

# **CHAIN ANNUAL REPORT**

**TOWER HAMLETS**

**APRIL 2020 - MARCH 2021**

**SUPPORTED BY  
MAYOR OF LONDON**



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## 1. INTRODUCTION

This report presents information about people seen rough sleeping by outreach teams in Tower Hamlets between April 2020 and March 2021. 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, 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 2020/21.

## **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.

## **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.

**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.

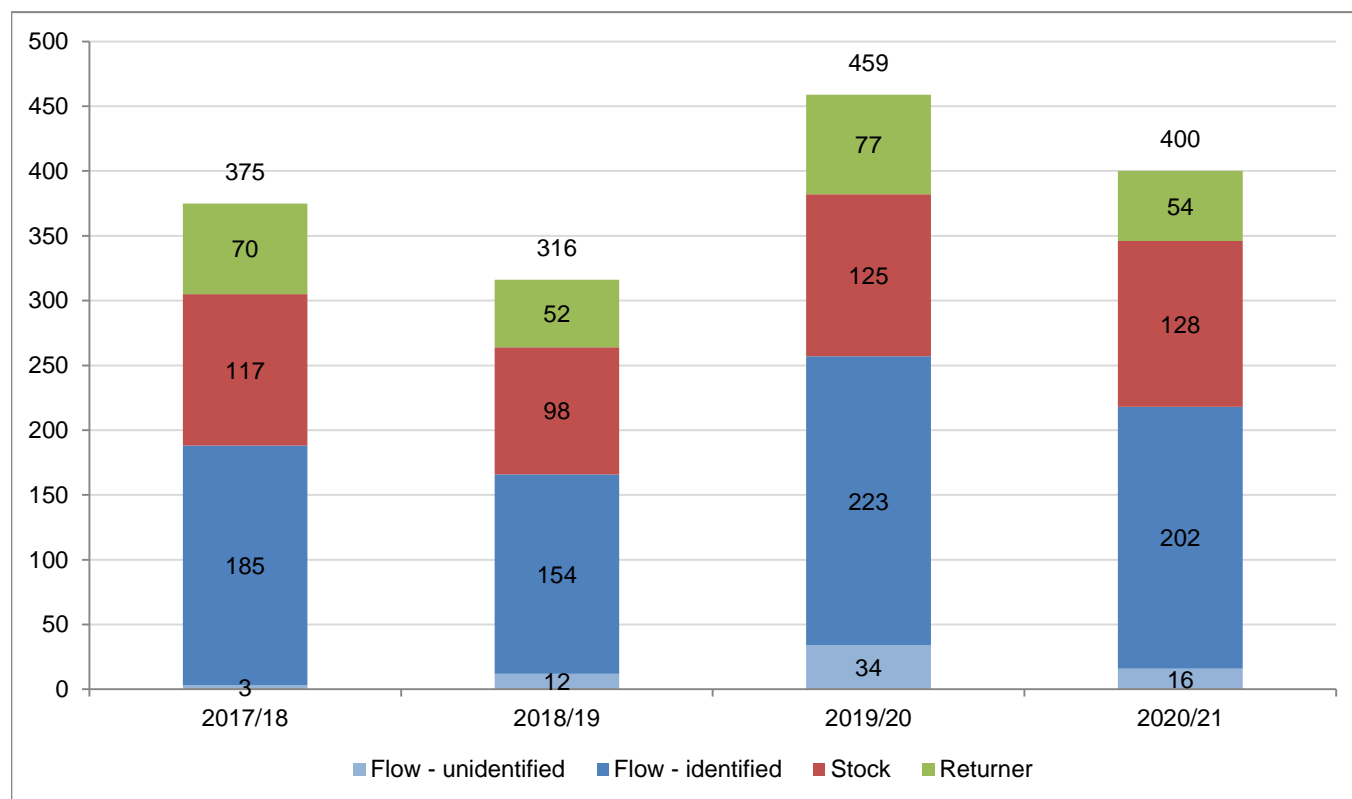
**RSI:** Rough Sleeping Initiative

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.



2017/18 base: 375  
 2018/19 base: 316  
 2019/20 base: 459  
 2020/21 base: 400

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:

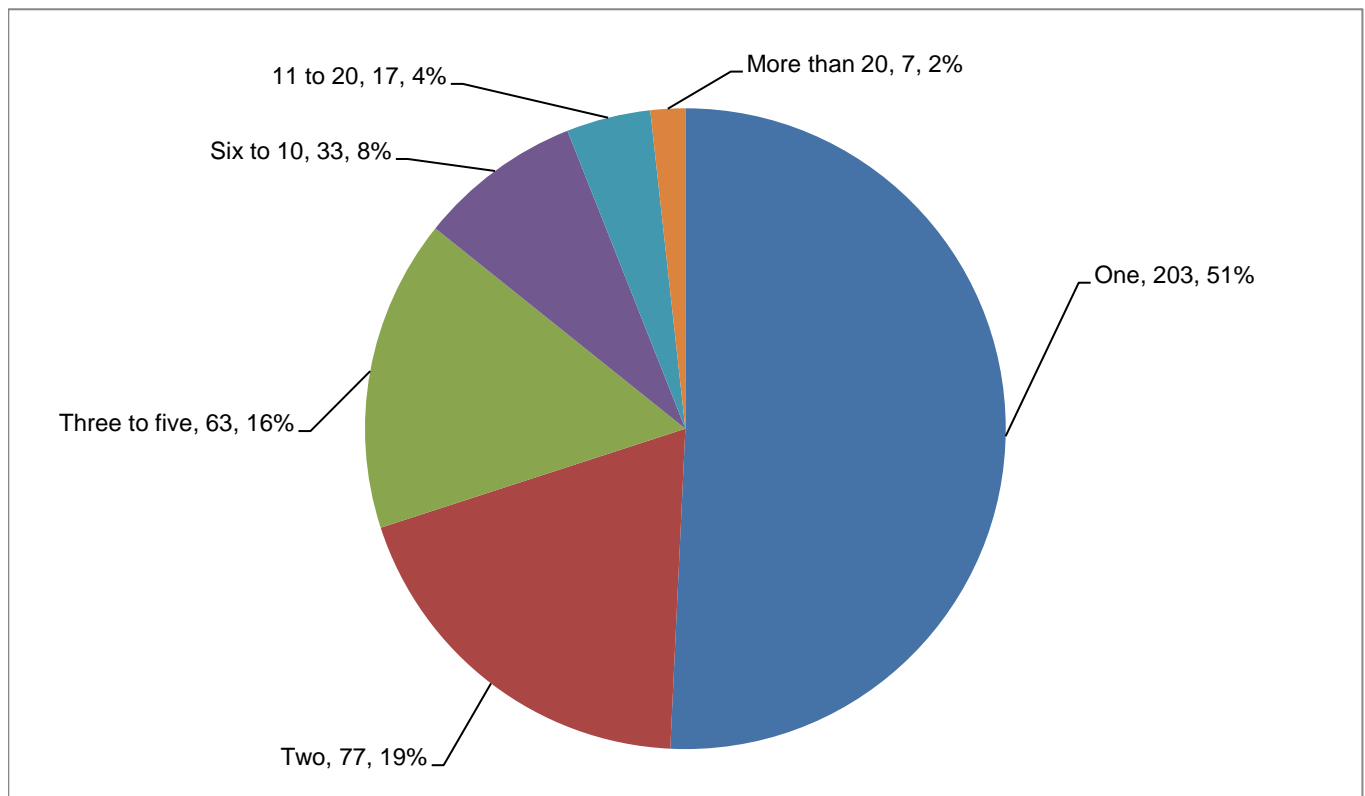
Category	Description
Flow	People who had never been seen rough sleeping prior to 2020/21 (i.e. new rough sleepers). Those within this category are further subdivided as follows: Unidentified - those new rough sleepers recorded without a name, and with only one contact. Identified - those new rough sleepers recorded with a name, and/or with more than one contact.
Stock	People who were also seen rough sleeping in 2019/20 (i.e. those seen across a minimum of two consecutive years).
Returner	People who were first seen rough sleeping prior to 2019/20, but were not seen during 2019/20 (i.e. those who have had a gap in their rough sleeping histories).

400 people were seen rough sleeping in the borough in 2020/21. This represents a 13% decrease when compared to 2019/20.

55% of people seen rough sleeping in the borough during the year were new rough sleepers (flow), while 32% fell into the stock category, and 14% 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: 400

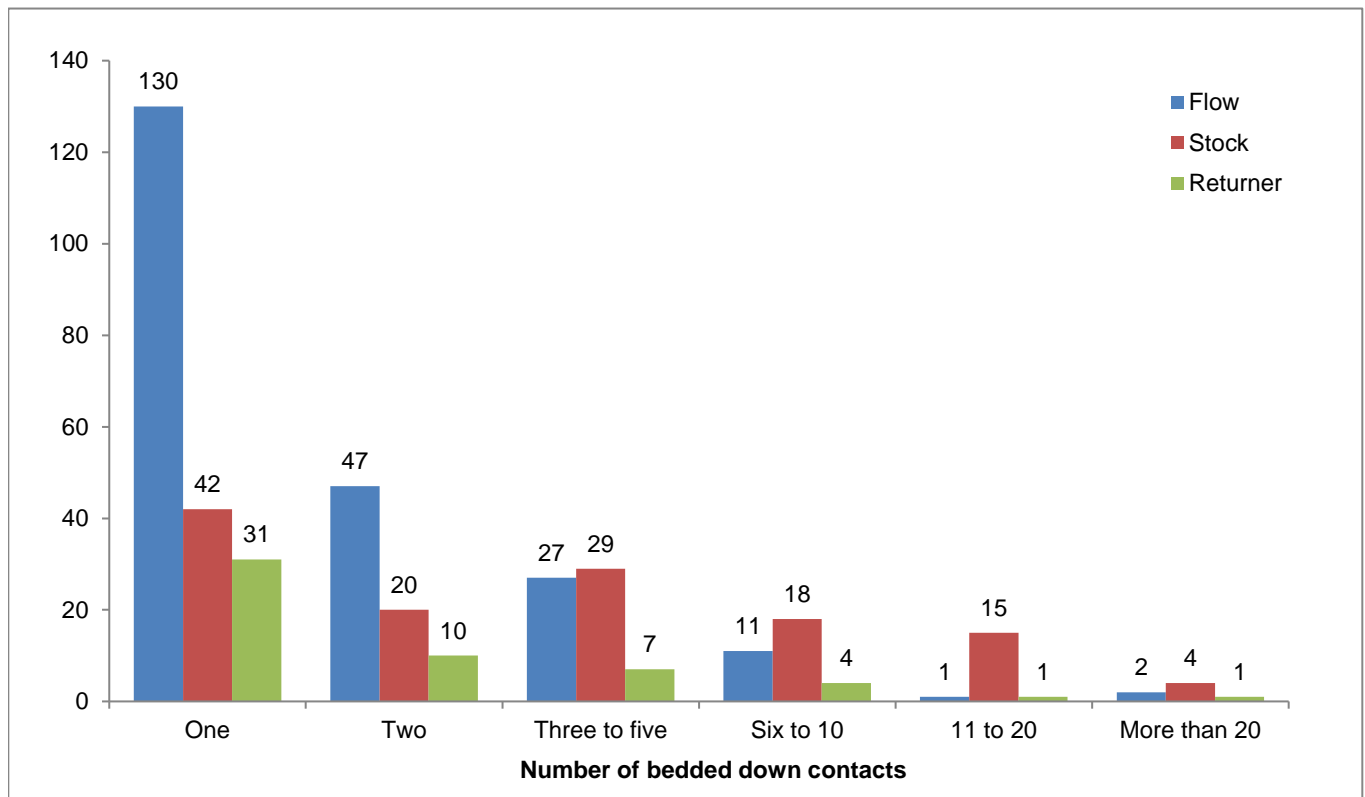
203 (51%) people were seen rough sleeping only once in 2020/21, this compares to 235 (51%) seen rough sleeping only once in 2019/20.

60% of people seen rough sleeping in the borough during 2020/21 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): 218  
 Base (Stock): 128  
 Base (Returner): 54

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

People seen rough sleeping for the first time ever in 2020/21, 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.

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

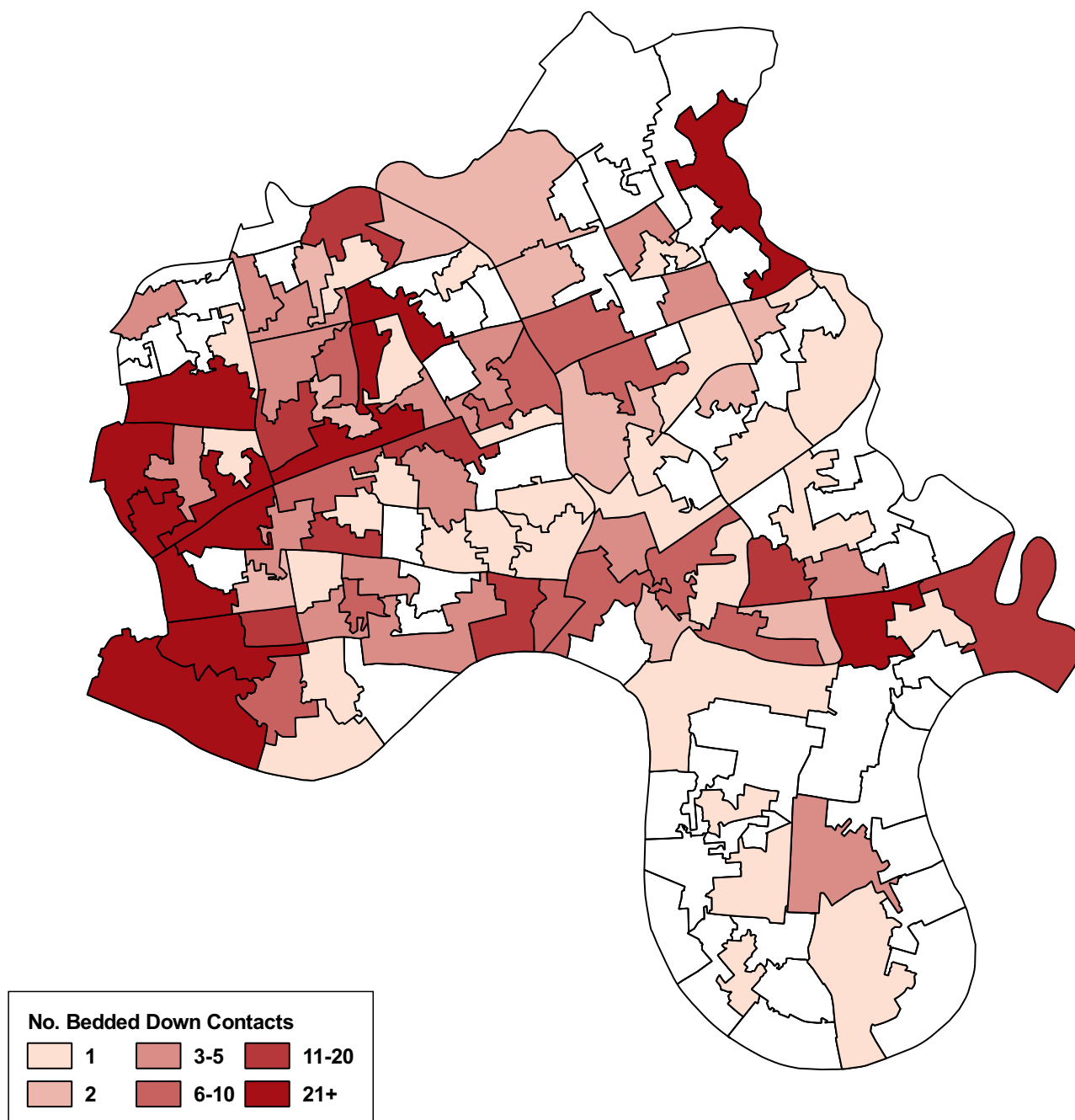
Reason for leaving last settled base	No.	%
<b>Asked to leave or evicted</b>		
Asked to leave	46	28.6%
Evicted - arrears	4	2.5%
Evicted - end of tenancy agreement	2	1.2%
Evicted - ASB	0	0.0%
Evicted - other	2	1.2%
<i>Asked to leave or evicted subtotal</i>	<i>54</i>	<i>33.5%</i>
<b>Employment and education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

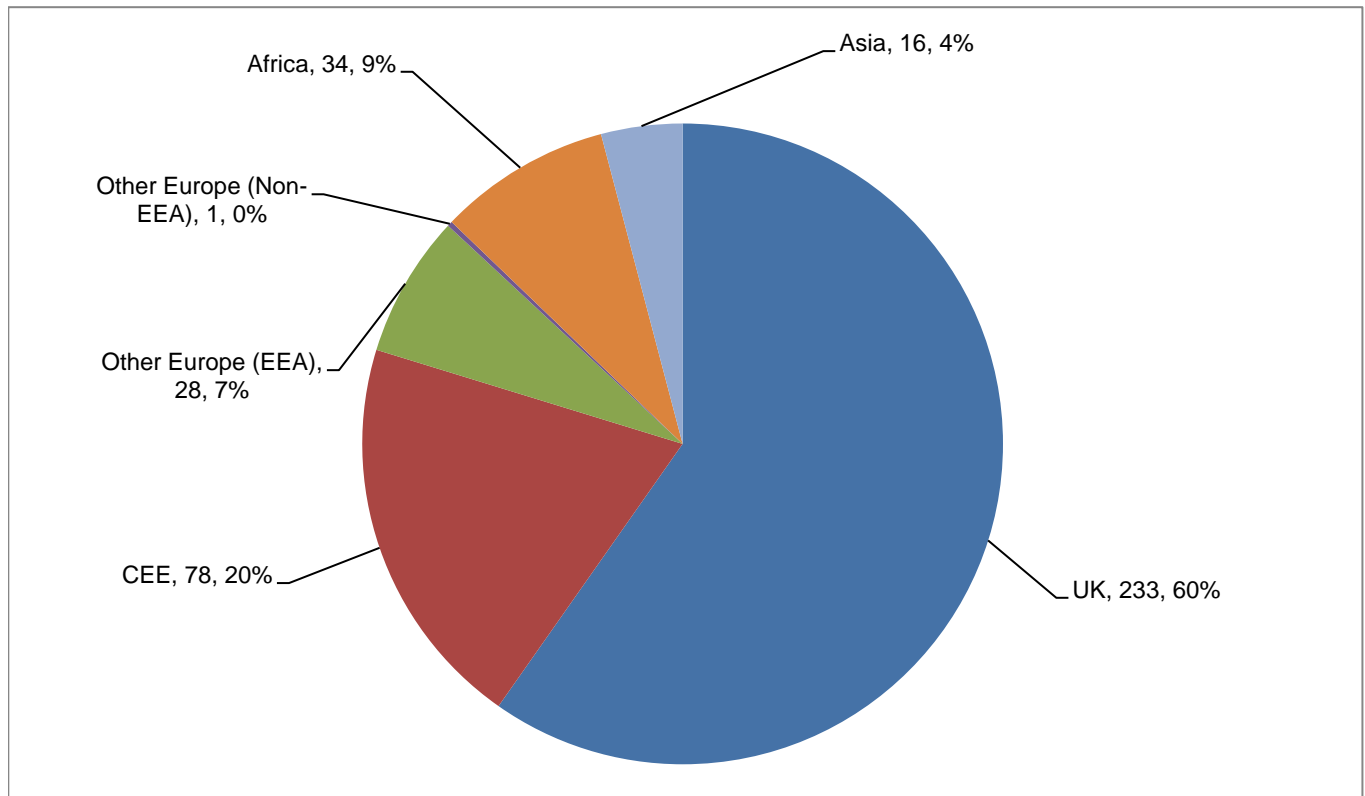
The map below shows the number of bedded down street contacts recorded in each Lower Super Output Area within the borough during the period. It is important to note that this represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given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



## 4. DEMOGRAPHICS & SUPPORT NEEDS

### 4.1 Nationality: Overall composition

People seen rough sleeping in the year, by nationality.



Base: 390 people seen rough sleeping in the year whose nationality was known.

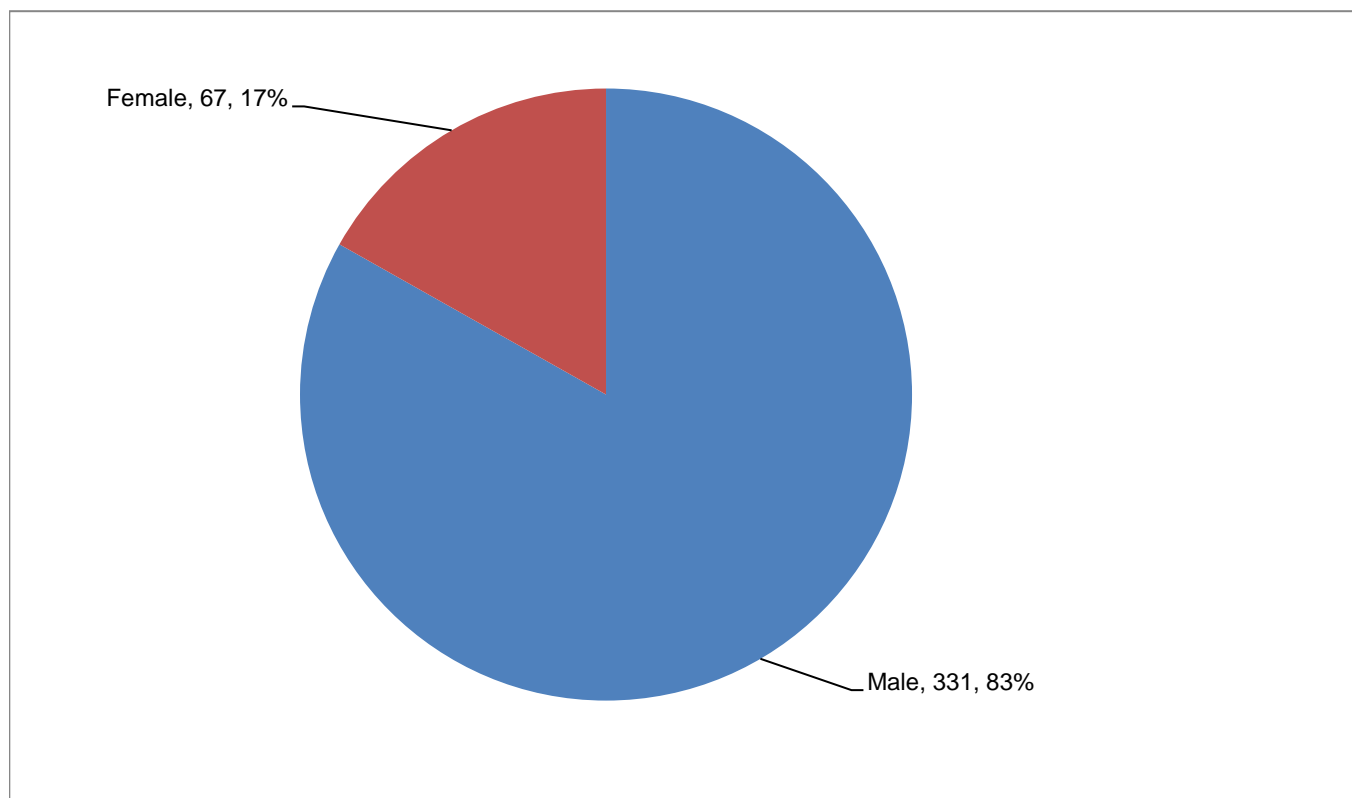
## 4.2 Nationality: Flow, stock, returner model

	Flow	Stock	Returner	Total	
Nationality	No.	No.	No.	No.	%
UK	109	88	36	233	59.7%
Bulgaria	3	0	1	4	1.0%
Czech Republic	1	1	0	2	0.5%
Estonia	1	0	0	1	0.3%
Hungary	0	0	0	0	0.0%
Latvia	1	1	0	2	0.5%
Lithuania	1	5	1	7	1.8%
Poland	5	3	3	11	2.8%
Romania	41	5	4	50	12.8%
Slovakia	0	1	0	1	0.3%
Slovenia	0	0	0	0	0.0%
<i>CEE subtotal</i>	<i>53</i>	<i>16</i>	<i>9</i>	<i>78</i>	<i>20.0%</i>
Portugal	3	2	0	5	1.3%
Italy	4	1	2	7	1.8%
Ireland (Republic of)	1	4	0	5	1.3%
France	1	1	1	3	0.8%
Spain	1	0	0	1	0.3%
Other European (EEA) countries	4	3	0	7	1.8%
<i>Other Europe (EEA) subtotal</i>	<i>14</i>	<i>11</i>	<i>3</i>	<i>28</i>	<i>7.2%</i>
Other Europe (Non-EEA)	1	0	0	1	0.3%
Other Europe (Not known)	0	0	0	0	0.0%
Eritrea	2	1	0	3	0.8%
Somalia	5	0	0	5	1.3%
Sudan	1	0	0	1	0.3%
Nigeria	2	0	0	2	0.5%
Other African countries	16	6	1	23	5.9%
<i>Africa subtotal</i>	<i>26</i>	<i>7</i>	<i>1</i>	<i>34</i>	<i>8.7%</i>
India	2	0	0	2	0.5%
Afghanistan	1	0	0	1	0.3%
Iran	1	0	0	1	0.3%
Other Asian countries	5	3	4	12	3.1%
<i>Asia subtotal</i>	<i>9</i>	<i>3</i>	<i>4</i>	<i>16</i>	<i>4.1%</i>
Americas	0	0	0	0	0.0%
Australasia	0	0	0	0	0.0%
Not known	6	3	1	10	
<b>Total (excl. Not known)</b>	<b>212</b>	<b>125</b>	<b>53</b>	<b>390</b>	<b>100.0%</b>
<b>Total (incl. Not known)</b>	<b>218</b>	<b>128</b>	<b>54</b>	<b>400</b>	

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

## 4.3 Gender

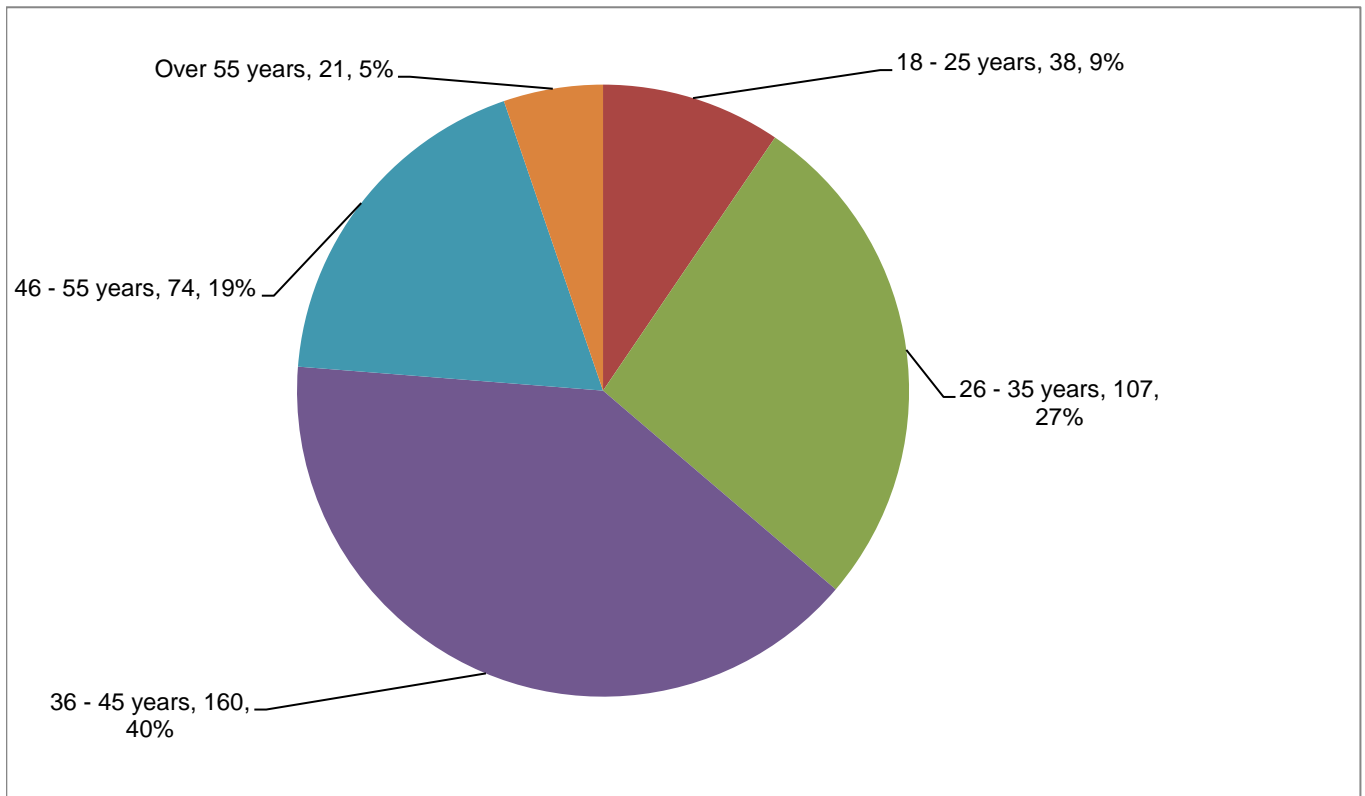
People seen rough sleeping in the year, by gender.



Base: 398 people seen rough sleeping whose gender was known. This excludes 2 people whose gender was not known.

## 4.4 Age

People seen rough sleeping in the year, by age.

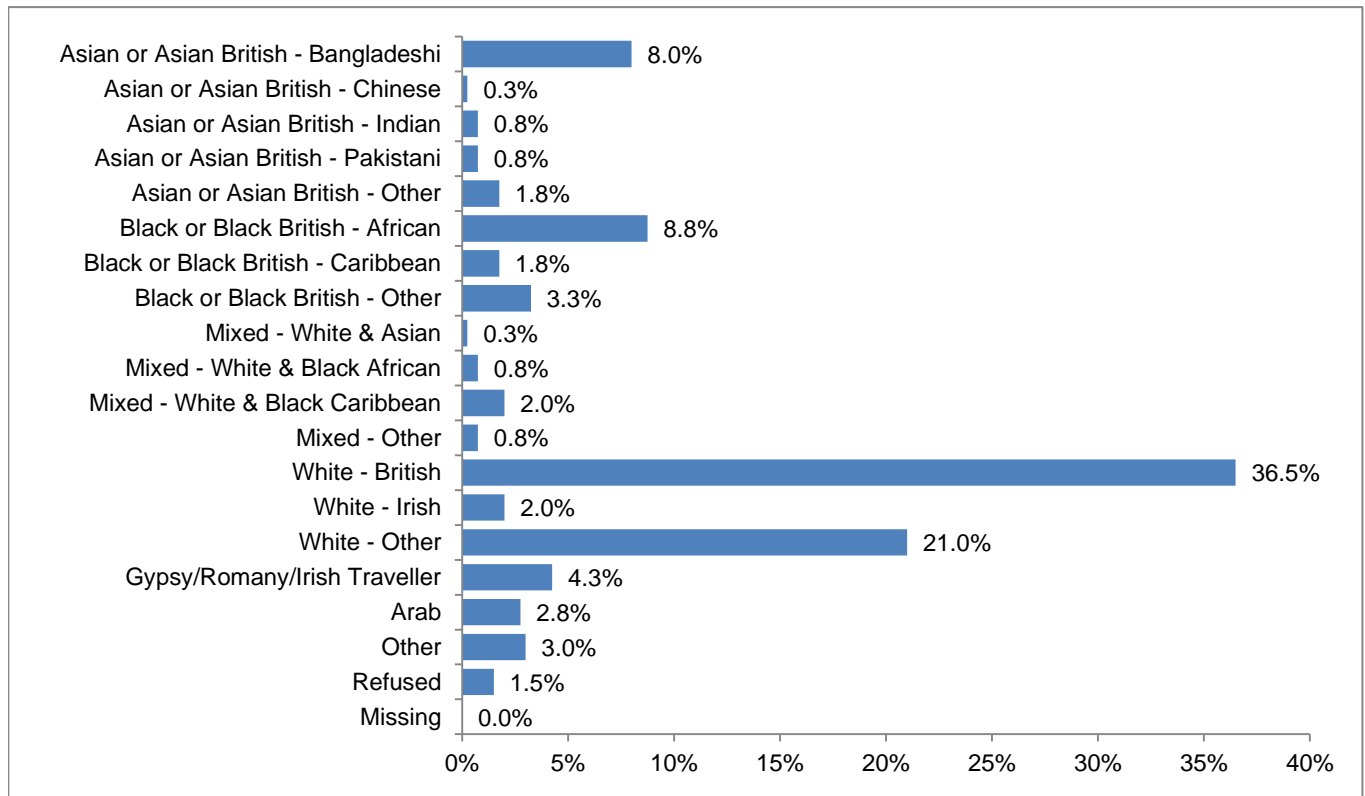


Base: 400



## 4.5 Ethnicity

People seen rough sleeping in the year, by ethnicity.



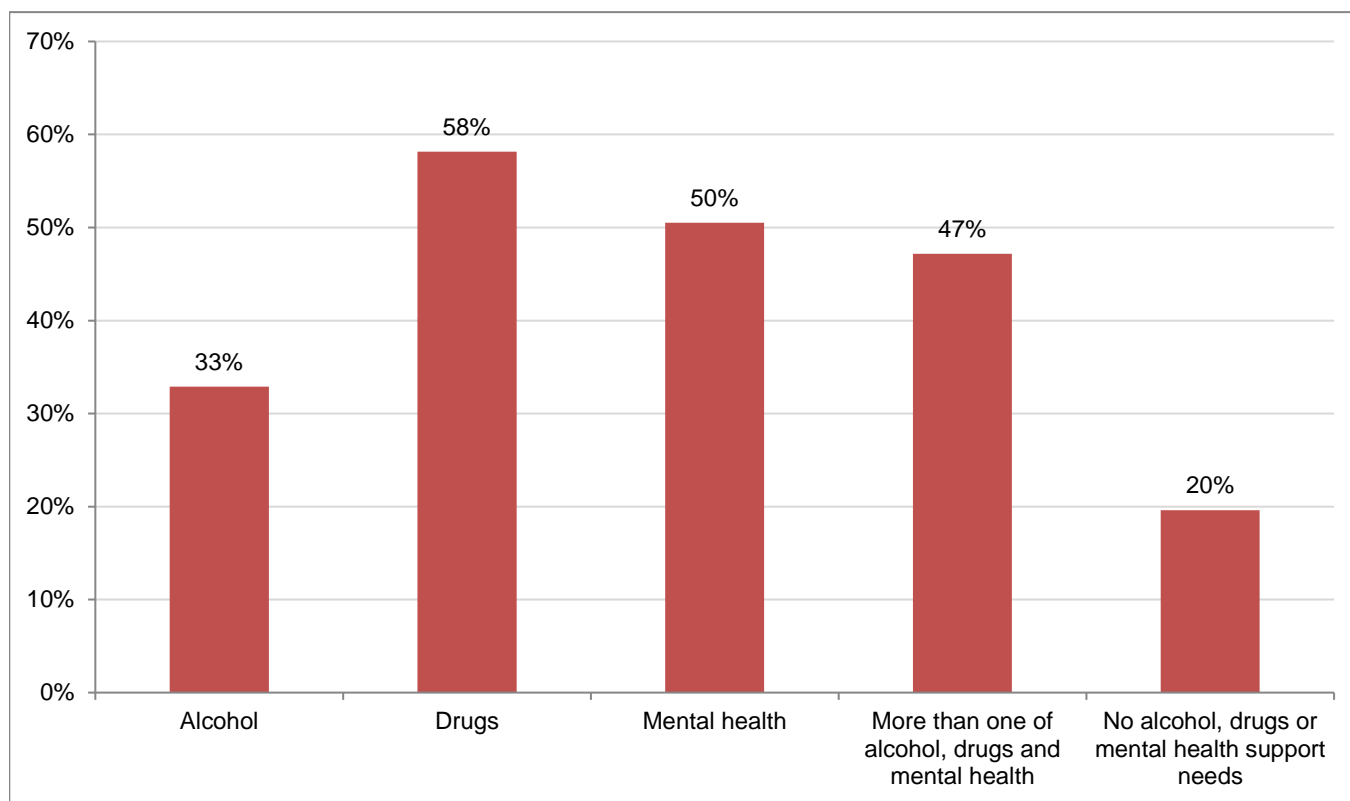
Base: 400

In order to bring CHAIN recording into line with usage in the national census, the previously employed category 'Chinese' has 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 those working with rough sleepers in the homelessness sector. It is important to note that 25% of rough sleepers in the borough in 2020/21 did not have a support needs assessment recorded.



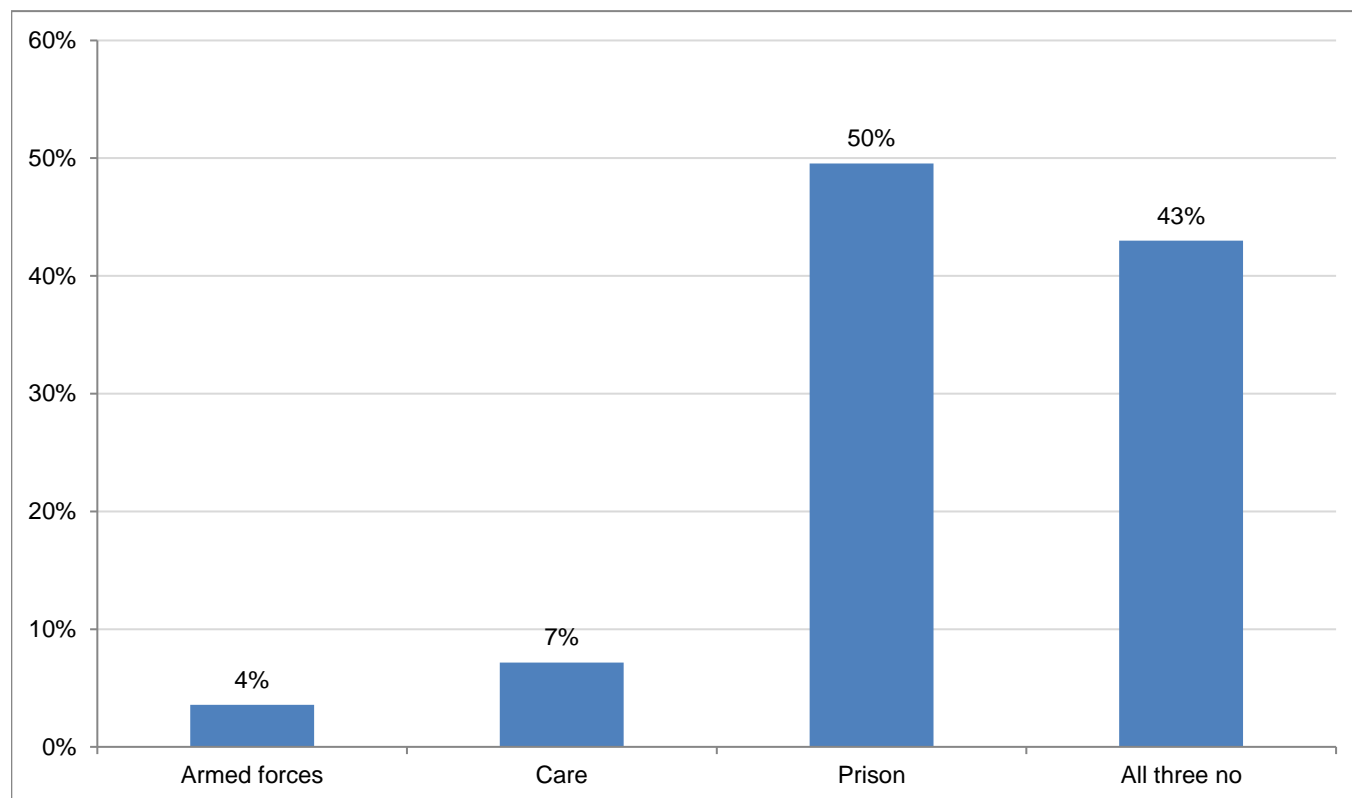
Base: 301. Note that the base figure for this chart excludes people for whom none of the three support needs were known or assessed (99).

Support Needs	No.	%
Alcohol only	27	9%
Drugs only	44	15%
Mental health only	24	8%
Alcohol and drugs	14	5%
Alcohol and mental health	11	4%
Drugs and mental health	70	23%
Alcohol, drugs and mental health	47	16%
All three no	59	20%
All three no, not known or not assessed	5	2%
All three not known or not assessed	99	
<b>Total (excl. not assessed)</b>	<b>301</b>	<b>100%</b>
<b>Total (incl. not assessed)</b>	<b>400</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: 335. Note that the base figure for this chart excludes people for whom none of the three institutional histories were recorded (65).

Nationality of rough sleepers with experience of armed forces:

Nationality	No.	%
UK	6	2%
Non-UK	6	2%
Total with armed forces experience	12	4%
<b>Base (total assessed)</b>	<b>335</b>	

12 people seen rough sleeping in the borough in 2020/21 had experience of serving in the armed forces, of whom 6 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 2020/21, 178 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	2019/20		2020/21	
	No. events	%	No. events	%
<b>Hubs, shelters and emergency accommodation</b>				
COVID-19 Emergency Accommodation (Local)	16	6%	154	45%
COVID-19 Emergency Accommodation (Pan London)	4	2%	24	7%
Hub	77	30%	0	0%
Nightstop	0	0%	0	0%
SWEP (Local)	21	8%	77	23%
SWEP (Pan-London)	0	0%	6	2%
Winter/Night Shelter	10	4%	0	0%
<i>Hubs, shelters and emergency accommodation subtotal</i>	<i>128</i>	<i>51%</i>	<i>261</i>	<i>77%</i>
<b>Temporary accommodation</b>				
Assessment centre	3	1%	1	0%
Bed & breakfast	34	13%	16	5%
Clinic/Detox/Rehab	0	0%	3	1%
Friends & family	0	0%	0	0%
Hostel	57	23%	17	5%
Local authority temporary accommodation	5	2%	20	6%
Second-stage accommodation	0	0%	0	0%
Staging post	0	0%	0	0%
Other temporary accommodation	24	9%	3	1%
<i>Temporary accommodation subtotal</i>	<i>123</i>	<i>49%</i>	<i>60</i>	<i>18%</i>
<b>Long term accommodation</b>				
Care home	0	0%	0	0%
Clearing House/RSI	0	0%	0	0%
Local authority tenancy (general needs)	0	0%	1	0%
Private rented sector - independent	0	0%	9	3%
Private rented sector - with some floating support	0	0%	0	0%
RSL tenancy (general needs)	0	0%	1	0%
Sheltered housing	0	0%	0	0%
St Mungo's complex needs	1	0%	0	0%
St Mungo's semi-independent	0	0%	0	0%
Supported housing	1	0%	7	2%
Tied accommodation	0	0%	0	0%
Other long-term accommodation	0	0%	0	0%
<i>Long term accommodation subtotal</i>	<i>2</i>	<i>1%</i>	<i>18</i>	<i>5%</i>
<b>Total</b>	<b>253</b>	<b>100%</b>	<b>339</b>	<b>100%</b>

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

## 5.2 Covid-19 emergency accommodation

People seen rough sleeping during 2020/21 who were recorded on CHAIN as having been placed in Covid-19 emergency accommodation provided by the local authority, under the Government's 'Everyone In' initiative. Many of these stays are also included in the overall summary of accommodation outcomes for the year (section 5.1), but there may be some variation, depending on the referring service.

It is important to note that this information will differ from figures quoted elsewhere regarding total numbers of people accommodated under Everyone In during the course of the pandemic. The figures below do not include people staying in this accommodation during 2020/21 who had already been booked in prior to the start of the period, or who were not seen rough sleeping during 2020/21, but had been provided with accommodation to prevent them rough sleeping during the pandemic.

CHAIN was not the primary system used by local authorities for recording provision of this accommodation, and whilst developments and efforts were made during 2020 to enable CHAIN to capture as much of this activity as possible, other data sets report much higher numbers accessing this accommodation.

	2020/21
No. events	156
No. people	104

Note: An individual may have been booked into Covid-19 emergency accommodation more than once during the period.

## 5.3 NSNO attendance

People seen rough sleeping during the year who were referred from the borough to GLA commissioned NSNO staging posts or triage hubs.

	2019/20	2020/21
No. accessing service	80	55

The 2019/20 figure is for people attending NSNO assessment hubs and staging posts. NSNO assessment hubs ceased operating in late March 2020, due to restrictions arising from the Covid-19 pandemic, so the 2020/21 figure is based on people staying at NSNO staging posts or accessing the new non-residential NSNO triage hubs. Most NSNO staff were redeployed to provide support in GLA commissioned Pan-London Covid-19 emergency hotels.

## 5.4 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.

	2019/20		2020/21	
Reconnection reason	No.	%	No.	%
Return to home area	6	67%	15	94%
Seeking work	1	11%	0	0%
Move to area for friends/family	7	78%	13	81%
Move to area with appropriate services	1	11%	2	13%
<b>Reconnections total*</b>	<b>9</b>		<b>16</b>	

Reconnection destination	No.	%	No.	%
UK - London	2	22%	2	13%
UK - outside London	2	22%	1	6%
Central and Eastern Europe	4	44%	12	75%
Other Europe	1	11%	1	6%
Rest of the world	0	0%	0	0%
<i>Not known</i>	0		0	
<b>Reconnections total (excl. destination not known)</b>	<b>9</b>	<b>100%</b>	<b>16</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.

16 people seen rough sleeping in 2020/21 also had a confirmed reconnection recorded by services in the borough during the period.

81% of reconnections this year were to destinations outside the UK. 75% of reconnections were to Central and Eastern European countries.

## 6. TEMPORARY ACCOMMODATION

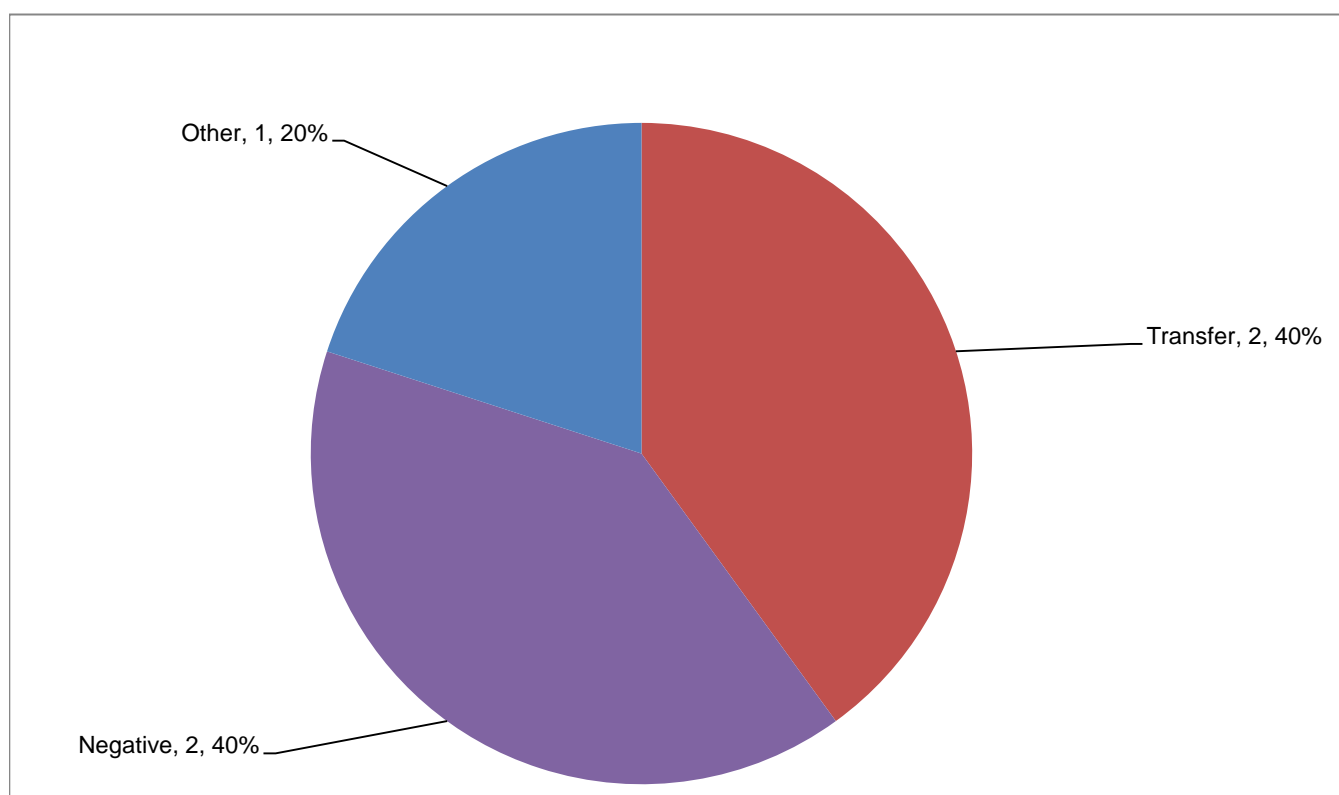
Arrivals and departures at hostels, assessment centres and second-stage accommodation based in the borough. All people counted in this section had previously been seen rough sleeping, but not necessarily during 2020/21. The figures in this section of the report do not include arrivals and departures from Covid-19 emergency accommodation.

### 6.1 Arrivals

A total of 5 individuals arrived at temporary accommodation during the period.

### 6.2 Departures: Destination on departure

A total of 5 individuals departed from temporary accommodation during the period.



Base: 5

Destination on departure	Destination category	Chart colour
Assessment centre, Bed & breakfast, Covid-19 Emergency Hotel, Detox clinic, Hospital - not long term/acute care, Hostel - another organisation, Hostel - within the organisation, Hosting placement, Internal transfer, NASS accommodation, Night shelter, 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 with work	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	

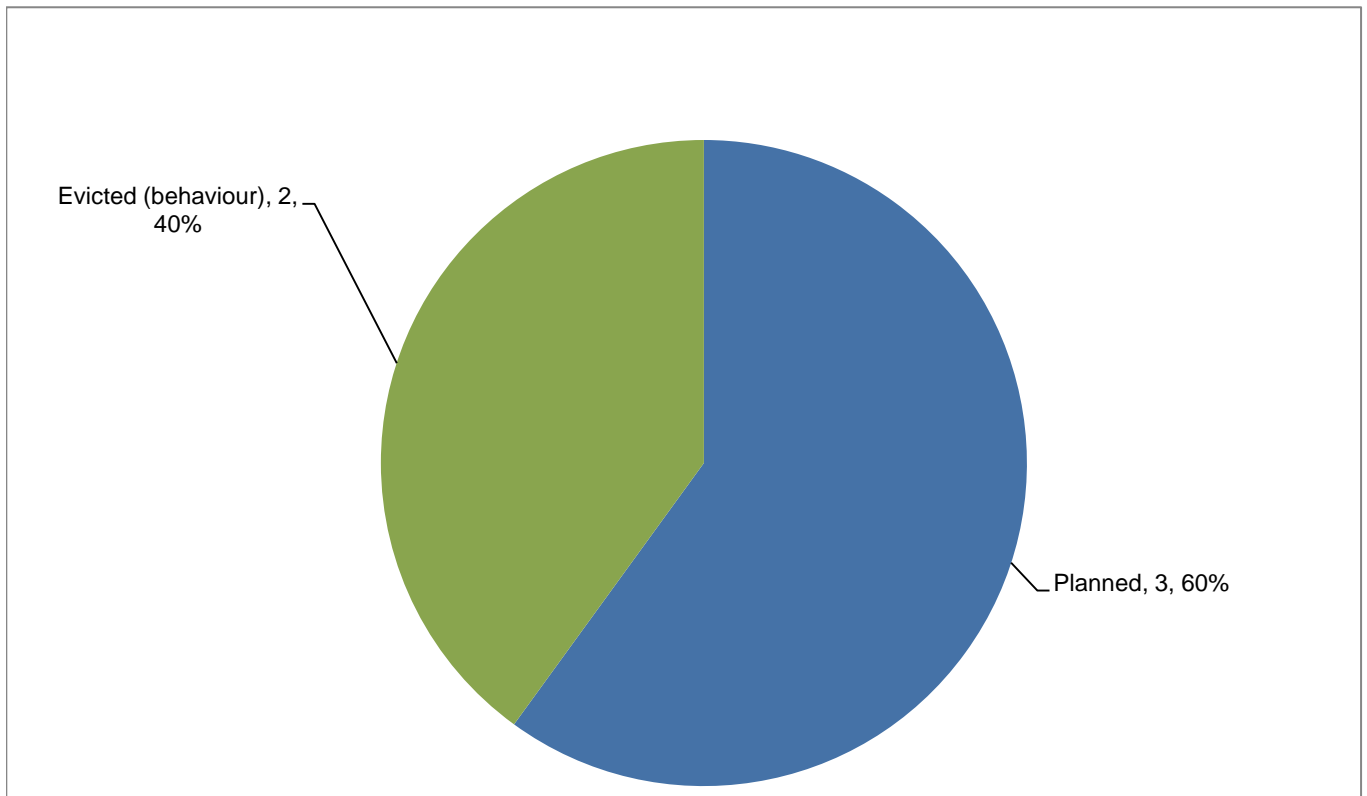
Note: An individual may have had more than one accommodation departure during the period.

Destination on departure	No. departures	%
<b>Transfer</b>		
Assessment centre	0	0.0%
Bed & breakfast	1	20.0%
Covid-19 Emergency Hotel	1	20.0%
Detox clinic	0	0.0%
Hospital - not long term/acute care	0	0.0%
Hostel - another organisation	0	0.0%
Hostel - within the organisation	0	0.0%
Hosting placement	0	0.0%
Internal transfer	0	0.0%
NASS accommodation	0	0.0%
Night shelter	0	0.0%
NSNO assessment hub	0	0.0%
NSNO staging post	0	0.0%
Psychiatric hospital	0	0.0%
Rehab clinic	0	0.0%
Temporary accommodation (LA)	0	0.0%
<i>Transfer subtotal</i>	<i>2</i>	<i>40.0%</i>
<b>Mid to long term accommodation</b>		
Accommodation where client is owner	0	0.0%
Care home	0	0.0%
Clearing House/RSI	0	0.0%
Hospital - long term	0	0.0%
LA tenancy (general needs)	0	0.0%
Long stay hospice	0	0.0%
Private rented sector - independent	0	0.0%
Private rented sector - with some floating support	0	0.0%
Returned to home country (EEA)	0	0.0%
Returned to home country (non EEA)	0	0.0%
RSL tenancy (general needs)	0	0.0%
Sheltered housing	0	0.0%
Supported housing	0	0.0%
Tied accommodation with work	0	0.0%
<i>Mid to long term accommodation subtotal</i>	<i>0</i>	<i>0.0%</i>
<b>Negative</b>		
Committed suicide	0	0.0%
Not known	0	0.0%
Sleeping rough/Returned to streets	1	20.0%
Taken into custody	1	20.0%
<i>Negative subtotal</i>	<i>2</i>	<i>40.0%</i>
<b>Other</b>		
Died	0	0.0%
Previous home	0	0.0%
Staying with family	1	20.0%
Staying with friends	0	0.0%
<i>Other subtotal</i>	<i>1</i>	<i>20.0%</i>
<b>Total</b>	<b>5</b>	<b>100.0%</b>



### 6.3 Departures: Reason for leaving

Temporary accommodation departures by reason for leaving.



Base: 5

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.

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**MAYOR OF LONDON**

