

# CHAIN ANNUAL REPORT

**TOWER HAMLETS**

**APRIL 2021 - MARCH 2022**

SUPPORTED BY  
**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. SPATIAL DISTRIBUTION**

### 3.1 Bedded down street contacts by area: Map

## **4. DEMOGRAPHICS & SUPPORT NEEDS**

### 4.1 Nationality: Overall composition

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

### 4.3 Gender

### 4.4 Age

### 4.5 Ethnicity

### 4.6 Support needs

### 4.7 Institutional & armed forces history

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

### 5.1 Accommodation outcomes

### 5.2 Reconnection outcomes

## **COPYRIGHT**

### **Greater London Authority**

**June 2022**

Published by  
Greater London Authority  
City Hall  
Kamal Chunchie Way  
London  
E16 1ZE  
**[www.london.gov.uk](http://www.london.gov.uk)**

CHAIN enquiries 020 7840 4451

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 2021 and March 2022. 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 represents the UK's most detailed and comprehensive source of information about rough sleeping, and is commissioned and funded by the Greater London Authority (GLA). The system is now managed by Homeless Link, but was managed by St Mungo's during the period covered by this report.

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 2021/22.

## 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%, or that there could be small discrepancies between percentage figures in tables and corresponding charts or commentary.

## 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 Homeless Link. The system was managed by St Mungo's prior to April 2022.

**EEA:** European Economic Area

The 27 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.

**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.

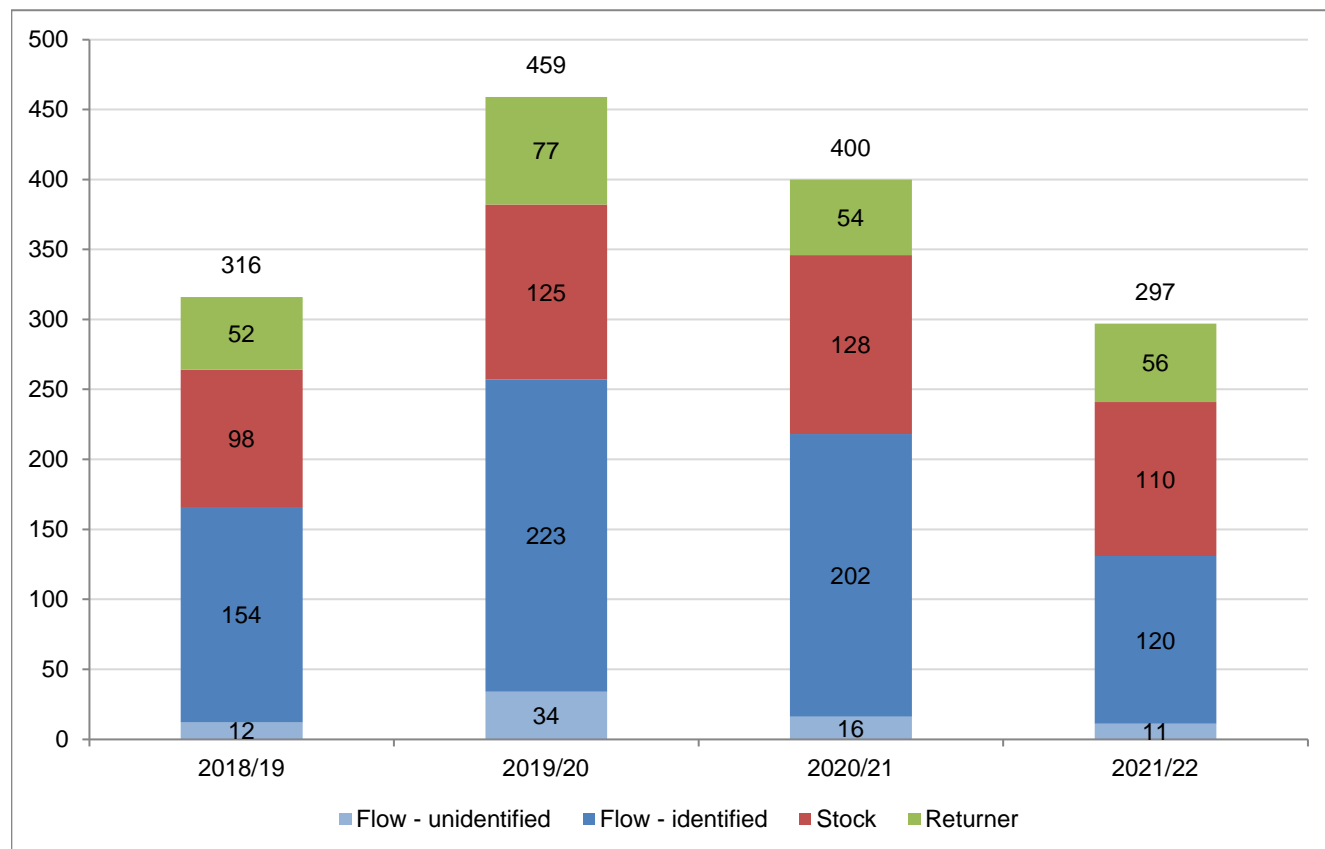
**RSI:** Rough Sleeping Initiative

Cross-government plan of action, announced in March 2018, to significantly reduce the number of people sleeping rough in England and Wales. The RSI acronym has also previously been used to refer to the 1990s Rough Sleepers Initiative, which was successful in reducing rough sleeping at that time.

## 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.



2018/19 base: 316

2019/20 base: 459

2020/21 base: 400

2021/22 base: 297

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:

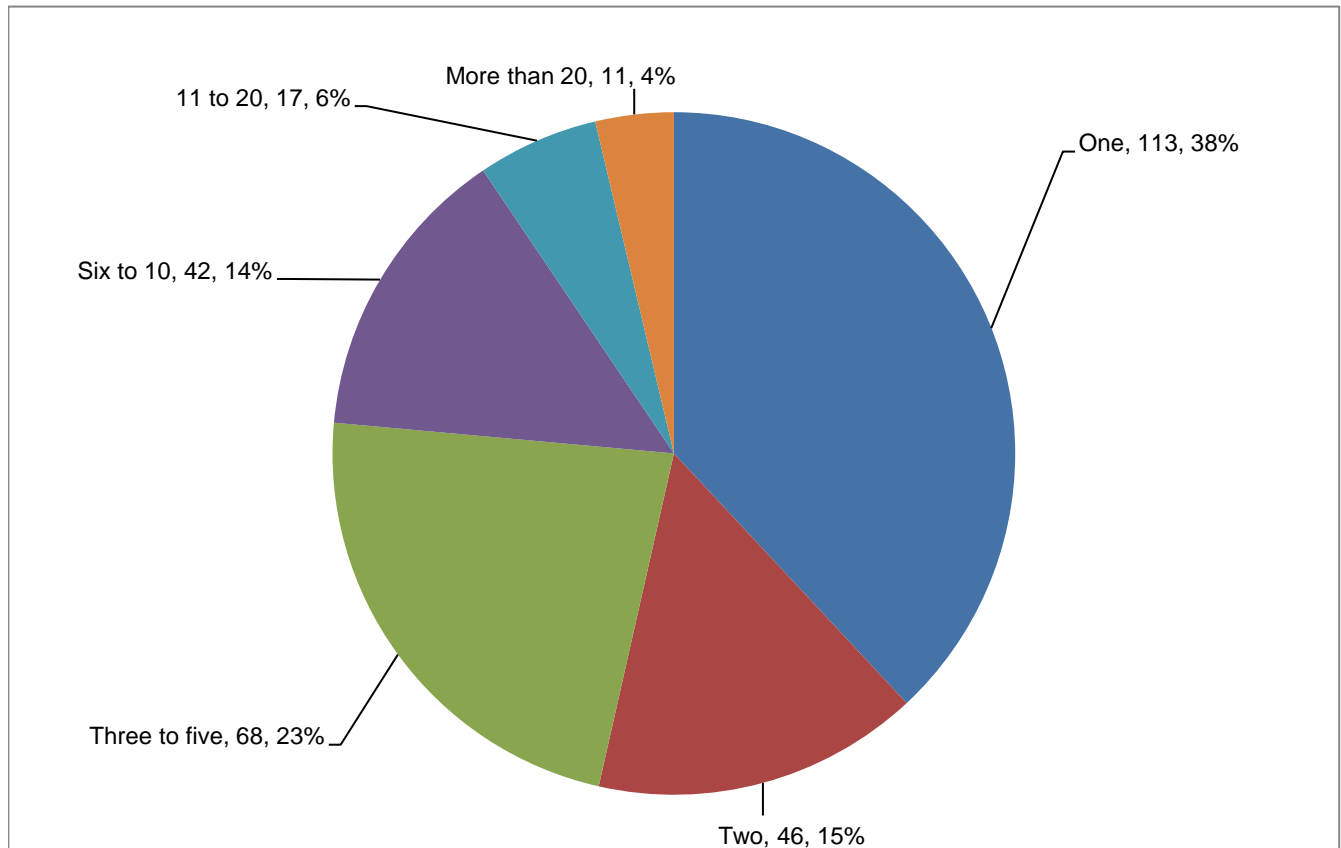
Category	Description
Flow	People who had never been seen rough sleeping prior to 2021/22 (i.e. new rough sleepers). Those within this category are further subdivided as follows: Unidentified - those new rough sleepers recorded without a name, and with only one contact. Identified - those new rough sleepers recorded with a name, and/or with more than one contact.
Stock	People who were also seen rough sleeping in 2020/21 (i.e. those seen across a minimum of two consecutive years).
Returner	People who were first seen rough sleeping prior to 2020/21, but were not seen during 2020/21 (i.e. those who have had a gap in their rough sleeping histories).

297 people were seen rough sleeping in the borough in 2021/22. This represents a 26% decrease when compared to 2020/21.

44% of people seen rough sleeping in the borough during the year were new rough sleepers (flow), while 37% fell into the stock category, and 19% 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: 297

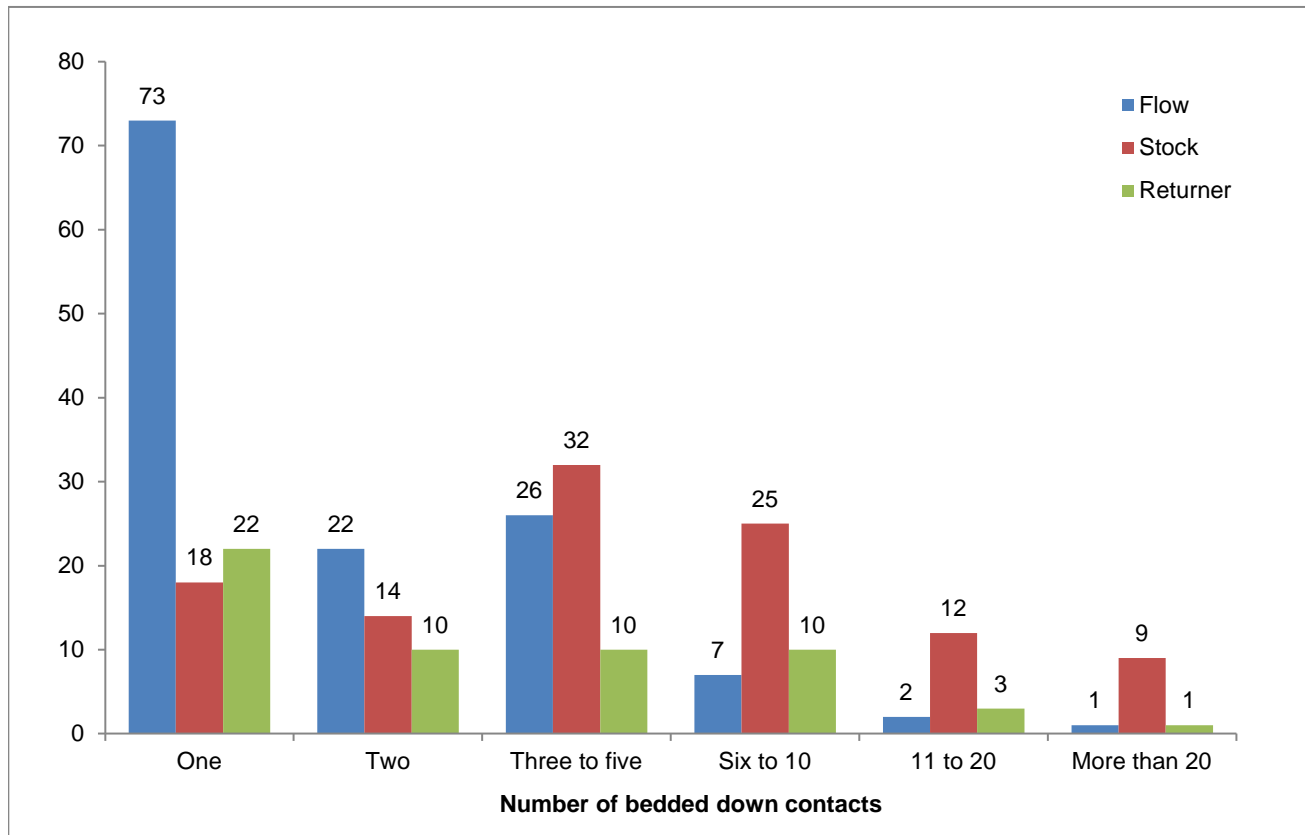
113 (38%) people were seen rough sleeping only once in 2021/22, this compares to 203 (51%) seen rough sleeping only once in 2020/21.

56% of people seen rough sleeping in the borough during 2021/22 who were new to the streets were seen rough sleeping just once.



## 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): 131  
 Base (Stock): 110  
 Base (Returner): 56

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

People seen rough sleeping for the first time ever in 2021/22, by history prior to first being seen rough sleeping.

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. For some categories of last settled base, recording of information was previously split between the type of accommodation in which the person was living (e.g. private rented) and their status at that accommodation (e.g. living with parents). Due to the difficulty often encountered in obtaining this level of detail, from April 2020 we have simplified recording by combining the two factors into a single field. Under the new system, if the most significant aspect of the person's last settled base was who they were living with, that would take precedence in recording, compared to the type of accommodation. This change in recording practice means that direct comparisons with previous years' figures for last settled base should be treated with caution.

	2020/21		2021/22	
<b>Last longer term or settled base</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
<b>Long term accommodation</b>				
Living with friends/family	41	25.5%	17	21.8%
Private rented accommodation	32	19.9%	25	32.1%
Living with partner	16	9.9%	5	6.4%
Living with parents	5	3.1%	4	5.1%
Local authority accommodation	4	2.5%	3	3.8%
Housing association/RSL accommodation	3	1.9%	0	0.0%
Sheltered housing/registered care accommodation	1	0.6%	1	1.3%
Owner occupied accommodation	1	0.6%	0	0.0%
Tied accommodation	0	0.0%	0	0.0%
<i>Long term accommodation subtotal</i>	<i>103</i>	<i>64.0%</i>	<i>55</i>	<i>70.5%</i>
<b>Short or medium term accommodation</b>				
Hostel	3	1.9%	4	5.1%
Asylum support accommodation	0	0.0%	1	1.3%
Temporary accommodation (Local authority)	2	1.2%	1	1.3%
B&B/other temporary accommodation	0	0.0%	0	0.0%
Clinic/Detox/Rehab	0	0.0%	1	1.3%
<i>Short or medium term accommodation subtotal</i>	<i>5</i>	<i>3.1%</i>	<i>7</i>	<i>9.0%</i>
<b>Institution</b>				
Prison	15	9.3%	1	1.3%
Hospital	1	0.6%	1	1.3%
<i>Institution subtotal</i>	<i>16</i>	<i>9.9%</i>	<i>2</i>	<i>2.6%</i>
<b>Inappropriately accommodated</b>				
Squat	2	1.2%	1	1.3%
Outhouse	1	0.6%	0	0.0%
<i>Inappropriately accommodated subtotal</i>	<i>3</i>	<i>1.9%</i>	<i>1</i>	<i>1.3%</i>
<b>Newly arrived in UK</b>				
Newly arrived in UK - not homeless in home country	19	11.8%	3	3.8%
Newly arrived in UK - homeless in home country	2	1.2%	0	0.0%
<i>Newly arrived in UK subtotal</i>	<i>21</i>	<i>13.0%</i>	<i>3</i>	<i>3.8%</i>
Other	13	8.1%	10	12.8%
Not recorded	57		53	
<b>Total (excl. not recorded)</b>	<b>161</b>	<b>100.0%</b>	<b>78</b>	<b>100.0%</b>
<b>Total (incl. not recorded)</b>	<b>218</b>		<b>131</b>	

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

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

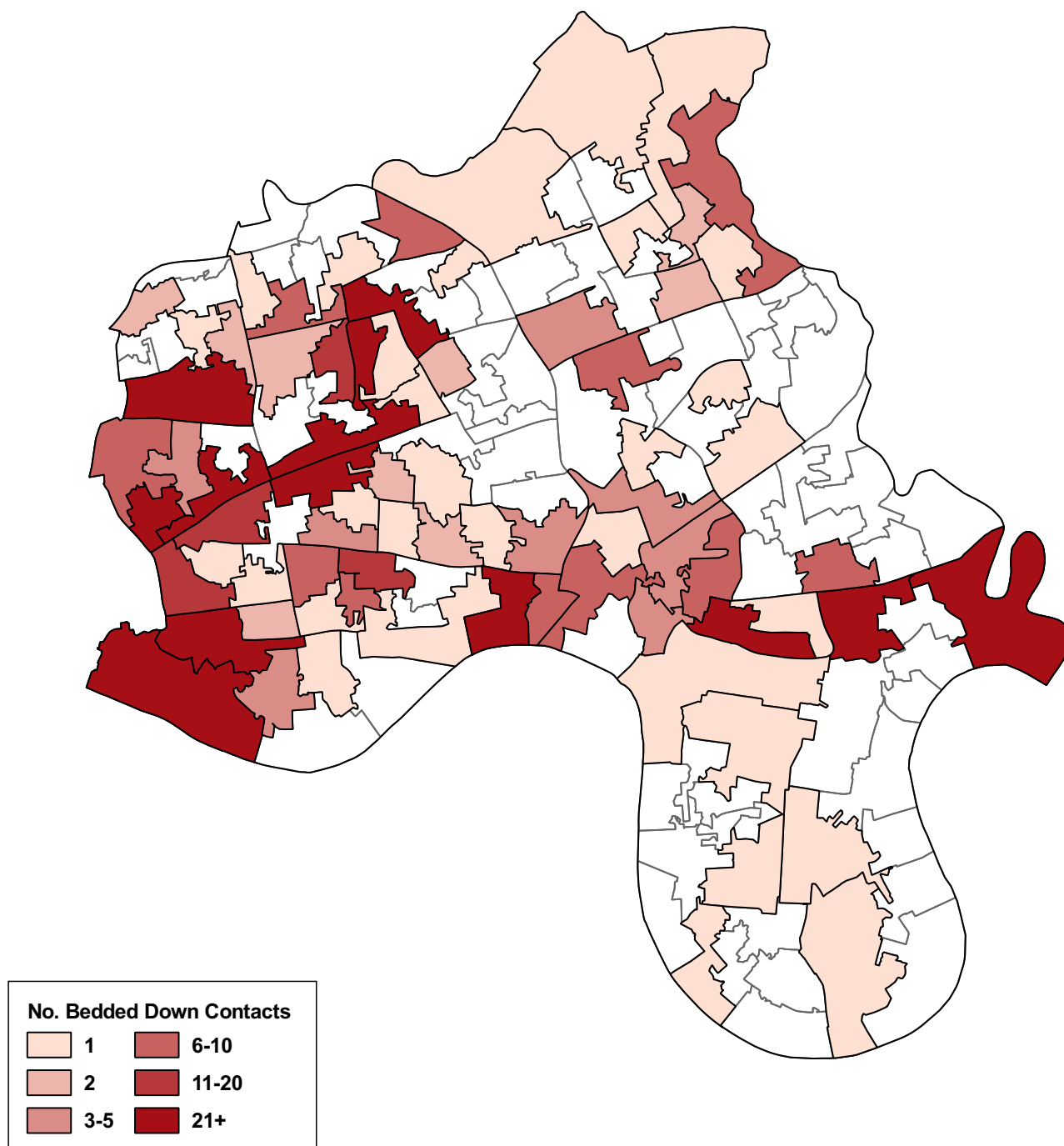
	2020/21		2021/22	
Reason for leaving last longer term or settled base	No.	%	No.	%
<b>Asked to leave or evicted</b>				
Asked to leave	46	28.6%	15	19.2%
Evicted - arrears	4	2.5%	5	6.4%
Evicted - end of tenancy agreement	2	1.2%	0	0.0%
Evicted - ASB	0	0.0%	2	2.6%
Evicted - other	2	1.2%	1	1.3%
<i>Asked to leave or evicted subtotal</i>	<b>54</b>	<b>33.5%</b>	<b>23</b>	<b>29.5%</b>
<b>Employment and education</b>				
Financial problems - loss of job	21	13.0%	9	11.5%
Seeking work - from outside UK	13	8.1%	2	2.6%
Seeking work - from within UK	3	1.9%	0	0.0%
Study	0	0.0%	0	0.0%
<i>Employment and education subtotal</i>	<b>37</b>	<b>23.0%</b>	<b>11</b>	<b>14.1%</b>
<b>Relationships</b>				
Relationship breakdown	20	12.4%	7	9.0%
Death of relative/friend	0	0.0%	1	1.3%
Move nearer family/friends/community	1	0.6%	0	0.0%
<i>Relationships subtotal</i>	<b>21</b>	<b>13.0%</b>	<b>8</b>	<b>10.3%</b>
<b>Financial</b>				
Financial problems - debt	1	0.6%	2	2.6%
Financial problems - housing benefit	0	0.0%	0	0.0%
Financial problems - other	2	1.2%	1	1.3%
<i>Financial subtotal</i>	<b>3</b>	<b>1.9%</b>	<b>3</b>	<b>3.8%</b>
<b>End of stay in short or medium term accommodation</b>				
End of stay - asylum accommodation	0	0.0%	1	1.3%
End of stay - hostel	1	0.6%	1	1.3%
Evicted - given non priority decision	0	0.0%	0	0.0%
End of stay - other	7	4.3%	1	1.3%
<i>End of stay in short or medium term accommodation subtotal</i>	<b>8</b>	<b>5.0%</b>	<b>3</b>	<b>3.8%</b>
<b>Victim of violence, harassment or abuse</b>				
Harassment/abuse/violence	8	5.0%	5	6.4%
Domestic violence - victim	0	0.0%	1	1.3%
Tenancy hijack	0	0.0%	0	0.0%
<i>Victim of violence, harassment or abuse subtotal</i>	<b>8</b>	<b>5.0%</b>	<b>6</b>	<b>7.7%</b>
<b>End of stay in institution</b>				
End of stay - prison	15	9.3%	3	3.8%
End of stay - hospital	1	0.6%	1	1.3%
<i>End of stay in institution subtotal</i>	<b>16</b>	<b>9.9%</b>	<b>4</b>	<b>5.1%</b>
<b>Housing conditions</b>				
Housing conditions	0	0.0%	0	0.0%
<b>Perpetrator of violence, harassment or abuse</b>				
Domestic violence - perpetrator	2	1.2%	1	1.3%
<b>Transient</b>				
Transient/travelling around	1	0.6%	3	3.8%
<b>Other</b>				
Other	11	6.8%	16	20.5%
<b>Not recorded</b>	<b>57</b>		<b>53</b>	
<b>Total (excl. not recorded)</b>	<b>161</b>	<b>100.0%</b>	<b>78</b>	<b>100.0%</b>
<b>Total (incl. not recorded)</b>	<b>218</b>		<b>131</b>	

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

### 3. SPATIAL DISTRIBUTION

#### 3.1 Bedded down street contacts by area: Map

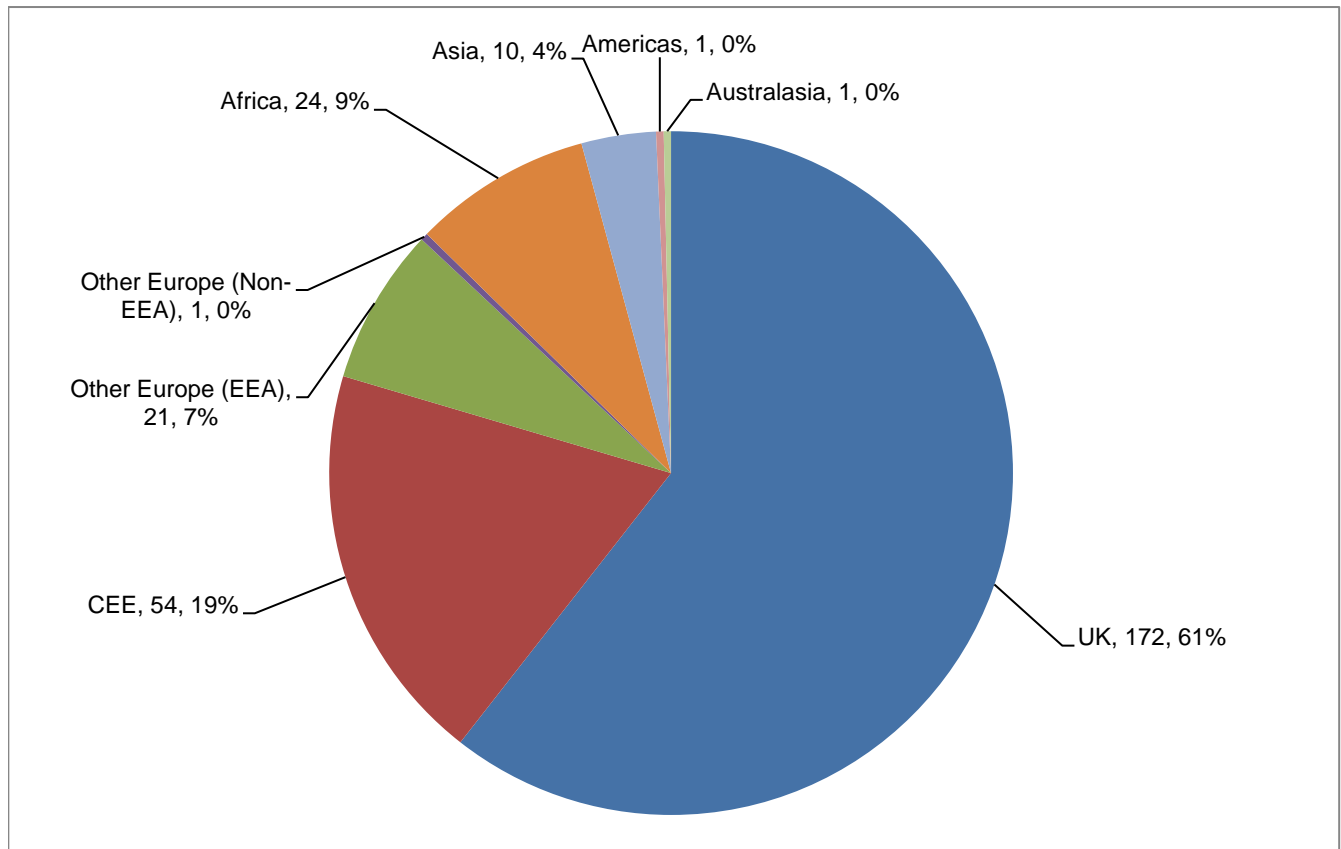
The map below shows the number of bedded down street contacts recorded in each Lower Super Output Area within the borough during the period. It is important to note that this represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given area.



## 4. DEMOGRAPHICS & SUPPORT NEEDS

### 4.1 Nationality: Overall composition

People seen rough sleeping in the year, by nationality.



Base: 284 people seen rough sleeping in the year whose nationality was known.

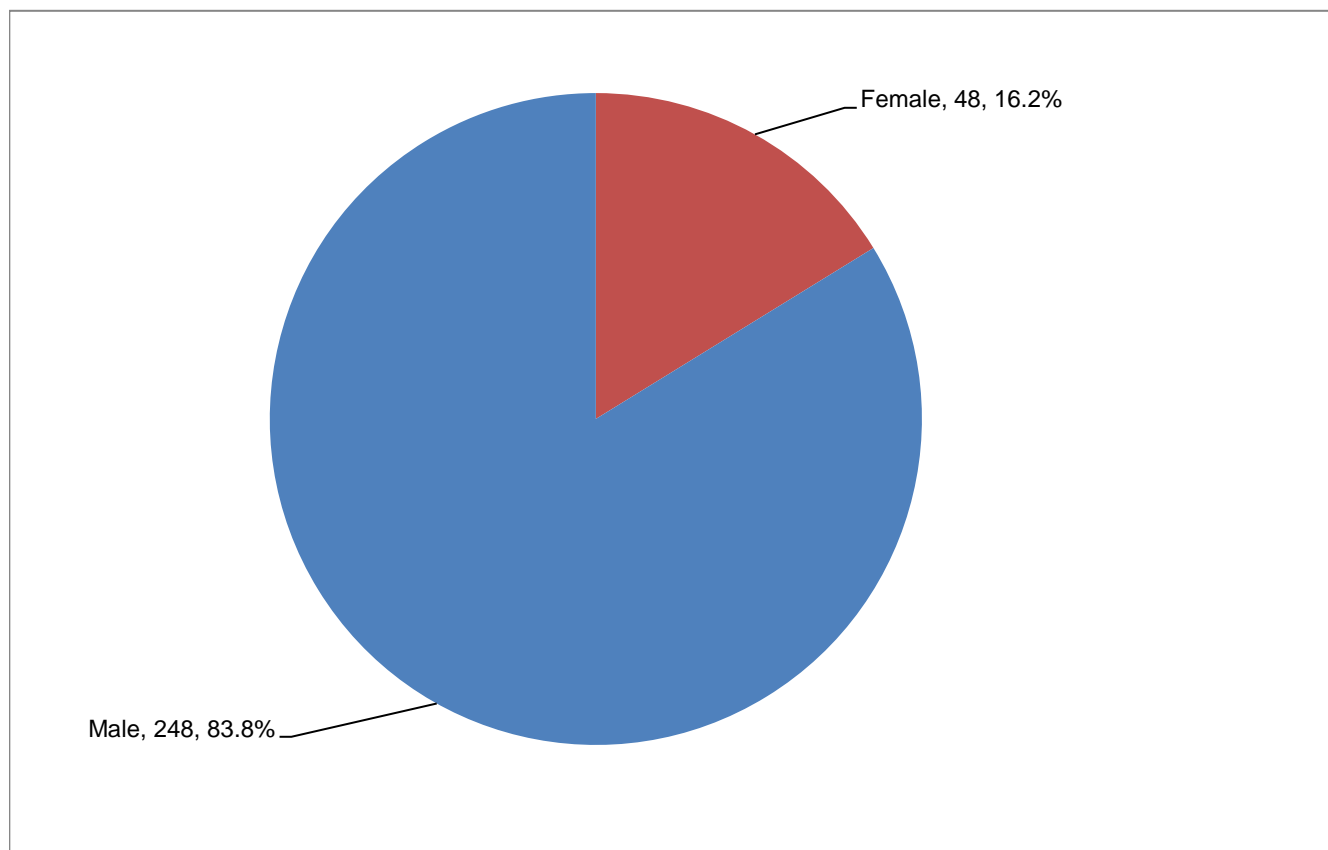
## 4.2 Nationality: Flow, stock, returner model

	Flow	Stock	Returner	Total	
Nationality	No.	No.	No.	No.	%
UK	66	70	36	172	60.6%
Bulgaria	2	0	1	3	1.1%
Czech Republic	0	0	0	0	0.0%
Estonia	0	0	0	0	0.0%
Hungary	0	1	0	1	0.4%
Latvia	1	1	0	2	0.7%
Lithuania	3	1	1	5	1.8%
Poland	1	4	1	6	2.1%
Romania	13	15	8	36	12.7%
Slovakia	0	0	0	0	0.0%
Slovenia	1	0	0	1	0.4%
<i>CEE subtotal</i>	<i>21</i>	<i>22</i>	<i>11</i>	<i>54</i>	<i>19.0%</i>
Portugal	4	1	1	6	2.1%
Ireland (Republic of)	0	1	0	1	0.4%
Italy	3	2	0	5	1.8%
Spain	2	0	0	2	0.7%
France	0	0	0	0	0.0%
Other European (EEA) countries	4	3	0	7	2.5%
<i>Other Europe (EEA) subtotal</i>	<i>13</i>	<i>7</i>	<i>1</i>	<i>21</i>	<i>7.4%</i>
Other Europe (Non-EEA)	0	1	0	1	0.4%
Other Europe (Not known)	0	0	0	0	0.0%
Eritrea	1	0	0	1	0.4%
Nigeria	5	0	0	5	1.8%
Sudan	1	1	1	3	1.1%
Somalia	2	1	1	4	1.4%
Other African countries	3	3	5	11	3.9%
<i>Africa subtotal</i>	<i>12</i>	<i>5</i>	<i>7</i>	<i>24</i>	<i>8.5%</i>
India	2	1	0	3	1.1%
Afghanistan	0	0	0	0	0.0%
Iran	1	0	0	1	0.4%
Other Asian countries	3	2	1	6	2.1%
<i>Asia subtotal</i>	<i>6</i>	<i>3</i>	<i>1</i>	<i>10</i>	<i>3.5%</i>
Americas	1	0	0	1	0.4%
Australasia	1	0	0	1	0.4%
Not known	11	2	0	13	
<b>Total (excl. Not known)</b>	<b>120</b>	<b>108</b>	<b>56</b>	<b>284</b>	<b>100.0%</b>
<b>Total (incl. Not known)</b>	<b>131</b>	<b>110</b>	<b>56</b>	<b>297</b>	

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

## 4.3 Gender

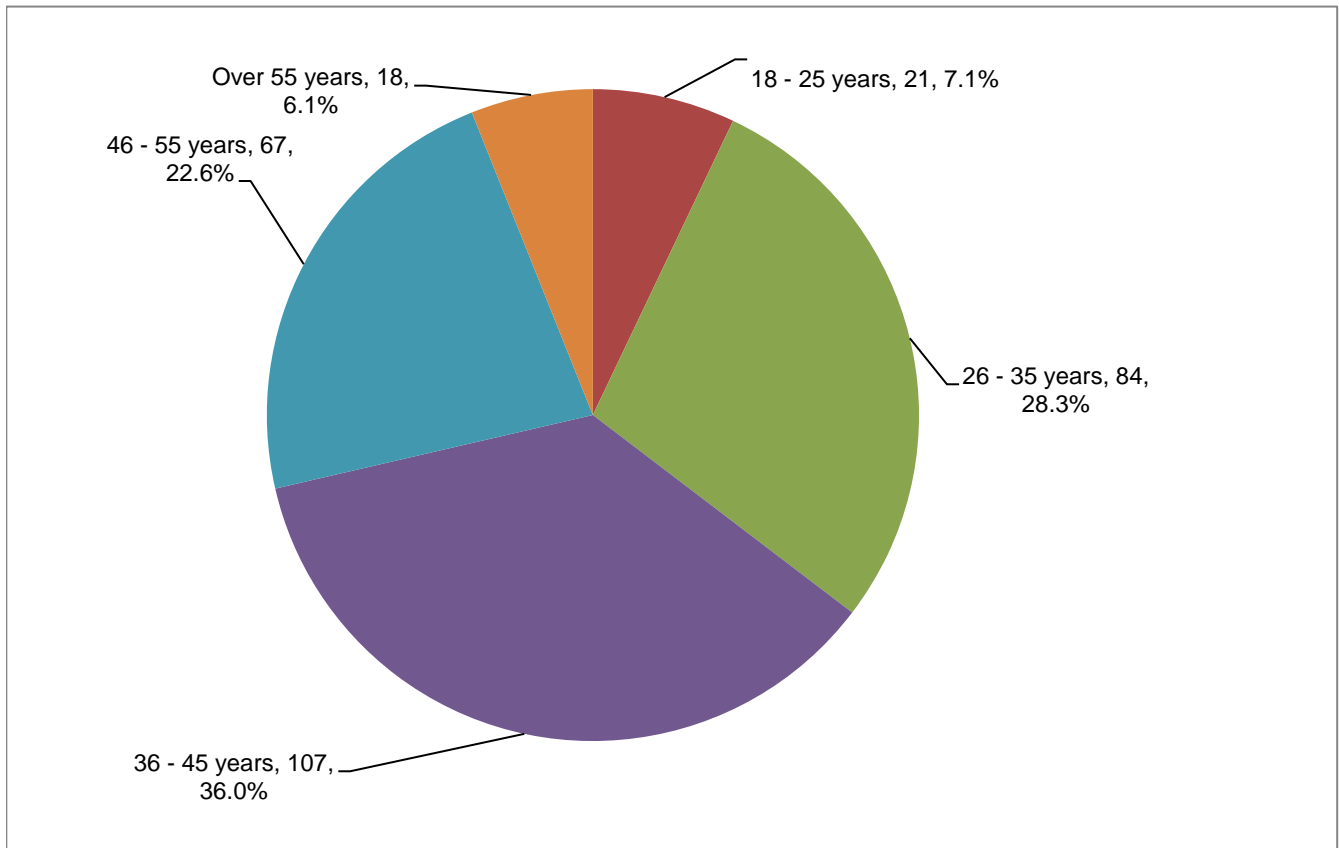
People seen rough sleeping in the year, by gender.



Base: 296 people seen rough sleeping whose gender was known. This excludes 1 person whose gender was not known.

## 4.4 Age

People seen rough sleeping in the year, by age.

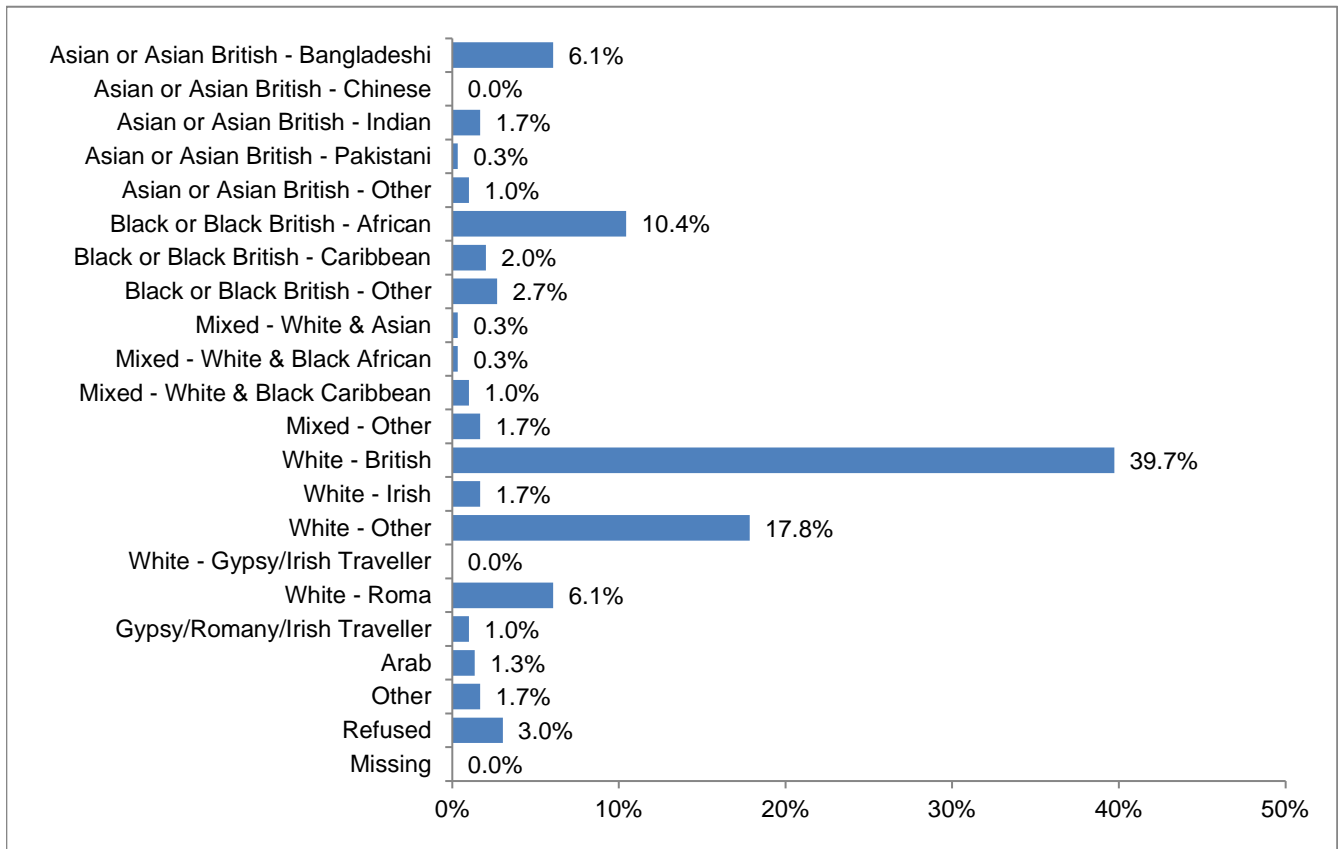


Base: 297



## 4.5 Ethnicity

People seen rough sleeping in the year, by ethnicity.



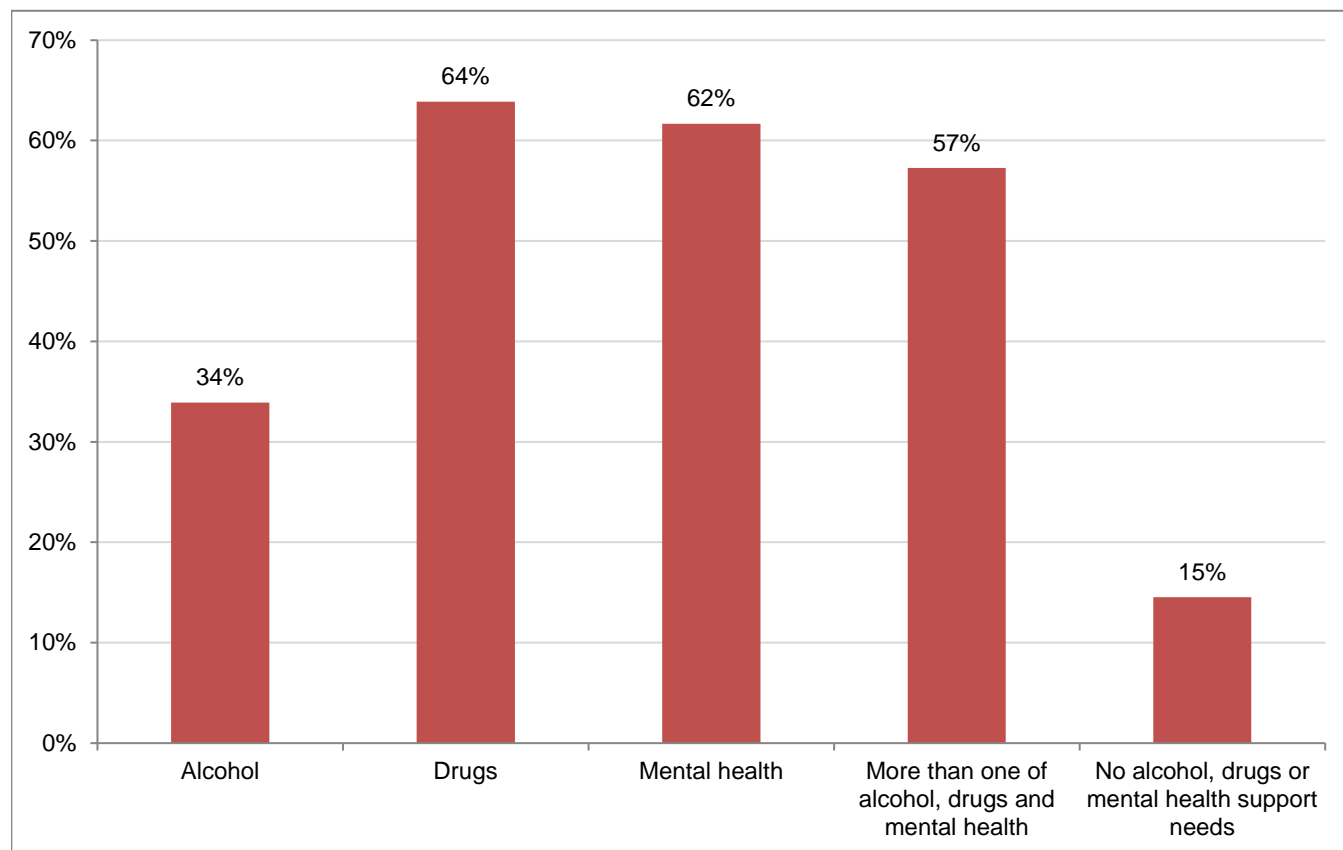
Base: 297

In order to bring ethnicity recording on CHAIN into line with usage in the national census, some changes have been made, as of April 2021. The previously employed category of 'Gypsy/Romany/Irish Traveller' has been replaced with separate categories for 'White - Gypsy/Irish Traveller' and 'White - Roma'. Many people seen rough sleeping during the period may not have had their ethnicity information updated to reflect these new categories, so the original category is also included in the graph. The previously employed category 'Chinese' has also been renamed as 'Asian or Asian British - Chinese'.

## 4.6 Support needs

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

Support needs data in CHAIN is derived from assessments made by support workers in the homelessness sector. It is important to note that 24% of rough sleepers in the borough in 2021/22 did not have a support needs assessment recorded.



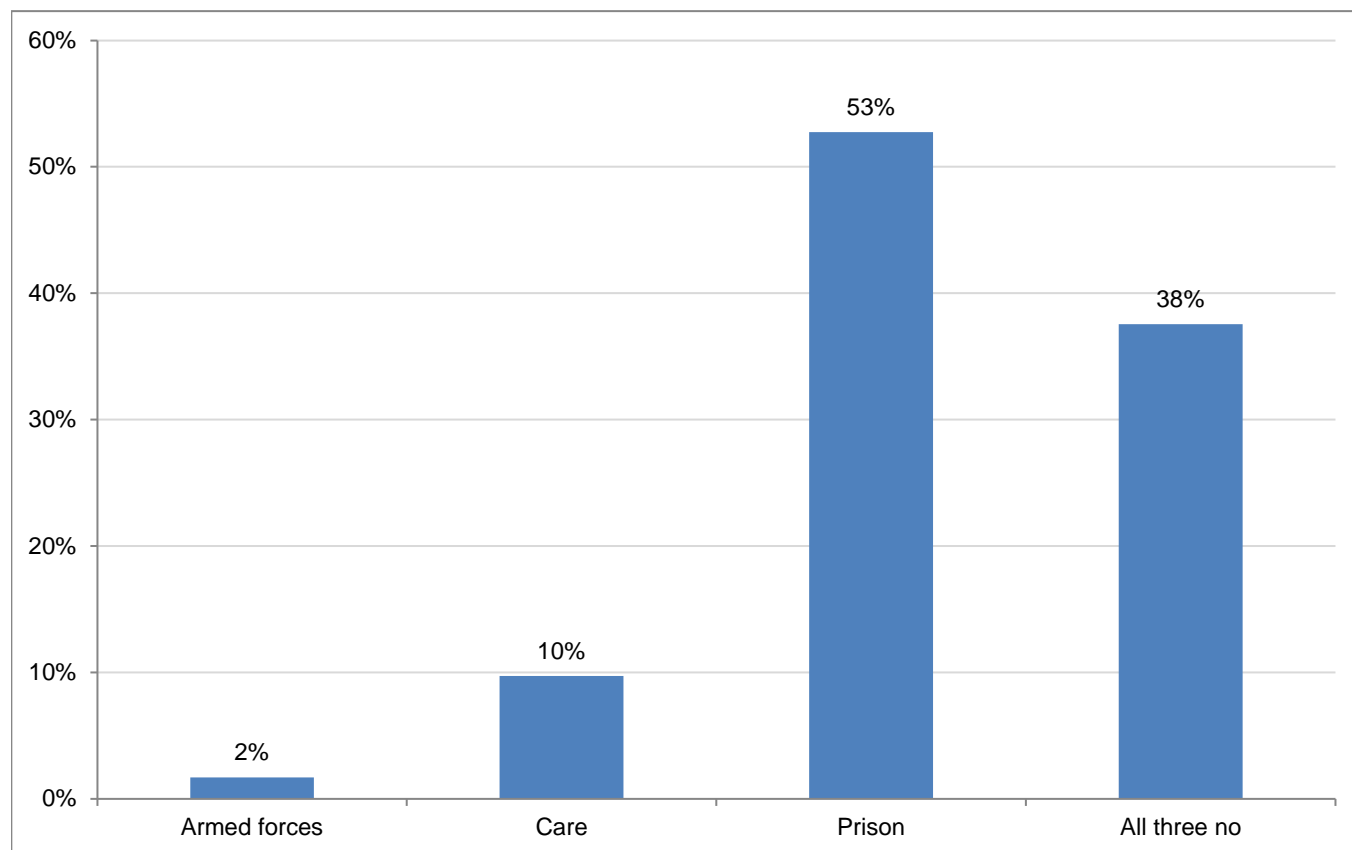
Base: 227. Note that the base figure for this chart excludes people for whom none of the three support needs were known or assessed (70).

Support Needs	No.	%
Alcohol only	5	2%
Drugs only	28	12%
Mental health only	26	11%
Alcohol and drugs	16	7%
Alcohol and mental health	13	6%
Drugs and mental health	58	26%
Alcohol, drugs and mental health	43	19%
All three no	33	15%
All three no, not known or not assessed	5	2%
All three not known or not assessed	70	
<b>Total (excl. not assessed)</b>	<b>227</b>	<b>100%</b>
<b>Total (incl. not assessed)</b>	<b>297</b>	

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

## 4.7 Institutional & armed forces history

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



Base: 237. Note that the base figure for this chart excludes people for whom none of the three institutional histories were recorded (60).

Nationality of rough sleepers with experience of armed forces:

Nationality	No.	%
UK	1	0%
Non-UK	3	1%
Total with armed forces experience	4	2%
<b>Base (total assessed)</b>	<b>237</b>	

4 people seen rough sleeping in the borough in 2021/22 had experience of serving in the armed forces, of whom 1 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.

## 5. HELPING PEOPLE OFF THE STREETS

### 5.1 Accommodation outcomes

In 2021/22, 106 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	2020/21		2021/22	
	No. events	%	No. events	%
<b>Hubs, shelters and emergency accommodation</b>				
COVID-19 Emergency Accommodation (Local)	154	45%	11	6%
COVID-19 Emergency Accommodation (Pan London)	24	7%	0	0%
Hub	0	0%	0	0%
Nightstop	0	0%	0	0%
SWEP (Local)	77	23%	34	18%
SWEP (Pan-London)	6	2%	0	0%
Winter/Night Shelter	0	0%	22	12%
<i>Hubs, shelters and emergency accommodation subtotal</i>	<i>261</i>	<i>77%</i>	<i>67</i>	<i>36%</i>
<b>Temporary accommodation</b>				
Assessment centre	1	0%	2	1%
Bed & breakfast	16	5%	11	6%
Clinic/Detox/Rehab	3	1%	0	0%
Friends & family	0	0%	0	0%
Hostel	17	5%	27	15%
Local authority temporary accommodation	20	6%	42	23%
Staging post	0	0%	0	0%
Other temporary accommodation	3	1%	20	11%
<i>Temporary accommodation subtotal</i>	<i>60</i>	<i>18%</i>	<i>102</i>	<i>55%</i>
<b>Long term accommodation</b>				
Care home	0	0%	0	0%
Clearing House/RSI	0	0%	0	0%
Local authority tenancy (general needs)	1	0%	3	2%
Private rented sector - independent	9	3%	2	1%
Private rented sector - with some floating support	0	0%	1	1%
RSL tenancy (general needs)	1	0%	0	0%
Sheltered housing	0	0%	0	0%
Supported housing	7	2%	9	5%
Tied accommodation	0	0%	0	0%
Other long-term accommodation	0	0%	0	0%
<i>Long term accommodation subtotal</i>	<i>18</i>	<i>5%</i>	<i>15</i>	<i>8%</i>
<b>Total</b>	<b>339</b>	<b>100%</b>	<b>184</b>	<b>100%</b>

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

## 5.2 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 have more options available to them, 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	2020/21		2021/22	
	No.	%	No.	%
Return to home area	15	94%	3	60%
Seeking work	0	0%	1	20%
Move to area for friends/family	13	81%	3	60%
Move to area with appropriate services	2	13%	2	40%
<b>Reconnections total</b>	<b>16</b>		<b>5</b>	

Reconnection destination	No.	%	No.	%
UK - London	2	13%	1	20%
UK - outside London	1	6%	1	20%
Central and Eastern Europe	12	75%	3	60%
Other Europe	1	6%	0	0%
Rest of the world	0	0%	0	0%
<i>Not known</i>	0		0	
<b>Reconnections total (excl. destination not known)</b>	<b>16</b>	<b>100%</b>	<b>5</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.

5 people seen rough sleeping in 2021/22 also had a confirmed reconnection recorded by services in the borough during the period.

60% of reconnections this year were to destinations outside the UK, all of which were to Central and Eastern European countries.

---

SUPPORTED BY  
**MAYOR OF LONDON**

