

# Street to Home

Bulletin 2010/11

This report presents information about people seen rough sleeping by outreach teams in London and those who have used accommodation for rough sleepers in London in 2010/11. Information is from the 'Combined Homelessness and Information Network' (CHAIN), a database commissioned and funded by the Greater London Authority and managed by Broadway.

CHAIN is the most detailed and comprehensive source of information available about rough sleeping; the database provides London with unparalleled, up-to-date evidence about the nature and extent of the most extreme form of homelessness. Information from CHAIN is used every day to assist work with individuals and inform rough sleeping strategy.

## Context

### Ending rough sleeping

London has a higher level of rough sleeping than any other region in England. The bulk of services for rough sleepers in London are commissioned directly by Local Authorities using the Homelessness Grant. The level of this grant has been maintained but is not ring-fenced.

In 2008 the Mayor of London made a commitment to end rough sleeping in London by the end of 2012. The Mayor's London Delivery Board spearheads this work. The Board is comprised of senior people from a range of government departments and agencies, NHS London, the probation service, the Metropolitan Police, local authorities and the homelessness sector.

The London Delivery Board has defined an end to rough sleeping:

*'By the end of 2012 no one will live on the streets of London, and no individual arriving on the streets will sleep out for a second night.'*

Information from CHAIN assists the London Delivery Board in understanding the problem of rough sleeping, taking steps to prevent and respond to rough sleeping and monitoring progress towards the target of ending rough sleeping.

### Outreach work and statistics from CHAIN

CHAIN is an invaluable tool for outreach workers in joining-up and monitoring their work. Outreach teams, commissioned by Local Authorities and the Greater London Authority (GLA), work during the day and at night across London contacting rough sleepers to help them off the streets. They contact those sleeping on the streets, in stairwells, in parks and a range of other locations. The figures do not cover hidden homeless groups such as 'sofa surfers' or those in squats.

The statistics in this report are based on information collected by outreach workers and recorded on the CHAIN system over a 12-month period. Outreach workers are experienced in working with homeless people and are able to judge whether or not someone is rough sleeping and how best to help them.

Information presented summarises data about contacts made by experienced outreach workers over a whole year period. This enables a more in-depth look at rough sleeping than the snapshot provided by 'street counts' which are undertaken to monitor levels of rough sleeping on a particular night. CHAIN shows the number of rough sleepers over an entire year whereas street counts show the number seen on one night.

CHAIN is limited to recording the contacts made by outreach teams. Where a need is newly identified in an area and additional outreach services are set up to contact rough sleepers, CHAIN figures tend to go up in that area as people are effectively identified and contacted.

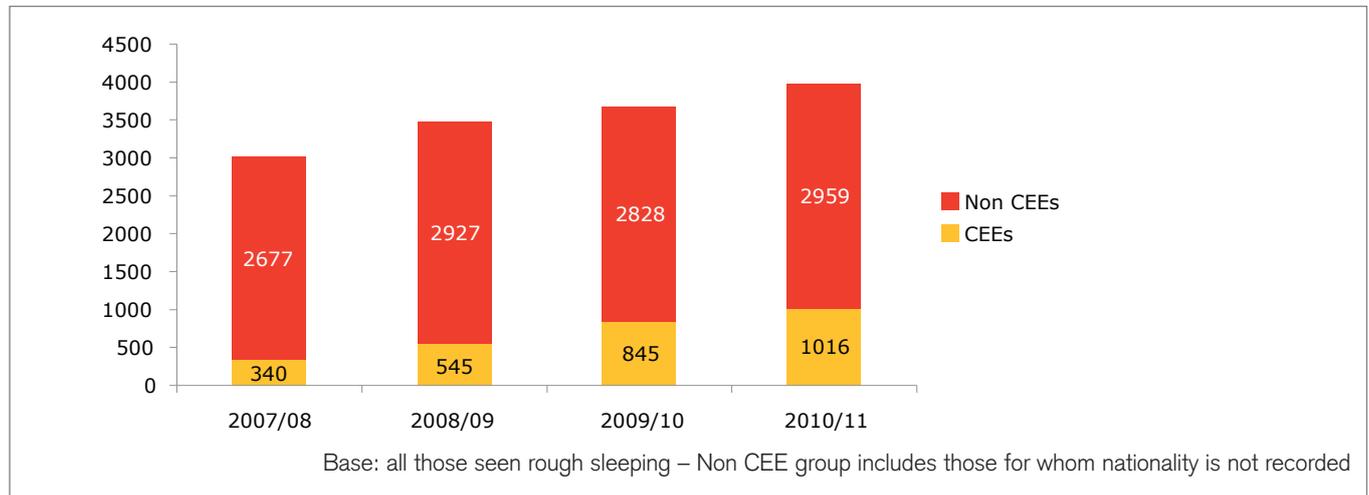


## Headline findings

1. 3,975 people were seen rough sleeping in 2010/11
  - The number of people seen rough sleeping in 2010/11 is 8% higher than in 2009/10
  - 1,934 (49%) of these people were seen rough sleeping just once
  - 2,846 (72%) were only seen in one quarter of the year
  - 457 (11%) were seen in three or four different quarters of the year
  - 2,363 (60%) of these people were new to the streets
  - Nearly half (48%) were seen rough sleeping in Westminster
2. The proportion of young people seen rough sleeping remained low – 8% were under 25. Only 4 people under 18 were contacted.
3. Just under half (48%) of those seen rough sleeping had a UK nationality – this compares with 52% of those seen who had a UK nationality in 2009/10. 28% were from Central and Eastern European (CEE) countries that joined the EU in 2004 and 2007<sup>1</sup>. When this group are excluded from the figures the number of people seen rough sleeping has gone up by 5% compared to a decrease of 3% in 2009/10.
4. The proportion of those of all nationalities known to have served in the armed forces was 7%. Amongst UK nationals, 3% (36 people) were known to have served in the armed forces at some point.
5. No Second Night Out, a major pilot initiative to address the needs of new rough sleepers (flow) was launched in April 2011. During its first month of operation 162 people attended the project.
6. Outreach teams booked 1,372 people into accommodation in 2010/11. This was primarily hostels for single homeless people. 326 people were assisted to return to a home area or an area where they could access appropriate services. CHAIN is working to ensure that information about reconnections done by non-outreach teams who specialise in work with rough sleepers is better recorded.
7. 159 people were booked into long term accommodation with the help of outreach workers this year. Many others (505) left hostels to move to more long term accommodation. 366 people started tenancies in social rented Clearing House properties, which are allocated to people who have a history of rough sleeping in London.

## Headline findings (continued)

### Number of people seen rough sleeping 2007/8 – 2010/11

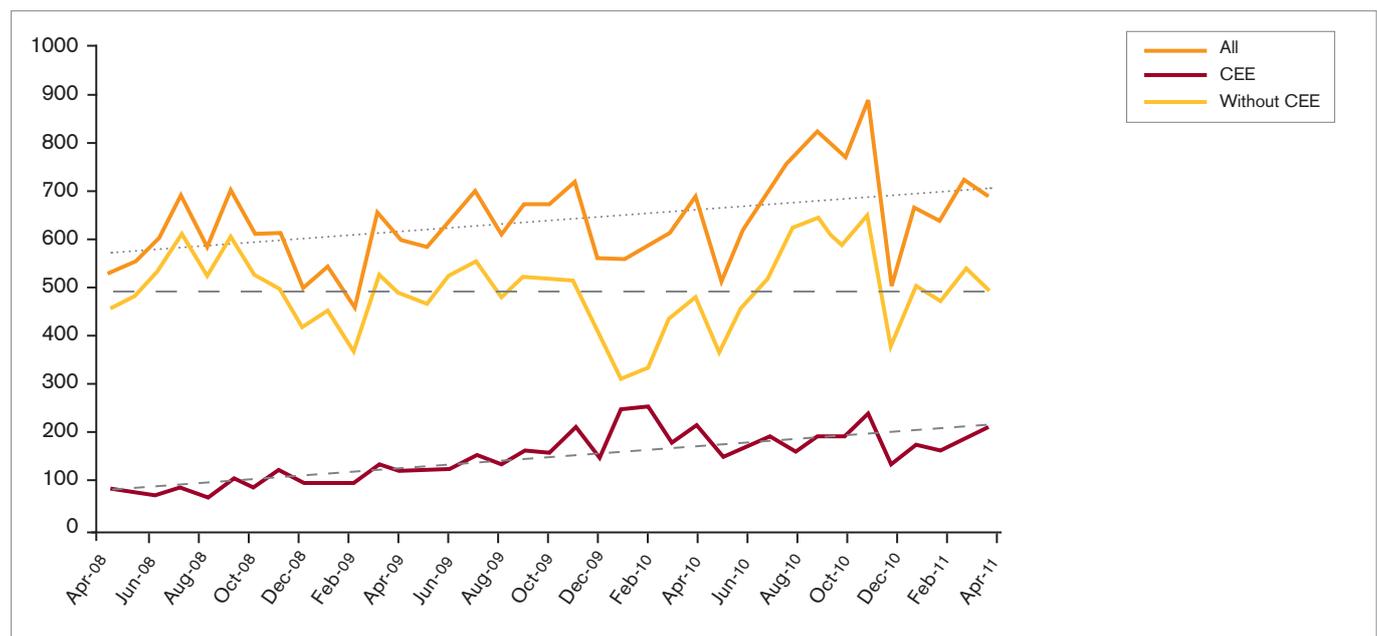


<sup>1</sup> EU expansion in 2004 and 2007 enabled people from the following countries to come to the UK to work: Poland, Lithuania, Estonia, Latvia, Slovenia, Slovakia, Hungary and the Czech Republic, Romania and Bulgaria. These are referred to as Central and Eastern European (CEE) Countries in this report.

## People seen rough sleeping

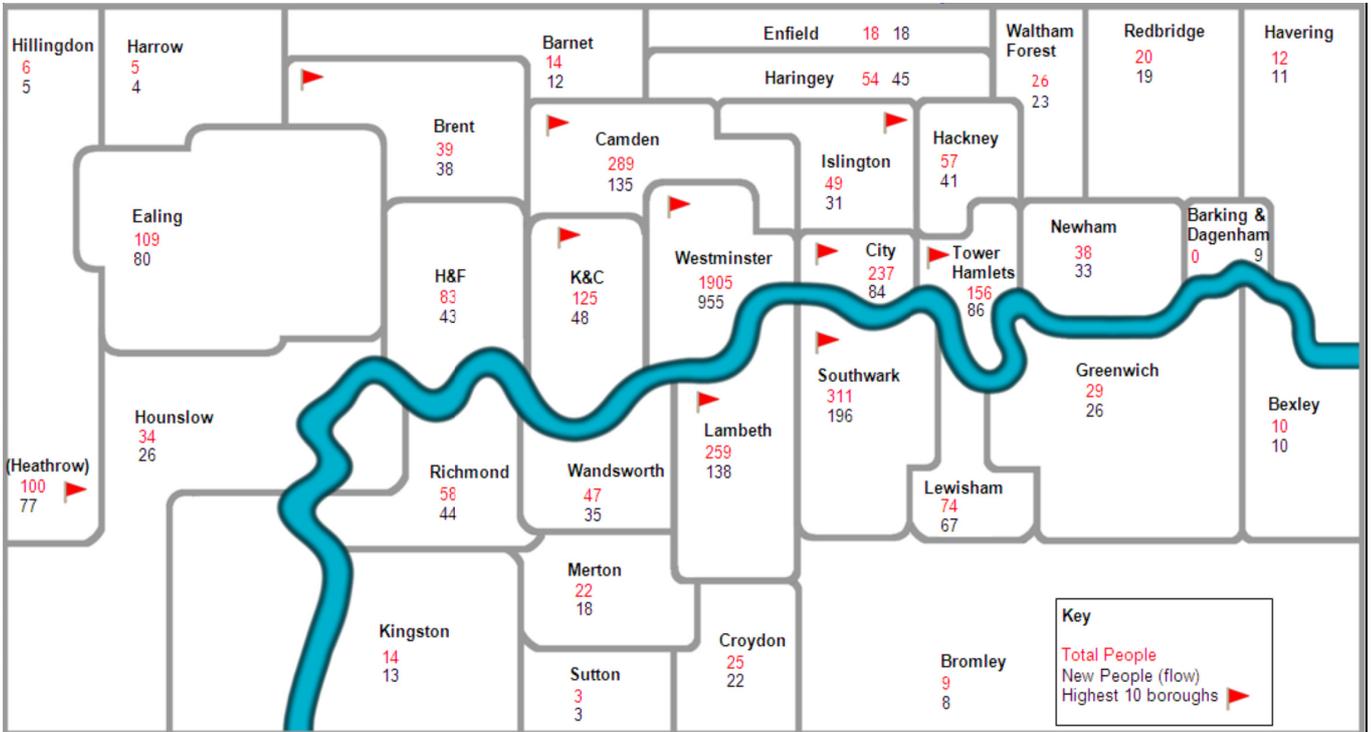
The graph below shows that there is an upward trend in the total number of people seen rough sleeping between May 2008 and April 2011. The green line shows that if people from CEE countries are excluded there is a slight downward trend during the same period.

### Month by month trends May 2008 and April 2011 – people seen rough sleeping



People seen rough sleeping (continued)

People seen sleeping rough in the year by borough



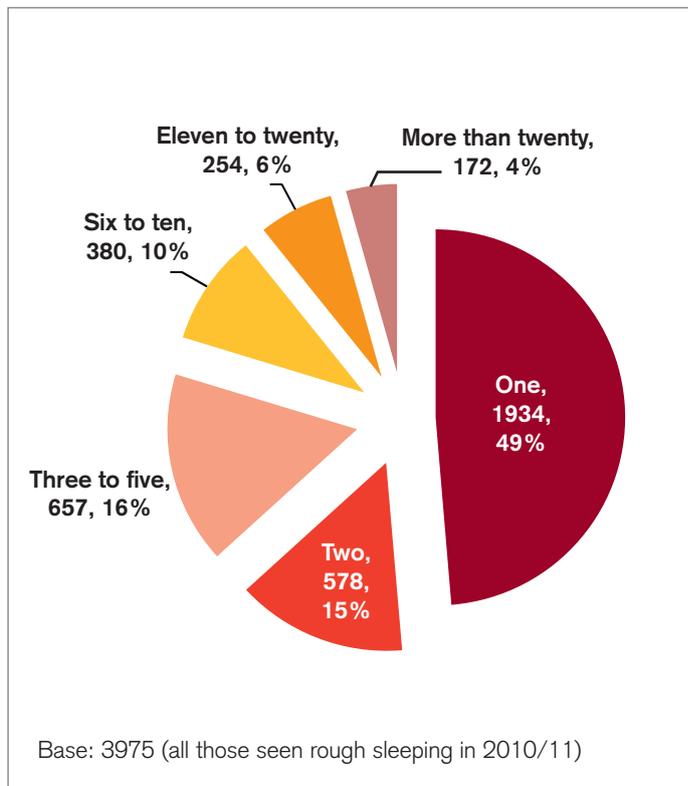
Base: 3975

## People seen rough sleeping (continued)

### Number of times seen rough sleeping

Half (49%) of people seen rough sleeping in 2010/11 were seen only once. 64% were only seen once or twice. One in ten (10%) of people were seen rough sleeping more than 10 times. A small group of people were seen very regularly with 33 people seen more than 50 times in the year.

The table below shows how many people were seen in one, two, three or four quarters of the year. It is important to be aware that this is limited to 2010/11 and people may have been seen in preceding and subsequent quarters. Seven in ten (72%) of those seen rough sleeping in total were only seen in one quarter of the year. 11% of those seen rough sleeping were seen bedded down in three or four of the quarters of the year suggesting that their rough sleeping is an ongoing issue and was not successfully resolved for significant periods during the year, if at all.



Number of quarters seen rough sleeping during year	Number of people	% of all those seen rough sleeping
<b>One</b>	2,846	72%
<b>Two</b>	672	17%
<b>Three</b>	284	7%
<b>Four</b>	173	4%
<b>Total</b>	<b>284</b>	<b>100%</b>

## Flow, stock returner model

The ‘flow, stock, returner’ model categorises people seen sleeping rough according to whether they have also been seen sleeping rough in previous periods.

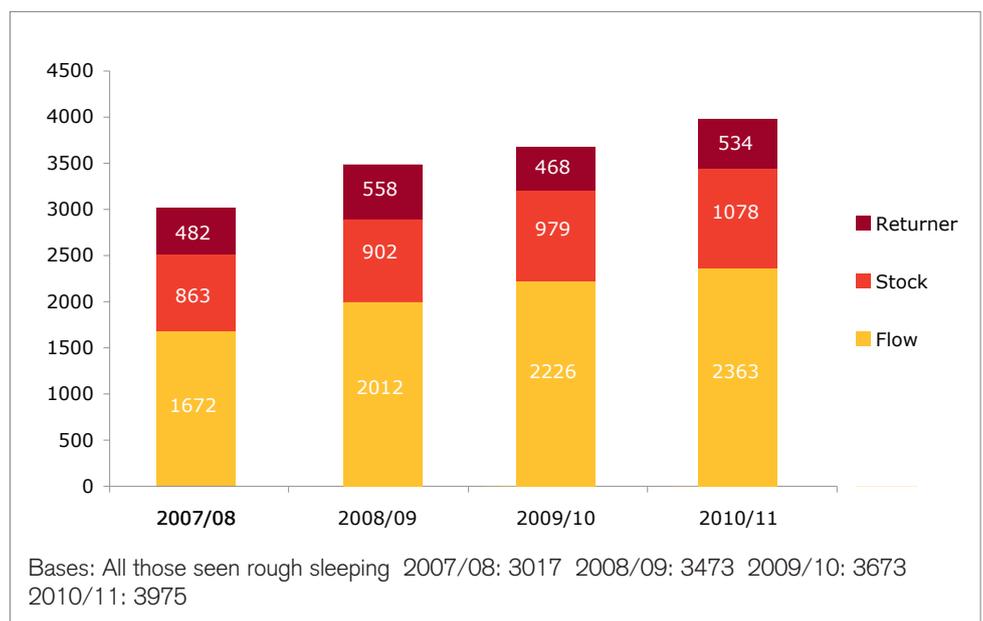
Category	Definition	% for 2010/11
<b>Flow</b>	People seen sleeping rough for the first time in 2010/11	59%
<b>Stock</b>	People seen sleeping rough in 2009/10 and 2010/11	27%
<b>Returners</b>	People seen sleeping rough in 2010/11 and in a previous year but not in 2009/10; i.e. they returned to rough sleeping at some point in 2010/11 after at least one year when they were not seen rough sleeping	13%

The proportion of people in each of the three groups has remained consistent over the last two years, with absolute numbers in each group going up slightly. The proportion of people who are new to the street (‘flow’) has been consistent in the last two years at six in ten people seen rough sleeping (59-61%) following slight increases in previous years.

### No Second Night Out

2,363 of the people contacted rough sleeping this year had not been contacted rough sleeping before. No Second Night Out, a major pilot initiative to address the needs of new rough sleepers (flow) was launched in April 2011. CHAIN figures over many years show that tackling flows of new rough sleepers onto the streets and preventing people becoming medium to long term rough sleepers is crucial in homelessness strategies. Outreach teams working across the nine London Delivery Board boroughs, and in Islington where the service is located, can refer new rough sleepers to the project. NSNO staff provide a full assessment and referral to appropriate services in the most appropriate area – often the area they have come to London from. This includes supporting a voluntary return to other countries where appropriate. During its first month of operation 162 people attended the hub. If the project has the desired impact, new rough sleepers will not have to spend a second night on the streets. Volumes of rough sleeping will decline as people are diverted from becoming medium or long-term rough sleepers.

**Profile of people seen rough sleeping in 2007/08 – 2010/11 Flow stock returner model**



## Demographic and support needs profile of people seen rough sleeping

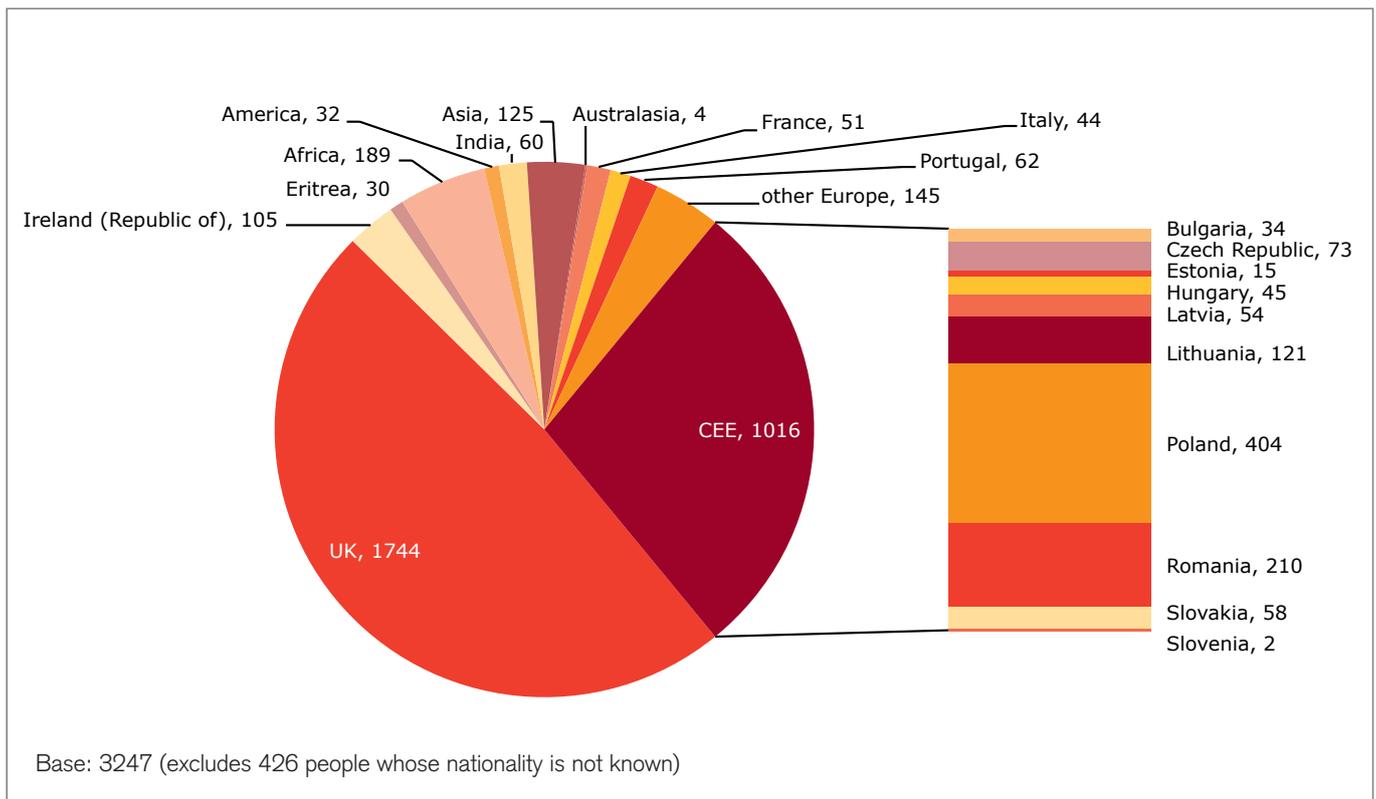
### Nationality profile

The nationality profile of rough sleepers remains very diverse.

48% of people seen rough sleeping were from the UK - this is a drop of 4% compared to last year and of 14% compared to 2008/09. The proportion of rough sleepers contacted from CEE countries has increased slightly from 26% in 2009/10 to 28% in 2010/11. Rough sleeping amongst CEE nationals is a key contributing factor in the overall rise of 8% in the number of people seen rough sleeping in 2010/11. When CEEs are included excluded the rise is 5%.

Working with migrants from CEE countries is a key challenge in ending rough sleeping. Most of those from CEE countries contacted rough sleeping in London do not have a local connection to the city and are very limited in terms of the accommodation services they can access. A range of reconnection services assist people to return to their home country. Recent changes to the benefits system are likely to affect some CEE nationals contacted rough sleeping – especially those who have worked in the UK previously; the impact of these changes on homelessness amongst this group is as yet unclear.

### Nationality of people seen rough sleeping in 2010/11



NB Each country with more than 30 people represented is presented individually except in the case of CEE countries where all countries are represented to give a full breakdown

**Demographic and support needs profile of people seen rough sleeping (continued)**

**Proportions of those contacted rough sleeping from UK nationalities and CEE nationalities  
2006/07 – 2010/11**

Nationality	2006/07	2007/08	2008/09	2009/10	2010/11
<b>UK</b>	66%	61%	62%	52%	48%
<b>CEE</b>	9%	11%	14%	26%	28%

**Age and gender profile**

The age and gender profiles of those seen rough sleeping have remained stable over recent years.

One in ten (10%) of those seen rough sleeping in 2010/11 were women.

Most of those seen rough sleeping are in the 26-45 age group. Less than one in ten (8%) of people seen rough sleeping were under 25 years old. One in ten were over 55.

Only four people under 18 were seen rough sleeping. Three were contacted once, the other person twice. This compares with 3 under 18s in 2009/10 and 5 under 18s in 2008/09.

**Gender:** 90% male, 10% female

**Age:**

<b>under 18 years</b>	4	0%
<b>18 - 25 years</b>	314	8%
<b>26 - 35 years</b>	981	25%
<b>36 - 45 years</b>	1360	34%
<b>46 - 55 years</b>	900	23%
<b>over 55 years</b>	416	10%
<b>Grand Total</b>	<b>3975</b>	<b>100%</b>

Base: 3975 (all those seen rough sleeping where a date of birth is recorded)

## Demographic and support needs profile of people seen rough sleeping (continued)

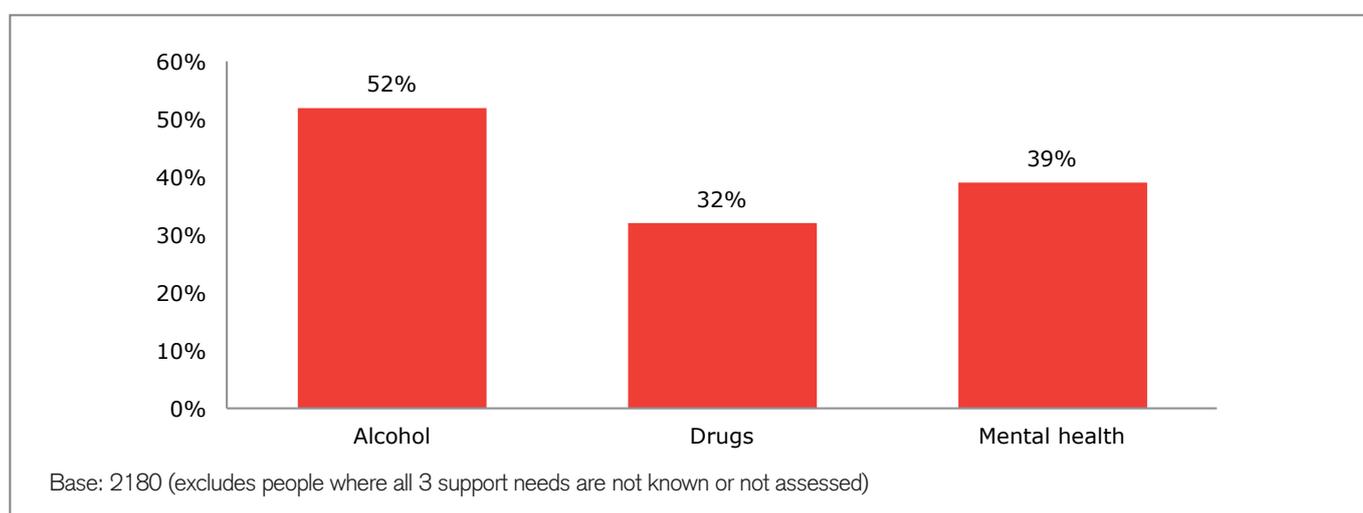
### Support needs, armed forces and institutional history profile

CHAIN records assessments of support needs made by those working with rough sleepers in the homelessness sector. It is important to note that half (51%) of people do not have support needs information recorded – these are most likely to be those with just one or two street contacts.

17% of those for whom support needs information was recorded had none of the problems identified on the form.

The most prevalent support need amongst those assessed was alcohol misuse (52%). Four in ten (39%) of those contacted rough sleeping were assessed as having a mental health support need and a third (32%) had a drug support need.

### Support needs profile of those seen rough sleeping in 2010/11



CHAIN records whether a person has been in prison, the armed forces and local authority care at any time in their lives. 37% of people contacted rough sleeping in 2010/11 had been in prison at some point. Overall, 7% of people contacted rough sleeping have served in the armed forces at some point. 3% of those seen rough sleeping who are from the UK have served in the armed forces at some point. 12% of people had experience of the care system.

### Experience of serving in the armed forces amongst people seen rough sleeping 2007/08 – 2010/11

	2007/08	2008/09	2009/10	2010/11
<b>Prison</b>	37%	32%	32%	37%
<b>Armed Forces – all</b>	8%	5%	6%	7%
<b>Armed forces – those from UK only</b>	5%	4%	3%	3%
<b>Care</b>	11%	9%	10%	12%
<b>Base</b>	1961	2328	1905	1176

## Helping people off the streets

### Accommodation and moves to other areas

Outreach teams work to book people into a range of accommodation types, most commonly hostels but also residential treatment centres and the Private Rented Sector. Teams also seek to 'reconnect' people to areas where they are more likely to find a solution to their homelessness, for example a home area where they will be entitled to accommodation option or to an alcohol treatment centre in their home country. Outreach teams can record 'advised' reconnections as well as 'confirmed' reconnections. This report only takes into account 'confirmed' reconnections actions where there is a good reason to believe the person in question is moving out of the area they have been rough sleeping in.

- In 2010/11 outreach teams booked in or reconnected 1,604 people.
- 1,372 people were booked into accommodation. This includes 159 booked into medium to long term accommodation.
- 326 of these people were reconnected to a home area or an area where they would be able to access services.

Hostels working with outreach teams to accommodate rough sleepers record information about those arriving at and departing from hostels. 1,403 people arrived in accommodation projects (mainly hostels) reporting to CHAIN in 2010/11 and 2,128 people left accommodation projects. The divergence between the number of people arriving and departing may in part be due to a number of large hostel accommodation projects being

decommissioned and people being moved from these to a range of alternative housing types.

People leaving accommodation were often transferring to another short-term accommodation project such as a hostel or detox facility (36% of moves were transfers compared to 28% in 2009/10).

A third (34%) of moves were for negative reasons, including 4% which were to prison. This is a slight drop compared to last year (38%). Homeless Link are currently undertaking research in this area for the London Delivery Board and helping organisations pilot new approaches to reducing levels of eviction and abandonment. Analysis undertaken by the CHAIN team suggests that over the course of 2010/11 the levels of negative moves decreased; it is hoped that continued progress will see a more significant drop in annual figures for negative outcomes next year.

A quarter (24%) of moves from short-term accommodation, were to medium or long-term accommodation such as the private rented sector or social housing.

Clearing House or Rough Sleepers Initiative (RSI) properties are Housing Association flats across London, allocated to people with a rough sleeping history. The waiting list and allocation of properties is managed by Broadway. Tenancy support is provided to Clearing House tenants via a range of organisations. There are currently 3,626 Clearing House Units in London. 366 people started Clearing House tenancies in 2010/11.

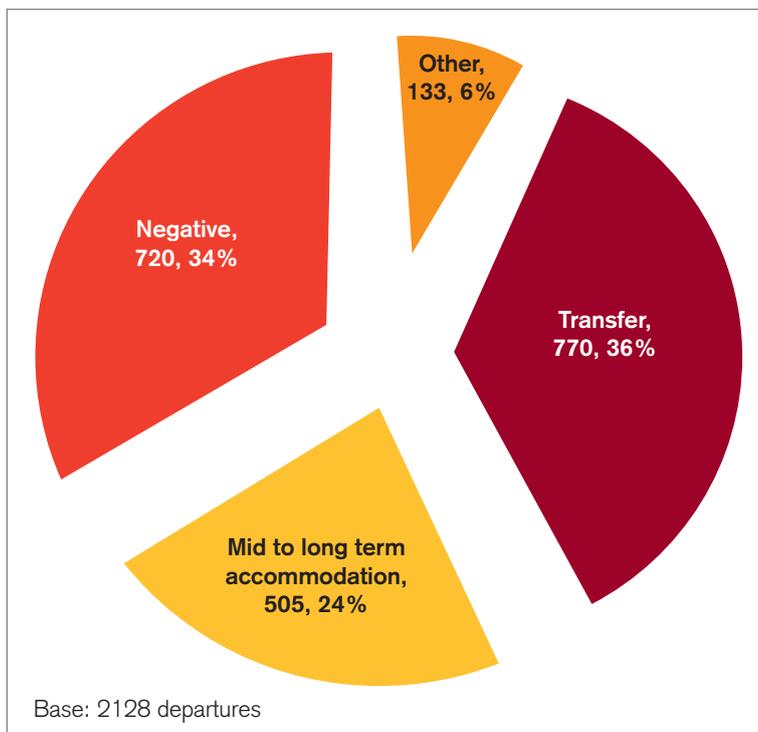
## Reasons for moves out of hostel and other short term accommodation reporting to CHAIN

**Other** = Area outside London, Death, Hospital

**Transfer** = Clinic, Move to another hostel, Move to other temp accommodation

**Mid to long term accommodation** = Move to long-term accommodation, Return to home area

**Negative** = Not known – abandoned, Not known – end of time limited stay, Not known – evicted, Not known – left of own accord, Prison, Return to streets



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