

# **Ending rough sleeping in London**

The action needed to end rough sleeping by 2030

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## Foreword from the Mayor

Nobody should be forced to sleep rough on London's streets. It's an unbearably cruel and dangerous experience – not knowing where you'll sleep, what you'll eat or how you'll wash, and every day facing the risks of treacherous weather and threats to physical safety.

Since I was first elected, I've increased City Hall's rough sleeping budget five-fold and helped over 18,000 people off the streets, with three quarters of those staying off the streets for good.

I'm proud of what we've done so far. But the truth is, no matter how many people we reach at the moment, the number of Londoners forced to sleep rough is growing. The soaring cost of living and the long-term consequences of the housing crisis, combined with the gaps left in our social safety net by the previous government, has fuelled this rise.

For more than a decade, local authorities had their budgets slashed, forcing them away from preventing homelessness and into crisis management. And the consistent failure of the last government to invest in good, affordable housing left rents spiralling and people without the supported and social housing they need.

As a result, local resources are so stretched that those with the most complex needs don't always get the help they need – and those often forced to sleep rough to qualify for support could have easily been kept off the streets far sooner.

We want to end this vicious cycle. That's why we're putting prevention at the heart of this new plan of action so that we can stop the rising tide of street homelessness. And in the instances where rough sleeping isn't preventable, we'll provide rapid and sustainable routes away from the streets.

This will free up resources so that everyone who needs help can access it. I don't want services to be restricted to just those 'verified' as already sleeping rough. I've ended this practice across many of the GLA's existing services, and I'll work with partners to make this change across all City Hall-funded services and the whole system by 2028.

In January this year, I announced £10 million of new funding – the largest single investment to tackle rough sleeping in the history of the London mayoralty – and we've now secured an additional £17 million from partners in the Government. Together, this downpayment on our ambitions will help to prevent rough sleeping through a 24/7 network of Ending Homelessness Hubs, and will enable us to refurbish up to 500 empty homes for people at risk of rough sleeping to bolster my Homes off the Streets programme.

This plan is a product of close alignment between boroughs, service providers, the Government and City Hall. This partnership approach will be critical to our goal of ending rough sleeping by 2030. City Hall and borough partners will do all we can to join up services, embed prevention and deliver new social housing, but we're always going to

need national support and funding too. We can, and must, end rough sleeping. That's why I'll continue to work closely with the new Government on this vital issue, making the case for the support and funding we need.

**Sir Sadiq Khan**  
Mayor of London

## Executive summary

It isn't right for anyone to be sleeping rough on London's streets. Londoners are rightly outraged that we are seeing ever more people forced to sleep rough, downstream of a long-term national homelessness crisis. Things don't have to be this way. The Mayor of London is determined to work with London's boroughs and partners across the capital, and central government, to prevent rough sleeping and support people off the streets for good.

Despite notable successes – not least taking 18,000 people off the streets since 2016 – it is clear that change is needed. Services are being overwhelmed by the sheer number of people in need. They are struggling to prevent homelessness and to deal with persistent, complex cases of rough sleeping. That in turn, leads to a vicious cycle of more people ending up on our streets.

The Mayor has committed to end rough sleeping by 2030, working with partners including central government, London Councils, boroughs and civil society. We are under no illusion as to the scale of this challenge: this is an ambitious goal that will require all partners in the capital, and in central government, to play their part.

Spotlight on key steps the Mayor will take with partners:

- **Provide leadership to join together services and make sure people can get the help they need, as early and as simply as possible.** This includes work with boroughs and key partners to ensure people don't have to sleep rough to access services. We have set a target to replace the current practice of 'verifying' that someone is sleeping rough before they can access support, with an approach based on an assessment of people's needs, by 2028.
- **Prevent rough sleeping wherever possible,** and improve early identification for people at risk by: building a new network of Ending Homelessness Hubs; establishing a new phoneline to prevent rough sleeping; and putting more support workers and volunteers in community settings (such as day centres and food banks). These measures will provide early advice and safe places for professionals to assess people, and put tailored plans in place to prevent them from having to sleep on the streets.
- **Deliver rapid, sustainable routes away from the streets,** by delivering a 'Homes off the Streets' programme to provide long-term housing and support options. This scheme will start with funding the renovation of up to 500 empty social homes in need of refurbishment, for people at risk of rough sleeping. These will be offered on a long-term basis and combined with tailored support, to help people with the most significant needs to rebuild their lives.

As this Plan of Action sets out, these should be just the first steps of a wider strategic approach to tackling homelessness and rough sleeping. We also call on the government to match our ambition, including:

- To fund local councils properly, and ensure adequate resources for essential services.
- To rebuild a strong safety net to catch people when life throws them off course.
- To fix the foundations of this crisis, by delivering the biggest boost to social and affordable housing in a generation.

**The Mayor, working with partners, has already taken significant steps to support record numbers of people off the streets since 2016.**

- In 2018 we published our Rough Sleeping Plan of Action. This set out how the Mayor would help to ensure a sustainable route off the streets for everyone sleeping rough. The result of these efforts, and our wider work, has been 18,000 people supported off the streets since 2016 – with more than 75 per cent of them staying off the streets for good.
- London now has more specialist bed spaces, accommodation and housing projects specifically for people sleeping rough than we did in 2018.<sup>1</sup> This is due to the joint work of London's boroughs and partners, the GLA, and service providers supporting record numbers of people, and reducing exposure to dangers on London's streets.
- The 'Everyone In' initiative during the COVID-19 pandemic contributed to a 22 per cent fall in rough sleeping in London between 2019-20 and 2021-22. This shows that it is possible to reduce and end rough sleeping. This was driven by strong partnership in London – led by the Mayor and London Councils – working towards a clear goal.

**But despite these efforts, since the pandemic we are seeing more people pushed into rough sleeping in London than ever before – at the sharp end of a national homelessness crisis.**

- Almost 12,000 people were seen sleeping rough in London in 2023-24. This is the highest number ever recorded on London's CHAIN database. This crisis isn't limited to one borough or part of London – an unacceptable number of people are facing the danger of a night on the streets across all parts of the capital.<sup>2</sup>
- This has been driven by a wider housing crisis over the past decade, which means it has become far more expensive to rent in London.<sup>3</sup> Despite record-breaking levels of affordable housing delivery, including a resurgence of council housebuilding,

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<sup>1</sup> Homeless Link, [Atlas of Homelessness Services in London - 2024 release now online!](#), 13 March 2024

<sup>2</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>3</sup> Office for National Statistics (ONS), [Private rent and house prices, UK: January 2025](#), 15 January 2025

decades of underinvestment mean there are still insufficient social rented homes for London's high levels of housing need.<sup>4</sup>

- This crisis has been worsened by a welfare system that doesn't adequately cover housing costs and leaves many people such as migrants and young people with limited access to support.<sup>5,6</sup>
- The result is that more people are turning to their council for help.<sup>7,8</sup> London boroughs are struggling to bridge the gap, and are forced to spend £4m a day supporting record numbers in need of temporary accommodation. Resources that could be used to prevent homelessness are instead being used to firefight the crisis.
- As a result, many single adults deemed not to be a priority in such a constrained system are left with no option but to sleep rough. Despite services in London working harder than ever to support people off the streets, many of them are being overwhelmed by the sheer number of people in need. This has created a vicious cycle, with more people forced to sleep rough, and support coming too late to make the greatest impact.

## Our approach to tackling the crisis

Tackling the emergency on our streets, while addressing the underlying root causes, requires a new approach: building on the foundations we have already laid; the joint working we developed during the pandemic; and alignment between central government, the GLA and boroughs.

Our work brings together those responsible for delivering services across the capital, to provide a more joined-up and strategic approach to meeting Londoners' needs. This ensures that any Londoner at risk of homelessness can more easily access help no matter where in London they live, or which service they contact first. Our improved model of prevention means those at risk will get the support they need when they need it, so no one has to sleep rough to access services. These changes will mean we can focus our rough sleeping resources on those who are the hardest to reach, and have the most complex needs – and we can make their time on the streets brief and non-recurrent.

We have based our approach on three main objectives, detailed below.

**1. Providing strategic leadership and systems change**, to make sure people can get the help they need more easily. This means people get support as early and as

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<sup>4</sup> Greater London Authority, [London's Affordable Housing Funding Requirement](#), August 2022; Centre for London, [Homes fit for Londoners: Solving London's housing crisis](#), December 2023

<sup>5</sup> Joseph Rowntree Foundation, [Stop the freeze: permanently re-link housing benefits to private rents](#), 16 October 2024

<sup>6</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>7</sup> MHCLG, [Statutory homelessness in England: detailed local authority-level tables for 2023-24](#), 2024

<sup>8</sup> MHCLG, [Statutory homelessness in England: detailed local authority-level tables for 2019-20, 2020](#)



consistently as possible. This reduces the complexity and lottery of provision, based on where and when people present to services, rather than based on their needs.

- When at risk of homelessness, many Londoners are not clear how and where to access support. In too many cases, people are passed from service to service when they need urgent help. In some cases, people need to be 'verified' as rough sleeping by an outreach team before they can access emergency accommodation, hostels, or other support. The help people can access is often very different depending on where they live, or which service they contact.
- The experience of Everyone In, which helped people off the streets during the pandemic, gave us a strong foundation of partnership working. We will build on that work, with a commitment to further develop these governance structures to coordinate our work tackling rough sleeping and wider homelessness. We will take a strategic view to bring together different systems and services, and make better use of data and evidence, to ensure people get the support they need more easily.
- We will make services more accessible, and create a more consistent approach to service offers based on an assessment of need, by working with boroughs and partners to ensure people don't have to sleep rough to access services. This means the current practice of 'verifying' that someone is sleeping rough, before they can access support, can be replaced by an approach based on assessing people's needs. We have already started this work in many of the GLA's existing services, and will provide leadership and support to deliver this target across the system in London by 2028.
- The GLA and boroughs cannot do this alone. We have a patchwork of services because, due to acute funding pressures, the organisations delivering them could only deal with problems as they occurred; they weren't able to step back and take a strategic view. To turn this around, we need the government to put funding for borough finances on a sustainable footing and to ensure adequate resources for rough sleeping services and supported housing.

**2. Preventing rough sleeping wherever possible**, to ensure no one has to wait until they arrive on the streets before receiving appropriate support to meet their needs. This means that no one at risk of rough sleeping from, for instance, missing a rent payment or a relationship breakdown is forced to do so before services can help them to access accommodation.

- Preventing rough sleeping is always better than waiting until people reach a crisis point before stepping in. Without prevention, people are exposed to danger and harm, their needs can worsen, and providing solutions becomes harder.
- We will make prevention our 'golden thread' – building on our successes in moving people off the streets, to stop the rising tide of street homelessness. This includes building a network of Ending Homelessness Hubs; people at greatest risk of rough sleeping will be provided with 24/7 assessment and support before they spend a night on the streets. Working more closely with boroughs, we will make it easier to

identify and assess people at risk; and put in place plans to support people away from the streets.

- We will take extra steps to support the shift towards early identification; and to provide advice and support before people hit the streets wherever possible. This will be done by launching a new phoneline to prevent rough sleeping, and increasing the support available in community settings (such as day centres and food banks). By increasing access to advice and referrals before people first sleep rough, we hope to direct and support people away from the streets wherever possible. This will allow outreach teams to focus on people with the highest and most complex needs.
- To be successful in this shift, we need government to ensure the welfare system has the capacity to prevent homelessness; and does not continue to shift the costs onto boroughs and crisis services. We need co-ordinated action from government to ensure housing, immigration, health and social care policy reduces levels of homelessness, and maintain prevention measures such as the 56-day move-on period from asylum accommodation.

**3. Providing rapid and sustainable routes off the streets**, to ensure that people with higher needs get the housing and specialist support to end their rough sleeping for good. This means that people with severe or complex needs can get quicker and more comprehensive help to get off, and stay off, the streets.

- With a step-change in approach and backing from government, we can prevent most, but not all, instances of rough sleeping. More people with high support needs – such as mental health problems and trauma – are finding themselves stuck on the streets, or returning to rough sleeping, because of a lack of tailored support to meet their needs.
- If more people without additional support needs are prevented from arriving on the streets, we can dedicate greater attention to specialist services for people who face barriers to mainstream services (for example, due to high support needs or immigration status). Through investment and stronger coordination, we will aim to open up supported and independent housing options, for people left stuck on the streets or in inappropriate and costly emergency and temporary accommodation.
- We will deliver new housing options, with tailored support, because providing a home is the simplest and best way to keep someone off the streets. With new funding, we will refurbish up to 500 empty social homes for people at risk of rough sleeping. We will combine this with tailored support to help people with independent living and rebuilding their lives.
- We back the government's ambition to deliver the largest wave of social and affordable housing in a generation. To make sure we can deliver a housing-led approach for more people with the highest needs, we also need long-term funding for supported housing.

Objective	Goal	GLA action	Government ask
Strategic leadership to end rough sleeping	Goal 1: Support a No Wrong Door approach in London, so that any Londoner at risk of homelessness can easily access help, no matter where in London they live or which service they contact first.	<p>Action 1: Work in partnership to improve the governance and commissioning between boroughs, sub-regions and the GLA to make better use of existing resources, and make services easier to access.</p> <p>Action 2: Support an evidence-led approach to how services are designed and allocated in London, including supporting a shift towards service offers based on need and improving how we use lived experience and data.</p> <p>Action 3: Identify and promote opportunities for Londoners to help address the root causes of rough sleeping.</p>	<p>Ask 1: Put funding for borough finances on a sustainable footing, to allow them to deliver statutory homelessness duties.</p> <p>Ask 2: Deliver a new sustainable funding framework for rough sleeping, to ensure we continue to have enough resources for both crisis response and enhanced prevention work across London.</p>
Prevent rough sleeping wherever possible	Goal 2: Prioritise the earliest possible intervention, by ensuring people are supported based on need, not rough sleeping 'verification'.	<p>Action 4: Scale up a network of Ending Homelessness Hubs across London, to provide 24/7 assessment and support for people at risk of rough sleeping.</p> <p>Action 5: Improve early identification of people before they sleep rough, through a new phoneline to prevent rough sleeping, and by identifying people at risk in settings such as food banks.</p>	<p>Ask 3: Ensure the welfare system has the capacity to prevent homelessness, and does not continue to shift the costs onto boroughs and crisis services, by restoring the Local Housing Allowance to reflect real cost of rents; and reviewing the Shared Accommodation Rate.</p> <p>Ask 4: Ensure all parts of government play their part in preventing homelessness, through coordinated action to ensure housing, health, social care and immigration</p>
	Goal 3: Ensure people at heightened risk of rough sleeping due to their immigration status, or due to	Action 6: Increase capacity of specialist advice, and improve coordination of interventions, to prevent rough sleeping among migrants and people leaving institutional settings such as prisons and hospitals.	

	leaving institutions, can access expert advice and crisis support.		<p>policy reduces levels of homelessness.</p> <p>Ask 5: Invest in scaling up London's Ending Homelessness Hubs, to increase prevention capacity for single homeless individuals at greatest risk of rough sleeping.</p>
Deliver rapid and sustainable routes off the streets	Goal 4: Deliver the right mix of supported, specialist and independent housing to meet diverse needs to end rough sleeping.	<p>Action 7: Lead a new Homes off the Streets programme to provide the long-term housing solutions and support to help people move on from hostels or away from the streets, including funding the repair of up to 500 empty social homes in need of refurbishment, for people at greatest risk of rough sleeping.</p> <p>Action 8: Improve access to accommodation with support, including coordination and move-on from hostels, shelters, and off the street, by unlocking access to the PRS and increasing specialist supported housing options.</p>	<p>Ask 6: Work with the Mayor to ensure the Affordable Homes Programme is funded to deliver the biggest boost in social and affordable housing for a generation.</p> <p>Ask 7: Provide long-term, system-wide capital and revenue funding for housing-related support and supported housing.</p> <p>Ask 8: Invest in a significant expansion of housing-led pathways for individuals with highest needs.</p>
	Goal 5: People with health and support needs, and who face additional barriers to accommodation, are provided with tailored support off the streets.	<p>Action 9: Undertake a review of outreach provision in London, to ensure it better supports people with the highest needs on the streets.</p> <p>Action 10: Add specialist capacity for routes off the streets to better meet the needs of individuals who face barriers due to their nationality, sexuality, age, gender, or other characteristics.</p>	

## Introduction: the scale of the crisis

This document sets out how the Mayor will work with partners across London to deliver the ambition to end rough sleeping by 2030, including how he provide strategic leadership and direct his own resources to prevent and help to end rough sleeping. But the Mayor cannot do this alone, and this document is also a call to all of our partners to work in lockstep towards this common goal.

### The rough sleeping emergency

**We are seeing an unacceptable number of people sleeping rough in London** with 11,993 people seen bedded down in 2023-24 – a 19 per cent increase compared to the previous year. This is a crisis not limited to one borough or part of London.<sup>9</sup> Londoners know that this is not right; 97 per cent are concerned or very concerned about current levels of rough sleeping.<sup>10</sup>

**High levels of rough sleeping in London are the product of a national crisis.** Housing is unaffordable due to a lack of social housing and rising private rents. Immigration policy has left many migrants without access to certain public services, while cuts to local authority and welfare budgets have limited the help available to those who need specialist support to maintain secure housing.

**London is particularly exposed to this crisis.** This is because of the capital's extreme housing affordability pressures; the size of our population; and high numbers of people at increased risk due to their immigration status.<sup>11</sup> Like other large cities, London also sees people moving to the capital when they have nowhere else to go – often from places where they cannot get support. The result is that almost one in every three people sleeping rough in England, sleep rough in London.<sup>12</sup>

**The Mayor has taken significant action to support people quickly off the streets since coming to office in 2016.** In 2018 we published our first Rough Sleeping Plan of Action, which set out how the Mayor would help to ensure a sustainable route off the streets for everyone sleeping rough. The result of these efforts has been 18,000 people off the streets – with more than 75 per cent of those helped staying off the streets for good. Due to the joint work of boroughs, the GLA, service providers and other partners, London now has more bed spaces specifically for people sleeping rough, more accommodation services, and more Housing First services (offering unconditional, permanent housing for

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<sup>9</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>10</sup> Talk London survey

<sup>11</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>12</sup> Department for Levelling Up, Housing and Communities (DLUHC), [Rough sleeping snapshot in England: autumn 2024](#), 2025

people with the highest needs) than we did in 2018.<sup>13</sup> We have been successful in getting people off the streets quickly, and reducing exposure to the dangers on London's streets.

**The COVID-19 pandemic was a watershed moment in demonstrating what was possible through partnership working to get people off the streets:** The 'Everyone In' initiative during the COVID-19 pandemic contributed to a 22 per cent fall in rough sleeping in London between 2019-20 and 2021-22 – driven by strong partnership working towards a clear goal. Many restrictions on the provision of support that were previously in place – such as requirement to demonstrate a local connection, meet a 'priority need' test, or be verified as 'bedded down' – could be waived due to a specific combination of the availability of funding and accommodation to support those sleeping rough.

**While we have taken valuable lessons from our response to COVID-19, the progress we made during the pandemic could not be sustained. This was due to a lack of accommodation, soaring rents, and funding pressures.** Pandemic measures to tackle rough sleeping were not sustained in the long term, in part because hotels returned to their regular business and additional funding was no longer available. Since then we have seen record increases in people rough sleeping and in temporary accommodation. We need a new approach, built on what we have learnt and achieved in recent years. This must respond to the nature and root causes of rough sleeping and wider homelessness, and the new opportunities available to us in 2025.

### The impact of the current rough sleeping emergency

Rough sleeping has a terrible impact on people's health, security, and safety:

- The average age of death for men sleeping rough is 45 years, and 43 years for women.<sup>14</sup>
- Nine in 10 people have experienced at least one form of violence, abuse or theft whilst sleeping rough.<sup>15</sup> Those sleeping rough are at high risk of criminal exploitation and modern slavery.<sup>16</sup>
- Most people sleeping rough face mental health or substance use support needs.<sup>17</sup>
- Women's experiences of sleeping rough often include sexual abuse and violence<sup>18</sup>

<sup>13</sup> Homeless Link, [Atlas of Homelessness Services in London - 2024 release now online!](#), 13 March 2024

<sup>14</sup> ONS, [Deaths of homeless people in England and Wales: 2021 registrations](#), 2022

<sup>15</sup> Crisis, ['I always kept one eye open': The experiences and impacts of sleeping rough](#), 2023

<sup>16</sup> Crisis, [No way out and no way home: Modern slavery and homelessness in England, Wales and Northern Ireland](#), 2021

<sup>17</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>18</sup> Bretherton, J. and Pleace, N., University of York, [Women and Rough Sleeping: A Critical Review of Current Research and Methodology](#), 2018

Levels of rough sleeping in London are unacceptably high, driven by flow of new people onto the streets:<sup>19</sup>

- 11,993 people were seen rough sleeping in London in 2023-24: this is 19 per cent up from the 10,053 people seen in 2022-23.
- 7,974 people were seen rough sleeping for the first time this year: a 25 per cent increase from 2022-23.

We know some people are at increased risk, for example due to their immigration status, gender, or complex health and support needs:

- Around half of all people seen sleeping rough in London are migrants, including refugees and people seeking asylum.<sup>20</sup> Many migrants have unclear or limited entitlements to public funds, which means they face barriers in accessing most forms of homelessness assistance and support. Others have recently been granted status to stay in the UK,<sup>21</sup> but are also pushed into destitution and rough sleeping by current immigration and welfare benefits policy.<sup>22</sup>
- In 2023-24, of those who were sleeping rough and had received a needs assessment, 28 per cent reported a support need around alcohol; 29 per cent had a support need relating to drugs; and 48 per cent had a mental health support need.<sup>23</sup>
- The 2024 Women's Rough Sleeping Census found significantly higher levels of rough sleeping in London among women than existing data showed. Women contacted through the census reported spending their nights in a variety of 'hidden' locations – including walking around all night; or sleeping in A&E waiting rooms, on buses or trains, in squats, and at other locations where they were unlikely to be seen by outreach workers who support people sleeping rough.

When we leave people to sleep rough, these problems worsen, and it becomes even harder to provide the support people need. That is why it is so important we prevent rough sleeping. Where we cannot prevent it, we try to move people off the streets as quickly as possible.

<sup>19</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>20</sup> DLUHC, [Rough sleeping snapshot in England: autumn 2024](#), 2025

<sup>21</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>22</sup> DLUHC, [Flow of rough sleeping – final report](#), 2024

<sup>23</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024



## The causes of the crisis

- **In the last decade it has become far more expensive to rent in London**, due to rising cost of the PRS,<sup>24</sup> and reductions in housing benefit to cover these costs.<sup>25</sup> Despite record-breaking levels of affordable housing delivery, including a resurgence of council building, there are still insufficient social rented homes for London's high levels of need.<sup>26</sup> The result is that more people are turning to their council for support,<sup>27,28</sup> and it has become more costly for councils to support and accommodate people as a result.
- **This has forced councils to prioritise their limited resources to support individuals in the greatest need – which often means people already homeless, or deemed to be in 'priority need'.** As a result, a rising proportion of resources have had to be allocated towards crisis responses. A similar trend can be seen across other public services, such as health and social care.<sup>29,30</sup> This is a result of rising demand and limited resources; it means that more people are falling through the cracks, with a lack of preventative support.
- **Rough sleeping services are providing a lifeline to single homeless people, but under extreme pressure they are also forced to ration limited resources:** due to overwhelming demand, service access has been restricted in many cases to people 'verified' as rough sleeping. Outreach workers can 'verify' someone as seen rough sleeping, through Combined Homelessness and Information Network (CHAIN) multi-agency database, which records information about people sleeping rough in London. While this is an understandable response to limited resources, it means many people have to face the dangers of a night on the streets before they get support. These risks are heightened for some groups of people, including women and young people.
- **These problems are compounded by the complexity and fragmentation of service delivery:** when people face homelessness, they often do not know where to turn. Provision and access vary depending on whether it is statutory borough provision, pan-London rough sleeping services, or supported housing – even though someone at risk of rough sleeping may need support from any of these parts of the system to stay off the streets. Reviews have found that people can be unaware of, or mistrusting of approaching, their local authority, while people may be turned away from support if they do not have a 'local connection' to the area.<sup>31</sup> These are challenging issues, often caused by difficult decisions made by boroughs

<sup>24</sup> ONS, [Private rent and house prices, UK: January 2025](#), 15 January 2025

<sup>25</sup> Joseph Rowntree Foundation, [Stop the freeze: permanently re-link housing benefits to private rents](#), 16 October 2024

<sup>26</sup> London Councils, [London's social housing waiting lists reach 10-year high](#), January 2025

<sup>27</sup> MHCLG, [Statutory homelessness in England: detailed local authority-level tables for 2023-24](#), 2024

<sup>28</sup> MHCLG, [Statutory homelessness in England: detailed local authority-level tables for 2019-20](#), 2020

<sup>29</sup> Pathway/Drife, J., [Seeing the Whole Person: A Preventative Approach to Mental Health and Homelessness](#), 2024

<sup>30</sup> Care Quality Commission, [The state of health care and adult social care in England 2023/24](#), 2024

<sup>31</sup> DLUHC, [Flow of rough sleeping – final report](#), 2024



and other service providers due to limited resources. But it can leave people being pushed from pillar to post trying to find where they can access support, putting them in increasingly vulnerable positions and exposing them to greater risk.

The impacts of this crisis include:

- **Single adults not deemed to be in ‘priority need’ are left with few choices but to sleep rough:** when people are evicted from their homes, or they leave institutions such as prison or asylum accommodation, they need support to prevent them from becoming homeless. But pressure on council budgets has placed hard limits on the quality of support that they can receive to find new accommodation, and too many are sleeping on the streets as a result. Because outreach teams and hubs are needing to offer more support to individuals without additional support needs, they have less capacity to support people with high and complex support needs – such as mental health, substance use and trauma. In addition, for non-UK nationals, the support they can expect to receive is further limited.
- **One London child in every 21 being placed in temporary accommodation,** with more than 65,000 households in temporary accommodation arranged by London boroughs, the highest figure on record.<sup>32</sup> Having one child in every classroom in temporary accommodation is damaging children’s lives, and costing boroughs £4m a day. This is unsustainable, and means that for single homeless adults, boroughs have very few resources remaining to help.
- **Both single adults and families in temporary accommodation are let down by a lack of accommodation to ‘move on’ into:** people who are supported off the streets, and into emergency and short-term accommodation, are increasingly struggling to move on into long-term independent or supported housing, due to the same challenges – including the costs of renting, insufficient welfare benefits, and immigration restrictions.<sup>33</sup> Owing to a lack of prevention capacity and routes into long-term housing, rough sleeping services are stuck at capacity and less able to take more people off the streets. This is leaving services stuck in crisis mode.
- **This means that Londoners are not getting help they need when they need it, which in turn is putting more pressure on services:** We need to break this vicious cycle, which sees the system pushed harder than ever while unable to prevent harm in the first place. All people at risk of rough sleeping must be able to access support when they first need it. People already on the streets need a route into sustainable housing to move off the streets for good.

The scale of the challenge we face is huge, and will require a step change in the work we are doing. And despite our continued efforts, things may yet get worse before they get better. But we are confident that, with the appropriate investment from central government and partnership working between the GLA, boroughs and service providers, we can join up

<sup>32</sup> DLUHC, [Flow of rough sleeping – final report](#), 2024

<sup>33</sup> No Access, No Way Out

services delivered across London; invest in prevention; and provide long-term routes off the streets for those most in need. In this way, we can end rough sleeping by 2030.

### Developing the Plan of Action

The GLA undertook several forms of engagement with Londoners, the sector, and people with lived experience of rough sleeping, to gather views on how the Rough Sleeping Plan of Action should be developed to end rough sleeping by 2030. We have worked closely with partners including London Councils, boroughs, delivery partners, community and voluntary organisations, and people with lived experience of rough sleeping.

Engagement with Londoners took place in four main ways:

- **Talk London Survey:** 1,037 online survey responses from a cross-section of Londoners.
- **Call for Evidence:** 98 questionnaire responses from those working in the sector, including local authorities, homelessness organisations, health services, housing providers and organisations working with people experiencing rough sleeping (e.g., in relation to criminal justice and migration).
- **GLA Rough Sleeping Plan of Action Advisory Group:** 11 people with a broad range of perspectives and many years of lived, volunteered and worked homelessness experience, facilitated by Groundswell.
- **Workshop series:** we held a series of workshops on the themes of preventing rough sleeping, and making it brief and non-recurrent. These were facilitated in partnership with the Centre for Homelessness Impact.

We would like to acknowledge the Centre for Homelessness Impact, Bloomberg Associates and Groundswell, who provided evidence support, advice and facilitation through the development process.

A summary of the findings from this engagement is set out in the appendix.

## Strategic leadership to end rough sleeping

When at risk of homelessness, for many Londoners it is not clear where to turn. In too many cases, people are then passed from service to service when they need urgent help. The help people can access is often different, depending on where they live, or which service they contact. This is because, under pressure, services and boroughs are forced to ration extremely limited resources – but this is costing London more in the long term.

This chapter sets out how we will provide the strategic leadership and systems change, to start to get us out of this cycle. We will work closely in partnership to bring together systems that are often organised and commissioned separately, including central government, London Councils, boroughs, public services, and civil society. Taking a system-wide approach will mean that Londoners at risk of homelessness and rough sleeping can get the most consistent, clear and appropriate offer to meet their needs, without having to navigate a complex web of services and institutions.

In this chapter we set out:

- The opportunity in London to address root causes together as a system, and what is currently holding us back.
- The goal we want to work towards with our partners, to deliver a No Wrong Door approach in London, so that any Londoner at risk of homelessness can easily access help, no matter where in London they live or which service they contact first.
- The actions we will take to support these goals, including:
  - improve the coordination of governance and commissioning between boroughs, sub-regions, and the GLA, to make better use of existing resources and make services easier to access.
  - support an evidence-led approach to how services are designed and allocated in London, including a shift towards making service offers based on need.
  - identify and promote opportunities for Londoners to help address the root causes of rough sleeping, such as through volunteering, hosting schemes, and befriending.
- The asks of government to enable us to do this, including:
  - put funding for borough finances on a sustainable footing, to allow them to deliver statutory homelessness duties.
  - deliver a new sustainable funding framework for rough sleeping, to ensure we continue to have enough resources for both crisis response and enhanced prevention work across London.

## The opportunity in London – and what is holding us back

We have taken important steps in recent years, to provide leadership, increase collaboration, and test new approaches to accessing services.

**Our Life off the Streets partnership has brought together a wide range of partners and improved collaboration in London.** Since 2021 Life off the Streets has been jointly chaired by leaders from the GLA and London Councils, and has brought together homelessness sector leaders and statutory partners. This has helped to join up oversight of rough sleeping in London for the first time, focused on sharing best practice, supporting collaboration on new initiatives, and providing a unified voice for London. One of the successful initiatives that has been facilitated through this partnership has been the annual Women's Rough Sleeping census. The Census, led by partners in the voluntary sector, has helped to bring visibility to the experiences of women who are rough sleeping but may not currently be fully represented in data, policy or services.

**We have established robust data systems to monitor our impact.** We have developed the UK's most comprehensive database of rough sleeping and used the insights it gives us to drive progress. CHAIN is a multi-agency database recording information about people sleeping rough in London. It is the UK's most detailed and comprehensive source of information about rough sleeping. We have built on CHAIN to develop a new Strategic Insights Tool (SIT), alongside the London Office of Technology and Innovation, London Councils, and Bloomberg Associates. This is helping organisations to join up their data, and support more strategic commissioning and decision making. For example, the SIT has been used to identify, and prompt further investigation into, the absence of some groups of people who experience rough sleeping in official statutory rough sleeping datasets.

**We successfully have tested approaches to replacing rough sleeping 'verification', as a means of accessing services, with alternative approaches based on a person-centred assessment of need:** Through initiatives such as the Rough Sleeping Prevention Project, we have tested alternatives to people needing to be verified as sleeping rough before accessing support. In 2022 we removed requirements from Clearing House for people to have been verified by an outreach team in order to access the service. This has shown promise in increasing access to people who are less visible to outreach (such as women and young people). Though people no longer need to be verified by an outreach worker to access the service, clients still need to have a self-reported episode of rough sleeping.

But despite our successes, Londoners rough sleeping or at risk of doing so are still faced with a complex system that is challenging to access.

**Because of how services are organised and funded, people can find themselves pushed from pillar to post looking for the support they need.** People facing rough sleeping may need or be entitled to support from a variety of different services and bodies – this includes borough housing options services, pan-London rough sleeping services, and health and social care. But services are often commissioned in a fragmented way, without always considering how the service fits with wider local, sub-regional and pan-

London provision. This means there are missed opportunities to create more consistent entry points and simplified service access, particularly at the sub-regional level.

**Fragmentation is compounded by lack of resources and separate funding streams.**

Because of how funding for rough sleeping services, homelessness prevention, relief, and supported housing is organised, many services are forced to operate in silos. This cannot take account of how each service fits in with the needs of London as a whole. This is compounded by severe resource constraints, which is pushing services to prioritise limited resources for people with a 'local connection' to the area, or people who have been 'verified' as rough sleeping. While this can be an understandable response to limited resources, in the long term it reduces the potential for collaboration, resource sharing across London, and economies of scale across sub-regions. This leaves people in greater need, and ends up costing London more in the long run.

We will work with London Councils, and key public bodies and central government, to provide the strategic leadership needed to begin to move us out of this cycle.

**The principles behind our strategic leadership**

In developing our approach to strategic leadership and systems change, we have consulted we have developed a set of key principles, through consultation with our GLA Lived Experience Advisory Group.

**No Wrong Door**

This principle aims to work towards a London where people get support as early as possible and in as consistent a way as possible, reducing the complexity and lottery of provision based on where and when people present to services.

**No First Night Out**

This principle builds on No Second Night Out – which aimed to make rough sleeping as brief as possible – and embeds an expectation that support will be available for people at risk of rough sleeping, before they spend a first night out the streets. This has been developed to drive earlier intervention. It requires a more collaborative approach to prevention. Nobody should have to sleep rough to access the support they need.

**Right intervention for the right person**

This principle aims to ensure that interventions are well targeted at those who need them most; and that services are designed in a way that is responsive to people's needs. It also aims to ensure there is a route to support for everyone at risk, reducing the barriers faced due to immigration status, support needs, gender, race or ethnicity.

**Goal 1: Deliver a No Wrong Door approach in London, so that any Londoner at risk of homelessness can easily access help, no matter where in London they live or which service they contact first.**

We have already built a strong network of partnerships to support and deliver crisis responses when people arrive on the streets. In our new approach we will build on these partnerships and work with government to tackle homelessness and rough sleeping together. This is crucial to ensuring that Londoners get an earlier, more consistent and person-centred offer of support, based on their needs.

London Councils and the GLA will build on our partnership, developed through Life off the Streets, to develop a new way of working together to prevent rough sleeping. This aims to embed and further develop the prevention practices we have been testing since 2018. We are already bringing partners together to use evidence and data better in support of this goal, seeking to test and scale new and existing interventions. We are also working to improve collaboration and governance to maximise our effectiveness. But to succeed, we need government's backing to fix the drivers of the homelessness crisis.

We will deliver this leadership through a **London Ending Homelessness Accelerator Programme**, which will bring together initiatives by local government and the GLA, and develop new areas for collaboration where needed. This will aim to deliver a step change in homelessness prevention – recognising the need to consider all forms of homelessness together, to deliver the best possible outcomes for those who are sleeping rough and who are impacted by other forms of homelessness.

### **London Ending Homelessness Accelerator Programme**

The London Ending Homelessness Accelerator programme will drive collaboration and innovation across the capital, to accelerate efforts to end homelessness in all its forms and embed a turn to prevention.

The programme seeks to bolster efforts to prevent and end all forms of homelessness in London, by rethinking how all partners can work together to maximise collective impact. The programme is designed to test new ideas; find out if they work; and, if they do, ensure they are rolled out across London. It will also ensure the homelessness sector is ready for the task ahead – including that partners can support each other's efforts.

This initiative is led by London Councils, working alongside the London Housing Directors' Group and the GLA, with evidence support from the Centre for Homelessness Impact. It also has the backing of the Ministry of Housing, Communities and Local Government. Partners will include other government departments and public bodies; and leaders from the voluntary, community, and housing sector.

This programme will support delivery of the following actions:

*Action 1: Work in partnership to further improve the coordination of governance and commissioning between boroughs, sub-regions, and the GLA, to make better use of existing resources and make services easier to access.*

We will establish a new governance approach, with shared leadership for homelessness and rough sleeping system in London, for the first time. This will allow us to ensure improved decision-making, shared across the rough sleeping system and leaders from the wider housing, health and homelessness system. We will identify how we can design interventions to ensure strategy, commissioning and delivery happens at the right geographic level.

This will aim to make better use of existing crisis resources, and address the complex web of commissioning across boroughs, sub-regions and the GLA, which often leads to fragmented and inefficient use of resources. We will support action to join up approaches across borough boundaries where appropriate, creating shared standards and pooled resources. This will aim to help address the challenges associated with local connection and rough sleeping verification. Achieving this will require an injection of capacity at the level of London's five sub-regions, to better coordinate delivery across rough sleeping, supported housing, and navigator services.

*Action 2: Support an evidence-led approach to how services are designed and allocated in London, including supporting a shift towards service offers based on need and improving how we use lived experience and data.*

We will build on successful approaches to data, to help ensure programmes and services are designed based on need, and modelled to support the goal of ending rough sleeping.

As part of this we will aim to better understand how, when and why people are at risk. We will improve strategic decision-making through investment in both CHAIN and SIT. We will further develop the SIT and analytical capacity within London, to draw on data from various systems to improve targeting of activities, and review the role of artificial intelligence (AI) in supporting this work. This will aim to support efforts to allocate services to individuals based on a balanced assessment of need, rather than on whether they have been 'verified' as rough sleeping by an outreach team.

We will monitor progress against the target of ending rough sleeping. This will be done using the indicators of the Ending Rough Sleeping data framework, developed by the Centre for Homelessness Impact, working with local areas and MHCLG. We will identify opportunities to improve monitoring the available and required resources across London – including accommodation and support services – to meet this objective; and work with boroughs, sub-regions, and government to plan how to fill any gaps in provision. We will monitor the impact of national policy changes on progress towards this target, and advocate for changes necessary to mitigate risks and expand opportunities and good practice.

We will maintain the GLA Lived Experience Advisory Group, established to inform the development of our strategic priorities in the Plan of Action, to provide ongoing oversight and

advice on delivery. We will explore options for undertaking peer-led research that looks at service access; and for delivering our principles in practice, including considering the impact of gender and race on access to services. We will continue to champion inclusive evidence-gathering approaches, such as the Women's Rough Sleeping Census, led by partners in the voluntary sector. This has undertaken counts for women who are less likely to be visible in official counts and through CHAIN.

### Ending Rough Sleeping Data framework

Our overall goal, in partnership with government, is to ensure no one in London sleeps rough by 2030. Measuring progress on the goal of ending rough sleeping requires a functional definition that is challenging and aspirational – but also pragmatic and achievable in the real world.

Our framework to track progress against ending rough sleeping will mirror that used by MHCLG; this was developed by the department with the Centre for Homelessness Impact and a group of trailblazer local authorities across England.

“We will aim to **prevent** rough sleeping wherever possible, and where it does occur we will aim to make it **rare, brief and not repeated.**”

Under each of these four aims, we will use the following core data indicators:

- the number of new people sleeping rough (on a single night and over the course of the month)
- the number of people sleeping rough over the month, who have been discharged from institutions
- the number of people sleeping rough (on a single night and over the course of the month)
- the number of people sleeping rough over the month who have been sleeping rough long term
- the number of people returning to sleeping rough.

We know we will have been successful when rough sleeping in London is very rare. We will develop a framework to compare how rare rough sleeping in London is, in comparison to similar cities and previous levels of rough sleeping in London.

While these headline measures are fundamental to how we will track progress, we will also be able to make use of more granular data. This will enable us to understand how we are making progress for specific groups of Londoners affected by rough sleeping.



*Action 3: Identify and promote opportunities for Londoners to help address the root causes of rough sleeping.*

Faith and community organisations, volunteers, landlords and businesses can play a crucial role in supporting people experiencing or at risk of rough sleeping across London. But often they do not know how best to provide that support.

In our survey of Londoners through the Talk London platform, only 21 per cent of respondents felt they knew a fair amount, or a lot, about actions they could take to help end rough sleeping.<sup>34</sup> In our engagement with Londoners, many highlighted how they support local initiatives such as food banks, shelters and community kitchens – through either donating or volunteering. But respondents identified that, while these initiatives provide important support, they do not necessarily offer a long-term solution to the issue of rough sleeping.

We will address this, through capacity-building to support small faith and grassroots organisations, which are a key part of the infrastructure responding to rough sleeping. This includes building on our funded work offering advice and support to shelters around how to increase bedspace capacity; and brokering and maintaining relationships with relevant local authorities, sub-regions, and other commissioned services.

We will harness Londoners' generosity behind the solutions that have greatest impact. We will support lodgings and hosting schemes, which have demonstrated success in providing move-on options (particularly for refugees), and routes out of homelessness. We will test and, if successful, expand the 'Community Connectors' project, to create opportunities for volunteers to provide 'befriending' services for people once they move off the streets. This service is intended to help people adjust to their tenancy, and often to their new community; and reduce the risk of loneliness and a return to homelessness.

We will continue to promote the London Charter to End Rough Sleeping. This sets out the importance of treating people sleeping rough with dignity, and of taking action to provide support off the streets. This includes making referrals to StreetLink when a member of the public sees someone sleeping rough. We will build on this, to increase awareness raising, and direct action to address root causes.

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<sup>34</sup> Talk London survey

## London Charter to End Rough Sleeping

In 2024 the Mayor and partners launched the London Charter to End Rough Sleeping, a public commitment for Londoners to work together to end rough sleeping. More than 100 charities, faith groups, businesses and people with lived experience have helped to design and develop the charter, creating a shared purpose and vision for tackling the challenge of rough sleeping in the capital.

The Charter sets out six principles for signatories to uphold in their work. These include:

- accepting that, whilst people sleeping rough may have problems, they aren't problem people
- recognising that everyone sleeping rough is unique, and there should be meaningful options for all, regardless of immigration status
- Ensuring that people sleeping rough are safe from violence, abuse, theft and discrimination, and that they have the full protection of the law.

It also includes key actions that signatories commit to undertake and support:

- acknowledging people when they talk to you or ask you for money, even if you decide you would rather not give it to them directly
- encouraging public to let StreetLink London know if they see someone sleeping rough who needs help
- champion volunteering, donations, or supporting a charity who has joined this pledge.

The Charter started with a small group of organisations and London government officials – the Connection at St Martin's, Groundswell, Housing Justice, the Passage, YMCA St. Paul's, Bloomberg Associates, the GLA and London Councils – who wanted to engage better with the community, and build a bigger movement around the goal to end rough sleeping.

## The action needed from government to back this approach

To create the conditions to end rough sleeping, and enable collaborative working, government support is essential to address the cost pressures that are pushing record numbers into temporary accommodation, and leaving insufficient resources for homelessness prevention and rough sleeping services.

- **Ask 1: Put funding for borough finances on a sustainable footing, to allow them to deliver statutory homelessness duties.** As the government acknowledges, local authorities need sustainable and stable funding to deliver their statutory services. The government must remove the 14-year freeze on Housing Benefit Subsidy for temporary accommodation immediately. This is essential to stabilise the finances of local government and ease pressure on wider grant funding, which can be unlocked to deliver greater homelessness prevention activity and improved value for money in the longer term.
- **Ask 2: Deliver a new sustainable funding framework for rough sleeping, to ensure we continue to have enough resources for both crisis response and enhanced prevention work across London.** This framework should focus on delivering the right resources, at the right level, at the right time. The government should work with the GLA and London Councils on the distribution of funding between the GLA (as the strategic body) sub-regions (as lead commissioners) and boroughs (who have statutory responsibility). New governance and funding arrangements would enable London to join up currently fragmented services, develop consistent commissioning standards, and direct more funding towards prevention and early intervention.

## Preventing rough sleeping wherever possible

Preventing rough sleeping is always better than waiting until people reach a crisis point before stepping in. This is obvious; but too often the current system cannot support people before this point, meaning they are exposed to greater danger and harm; their needs can worsen; and providing solutions becomes harder.

**This chapter sets out how we will aim to prevent rough sleeping wherever possible.**

This will involve working closely in partnership, to build on our successes moving people quickly off the streets, to scale up our interventions before someone sleeps rough. This will require action, from boroughs and voluntary partners, to improve early identification and referrals before people arrive on the streets. It is also important to ensure there is sufficient advice and crisis support for people at heightened risk due to their immigration status, or due to stays in institutions.

In this chapter we set out the following:

- The opportunity in London to make prevention our ‘golden thread’; and what is holding us back from making this a reality.
- The goals we want to work towards with our partners. These include:
  - prioritise the earliest intervention possible, by ensuring people at greatest risk of rough sleeping are supported based on need, not rough sleeping ‘verification’.
  - identify Londoners at heightened risk of rough sleeping (due to their immigration status or transition from institutions), to provide access to expert advice and crisis support.
- The actions the GLA will take to support these goals. These include:
  - scale up a network of Ending Homelessness Hubs across London, to provide 24/7 assessment and support for people at risk of rough sleeping.
  - improve early identification of people before they sleep rough, through a new phoneline to prevent rough sleeping, and by identifying people at risk in settings such as food banks.
- The asks that we are putting to government that will enable success us to deliver this. These include:
  - ensure the welfare benefit system has the capacity to prevent homelessness, and does not continue to shift the costs onto boroughs and crisis services.
  - ensure all parts of government play their part in preventing homelessness, through coordinated action to ensure housing, health, social care and immigration policy reduces levels of homelessness.

### Understanding rough sleeping prevention

We will build on the health system's use of a framework of prevention, divided between primary, secondary and tertiary prevention.

- **Primary prevention:** preventing or minimising risks across the whole population.
- **Secondary prevention:** prevention focused on high-risk groups through early intervention; such groups include households struggling financially, or vulnerable young people.
- **Targeted prevention:** targeting high-risk periods of transition, such as leaving prison or asylum support accommodation.
- **Crisis prevention:** intervening at a crisis point when someone is at imminent risk.

### The opportunity in London – and what is holding us back

In partnership with boroughs and the voluntary sector, we have taken important steps in recent years to prevent rough sleeping.

- **London has been testing new and innovative approaches to prevent rough sleeping since 2018.** The Mayor and boroughs have delivered innovative projects to provide rapid assessment for people at immediate risk, such as the Rough Sleeping Prevention Project and Somewhere Safe to Stay hubs. These approaches accept referrals for people at greatest risk of rough sleeping, and provide emergency accommodation and rapid assessment. They sit alongside No Second Night Out and borough assessment hubs, which deliver important interventions for people once they have spent a first night on the streets. These have demonstrated the potential for more effective approaches to preventing rough sleeping to be implemented by working closely with, and sometimes within, local authorities.
- **London has delivered effective examples of targeted prevention for people leaving institutions.** We know that people leaving institutions such as prison and hospital are at increased risk of homelessness and rough sleeping. People released from prison into homelessness are around twice as likely to commit a further offence within a year, compared with people released into settled or probation accommodation.<sup>35</sup> Through joint efforts, London has developed and successfully sustained support in these settings, such as specialist housing advice in hospital discharge teams. HM Prison and Probation Service commissions the Community Accommodation Service Tier 3 on a sub-regional basis. As part of this service, those at risk of homelessness following a custodial sentence (and who will be supervised by probation) are offered up to 84 days of accommodation.

<sup>35</sup> BBC News, [Prisons: Homeless ex-offenders twice as likely to reoffend](#), 10 November 2024

Despite these examples of success, we have been held back in what we can achieve by underlying drivers, including resource constraints in boroughs; affordability pressures in the PRS; and migration policy.

- **Local authorities and public services are facing unprecedented funding pressures, meaning they cannot allocate the resource needed to take a more preventative approach.** London boroughs are spending millions every day supporting record numbers in need of temporary accommodation. Resources that could be used to prevent homelessness are instead being used to firefight the crisis. Rough sleeping prevention interventions have been held back by a lack of resource in boroughs to support their roll-out or to refer people who are at risk. General capacity in prisons, and the probation system, to support people into suitable accommodation is very limited. There are signs that funding for hospital discharge schemes in London is also at risk.
- **A lack of social housing and affordable private rental accommodation continues to push people into homelessness.** Private rental accommodation has become increasingly unaffordable in London.<sup>36</sup> Real terms reductions to the welfare benefit system through caps and freezes have resulted in Londoners who need support to cover their housing costs experiencing a reduction in the help available to them.<sup>37</sup> This lack of support through the welfare benefit system is a driver of financial hardship, and consequently, homelessness and rough sleeping.<sup>38</sup> Specific policies include low Local Housing Allowance Rates, deductions from benefits, and the Shared Accommodation Rate restricting housing subsidy for under-35s.
- **Migrants are at higher risk of rough sleeping due to restrictions on their entitlements to public funds and ability to access wider services.** The majority of people sleeping rough in London are migrants.<sup>39</sup> Restrictions on access to social housing and welfare benefits – as well as other policies related to private renting, work, secondary healthcare and banking – can make migrants with unclear or insecure immigration status vulnerable to destitution and homelessness.<sup>40</sup> We know that immigration advice can play a key role in addressing this, but cuts to legal aid,<sup>41</sup> and the under-resourced immigration advice and support sector, can make it difficult for migrants to access the advice and support necessary to resolve their homelessness.<sup>42</sup> A significant proportion of the recent rise in rough sleeping in London can be attributed to newly recognised refugees having to leave asylum

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<sup>36</sup> Commonweal Housing, [No Access, No Way Out](#), August 2024

<sup>37</sup> GLA, [The impact of welfare reform on homelessness in London](#), October 2019

<sup>38</sup> Housing, Communities and Local Government Committee, [Rough Sleeping Inquiry: Findings and Recommendations](#), 2025

<sup>39</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

<sup>40</sup> APPG on Migration and APPG on Poverty, [The Effects of UK Immigration, Asylum and Refugee Policy on Poverty: A Joint Inquiry by the APPG on Migration and the APPG on Poverty](#), April 2024

<sup>41</sup> Public Law Project, [The case for broadening the scope of immigration legal aid](#), April 2021

<sup>42</sup> Wilding, J., Mguni, M., and Van Isacker, T., [A Huge Gulf: Demand and Supply for Immigration Legal Advice in London](#), 2021

accommodation with little notice or limited support to arrange alternative accommodation.<sup>43</sup>

### **Service spotlight: The Passage – No Night Out**

The Passage's No Night Out service provides emergency accommodation for those at risk of spending their first night on the streets, whilst working with them to find a more sustainable solution. No Night Out has proven highly successful since launching in 2021, with 432 people prevented from spending their first night out on the streets. According to last year's No Night Out average, 84 per cent of clients made positive move on into the PRS, or a reconnection; there was a 98 per cent sustainability rate for those who did not return to the streets.

The Passage has an integrated service with Westminster's Housing Solutions Singles Service, which enables a more collaborative approach to prevention. Similarly, Westminster has established a place-based approach with different local authority departments in community settings, such as libraries and schools, to provide advice.

This represents only a small proportion of people in Westminster at immediate risk of rough sleeping. While promising, No Night Out does not have the capacity to meet the current scale of prevention need in Westminster.

## **Our goals and actions to prevent rough sleeping wherever possible by 2030**

To prevent rough sleeping wherever possible, we need to build on our successes moving people quickly off the streets, to scale up our interventions before someone sleeps rough. This will require action, from boroughs and voluntary partners, to improve early identification and referrals before people sleep rough. It is also important to ensure there is sufficient advice and crisis support for people at heightened risk due to their immigration status, or due to stays in institutions.

We set out the goals we want all partners to work towards, and the actions the Mayor will take with partners to help get us there.

**Goal 2: Prioritise the earliest possible intervention, by ensuring people at greatest risk of rough sleeping are supported based on need, not rough sleeping 'verification'.**

We know that, the earlier we intervene to prevent rough sleeping, the less risk people are exposed to; the fewer costs are incurred by other services; and the more effective our interventions will be.

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<sup>43</sup> CHAIN, [Annual Report: Greater London, April 2023 – March 2024](#), June 2024

Since our 2018 Plan of Action, we have tested new and innovative ways of delivering early intervention, which do not require people to be 'verified' by an outreach team as rough sleeping to access support. There is much more we can do to expand this approach. Success will depend on partnerships in each sub-region, to reform service access based on alternative assessment of needs rather than rough sleeping verification.

Actions the GLA will take to support this goal:

*Action 4: Scale up a network of Ending Homelessness Hubs across London, to provide 24/7 assessment and support for people at risk of rough sleeping.*

We will transform our four No Second Night Out hubs, to transition towards a No First Night Out principle across London. These hubs currently provide 24/7 support for people who have been identified as newly sleeping rough, and do not have somewhere safe to stay that night. We will test and scale an approach to accept referrals for people not assessed as being in 'priority need' but at imminent risk of rough sleeping, for the first time.

We will add a new, fifth hub to this network. This will allow us to deliver a hub in each of London's five sub-regions; this will act as a catalyst for a new way of working, allowing greater partnerships with boroughs. We will work in partnership with local and sub-regional services to deliver a renewed focus on prevention through the model.

Our ambition is to end the requirement for someone to be 'verified' as rough sleeping by an outreach team to access these hubs. We will aim to work with boroughs to establish a universal method for assessment in each sub-region and manage referrals into the hubs and wider services, without the need for verification. This will build on existing pilots of the Ending Rough Sleeping Assessment Tool. We will roll out this approach gradually; adjustments will be made, based on the resources and existing approach in each sub-region, and based on learning as the work progresses.

We will look to ensure hubs cater to diverse needs, including those of women, young people, migrants, and people with health and support needs. This will build on our learnings delivering the Youth Hub, which provides emergency accommodation for those aged 18-24. We will identify additional capacity for specialist support as part of the model, including immigration and financial hardship advice, and work with the NHS to identify health capacity as part of the model.

*Action 5: Improve early identification of people before they sleep rough, through a new phoneline to prevent rough sleeping, and by identifying people at risk in settings such as food banks.*

Through our call for evidence, we heard that often people do not know where to turn when they are at risk of rough sleeping. Many people end up on the streets, and an outreach worker has to provide support that could have been provided days or weeks earlier through a phoneline or in a community setting.



To address this, we will launch a new phonenumber to help prevent rough sleeping, to direct and support people away from the streets wherever possible. We will reform StreetLink London to deliver this, and provide people with advice and support to avoid rough sleeping altogether without needing the crisis intervention of a hub or street-based service. Where this is not possible, via a thorough assessment of their needs, they will support someone to connect with a prevention team or hub. This service will be a key entry point to prevention services; and will deliver on the principle of the 'right intervention for the right person', while supporting people to move away from the street.

Not everyone at risk of rough sleeping will have the trust, knowledge or opportunity to go to their local council for support. That is why working with community and voluntary partners, such as food banks and day centres, is an important part of our approach to early identification. We aim to better identify people at risk of rough sleeping in these settings, by increasing the number of volunteers and support workers who can provide advice and referrals in these settings. This will be delivered through reforms to our Rapid Response service and redirecting volunteering efforts upstream.

**Goal 3: Ensure people at heightened risk of rough sleeping due to their immigration status, or due to leaving institutions, can access expert advice and crisis support.**

We know that some people are at greater risk of rough sleeping, due to their immigration status, or because they are at a high-risk transition point (such as leaving hospital, prison, or asylum accommodation). Since our 2018 Plan of Action, we have tested new and innovative approaches for people facing these additional risks. While this is primarily an area for cross-government action, we will support these efforts by sharing best practice, and scaling up 'what works' across London to reduce rough sleeping,

Actions the GLA will take with partners to support this goal:

*Action 6: Increase capacity of specialist advice, and improve coordination of interventions, to prevent rough sleeping among migrants and people leaving institutional settings such as prisons and hospitals.*

Through our call for evidence, we heard that opportunities are often missed to prevent rough sleeping at particular risk points – such as when leaving institutions, or after immigration decisions. We will look to improve practice at these risk points, and to implement direct interventions to reduce the chances of someone needing to sleep rough as a result.

We will continue to work with NHS partners on our joint commitment to ensuring there is no one is discharged from any hospital (acute or mental health) to the street in London. This work will aim to ensure that every hospital has access to a homeless multi-disciplinary team to ensure safe, timely and appropriate discharge, and specialist step-down accommodation.

We will work with government on improving the future of asylum accommodation and support. This includes aiming to maximise the impact of the rollout of Asylum Move On Liaison Officers. Through the London Strategic Migration Partnership – which facilitates

and enables collaboration across London – we will review the asylum accommodation system, to ensure the future system considers the specific needs in London.

We will continue to deliver sub-regional immigration advice services, funded by government, to maximise access to independent immigration advice by those rough sleeping or at risk of rough sleeping. Through investment in the Frontline Immigration Advice Programme, we will contribute towards creating a pipeline of organisations qualified to give more complex immigration advice. This will form part of the advice landscape, able to deliver on any potential uplift in funding through legal aid.

We will lead work to create a blueprint for the safe reporting of crime experienced by migrant victims – given exploitation in work, and modern slavery, are associated with vulnerability to rough sleeping. We will upskill advisers and deepen collaboration for those working across the intersect of employment, homelessness and immigration law, to prevent more people from reaching crisis point.

We will continue to promote the work of the Pan-London Care Leavers Compact, which sets out expectations of local authorities for free prescriptions, discounted travel and housing support for London's care leavers. This will be in partnership with London Councils, the NHS and Integrated Care Boards. We will work with London Councils to increase the number of care leavers across the capital who receive information about their rights and entitlements, including the Local Authority Commitments secured by the Compact, from their personal adviser at their London borough.

### **Service spotlight: London Women in CJS Service**

Specialist prevention services, delivered in partnership, can step in before people need to sleep rough. The GLA co-commissions the London Women's Community Rehabilitation Service alongside the NHS, the London Borough of Lambeth, and HM Prison and Probation Service.

The service, which went live in December 2022, provides remanded and unsentenced women with accommodation support. The London Women's Community Rehabilitation Service has funded an accommodation worker post, based at HMP Bronzefield, to assist women leaving the criminal justice system.

Rough sleeping prevention for prison leavers is an example of delivery through London's five sub-regions. HM Prison and Probation Service commissions the Community Accommodation Service Tier 3 on a sub-regional basis. This service offers those at risk of homelessness following a custodial sentence (and who will be supervised by probation) up to 84 days of accommodation.

**Action needed from government to back this approach:**

London is determined to do whatever it can to shift our interventions, from crisis response to prevention. But achieving that is only possible with backing from government, to relieve pressure on boroughs and crisis services, and to provide investment to scale-up priority initiatives in the capital.

- **Ask 3: Ensure the welfare benefit system has the capacity to prevent homelessness, and does not continue to shift the costs onto boroughs and crisis services.** Only 5 per cent of homes in London are affordable to someone receiving Local Housing Allowance.<sup>44</sup> These rates must be restored to a level that enables tenants to retain their homes, and that is tied to local rents. A review of the Shared Accommodation Rate<sup>45</sup> – which provides a lower rate of housing benefit to single renters under 35 – is necessary to address the rising number of young people at risk of homelessness. This would also address the fact that flat sharing is not usually appropriate for people at greatest risk of rough sleeping.

Ending rough sleeping requires wider public services to be supported to play their part, given the high numbers of people who are sleeping rough following stays in hospital, prison or asylum accommodation. London has seen a particular rise in people sleeping rough after leaving asylum accommodation, and a majority of people sleeping rough in London are non-UK nationals.

- **Ask 4: Ensure all parts of government play their part in preventing homelessness, through coordinated action to ensure housing, health, social care and immigration policy reduces levels of homelessness.** Ending rough sleeping requires the right monitoring and incentives to ensure different areas of government policy do not inadvertently drive homelessness. This includes resolving the disconnect between departmental priorities that, on the one hand, leaves people without access to public funds or discharged onto the streets; and on the other, expects local government to resolve these people's homelessness. Improved monitoring should help to maintain a cross-government commitment to invest in immigration, housing and welfare benefits advice. Prevention measures should include maintaining the 56-day move-on period from asylum accommodation; and working towards every hospital and prison having access to a homeless multi-disciplinary team to ensure safe, timely and appropriate discharge, and specialist step-down accommodation.

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<sup>44</sup> London Councils, [Private rented housing supply in London](#), 17 October 2024

<sup>45</sup> Citizens Advice, [An unfair share: Local Housing Allowance is failing young people](#), 26 March 2024

London is already organising itself to do things differently – to make the shift to prevention, and reduce the need for people to sleep rough before getting support. But we need backing for our initiatives, which are designed to reduce the need for rough sleeping ‘verification’ and support a true shift to prevention in London:

- **Ask 5: Invest in scaling up London’s Ending Homelessness Hubs, to increase prevention capacity for single homeless individuals at greatest risk of rough sleeping.** We have set out our ambition to transform No Second Night Out hubs, with the goal of accepting referrals before someone has arrived on the streets. But for this to become a gamechanger, we require additional investment to build a prevention approach across each of London’s five sub-regions; and to create an alternative approach to assessing need that does not rely on rough sleeping verification.

## Delivering rapid, sustainable routes off the streets

We cannot prevent every instance of rough sleeping. This may be because people with high support needs cannot engage with preventative support; or for others offered accommodation inappropriate to their needs, rough sleeping may even seem like a safer option. Whenever rough sleeping does occur, it is extremely dangerous. That is why we need to deliver rapid, sustainable routes off the streets, prioritising individuals facing the highest barriers and greatest risks.

This chapter sets out how we will aim to provide rapid, sustainable routes off the streets, prioritising individuals facing the highest barriers, support needs, and risks. This will involve working closely in partnership, to build on our successes moving people quickly off the streets, to ensure that our solutions are sustainable, and people do not end up returning to rough sleeping.

In this chapter we set out the following:

- The opportunity in London to take a housing-led approach, which provides rapid and sustainable routes off the streets; and what is holding us back from making this a reality.
- Our goals we want to work with our partners towards:
  - deliver the right mix of supported and independent housing to meet diverse needs in ending rough sleeping
  - prioritise people with the highest health and support needs to provide tailored and long-term solutions.
- The actions the GLA will take to support these goals. These include:
  - deliver a Homes off the Streets programme, which will start by refurbishing 500 empty social homes and ring-fence them for Londoners at greatest risk of rough sleeping.
  - support efforts to improve move-on from shelters and hostels into the PRS, or specialist and supported housing.
- The asks that we are putting to government that will enable us to deliver this, including:
  - work with the Mayor to ensure the Affordable Homes Programme is funded to deliver the biggest boost in social and affordable housing for a generation.
  - long-term, system-wide revenue and capital funding for housing-related support and supported housing
  - invest in a significant expansion of housing-led pathways for individuals with the highest needs.

## The opportunity in London – and what is holding us back

In partnership with boroughs and the voluntary sector, we have taken important steps in recent years to deliver rapid and sustainable routes off the streets.

- **The 2018 Plan of Action set out a framework for building a responsive network of services, which have succeeded in getting more people off the streets than ever before.** These essential services include No Second Night Out hubs, which operate across London. These deliver essential assessment and reconnection services for people who have recently started sleeping rough. We have delivered specialist interventions for groups who face barriers to mainstream offers, such as immigration advice and support, and specialist mental health services to ensure – wherever possible – that everyone has a route off the streets.
- **We continue to deliver one of the UK's pioneering rapid rehousing schemes, providing one-bed or studio flats alongside support.** The Clearing House acts as a point of coordination for a partnership of over 40 housing associations and many rough sleeping services. This partnership provides access to over 3,500 earmarked one-bed flats at social rent levels. Over 2,000 people with a history of rough sleeping are supported at any one time by keyworkers, with 98 per cent<sup>46</sup> retaining their accommodation.
- **We have scaled up tenancy sustainment support for people moving into the PRS.** We have commissioned a pan-London PRS Tenancy Sustainment Team, currently delivered by Thames Reach and the Single Homeless Project, to provide transitional support to people formerly sleeping rough who are moving into the PRS, and do not have an alternative support offer when moving in. An evaluation found effective move-in support, low evictions and tenancy abandonments and no return to rough sleeping, with more than 97 per cent of clients sustaining their tenancy at three and six months.

But despite these initiatives, we are held back by severe challenges. These are limiting the stock of affordable, sustainable accommodation for people to find routes away from the streets:

- **There are not enough affordable 'move-on' housing options in the PRS, and social housing remains out of reach.** A lack of affordable private rented or social homes is putting extreme pressure on rough sleeping accommodation services, who cannot move people on, limiting their capacity to take new referrals. Only 5 per cent of homes in London are affordable on Housing Benefit.<sup>47</sup> This leaves people locked in inappropriate short-term accommodation, or stuck in hostels, limiting bed spaces for people newly coming off the streets. Without improved affordability in the PRS, and an expansion of social housing, services will struggle to meet demand.

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<sup>46</sup> Data taken from GLA monitoring of contracted tenancy sustainment services during 2024-25.

<sup>47</sup> London Councils, [Private rented housing supply in London](#), 17 October 2024

- **There are not enough tenancy sustainment services to support people into independent living.** For many who have experienced rough sleeping, sustaining a tenancy is the next big challenge. Despite examples of good practice, in a context where boroughs' housing-related support funding has eroded, there is not sufficient resource to support new or existing tenants with paying bills, securing financial stability through benefits, and retaining accommodation. This can also reduce the likelihood of landlords letting to people who have moved on from rough sleeping.
- **People are being inappropriately placed in hostels due to insufficient access to specialist supported housing.** Hostels and supported accommodation provide vital routes off the streets, but currently struggle to move people on due to insufficient specialist provision for those with serious health and social care needs. This is leading to poor allocation of resources, and inappropriate placements, leaving people at risk of returning to rough sleeping. At the same time, there is a need to ensure that welcome changes to better regulate the care, support and supervision provided within supported housing do not inadvertently further reduce routes off the streets.
- **Rising numbers are 'living on the streets' with complex needs.** While we have supported people with lower needs off the streets quickly, people who face severe and multiple disadvantage – including mental ill-health, substance use, and complex trauma – are not getting the support they need. A fifth of people seen rough sleeping in 2023-24 had also been seen rough sleeping the previous year. Quarterly data from 2024-25 indicates that the number of people living on the streets is increasing.<sup>48</sup> Inappropriate accommodation, along with a lack of specialist substance use treatment, adult social care, and mental health support, hold back efforts to meet these needs. Outreach capacity is increasingly taken up with new referrals, which limits their capacity to support people who may refuse or be unable to engage with support offers.

### **Service spotlight: Rough Sleeping and Mental Health Programme (RAMHP)**

The Rough Sleeping and Mental Health Programme (RAMHP) was set up to help people with mental health needs, who are sleeping rough, take a vital step towards a better quality of life by supporting access to mental health services. An evaluation of the RAMHP pilot found that the services were flexible and personalised. Over 70 per cent of people who received support from RAMHP were not seen rough sleeping again within 12 months of discharge from the service.<sup>49</sup>

As they are locally co-designed, all the RAMHP teams are slightly different; but they share some key features. All have elements of an assertive outreach model of service delivery, and focus on navigation and advocacy with a small caseload. Partnership working with

<sup>48</sup> CHAIN, [Quarterly Report: Greater London October – December 2024](#)

<sup>49</sup> GLA, [Briefing on the Mayor's "Life of the Streets" rough sleeping services 2023-24, 2024](#)

street outreach agencies is the main referral route; and they undertake cross-borough working, recognising that people sleeping rough often move across boroughs. The teams are multi-disciplinary and take a trauma-informed approach.

## **Goals and actions to deliver rapid, sustainable routes off the streets by 2030**

To provide rapid, sustainable routes off the streets for everyone at risk, we will build on our successes, and work with partners, to take a comprehensive approach to addressing the barriers too many people face to short and long-term accommodation and tailored support.

We will also deliver outreach and specialist services capacity for individuals who face barriers due to mental health or substance use. We want to continue delivering the supported and independent housing people need to exit rough sleeping. We will also continue to ensure that we build capacity to deliver specialist routes off the street, tailored to the needs of individuals.

### **Goal 4: Deliver the right mix of supported, specialist and independent housing to meet diverse needs to end rough sleeping.**

We cannot end rough sleeping without supported housing and homes for social rent. Through the Affordable Homes Programme, the Mayor will continue to directly fund delivery of new homes, for both general needs social rent and specialist supported housing provision. Funding is currently available for homes starting on site up to March 2027.

In addition to continuing to deliver the social rent homes London needs, we will undertake proactive drives to maximise the specialist housing pathways and 'move-on' housing Londoners need to exit rough sleeping for good.

*Action 7: Lead a new 'Homes off the Streets' programme, to provide long-term housing solutions and support to help people move on from hostels or away from the streets. This starts with funding the repair of 500 empty social homes in need of refurbishment, for people at greatest risk of rough sleeping.*

We will deliver a dedicated capital programme to refurbish and repair empty social homes to bring them up to standard for use in this scheme. We expect this will deliver up to 500 additional homes for people sleeping rough, in hostels, or at greatest risk of rough sleeping.

We will build on the legacy of our successful Clearing House scheme, and bring these new homes into the model. We will reform this approach, to provide a suite of different tenancy sustainment and support offers depending on people's support needs. We will aim to provide a mixture of rapid rehousing and long-term options for Londoners to rebuild their



lives – without the need for a local connection – and prioritise supporting move-on from emergency accommodation and hostels as well as moves direct off the streets.

We will invest additional funding for support costs for this scheme, to provide Tenancy Sustainment Schemes to support people settle into new accommodation, providing support with bills, life skills, and access to training and employment. We will continue to deliver access to housing and support through projects funded by the Rough Sleeping Accommodation Programme and Single Homeless Accommodation Programme.

*Action 8: Improve access to accommodation with support, including coordination and move-on from hostels, shelters, and off the street, by unlocking access to the PRS and increasing specialist supported housing options.*

We will aim to address the issue of people being stuck in inappropriate or short-term accommodation, with a strengthened focus on unlocking move-on options, including specialist supported housing and the PRS.

We will keep under review the impact of the Supported Housing Regulatory Oversight Act and associated regulations, and the anticipated Renters' Right Bill once it passes into law, to understand its impact on the supply of safe, secure, and affordable supported and private rented accommodation in London to meet our goals to end rough sleeping. Through our partnership with London Councils, we will explore a city-wide approach to supported housing, including considering how best to understand the need for different types of supported housing across London.

We will identify, and support responses to, the barriers to move-on in hostels. This will include sharing learnings from our Resettlement Support Team pilot, to understand role that expert teams can play in supporting people moving-on from hostels into more suitable accommodation. This work will support hostels to maintain sufficient capacity to provide shorter term pathways out of rough sleeping.

We know that skills and employment training is crucial to chances for move on, so we will identify opportunities to support people into the workforce and build recovery. Under the London Growth Plan, our Inclusive Talent Strategy will build on success and learning from existing initiatives to break down barriers to learning and work and coordinate support. This will include improving the accessibility of ESOL (English for Speakers of Other Languages) provision for Londoners facing additional barriers, including those who have experienced homelessness or rough sleeping.

We will test and scale interventions that increase access to the PRS, identifying landlords who are willing to let to people on housing benefit, and providing support with deposits. This includes funding, alongside government, the London Lettings Network – an online portal listing properties in London that accept Housing Benefit, and are affordable for people who have experienced homelessness and used Night Shelters. The scheme has supported people accessing PRS accommodation, by covering the cost of rent in advance and deposits.

**Goal 5: People with health and support needs, and who face additional barriers to accommodation, are provided with tailored support off the streets.**

Effective outreach is a crucial tool to making rough sleeping brief, particularly for people with the most significant needs. However, at present too many outreach teams are having to respond to failures elsewhere in the system. They do not have the capacity to get to know, build trust with, and provide specialist support for, people who are stuck sleeping rough.

By targeting our wider efforts at prevention, we will aim to ensure outreach has the resources to prioritise individuals with the highest needs, who turn down or are unable to accept support offers. This will aim to ensure the right intervention for the right person; and make the most efficient use of outreach capacity, while working closely with partners in health, social care, and enforcement agencies.

*Action 9: Undertake a review of outreach provision in London to ensure it better supports people with the highest needs on the streets.*

We will work with partners to review the principles of outreach and off-the-streets service practice; and explore how we can focus activity on Londoners sleeping rough with the highest needs. We will also ensure the principle of the 'right intervention for the right person'. This review will explore how to build the conditions for joined-up mental health, substance use, and social care support. This work can focus on supporting individuals who cannot accept offers of support; and on exploring opportunities for integrating outreach working across wider geographic areas, where appropriate. This will enable economies of scale and more effective inter-agency working.

In this review we will explore the conditions for ensuring culturally competent support for people moving into stable accommodation – for example for people from the Roma community who are sleeping rough in London, and the organisations working with them.<sup>50</sup> It will also cover adaptations in response to learnings from the Women's Rough Sleeping Census, led by partners in the voluntary sector, to better identify women who are more 'hidden' from existing outreach.

We will work with all partners, including enforcement agencies, to ensure that all Londoners, including those who sleep rough, are protected from anti-social behaviour, exploitation and modern slavery.

Mental health, substance use and social care services play a key role in supporting individuals with issues related to co-occurring physical and mental health, substance use, and complex trauma. We will build on progress in recent years, working with these partners to deliver outreach and navigator services for people with the highest most significant needs. This work will support efforts to ensure they can access the treatment, accommodation, and other support they need, aligning support with outreach.

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<sup>50</sup> St Mungo's/Mayor of London, [Supporting people from the Roma Community who are rough sleeping](#), 2022

This will include sharing learnings from our Enabling Assessment Service London, through which mental health practitioners support access to treatment and accommodation, working in conjunction with outreach teams and other partners, and we will ensure the London Navigator Team is resourced to continue to provide ongoing support. We will also explore how stronger coordination and integrated funding, such as the Better Care Fund, may be able to support this type of work, and work with partners to ensure individuals with co-occurring mental health and substance use issues can access the treatment, accommodation, and other support they need. We will also work with partners, to ensure that there is sustainable detoxification and stabilisation provision in line with needs in London.

*Action 10: Add specialist capacity for routes off the streets to better meet the needs of individuals who face barriers due to their nationality, sexuality, age, gender or other characteristics.*

The routes off the streets open to certain groups who are sleeping rough – such as migrants, veterans, young people, people from the LGBTQIA+ community, Black and Minority Ethnic individuals, and women – can be limited unless specialist support is provided at a pan London or sub-regional level.<sup>51</sup> We have learnt a lot about providing specialist support for people who face these barriers in recent years, including the importance of taking an intersectional approach that recognises the overlapping barriers people face. We will aim to learn more, through working with our GLA Lived Experience Advisory group to explore peer-led research looking at barriers to service access, and how to deliver our inclusive principles in practice. This includes considering the impact of gender and race on access to services.

We will continue to prioritise specialist interventions for groups who face additional barriers to accommodation and support, where borough-led commissioning is not the most appropriate tier to deliver impact. This includes resourcing specialist support for migrants, such as the Migrant Accommodation Pathways Support Service which provides specialist advice and emergency bed spaces in supported settings to support migrants towards a sustainable route off the streets in the UK or in their country of origin.

We will continue to support targeted interventions for groups who face additional barriers such as sexuality, age and gender. This work will build on learnings from our funded initiatives such as Anira House (which provides housing for those of the LGBTQIA+ community who are experiencing homelessness) and the Pan-London Youth Hub (which prevents, and offers support away from, rough sleeping among under-25s through its model of holistic, youth-focused support).

We will ensure that we support victims and survivors of domestic abuse, who may be at risk of rough sleeping, through ensuring the delivery of the Mayor's Domestic Abuse Safe Accommodation Strategy and commissioned services is coordinated with implementation of this Plan of Action.

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<sup>51</sup> Crisis, [Where do I belong? Where is home? – Experiences of racism and homelessness](#), October 2024; Solace Women's Aid, [First National Census of Women Sleeping Rough](#), May 2024; Gov.uk, [Lesbian, gay, bisexual and transgender people's experiences of homelessness](#), 27 September 2024

### Service spotlight: London Navigator Team

The London Navigator Team (LNT) provides support to individuals from the Target Priority Group (TPG) cohort who may not have an identified connection to any one London borough and/or are very transient, sleeping rough across multiple different boroughs in the capital. The team provides ‘through-care casework’ supporting people from the street, through emergency or temporary accommodation placements in to settled housing. The Safety Net line is an important part of the through-care approach, by providing various tiers of intervention for people on the cusp of graduating or those who have graduated from the LNT caseload, who may be at risk of returning to the streets. In 2023-24 the service was expanded to develop a housing-led response, accommodating and supporting people in ring-fenced housing association properties.

The use of personalised budgets, access to long-term accommodation, and partnership working with other services (such as housing options, drug and alcohol, social services, mental health, and offending), ensures that people are provided with suitable accommodation alongside the wraparound support they need. As a consequence, this reduces the risk of returning to the streets. However, ongoing challenges in other parts of the system mean there is insufficient suitable accommodation and support available to meet the needs of the entire TPG cohort.

### Action needed from government to back this approach

Investing in affordable housing and social homes, alongside a long-term funding framework for supported housing, will provide the foundations upon which London can deliver swift, sustainable routes off the streets – alongside retaining sufficient resources for crisis services on the streets.

- **Ask 6: Work with the Mayor to ensure the Affordable Homes Programme is funded to deliver the biggest boost in social and affordable housing for a generation.** London welcomes the recent announcement of the £2bn bridge funding for the current Affordable Homes Programme; and urges the government to increase capital funding through the next Affordable Homes Programme. Rent convergence and an improved long term rent settlement are also essential to enable London boroughs to recapitalise the social housing sector. Sufficient funding for capital costs of supported housing and acquisitions should be included within this.
- **Ask 7: Long-term, system-wide revenue and capital funding for housing-related support and supported housing.** This should replace the current approach of short-term pots for specific cohorts and will enable us to better prevent and relieve homelessness for single people with a support need through commissioning more supported accommodation and floating support. This could be allocated based on a robust assessment of needs, and administered through governance arrangements to be developed and agreed by the GLA, London Councils and boroughs.

London is already organising itself to do things differently, and make the shift to prioritise long-term and sustainable housing pathways to end rough sleeping. But we cannot do this alone. Alongside fixing the root causes, there is an opportunity to back our intention to prioritise a housing-led approach to ending rough sleeping.

- **Ask 8: Invest in a significant expansion of housing-led pathways for individuals with highest needs.** The Mayor's Homes off the Streets programme, supported by government, will unlock up to 500 additional homes facing the greatest risks associated with rough sleeping. With a combination of capital and revenue funding from government, we could double the size of a remodelled Clearing House scheme, to unlock vital capacity from emergency accommodation and hostels, and save considerable costs from public services who currently support this cohort.<sup>52</sup> This would provide tenancy sustainment for another 3,500 homes; 400 of these would be for Londoners with the most serious and complex support needs. We would explore new approaches to tenancy sustainment as part of the model, such as a befriending scheme, where volunteers can help to address isolation and loneliness among people coming off the streets.

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<sup>52</sup> MHCLG, [Evaluation of the Housing First Pilots: Cost Benefit Analysis – Final Report](#), October 2024

## Conclusion

No one should face the injustice and indignity of a night on the streets. This Plan of Action sets out how a new partnership can, and will, end the scandal of rough sleeping by 2030.

By joining up services across London, focusing on prevention, and delivering more rapid and sustainable routes of the streets, we can start to reform how we respond. Our new interventions aim to break the vicious cycle of rising rough sleeping.

But tackling the root causes of rough sleeping and homelessness can only be achieved in partnership with government, and with sufficient investment. We have a unique opportunity to seize the joint commitment of partners and all levels of government behind this goal – and create a London free from rough sleeping by 2030.

## Appendix – Call for evidence analysis

The GLA undertook several forms of engagement with Londoners, the sector, and people with lived experience of rough sleeping. This aimed to gather views on how the Rough Sleeping Plan of Action should be developed to end rough sleeping by 2030. Engagement with Londoners took place in three main ways:

- Call for Evidence: 98 questionnaire responses from those working in the sector including local authorities, homelessness organisations, health services, housing providers and other organisations working with people experiencing rough sleeping – for example, criminal justice and migration.
- Talk London Survey: 1,037 online survey responses from a cross section of Londoners.
- GLA Rough Sleeping Plan of Action Steering Group: 11 people with a broad range of perspectives and many years of lived, volunteered, and worked homelessness experience.

### Talk London Survey

Londoners provided 1,037 responses to the Talk London survey on the Rough Sleeping Plan of Action. The survey sought to understand Londoners' housing priorities and understand what 'ending rough sleeping by 2030' means to them.

- Over a quarter of respondents (27 per cent) said that reducing rough sleeping should be the top housing priority in London, higher than increasing affordable renting, increasing landlord regulation, and supporting first-time buyers
- Almost all respondents (97 per cent) were either very concerned or somewhat concerned about the amount of rough sleeping in London
- When asked to complete the sentence, "Ending rough sleeping in London would mean..." respondents included:
  - ...treating people with dignity
  - ...fewer people die while living on the streets
  - ...no one rough sleeping, and
  - ...everyone has their basic needs met and has a safe and secure place to call home.
  - ...a better, fairer and more equal city for everyone – living in a city that is caring and compassionate
  - ...addressing the root causes, such as the housing crisis
- When asked about the relationship between begging and rough sleeping, public perception is that there is a significant overlap between the two experiences:
  - 35 per cent of respondents felt that most or all people begging on the street are rough sleeping, with 26 per cent think that half of the people begging are rough sleeping;
  - 39 per cent felt that most or all people sleeping rough are begging, while 20 per cent think that half of the people rough sleeping are begging.

There were 226 comments across the two discussion groups (“Help end rough sleeping in London” and “Ending rough sleeping in London by 2030”).

The themes highlighted below are organised in order of priority in the comments. Each of these themes was raised in a minimum of 10 comments, with the most common theme, mental health, mentioned in over 20 different comments.

Key themes included:

- **Mental health:** mental health support was highlighted as key to addressing rough sleeping, both in terms of preventing rough sleeping, but also in relation to supporting people off the streets.
- **Utilising empty homes and buildings:** several comments suggested utilising empty homes to accommodate people experiencing rough sleeping.
- **Addressing the root causes and prevention:** addressing the root causes of rough sleeping was a common theme in the discussion groups. Issues such as rising rents, no- fault evictions, low pay, lack of social housing, underfunded health services including mental health and substance use support, and cuts to youth programmes were highlighted as particular issues.
- **Education, training and employment:** a number of comments highlighted the importance of employment and skills in their feedback. The vicious circle of needing a job to be able to afford housing and needing somewhere to live to be able to work effectively was highlighted as an issue.

Over half of respondents to the Talk London survey believed that the Mayor could make a big difference to ending rough sleeping, whilst others highlighted the crucial role of central government in supporting London to end rough sleeping (77 per cent of respondents believed the government could make a big difference to ending rough sleeping).

## Rough Sleeping Plan of Action Call for Evidence

The Mayor’s Call for Evidence for the Rough Sleeping Plan of Action received 98 responses from across the sector, including from the voluntary and community sector, government departments, London boroughs, and statutory partners.

- 71 per cent of respondents agreed that to achieve the Mayor’s ambitious goal of ending rough sleeping by 2030, the Mayor must coordinate partners across London behind a shared understanding of the causes, challenges and solutions required to end rough sleeping.
- 71 per cent of respondents agreed that ending rough sleeping in practice needs a set of functional measures that capture progress towards this goal.
- 77 per cent of respondents agreed that the priority areas for action to end rough sleeping are:
  - **Preventing rough sleeping** - supporting ‘upstream’ interventions to stop someone sleeping rough in the first place
  - **Making rough sleeping as brief as possible** - providing everyone with an immediate route off the streets



- **Stopping people returning to rough sleeping** - providing sustainable accommodation and ongoing support.

53 per cent of respondents would support the greater use of subregional structures within the rough sleeping sector in London, with only four per cent of respondents stating that they would not support the greater use of subregional structures. Respondents supportive of subregional structures referred to several benefits for the sector, including:

- streamlined communication and decision-making
- better targeted services and resource allocation
- ability to achieve greater economies of scale and value-for-money in the delivery of rough sleeping services.

Comments from respondents who answered “no” or “maybe” referred to the need for careful implementation, clear coordination, and adequate resources to deliver greater sub-regional working. Some respondents referred to differences between local authorities which could hinder collaborative working.

## **Strategic leadership to end rough sleeping**

Respondents from all sectors were supportive of greater action from the Mayor and the GLA in ending rough sleeping and highlighted the following areas as benefitting from the GLA’s leadership:

- Convening agencies and partners from across different sectors
- Fostering partnerships and coordination across London
- Enabling the sharing of data, benchmarking, and good practice
- Undertaking a gap analysis of rough sleeping services in London
- Supporting the standardisation of processes and the development of innovative solutions
- Making the case for policy change and facilitating dialogue with central government
- Sharing learning from other cities, including global comparators and England’s combined authorities.

Responses showed support for the Mayor’s ambition to improve governance and commissioning in London and referred to the need to take a “systems-wide” approach.

Several respondents highlighted the need for integrated data systems and better data-sharing across different services such as rough sleeping, homelessness prevention, adult social care and health, and the criminal justice system. Many respondents from the voluntary and community sector referred to the need for data processes which capture the needs of specific groups including women and non-UK nationals, such as the Women’s Rough Sleeping Census. Some respondents also suggested that the GLA could utilise data and evidence to establish a knowledge base of training, good practice, and sector forums.

Respondents, particularly local authorities, noted that to end rough sleeping by 2030 there must be a “long-term, multi-year funding” provided to London by central government for

both prevention and rough sleeping. They also noted that, where appropriate, “pooling budgets” across London could address “fragmented and disjointed funding and services”.

Respondents also highlighted that increasing the available of affordable social and PRS housing in London would be key to ending rough sleeping.

## **Preventing rough sleeping wherever possible**

Through the Call for Evidence, respondents supported the Mayor’s view that to end rough sleeping, partners across London must focus on prevention to stop Londoners from arriving on the streets. Respondents commented on the current “lack of preventative interventions” due to the need to “focus on emergency response”.

The sector corroborated the Mayor’s assessment of the need for further support for people at imminent risk of rough sleeping and without somewhere safe to stay at night.

Respondents stated that these prevention interventions should include:

- Data sharing and predictive tools
- Roll out of a “No Wrong Door” approach
- Immigration advice
- Eviction prevention and tenancy sustainment
- Support with accessing substance misuse and mental health services
- Support with financial hardship, employment, and welfare benefits

Respondents noted that the work of the Mayor and partners to prevent Londoners from sleeping rough must be accompanied by “welfare reform” and an aligned national policy agenda. Respondents highlighted the following limits on welfare benefits and wider support which may hinder efforts to end rough sleeping in London:

- The Shared Accommodation Rate, and its impact on under 35s
- The limited availability of Legal Aid
- The impact of some migration policies on non-UK nationals, including No Recourse to Public Funds

Respondents to the Call for Evidence also echoed the importance of targeting prevention for marginalised groups including young people and those leaving institutions such as hospitals, asylum accommodation, and prisons. Several respondents highlighted the need to strengthen the duty-to-refer process as key to preventing rough sleeping for those leaving these settings.

## **Providing rapid and sustainable routes off the streets**

Respondents showed support for the Mayor’s commitment to deliver long-term housing solutions to support people to move on from hostels, with two local authority respondents referring explicitly to the need for London to “acquire more suitable off the streets rapid accommodation”.

Respondents to the Call for Evidence also highlighted the need for further accommodation and support provision for specific groups including women, young people, LGBTQIA+ Londoners, prison leavers, non-UK nationals, and those with complex needs.

Several respondents from the voluntary and community sector, local authorities, registered social landlords, health and the criminal justice system all referred to the need for specialist accommodation services for women, including women with complex needs, black and minoritised women, women with experience of the criminal justice system and women-only spaces within more general accommodation provision.

Some voluntary and community sector, local authorities, and registered social landlords highlighted the need for specific accommodation and support services for LGBTQIA+ Londoners. One respondent referred to the need for “tailored outreach” for LGBTQIA+ Londoners, and another respondent referred to the need for commissioners to work more closely with ‘grassroots’ providers to better understand the needs of this group. The need for safe spaces and “inclusive and non-discriminatory care” was also identified as necessary to preventing and relieving rough sleeping for this group.

A number of voluntary and community sector respondents noted that ending rough sleeping by 2030 will not be possible without targeted interventions to prevent and end rough sleeping for non-UK nationals. Issues highlighted by these respondents include a lack of bedspaces across London for non-UK nationals without recourse to public funds, the need to expand accommodation pathways for this group, and the need to embed immigration and welfare advice within these services.

Respondents across all sectors referred to the need for appropriate support and accommodation options for individuals with complex or multiple needs. Two respondents referred to the need for immediate routes of the streets for those with complex needs, including the provision of “health beds” and “health navigators” to support people with experience of rough sleeping who have been discharged from hospital. Several respondents referred to the need for multi-agency and multi-disciplinary working between local authorities, the voluntary and community sector and health services to ensure staff working with individuals with complex needs have the necessary skills and resources to support this group.

Many responses highlighted the importance of intersectionality when considering how best to provide accommodation and support services for these groups.

## **Rough Sleeping Plan of Action Lived Experience Advisory Group**

The Mayor is committed to supporting a strategic and evidence-led approach to ending rough sleeping which harnesses people’s lived experience of rough sleeping. To develop the Rough Sleeping Plan of Action, the GLA established a Rough Sleeping Plan of Action Lived Experience Advisory Group of 11 people with a broad range of perspectives and many years of lived, volunteered, and worked homelessness experience.

The Advisory Group met six times, exploring priority areas for the Plan of Action, areas of good practice, and gaps in existing funding, services, and support. As the strategic priorities within the Plan of Action are developed and implemented, the Advisory Group will continue to meet to provide the GLA with guidance and oversight.

## **Strategic leadership to end rough sleeping**

Discussions held by the Advisory Group were supportive of the Mayor's ambition to provide strategic leadership and systems change to enable a consistent, clear, and appropriate offer to Londoners at risk of homelessness and rough sleeping.

Advisory Group members referred to the importance of a 'No Wrong Door' approach to end the "postcode lottery" of rough sleeping services and the need to improve information available to Londoners experiencing rough sleeping.

The Advisory Group also expressed support for improving the use of data, and enabling data sharing between organisations, including boroughs, charities, and the NHS, to identify unmet need and prevent people experiencing homelessness from having to re-tell their stories.

Members of the Advisory Group also emphasised the importance of establishing accountability and oversight to ensure shared actions and initiatives are implemented, and as outlined above, the Advisory Group itself will have an ongoing role in providing oversight and advice on delivery.

## **Preventing rough sleeping wherever possible**

The Advisory Group offered a range of guidance on how rough sleeping prevention could be improved.

The Advisory Group highlighted the need for support to be made available 24/7 to people at risk of rough sleeping and were in favour of the Mayor's proposed network of Ending Homelessness Hubs. This proposed network will provide assessment and support to individuals who the Advisory Group noted do not "keep the same hours as people who are housed or working a regular job".

The Advisory Group also emphasised the role of the voluntary and community sector, faith groups, and local authority services in providing crucial information to people at risk of rough sleeping and that plans to end rough sleeping should make use of the "trusted relationships" existing within these settings. The Advisory Group also encouraged a movement away from "service information [being] kept 'inside' of services" and suggested that information regarding homelessness and rough sleeping services should be clearer and more accessible. This including providing information in public spaces such as tube stations, or via an app.

People leaving institutions at risk of rough sleeping, particularly those leaving criminal justice settings and those with experience of the care system, were highlighted by the Advisory Group as cohorts requiring specific support. The Advisory Group were clear that

individuals who have previously been in contact with statutory services should be clearly signposted to housing and support services prior to leaving institutions.

### **Providing rapid and sustainable routes off the streets**

The Advisory Group stressed the importance of safe and appropriate accommodation and support in enabling the long-term prevention of rough sleeping.

Members of the Advisory Group referred to longer-term accommodation options and support, such as the Housing First model and rapid rehousing, as their “first priority” when seeking to end rough sleeping. The Advisory Group also highlighted the need for longer-term accommodation options to be near to individuals’ existing networks and highlighted the opportunity to work with private sector landlords to identify additional accommodation.

With regards to hostel accommodation, members of the Advisory Group emphasised the need to improve standards and ensure emergency accommodation options were psychologically informed environments. The intersection between employment, welfare benefits and housing was also identified by the Advisory Group as a barrier to greater independence and move-on for people living in hostel accommodation. The Advisory Group shared examples of best practice where Department for Work and Pensions staff provide guidance within hostel accommodation and support services are able to offer advice on rent arrears and debt.

The Advisory Group were strongly supportive of action to work with boroughs to remove the need for verification as a condition of accessing homelessness and rough sleeping services. Members of the Advisory Group noted that the current requirement for verification disadvantages those who are more likely to be “hidden homeless” including women, young people, or people with disabilities, and that removing this requirement would enable wider access to services. The Advisory Group also noted that removing the verification requirement would help to build trust between those that are experiencing rough sleeping and outreach services.

Several members of the Advisory Group showed support for adding specialist capacity for routes off the streets to meet the needs of individuals who face barriers due to their nationality, sexuality, age, or gender. The Advisory Group highlighted women, victims/survivors of domestic abuse, members of LGBTQIA+ communities, and those for whom English is a second or foreign language as cohorts who face additional barriers and may require safe spaces or tailored access to support.

## Glossary

**Asylum Move On Liaison Officer:** an Asylum Move On Liaison Officer supports individuals granted asylum in the UK in the transition from government-funded accommodation into mainstream society with support in accessing services relating to housing, health, and employment.

**Clearing House:** Clearing Housing acts as a point of coordination and liaison for a partnership of over 40 housing associations and many rough sleeping services. The partnership provides access for people with a history of rough sleeping to over 3,500 earmarked one-bed flats at social rent levels.

**Combined Homelessness and Information Network or CHAIN:** CHAIN is a database that holds information about people sleeping rough in London, which is provided by outreach teams and other rough sleeping services across the capital. The database is used by services as a tool to inform and record the work that they do with their clients and their outcome.

**Ending Homelessness Accelerator Programme:** the London Ending Homelessness Accelerator Programme is driving collaboration and innovation across the city to accelerate efforts to end homelessness in all its forms and enable a systemic turn to prevention.

**Floating support:** floating support is housing-related support that enables individuals to maintain independent living, but which is not tied to a specific property or location.

**Homelessness Prevention Grant:** the Homelessness Prevention Grant is funding provided by the government to local authorities to prevent and relieve homelessness in their local areas.

**Housing Benefit Subsidy:** Housing Benefit Subsidy is the financial support provided by the government to local authorities to enable them to cover the costs of administering and paying out Housing Benefit. For residents in temporary accommodation, the amount of Housing Benefit local authorities can claim is capped at 90 per cent of 2011 LHA rates which results in a shortfall between temporary accommodation costs and the funding local authorities receive to meet these costs.

**Housing First:** Housing First is a homelessness intervention that prioritises providing people with immediate access to stable, permanent housing and providing support services once the person is housed.

**Legal aid:** legal aid is a system of public funding to help individuals cover the costs of legal advice, representation in court, and family mediation, particularly for those who cannot afford to pay for support.

**Life Off the Streets:** Life Off the Streets is the Mayor's existing programme to provide a sustainable route off the street for every person rough sleeping in London. The programme was previously overseen by the Life Off the Streets Executive Board which was jointly chaired by the GLA and London Councils.

**Local connection requirement:** a local connection requirement is a condition for entitlement to homelessness support from a local authority based on whether a household has lived in the local authority, works in the area or has family living in the area.

**Local Housing Allowance:** Local Housing Allowance sets the amount that private renters receive in welfare benefits to help with their rent.

**No First Night Out principle:** the No First Night Out principle refers to the intention to prevent an individual from rough sleeping by providing prevention support to those at risk of homelessness.

**No Second Night Out:** An assessment and reconnection service for people who have recently started sleeping rough. They are supported to access the service by outreach teams, and once at No Second Night Out they spend time with specialist staff who will assess their situation and find the best options available to them.

**Priority need:** priority need is a threshold above which local authorities are required to provide more support to an individual who is homeless or threatened with homelessness. Individuals who always have priority need include those who are pregnant, those who are homeless due to domestic abuse, and those aged 18 to 20 who were in care when 16 or 17.

**Rapid Response service:** Rapid Response Outreach is an outreach service which focuses on rapidly responding to StreetLink referrals for people sleeping rough, and providing a consistent response across London to find people as quickly as possible when they need support.

**Shared Accommodation Rate:** the Shared Accommodation Rate funds people under 35 who are single and without children to rent a single room in a house or flat in their local area at the 30<sup>th</sup> percental of local rent costs for this type of accommodation.

**Somewhere Safe to Stay hubs:** Somewhere Safe to Stay hubs provide emergency accommodation to support people who have no alternative but to sleep rough.

**Strategic Insights Tool (SIT):** This provides a clearer view of rough sleeping in local areas through 'probabilistic matching' to pick up the same person across different data sets and merge it into one single record or 'journey'. Different journeys are then aggregated and displayed within the tool through various user-friendly visualisations. This aims to ensure that data is safely and securely anonymised, while providing insight into rough sleeping journeys across the many different parts of homelessness and rough sleeping systems.

**StreetLink:** StreetLink enables members of the public to tell specialist outreach teams about people they have seen sleeping rough, ensuring that people are linked with support as quickly as possible.

**Supported housing:** supported housing is accommodation provided alongside support, supervision, or care to help people live as independently as possible.

**Supported Housing Regulatory Oversight Act:** the Act makes provision about the regulation of supported housing and local authority oversight and enforcement powers of supported housing.

**Tenancy sustainment teams (or TSTs):** TSTs provide floating support for former rough sleepers who have moved into homes via the Clearing House.

**Temporary accommodation:** A type of housing provided by local authorities to households experiencing homelessness which includes options such as B&Bs, hotels, hostels or council properties.



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