Collecting data on (migrant) rough sleepers and the homeless

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There are different types of homelessness and the legal duties to support these different groups varies….

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People owed the 'main housing duty

Local authorities have a duty to accommodate people who are homeless through no fault of their own, eligible for assistance, and have a **'priority need'.** This primarily includes those with children or a vulnerability, including disability or mental ill-health.

The main duty is to provide temporary accommodation until suitable settled (Social or Private Rented Sector) accommodation can be offered.

Single homeless people not owed the main housing duty

Most single homeless people are not owed the main housing duty because they are not in priority need, not eligible on immigration grounds, or have been found to have made themselves homeless.

The Homelessness Reduction Act created new statutory duties to try and prevent and relieve homelessness for single people, regardless of priority need, or intentional homelessness.

Some end up sleeping rough

People sleeping rough

Most rough sleepers will be owed Homelessness Reduction Act duties (although not the main housing duty) but some will have priority need.

Amongst the most vulnerable rough sleepers are people who have lost access to the main duty and/or no longer want this type of assistance.

They will often spend time sofa surfing, sleeping in hostels and on the streets.

What is the annual rough sleeping snapshot?
What is the purpose?

- Accurately measuring rough sleeping is challenging given its hidden nature.

- The annual snapshot provides a way of estimating the number of people sleeping rough across England on a single night between 1 October and 30 November, some basic demographic details (i.e. age, gender, nationality) and assessing change over time.

- The snapshot methodology has been in place since 2010 – *prior to this only those with a 10+ rough sleepers did an annual street count.*

- Relies on councils and local partners having and sharing intelligence to compile estimate – *3 different approaches they can use to estimate.*

- Collated by outreach workers, local charities and community groups.

- Independently overseen and verified by Homeless Link on behalf of MHCLG.

- This method used across the world.

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People sleeping rough defined as…..

People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments).

People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or 'bashes' which are makeshift shelters, often comprised of cardboard boxes)

Bedded down is taken to mean either lying down or sleeping.

About to bed down includes those who are sitting in/on or near a sleeping bag or other bedding

Not all *'homelessness'* included…

Does not include

- People in hostels, shelters, squats, campsites, Traveller sites, organised protest sites.

- Sofa surfers & people sleeping on public transport.

- People sleeping in locations not visible during a count-based estimate.

- Known to sleep rough sometimes, but not seen/known to have bedded down on that night.

- All people who have slept rough over October to November period.

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- Councils across England take an autumn snapshot of people sleeping rough using either

1. a **count-based estimate** of visible rough sleeping
2. an **evidence-based estimate meeting** with local agencies or
3. an **evidence-based estimate meeting including a spotlight count** in specific areas.

   All three approaches are forms of an estimate.

- **All are snapshot estimates**. Each approach records only those people seen, or thought to be, sleeping rough on a single 'typical' night.

- Councils with local agencies decide which approach and date to use for their snapshot of rough sleeping.

- Takes place on a single date between 1st October and 30th November. This should be a **'typical night'.**

- Councils coordinate dates to avoid double counting – *especially across London.*

What is count-based estimate?

A count-based estimate is physical count of the number of people seen sleeping rough in a local authority on a 'typical' night.

- Planning starts at least 6 weeks in advance – *sharing intelligence & recruiting volunteers.*

- Need to know basis only.

- Plan ahead to gain access to non-public areas (eg parks).

- Area divided into segments –*knowledge of sleep sites in each team needed.*

- Typically starts between 12-2am and finish between 3-6am.

Reasons to choose this approach

- People sleeping rough are in sleep sites that will be visible / accessible at night

- There are changes in the number, population or location of people sleeping rough where sites are visible

- There are difficulties forming an evidence-based estimate on the basis of the information available

- There is significant disagreement about the numbers between agencies and sites are visible/accessible

What is evidence-based estimate?

An evidence-based assessment by local agencies, to provide number of people thought to be sleeping rough in a local authority on a 'typical' night.

- Rely on agencies being able to share accurate basic information about an individual's situation on a particular night.

- Evidence should be provided on every person on 'typical' night

- Data sharing agreement - agree unique identifier to minimise double counting or including people not sleeping rough.

- Meeting can help solve potential issues and agree an accurate and reliable estimate

Reasons to choose this approach

- Sleep sites are inaccessible/dispersed across rural areas/unsafe/hidden

- Regular intelligence gathering and sharing in place

- Numbers of people sleeping rough are consistently low,

- Rough sleepers already in touch with services

- Sufficient and reliable intelligence on people sleeping rough on the typical night via partner agencies who agree to share

What is a spotlight count?

Spotlight counts are an additional evidence source to include alongside multi-agency intelligence.

- Must take place after midnight.

- Should involve independent local partners in count.

- Useful where people sleeping in a mix of urban and rural locations

- Useful where there are fluctuating numbers of people sleeping rough that require counting for accuracy.

- Only be used alongside other data sources.

Reasons to choose this approach

- There is a mix of visible/accessible and hidden/inaccessible locations in the local authority area.

- The individuals sleeping rough or overall numbers of people sleeping rough in visible/accessible sites change frequently.

- There are conflicting views from partners about which approach is right for the area.

- Additional robust intelligence comes to light on the night of a planned street count about hidden rough sleeping.

The role of Homeless Link

- Provide guidance to councils who conduct the snapshot and independently verify all estimates.

- Train verifiers who check decision making around choice of approach

- Verify all count-based estimate in person on the night and attend 10 % + of estimate meetings. The remaining snapshots are verified remotely.

- Councils must involve independent local partners – figures will not be verified if they don't.

- Complete verification form and check guidance was followed, before submitting figures to MHCLG

Who is involved?

- Independent partners not commissioned by LA must be involved

- As well as the local authority (eg health, housing, social services), police, commissioned outreach teams, must involve independent groups like…..

- Community and Faith groups, Soup Kitchens and Volunteers from the public

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✔ To estimate the number of people sleeping rough on a single night

✔ To assess changes in the number of people sleeping rough over time

✔ To compare local authorities and regions in England

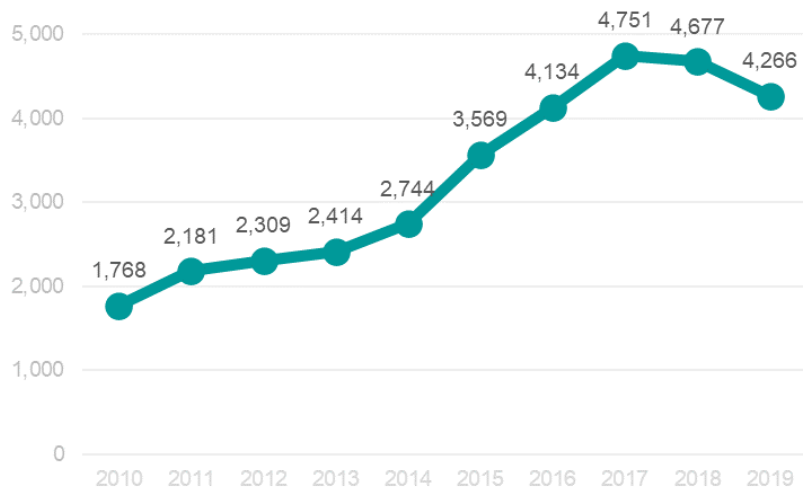✔ To understand some basic characteristics about people who sleep rough

✖ To estimate the total number of people sleeping rough across the year

✖ To estimate the total number of homeless people

✖ To compare with other countries in the UK

✖ To understand how long people sleep rough and the reasons why people sleep rough

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The number of people sleeping rough on single night fell for the 2nd year in a row last year…

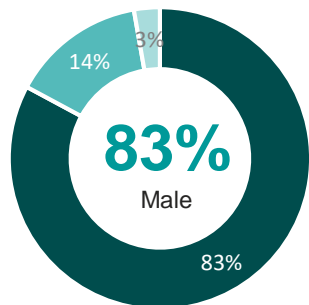**Number of people sleeping rough on a single night, 2010 - 2019**

1,768
2,181
2,309
2,414
2,744
3,569
4,134
4,751
4,677
4,266

2010 2011 2012 2013 2014 2015 2016 2017 2018 2019

4,266
People sleeping rough on a single night in 2019

9% decrease since last year

141% increase since 2010

Gender

83% Male

14%
3%
83%

■ Male ■ Female ■ Not Known

Age

83% 26 years +

12%
5%
83%
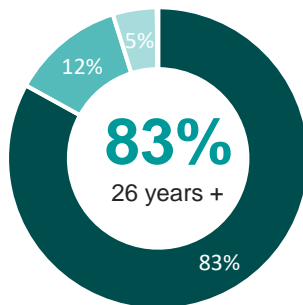
■ Over 26 yrs ■ Not Known
■ 18 - 25 yrs ■ Under 18 yrs

Nationality

64% from the UK

22%
10%
4%
64%
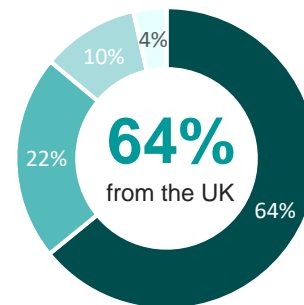
■ UK ■ EU (Non-UK)
■ Not known ■ Non-EU
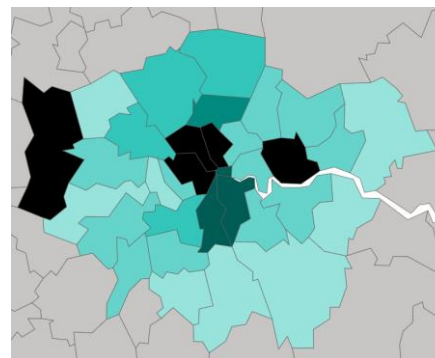
![Ministry of Housing, Communities & Local Government]

Westminster consistently has the highest levels of rough sleeping on a single night…

Map of people sleeping rough on a single night, 2019

Legend: 0 • 1-10 • 11-20 • 21-30 • 31-40 • 41-50 • 51+
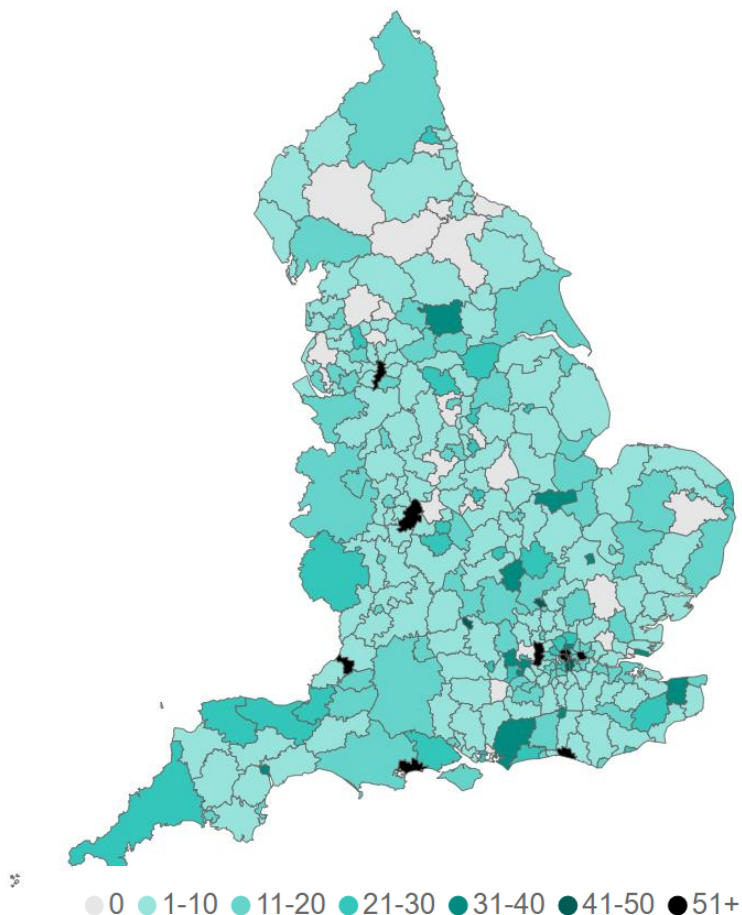
Map of people sleeping rough, London 2019

Legend: 0 • 1-10 • 11-20 • 21-30 • 31-40 • 41-50 • 51+

Councils with highest numbers of people sleeping rough, 2019

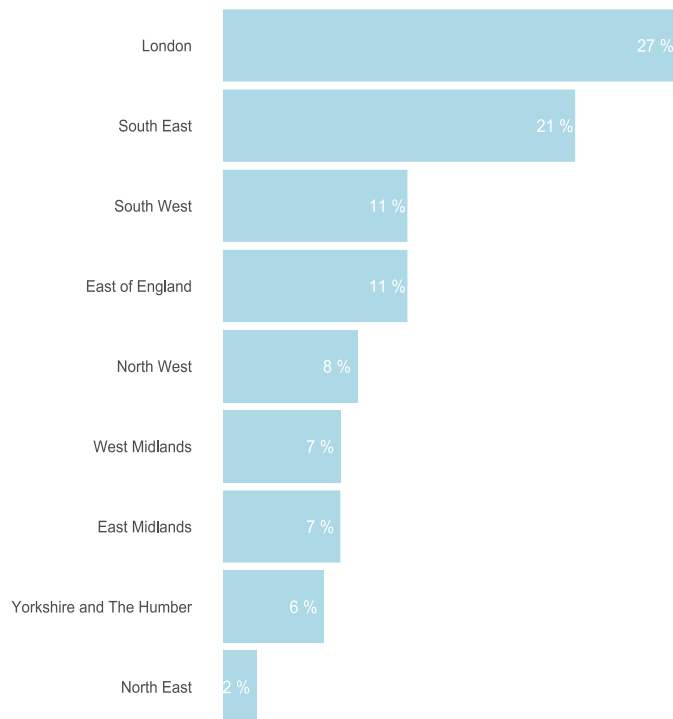| Council	Number
Westminster	333
Hillingdon	106
Bristol, City of	98
Manchester	91
Brighton and Hove	88
Bournemo... Christchurch and Poole	72

The South West was the only region where there was a notable increase in rough sleeping last year…

Number of people sleeping rough by region since 2010
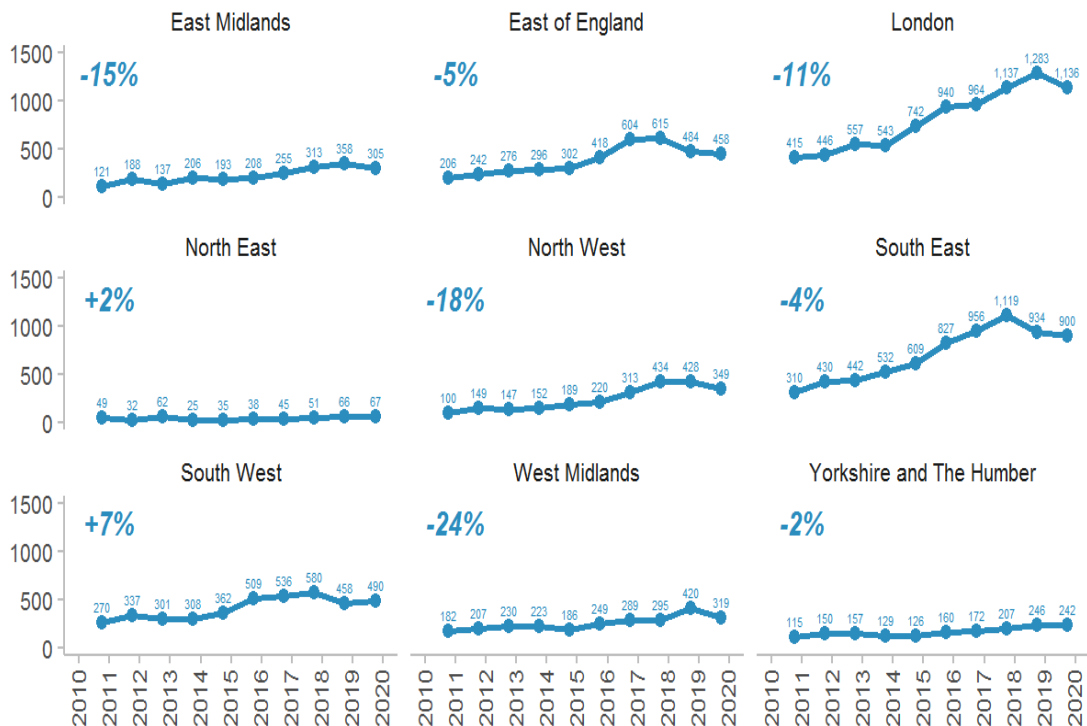
**Percentage of people sleeping rough by region**

Nearly half of all people sleeping rough on a single night are in London and the South East.

East Midlands
-15%
121, 188, 137, 206, 193, 208, 255, 313, 358, 305

East of England
-5%
206, 242, 276, 296, 302, 418, 604, 615, 484, 458

London
-11%
415, 446, 557, 543, 742, 940, 964, 1,137, 1,283, 1,136

North East
+2%
49, 32, 62, 25, 35, 38, 45, 51, 66, 67

North West
-18%
100, 149, 147, 152, 189, 220, 313, 434, 428, 349

South East
-4%
310, 430, 442, 532, 609, 827, 956, 1,119, 934, 900

South West
+7%
270, 337, 301, 308, 362, 509, 536, 580, 458, 490

West Midlands
-24%
182, 207, 230, 223, 186, 249, 289, 295, 420, 319

Yorkshire and The Humber
-2%
115, 150, 157, 129, 126, 160, 172, 207, 246, 242

Region	Percentage
London	27 %
South East	21 %
South West	11 %
East of England	11 %
North West	8 %
West Midlands	7 %
East Midlands	7 %
Yorkshire and The Humber	6 %
North East	2 %

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The majority of people sleeping rough in England are from UK….

Nationality of people sleeping rough
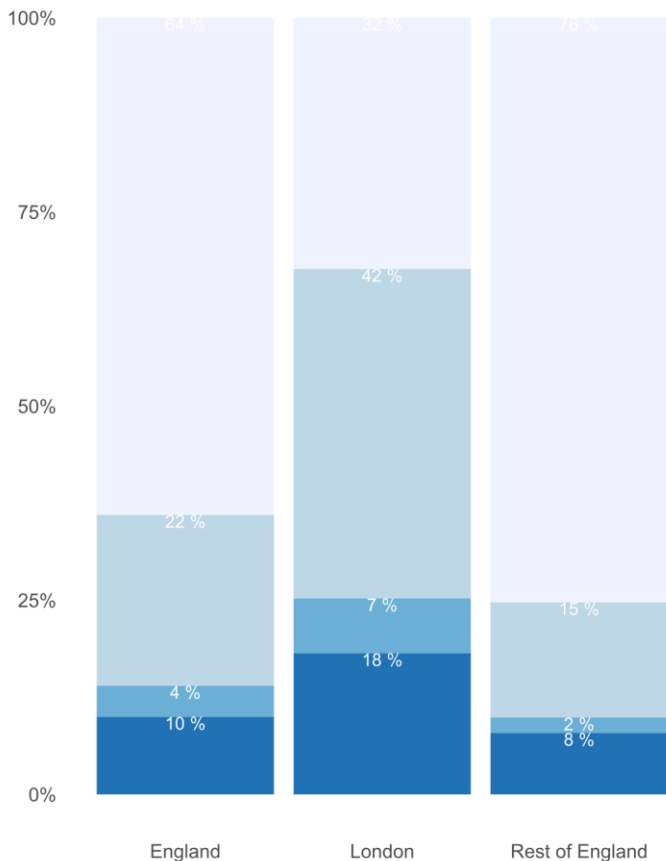
Demographic information is collected by asking the person found sleeping rough or completed based on existing knowledge if that person is known.

UK nationals – down 278 people or 9% from 3,013 in 2018 to 2,735 in 2019.

EU, non-UK – down 111 people or 11% from 1,048 in 2018 to 937 in 2019.

Non-EU – down 2 people or 1% from 153 in 2018 to 151 in 2019.

Not Known – down by 20 people or 4% from 463 people in 2018 to 443 people in 2019.
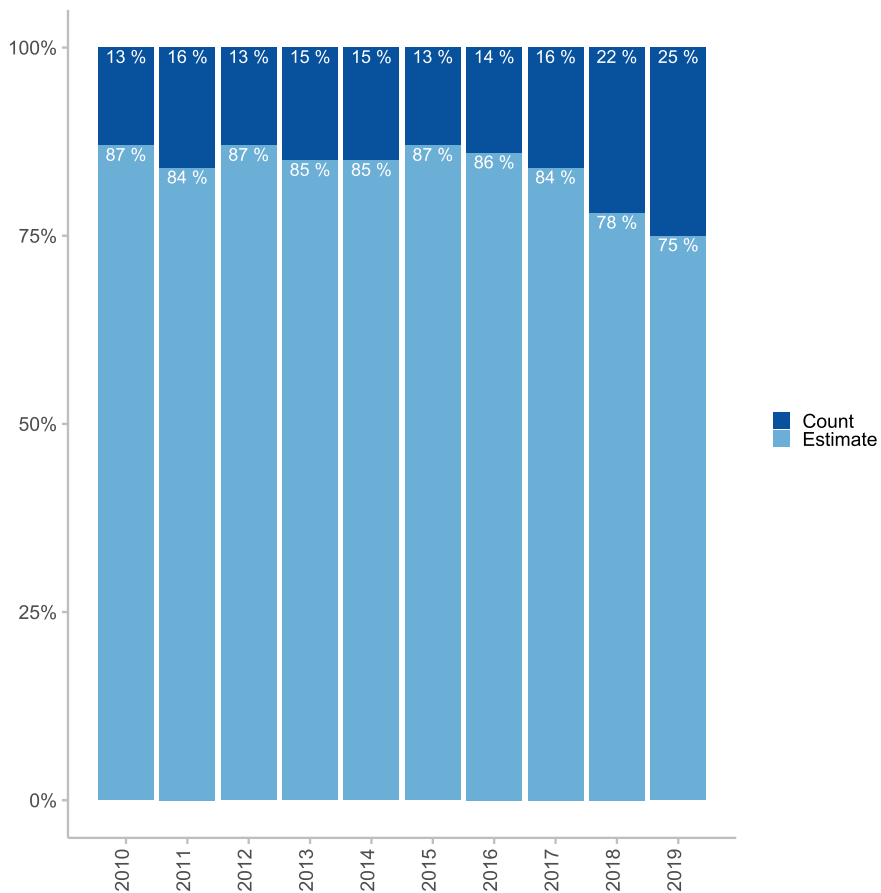
In London, half of the people estimated to be sleeping rough are from outside the UK in 2019.

- 367 people were from the UK (32 % of the total) 481 people (42 % of the total) were EU (Non-UK) nationals and 84 people (7 % of the total) were from outside the EU and the UK.

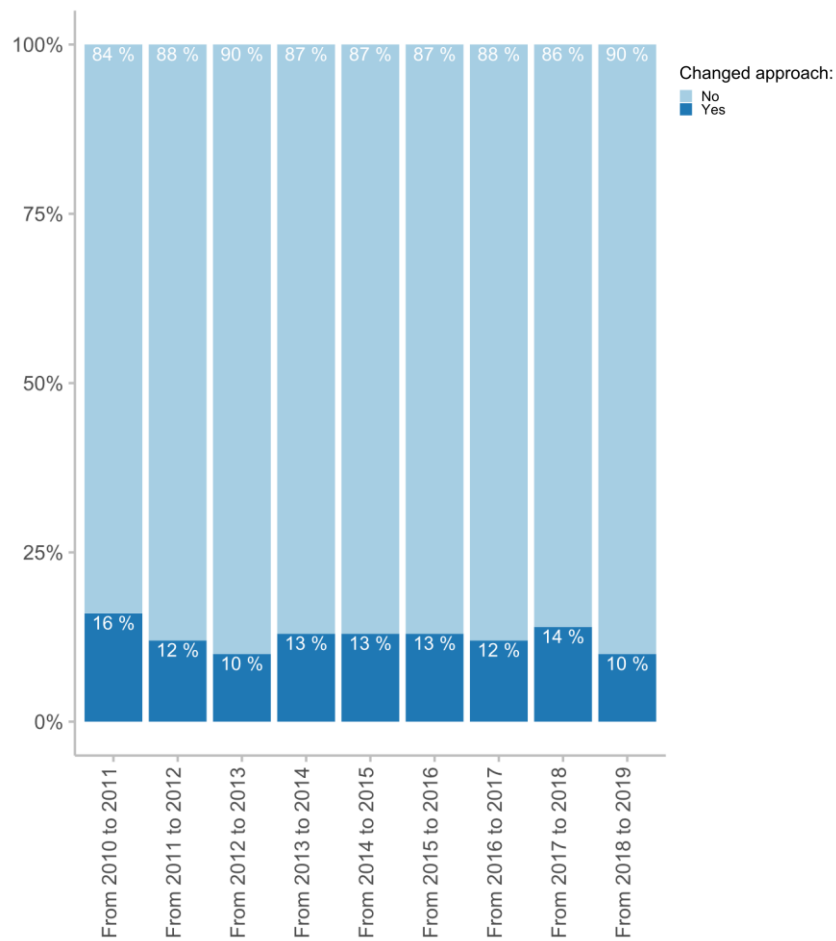- Nationality was 'Not Known' for 204 people (18% of the total)

Most areas use an evidence-based meeting and the same approach year on year….

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Approach used by councils, 2010 - 2019

Year	Count	Estimate
2010	13 %	87 %
2011	16 %	84 %
2012	13 %	87 %
2013	15 %	85 %
2014	15 %	85 %
2015	13 %	87 %
2016	14 %	86 %
2017	16 %	84 %
2018	22 %	78 %
2019	25 %	75 %

Legend: Count, Estimate

Percentage of LAs that changed approach

Changed approach:
No
Yes

Period	No	Yes
From 2010 to 2011	84 %	16 %
From 2011 to 2012	88 %	12 %
From 2012 to 2013	90 %	10 %
From 2013 to 2014	87 %	13 %
From 2014 to 2015	87 %	13 %
From 2015 to 2016	87 %	13 %
From 2016 to 2017	88 %	12 %
From 2017 to 2018	86 %	14 %
From 2018 to 2019	90 %	10 %

Nearly three quarters of local authorities consulted at least five different agencies, most involve voluntary sector, outreach & police…

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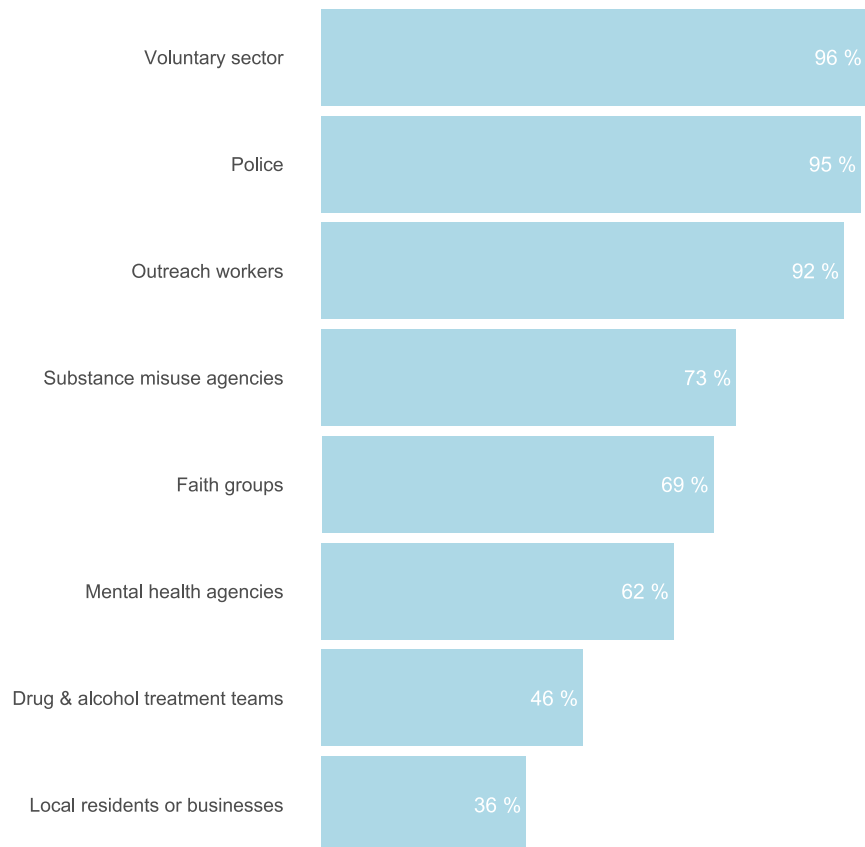## Number of agencies consulted by local authorities
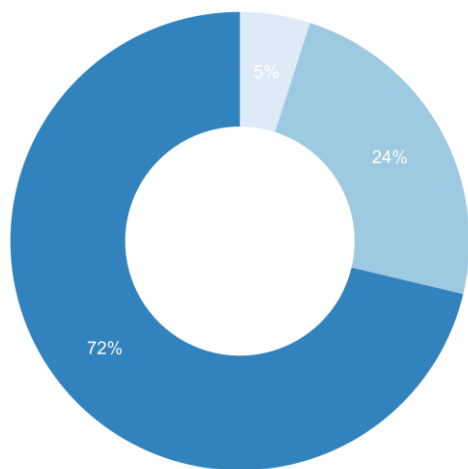
Number of agencies contacted
- Between 1 - 2
- Between 3 - 4
- 5 or more

5%
24%
72%

Homeless Link will not verify the process if non-commissioned local partners are not involved

Local agencies most commonly involved in 2019 snapshot

Agency	%
Voluntary sector	96 %
Police	95 %
Outreach workers	92 %
Substance misuse agencies	73 %
Faith groups	69 %
Mental health agencies	62 %
Drug & alcohol treatment teams	46 %
Local residents or businesses	36 %

Finding everyone who is sleeping rough on a single night is difficult…

Challenges

- It is not always possible to cover the entire area of a local authority in a single evening

- People sleeping rough may bed down at different times meaning some people may be missed.

- Missing information, as people asleep/not engaging

- Some places where people bed down may be difficult or unsafe to access

Factors which can affect numbers

Various factors can affect the number of people sleeping rough on any given night, such as

- Availability of alternatives such as night shelters,
- Weather (SWEP)
- Where people choose to sleep
- the date and time chosen for the snapshot assessment

.

This year's snapshot still went ahead despite pandemic…

UK Statistics Authority

*'The accurate estimation of rough sleeping in England is challenging and that while the snap-shot methodology is limited, it **represents the most comprehensive approach currently available in England.***

*"While these statistics are not National Statistics, they are important official statistics valued by users"*

'"Vitally important for understanding change over time"

St Mungo's
Ending homelessness
Rebuilding lives

MHCLG is also collecting new management information about the support for people sleeping rough and those at risk during pandemic…

Map of Emergency accommodation

No Data
- 0-9
- 10-19
- 20-29
- 30-39
- 40-49
- 50+
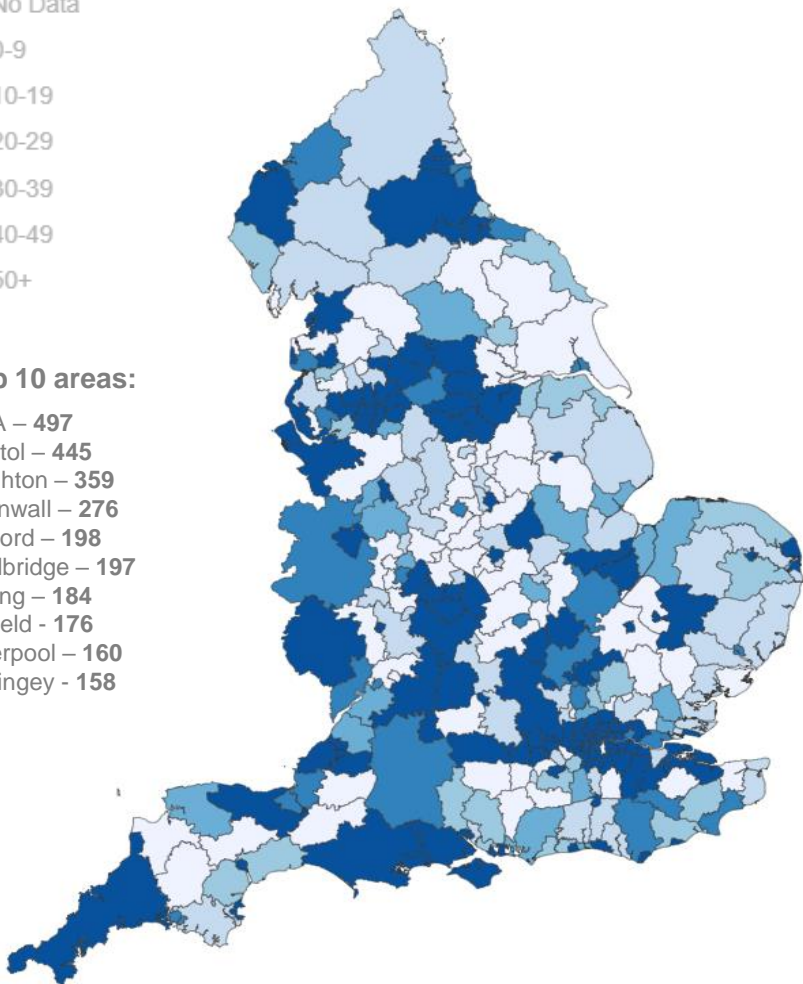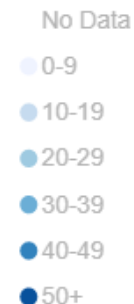
Top 10 areas:

GLA – **497**
Bristol – **445**
Brighton – **359**
Cornwall – **276**
Salford – **198**
Redbridge – **197**
Ealing – **184**
Enfield - **176**
Liverpool – **160**
Haringey - **158**

'Everyone In' has provided support to many people….

9,866
People currently in Emergency Accommodation

23,273
People who have moved into long term accommodation since pandemic began

33,139
People who have moved into long term accommodation since pandemic began

Wider data infrastructure on rough sleeping and homelessness

What other relevant data do we collect?

- H-CLIC system to collect case level data on those that seek help under the Homelessness Reduction Act 2018 – allows for analysis of case-level/cohort level outcomes.

- Recently published new data from our Rough Sleeping Questionnaire (RSQ), which provides better information on the characteristics and needs of rough sleepers than we have ever had before

- Working with ONS and ADR-UK we are also working towards linking homelessness and rough sleeping data to other government administrative databases.

- Evaluating the impact of the Next Steps Accommodation Programme

Care leaver aged 18+
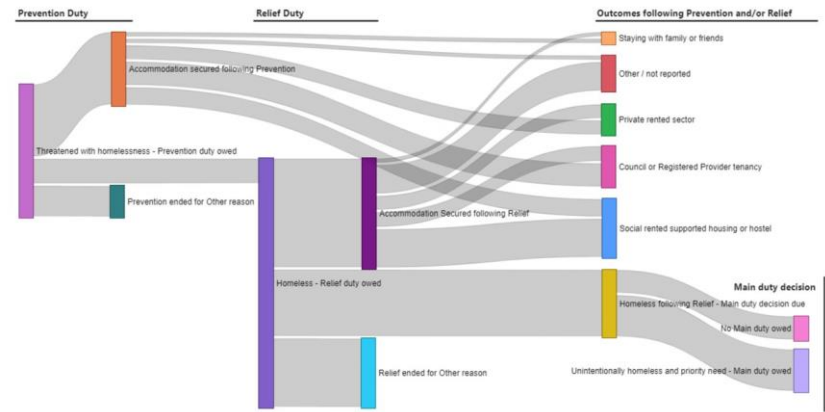
RSQ findings		
82% men	73% slept rough in the last 3 months	60% have current substance misuse problems
84% UK nationals		82% have a current mental health problem
Mean age 41 years old	79% have stayed in hostels	
87% heterosexual	71% have sofa surfed	47% have mental health problem, and have been to prison

Any questions?

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