

**Review of cold
weather SWEP and
winter services in
London 2017/18**

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EXECUTIVE SUMMARY

During the winter of 2017/18, those sleeping rough on the streets of London faced one of the coldest prolonged periods for decades, including significant snowfall and sustained sub-zero daytime temperatures. Under these extreme conditions, and through the implementation of the Severe Weather Emergency Protocol (SWEP), thousands of volunteers and hundreds of members of staff ensured that countless people were offered shelter and, in many cases, supported to leave rough sleeping behind permanently.

This report sets out a careful review of qualitative and quantitative data from a range of sources reflecting the response to these extreme conditions during winter 2017/18. This review indicates that unprecedented need was met with overwhelming action from a broad range of organisations and Londoners. However, it demonstrates that there was insufficient local SWEP provision planned to meet the scale of need, and the location and nature of provision (both local and pan-London) were significant barriers to some individuals accessing shelter. The ways in which services were coordinated and accessed and information communicated (to both those sleeping rough and the Londoners seeking to assist them) require improvement.

In light of these opportunities for improvement, the aims of the recommendations set out in this report are to:

1. expand capacity;
2. improve access;
3. increase communication;
4. ensure lasting impact; and
5. coordinate approaches.

The detailed recommendations set out in this report, drawn up in partnership with key stakeholders, are divided into two areas: improving the SWEP service offer and expanding and improving non-SWEP winter service offers. The areas addressed are as follows:

1. Improving the SWEP service offer
 - a. Planning, roles and principles
 - b. Activation, coordination and access
 - c. StreetLink
 - d. Outreach
 - e. Pop-up triage hubs
 - f. Mental health
 - g. Lasting impact and casework
 - h. Recording
2. Expanding and improving non-SWEP winter service offers
 - a. Increase winter night shelter capacity
 - b. Ensure casework and lasting moves away from the street

c. Places of safety, signposting and information

These recommendations should be seen in the context of wider policies set out in the Mayor's Rough Sleeping Plan of Action and the London Housing Strategy. Some of the review's recommendations, such as pan-London SWEP activation and expansion of the 'In for Good' principle, are bold and far-reaching, with the intention of ensuring a response to rough sleeping that is both immediate and long-term. The report outlines additional efforts or resources that will be required from councils, the GLA and others in order to make these recommendations a reality, noting the significant public support for measures intended to address rough sleeping during extreme conditions.

The scale and impact of the response during winter 2017/18 demonstrates what can be achieved through partnership and when the dangers of rough sleeping are viewed as an emergency. The recommendations in this report build on this response and the Mayor's aim to provide every person sleeping rough with a route off the streets.

INTRODUCTION

Sleeping rough is dangerous under any circumstances, but during cold weather the negative health effects are even more severe and can pose a risk to life. Severe Weather Emergency Protocol (SWEP) is first and foremost a humanitarian response. It aims to prevent serious health impacts and deaths that could otherwise result from severe weather conditions, by providing temporary shelter from the elements at short notice. However, it is also an opportunity to support people sleeping rough off the streets for good.

This report presents the findings of a thorough review of SWEP and other winter provision for rough sleepers in London during the winter of 2017/18 – one of the coldest and most prolonged for decades (see methodology in Appendix 1). As well as highlighting the very significant successes, it identifies areas for improvement and sets out recommendations for future years' provision. Many of the high-level recommendations are also reflected in the Mayor's Rough Sleeping Plan of Action, published in June, which sets out the approaches, services and funding required to ensure that everyone sleeping rough in London has a route off the street.

The review considers the range of issues and factors involved in ensuring an appropriate service to rough sleepers during periods of severe weather, as well as how we can capitalise on this time to support people so that they do not return to the streets afterwards. These include forward planning, capacity, access and information. A key part of the review was to consider and clarify the roles played by the wide range of partners key to the effective coordination and provision of local and pan-London SWEP responses. These include London's councils and the GLA, as well as wider partners such as charities, community and faith-based groups, and Londoners.

With clear differences between areas of the capital in terms of the scale and nature of rough sleeping and the provision of services, it is inevitable that some of the recommendations set out in this document will be more applicable to some areas than others. Broadly speaking, some recommendations may be less relevant to councils in central London, where there is a greater concentration of services and where some systems already exist, than elsewhere.

The Mayor encourages all stakeholders, including the Government and London's councils, to implement the recommendations set out in this document next winter and beyond (as the GLA will be doing). This will contribute to meeting the Mayor's aim to provide an offer off the street for every person sleeping rough and support efforts to end rough sleeping altogether.

CURRENT CONTEXT

London's councils are the principal commissioners of year-round services for people sleeping rough in the capital, with the GLA funding additional services which make most sense on a pan-London level. Few services are seasonally specific, with the exceptions of SWEP and winter night shelters.

Broadly, SWEP involves councils and – in London - the GLA making available emergency shelter for rough sleepers when temperatures fall to freezing. In addition to SWEP, 39 winter night shelters operate in the capital, provided predominately by independent faith-based groups. Winter night shelters tend to open every night between December and March, regardless of weather conditions.

Homeless Link produces national guidance to local councils across the country regarding SWEP, but historically there was no London-specific guidance. However, this changed in autumn 2017, when the Mayor asked all councils to guarantee a minimum level of SWEP spaces (10 for inner-London councils, and five for outer), and agree to trigger SWEP on any single night that the temperature was forecast to drop to 0°C or lower. Previously, the trigger point for SWEP activation in London was nominally agreed to be whenever the Met Office forecast three or more consecutive nights of temperatures at or below 0°C.

By November 2017 all 33 councils had agreed to adopt the Mayor's proposals. This was a significant change in SWEP provision in the capital. The GLA's guidance, incorporating the above, was introduced with the intention that though it goes further than some aspects of the national guidance, councils in the capital should continue to incorporate the national best practice into their activities.

Most councils use a mixture of different types of shelter during SWEP, typically made up of voids and communal spaces in existing accommodation services, spaces in volunteer-led winter night shelters, and bed and breakfasts (B&Bs). In addition to the provision made available by each council, the GLA commissions a pan-London SWEP service, mainly based in No Second Night Out (NSNO) hubs, which is designed to provide shelter if local provision reaches capacity.

The scale of need for SWEP services has consistently risen in recent years, as the number of people sleeping rough in London has increased. This increase has included a large number of people from outside the UK who are unable to access accommodation services due to having no or uncertain recourse to public funds. Further information regarding rough sleeping numbers and demographics can be found on the London Datastore.

PART 1: REVIEW

1.1 WEATHER CONDITIONS AND ACTIVATION

There were six clearly defined SWEP periods during the winter of 2017/18, ranging in duration from two consecutive nights, to ten. The two longest SWEP periods were unusually long in comparison to recent years, as was the severity of cold weather, with significant snowfall and temperatures as low as -6°C and ‘feels like’ temperatures lower still. Also unusual was a period of sustained sub-zero daytime temperatures.

Although, as is usually the case, conditions varied slightly between different parts of the capital, with inner London often one or two degrees warmer than outer boroughs, all areas experienced severe conditions as described above, and minor variations did little to affect the need for SWEP.

SWEP activation

December							January						
Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
					1	2	31	1	2	3	4	5	6
3	4	5	6	7	8	9	7	8	9	10	11	12	13
10	11	12	13	14	15	16	14	15	16	17	18	19	20
17	18	19	20	21	22	23	21	22	23	24	25	26	27
24	25	26	27	28	29	30	28	29	30	31			

February							March						
Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat
				1	2	3					1	2	3
4	5	6	7	8	9	10	4	5	6	7	8	9	10
11	12	13	14	15	16	17	11	12	13	14	15	16	17
18	19	20	21	22	23	24	18	19	20	21	22	23	24
25	26	27	28				25	26	27	28	29	30	31

33 SWEP nights are shown in blue.

SWEP was in place across the majority of boroughs on 33 nights (and several days) during the period, and in at least one borough (and therefore pan-London) for 38 nights. In previous years, when provision was only activated when three consecutive nights of sub-zero temperatures were forecast, SWEP would have been active on 31 nights.

1.2 RESPONSE

Weather conditions during the multiple periods of SWEP over winter 2017/18 were extreme, but they were matched by an unprecedented response from all quarters – in a winter that was one of the coldest prolonged periods for decades. The evidence contained in the sections below focuses largely on areas that can be improved. However, it is important to recognise the excellent work of thousands of volunteers, many hundreds of frontline charity staff working in buildings and on the streets through the worst of conditions, and large numbers of council officers. Through these efforts, countless people were sheltered from life-threatening conditions, and many were supported to leave rough sleeping behind permanently.

MW was brought into pan-London SWEP by outreach workers at the end of February. He had been sleeping in a tent for about 6 months. MW spoke fondly of some of the experiences he had during this time but acknowledged that things recently had taken a dangerous turn; he had been badly beaten up, had his ID and paperwork stolen and due to his age and the cold his health was rapidly deteriorating. MW was very grateful to be out of the cold and indoors and engaged well with the service and the support plan that was created. He was moved into a room in the NSNO staging post to enable the team to continue to support him with a reconnection plan.

MW was born in Cheshire but grew up in South Africa where he had a family before returning to the UK in his forties after his marriage broke down. He had experienced depression and struggled with alcohol addiction from an early age. Returning to the UK these two issues deepened. Nonetheless, he had managed to settle in London and sustained an independent tenancy for over a decade with a partner. When this relationship ended he fell into a deep depression, resulting in rent arrears and homelessness, he made an attempt on his life and began a two year long rough sleeping spell.

Staff supported MW to register with a GP and address some health issues, they also applied for his birth certificate and helped set up a universal credit claim. He had not spoken to his Mum for three years and was encouraged to try calling which at the end of the second week he did; they had a conversation and he made plans to return 'home' to visit when he was settled.

In early March MW presented to his local authority with a member of staff. He was deemed to be in priority need and immediately offered temporary accommodation. He was also referred to the local authority's local lettings scheme, and shortly afterwards was helped to move into settled accommodation for the first time in three years.

In a number of cases, existing services, such as employment and training activities offered by day centres, had to be suspended as the spaces, staff and volunteers typically involved in their delivery were commandeered at short notice to provide SWEP.

1.3 COORDINATION AND PLANNING

Clarity of roles and responsibilities

One of the issues raised most consistently in the review was the absence in many councils of a single, clear point of coordination during SWEP. This often resulted in confusion over referral routes, and availability of spaces. Winter night shelter volunteers provided numerous examples of being left to call around services seeking SWEP spaces for guests that they were unable to shelter, rather than being able to refer to a council central coordinator.

Similarly, there was a lack of clarity regarding access to pan-London SWEP where individual services and groups of volunteers often attempted to access this option directly without first exhausting council options. This was, in some cases, compounded by a lack of understanding of the role of pan-London SWEP as an 'overflow' safety net provision for when all locally-arranged options are exhausted.

Planning

The plans developed by councils for SWEP in 2017/18 varied significantly in detail and nature, with some consisting of little more than a list of local shelters, whilst others ran to many pages and have been developed in iterations over several years. None had foreseen the scale of demand that materialised, and few, if any, included day-time provision. Although hundreds of additional SWEP spaces were sourced to meet these demands, this was not done in accordance with any pre-prepared plans.

Coordination

Where coordination and single referral points were in place, their existence was often not communicated to the voluntary sector and outreach teams. In addition, many council Housing Options out of hours services were not aware of SWEP activation and protocols, with outreach staff having to explain SWEP to housing options officers when attempting to secure shelter for people sleeping rough.

Anecdotal evidence from outreach teams, mainly in outer London, is that during SWEP a night shift could '*only ever hope to get two or three people into shelter, at best*'. This is because they typically spend several hours with each case, calling local councils' out of hours services and being passed around different contacts. By the time that someone has been found, agreed to accept shelter and a SWEP place confirmed, much of the night can be over, even when existing systems work as intended.

'[My biggest frustration was] being given numbers to call before accessing SWEP that are clearly office numbers for day staff. This happened in X [borough], where SWEP told us to call council first, at least three numbers, none of which responded as I believe they were day numbers.'

'AF', outreach worker.

Activation

The fact that all councils in London had agreed to the new 2017 activation guidance improved the consistency of activation relative to previous years, and clarity for those involved in providing and receiving services. However, there was still variation - with some areas not activating SWEP when they were expected to do so.

Services working across multiple areas, some where SWEP was active and others where it was not, experienced particular difficulties in supporting clients due to inconsistencies. This resulted in perverse situations whereby, for example, it was considered to be cold enough on one side of the street for SWEP activation, but not on the other.

Several councils opened SWEP more times or for longer periods than the minimum set out in the guidance. This was particularly the case where temperatures fluctuated either side of 0°C during the course of several days, and the decision was made to keep provision open for the whole period, rather than opening and closing intermittently. This was universally acknowledged as having a positive impact in terms of people accessing SWEP and the ability of services to plan. This highlights the importance of local flexibility to go beyond the minimum level of expected provision as necessary.

1.4 CAPACITY AND DEMAND

Winter night shelters

The number of non-SWEP beds available across 38 winter night shelters is believed to be roughly 600, with other less formal local projects likely to add to this total. In recent years several existing shelter projects have expanded using different models to effectively double their capacity in response to growing needs. Community and faith-based organisations have indicated that there is further demand for shelter places through the winter, and so an appetite from these groups to expand.

Although there is a greater concentration of shelter spaces in inner London boroughs, most boroughs have at least one winter night shelter.

SWEP

There were an estimated 450 planned SWEP spaces provided by councils during the winter, and more than 350 last-minute additions as the reality of weather conditions

became clear. Additionally, pan-London SWEP provided, at its peak, 120 spaces - accommodating over 30 referrals from one borough alone. This clearly demonstrates the vast gap between planned local SWEP provision and need during 2017/18.

These spaces were most concentrated in central London, with Westminster City Council providing by far the largest number, and many times more than the minimum set out in the 2017 guidance.

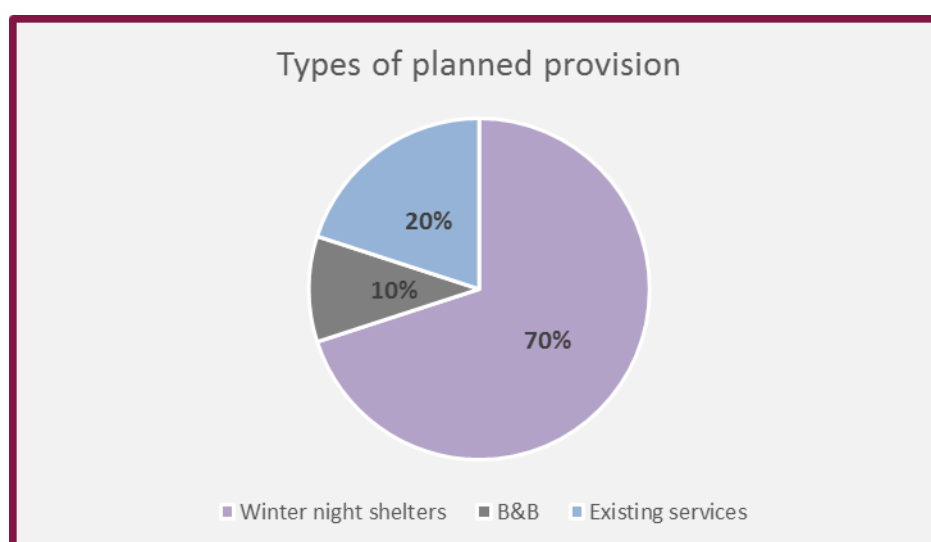
In the Homeless Link SWEP 2017/18 survey 86 per cent of respondents reported that demand for SWEP had either increased (62 per cent) or stayed the same (24 per cent) compared to the previous year.

1.5 ACCESS TO, AND TYPES OF, SWEP PROVISION

Types of provision

Planned SWEP spaces were provided in a variety of different ways:

- 70 per cent in winter night shelters, with councils making arrangements with shelter projects to increase capacity temporarily during SWEP;
- 10 per cent were in B&B accommodation paid for by councils, which was more often the arrangement for outer London boroughs with comparatively small numbers of people sleeping rough; and
- 20 per cent were a mixture of existing provision, such as voids in supported housing pathways, and communal spaces in hostels.



The last-minute additional SWEP spaces were predominantly in larger venues such as faith buildings and day centres. As with winter night shelter provision, this typically took the form of dormitory-style spaces.

Pan-London SWEP used NSNO hubs, staging posts and opened several additional buildings.

Unusually, there was also the need for day-time SWEP provision during multiple cold weather periods, when temperatures remained below 0°C. Although demand for day-time provision was much lower than at night, as people attend appointments, are at work, and use day centres, there was still a significant need.

The provisions made for day-time SWEP were almost exclusively unplanned, as such conditions had not been anticipated when plans were being formulated. Where night-time SWEP was provided in B&Bs, and sometimes hostels, day-time provision was made by arranging 24-hour access to these same spaces. In situations such as where provision was in winter night shelters, and so the buildings were often not available during the day, other options were needed. Many of London's day centres extended their opening hours and vastly increased their capacity to meet this need, and pan-London SWEP opened multiple day-time centres.

Barriers to access

A key factor in people refusing offers of shelter, as recorded by outreach teams, was that the majority of provision was in large shared spaces. These refusals happened even in extreme weather conditions, and were more likely among vulnerable groups of people including women and those in the LGBTQI+ community, as well as for entrenched rough sleepers. Reasons for refusal were around concerns over safety, intimidation, and living in close proximity to large groups of chaotic people.

The location of SWEP provision was also cited by service users as a key factor affecting whether they accepted the offer of shelter. With provision often located at some distance from familiar areas, this can especially be an issue for people who are already reluctant to engage with services, those who may have had negative experiences in the areas where provision is based, those reliant on local support networks, and those dependent on street drugs (and so needing regular access to locally-based suppliers).

The issue of location was especially relevant to pan-London SWEP, which was in NSNO hubs and other large assessment spaces, as well as to provision in larger boroughs with provision in only one location or which used out-of-borough B&B placements.

Other issues relating to drug and alcohol use, such as strict rules prohibiting the use of substances were also clear barriers for significant numbers of people.

'What's the point if it's just for one or two nights?'

'JK', who refused a SWEP offer.

The uncertainty around expected length of stay and the temporary nature of shelter being offered meant that many people in need declined the offer. Comments along the lines of that set out in the box above were often made to outreach workers. It is also widely accepted, and was expressed as a concern by charities, that repeatedly

going into and out of shelter in quick succession can be particularly detrimental to a person's well-being and resilience. The combination of these and other factors resulted in people only accepting 17 per cent of offers made by the selection of outreach shifts which were surveyed for this review.

Finally, questions were raised by a number of stakeholders regarding a lack of direct access SWEP provision – that is, the need to be referred via an outreach worker. The lack of this option meant that many people wanting to access SWEP had to wait to be found by stretched outreach teams.

1.6 SIGNPOSTING AND COMMUNICATION

Communication

'We had no information [about SWEP plans] whatsoever, and no communication from SWEP [coordinators] at all'

'TW', winter night shelter volunteer.

Closely linked to advanced planning and systems for coordination, communication within local networks between multiple partners was not as good as it could have been. This concern was reported predominantly by community and voluntary groups, with statutory partners and established charity providers being able to rely on existing channels of communication.

Aside from issues of coordination and communications between those involved in providing winter and SWEP services, wider issues of signposting and communication between the sector and the public and service users were common in feedback received by the review. Eighteen per cent of Homeless Link survey respondents said that there was no publicity for their SWEP arrangements, and only 29 per cent used social or traditional media to inform the public and people at risk of sleeping rough.

Messaging, both to the public and service users, as well as in response to press enquiries, was neither clear nor consistent. This was due to a number of the factors outlined elsewhere, including a lack of clear roles and responsibilities, a lack of complete data and insufficient coordination of resources.

Referral responses and signposting

For both the public and service users, StreetLink was one of the leading sources of information during SWEP. Awareness of StreetLink was high, with over 8,500 referrals made during the winter. However, some members of the public reported finding the messaging of StreetLink to be unhelpful or unsatisfactory when making a referral. When receiving self-referrals, instructing people to 'stay put' until found by outreach was widely felt to be unacceptable during severe weather.

Furthermore, the messaging regarding the likely speed of outreach response was not revised to reflect the enhanced services during SWEP, with people being told

that it could be three days before someone found them (which is the maximum standard outreach response time but is not the case during SWEP, when responses are much faster).

There was little additional information provided to the public on how else they could help people sleeping rough during the severe weather. Messages from the general public to the Mayor and councils during the winter and since make clear that this is something that is desired and expected.

1.7 LASTING IMPACT AND OUTCOMES

Data

Due to the absence of data in many areas it has not been possible to quantify the overall impact of last year's SWEP on long-term outcomes, that is, engagement with services and moves away from the street.

As part of the review, analysis was conducted focused on a ten-day SWEP period in early 2018. During these ten days 674 people were recorded sleeping rough on CHAIN, but - despite SWEP being active - 74 per cent had no record of an offer of shelter or an accommodation stay. Whilst in reality there is confidence that the vast majority of these 674 people sleeping rough were offered shelter during the SWEP period, current systems (or the way in which they are used) do not allow us to empirically assert that.

Pan-London outcomes

Accurate records for all referrals are, however, kept for pan-London SWEP, using the CHAIN system. Of the 192 people booked into pan-London SWEP in winter 2017/18, 77 per cent had not been seen sleeping rough three months later. This is largely due to the approach of pan-London SWEP whereby clients were not asked to leave the service, even after SWEP had been deactivated, until they could be made a service offer. This approach was possible due in part to the ability to accept SWEP clients into the standard NSNO service – an offer accepted by 70 of the 192 clients supported.

Local outcomes and prioritisation

Although complete data on outcomes for councils' SWEP is not available, the proportion of people not seen rough sleeping subsequently was anecdotally reported to be lower than for pan-London. A number of organisations highlighted the difficulty of prioritising limited outreach resources to get people into SWEP when it was unlikely to have a significant impact on the number of people exiting rough sleeping for good. A further issue was the different outreach approaches used by different councils, with many prioritising a rapid response to new StreetLink referrals, whilst others targeted their shifts on finding and making offers to those people known to have been rough sleeping for longer periods of time.

Winter night shelters

An estimated 40 per cent of those using winter night shelters in 2017/18, not just during SWEP, did not receive specialist casework aimed at resolving their rough sleeping situation. The impact of this lack of professional casework is illustrated by the fact that one shelter project recently implemented a two-season limit for guests, due to the large numbers returning to shelters year after year without any meaningful intervention.

In the Homeless Link SWEP 2017/18 survey, a third of respondents reported that they either had no paid staff as part of their SWEP provision, or only B&B staff managing accommodation.

1.8 REVIEW OVERVIEW

During winter 2017/18 unprecedented need was met with overwhelming action from a broad range of organisations and Londoners. Established charities and rough sleeping providers demonstrated the skilful work which they do all year round and the value of the expertise which they possess. Most councils went well beyond the minimum required to ensure the safety and wellbeing of vulnerable Londoners. Community and faith groups found themselves at the forefront of the effort and responded with positivity and willingness, highlighting the key role which they also play.

However, there was insufficient local SWEP provision to meet the scale of need, and the location and nature of provision (both local and pan-London) were significant barriers to some people accessing shelter. Information on available options for people sleeping rough and the Londoners who sought to help them was not clear or readily available. The way in which services were coordinated and access to services was arranged could have been improved in most areas.

In many ways the provisions made under SWEP during 2017/18 were unplanned and uncoordinated. However, the actions taken showed what can be achieved through partnership, and if the dangers of every-day rough sleeping are truly viewed as an emergency. They also demonstrated what could be accomplished with a relatively small increase in planning and resource.

PART 2: RECOMMENDATIONS

The recommendations in the following section have been drawn up in partnership with key stakeholders, they should be seen in the context of wider policies set out in the Mayor's recently published Rough Sleeping Plan of Action and the London Housing Strategy. These include increasing housing supply and improving access to accommodation, including move-on, and specialist support services for mental health and substance use for people sleeping rough. Without these, the following recommendations will achieve only limited benefits.

The aims of these recommendations are to:

1. expand capacity;
2. improve access;
3. increase communication;
4. ensure lasting impact; and
5. coordinate approaches.

These will be achieved through the following specific changes.

2.1 Improving the SWEP service offer

We must continue to plan for severe weather events and make provision for exceptional services and arrangements during those times. This means emergency planning, and a strong focus on preparedness, speed of action and efficient use of resources.

2.2 Expand and improve non-SWEP winter service offers

Non-SWEP services play a key role, and it is important that their efforts and resources are channelled in a direction which guarantees impact. This will, in turn, reduce the pressure on SWEP services, as people who would otherwise access SWEP will already have been supported via expanded winter night shelters, and those same additional and expanded shelters will allow for greater SWEP capacity and flexibility in the event that it is required.

2.1 IMPROVE THE SWEP SERVICE OFFER

2.1.1 Planning, roles and principles

One of the most often repeated pieces of evidence gathered for this review was that the absence of (suitable) SWEP plans and processes led to unnecessary delays in service provision and unreasonable demands on staff and volunteers. Clear, comprehensive plans for the provision of SWEP, and simple processes for delivery, therefore form the basis of all recommendations in this section.

SWEP planning and delivery is the responsibility of councils. Underpinning London councils' SWEP plans should be a set of core purposes and principles designed to ensure adequate provision, in terms of type and capacity of shelter, and to make best use of the opportunities for lasting impact which SWEP presents. Plans should also clarify roles and responsibilities, and ensure that best use is made of new and existing resources.

The GLA will:

- use the review process and subsequent actions to increase the sector's focus on adequate planning;
- issue revised London SWEP Guidance to include:
 - pan-London, GLA coordinated activation/deactivation of SWEP (further details in section 2.1.2)
 - the 'In For Good' principle that no one should leave SWEP without an offer (further details in section 2.1.7)
- monitor levels of demand and provision during winter 2018/19 with a view to revising minimum levels of provision in future years;
- look to provide a SWEP fund as additional support to councils, in recognition of the increased costs associated with these recommendations;
- work with partners to identify existing good practice and produce a template for council SWEP plans;
- collate council SWEP plans to ensure appropriate preparation and to identify gaps in provision which may require a pan-London approach; and
- implement within its own commissioned services all relevant elements of SWEP best practice.

Councils should:

- contribute to the development of the revised London SWEP Guidance;
- sign up to the revised London SWEP Guidance;
- produce a comprehensive SWEP plan, in good time, which
 - implements the recommendations of this review and the London SWEP Guidance

- uses CHAIN and Street Count data as well as local intelligence regarding the scale and nature of needs, making clear how the planned capacity and type of SWEP provision relates to data on need; and
- provide clear leadership in planning and delivery of SWEP.

Others:

- service providers should have in place a register of buildings and services which could be called upon during SWEP and appointed lead managers with responsibility for coordination of efforts, especially where providers operate in multiple areas;
- voluntary groups and service providers should consider possible SWEP periods when planning volunteer drives and recruitment; and
- service providers and voluntary groups should take responsibility for ensuring that they are aware of SWEP plans and are clear what their role is within these plans – and coordinate with councils where this is not clear.

The impact of these measures, if fully implemented, would be to clearly define the roles and responsibilities of stakeholders in each borough, resulting in a more seamless and better-coordinated SWEP response. All available resources would be identified in advance and mobilised when needed, and gaps in provision could be resolved beforehand. Furthermore, revisions to the London SWEP Guidance would result in a more uniform response across the capital, with improved access and outcomes.

These impacts would, in turn, mean that staff and volunteer resources are not unreasonably stretched during SWEP, and that non-SWEP services do not suffer.

2.1.2 Activation, coordination and access

Despite the improved coordination and uniformity which resulted from the changes to temperature triggers in the London SWEP Guidance 2017, feedback received highlighted enduring inconsistency and uncertainty from community groups and charities about activation. There were also specific issues raised regarding coordination between pan-London SWEP and local provision, and anomalies around borough boundaries whereby SWEP could be active on one side of a street and not another.

The GLA could take on an increased coordination role, activating SWEP on a pan-London level whenever the temperature reaches 0°C anywhere in the capital (and deactivating it subsequently), without infringing on the flexibility for councils to go beyond this minimum level of activation if they feel this is required by local conditions.

Access to SWEP was a common concern for many participants in the review. Key barriers were location of SWEP services (often far from local area and networks), the communal and (perceived) chaotic nature of SWEP spaces, and the historically short-term nature of SWEP stays. These issues of access are at the heart of the question of how to improve SWEP for those who need it most.

The GLA will:

- consult councils on the proposal for it to activate and deactivate SWEP for all of London, rather than the current borough-by-borough activation. This would mean that SWEP is activated for all of London whenever temperatures reach 0°C in any part of the capital;
- establish a network of council contacts with whom activation and deactivation will be communicated;
- publish and circulate clear guidance on referral routes into pan-London SWEP;
- collate council SWEP plans to ensure appropriate preparation and to identify gaps in provision which may require a pan-London approach;
- continue to ensure that pan-London SWEP is able to accept referrals for people with pets; and
- respond to specific issues raised in this review by opening more, smaller, scattered sites for pan-London SWEP and reviewing the provision for minority or especially vulnerable groups.

Councils should:

- establish their own local networks for communication of SWEP activation to all local stakeholders involved in provision;
- where necessary, work with neighbouring areas to coordinate specialist provision for specific groups such as pet-owners, LGBTQI+ people and couples; and

- convene a meeting of all stakeholders involved in local SWEP provision to finalise arrangements for 2018/19.

Others:

- community groups and service providers should feed into local SWEP planning, especially where they are aware of specific groups who are in need of consideration in these plans; and
- service providers should review policies and risk assessments to ensure as few barriers as possible to services users accessing SWEP.

Delivery of these measures would significantly increase clarity for people sleeping rough and the general public about what services are available, where and when. It would also mean that service providers and community groups are aware of when SWEP is active and would avoid arbitrary distinctions between the conditions in neighbouring boroughs. A number of issues regarding access to pan-London SWEP would also be resolved by the introduction of pan-London activation.

Gaps in provision would be identified at the planning, rather than delivery stage. This means that groups previously poorly served by SWEP would be given greater consideration in plans and as a consequence might be more able to access shelter during extreme conditions.

Uniform approaches to activation, alongside a local focus of provision, would also counter the anecdotal suggestion of people moving to certain boroughs in order to access SWEP, which was a concern raised by some when only certain councils opened SWEP.

2.1.3 StreetLink

The StreetLink service is a valuable tool, particularly during periods of severe weather. Public awareness of StreetLink, and therefore the reach of the service, is ever-growing, and so it is reasonable to expect that it will play an increasingly important role in SWEP responses in future years.

As set out in the Mayor's Rough Sleeping Plan of Action, the GLA plans to work with Government and providers to develop the StreetLink service. This includes moving away from telling people to wait to be found by outreach for up to three days, and towards providing advice and signposting.

In addition to a number of the planned changes to the service, the following actions would significantly improve the operation of StreetLink and the wider sector during SWEP. Due to the nature of the service, the success of these recommendations relies on other services being developed or established - specifically outreach services and council SWEP provision.

The GLA will:

- continue to call on Government to work with us to develop London-specific features of the StreetLink service, including:
 - a dedicated advice line for people who are sleeping rough or at immediate risk of doing so
 - a webpage containing details of local services available which can be accessed by people sleeping rough directly, or used by members of the public to signpost; and
- work with providers to establish SWEP-specific service delivery plans and messaging, including an improved link with the enhanced outreach services which operate during SWEP.

The Government should:

- work with GLA in developing the London-specific StreetLink service, as outlined above;
- deliver their commitment to stable, long-term funding for the StreetLink service; and
- include StreetLink in considerations for future funding of outreach services, including a rapid response service for StreetLink referrals (see section 2.1.4).

Others:

- the organisations delivering StreetLink should work with the GLA to agree improved ways of working and SWEP-specific messaging; and
- councils and service providers should work with StreetLink to ensure that details of all of their services are accurate and up-to-date, to facilitate signposting.

These recommendations would ensure that a call or referral to StreetLink results in a rapid and meaningful response, giving people immediate routes off the street during

SWEP. In turn, this would lead to fewer people sleeping rough due to being missed by outreach or not accessing services to which they are entitled because they are unaware of them.

The recommendations would also result in increased public awareness of the services available and how to help; empowering Londoners to do so. People sleeping rough would be more likely to engage with services because rapid and meaningful support will be made available as soon as it is sought.

2.1.4 Outreach

Outreach teams work all year to find people quickly and support them away from the streets. During SWEP these teams are key to ensuring that people sleeping rough are aware of and able to access shelter. Alongside the skills and expertise of experienced outreach staff, there is a heavy reliance on volunteers to deliver enhanced SWEP services. Outreach teams are also the services best-placed to assess need, using intelligence built up over time to identify who is out and most vulnerable during cold weather.

Whilst outreach teams are generally expected to work in a different way during SWEP, some service contracts do not specify how, and some are not structured or funded in a way which facilitates the necessary up-scaling of services over SWEP periods.

Aside from the need to ensure that outreach teams have access to the appropriate types and numbers of SWEP spaces (as covered in other sections of this document), the main need for change in this area is around peak outreach capacity. Capacity to deliver enhanced services, which are able to respond immediately to referrals and to locate people even before a referral is made, would markedly improve the outreach element of SWEP responses.

The GLA will, and councils should:

- consider SWEP arrangements when commissioning new outreach services, including:
 - SWEP-specific performance targets
 - contingency funding or alternate additional resourcing for SWEP provision.

The GLA will:

- engage wider voluntary sector partners and emergency response planning networks in the pan-London SWEP response; and
- seek government funding to commission a pan-London rapid response outreach service in areas without their own outreach teams specifically to respond to StreetLink referrals before people spend another night sleeping rough.

Councils should:

- make increased use of local outreach knowledge about needs when planning SWEP provision.

Providers should:

- make use of increased volunteer interest and new models of outreach to ensure rapid responses to referrals and complete outreach coverage.

If all these recommendations are implemented, anyone sleeping rough during SWEP conditions would be assured of being contacted quickly by outreach services, thereby reducing the risk of them spending multiple nights outside in freezing conditions. When making a self-referral to StreetLink, or being referred by a member of the public, the likelihood of being found by outreach teams would be increased. People are increasingly less likely to be found as outreach response times increase, as they are more likely to have moved to a new location. By resourcing outreach to respond more quickly, the efficiency of the service will also increase as there will be fewer referrals which result in the person not being found.

Implementation of these recommendations would also reduce the burden currently placed on outreach teams during SWEP. Outreach would be enabled to work in a planned way to reasonable requirements and continue to provide their important long-term engagement and casework.

2.1.5 Pop-up triage hubs

As stated above, people are often reluctant to move outside of their familiar area to access shelter, and many people referred to pan-London SWEP are subsequently transferred back to council provision. The use of the pop-up model as a SWEP triage hub would overcome some of these issues. Most significantly, it would also contribute to addressing the inefficiencies built into the current mode of operation for outreach teams, where it can take many hours of waiting and phone calls to get one person into local SWEP.

The GLA will look to trial the use of pop-up hubs as triage centres during SWEP. Outreach workers will be able to bring someone in need of SWEP to the triage hub, where there will be staff who have access to local and pan-London resources, and who are able to coordinate SWEP placement. Even if this coordinated placement process takes several hours, the person brought in will be able to wait in a safe and warm location rather than on the street or in a car with outreach staff, and the outreach team can immediately return to their shift to support more people off the streets. Other agencies, such as the police, could also bring people to the triage hub during SWEP if appropriate.

It will be considered whether people in the immediate vicinity who make self-referrals to StreetLink would also be able to be signposted to the hub to access SWEP directly.

The GLA will:

- seek to trial the pop-up hub model, with a view to proving and refining the concept.

Councils should:

- work with the GLA to identify suitable opportunities to trial the triage hub model; and
- incorporate the model into future SWEP planning, if it proves effective.

The use of pop-up triage hubs will significantly improve local levels of coordination by providing a central point of information regarding, and access to, SWEP. This in turn will mean that people are helped to leave the streets and into safe shelter much faster than is often the case at present, as well as providing a mechanism where local knowledge and assessments are used to minimise the number of disruptive moves between shelters for an individual.

Making coordination of placements the job of a triage hub team, rather than individual outreach workers, will also mean that outreach coverage during SWEP conditions can be significantly increased. Rather than spending two, three, or more

hours trying to identify a shelter place for just one person, outreach teams will be able to quickly take a person to the triage hub and get back out on shift.

2.1.6 Mental health

It was common, during the consultation phase of this review, to hear that many people refused when offered a place in SWEP shelter. This review has discussed a number of the reasons which made people reluctant to enter SWEP accommodation, such as the location being away from established networks. However, in some cases there were concerns that mental health problems were the cause of an individual's refusal, or, uncertainty over whether the person possessed mental capacity to make a decision on whether to enter a SWEP shelter. During times of extreme cold weather, a decision to refuse shelter can have life-threatening consequences; in these situations front-line staff may be unsure what to do, and need to be supported and empowered to act appropriately.

A multi-agency partnership hosted by Pathway and including several mental health and rough sleeping organisations has, with funding from the GLA and others, produced a guidance document: "Mental Health Service Assessments for Rough Sleepers, Tools and Guidance". This includes good practice guidance on the use of the Mental Health Act 1983 and a Mental Capacity Act Screening Tool for use by street outreach teams.

Promoting to outreach teams and staff the existence of these tools, and encouraging their use where appropriate, will ensure that outreach services are equipped to act in situations such as that described above, and that the lives of people with mental health problems are not put at risk during severe cold weather.

The GLA will:

- make use of its networks with councils and service providers to promote the use of existing tools and guidance, and to make other agencies such as the police and health services aware of these working practices;
- work with partners to consider whether there is need to update the existing tools, including SWEP-specific guidance;
- continue on-going work with colleagues in the health sector to improve rough sleeping services' access to support from Approved Mental Health Practitioners (AMHPs) and other mental health professionals; and
- liaise with the Mayor's Office for Policing and Crime (MOPAC) to ensure continued police support for on-street mental health assessments where appropriate.

Councils should:

- make sure that their commissioned services are aware, and making appropriate use, of these tools;
- include the use of these tools in local SWEP planning, and ensure that local police and health teams are aware that outreach may be making use of the

Mental Capacity Act or requesting that a Mental Health Act assessment is conducted; and

- ensure their adult social services are supporting SWEP efforts out of hours.

The Government should:

- deliver the commitments included in their Rough Sleeping Strategy to funding for specialist mental health provision for people sleeping rough.

Service providers should:

- incorporate these screening tools as part of standard operating procedures for outreach services.

Through these steps, outreach teams across London will be able to support some of the most vulnerable people sleeping rough during SWEP conditions, with a clear course of action to follow in cases where they have reason to doubt mental capacity to make decisions about accommodation or believe that a person's mental health problems may be endangering their health or wellbeing.

2.1.7 Lasting impact and casework

Both SWEP and winter night shelters should be viewed as an opportunity for services and people sleeping rough to engage with one another and as a first step in a journey away from rough sleeping for good. In some senses this opportunity, whilst more difficult to capitalise on due to the other pressures of time and resource associated with SWEP, is all the more precious in the case of SWEP provision, as evidence shows that many of the people accessing SWEP do not generally use services at other times.

As stated above, the GLA will revise the London SWEP Guidance document in time for winter 2018/19. Included in this revised version will be the expectation that all councils and GLA will operate their SWEP provision with an 'In For Good' commitment. This is the principle whereby once someone has accessed SWEP they will not be asked to leave until they have an offer in place. This ideally would be an immediate offer of accommodation, though as a minimum could be a realistic support plan to engage with services and move away from the streets.

The positive outcomes which can be achieved by operating SWEP shelters in this way have been demonstrated by the provision of pan-London SWEP by the NSNO service in recent years.

The GLA will:

- revise the London SWEP Guidance to include the 'In For Good' principle;
- ensure that all pan-London provision operates according to the 'In For Good' principle; and
- task its pan-London outreach services to support delivery of this principle in SWEP, particularly in boroughs without their own commissioned outreach teams.

Councils should:

- sign up to the revised London SWEP Guidance including the 'In For Good' principle; and
- make provision within local pathways to support achievement of the 'In For Good' principle.

As a result of this commitment being made, it is expected that more people would accept the offer of SWEP shelter, given that some people offered SWEP currently refuse it because of the perception that they are likely to be made to leave again after only a few nights with no significant change with regard to their situation.

There are significant groups for whom making a meaningful offer remains a challenge, for example those with no recourse to public funds, or people with pets. It is recognised that in these cases it may be difficult for SWEP services to make a

good offer. However, it is expected that access to pan-London services will support local provision in this respect, and that providers will strive towards achieving this goal, even if it is not fully achieved in the first year.

Although challenging, if delivered, the principles of making everyone an offer to end their rough sleeping could significantly increase the proportion of people who never return to the streets after accessing SWEP. SWEP would become an opportunity for services to work with people, rather than a distraction from the day-to-day work of supporting people.

Finally, in the event that there are multiple periods of SWEP during a winter, as there were in 2017/18, the delivery of the 'In For Good' principle would mean that demand for SWEP would decrease with each subsequent cold period, as more people are helped to move away from rough sleeping.

2.1.8 Recording

Although sometimes overlooked, the importance of being able to measure and demonstrate the impact of services is increasingly being recognised. Whilst the case is slightly different for SWEP, there is undoubtedly still a need to measure the scale of need, provision, stays and outcomes accurately.

London has the most complete rough sleeping information recording and sharing system in the world; the CHAIN system. CHAIN already provides the facility to quickly and accurately record key information about SWEP stays, so only limited SWEP-specific changes to the system are needed.

However, recording is not always comprehensive, as during SWEP it can often seem that for front-line staff there are more important priorities than putting information on CHAIN, and not enough time to complete such tasks.

The primary recommendation in this area is therefore for behaviour change, led by service managers and commissioners. This change would align with other recommendations around improved, more streamlined referral routes and better coordination, and would seek to embed recording of SWEP offers and stays in the same way that outreach teams currently record other elements of their work on CHAIN. A key caveat to this recommendation is that recording should never present a barrier to an individual accessing SWEP. That is, in some cases it will be more appropriate for service providers and councils to locally record numbers of people and places than individual identifying information on CHAIN.

The CHAIN system is currently being enhanced to enable 'RAFTS' recording (Routes Away From The Street). This will record whenever someone is made an offer by services, and the outcome of that offer. Whilst this is not specific for SWEP, it will apply as much during SWEP as at any other time of the year. It will enable managers to identify who does not yet have an offer during SWEP, and to focus efforts on providing one. For commissioners, it will allow identification of trends – for example, offers which are more or less likely to be accepted, or which are more or less likely to result in a long-term move away from the streets. This will, in turn, will support development of future services.

The GLA will:

- continue to work with its CHAIN team to develop and implement the RAFTS system all year round;
- work with councils and providers to emphasise and clarify the need for recording of SWEP offers and stays;
- work closely with councils and providers to ensure services are making use of recording facilities; and
- monitor SWEP offers and provide council commissioners with the tools and information to do likewise.

Councils should:

- monitor their services on completion of recording; and
- make use of CHAIN reports and other tools during SWEP to ensure everyone at risk has an offer.

Service providers should:

- engage with CHAIN training to ensure staff are equipped to use recording systems; and
- work with service managers to explore the importance of recording and the long-term impact it can have on service provision.

If implemented, the above recommendations are expected to lead to a significant improvement in the recording of offers and stays during SWEP. This in turn will bring a number of real benefits. Local managers and commissioners will be able to use this information during SWEP to identify people sleeping rough who have not yet been offered or accepted a service, and to focus attention and resources to support them.

On a wider scale, it will allow success towards targets, such as the Mayor's aim that everyone has a route off the streets, to be measured. Once measurable, progress can be tracked, with interventions introduced to produce improvements, and the eventual outcome of such targets being achieved.

Finally, information relating to offers accepted and rejected (such as location, time of day made and type of shelter), as well as long-term outcomes, would be used to inform the future design and delivery of services.

2.2 EXPAND AND IMPROVE NON-SWEP SERVICE OFFERS

2.2.1 Increase winter night shelter capacity

Despite the increase in the number and size of London's winter night shelters in recent years, shelters continue to operate at capacity even outside of SWEP. This, and the fact that such large numbers accepted SWEP offers during the winter, indicates that more people would be willing to accept the offer of a non-SWEP winter night shelter space if it were available.

The increase in number and size of winter night shelters has, until now, been largely ad hoc and community-led. This review recommends that GLA and councils support faith-based and community groups to increase capacity in existing shelters and facilitate the establishment of new shelters where this is appropriate.

GLA will:

- work with networks and sector groups to scope need and capacity for additional winter night shelters;
- work with faith and community organisations to encourage opening of new winter night shelter projects;
- provide partial start-up grant funding for new winter night shelter projects;
- provide partial grant funding for expansion and development of existing winter night shelter projects; and
- commission production of enhanced guidance and other resources for winter night shelter projects.

Councils should:

- support the establishment of new winter night shelter projects; and
- continue current funding for winter night shelters where funding is already being provided, and consider providing it where not.

The Government should:

- continue the one-off funding secured for winter night shelter development during 2018/19 into 2019/20 and future years in a stable funding model.

Others:

- faith and community groups should consider engaging with the GLA's grant programmes and other support.

The impact of these measures will be to increase the overall capacity of the winter night shelter network across London, providing shelter and opportunities for support to a significantly increased number of people. This will result in fewer people

sleeping rough through the winter, decreased demand on SWEP, and increased capacity to scale up services if SWEP is triggered.

2.2.2 Ensure casework and lasting moves away from the street

Winter night shelters and SWEP shelter should be a first step in a journey away from rough sleeping and off the streets. As demonstrated in section 1.7 above, there is not always the staff capacity and expertise available to ensure that this is the case.

Through a combination of securing new resources, and making best use of existing options, the proportion of people being offered a planned route away from rough sleeping can be significantly increased, reducing the length of time that people spend in temporary shelter, and empowering winter night shelters, their volunteers and guests to change lives.

GLA will:

- aim to improve and increase access to caseworker support for London winter night shelter projects;
- fund regional coordinator posts to support projects with access to and communication with the wider sector, including training and resources, and local services; and
- fund posts to support community groups with implementation of new projects and best practice.

Councils should:

- require their commissioned services to work alongside winter night shelter projects;
- include existing and new winter night shelter projects in local pathways, consultations and tasking meetings where appropriate; and
- ensure they are aware of shelters operating in their borough and provide clear lines of communication.

The Government should:

- continue the funding secured for winter night shelter development during 2018/19 into 2019/20 and future years in a stable funding model.

Others:

- faith and community groups should make use of existing networks, such as Housing Justice, to develop and improve volunteer skills and access to training and resources.

These actions, if implemented, will increase the speed with which people move through shelters and into more stable accommodation, by providing access to specialist staff with the skills and knowledge to achieve this, coupled with access to local services and pathways. It will also reduce the number of people who are seen returning to shelters year after year without prospect of change.

By increasing the speed with which people move from shelters into more appropriate accommodation, the overall capacity of the network will also effectively be increased.

2.2.3 Places of safety, signposting and information

For people sleeping rough, as well as members of the public, clear and readily-accessible information on available services is a high priority, as is the immediacy of interventions. The review findings underscore the feeling amongst many that guidance is not sufficiently clear and available, and that although variable, in some instances the timescales for services to respond to alerts or referrals are not ideal.

An improved system for providing information to the public and to people sleeping rough is required, as is a more immediate offer than is currently given when someone makes a self-referral to StreetLink.

GLA will:

- look to pilot longer-term work with partners such as the police and hospitals to establish and trial a network of Places of Safety to which people making self-referrals can be directed by StreetLink, to provide an immediate safe, warm space where they can be met by outreach and eliminating the need to remain on the streets waiting for outreach;
- seek government funding to commission a pan-London rapid response outreach service specifically for StreetLink referrals outside of Housing Options business hours to complement the Places of Safety network;
- work with the StreetLink service to develop a dedicated line for self-referrals with separate processes which incorporate Places of Safety, and skilled advice workers;
- work with government to commission a dedicated webpage for Londoners containing details of local services that can be accessed, as well as general information about the scale and nature of rough sleeping in their area; and
- run a campaign to raise public awareness of the issues around rough sleeping, and encourage volunteering and other forms of engagement.

Councils should:

- use existing networks, such as links with soup runs and day centres, to distribute information about services to people directly;
- keep up to date the information provided on the signposting webpage; and
- support the establishment of the Places of safety network.

The Government should:

- deliver its strategy commitment to cross-departmental collaboration by encouraging public bodies to participate in the Places of Safety initiative; and
- fund a pan-London rapid response outreach service to reach people quickly with the support they need.

Others:

- public services with control over suitable 24-hour buildings should engage with the GLA around potential participation in the Places of safety network; and
- third and voluntary sector organisations should ensure that the details of their services are known to GLA or their council for use on the signposting webpage.

With the introduction of these new initiatives, it is expected that people sleeping rough will more easily be able to access information about services and get the help that they need, and other Londoners will feel empowered to signpost people appropriately. The Places of Safety network and rapid response outreach team will significantly reduce the need for people to spend long periods outside, and increase the efficiency of outreach services across London. Further details on these proposals can be found in the Mayor's Rough Sleeping Plan of Action.

CONCLUSION

With the support of those involved in SWEP provision during winter 2017/18, this review has identified several areas in which changes or enhancements are needed, and has made recommendations as to how they can be achieved.

Some of the review's recommendations are far-reaching and will require additional efforts or resources from councils, the GLA, and others. However, based on experiences last year it is likely that this would be supported by the public, who have shown a genuine concern in SWEP responses, and increased resources may also prove to provide value for money by significantly reducing rough sleeping numbers in a short space of time, and in the case of some recommendations, improving the efficiency of existing services.

Within the wider context of ten years of increasing numbers of people on the streets, and Government's aim to halve rough sleeping during the current parliament, this document offers clear steps that can be taken to achieving one element of that national aim. These recommendations will be at their most effective if enacted alongside the recommendations made in the London Housing Strategy and the Mayor's Rough Sleeping Plan of Action.

Given the serious impact on health and well-being for those sleeping rough in severe weather the GLA strongly calls on all partners to consider their own practices in light of this review, to develop their work locally, and to work with the GLA to improve the offer to this group.

APPENDIX 1 METHODOLOGY

The findings and recommendations in this report are based on and have been informed by a wide range of quantitative and qualitative information, some of which was collected specifically for the review.

Quantitative information comes from:

- the GLA's CHAIN database (St Mungo's);
- Housing Justice's winter night shelter database;
- Homeless Link's annual SWEP survey;
- monitoring data collected by the GLA's pan-London SWEP service (St Mungo's);
- data collected by the GLA's London Street Rescue service (Thames Reach) and Westminster outreach team (The Connection at St Martins) during February and March;
- London's councils' information on their planned SWEP provision, including number of bedspaces and type of shelter available; and
- GLA data on local and pan-London SWEP activation between November 2017 and April 2018.

All quantitative data was provided to the GLA in anonymised or aggregate formats.

Although there are multiple sources of data, none are complete. This is addressed in both the findings and recommendations sections of the report.

Qualitative information comes from:

- discussions with key stakeholders, such as council commissioners, shelter coordinators, senior figures in the charity sector, service managers and frontline staff – undertaken specifically for the review;
- group sessions and forums which included service users, those with lived experience, front line staff and winter shelter volunteers – also undertaken specifically for the review; and
- several councils' internal SWEP reviews.

Identifying details have been changed in all case studies to protect the anonymity of those involved.

Where possible, recommendations have been informed by a combination of the review data and existing CHAIN data to predict need and impact. Specific recommendations have been discussed with police and health representatives. Costings have been informed by the GLA's existing knowledge of service costs within the sector, supplemented by specific information supplied by service providers. Unless otherwise stated, data used was provided to the GLA specifically for use in this review.

APPENDIX 2 RELATED DOCUMENTS

[London Housing Strategy](#)

https://www.london.gov.uk/sites/default/files/2018_lhs_london_housing_strategy.pdf

[Rough Sleeping Plan of Action](#)

https://www.london.gov.uk/sites/default/files/rough_sleeping_plan_of_action_1.pdf

[London SWEP Guidance 2017](#)

https://www.london.gov.uk/sites/default/files/london_swep_guidance.pdf

[Homeless Link Guidance 2017](#)

<https://www.homeless.org.uk/sites/default/files/site-attachments/SWEP%20and%20Winter%20Provision%20guidance%202017.pdf>

[Homeless Link resources](#)

<https://www.homeless.org.uk/our-work/resources/guidance-on-severe-weather-emergency-protocol-swep-and-extended-weather-provision>

[Mental Capacity Toolkit](#)

<https://www.pathway.org.uk/services/mental-health-guidance-advice/>

[CHAIN Annual and Quarterly reports](#)

<https://data.london.gov.uk/dataset/chain-reports?q=chain>

[Briefing on the Mayor's rough sleeping services](#)

https://www.london.gov.uk/sites/default/files/mayor_of_londons_rough_sleeping_services.pdf