

---

# **CHAIN ANNUAL REPORT**

**TOWER HAMLETS**

**APRIL 2014 - MARCH 2015**

**MAYOR OF LONDON**

---

# CONTENTS

## **1. INTRODUCTION**

### 1.1 Introduction

## **2. ROUGH SLEEPER POPULATION ANALYSIS**

### 2.1 Number of people seen rough sleeping: Flow, stock, returner model

### 2.2 Number of times seen rough sleeping

### 2.3 Rough sleeping volume: Flow, stock, returner model

### 2.4 New rough sleepers (flow): History prior to rough sleeping

## **3. DEMOGRAPHICS & SUPPORT NEEDS**

### 3.1 Nationality: Overall composition

### 3.2 Nationality: Flow, stock, returner model

### 3.3 Gender

### 3.4 Age

### 3.5 Ethnicity

### 3.6 Support needs

### 3.7 Institutional & armed forces history

## **4. HELPING PEOPLE OFF THE STREETS**

### 4.1 Accommodation outcomes

### 4.2 NSNO & NLOS attendance

### 4.3 Reconnection outcomes

## **5. TEMPORARY ACCOMMODATION**

### 5.1 Arrivals

### 5.2 Departures: Destination on departure

### 5.3 Departures: Reason for leaving

# COPYRIGHT

**June 2015**

Published by  
Greater London Authority  
City Hall  
The Queen's Walk  
More London  
London SE1 2AA  
**[www.london.gov.uk](http://www.london.gov.uk)**

CHAIN enquiries 020 7710 0562

Copies of this report are available  
from <http://data.london.gov.uk>

## 1. INTRODUCTION

This report presents information about people seen rough sleeping by outreach teams in Tower Hamlets between April 2014 and March 2015. Information in the report is derived from the Combined Homelessness and Information Network (CHAIN), a multi-agency database recording information about rough sleepers and the wider street population in London. CHAIN, which is commissioned and funded by the Greater London Authority (GLA) and managed by St Mungo's Broadway, represents the UK's most detailed and comprehensive source of information about rough sleeping.

The final section of the report presents information about people arriving at or departing from temporary accommodation for rough sleepers in Tower Hamlets. People included in this section will have been seen rough sleeping at some point in their history, but not necessarily during 2014/15.

## **Percentage figures in this report**

Please note that, in some cases, percentage figures given in this report are rounded up or down to the nearest whole number. This may mean that individual figures in tables and charts do not add up to a combined total of 100%.

## **Glossary of acronyms used in this report**

ASB: Anti-Social Behaviour

Defined in the Crime and Disorder Act (1998) as acting 'in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as the perpetrator.'

CEE: Central and Eastern European

Used to denote the ten A8 and A2 European Union accession countries (Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia).

CHAIN: Combined Homelessness and Information Network

A multi-agency database recording information about rough sleepers and the wider street population in London, commissioned and funded by the GLA and managed by St Mungo's Broadway.

EEA: European Economic Area

The 28 countries of the European Union (EU), plus a further three countries that are part of the EU's single market (Iceland, Liechtenstein and Norway). Common usage generally also includes Switzerland, whose citizens have the same rights to live and work in the UK as other EEA nationals.

GLA: Greater London Authority

The top-tier administrative body for Greater London, consisting of a directly elected executive Mayor of London, and an elected 25-member London Assembly.

NLOS: No Living on the Streets

A GLA commissioned assessment and reconnection project for rough sleepers who were living on the streets and not eligible for No Second Night Out. From October 2014 onwards the project was integrated into the GLA's No Second Night Out service.

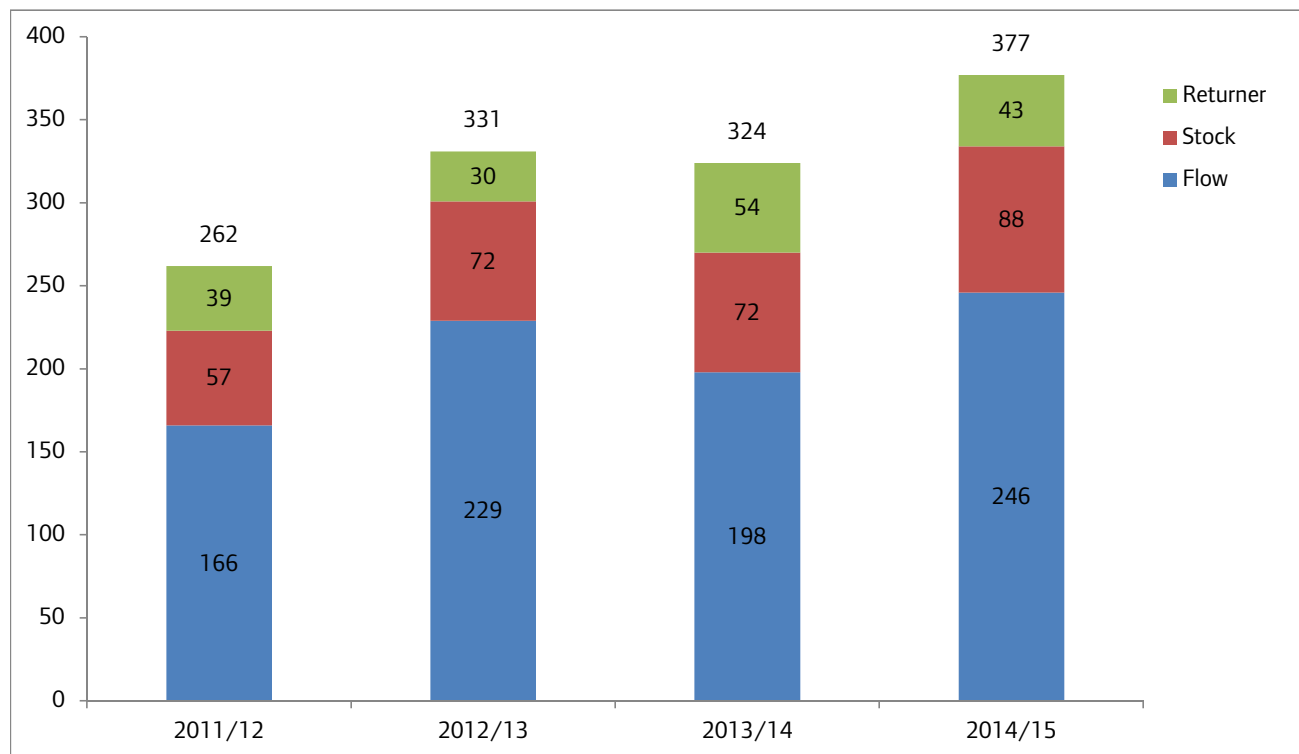
NSNO: No Second Night Out

A GLA commissioned assessment and reconnection project for rough sleepers. The service originally specifically targeted new rough sleepers, but from October 2014 onwards it has also worked with rough sleepers who are living on the streets. The term is also used in other contexts to refer to a wider strategy to end rough sleeping, both in London and nationwide.

## 2. ROUGH SLEEPER POPULATION ANALYSIS

### 2.1 Number of people seen rough sleeping: Flow, stock, returner model

People seen rough sleeping in the year, by the flow, stock and returner model.



2011/12 base: 262  
 2012/13 base: 331  
 2013/14 base: 324  
 2014/15 base: 377

The flow, stock and returner model categorises people seen rough sleeping in the year according to whether they have also been seen rough sleeping in previous periods:

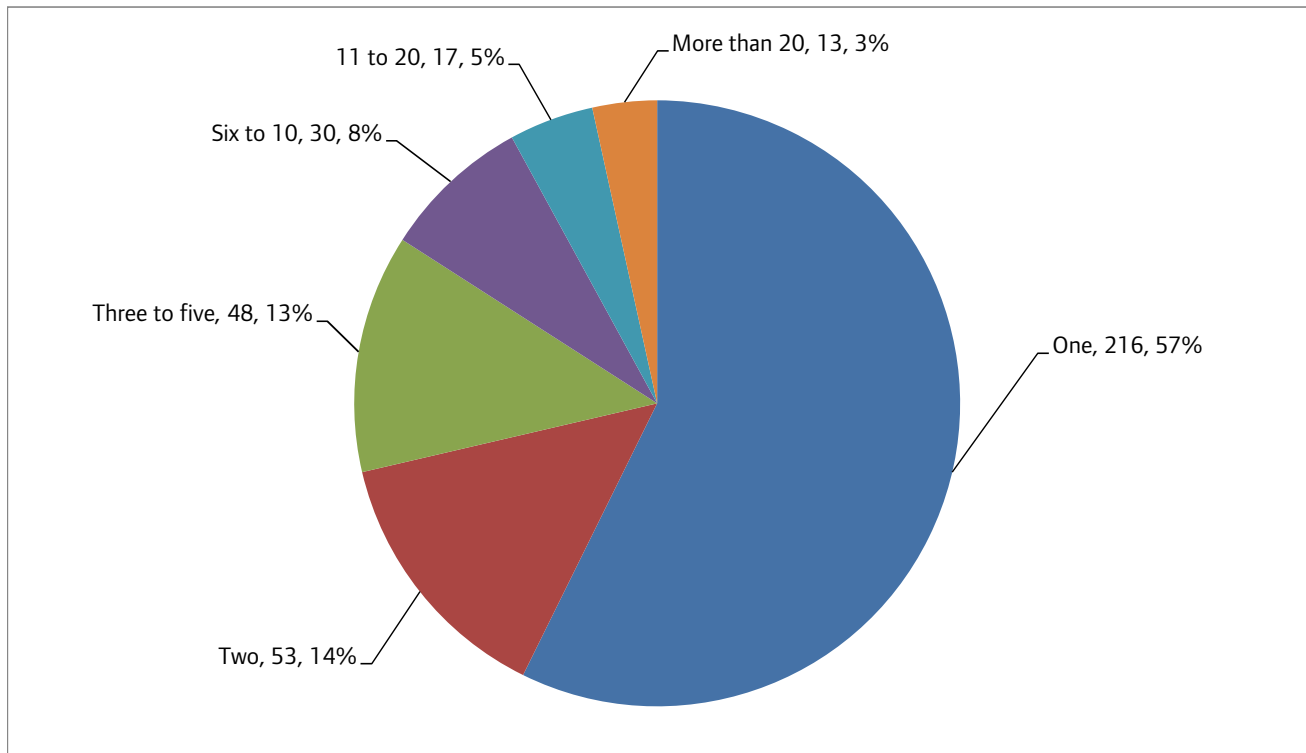
Category	Description
Flow	People who had never been seen rough sleeping prior to 2014/15 (i.e. new rough sleepers).
Stock	People who were also seen rough sleeping in 2013/14 (i.e. those seen across a minimum of two consecutive years).
Returner	People who were first seen rough sleeping prior to 2013/14 , but were not seen during 2013/14 (i.e. those who have had a gap in their rough sleeping histories).

377 people were seen rough sleeping in the borough in 2014/15. This represents a 16% increase when compared to 2013/14.

65% of people seen rough sleeping in the borough during the year were new rough sleepers (flow), while 23% fell into the stock category, and 11% were returners.

## 2.2 Number of times seen rough sleeping

People seen rough sleeping in the year, by number of times seen rough sleeping.



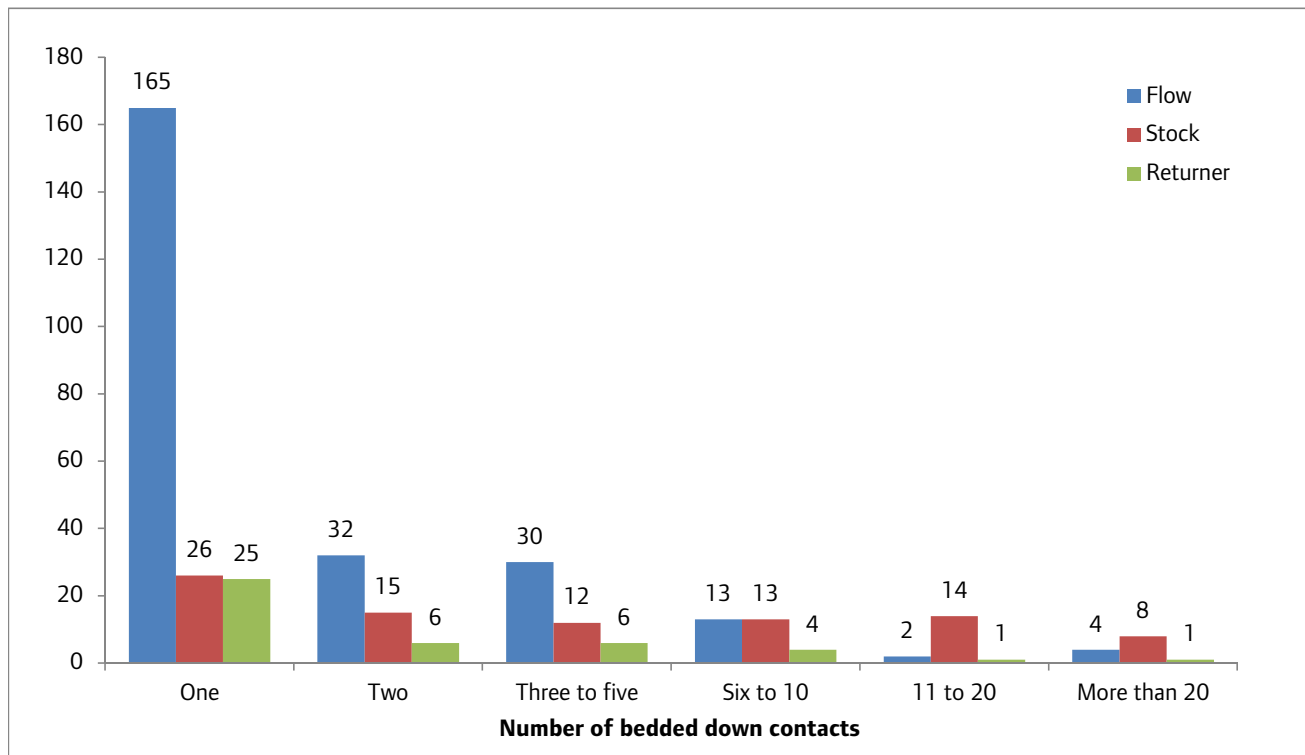
Base: 377

216 (57%) people were seen rough sleeping only once in 2014/15, this compares to 195 (60%) seen rough sleeping only once in 2013/14.

67% of people seen rough sleeping in the borough during 2014/15 who were new to the streets did not spend a second night on the streets during the year.

## 2.3 Rough sleeping volume: Flow, stock, returner model

People seen rough sleeping in the year, by flow, stock, returner model, and number of times seen rough sleeping.



Base (Flow): 246  
 Base (Stock): 88  
 Base (Returner): 43



## 2.4 New rough sleepers (flow): History prior to rough sleeping

People seen rough sleeping for the first time ever in 2014/15, by history prior to first being seen rough

The table below details what kind of accommodation new rough sleepers reported they were living in as their last longer term or settled base prior to first being seen rough sleeping.

<b>Last settled base</b>	<b>No.</b>	<b>%</b>
<b>Long term accommodation</b>		
Private rented accommodation	39	33%
Local authority accommodation	15	13%
Owner occupied	2	2%
Housing association accommodation	7	6%
Tied accommodation	1	1%
<i>Long term accommodation subtotal</i>	<i>64</i>	<i>53%</i>
<b>Short or medium term accommodation</b>		
Hostel	13	11%
Temporary accommodation (Local authority)	1	1%
Temporary accommodation (non-Local authority)	3	3%
Asylum support accommodation	1	1%
<i>Short or medium term accommodation subtotal</i>	<i>18</i>	<i>15%</i>
<b>Institution</b>		
Prison	11	9%
Hospital	0	0%
<i>Institution subtotal</i>	<i>11</i>	<i>9%</i>
<b>Inappropriately accommodated</b>		
Squat	3	3%
Outhouse	0	0%
<i>Inappropriately accommodated subtotal</i>	<i>3</i>	<i>3%</i>
Other	24	20%
Not recorded	126	
<b>Total (excl. not recorded)</b>	<b>120</b>	<b>100%</b>
<b>Total</b>	<b>246</b>	

Note: Total excluding not recorded is used as the base for percentages.

The table below details new rough sleepers' status at their last settled base, where the last settled base was not of an institutional or inappropriate nature.

<b>Status at last settled base*</b>	<b>No.</b>	<b>%</b>
Tenant	33	44%
Informal arrangement	16	21%
Parental home	13	17%
Living with partner	13	17%
Owner	0	0%
Not recorded/applicable	16	
<b>Total (excl. not recorded/applicable)</b>	<b>75</b>	<b>100%</b>
<b>Total</b>	<b>91</b>	

\*Applies to people whose last settled base was local authority accommodation, temporary accommodation, owner occupied accommodation, private rented accommodation, tied accommodation, and in some cases where "other" has been specified.

Note: Total excluding not recorded/applicable is used as the base for percentages.

New rough sleepers' reasons for leaving their last settled base prior to first being seen rough sleeping.

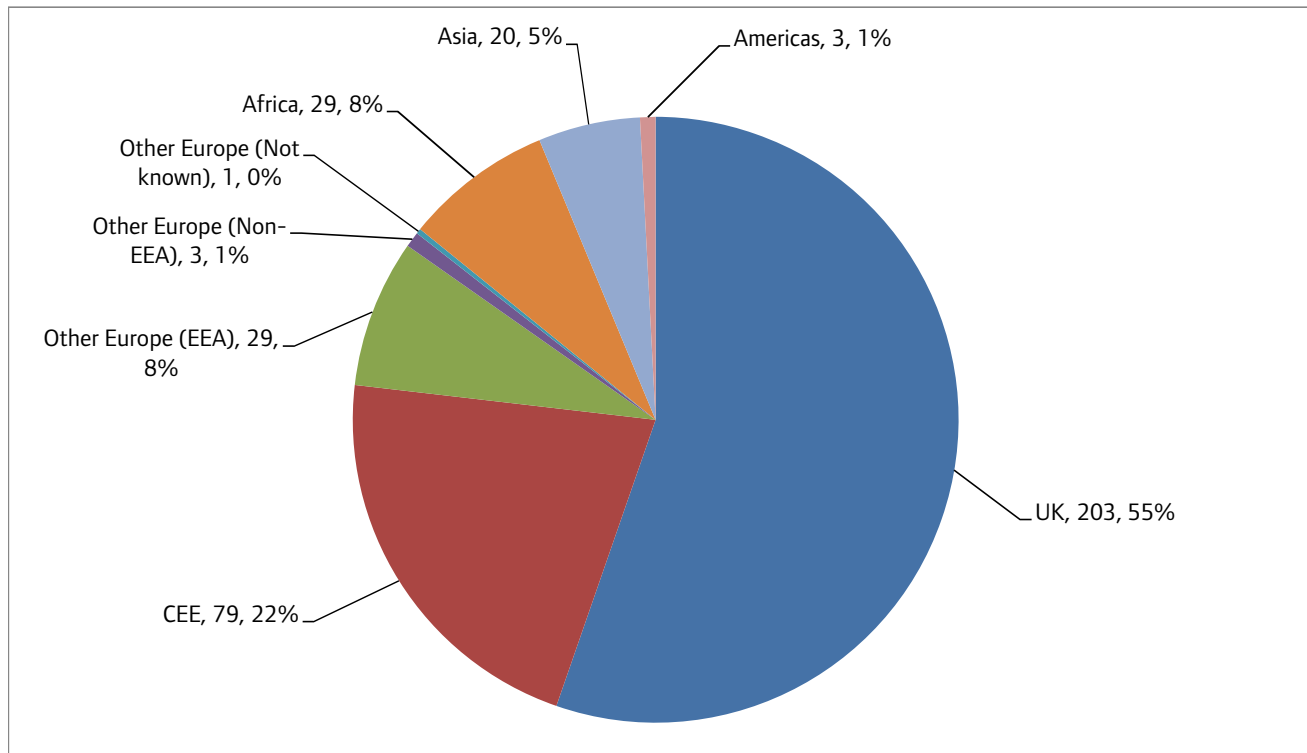
Reason for leaving last settled base	No.	%
<b>Asked to leave or evicted</b>		
Asked to leave	22	18.8%
Evicted - arrears	16	13.7%
Evicted - ASB	3	2.6%
Evicted - other	6	5.1%
<i>Asked to leave or evicted subtotal</i>	<i>47</i>	<i>40.2%</i>
<b>Employment and education</b>		
Seeking work - from within UK	3	2.6%
Seeking work - from outside UK	5	4.3%
Financial problems - loss of job	2	1.7%
Seeking work - origin not recorded	0	0.0%
Study	0	0.0%
<i>Employment and education subtotal</i>	<i>10</i>	<i>8.5%</i>
<b>Relationships</b>		
Relationship breakdown	15	12.8%
Bereavement	1	0.9%
Move nearer family/community	1	0.9%
<i>Relationships subtotal</i>	<i>17</i>	<i>14.5%</i>
<b>Financial</b>		
Financial problems - housing benefit	1	0.9%
Financial problems - debt	1	0.9%
Financial problems - other	0	0.0%
<i>Financial subtotal</i>	<i>2</i>	<i>1.7%</i>
<b>End of stay in short or medium term accommodation</b>		
Evicted - given non priority decision	1	0.9%
End of stay - hostel	0	0.0%
End of stay - asylum accommodation	0	0.0%
End of stay - other	4	3.4%
<i>End of stay in short or medium term accommodation subtotal</i>	<i>5</i>	<i>4.3%</i>
<b>Victim of violence, harassment or abuse</b>		
Domestic violence - victim	5	4.3%
Harassment/abuse/violence - gang	1	0.9%
Harassment/abuse/violence - racial	0	0.0%
Tenancy hijack	1	0.9%
Harassment/abuse/violence - homophobic	0	0.0%
Harassment/abuse/violence - other	4	3.4%
<i>Victim of violence, harassment or abuse subtotal</i>	<i>11</i>	<i>9.4%</i>
<b>End of stay in institution</b>		
End of stay - prison	9	7.7%
End of stay - hospital	0	0.0%
<i>End of stay in institution subtotal</i>	<i>9</i>	<i>7.7%</i>
<b>Housing conditions</b>		
Housing conditions	1	0.9%
<b>Perpetrator of violence, harassment or abuse</b>		
Domestic violence - perpetrator	0	0.0%
<b>Transient</b>		
Transient/travelling around	0	0.0%
<b>Other</b>		
Other	15	12.8%
<b>Not recorded</b>	129	
<b>Total (excl. not recorded)</b>	<b>117</b>	<b>100%</b>
<b>Total</b>	<b>246</b>	

Note: Total excluding not recorded is used as the base for percentages.

### 3. DEMOGRAPHICS & SUPPORT NEEDS

#### 3.1 Nationality: Overall composition

People seen rough sleeping in the year, by nationality.



Base: 367 people seen rough sleeping in the year whose nationality was known.

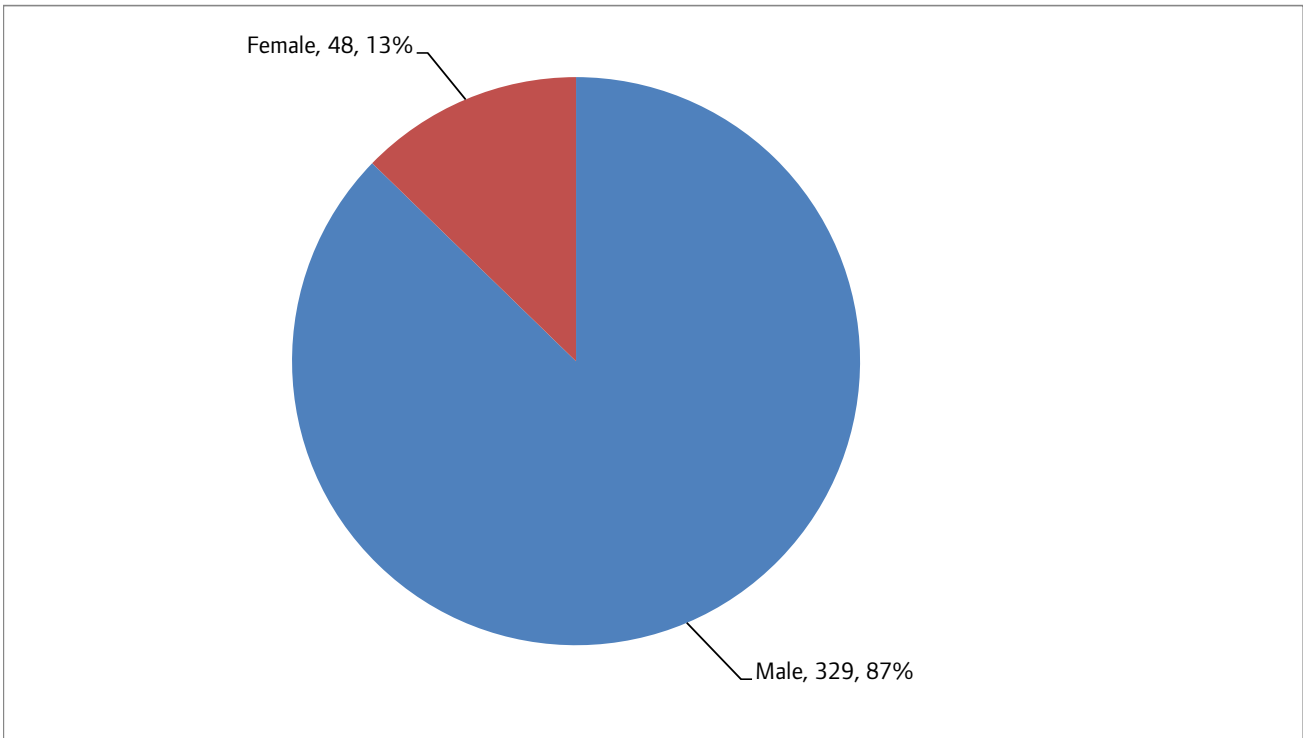
### 3.2 Nationality: Flow, stock, returner model

	Flow	Stock	Returner	Total	
Nationality	No.	No.	No.	No.	%
UK	122	56	25	203	55.3%
Bulgaria	1	0	0	1	0.3%
Czech Republic	0	0	0	0	0.0%
Estonia	0	1	0	1	0.3%
Hungary	3	0	0	3	0.8%
Latvia	8	3	1	12	3.3%
Lithuania	9	5	2	16	4.4%
Poland	11	8	2	21	5.7%
Romania	20	1	2	23	6.3%
Slovakia	2	0	0	2	0.5%
Slovenia	0	0	0	0	0.0%
<i>CEE subtotal</i>	<i>54</i>	<i>18</i>	<i>7</i>	<i>79</i>	<i>21.5%</i>
Italy	7	0	0	7	1.9%
Ireland (Republic of)	2	1	0	3	0.8%
Portugal	3	1	2	6	1.6%
Spain	7	0	0	7	1.9%
France	3	0	0	3	0.8%
Other European (EEA) countries	1	1	1	3	0.8%
<i>Other Europe (EEA) subtotal</i>	<i>23</i>	<i>3</i>	<i>3</i>	<i>29</i>	<i>7.9%</i>
Other Europe (Non-EEA)	2	0	1	3	0.8%
Other Europe (Not known)	1	0	0	1	0.3%
Somalia	8	2	2	12	3.3%
Eritrea	2	0	0	2	0.5%
Other African countries	10	3	2	15	4.1%
<i>Africa subtotal</i>	<i>20</i>	<i>5</i>	<i>4</i>	<i>29</i>	<i>7.9%</i>
India	1	0	0	1	0.3%
Iran	1	0	0	1	0.3%
Other Asian countries	13	4	1	18	4.9%
<i>Asia subtotal</i>	<i>15</i>	<i>4</i>	<i>1</i>	<i>20</i>	<i>5.4%</i>
Americas	2	0	1	3	0.8%
Australasia	0	0	0	0	0.0%
Not known	7	2	1	10	
<b>Total (excl. Not known)</b>	<b>239</b>	<b>86</b>	<b>42</b>	<b>367</b>	<b>100.0%</b>
<b>Total (incl. Not known)</b>	<b>246</b>	<b>88</b>	<b>43</b>	<b>377</b>	

Note: Total excluding not known is used as base for percentages.

### 3.3 Gender

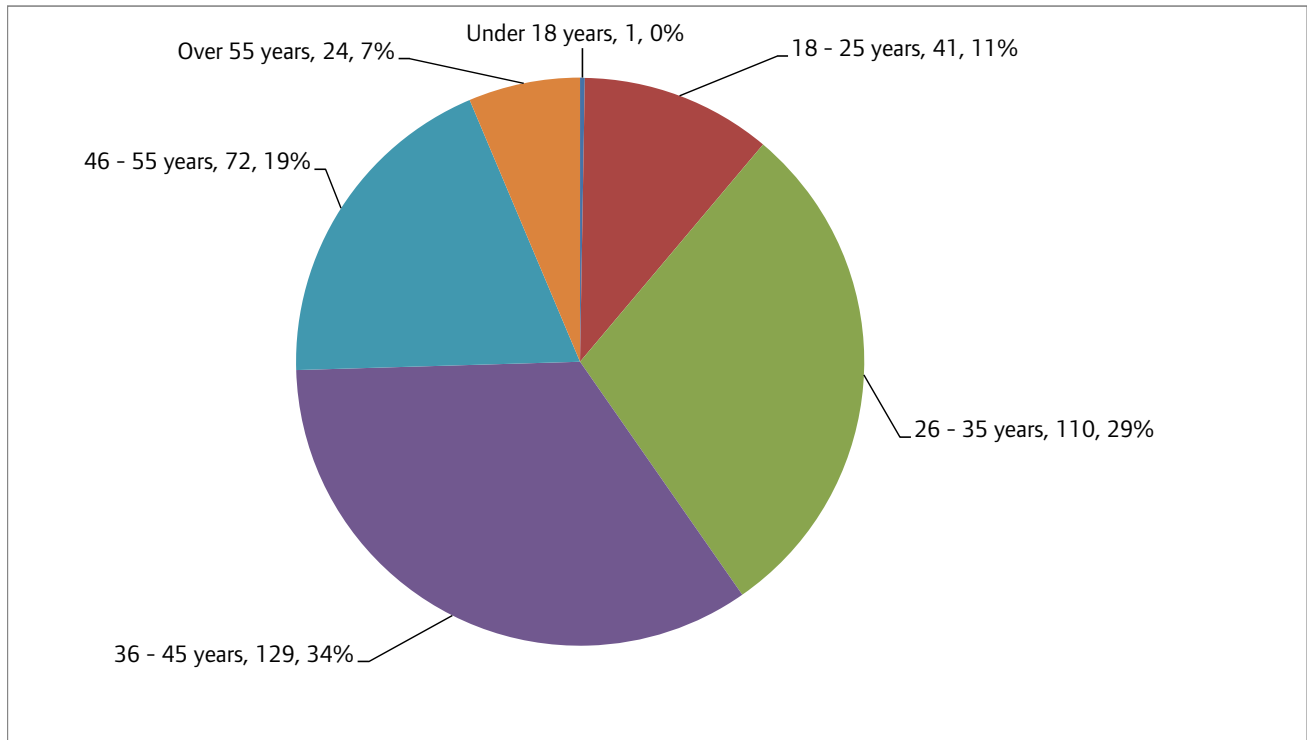
People seen rough sleeping in the year, by gender.



Base: 377

### 3.4 Age

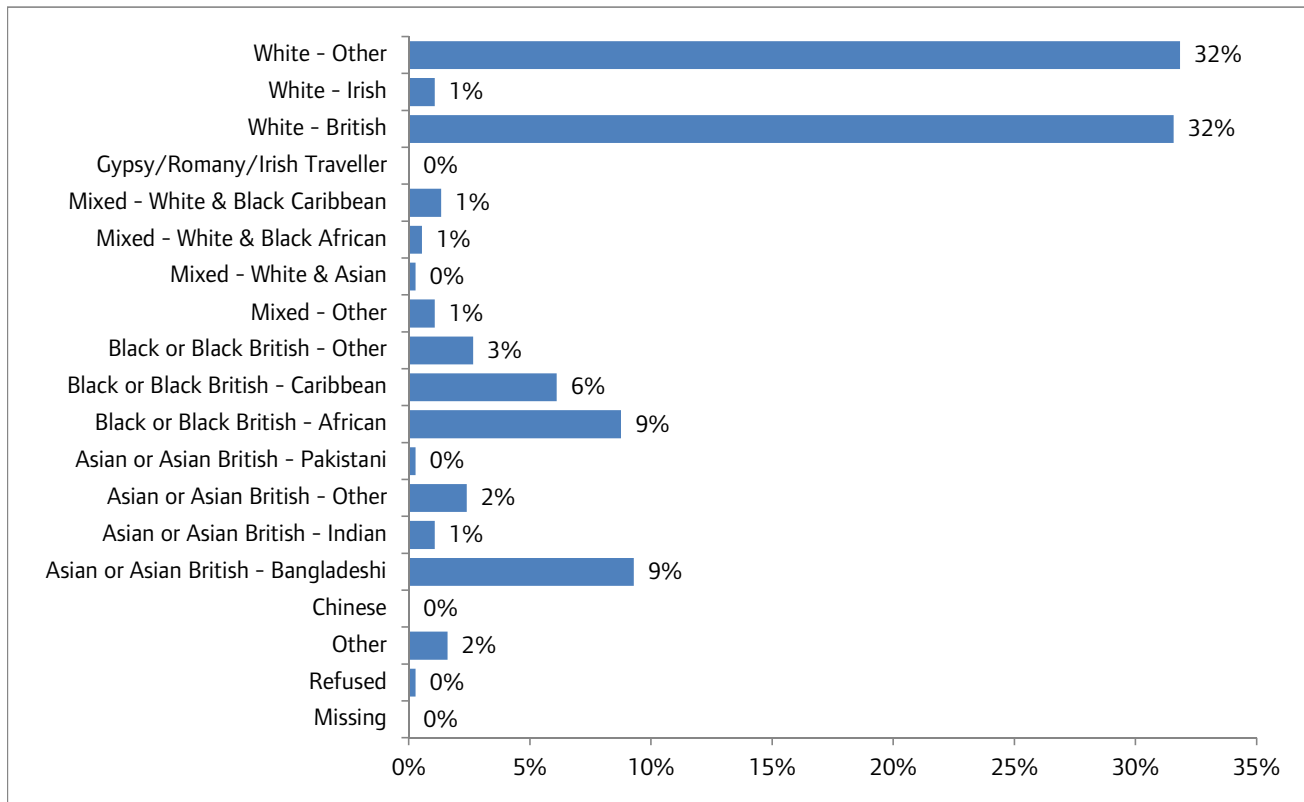
People seen rough sleeping in the year, by age.



Base: 377

### 3.5 Ethnicity

People seen rough sleeping in the year, by ethnicity.

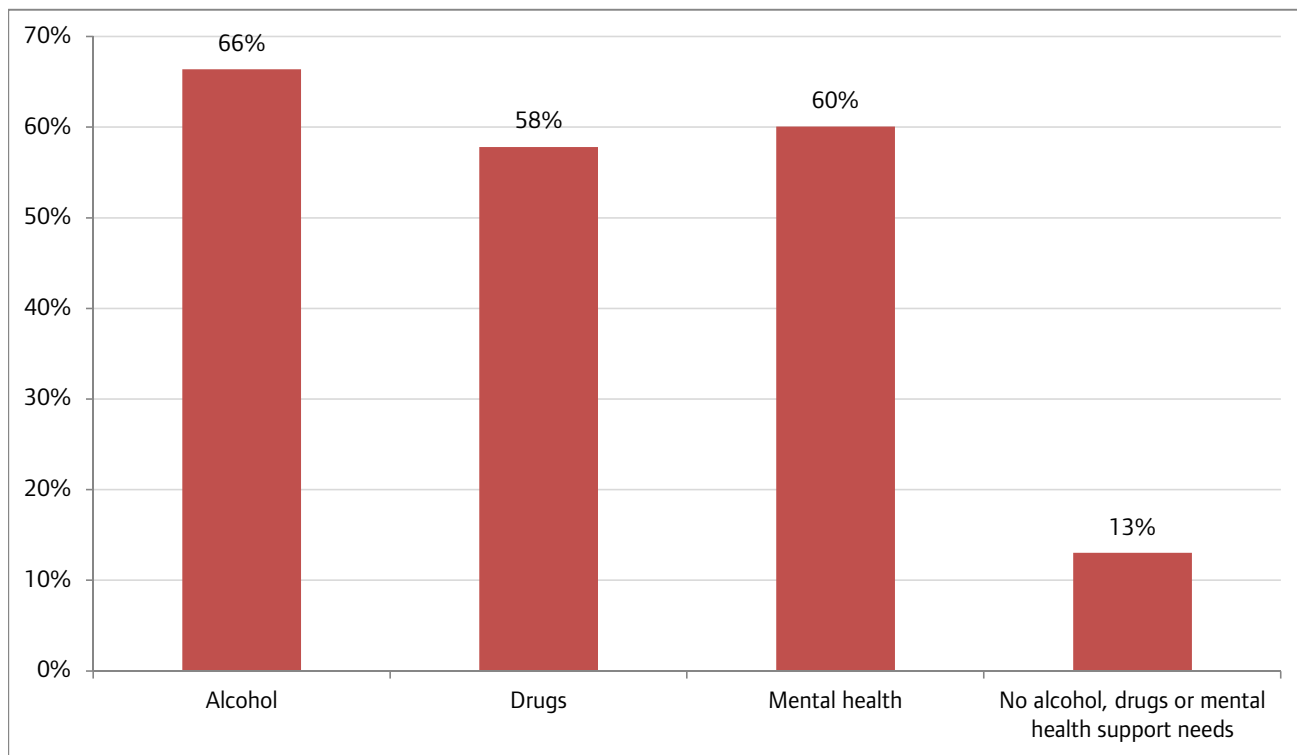


Base: 377

### 3.6 Support needs

People seen rough sleeping in the year, by support needs.

Support needs data in CHAIN is derived from assessments made by those working with rough sleepers in the homelessness sector. It is important to note that 29% of rough sleepers in the borough in 2014/15 did not have a support needs assessment recorded.



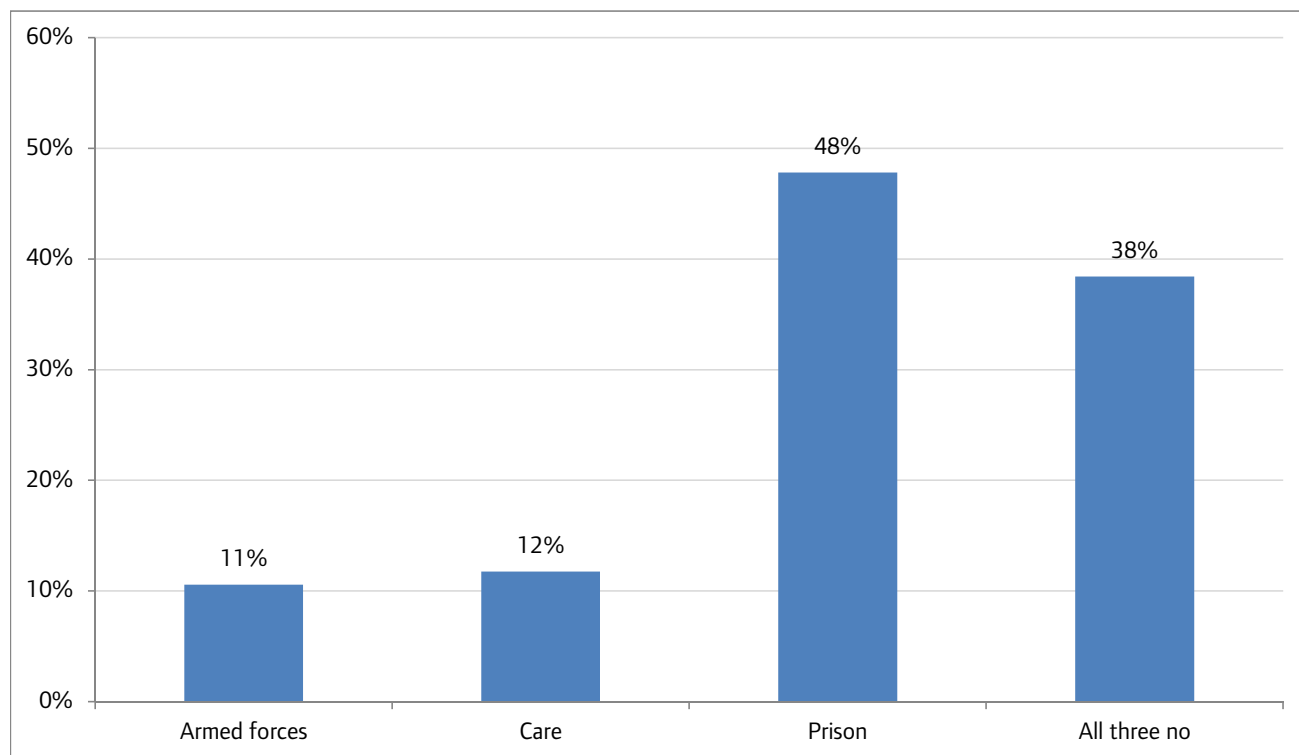
Base: 268. Note that the base figure for this chart excludes clients where none of the three support needs were known or assessed (109).

Support Needs	No. people	% of people seen rough sleeping
Alcohol only	26	7%
Drugs only	17	5%
Mental health only	20	5%
Alcohol and drugs	26	7%
Alcohol and mental health	29	8%
Drugs and mental health	15	4%
Alcohol, drugs and mental health	97	26%
All three no	35	9%
All three not known or not assessed	109	29%
All three no, not known or not assessed	3	1%
<b>Total</b>	<b>377</b>	<b>100%</b>



### 3.7 Institutional & armed forces history

People seen rough sleeping in the year, by experience of armed forces, care or prison.



Base: 255. Note that the base figure for this chart excludes clients where none of the three institutional histories were recorded (122).

Nationality of rough sleepers with experience of armed forces:

Nationality	No.	%
UK	7	3%
Non-UK	20	8%
Total with armed forces experience	27	11%
<b>Base (total assessed)</b>	<b>255</b>	

27 people seen rough sleeping in the borough in 2014/15 had experience of serving in the armed forces, of whom 7 were UK nationals. Time spent in the forces could have been at any point in the person's life, and it is not necessarily the case that the person has recently been discharged.

## 4. HELPING PEOPLE OFF THE STREETS

### 4.1 Accommodation outcomes

Outreach teams and other services work to help rough sleepers into a range of accommodation types, most commonly hostels but also the private rented sector and residential treatment centres.

In 2014/15, 126 people who had been seen rough sleeping during the year were booked into accommodation by services in the borough.

The table below details the accommodation outcomes achieved with people seen rough sleeping in the year, compared to outcomes for rough sleepers in the previous year.

Accommodation type	2013/14		2014/15	
	No. events	%	No. events	%
<b>Temporary accommodation</b>				
Assessment centre	0	0.0%	0	0.0%
Bed & breakfast	18	12.0%	7	4.1%
Clinic/Detox/Rehab	3	2.0%	1	0.6%
Friends & family	0	0.0%	0	0.0%
Hostel	118	78.7%	149	87.6%
Local authority temporary accommodation	3	2.0%	3	1.8%
Nightstop	0	0.0%	1	0.6%
Second-stage accommodation	0	0.0%	0	0.0%
Other temporary accommodation	3	2.0%	2	1.2%
<i>Temporary accommodation subtotal</i>	<i>145</i>	<i>96.7%</i>	<i>163</i>	<i>95.9%</i>
<b>Long term accommodation</b>				
Care home	0	0.0%	0	0.0%
Clearing House/RSI	2	1.3%	6	3.5%
Local authority tenancy (general needs)	0	0.0%	0	0.0%
Private rented sector - independent	2	1.3%	0	0.0%
Private rented sector - with some floating support	1	0.7%	0	0.0%
RSL tenancy (general needs)	0	0.0%	0	0.0%
Sheltered housing	0	0.0%	0	0.0%
St Mungo's Broadway complex needs	0	0.0%	0	0.0%
St Mungo's Broadway semi-independent	0	0.0%	0	0.0%
Supported housing	0	0.0%	0	0.0%
Tied accommodation	0	0.0%	0	0.0%
Other long-term accommodation	0	0.0%	1	0.6%
<i>Long term accommodation subtotal</i>	<i>5</i>	<i>3.3%</i>	<i>7</i>	<i>4.1%</i>
<b>Total</b>	<b>150</b>	<b>100.0%</b>	<b>170</b>	<b>100.0%</b>

Note: An individual may have been booked into accommodation more than once during the period.

### 4.2 NSNO & NLOS attendance

People seen rough sleeping during the year who were referred from the borough to NSNO or NLOS.

	2013/14	2014/15*
NSNO	90	92
NLOS	23	2

\*From October 2014 onwards NLOS ceased operating as a separate service and was integrated into NSNO.

Note: Some people may have attended both NSNO and NLOS during the period.

### 4.3 Reconnection outcomes

Confirmed reconnections achieved with people seen rough sleeping in the year.

Outreach and other services help people to reconnect to their home area or country, where they are more likely to find a solution to their homelessness, for example through appropriate support networks, entitlement to accommodation or access to an alcohol treatment centre. Reconnection destinations could be another borough within London, an area elsewhere in the UK, or another country. Some people may have had more than one reconnection recorded during the year.

Reconnection reason	2013/14		2014/15	
	No.	%	No.	%
Return to home area	17	89%	21	95%
Seeking work	4	21%	3	14%
Move to area for friends/family	12	63%	8	36%
Move to area with appropriate services	2	11%	2	9%
<b>Reconnections total*</b>	<b>19</b>		<b>22</b>	

Reconnection destination	No.	%	No.	%
UK - London	2	11%	2	10%
UK - outside London	0	0%	4	20%
Central and Eastern Europe	10	53%	10	50%
Other Europe	7	37%	3	15%
Rest of the world	0	0%	1	5%
<i>Not known</i>	0		2	
<b>Reconnections total (excl. destination not known)</b>	<b>19</b>	<b>100%</b>	<b>20</b>	<b>100%</b>

\*Reconnections can be recorded with multiple reasons, so the overall total will be lower than the combined sum of the separate reconnection reasons. Percentages are based on the total number of reconnections.

22 people seen rough sleeping in 2014/15 also had a confirmed reconnection recorded by services in the borough during the period.

70% of reconnections this year were to destinations outside the UK. 50% were to Central and Eastern European countries.

## 5. TEMPORARY ACCOMMODATION

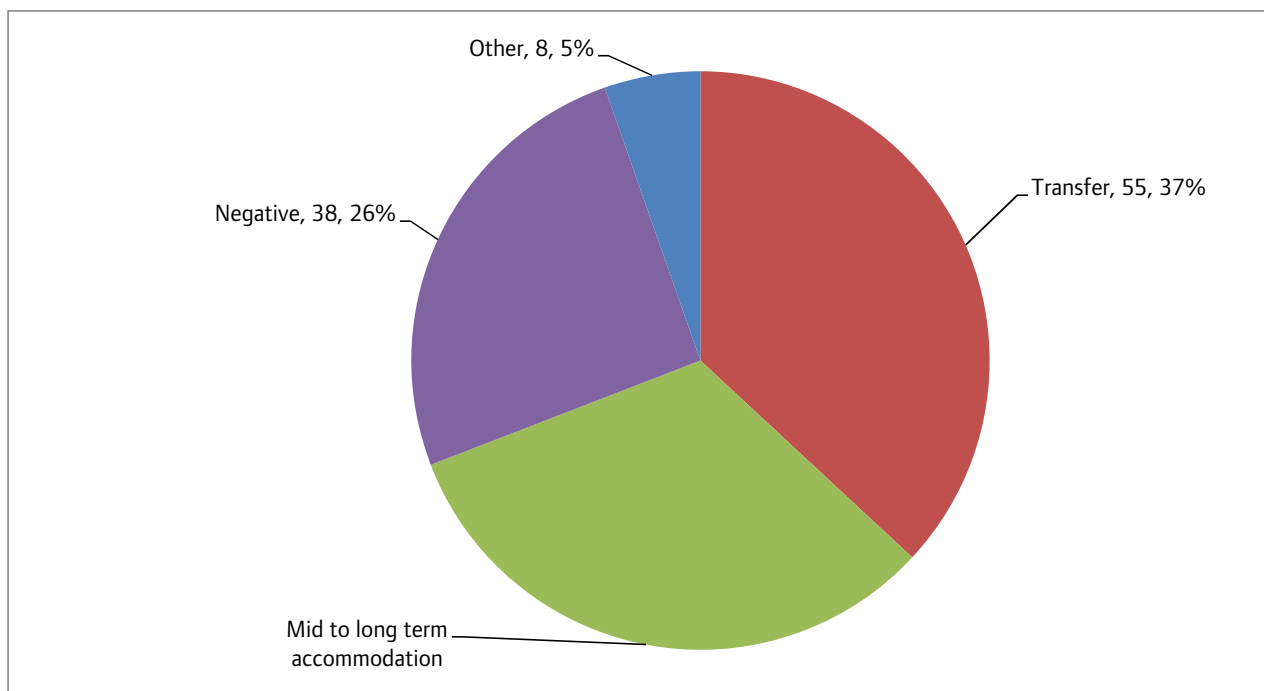
Arrivals and departures at hostels, assessment centres and second-stage accommodation based in the borough. All people counted in this section had previously been seen rough sleeping, but not necessarily during 2014/15.

### 5.1 Arrivals

A total of 134 individuals arrived at temporary accommodation during the period.

### 5.2 Departures: Destination on departure

A total of 136 individuals departed from temporary accommodation during the period.



Base: 149

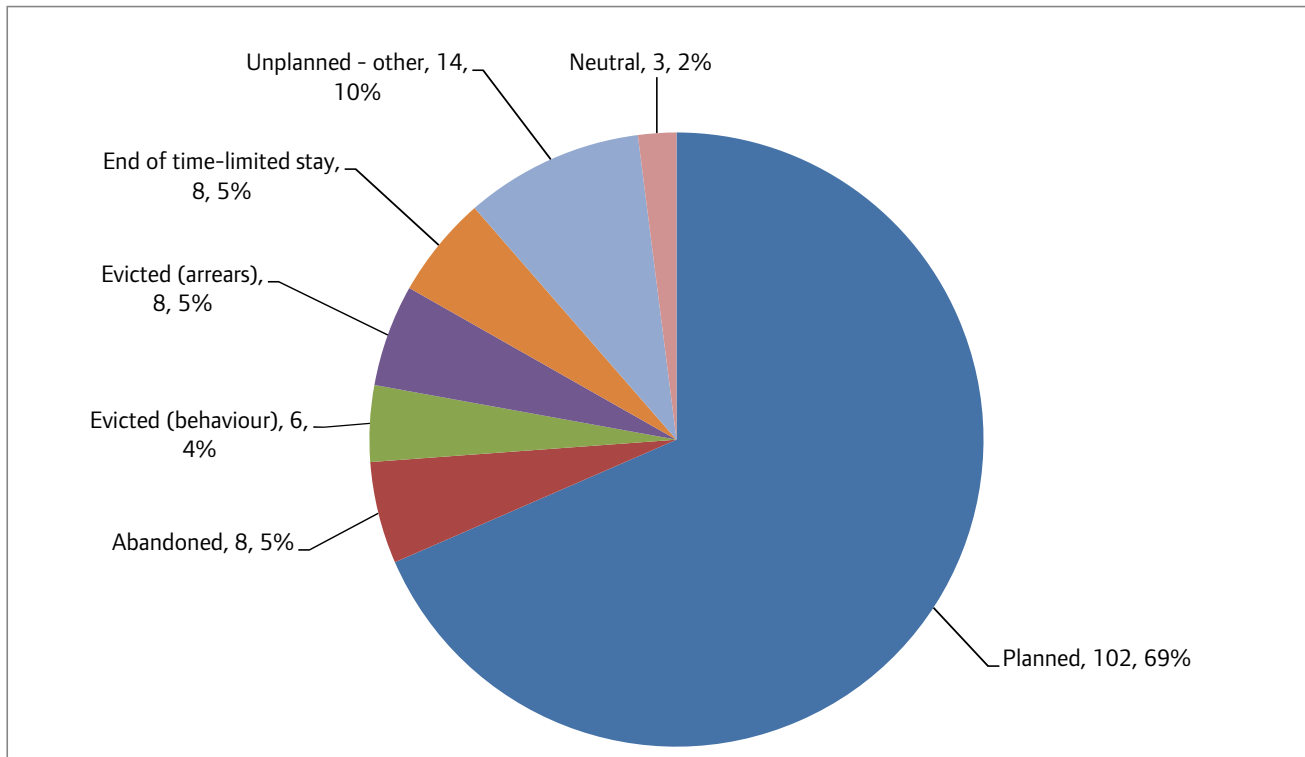
Destination on departure	Destination category	Chart colour
Assessment centre, Bed & breakfast, Detox clinic, Hospital - not long term/acute care, Hostel - another organisation, Hostel - within the organisation, NASS accommodation, Night shelter, NLOS assessment hub, NSNO assessment hub, NSNO staging post, Psychiatric hospital, Rehab clinic, Temporary accommodation (LA)	Transfer	
Accommodation where client is owner, Care home, Clearing House/RSI, Hospital - long term, LA tenancy (general needs), Long stay hospice, Private rented sector - independent, Private rented sector - with some floating support, Returned to home country (EEA), Returned to home country (non EEA), RSL tenancy (general needs), Sheltered housing, Supported housing, Tied accommodation	Mid to long term accommodation	
Committed suicide, Not known, Sleeping rough/Returned to streets, Taken into custody	Negative	
Died, Previous home, Staying with family, Staying with friends	Other	

Note: An individual may have had more than one accommodation departure during the period.

Destination on departure	No. departures	%
<b>Transfer</b>		
Assessment centre	0	0%
Bed & breakfast	4	3%
Detox clinic	1	1%
Hospital - not long term/acute care	1	1%
Hostel - another organisation	9	6%
Hostel - within the organisation	10	7%
NASS accommodation	0	0%
Night shelter	0	0%
NLOS assessment hub	0	0%
NSNO assessment hub	1	1%
NSNO staging post	0	0%
Psychiatric hospital	0	0%
Rehab clinic	5	3%
Temporary accommodation (LA)	24	16%
<i>Transfer subtotal</i>	<i>55</i>	<i>37%</i>
<b>Mid to long term accommodation</b>		
Accommodation where client is owner	0	0%
Care home	0	0%
Clearing House/RSI	6	4%
Hospital - long term	1	1%
LA tenancy (general needs)	7	5%
Long stay hospice	0	0%
Private rented sector - independent	7	5%
Private rented sector - with some floating support	15	10%
Returned to home country (EEA)	1	1%
Returned to home country (non EEA)	1	1%
RSL tenancy (general needs)	5	3%
Sheltered housing	3	2%
Supported housing	2	1%
Tied accommodation with work	0	0%
<i>Mid to long term accommodation subtotal</i>	<i>48</i>	<i>32%</i>
<b>Negative</b>		
Committed suicide	0	0%
Not known	18	12%
Sleeping rough/Returned to streets	5	3%
Taken into custody	15	10%
<i>Negative subtotal</i>	<i>38</i>	<i>26%</i>
<b>Other</b>		
Died	3	2%
Previous home	1	1%
Staying with family	1	1%
Staying with friends	3	2%
<i>Other subtotal</i>	<i>8</i>	<i>5%</i>
<b>Total</b>	<b>149</b>	<b>100%</b>

### 5.3 Departures: Reason for leaving

Temporary accommodation departures by reason for leaving.



Base: 149

Note: An individual may have had more than one accommodation departure during the period. In most cases where a person's reason for leaving has been recorded as 'Neutral', their tenancy has ended due to them dying.

GREATER**LONDON**AUTHORITY

---