Nicky, can I suggest that our panel has had two hours of being questioned exhaustively? Can I ask for some written responses from them if at all possible, on Nicky's last question? That would be greatly appreciated if you could make that effort after the huge effort you have already made for the past two hours in responding to our questioning.

Can I use this opportunity to thank our guests, David Eastwood, Steve Douglas who left earlier, Gill Taylor, Tony McKenzie and Martin Burrows? Thank you very much for your contributions. They are noted and we will take them on board in any recommendations we make or views that we express to the Mayor on what could be done to improve the programme for the second lockdown that we are going through at this moment and - who knows - maybe subsequent ones as well. Thank you very much for your contributions.

**Léonie Cooper AM:** Hear, hear. Thank you.

# Subject: Summary List of Actions

**Report to: Housing Committee**

**Report of: Executive Director of Secretariat**

**Date: 9 February 2021**

**This report will be considered in public**

## 1. Summary

1.1 This report sets out actions arising from previous meetings of the Housing Committee.

## 2. Recommendation

2.1 **That the Committee notes the completed, closed and outstanding actions arising from its previous meetings and the additional correspondence sent and received as listed in the report.**

### Actions Arising from the meeting of 10 November 2020

| Minute Number | Topic  | Status   | For action by   |
|---------------|--|--|---|
| 7.            | <p><b>COVID-19, Rough Sleeping and Homelessness in London</b></p> <p>The Rough Sleeping Lead, Greater London Authority (GLA) undertook to provide:</p> <ul style="list-style-type: none"> <li>• A summary of how the Mayor's In for Good principle works, how it is evaluated, and what is known about its impact;</li> <li>• Data on the schemes being funded under the Rough Sleeping Accommodation Programme (RSAP), including the types of homes and tenancies, and an estimate of the revenue and capital amount needed per home under each scheme;</li> <li>• A breakdown of the approximately £65 million rough sleeping budget including the source of the funding and what it is allocated to; and</li> </ul> | <p>Completed. See <b>Appendix 1</b>.</p> <p>Ongoing. A follow up request was made on 15 January 2021.</p> <p>Ongoing. A follow up request was made on 15 January 2021.</p> | <p>Rough Sleeping Lead, GLA</p> <p>Rough Sleeping Lead, GLA</p> |

|           |  |  |  |
|-----------|--|--|--|
|           | <ul style="list-style-type: none"> <li>What data is available and what lessons have been learned in regards to people who have been evicted from hotels under the Everyone In Scheme and what level of support they received after their eviction.</li> </ul> <p>That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output from the discussion.</p> | <p>Completed. See <b>Appendix 1</b>.</p> <p>Completed. See <b>Agenda Item 6</b>.</p> |  |
| <b>8.</b> | <p><b>Housing Committee Work Programme</b></p> <p>That authority be delegated to the Chair of the Housing Committee, in consultation with the Deputy Chair and party Group Lead Members, to agree any data analysis reports relating to rough sleeping and homelessness, until 6 May 2021.</p>   | <p>Completed. Added to the <a href="#">London Assembly Scheme of Delegation</a>.</p> |  |

### Actions Arising from the meeting of 5 August 2020

| Minute Number | Topic  | Status   | For action by |
|---------------|--|--|---------------|
| <b>9.</b>     | <p><b>Impact of the COVID-19 Crisis on Housing in London</b></p> <p>The Deputy Mayor for Housing and Residential Development undertook to provide:</p> <ul style="list-style-type: none"> <li>The percentage of the paused repossession claims in the system that relate to London tenants;</li> <li>The number of boroughs signed up to Capital Letters;</li> <li>An updated list of ballot exemptions in estate regenerations; and</li> <li>Confirmation on whether a list of applications for ballot exemptions could also be published on the website.</li> </ul> <p>That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output from the discussion.</p> | <p>Completed. See <b>Appendix 2</b>.</p> <p>Closed. Superseded by new authority. See <b>Agenda Item 6</b>.</p> |               |

## Action arising from the meeting of 26 March 2019

| Minute Number | Topic   | Status                                | For action by |
|---------------|---|---------------------------------------|---------------|
| 7.            | <b>Update on the Use of Transport for London (TfL) Land to Build Homes</b><br><br>That authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output from the discussion. | Closed. To be reconsidered in future. |               |

### 3. Additional Correspondence

- 3.1 On 17 December 2020, the Chair of the Committee wrote to The Rt Hon Robert Jenrick MP, Secretary of State (SoS) for Housing, Communities and Local Government, to share the Committee's recommendations from the technical shared ownership consultation (see **Agenda Item 5**). The letter is attached at **Appendix 3**.
- 3.2 The Chair of the Housing Committee and the Chair of the Environment Committee wrote jointly to the Rt Hon Alok Sharma MP, Secretary of State for Business, Energy and Industrial Strategy (BEIS) on 16 September 2020 in regards to the Green Homes Grant and Social Housing Decarbonisation Fund, as reported at the last Housing Committee meeting. The response is now attached at **Appendix 4**.
- 3.3 The Committee is asked to note the additional correspondence sent and received.

### 4. Legal Implications

- 4.1 The Committee has the power to do what is recommended in this report

### 5. Financial Implications

- 5.1 There are no financial implications to the GLA arising from this report.

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#### List of appendices to this report:

- Appendix 1: Response to the Committee from the Rough Sleeping Lead, 25 January 2021  
Appendix 2: Response to the Committee from the Deputy Mayor's Office, 1 December 2020  
Appendix 3: Letter to SoS for Housing Communities and Local Government, 17 December 2020  
Appendix 3: Response to the Committee from BEIS, 21 October 2020

**Local Government (Access to Information) Act 1985**

List of Background Papers:

None

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Response to follow up request for information from the 10 November 2020 meeting of the Housing Committee – COVID-19, Rough Sleeping and Homelessness in London

**Request for information:**

During the course of the discussion Members, requested that the Rough Sleeping Lead, GLA, provide the following information:

- How the Mayor and local authorities can best support people who are experiencing homeless with no recourse to public funds (NRPF);
- A summary of how the Mayor’s In for Good principle works, how it is evaluated, and what is known about its impact;
- Data on the schemes being funded under the Rough Sleeping Accommodation Programme (RSAP), including the types of homes and tenancies, and an estimate of the revenue and capital amount needed per home under each scheme;
- A breakdown of the approximately £65 million rough sleeping budget including the source of the funding and what it is allocated to; and
- What data is available and what lessons have been learned in regards to people who have been evicted from hotels under the Everyone In Scheme and what level of support they received after their eviction.

**Response:**

Please see below answers to some of the questions – I am hoping to have the time tomorrow to send the final information requested across.

- **How the Mayor and local authorities can best support people who are experiencing homeless with no recourse to public funds (NRPF)**

We work in partnership with charities on a range of measures to support people in the mayor services. At present due to the pandemic it is possible for us to provide temporary accommodation to people regardless of status in the first instance. The hotels procured by City Hall have many residents who are not from the UK. Many non-UK nationals in the hotels have full entitlements in the UK and their move-on options will be similar to those of UK nationals, for example, private rented sector accommodation.

However, there are also large numbers of non-UK nationals who have unclear or insecure immigration status that might limit their move-on options. We are funding specialist immigration advice to help those non-UK nationals determine their rights and entitlements and to support any applications they can make to obtain secure status and access to public funds. We have also funded specialist employment support so that those that need to access work to fund their accommodation receive the help they need in these difficult times.

Under the current legislation, it is extremely difficult to find appropriate move-on support for those with limitations on their access to benefits. This makes it extremely difficult for ourselves and local authorities to provide appropriate support to those on the streets who are NRPF.

We have urged the Government to suspend all immigration-based exclusions from welfare and homelessness assistance – the No Recourse to Public Funds condition to ensure that everyone has access to essential support, and the Habitual Residence Test so that EEA citizens do not need to prove their ‘right to reside’ to access much needed benefits such as Universal Credit. We have also urged them to scrap plans for rough sleeping to become grounds for refusal or cancellation of permission to be in the UK, take action to prevent European Londoners from becoming undocumented and take all necessary measures to avoid pushing refugees and asylum seekers into homelessness.

- **A summary of how the Mayor’s ‘In for good’ principle works, how it is evaluated, and what is known about its impact**

The Mayor’s ‘In For Good’ principle, was developed as part of the changes that we have made to the Severe Weather Emergency Provision (SWEP), it means that clients won’t be asked to leave accommodation until they have an ongoing offer of support in place. All Local Authorities have signed up to this principal for the last couple of years SWEP. We know that for the Mayor services, ‘In for Good’ last year resulted in 80% of those that came into Pan-London SWEP moving into more long term accommodation.

- **What data is available and what lessons have been learned in regards to people who have been evicted from hotels under the Everyone In Scheme and what level of support they received after their eviction**

Of over 2,200 people who have stayed in the GLA hotels, there have been 420 unplanned departures to date - as well as around 800 people positively moving on.

Unplanned moves happen for a range of reasons, including people abandoning the hotels, being evicted, or a long stay in custody or hospital. All the GLA hotels have support providers on site 24/7, working with guests to help them remain in the hotel and to positively move on. But hotels are not the answer for everyone, particularly those with very high support needs who need the more intensive support offered in hostels. So, there are inevitably occasions when clients’ behaviour puts other guests and staff in the hotel at so much risk that they can no longer be safely accommodated. Where unplanned moves are unavoidable, our charity workers work with boroughs, outreach teams and other partners to try to ensure alternative accommodation is secured and support continues to be offered. CHAIN also allows us to ensure any of those that have left the hotels and end up rough sleeping can be monitored and outreach teams made aware so we can ensure that more appropriate accommodation and support can hopefully be offered to the client.

Sent by email on 23 January 2021

## Response to follow up request for information from the 5 August 2020 meeting of the Housing Committee

### Request for information:

During the course of the discussion Members, requested that the Deputy Mayor for Housing and Residential Development, provide the following information:

- The percentage of the 'paused' repossession claims in the system that relate to London tenants;
- The number of boroughs signed up to Capital Letters;
- An updated list of ballot exemptions in estate regenerations; and
- Confirmation on whether a list of applications for ballot exemptions could also be published regularly on the GLA website.

### Response:

Please see the information requested below.

#### Private rented sector

I believe the question refers to the 'pause' on evictions that operated over the summer, which has now ended. For the Mayor's recent statement on the action he would like to see from Government to protect renters please see e.g. <https://www.london.gov.uk/press-releases/mayoral/mayor-calls-for-two-year-rent-freeze>.

#### Capital Letters

Capital Letters currently has 20 member boroughs.

#### Estate regeneration

The list of those regeneration projects which have been granted an exemption to the resident ballot requirement has now been updated and is available here:

<https://www.london.gov.uk/what-we-do/housing-and-land/increasing-housing-supply/estate-regeneration-data>. Please note that this lists estate regeneration projects for which the GLA has granted an exemption pursuant to chapter 8.6 of the GLA's Affordable Housing Capital Funding Guide, but does not currently indicate cases where exemptions have been withdrawn. Our team are looking at how best to reflect these changes in future updates to this list.

Sent by email on 1 December 2020 by James Hall, Senior Adviser to the Deputy Mayor for Housing and Residential Development

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# LONDON ASSEMBLY

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

Robert Jenrick  
Secretary of State for Housing, Communities and Local Government  
3rd Floor, South East Fry Building  
2 Marsham Street  
London  
SW1P 4DF

17 December 2020

Dear Secretary of State,

The London Assembly Housing Committee investigates housing issues that matter to Londoners. The Committee is writing to you after a number of long standing issues that we have worked on were raised in a recent episode of BBC's Panorama. The episode focused on shared ownership, but also highlighted broader issues with leasehold properties, and the plight of people stuck in their own homes due to the need for EWS1 forms. The Committee has run a number of relevant investigations into these topics over recent years, and, as your department is currently working on the new model for shared ownership, and on leasehold reform, we outline here our recommendations for how these issues can be addressed.

### **Clarification of shared ownership as a product**

The Housing Committee has submitted a response to the technical shared ownership consultation, however, the Committee felt that the consultation missed the opportunity to address longstanding issues in shared ownership. Our investigation into shared ownership found that shared owners felt confusion and frustration with shared ownership as a model, particularly around issues such as service charges, redress, and transparency. There were high levels of dissatisfaction, and feelings that owners had been misled the product and had not understood the charges that go alongside it. Full details can be found in our consultation response.

**Recommendation 1:** The realities of the new shared ownership model should be made clear prior to purchase, and as part of the work connected to the Social Housing White Paper, the Government should publicly issue clear guidance material that outlines avenues of redress that shared owners can take if they are not satisfied with the services they receive.

**Recommendation 2:** Government should ensure that information on service charge levels is publicly available.

**Recommendation 3:** Government should require housing associations to report on service charges and maintenance costs for each block of shared ownership homes under their management.

**Recommendation 4:** Housing associations should be required to collect and report staircasing data alongside additional data on arrears, the satisfaction of shared owners and the performance of this tenure type.

**Recommendation 5:** Government should require housing associations to report annually on staircasing sales (including those to less than 100% ownership), which should be broken down by year of original sale and should be made public.

**Recommendation 6:** Government should require housing associations to report annually on the tenure type(s) that shared owners who sell their property are moving into.

## **Leasehold**

Our investigation into leasehold found similarly high levels of dissatisfaction and frustration among Londoners. This is largely a result of onerous terms imposed in the lease document which governs the relationship between the leaseholder and the landlord. This includes high fees for ground rent, excessive permission fees for the leaseholder to make changes in the property, and arbitrary restrictions such as the prohibition of pets. Other controversies have included the imposition of excessive service charges, costs for major repairs, and the burden imposed by the existence of forfeiture which, where the leaseholder has breached terms of the lease, enables the landlord to bring the lease to an end and take back the property without recompense for the financial investment of the leaseholder. Some leaseholders are also initially unaware that lenders are unwilling to provide mortgages for leases of less than 80 years, and costly lease extension processes are often required.

The Committee is also concerned that housing associations are able to impose short leases of 99 or 125 years on homes in buildings where they themselves may have a lease of up to 999 years. The Committee feels that leaseholders should benefit from the organisation's own long-lease, and, where relevant, the length of a shared ownership lease should be extended.

**Recommendation 7:** Government should take concrete action, over and above voluntary deals with developers, to ensure that existing leaseholders benefit from remedies as a result of any reform in the leasehold sector.

**Recommendation 8:** Government should implement the Law Commission's recommendations that commonhold be used for mixed-use developments and shared ownership homes.

**Recommendation 9:** MHCLG should ensure data is available on the number and distribution of leasehold homes across London and nationally.

**Recommendation 10:** The Government should require housing associations to actively manage the lease extension process, including providing shared owners with support to ensure they are planning for lease extension at regular intervals and providing clear information on the implications of not extending the lease.

**Recommendation 11:** The Government should require housing associations to report on an annual basis how many of their shared owners have 85 years or less remaining on their lease.

**Recommendation 12:** Where housing associations have a long lease on a building with shared ownership units in, the Government should ensure that the benefits of this are passed on to shared owners and that standard lease lengths are extended.

## **EWS1**

Many Londoners living in leasehold properties are unable to move or re-mortgage their homes due to the unavailability of an external wall fire review form (EWS1). These forms are often requested by lenders to ensure the fire safety of buildings and are required to be completed before mortgage funds are released. We have heard from residents of these properties who have found themselves incurring significant financial losses and essentially becoming trapped in their properties.

Government recently announced that leaseholders of flats in buildings without cladding will no longer need an EWS1 form to sell or re-mortgage their property. However, even if this is taken forward, that leaves an estimated 58,000 buildings with cladding and still requiring an EWS1 check. This is the equivalent to just over 861,000 leaseholders requiring the check for their buildings.<sup>1</sup>

**Recommendation 13:** The Government must do more to speed up the EWS1 process. Leaseholders should not foot the bill for remediations needed due to unsafe cladding.

Londoners should not be trapped in their homes or feel that they've been missold a housing product. With programmes underway to reform shared ownership and leasehold, Government should take this opportunity to deliver decisive action that improves housing for millions of people across the country, as well as in London.

Yours Sincerely,



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

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<sup>1</sup> [Inside Housing, 2020](#)

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& Industrial Strategy

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Our ref: MCB2020/31020

21<sup>st</sup> October 2020

Dear Caroline,

Thank you for your letter dated 16 September to the Rt Hon Alok Sharma MP, welcoming the investment Government is making in homes through the Green Homes Grant scheme and Social Housing Decarbonisation Fund and highlighting the specific challenges and benefits to supporting greater energy efficiency of homes in London. I am replying as this matter falls within my Ministerial portfolio. Please also accept my apologies for the late reply.

On behalf of the Environment and Housing Committees you raised a number of points regarding the two funds which I have addressed in turn below.

### Private rented sector

The voucher scheme is open to landlords who let privately or through the social rented sector and landlords are able to apply for vouchers for more than one property. The Green Homes Grant allows homeowners to apply for a voucher that funds up to two thirds of the cost of hiring trades people to upgrade the energy performance of their homes - up to a maximum contribution of £5,000 and could help save families up to £600 a year on their energy bills.

The Private Rented Sector Consultation, which launched alongside the Green Homes Grant on 30th September, means nearly 3 million homes could have their energy efficiency upgraded under the Government's proposals. Under the Government's recommended option, landlords would be required to reach Energy Performance Certificate C rating, using the cost-based Energy Efficiency Rating (EER) rating on the EPC. To deliver this standard, government is proposing to raise the maximum spend landlords are required to invest to £10,000 and to introduce requirements for new tenancies from 1 April 2025 and all tenancies by 1 April 2028.

The Green Homes Grant Local Authority Delivery element will focus on owner occupiers, those in the private and social rented sector, with a household income of under £30,000. Local Authorities who successfully bid into the first round of this scheme have been notified and the list of successful Local Authorities will also be published on GOV.UK at the beginning of November.

We now have grants in place for these successful Local Authorities which in total will support projects of around £76m across 56 bids, upgrading almost 11,000 low-income households in over 100 Local Authorities. I am also pleased to confirm that Local Authorities will be able to bid for funding under a further round of this scheme which will be launched later in October.

### **Social rented sector**

The £50m Social Housing Decarbonisation Fund Demonstrator will support jobs, improve energy efficiency and reduce bills for social housing across the UK whilst demonstrating the benefits of the Whole House Retrofit approach to reduce costs overall. We were delighted to announce that the Demonstrator Fund is open for applications following engagement with Local Authorities, social landlords, suppliers and other key stakeholders. This will deliver improvements to more than 2,000 homes. Applications will be considered from Local Authorities (and Local Authority led consortia), who will be responsible for developing schemes. Once successful projects have been selected the Department will, alongside its Delivery Partner, monitor these projects to ensure they are meeting the competition criteria.

### **Proposed efficiency measures**

With regard to encouraging applications for the Green Homes grant voucher scheme in those areas with high proportions of flats or houses in multiple occupation, the scheme has been designed to offer benefits to the wide range of residential properties and tenure types. The voucher scheme is designed to incentivise those measures which deliver the greatest impact in terms of bill saving and carbon savings. The primary and secondary measure structure of the scheme is intended to ensure that households are investing in meaningful, impactful improvements to their homes. Leasehold and share of freehold flats are eligible, subject to getting necessary permissions for undertaking works and we will keep the policy under review.

With regard to the Social Housing Decarbonisation Fund Demonstrator, Whole House Retrofit is a complete approach to making homes more energy efficient. The approach requires consideration of insulation, ventilation, efficient heating, and the potential for renewables on a home-by-home basis, whilst actively mitigating any risks associated with condensation, the livelihood of the tenants, and the heritage of the building.

### **Looking to the future**

The Government is committed to increasing the supply of affordable housing and has recently confirmed the details of £12.2bn of investment. This includes a new £11.5bn Affordable Homes Programme which will be delivered over 5 years from next year (2021-2026), providing up to 180,000 new homes across the country, should economic conditions allow. This programme represents the highest single funding commitment to affordable housing in a decade. Through the Programme we will be incentivising the adoption of the National Design Guide published in 2016. The Guide encourages homes which minimise environmental impacts.

Our manifesto states our intention to publish a social housing White Paper. This will set out further measures to empower tenants and support the continued supply of social homes. This will include measures to provide greater redress, better regulation and improve the quality of social housing. We will publish the social housing White Paper soon.

The Department has committed to publishing a Heat and Building Strategy in due course, which will set out the immediate actions we will take for reducing emissions from buildings. These include the deployment of energy efficiency measures and low carbon heating as part of an ambitious programme of work required to reduce all emissions from buildings.

When shaping the future Social Housing Decarbonisation Fund, we will consider the findings from the Mayor's Retrofit Accelerator for Homes programme, and will work closely with stakeholders in London and across the country to ensure we are considering a wide range of inputs.

We will consider the issues and suggestions made in your letter and thank you for taking the time to write on these important topics.

Kind Regards,  
Martin Call

**Lord Callanan**

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# Subject: Action Taken Under Delegated Authority

**Report to: Housing Committee**

**Report of: Executive Director of Secretariat**

**Date: 9 February 2021**

**This report will be considered in public**

## 1. Summary

- 1.1 This report sets out recent actions taken by the Chair of the Housing Committee under delegated authority.

## 2. Recommendations

- 2.1 **That the Committee notes the actions taken by the Chair under delegated authority, following consultation with party Group Lead Members, namely to agree:**
- (a) **The Committee's response to the technical shared ownership consultation, as attached at Appendix 1; and**
  - (b) **The Committee's *5 Steps to Build on 'Everyone In' in London* report, as attached at Appendix 2.**
- 2.2 **That the Committee ratifies the signing, by the Chair on behalf of the Committee, of the letter sent on 8 January 2021 from the All-Party Parliamentary Group (APPG) on Leasehold and Commonhold Reform to The Rt Hon Robert Jenrick MP, following informal consultation with party Group Lead Members, as attached at Appendix 3.**
- 2.3 **That the Committee notes its work programme as agreed under delegated authority by the Chair of the GLA Oversight Committee on 3 December 2020.**

## 3. Background

- 3.1 Under Standing Orders and the Assembly's Scheme of Delegation, certain decisions by Members can be taken under delegated authority. This report details those actions.

### **Technical Shared Ownership Consultation Response**

- 3.2 At its Annual Meeting on 1 May 2013, the Assembly agreed to delegate a general authority to Chairs of all ordinary committees and sub-committees to respond on the relevant committee or sub-committee's behalf, following consultation with the lead Members of the party Groups on the committee or sub-committee, where it is consulted on issues by organisations and there is insufficient time to consider the consultation at a committee meeting.

### **COVID-19, Rough Sleeping and Homelessness**

- 3.3 At its meeting on 10 November 2020, the Committee held a meeting on COVID-19, Rough Sleeping and Homelessness in London and resolved:

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

### **APPG Letter on Fire Safety Remediation Costs**

- 3.4 On 4 January 2021, the APPG on Leasehold and Commonhold Reform invited the Committee to sign their letter to The Rt Hon Robert Jenrick MP supporting leaseholders living in high-rise private residential buildings who may be facing substantial retrospective remedial safety-work bills.

## **4. Issues for Consideration**

- 4.1 Following consultation with the lead Members of the party Groups on the Committee, the Chair agreed a response to the technical shared ownership consultation, as attached at **Appendix 1**.
- 4.2 Following consultation with the lead Members of the party Groups on the Committee, the Chair agreed the *5 Steps to Build on 'Everyone In' in London* report, attached as **Appendix 2**.
- 4.3 The Committee is asked to note the actions taken by the Chair under delegated authority.
- 4.4 Following informal consultation with party Group Lead Members, the Chair agreed to be a signatory to the letter from the APPG on Leasehold and Commonhold Reform sent to the Secretary of State. The letter is attached as **Appendix 3**.
- 4.5 The Committee is asked to ratify the signing of the APPG letter.
- 4.6 On the 3 December 2020, the Chair of the GLA Oversight Committee approved the proposed London Assembly timetable and work programme for January – March 2021. The Committee is asked to note its work programme as outlined under this delegated authority.

## **5. Legal Implications**

- 5.1 The Committee has the power to do what is recommended in the report.

## 6. Financial Implications

6.1 There are no direct financial implications to the Greater London Authority arising from this report.

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### List of appendices to this report:

Appendix 1 – Response to the Mayor of London’s Consultation on Intermediate Housing, 9 October 2020

Appendix 2 – *5 Steps to Build on ‘Everyone In’ in London* report, January 2021

Appendix 3 – APPG Letter, 8 January 2021

### Local Government (Access to Information) Act 1985

List of Background Papers:

Member Delegated Authority Form 1256 (Shared Ownership Consultation Response)

Member Delegated Authority Form 1244 (Rough Sleeping Report)

Member Delegated Authority Form 1251 (Proposed London Assembly Timetable and Work Programme January – March 2021)

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# LONDON ASSEMBLY



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

Dear Ministry of Housing, Communities and Local Government,

## **Re. Response to Technical Shared Ownership Consultation**

The London Assembly Housing Committee (the Committee) examines matters relating to housing in London. Over the past few years the Committee has thoroughly investigated the affordability, delivery, and resident experience of shared ownership, which will form the basis of this response.

The Committee's past inquiries have raised concerns around shared ownership, particularly around transparency for residents and buyers. However, despite the issues with the product, the Committee does believe that shared ownership has a role to play in the delivery of a diverse housing stock that is needed to meet the varied housing needs of Londoners.

As the Government is developing a new model of shared ownership, and at the same time considering leasehold reform, now is the time to consider a broader set of changes that would improve the product overall. This response therefore focuses on a number of issues that the Committee feel should be addressed in Government's design of the new model for shared ownership, that are missing from the technical consultation document. This includes clarification of the product, leasehold issues, and improved data.

### **Clarification of the product**

In 2019, the London Assembly Housing Committee held an investigation into affordable home ownership in London. The aim of the investigation was to take stock of the affordable housing market in London and to assess whether these types of homes were working for Londoners. As part of our inquiry, the Committee ran a survey and held an open forum to hear about the experiences of Londoners living in these homes. Through our investigation, we found that service charges and maintenance fees were a primary cause of concern for shared owners, who expressed dissatisfaction with the costs and quality of the service they received.

Our investigation also found that when shared owners experienced issues with excessive service charges, they felt the ownership model created confusion and they struggled to identify the routes of redress. A theme that emerged from this was the marketing of shared ownership homes as ‘ownership’, which shared owners felt was underpinned by a complex legal structure that, in reality, was akin to a combination of assured tenancy, long lease and contract.

To address this concern and improve the experience of those living in shared ownership homes, the Committee recommends that the realities of the new shared ownership model should be made clear prior to purchase, and the Government should publicly issue clear guidance material that outlines avenues of redress that shared owners can take if they are not satisfied with the services they receive. Housing associations should, in turn, direct shared owners to this information as part of the information package at the time of purchase.

The Government should also require housing associations to provide potential shared owners with a key features document which should include, at the minimum, a five-year estimate of service charges and maintenance fees as well as information on historic charges. This document should be provided to prospective shared owners well in advance of purchase.

During the Committee’s recent investigation into affordable housing, we found that shared owners were frustrated with the lack of transparency around service charges, with many often left without an explanation for the costs they had incurred. The Committee therefore believes that the Government should ensure that information on service charge levels is publicly available, and should require housing associations to report publicly on service charges and maintenance costs for each block of shared ownership homes under its management. This would ensure that this information is clear and accessible, improving the transparency of the process.

## **Recommendations**

- The Government should require housing associations to provide potential shared owners with a key features document.
- The Committee therefore believes that the Government should ensure that information on service charge levels is publicly available.
- The Government should require housing associations to report on service charges and maintenance costs for each block of shared ownership homes under its management.

## **Leasehold**

Another key theme that emerged from the Committee’s investigation was around the length of leases and the cost of extension. The Committee heard from shared owners who expressed concerns that shared ownership leases, which are generally around 99 or 125 years, were not long enough and therefore required an extension during their period of ownership. Many were not aware of the fees required to extend the lease or even the requirement to do so until they approached their bank for a re-mortgage, at which point the lease had dropped to below 80 years and they were liable to pay a substantial marriage value payment to the freeholder.

Throughout the course of the Committee’s investigation, it became apparent that shared owners require greater information and support to manage the lease extension process than they currently receive, with housing associations often relying on solicitors to provide this information. During our meeting in January 2020, we spoke to Peter Apps, News Editor at Inside Housing and a shared

owner, who stated that the expectation to extend their lease was not explained to shared owners from the outset: “it seems to come completely out of the blue,” he told us, “and there seems to be a kind of residual expectation in the sector, not just among housing associations but among landlords of leaseholders full stop, that people just have that money lying around to extend a lease. People do not. It will make people bankrupt and they will lose their homes.”

The Committee is also concerned that housing associations are able to impose short leases of 99 or 125 years on homes in buildings where they themselves may have a lease of up to 999 years.

To improve the experience of shared owners, the Committee has several recommendations on the issue of leases. First, the Government should require housing associations to actively manage the lease extension process, including providing shared owners with support to ensure they are planning for lease extension at regular intervals and providing clear information on the implications of not extending the lease. Second, the Government should require housing associations to report on an annual basis how many of their shared owners have 85 years or less remaining on their lease, and enable shared owners to benefit from the organisation’s own long-leases by extending the length of a shared ownership lease

Furthermore, it has come to the Committee’s attention that many Londoners living in leasehold properties are unable to move or re-mortgage their homes due to the unavailability of an external wall fire review form (EWS1). These forms are often requested by lenders to ensure the fire safety of buildings and are required to be completed before mortgage funds are released. We have heard from residents of these properties who have found themselves incurring significant financial losses and essentially becoming trapped in their properties. Government recently announced that leaseholders of flats in buildings without cladding will no longer need an EWS1 form to sell or re-mortgage their property. However, even if this is taken forward, that leaves an estimated 58,000 buildings with cladding and still requiring an EWS check. This is the equivalent to just over 861,000 leaseholders requiring the check for their buildings.<sup>1</sup>

## **Recommendations**

- The Government should require housing associations to actively manage the lease extension process, including providing shared owners with support to ensure they are planning for lease extension at regular intervals and providing clear information on the implications of not extending the lease.
- The Government should require housing associations to report on an annual basis how many of their shared owners have 85 years or less remaining on their lease.
- Where housing associations have a long lease on a building with Shared Ownership units in, the Government should ensure that the benefits of this are passed on to Shared Owners and that standard lease lengths are extended.
- The Government must do more to speed up the EWS1 process. Leaseholders should not foot the bill for remediations needed due to unsafe cladding.

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<sup>1</sup> [Inside Housing, 2020](#)

## Improving data on shared ownership

The Committee believes improved information is vital in understanding staircasing trends and assessing whether shared ownership is an effective vehicle for staircasing and full home ownership. At the Housing Committee meeting on 21 January 2020, we heard that it is likely that low staircasing rates are mainly a result of affordability issues.<sup>2</sup> This in itself could be an area for improvement with the shared ownership product. We also heard that some shared owners make an active choice not to staircase, potentially because they are concerned about the impact on future resales or because full home ownership is not an aspiration for them. Better data collection on housing pathways and motivations of shared owners would facilitate improved programme design.

In an evidence gathering session in September 2020, the Committee found that the mechanism through which housing data is collected, the COntinuous REcording of social housing lettings and sales data (CORE), could go much further in collecting meaningful data on staircasing transactions. Guests told us that housing associations themselves collect a variety of data such as the number of customers staircasing every year and the amount staircased, as well as data on arrears, performance and satisfaction. While guests outlined that it is likely that all housing associations that deliver shared ownership collect this data (bearing in mind that differences across stock size will affect data collection), it is not currently standardised across the sector and vital insights are missed.

The Committee therefore recommends that housing associations should be required to collect and report staircasing data alongside additional data on arrears, the satisfaction of shared owners and the performance of this tenure type. The Committee also recommends that Government require housing associations to report annually on staircasing sales (including those to less than 100% ownership), which should be broken down by year of original sale and should be made public.

Alongside data on staircasing, the Committee believes that understanding the tenure types that shared owners move into once they leave the scheme is crucial in determining whether shared ownership is a viable route to full home ownership.

### Recommendations

- The Committee recommends that housing associations should be required to collect and report staircasing data alongside additional data on arrears, the satisfaction and motivation of shared owners and the performance of this tenure type.
- Government should require housing associations to report annually on staircasing sales (including those to less than 100% ownership), which should be broken down by year of original sale and should be made public.
- Government should require housing associations to report annually on the tenure type(s) that shared owners who sell their property are moving into.

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<sup>2</sup> 3 In response to a 2018 YouGov survey, nearly 90 per cent of the respondents across the UK had not staircased at all in their current property, despite most (73 per cent) saying they fully understood what staircasing was. More than 60 per cent said they could not afford to save the money needed to staircase. Another Way: Part 2, Aster Group, 2018  
<https://www.aster.co.uk/SO-report>

## Conclusion

There are significant challenges with the shared ownership product, including a lack of clarity and transparency around the shared ownership model, lack of clarity and issues related to leasehold, and a lack of data on the outcomes of the product itself. The Committee has outlined a number of recommendations that would improve the experience of shared ownership for residents, and also allow better insights into the product as a whole.

As Government is developing a new model of shared ownership, and at the same time considering leasehold reform, it is imperative that it take this opportunity to improve shared ownership beyond the current changes proposed in the technical consultation document.

The Committee welcomed the opportunity to respond to this consultation and will continue to work with the Government and the Mayor of London to develop a shared ownership product that delivers for Londoners' diverse housing needs.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Murad Qureshi', with a horizontal line underneath it.

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

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

Housing Committee

**LONDONASSEMBLY**

## Housing Committee



Murad Qureshi AM  
(Chair)  
Labour



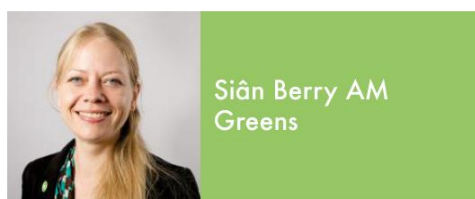
Tony Devenish AM  
Conservatives



Andrew Boff AM  
(Deputy Chair)  
Conservatives



Nicky Gavron AM  
Labour



Siân Berry AM  
Greens



David Kurten AM  
Brexit Alliance Group



Leonie Cooper AM  
Labour

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).

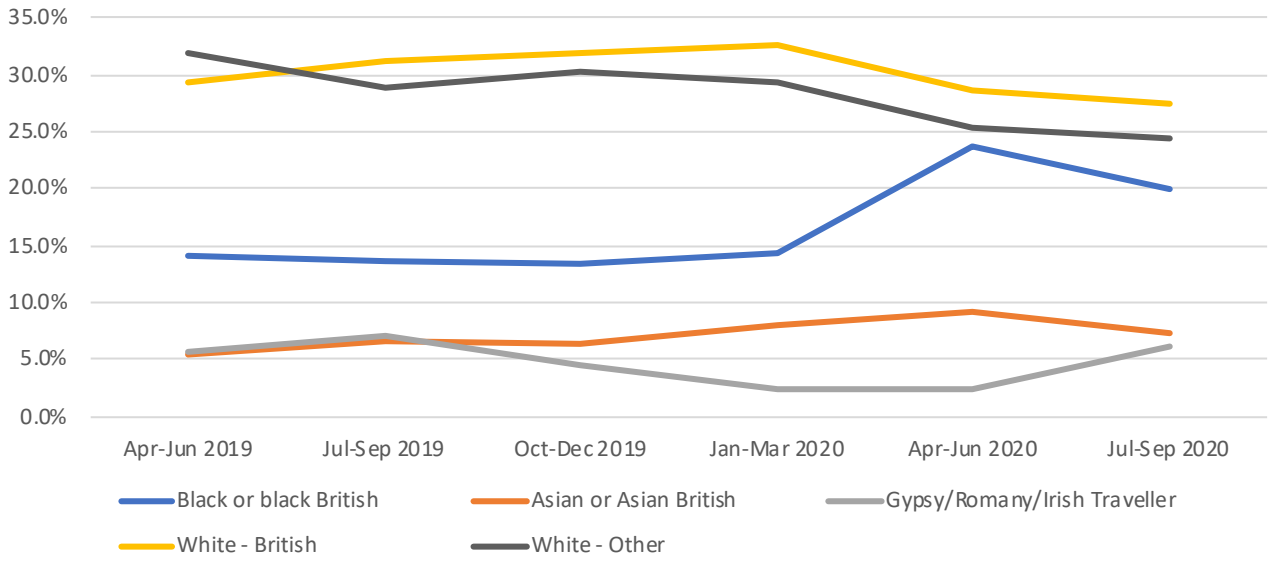
During the pandemic, the Housing Committee identified new trends in rough sleeping data:

- 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

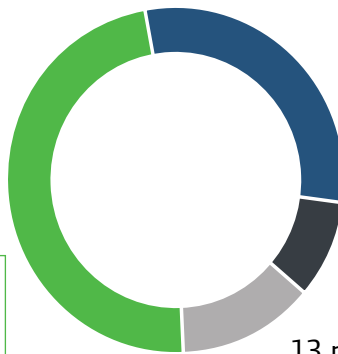
## Demographics

### Ethnicity



### Nationality 2019/20

48 per cent UK nationals



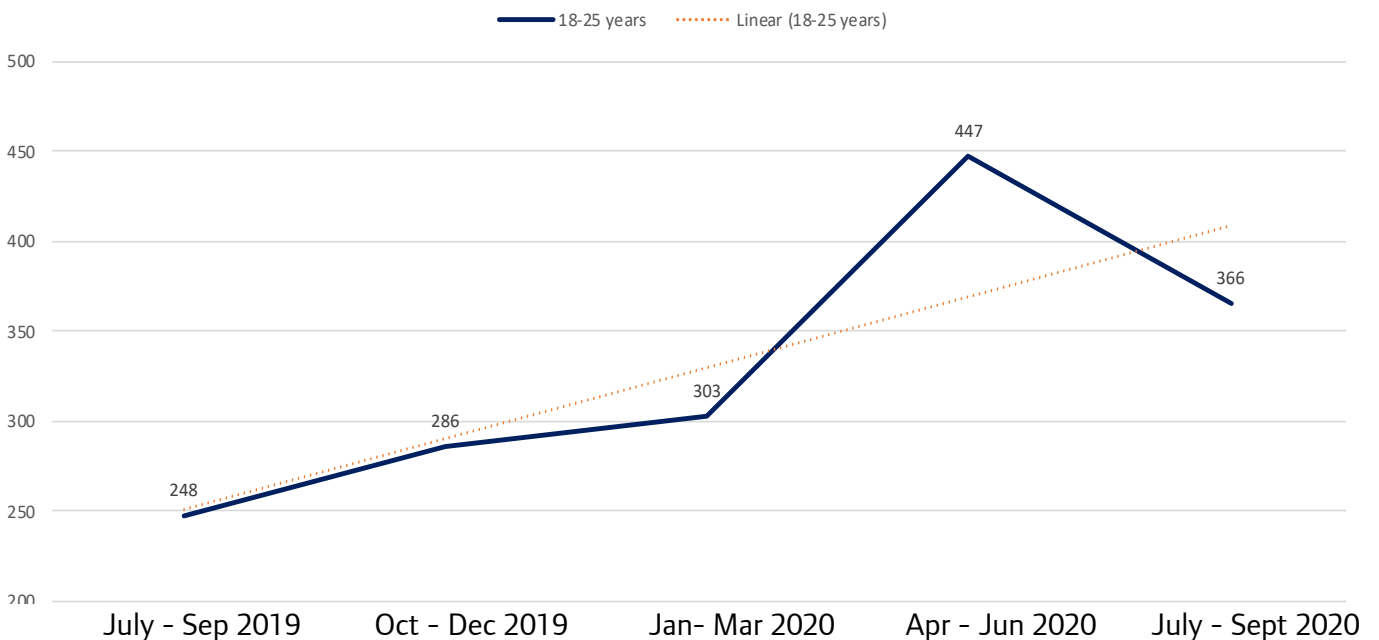
30 per cent from Central Eastern European Countries

9 per cent from other European Countries

13 per cent from the rest of the world

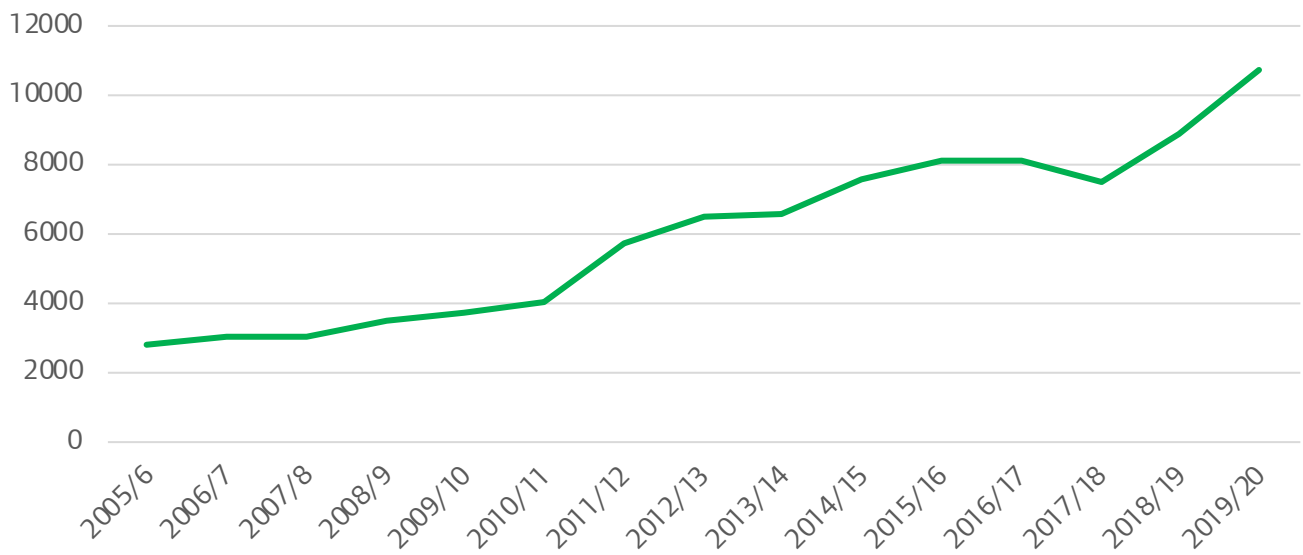
NOTE: The proportion of UK nationals has increased over the past 5 years, from 41% in 2015/16.

### 18-25 years 2019/2020

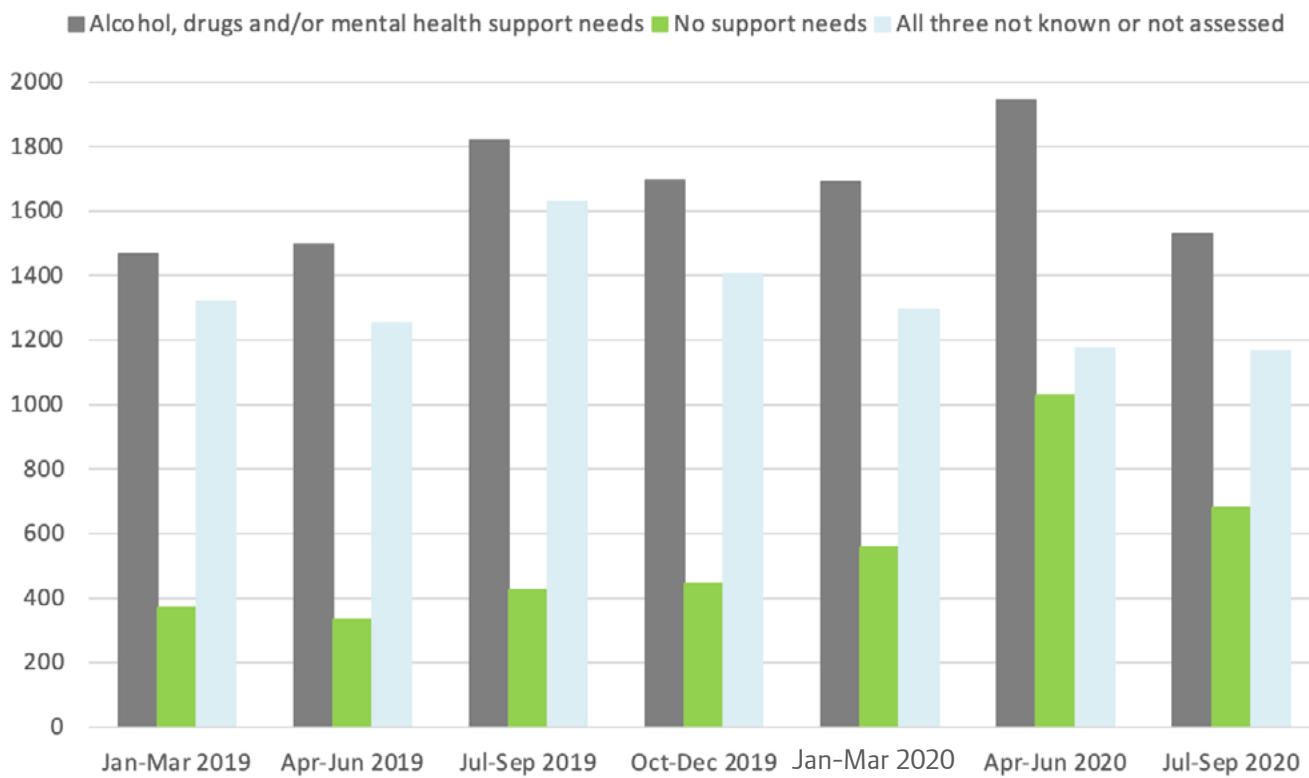




## Number of people seen rough sleeping in London



## 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

## The Mayor

2020

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 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.

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.

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.

March

May

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

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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 ઈ-મેઇલ સરનામા પર અમારો સંપર્ક કરો.

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**All Party Parliamentary Group on  
Leasehold and Commonhold Reform**  
House of Commons, London, SW1A 0AA

[www.leaseholdknowledge.com](http://www.leaseholdknowledge.com)

**Co-Chairs: Sir Peter Bottomley MP, Justin Madders MP and Sir Edward Davey MP**

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Rt Hon Robert Jenrick MP  
Secretary of State  
Ministry of Housing, Communities & Local Government  
2, Marsham Street  
London SW1P 4JA

8<sup>th</sup> January 2021

URGENTcladding319/PB/JM/ED/MHCLG/2021

Dear Secretary of State,

APPG co-chairs Sir Peter Bottomley, Justin Madders with Sir Edward Davey attach signatures to this letter calling on Government to support leaseholders living in unsafe private residential leasehold properties who maybe facing substantial retrospective remedial safety-work costs.

No leaseholder, lease-renter should suffer anxiety, facing costs well beyond the ability to pay. Replacing unsafe cladding on buildings may total £15 billion, nearly ten times the funds now available.

You will be aware it is estimated that 1.5 million flats are currently un-mortgageable, trapping around 3.6 million people in potentially dangerous, unsellable housing.

Government has responsibility and resources to rescue the living victims of the cladding costs scandal.

Everyone seems to be at fault except those presently lumbered with impossible costs and with unsaleable flats in place of their dream homes.

APPG co-chairs call on Government to accurately assess liability for building safety remediation costs which should not fall on the end-user, the leaseholder because of defective legislation.

You will be aware two prime ministers, three former secretaries of state and successive housing ministers stated leaseholders should not pay to make their homes safe.

It is time to settle on simple effective ways at once to remove and replace dangerous products that still endanger residents in blocks of flats and to end the cladding remediation crisis.

We look forward to hearing back from you.

Yours sincerely,

Sir Peter Bottomley MP

Justin Madders MP

Sir Edward Davey MP

APPG Co-Chair

APPG Co-Chair

APPG Co-Chair

# All Party Parliamentary Group on Leasehold and Commonhold Reform

House of Commons, London, SW1A 0AA

[www.leaseholdknowledge.com](http://www.leaseholdknowledge.com)

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Vickie Musguin-Rowe and Emma Byrne - One Housing Residents’ Action Group  
Alex Dickin - Ipswich Cladiators

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# Subject: End-of-term Meeting with the Deputy Mayor for Housing and Residential Development

Report to: Housing Committee

Report of: Executive Director of Secretariat

Date: 9 February 2021

This report will be considered in public

## 1. Summary

- 1.1 This report sets out the background information for a discussion with invited guests on an end-of-term assessment of key Mayoral commitments on housing, considering what the Mayor said he would achieve, whether he has achieved it and what impact this has had.

## 2. Recommendations

- 2.1 **That the Committee notes the report as background to putting questions to the invited guests and the subsequent discussion; and**
- 2.2 **That the Committee delegates authority to the Chair, in consultation with party Group Lead Members, to agree any output from the discussion.**

## 3. Background

- 3.1 The Mayor's 2016 manifesto pledged to tackle the housing crisis and the capital's shortage of affordable homes. He called the election at the time a 'referendum on housing' and promised to build 'genuinely affordable homes' and to tackle rough sleeping in the Capital.<sup>1</sup>
- 3.2 The London Housing Strategy, published in 2018, then set out the Mayor's priorities, policies and proposals, providing a framework for what the Mayor would do over a multi-year period.<sup>2</sup> The implementation aspects of the strategy are brought together in the Mayor's Implementation Plan.<sup>3</sup> The plan includes key policies and actions, and crucially, sets out Mayoral targets and milestones as well as indicators to measure the long-term impact of the London Housing Strategy.

<sup>1</sup> Sadiq Khan, [A Manifesto for all Londoners](#), 2016.

<sup>2</sup> GLA, [London Housing Strategy](#), May 2018,

<sup>3</sup> GLA, [London Housing Strategy: Implementation Plan](#), May 2018,

- 3.3 The Implementation Plan is structured around the five priorities of the London Housing Strategy, which have been used as focus areas for this investigation:
- Building homes for Londoners;
  - Delivering genuinely affordable homes;
  - High quality homes and inclusive neighbourhoods;
  - A fairer deal for private renters and leaseholders; and
  - Tackling homelessness and helping rough sleepers.
- 3.4 Each priority has key policy proposals and actions. This investigation will look into key policies within each of the five priorities, for example:
- Development on public sector land;
  - Delivery of the Affordable Homes Programme;
  - Meeting London's diverse housing needs;
  - Decent property standards and management practices for private renters;
  - Promoting leasehold reform; and
  - Supporting rough sleepers off the streets.

## **4. Issues for Consideration**

- 4.1 The Committee may wish to consider:
- Whether the Mayor has delivered on his housing commitments;
  - How well the Mayor's policies have worked in practice;
  - How the Mayor plans to address areas where housing objectives have not been achieved;
  - How the COVID-19 pandemic impacted housing and the delivery of housing policy in London;
  - Whether the Mayor's commitments will still be appropriate post-COVID-19; and
  - Whether any lessons have been learned from the pandemic and how the Mayor will take these forward.
- 4.2 The following guests have been invited to attend the meeting and participate in the discussion:
- Tom Copley, Deputy Mayor for Housing and Residential Development; and
  - Rickardo Hyatt, Executive Director, Housing & Land, GLA.

## **5. Legal Implications**

- 5.1 The Committee has the power to do what is recommended in this report.

## 6. Financial Implications

6.1 There are no direct financial implications to the GLA arising from this report.

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### List of appendices to this report:

None

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| <b>Local Government (Access to Information) Act 1985</b> |
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| List of Background Papers: None. |
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