

CHAIN ANNUAL REPORT

WESTMINSTER

APRIL 2019 - MARCH 2020

**SUPPORTED BY
MAYOR OF LONDON**



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1. INTRODUCTION

This report presents information about people seen rough sleeping by outreach teams in Westminster between April 2019 and March 2020. 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 Westminster. People included in this section will have been seen rough sleeping at some point in their history, but not necessarily during 2019/20.

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 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.

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.

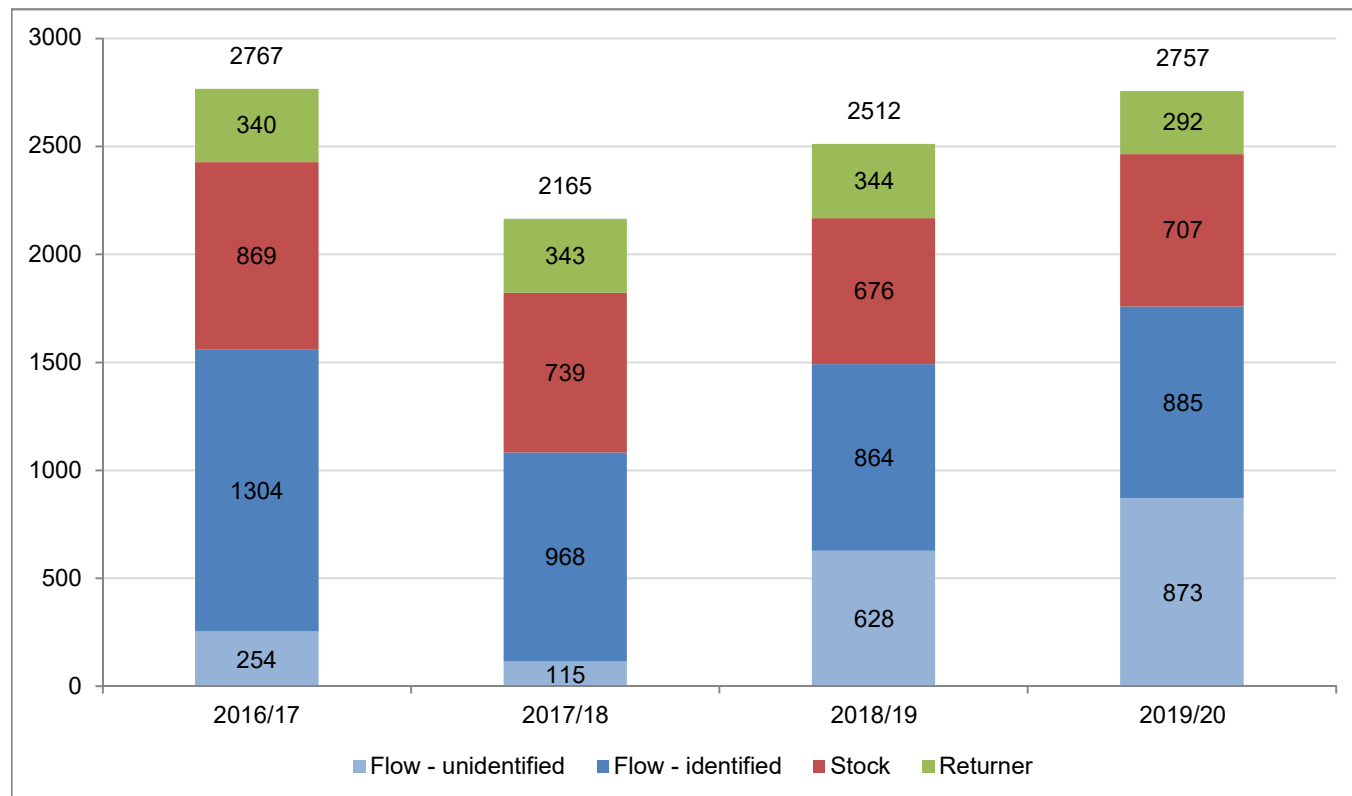
RSI: Rough Sleeping Initiative

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.



2016/17 base: 2767
 2017/18 base: 2165
 2018/19 base: 2512
 2019/20 base: 2757

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:

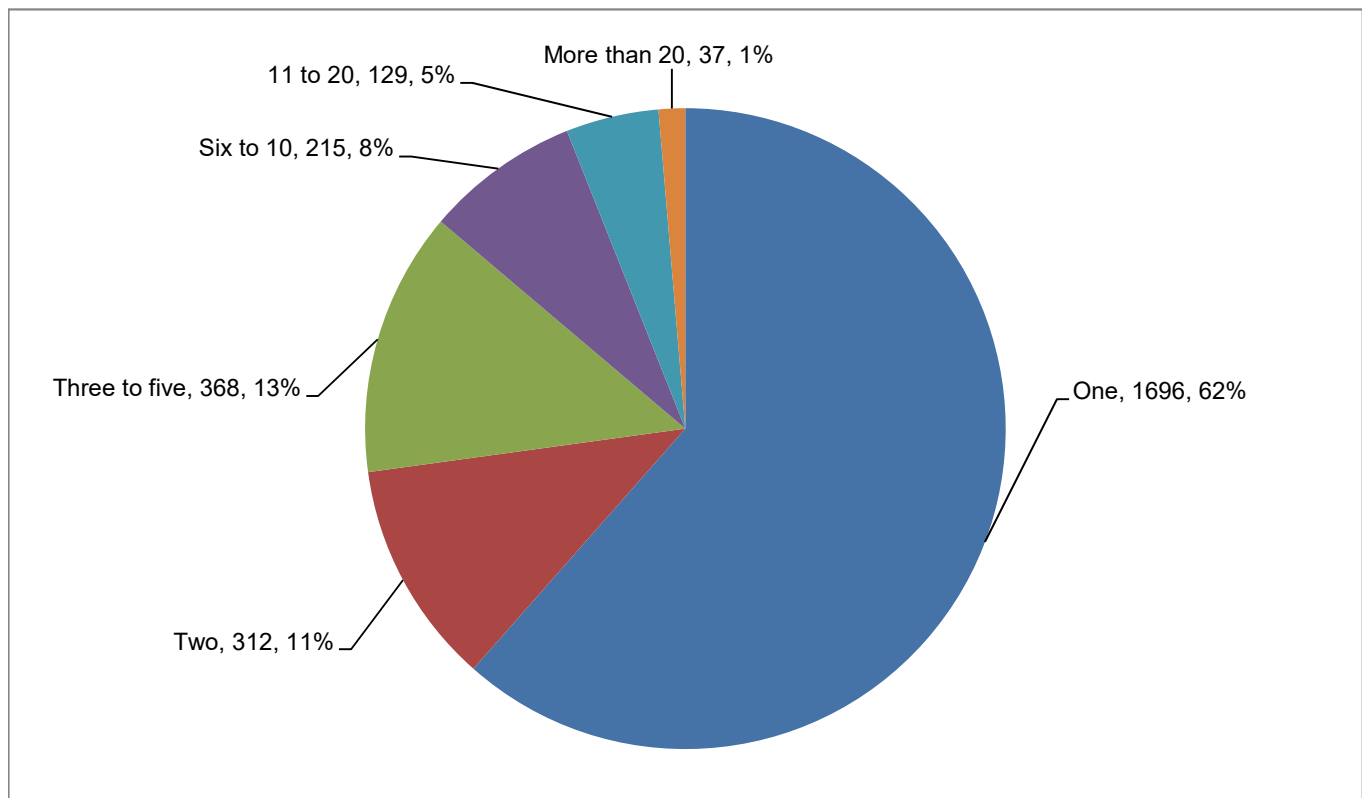
Category	Description
Flow	People who had never been seen rough sleeping prior to 2019/20 (i.e. new rough sleepers). Those within this category are further subdivided as follows: Unidentified - those new rough sleepers recorded without a name, and with only one contact. Identified - those new rough sleepers recorded with a name, and/or with more than one contact.
Stock	People who were also seen rough sleeping in 2018/19 (i.e. those seen across a minimum of two consecutive years).
Returner	People who were first seen rough sleeping prior to 2018/19, but were not seen during 2018/19 (i.e. those who have had a gap in their rough sleeping histories).

2,757 people were seen rough sleeping in the borough in 2019/20. This represents a 10% increase when compared to 2018/19.

64% of people seen rough sleeping in the borough during the year were new rough sleepers (flow), while 26% 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.



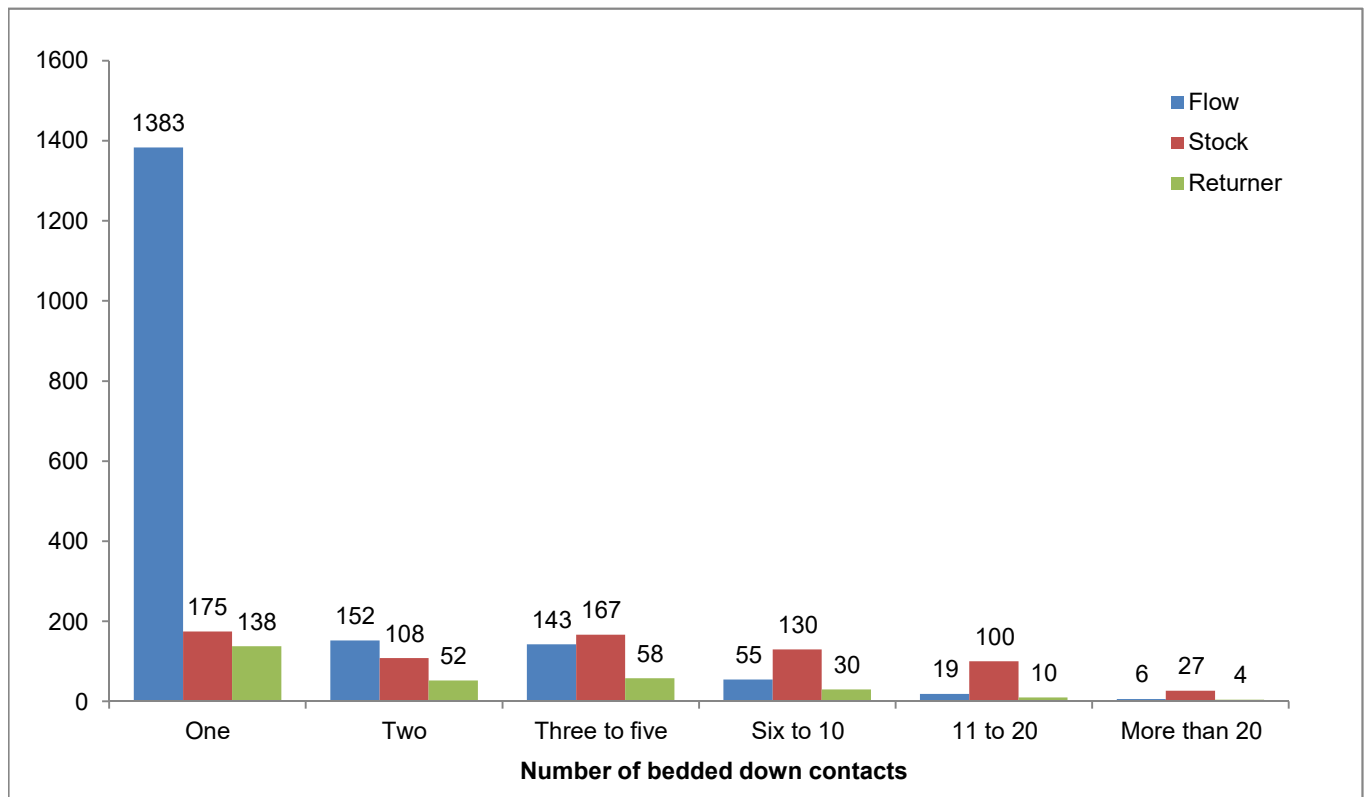
Base: 2757

1,696 (62%) people were seen rough sleeping only once in 2019/20, this compares to 1,369 (54%) seen rough sleeping only once in 2018/19.

79% of people seen rough sleeping in the borough during 2019/20 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): 1758
 Base (Stock): 707
 Base (Returner): 292

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

People seen rough sleeping for the first time ever in 2019/20, 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.

Last settled base	No.	%
Long term accommodation		
Private rented accommodation	111	32.6%
Local authority accommodation	27	7.9%
Housing association/RSL accommodation	7	2.1%
Owner occupied accommodation	11	3.2%
Tied accommodation	11	3.2%
Sheltered housing/registered care accommodation	2	0.6%
<i>Long term accommodation subtotal</i>	169	49.6%
Short or medium term accommodation		
Hostel	14	4.1%
Asylum support accommodation	11	3.2%
Temporary accommodation (Local authority)	7	2.1%
B&B/other temporary accommodation	2	0.6%
Clinic/Detox/Rehab	2	0.6%
<i>Short or medium term accommodation subtotal</i>	36	10.6%
Institution		
Prison	15	4.4%
Hospital	0	0.0%
<i>Institution subtotal</i>	15	4.4%
Inappropriately accommodated		
Squat	3	0.9%
Outhouse	0	0.0%
<i>Inappropriately accommodated subtotal</i>	3	0.9%
Newly arrived in UK		
Newly arrived in UK - not homeless in home country	44	12.9%
Newly arrived in UK - homeless in home country	18	5.3%
<i>Newly arrived in UK subtotal</i>	62	18.2%
Other	56	16.4%
Not recorded	1417	
Total (excl. not recorded)	341	100.0%
Total	1758	

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, for those who were not newly arrived in the UK, and whose last settled base was not of an institutional or inappropriate nature.

Status at last settled base*	No.	%
Tenant	56	45%
Informal arrangement	32	26%
Living with partner	21	17%
Parental home	9	7%
Owner	6	5%
Not recorded/applicable	106	
Total (excl. not recorded/applicable)	124	100%
Total	230	

*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.

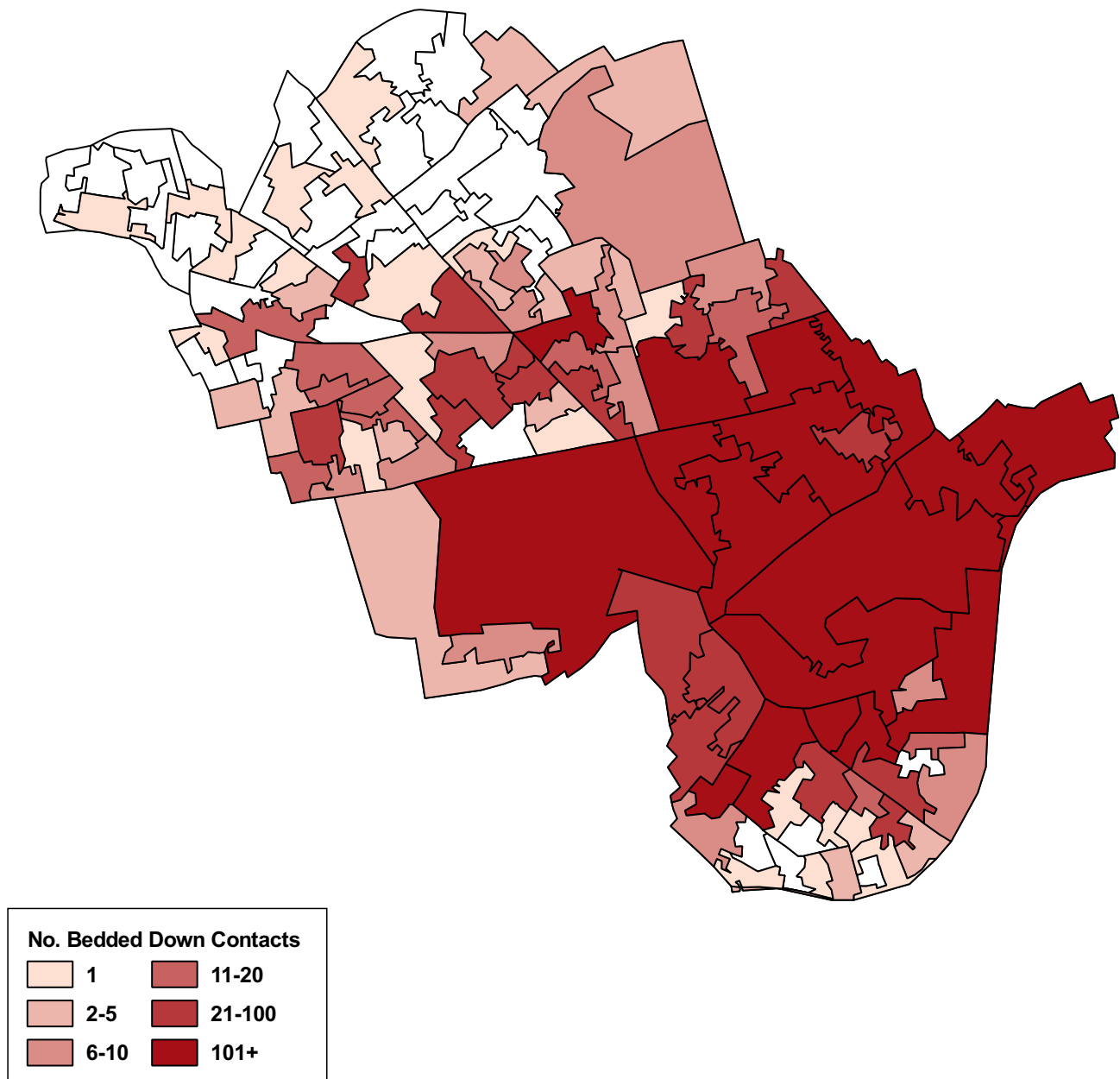
Reason for leaving last settled base	No.	%
Asked to leave or evicted		
Asked to leave	37	10.9%
Evicted - arrears	16	4.7%
Evicted - ASB	6	1.8%
Evicted - end of tenancy agreement	0	0.0%
Evicted - other	7	2.1%
<i>Asked to leave or evicted subtotal</i>	66	19.4%
Employment and education		
Financial problems - loss of job	26	7.6%
Seeking work - from within UK	53	15.5%
Seeking work - from outside UK	28	8.2%
Study	1	0.3%
<i>Employment and education subtotal</i>	108	31.7%
Relationships		
Relationship breakdown	36	10.6%
Death of relative/friend	3	0.9%
Move nearer family/friends/community	3	0.9%
<i>Relationships subtotal</i>	42	12.3%
Financial		
Financial problems - debt	3	0.9%
Financial problems - housing benefit	0	0.0%
Financial problems - other	5	1.5%
<i>Financial subtotal</i>	8	2.3%
End of stay in short or medium term accommodation		
End of stay - asylum accommodation	7	2.1%
End of stay - hostel	2	0.6%
Evicted - given non priority decision	1	0.3%
End of stay - other	8	2.3%
<i>End of stay in short or medium term accommodation subtotal</i>	18	5.3%
Victim of violence, harassment or abuse		
Harassment/abuse/violence	13	3.8%
Domestic violence - victim	2	0.6%
Tenancy hijack	2	0.6%
<i>Victim of violence, harassment or abuse subtotal</i>	17	5.0%
End of stay in institution		
End of stay - prison	14	4.1%
End of stay - hospital	1	0.3%
<i>End of stay in institution subtotal</i>	15	4.4%
Housing conditions		
Housing conditions	2	0.6%
Perpetrator of violence, harassment or abuse		
Domestic violence - perpetrator	0	0.0%
Transient		
Transient/travelling around	7	2.1%
Other		
Other	58	17.0%
Not recorded	1417	
Total (excl. not recorded)	341	100%
Total	1758	

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

3. SPATIAL DISTRIBUTION

3.1 Bedded down street contacts by area: Map

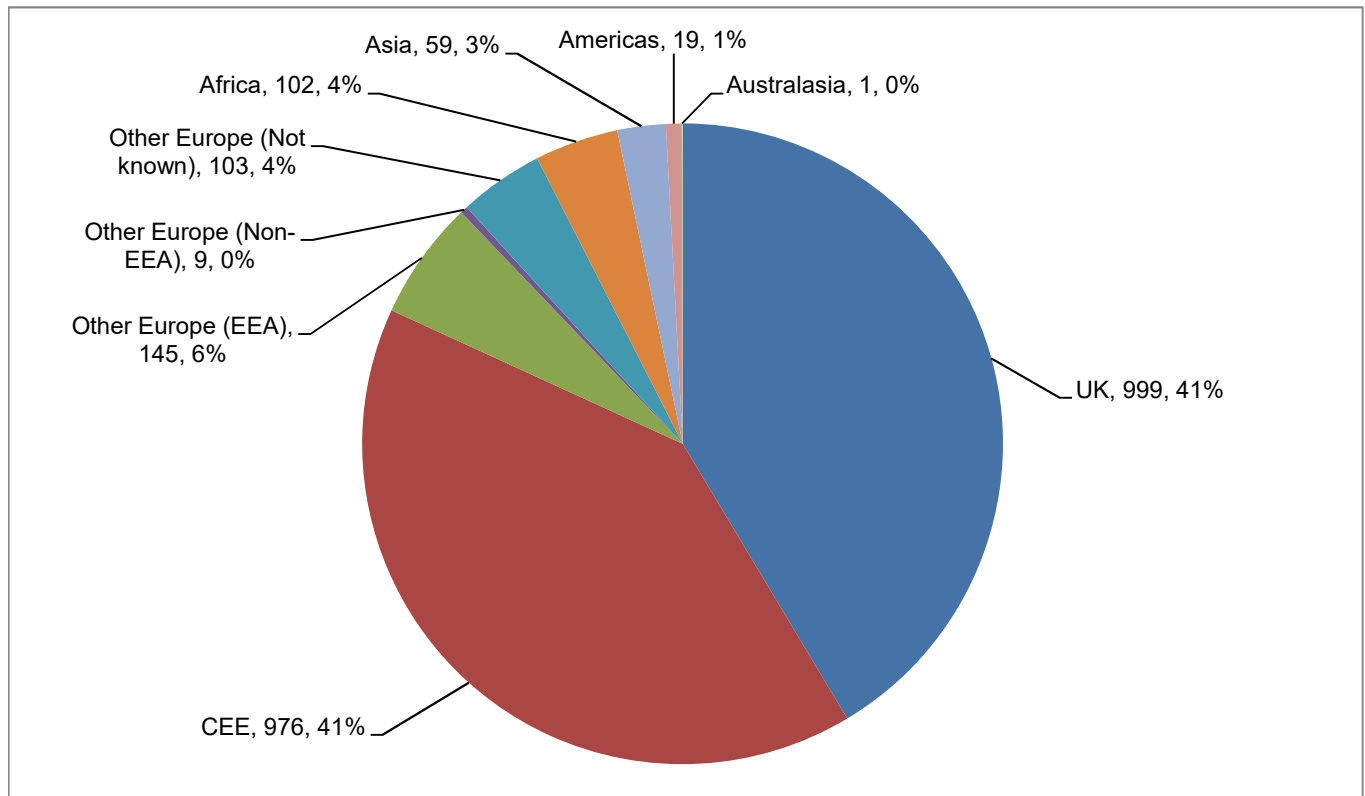
The map below shows the number of bedded down street contacts recorded in each Lower Super Output Area within the borough during the period. It is important to note that this represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given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



4. DEMOGRAPHICS & SUPPORT NEEDS

4.1 Nationality: Overall composition

People seen rough sleeping in the year, by nationality.



Base: 2413 people seen rough sleeping in the year whose nationality was known.

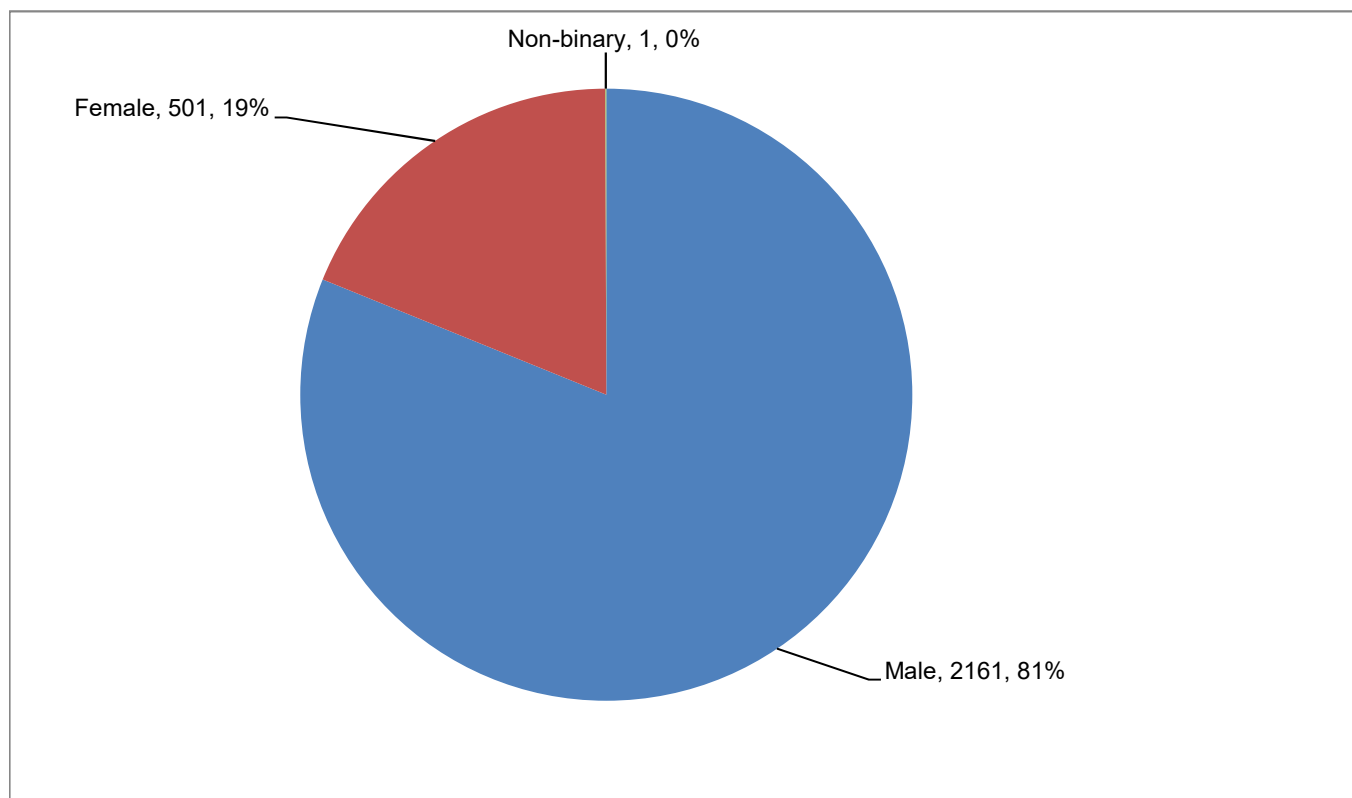
4.2 Nationality: Flow, stock, returner model

	Flow	Stock	Returner	Total	
Nationality	No.	No.	No.	No.	%
UK	481	348	170	999	41.4%
Bulgaria	26	20	2	48	2.0%
Czech Republic	13	6	2	21	0.9%
Estonia	1	2	0	3	0.1%
Hungary	14	14	2	30	1.2%
Latvia	5	5	3	13	0.5%
Lithuania	14	13	6	33	1.4%
Poland	53	38	10	101	4.2%
Romania	543	125	49	717	29.7%
Slovakia	3	6	1	10	0.4%
Slovenia	0	0	0	0	0.0%
<i>CEE subtotal</i>	<i>672</i>	<i>229</i>	<i>75</i>	<i>976</i>	<i>40.4%</i>
Portugal	11	11	4	26	1.1%
Italy	10	12	1	23	1.0%
Ireland (Republic of)	7	14	7	28	1.2%
France	7	6	3	16	0.7%
Spain	15	4	2	21	0.9%
Other European (EEA) countries	13	14	4	31	1.3%
<i>Other Europe (EEA) subtotal</i>	<i>63</i>	<i>61</i>	<i>21</i>	<i>145</i>	<i>6.0%</i>
Other Europe (Non-EEA)	6	3	0	9	0.4%
Other Europe (Not known)	101	2	0	103	4.3%
Eritrea	12	1	2	15	0.6%
Somalia	3	3	3	9	0.4%
Sudan	4	2	2	8	0.3%
Nigeria	4	3	1	8	0.3%
Other African countries	32	27	3	62	2.6%
<i>Africa subtotal</i>	<i>55</i>	<i>36</i>	<i>11</i>	<i>102</i>	<i>4.2%</i>
India	4	2	0	6	0.2%
Iran	10	7	1	18	0.7%
Bangladesh	0	2	3	5	0.2%
Other Asian countries	17	6	7	30	1.2%
<i>Asia subtotal</i>	<i>31</i>	<i>17</i>	<i>11</i>	<i>59</i>	<i>2.4%</i>
Americas	13	6	0	19	0.8%
Australasia	1	0	0	1	0.0%
Not known	335	5	4	344	14.3%
Total (excl. Not known)	1423	702	288	2413	100.0%
Total (incl. Not known)	1758	707	292	2757	

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

4.3 Gender

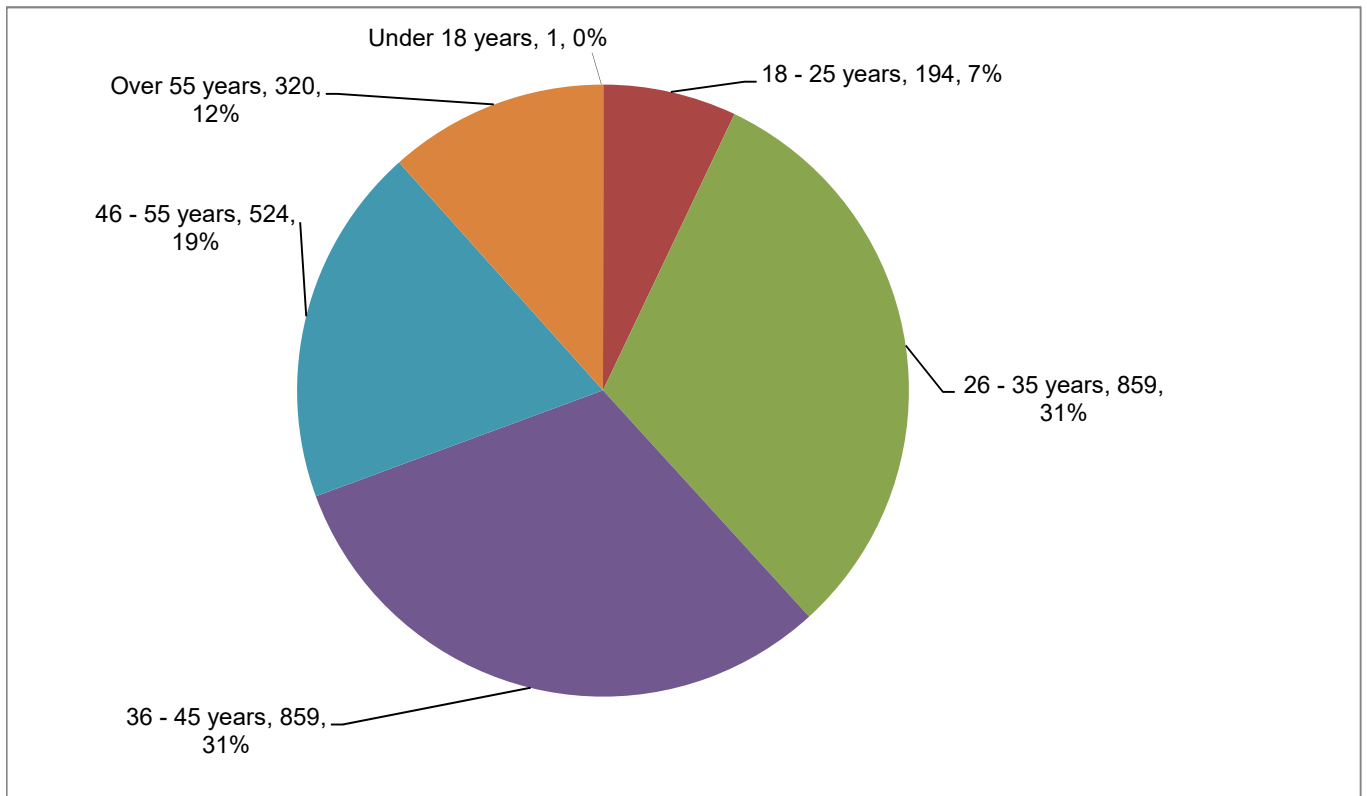
People seen rough sleeping in the year, by gender.



Base: 2663 people seen rough sleeping whose gender was known. This excludes 94 people whose gender was not known.

4.4 Age

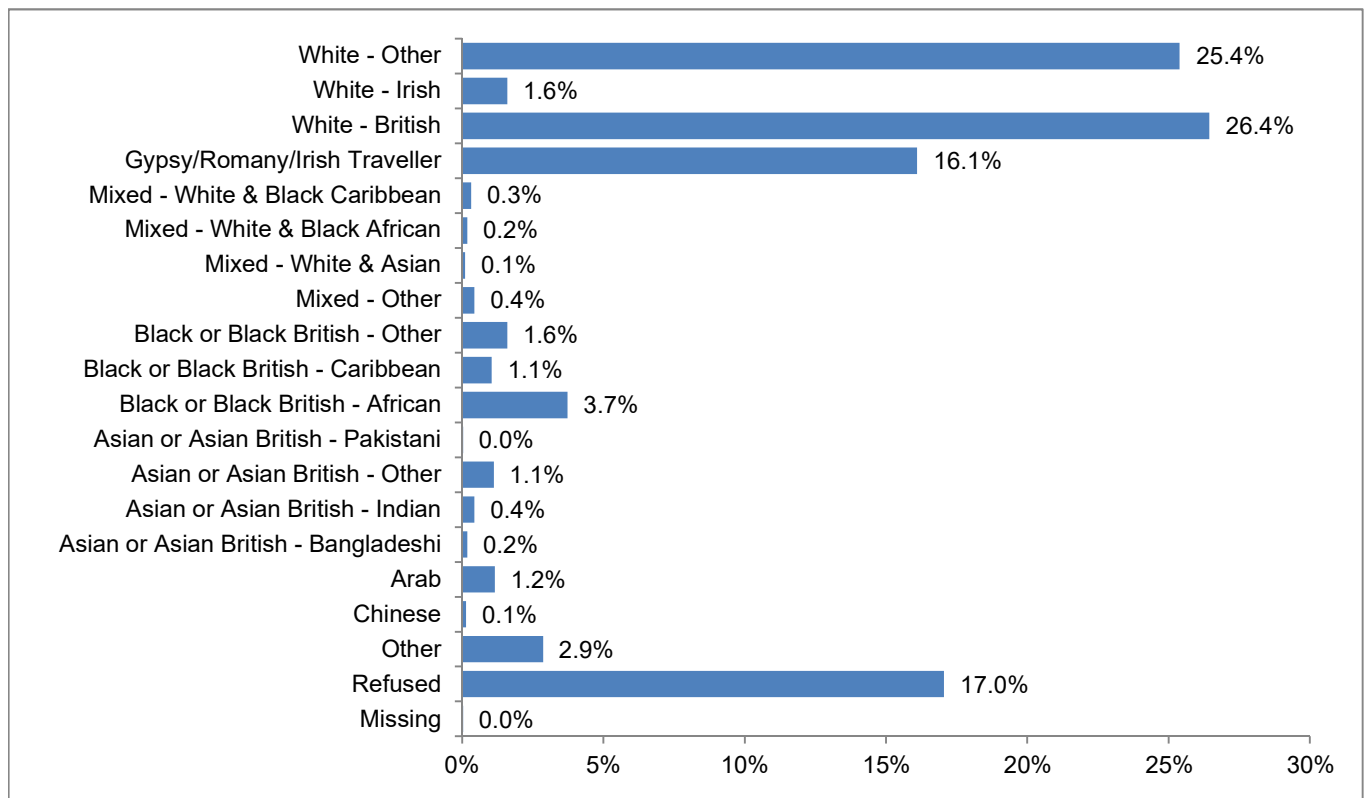
People seen rough sleeping in the year, by age.



Base: 2757

4.5 Ethnicity

People seen rough sleeping in the year, by ethnicity.

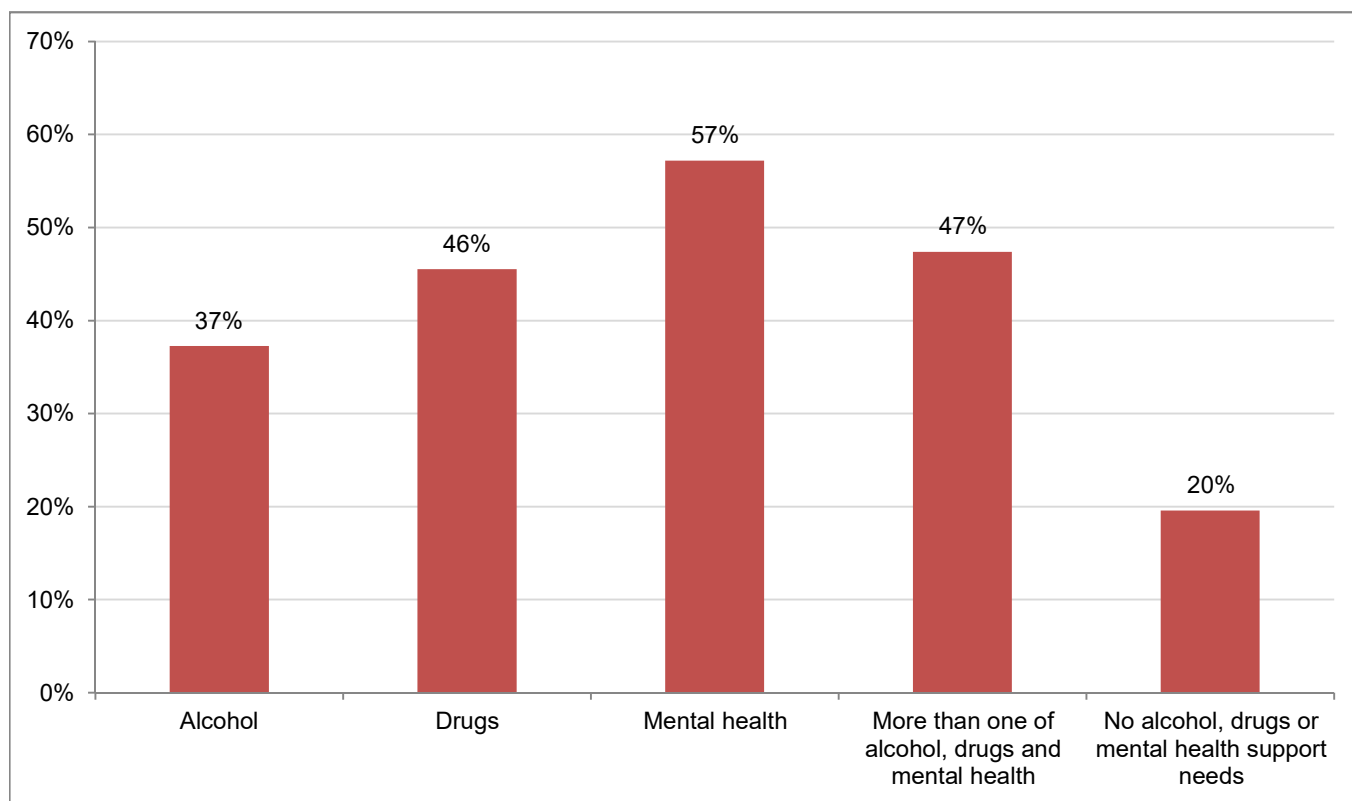


Base: 2757

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 60% of rough sleepers in the borough in 2019/20 did not have a support needs assessment recorded.



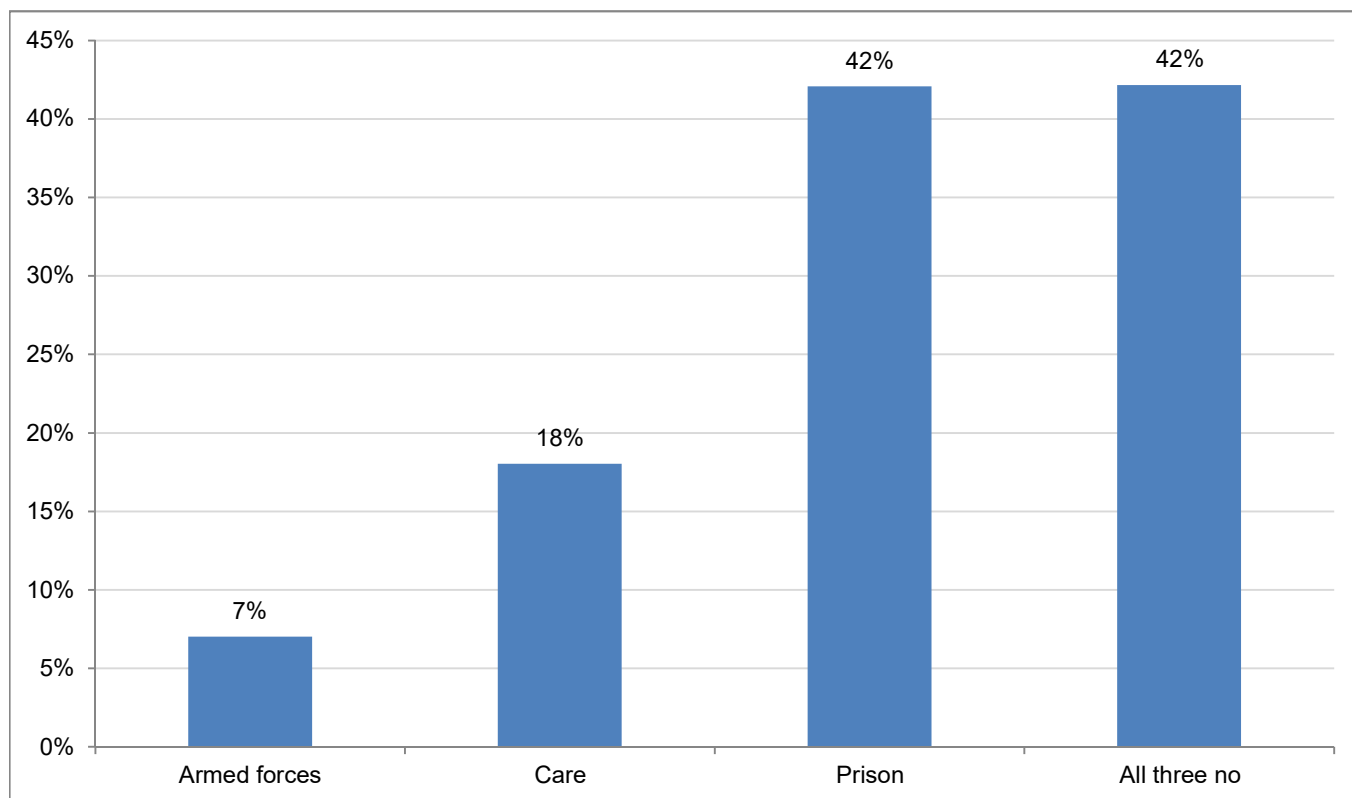
Base: 1114. Note that the base figure for this chart excludes people for whom none of the three support needs were known or assessed (1643).

Support Needs	No.	%
Alcohol only	75	7%
Drugs only	66	6%
Mental health only	174	16%
Alcohol and drugs	65	6%
Alcohol and mental health	87	8%
Drugs and mental health	188	17%
Alcohol, drugs and mental health	188	17%
All three no	218	20%
All three no, not known or not assessed	53	5%
All three not known or not assessed	1643	
Total (excl. not assessed)	1114	100%
Total (incl. not assessed)	2757	

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: 1053. Note that the base figure for this chart excludes people for whom none of the three institutional histories were recorded (1704).

Nationality of rough sleepers with experience of armed forces:

Nationality	No.	%
UK	36	3%
Non-UK	38	4%
Total with armed forces experience	74	7%
Base (total assessed)	1053	

74 people seen rough sleeping in the borough in 2019/20 had experience of serving in the armed forces, of whom 36 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 2019/20, 671 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	2018/19		2019/20	
	No. events	%	No. events	%
Hubs, shelters and emergency accommodation				
COVID-19 Emergency Accommodation (Local)	0	0%	124	11%
COVID-19 Emergency Accommodation (Pan London)	0	0%	20	2%
Hub	277	28%	226	19%
Nightstop	0	0%	0	0%
SWEP (Local)	54	6%	5	0%
SWEP (Pan-London)	4	0%	0	0%
Winter/Night Shelter	159	16%	264	23%
<i>Hubs, shelters and emergency accommodation subtotal</i>	<i>494</i>	<i>50%</i>	<i>639</i>	<i>55%</i>
Temporary accommodation				
Assessment centre	166	17%	223	19%
Bed & breakfast	48	5%	65	6%
Clinic/Detox/Rehab	1	0%	6	1%
Friends & family	2	0%	1	0%
Hostel	122	12%	120	10%
Local authority temporary accommodation	41	4%	37	3%
Second-stage accommodation	0	0%	0	0%
Staging post	0	0%	0	0%
Other temporary accommodation	19	2%	9	1%
<i>Temporary accommodation subtotal</i>	<i>399</i>	<i>41%</i>	<i>461</i>	<i>40%</i>
Long term accommodation				
Care home	0	0%	0	0%
Clearing House/RSI	7	1%	5	0%
Local authority tenancy (general needs)	1	0%	2	0%
Private rented sector - independent	20	2%	9	1%
Private rented sector - with some floating support	12	1%	15	1%
RSL tenancy (general needs)	0	0%	1	0%
Sheltered housing	4	0%	2	0%
St Mungo's complex needs	2	0%	0	0%
St Mungo's semi-independent	7	1%	5	0%
Supported housing	33	3%	19	2%
Tied accommodation	0	0%	1	0%
Other long-term accommodation	1	0%	2	0%
<i>Long term accommodation subtotal</i>	<i>87</i>	<i>9%</i>	<i>61</i>	<i>5%</i>
Total	980	100%	1161	100%

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

Outreach teams and other services work to help rough sleepers into a range of accommodation types. In previous editions of the CHAIN annual report, this section included temporary accommodation (such as hostels), and long-term accommodation (such as private rented sector or local authority accommodation), but not emergency accommodation (such as NSNO assessment hubs, night shelters, or SWEP).

In order to give a fuller picture we are now including all accommodation types, by incorporating the new category of 'hubs, shelters and emergency accommodation'. Some services which previously would have been counted as temporary accommodation under 'assessment centres' have been reallocated to this new category. The inclusion of this category means that the overall figures for the number of bookings into accommodation will be higher than those in reports published for previous years, and so direct comparisons with figures in these reports will not be possible. However, the table above includes retrospectively recalculated figures for 2018/19, enabling comparison with that year.

The table includes Covid-19 emergency accommodation, which was introduced when the pandemic hit the UK at the very end of the reporting period. The numbers reported for this category are fairly low, as the majority of people accessing this accommodation were booked in after the end of the period.

5.2 NSNO attendance

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

	2018/19	2019/20
No. attended	168	159

5.3 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 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.

	2018/19		2019/20	
Reconnection reason	No.	%	No.	%
Return to home area	107	74%	66	75%
Seeking work	8	6%	6	7%
Move to area for friends/family	63	44%	48	55%
Move to area with appropriate services	63	44%	40	45%
Reconnections total*	144		88	

Reconnection destination	No.	%	No.	%
UK - London	43	30%	21	24%
UK - outside London	55	38%	30	34%
Central and Eastern Europe	35	24%	26	30%
Other Europe	8	6%	10	11%
Rest of the world	2	1%	0	0%
<i>Not known</i>	1		1	
Reconnections total (excl. destination not known)	143	100%	87	100%

*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.

85 people seen rough sleeping in 2019/20 also had a confirmed reconnection recorded by services in the borough during the period.

41% of reconnections this year were to destinations outside the UK. 30% of reconnections were to Central and Eastern European countries.

6. TEMPORARY ACCOMMODATION

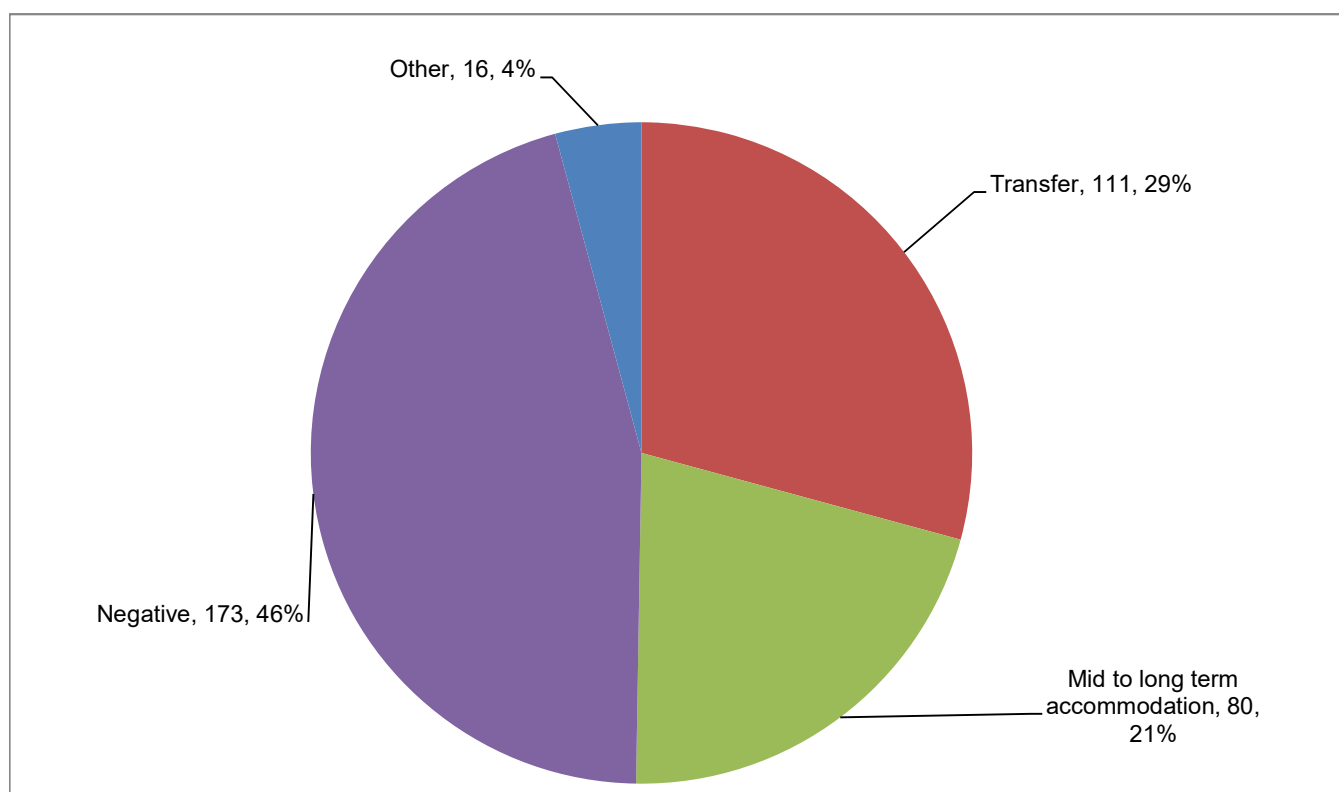
Arrivals and departures at hostels, assessment centres and second-stage accommodation based in the borough. All people counted in this section had previously been seen rough sleeping, but not necessarily during 2019/20.

6.1 Arrivals

A total of 304 individuals arrived at temporary accommodation during the period.

6.2 Departures: Destination on departure

A total of 320 individuals departed from temporary accommodation during the period.



Base: 380

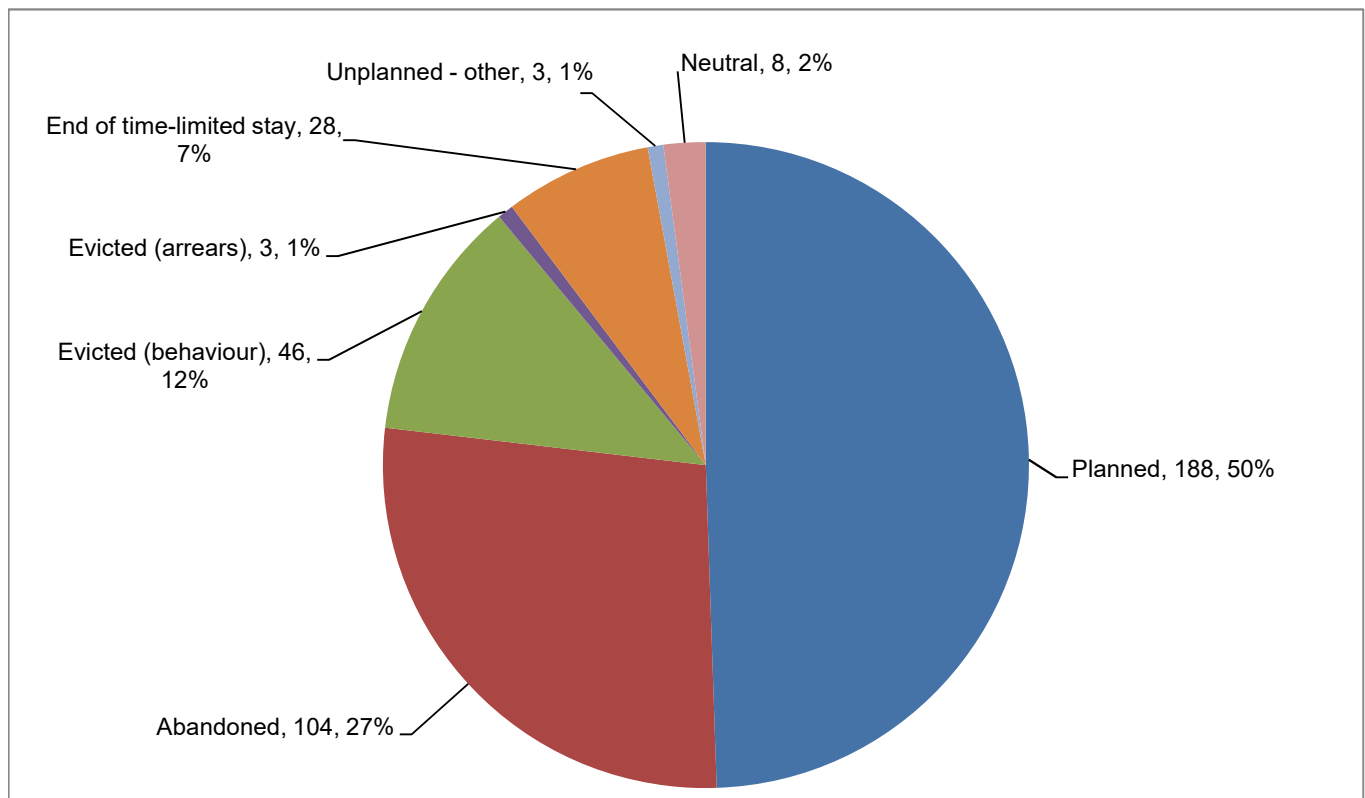
Destination on departure	Destination category	Chart colour
Assessment centre, Bed & breakfast, Covid-19 Emergency Hotel, Detox clinic, Hospital not long term/acute care, Hostel - another organisation, Hostel - within the organisation, Hosting placement, Internal SWEP transfer, NASS accommodation, Night 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	%
Transfer		
Assessment centre	12	3.2%
Bed & breakfast	0	0.0%
Covid-19 Emergency Hotel	0	0.0%
Detox clinic	1	0.3%
Hospital - not long term/acute care	11	2.9%
Hostel - another organisation	30	7.9%
Hostel - within the organisation	3	0.8%
Hosting placement	0	0.0%
Internal SWEP transfer	0	0.0%
NASS accommodation	0	0.0%
Night shelter	4	1.1%
NSNO assessment hub	0	0.0%
NSNO staging post	0	0.0%
Psychiatric hospital	4	1.1%
Rehab clinic	3	0.8%
Temporary accommodation (LA)	43	11.3%
<i>Transfer subtotal</i>	<i>111</i>	<i>29.2%</i>
Mid to long term accommodation		
Accommodation where client is owner	0	0.0%
Care home	2	0.5%
Clearing House/RSI	3	0.8%
Hospital - long term	2	0.5%
LA tenancy (general needs)	0	0.0%
Long stay hospice	0	0.0%
Private rented sector - independent	18	4.7%
Private rented sector - with some floating support	14	3.7%
Returned to home country (EEA)	3	0.8%
Returned to home country (non EEA)	1	0.3%
RSL tenancy (general needs)	1	0.3%
Sheltered housing	4	1.1%
Supported housing	32	8.4%
Tied accommodation with work	0	0.0%
<i>Mid to long term accommodation subtotal</i>	<i>80</i>	<i>21.1%</i>
Negative		
Committed suicide	0	0.0%
Not known	124	32.6%
Sleeping rough/Returned to streets	37	9.7%
Taken into custody	12	3.2%
<i>Negative subtotal</i>	<i>173</i>	<i>45.5%</i>
Other		
Died	8	2.1%
Previous home	1	0.3%
Staying with family	5	1.3%
Staying with friends	2	0.5%
<i>Other subtotal</i>	<i>16</i>	<i>4.2%</i>
Total	380	100.0%

6.3 Departures: Reason for leaving

Temporary accommodation departures by reason for leaving.



Base: 380

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

