



Homelessness and Rough Sleeping Sub Committee

Date: MONDAY, 4 JULY 2022

Time: 2.00 pm

Venue: COMMITTEE ROOM 2, 2ND FLOOR WEST WING, GUILDHALL

Members:

Deputy Marianne Fredericks, Community and Children's Services Committee CCS (Chairman)	Ruby Sayed, Chairman - CCS
Henrika Priest, CCS (Deputy Chairman)	Mark Wheatley, Court of Common Council
Mary Durcan, CCS	Eamonn Mullally, Court of Common Council
Helen Fentimen, Deputy Chair of CCS	Joanna Tufuo Abeyie, CCS
Paul Kennedy, City Church	Anne Corbett, CCS
Alderman Bronek Masojada, CCS	James Bromiley-Davis, CCS
Jillian Reid, Safer City Strategic Partnership (City of London Corporation Officer)	Deputy John Absalom, CCS

Enquiries: Chloe.Ainsworth@cityoflondon.gov.uk

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<https://youtu.be/IBhX6BOic90>

A recording of the public meeting will be available via the above link following the end of the public meeting for up to one municipal year. Please note: Online meeting recordings do not constitute the formal minutes of the meeting; minutes are written and are available on the City of London Corporation's website. Recordings may be edited, at the discretion of the proper officer, to remove any inappropriate material.

John Barradell
Town Clerk and Chief Executive

AGENDA

Part 1 - Public Agenda

1. **APOLOGIES**

2. **MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT**

3. **MINUTES**

To agree the public minutes and non-public summary of the meeting held on 9th May 2022.

For Decision
(Pages 5 - 10)

4. **OUTSTANDING ACTIONS**

Members are asked to note the Committee's Outstanding Actions List.

For Information
(Pages 11 - 12)

5. **CITY OF LONDON POLICE UPDATE**

The Commissioner of the City of London Police to be heard.

For Information

6. **ANNUAL ROUGH SLEEPER SNAPSHOT 2021 REPORT**

Report of the Director of Community and Children's Services.

For Information
(Pages 13 - 72)

7. **ANNUAL SEVERE WEATHER EMERGENCY PROTOCOL (SWEP) REPORT 2021**

Report of the Director of Community and Children's Services.

For Information
(Pages 73 - 86)

8. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

9. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

10. **EXCLUSION OF THE PUBLIC**

MOTION – that, under Section 100(a) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A of the Local Government Act.

For Decision

Part 2 - Non-Public Agenda

11. **CITY OF LONDON POLICE NON-PUBLIC UPDATE**

The Commissioner of the City of London Police to be heard.

For Information

12. **ROUGH SLEEPING INITIATIVE GRANT FUNDING 2022-2025**

Report of the Director of Community and Children's Services.

For Information
(Pages 87 - 144)

13. **QUESTIONS RELATING TO THE WORK OF THE SUB-COMMITTEE WHILE THE PUBLIC ARE EXCLUDED**

14. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT WHILST THE PUBLIC ARE EXCLUDED**

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HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Monday, 9 May 2022

Minutes of the meeting at 1.45 pm

Present

Members:

Deputy Marianne Fredericks
Mary Durcan
Helen Fentimen
Paul Kennedy
Alderman Bronek Masojada
Henrika Priest
Jillian Reid

Ruby Sayed
Mark Wheatley
Eamonn Mullally
Anne Corbett
James Bromiley-Davis
Deputy John Absalom

Officers:

Chris Pelham	- Community and Children's Services Department
Jack Deepprose	- Community and Children's Services Department
Will Norman	- Community and Children's Services Department
Kirsty Lowe	- Community and Children's Services Department
Russel Pengelly	- City of London Police
Julie Mayer	- Town Clerks

1. APOLOGIES

The Chair of the Grand Committee took the Chair until the Chairman of this Sub Committee was elected.

Apologies were received from Joanna Abeyie.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT

There were no declarations.

3. ELECTION OF CHAIRMAN

Being the only Member declaring a willingness to serve, it was RESOLVED, that – Marianne Fredericks be elected as Chair of the Homelessness and Rough Sleeping Committee for 2022/23.

The Chair welcomed new Members and thanked retiring Members, noting particularly the retiring Deputy Chair, Tijs Broeke, who would be standing down to concentrate on his role on the Police Authority Board and as Vice Chair of the Policy and Resources Committee.

4. ELECTION OF DEPUTY CHAIRMAN

Being the only Member declaring a willingness to serve, it was RESOLVED, that – Henrika Priest be elected as Deputy Chair of the Homelessness and Rough Sleeping Committee for 2022/23.

5. **MINUTES**

RESOLVED, that – the minutes of the meeting held on 14th February 2022 be approved.

Matters arising:

- The Town Clerk agreed to circulate the presentation from Turning point after the meeting.
- The Chair advised that there would an informal briefing session after the next Committee, which would inform work on the new Strategy.

6. **ROUGH SLEEPING PERFORMANCE REPORTING CHANGES**

The Sub-committee received a report of the Director of Community and Children's Services which presented current issues with the data release schedule from the Combined Homelessness and Information Network (CHAIN) being misaligned with the frequency of Homelessness and Rough Sleeping Sub-Committee meetings.

Members noted the new framework to end rough sleeping by 2024 and the new performance indicators which would be introduced. Officers agreed to look at the scheduling of Committee reports, to coincide with the publication of Chain Data. The Chair advised that this matter would also be covered in the briefing session to Members referred to under matters arising (2) above.

RESOLVED, that – the report be noted.

7. **ROUGH SLEEPING BULLETIN**

The Sub committee received a report of the Director of Community and Children's Services, which provided an narrative to the Rough Sleeping Bulletin Data.

During the discussion on this item, the following points were noted:

- a) Members asked if the data on each of the rough sleeping cohorts could be broken down into the type of accommodation that clients move on to.
- b) The last report to the Committee analysed the sharp increase in Q3 of 2021. At this time, the City of London Corporation (CoLC) had a higher proportion of new rough sleepers than other London boroughs, resulting from a winding down of the pandemic responses and the removal of some of the options open to rough sleepers.
- c) The City has a large number of main line stations and transport hubs and Carter Lane had also closed in March. Some clients might be rough sleeping in other boroughs and come into the City to take advantage of the night-time economy.
- d) Residents and workers had been very complimentary of Operation Luscombe, which targets begging. There are anti-social behaviours

connected with begging, which culminates in the purchase of drugs and increased criminality in an area, and all agencies need to work in partnership. The Police actively share intelligence and work with the British Transport Police.

- e) Outreach workers often return to rough sleeping clients on many occasions; some are very entrenched in street activity and resist offers of assistance. There is no charge made for overnight accommodation.

RESOLVED, That – the report be noted.

8. **TRANSITION PROGRAMME UPDATE REPORT**

The Sub Committee received a report of the Director of Community and Children's Services which provided an updated status report on the City of London Transition Programme

Members noted that they would receive more information on the new hostel provision in the briefing session following the next meeting. Members were also assured that there would be no delays and an overlap stage to ensure continuity of service. The officer explained that the service providers being explored are very credible and Providence Row are currently providing support at Carter Lane and the City's Express Hotel.

The officer advised that the Greenhouse GP Practice is unique in that the London Borough of Hackney runs a homelessness advice service alongside it; the clinical practitioners specialise in inclusive health provision and all of its patients have a housing need. Members also noted that the 'Doctors of the World' service had been very successful and been replaced by a collaboration between the Clinical Commissioning Group (CCG) and 'Change Please', a third sector provider.

RESOLVED, that – the report be noted.

9. **CARTER LANE CITY ASSESSMENT SERVICE**

The Sub Committee received a report of the Director of Community and Children's Services which provided an overview of the CoLC commissioned Carter Lane hostel, which opened in April 2020 as part of the CoL's response to the COVID-19 pandemic, and calls from government to enact the 'Everyone In' approach.

The Chair thanked Providence Row for their outstanding help and support to clients. Officers agreed to provide more data in respect of the health outcomes for clients with health/learning difficulties/ disabilities.

RESOLVED, that – the report be noted.

10. **2023-2027 STRATEGY UPDATE**

Members noted that this would be covered in the briefing session to Members referred to under matters arising (2) above.

11. CITY OF LONDON POLICE UPDATE

Members received an update of the Superintendent of the City of London Police and the following points were made:

During the discussion, the following points were noted:

- a) Operation Luscombe had been relaunched to tackle begging, given the increasing footfall to the City and the rise of the night-time economy. However, numbers are low in comparison to 2018 when Luscombe was launched.
- b) Luscombe offers an alternative to criminalisation, via enforcement of the Vagrancy Act, as it provides clients with 4 offers of assistance before prosecution; ; i.e. – a green ticket, which is an informal invitation to attend a hub with drug workers, mental health nurses and the homelessness team in attendance. Further acts of begging result in an amber ticket and a red ticket which results in exclusion from the City for 3 months. The offer of assistance at the hub remains throughout the process. Further to issuing a red ticket, 3 more breaches will result in the Police applying for a criminal behaviour order, which is judicially mandated. At this stage, the Police can request any restrictions it feels appropriate; to minimise the impact on the City and its communities, and in the best interests of the client. Over the past few years there had been very few prosecutions.
- c) All officers at the City of London Police have received autism awareness training and rough sleeping clients are also invited to use the services available at the hubs. Rough sleepers might be moved on if they are causing an obstruction, but they are also referred to Street Link, which ensures that the Outreach Workers are aware of them.
- d) The City Corporation has achieved the correct balance in terms of provision of accommodation for rough sleepers, without generating voids.
- e) Despite some clients resisting offers of support, the Outreach Team are very persistent in trying to find the best offer to meet complex mental health and substance misuse issues.
- f) The Police have just completed a visual environmental audit and made recommendations in the Bishopsgate area in respect of re-siting bus stops, lighting, CCTV coverage, environmental cleansing and unlet retail establishments.

In response to questions, the following points were noted:

- 1. Other London Boroughs are likely to have a dedicated Cabinet Member responsible for rough sleeping and there is a designated GLA Officer Group. There are also regular task force meetings at senior government

level. Officers agreed to expand on this as part of the briefing session after the next meeting.

2. Members of the Sub Committee are welcome to go out on patrols with the Outreach Team or Park Guard but this is best done on a 1-1 basis.
3. There were some issues with the phone number provided with the Street Link App but the app was being redesigned. Members asked if Homeless Link could attend a future meeting in order to receive feedback and suggestions.

RESOLVED, that the update be noted.

12. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions.

ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

Members noted that there would be a short window on consultation for repeal of the Vagrancy Act and this was being followed up by Remembrancers.

14. **EXCLUSION OF THE PUBLIC**

RESOLVED— that, under Section 100(a) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A of the Local Government Act.

Item no	Para no
15-21	2&3

15. **NON-PUBLIC MINUTES**

RESOLVED, that the non-public minutes of the meeting held on 14th February 2022 be approved.

16. **OUTSTANDING ACTIONS**

In respect of Criminal Behaviour Orders, Members could attend the hearings but noted that they could be called at short notice. Furthermore, hearings were sometimes adjourned due to non-attendance or a request for further reports.

17. **CITY OF LONDON POLICE NON-PUBLIC UPDATE**

There was no non-public update from the Police

18. **ROUGH SLEEPING INITIATIVE - 2022-25 – VERBAL UPDATE**

Members noted that this funding was now in its 5th year and the City Corporation could now apply for multi-year funding, which was considerably more helpful to longer term planning. The latest bid had been submitted in February and officers were optimistic following recent communications with the Department of Levelling Up. Members would receive a more detailed update at the next meeting, by which time the funding should have been agreed.

19. **QUESTIONS RELATING TO THE WORK OF THE SUB-COMMITTEE WHILE THE PUBLIC ARE EXCLUDED**

There were no non-public questions.

20. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT WHILST THE PUBLIC ARE EXCLUDED**

There was no other business.

21. **CONFIDENTIAL MINUTES**

RESOLVED, that – the confidential minutes of the meeting held on 14th February 2022 be approved.

The meeting closed at 3.30 pm

Chair

Contact Officer: julie.mayer@cityoflondon.gov.uk

Homelessness and Rough Sleeping Sub Committee – Outstanding Actions
June 2022 update

Action Number	Agenda Item	Action	Progress Update
14/21/HRS	7. Private Rental Sector Framework Summary Report	A workshop be arranged between Committee Members and private rented sector partners to share learning and best practice about the new and innovative approach.	Head of Homelessness and Pathway Coordinator have met to begin planning. Objectives, format, content and attendees TBC. Expected to take place between February and May Sub-Committees. Update to follow. (Interim Pathway Coordinator) Now expected to take place between May and July Subcommittees Being picked up in induction session on 4 July
15/21/HRS	9. City of London Police Update (Public)	The Committee to be notified of any cases due to appear before the Magistrates' Court seeking a Criminal Behaviour Order.	To be actioned when cases arise (City of London Police)
18/21/HRS	19. Any Other Business (Non-Public)	Committee Members' views to be sought on future meeting start times.	The start time of future meetings of the Sub-Committee to be revised in line with Members' preferences of 9.00am or 11.00am (Clerk). NOTE: This excludes the planned meeting on 9 May 2022 for which it has not been possible to identify an earlier start date.
1/22/HRS	4. Annual Review of Terms of Reference	The Sub-Committees Terms of Reference to be presented to the Community and Children's Services Committee for approval subject to the below amendment: <i>"III. Two Members representing the Police Committee Authority Board;"</i>	The amended Terms of Reference would be presented to Community and Children's Services Committee on 25 April 2022 (Clerk)
2/22/HRS	5. Turning Point – Substance Misuse Services to City Rough Sleepers	The presentation from Turning Point to be circulated to the Sub-Committee alongside the minutes following the meeting.	Completed (Town Clerk)
3/22/HRS	8: Annual Street Count Report	Details regarding the annual street count to be publicised by the Communications Team. A document providing a holistic view of the City of London's homelessness pathways be presented to the next meeting of the Sub-Committee on 9 May 2022	To be actioned (Communications Team) To be actioned (Head of Homelessness, Prevention and Rough Sleeping)
4/22/HRS	16: Capital Projects Update (Non-Public)	Details of the planning application for the City Assessment Centre to be shared with Committee Members when available.	Completed. (Assistant Director Partnerships & Commissioning)

Action Number	Agenda Item	Action	Progress Update
5/22/HRS	17. Homelessness and Drugs	An informal discussion session be delivered to the Sub-Committee, Police Authority Board and Safer City Partnership around the arrangements in place in the City of London to disrupt drug supply and support individuals affected by drug misuse	To be arranged (Deputy Director of Public Health/City of London Police)
6/22/HRS	21. Homelessness Fatality Review	Updates to be provided to the City and Hackney Public Health team and Bridge House Estates Board as outlined in the confidential minutes.	To be actioned (Head of Homelessness, Prevention and Rough Sleeping) Final report has not been submitted by the independent reviewer yet. TBC for future agenda Draft report completed and going through Sign Off with City and Hackney Safeguarding Adults Board. Findings to be shared after sign off at CHSAB.

Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee – For Information	04/07/2022
Subject: Annual Rough Sleeping Snapshot 2021 Report	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1, 2, 3, 4, 11
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
Report of: Andrew Carter, Director of Community and Children’s Services	For Information
Report author: Jack Deeprose, Rough Sleeping Co-ordinator	

Summary

This report draws on national and localised data released and analysed by the Department for Levelling Up, Housing and Communities (DLUHC) in relation to the 2021 Rough Sleeping Snapshot (Appendix 1). This reports notes that the City of London (CoL) has seen a third annual reduction in Rough Sleeping Snapshot numbers, and shows that these reductions are in line with national and Greater London trends. There are comparisons made in this paper to other London borough Snapshot data, notes on methodology and street count methods, and exploration of monthly local CoL ‘Street Audit’ trends.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. Since 2010 all local authorities in England have been required to conduct a ‘Rough Sleeping Snapshot’ annually in the autumn months. This snapshot is a recording of a single night figure of people rough sleeping in each area. All local authorities must conduct their Rough Sleeping Snapshot between 1 October and 30 November each year.

2. The purpose of a Rough Sleeping Snapshot in a local authority area is to:
 - Estimate the number of people sleeping rough on a single night in autumn.
 - Assess changes in the number of people sleeping rough over time.
 - Compare local authorities and regions in England.
 - Understand some basic characteristics about people who sleep rough.¹
3. For the purposes of a Rough Sleeping Snapshot, the official definition of 'people sleeping rough' is:

'People sleeping, about to bed down (sitting on/in or standing next to their bedding) or 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). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.

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 bedding²

4. A Rough Sleeping Snapshot is conducted by local authorities in conjunction with local commissioned and non-commissioned services, such as outreach teams, police, health services, faith sector representatives, and voluntary services. There are three different types of approaches and methods which can be taken to conduct a snapshot:

- **A count-based estimate:** A physical counting of individual rough sleepers in an area. This is conducted after midnight on the chosen day.

- **An evidence-based estimate meeting:** Evidence of rough sleeping is presented by the local authorities and rough sleeping services, and a list of rough sleepers who are likely to be out on the chosen given night is submitted.

- **An evidence-based estimate meeting including a spotlight count:** Same as above, but combined with a 'spotlight' count, which is a physical count also conducted after midnight, though it may not be as extensive.

Local authorities choose which approach to take, and are advised to choose an approach that will most accurately provide an on-the-night rough sleeping estimate for their area.

¹ Appendix 1: Rough Sleeping Snapshot in England: Autumn 2021 – Page 5, Paragraph 1.2

² As above

5. National Picture

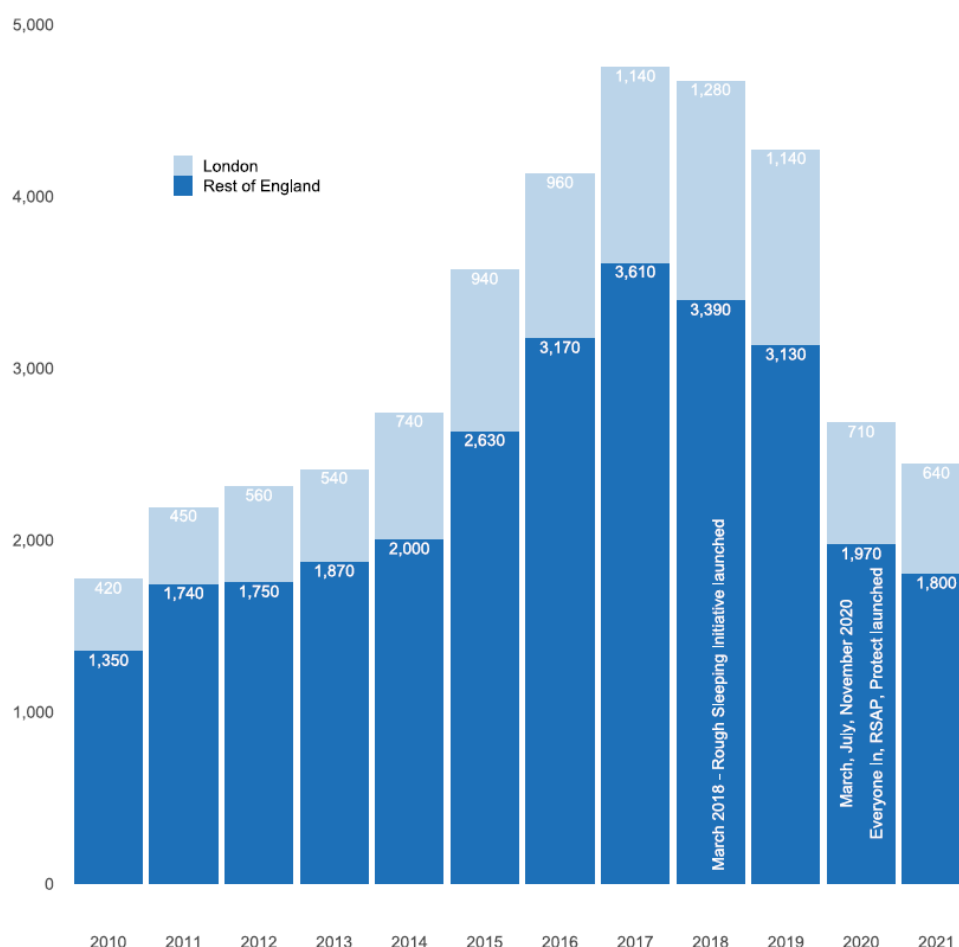
The number of people rough sleeping on a single night, as estimate by Rough Sleeping Snapshots, has fallen again in 2021. This is the fourth annual consecutive overall fall in single rough sleeping nights. The snapshot for 2021 remains higher than amounts counted in 2010 at the start of nationwide adoption of this process.

England 2021 – Key Statistics:

- 2,440 estimated rough sleepers recorded on a single night.
- 2021 down 9% on previous year, and 49% on 2017 peak.
- Rough sleeping decreased by the largest amount in London, shrinking by 10%.
- 45% of all rough sleepers in England recorded on a single night are in London and the South East.

The graph below illustrates the overall national picture and compares with London, since 2010.³

³Appendix 1: Rough Sleeping Snapshot in England: Autumn 2021 – Page 7, Figure 2.1.1



Current Position

6. CoL Rough Sleeping Snapshot Approach 2021

The method and approach taken to complete the 2021 snapshot was an 'evidence-based estimate meeting including a spotlight count'. The original plan for conducting 2021's snapshot estimate was to conduct a 'count-based estimate'. This has been the method taken by CoL historically. This method was not taken in 2020 due to COVID-19 concerns arising from mobilisation of a large amount of people to conduct the count.

As COVID-related risks were not as severe in November 2021, CoL officers had organised for 2021's snapshot to take the form of a full street count. However, due to advance notification of the Severe Weather Emergency Protocol (SWEP) being enacted due to cold weather on the day of, and days following, the count, it was decided that CoL would return again to the evidence with spotlight count process. This decision was taken because:

- Homeless Link, independent verifiers of the snapshot process, advised that a night where SWEP could be called would no longer constitute 'a typical night', and a full count process may not be as accurate. A evidence-gathering session would be necessary.

- Due to the relatively small geographic area of the Square Mile, a spotlight count would still be highly effective in covering the ground needed to record rough sleepers.

The result of the CoL's snapshot process in 2021 was:

- 19 individuals recorded on spotlight count.
- one individual added as a result of the evidence-gathering session with rough sleeping services.
- A total of 20 individuals recorded as CoL's 2021 Rough Sleeping Snapshot, verified by Homeless Link.

7. Approach used by other local authorities

The table below shows the different approach used by local authorities in 2020 and 2021.⁴ It shows that the evidence-based estimate meeting with a spotlight count was the most prevalent method chosen.

Approach	2020	2021
Count-based estimate	39	59
Evidence-based estimate meeting	149	102
Evidence-based estimate meeting (inc. spotlight count)	126	148
Total	314	309

8. Rough Sleeping Snapshot Trends: 2017 – 2021

Figure 1 below illustrates the data for CoL since 2017 and the national peak of the Rough Sleeping Snapshot data with an average trend line. 2021 is the fourth consecutive year that CoL has seen a reduction in single night figures. The snapshot data for 2021 fell by 13% against the previous, and by 70% when compared against 2017.

Figures 2 and 3 show snapshot data for England and Greater London, respectively, since 2017. The comparisons of these data sets show that CoL's snapshot data trend to 2021 largely reflects the national and Greater London picture. This is especially apparent in the Greater London trend, which highlights the interconnected nature of rough sleeping across the London boroughs. This shows that, on the whole, rough sleeping trends in a city which has rough sleepers often transitioning across borough boundaries will often have shared rises and falls in rough sleeping numbers. There are always exceptions to this

⁴ Appendix 1: Rough Sleeping Snapshot in England_autumn 2021 – GOV.UK.pdf – Page 21, Table 4.1

however, and this will be explored further in this report.

Figure 1

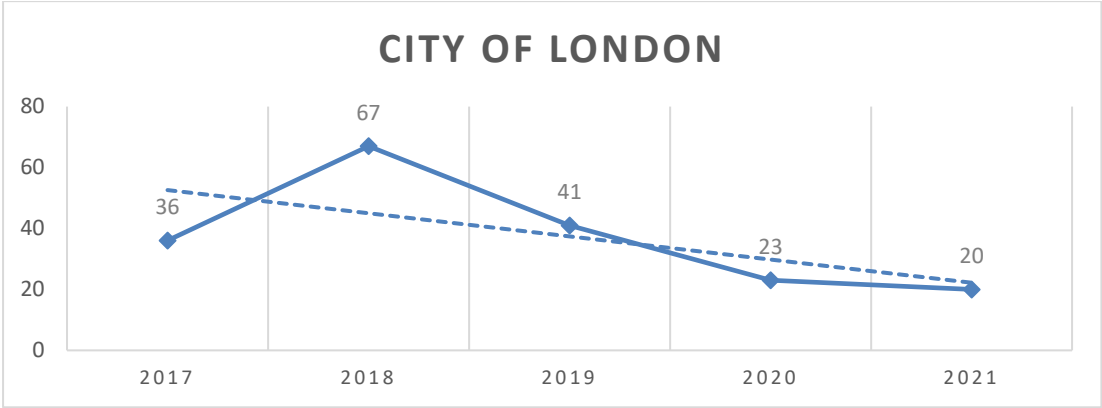


Figure 2

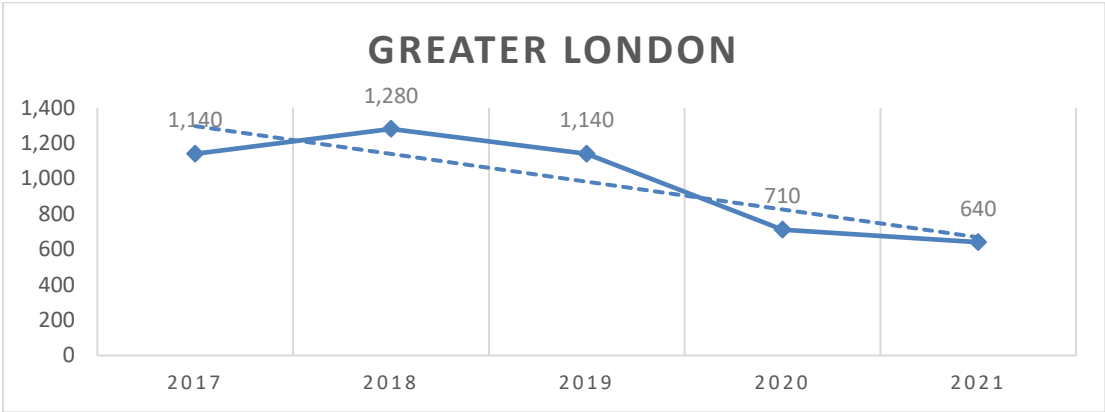
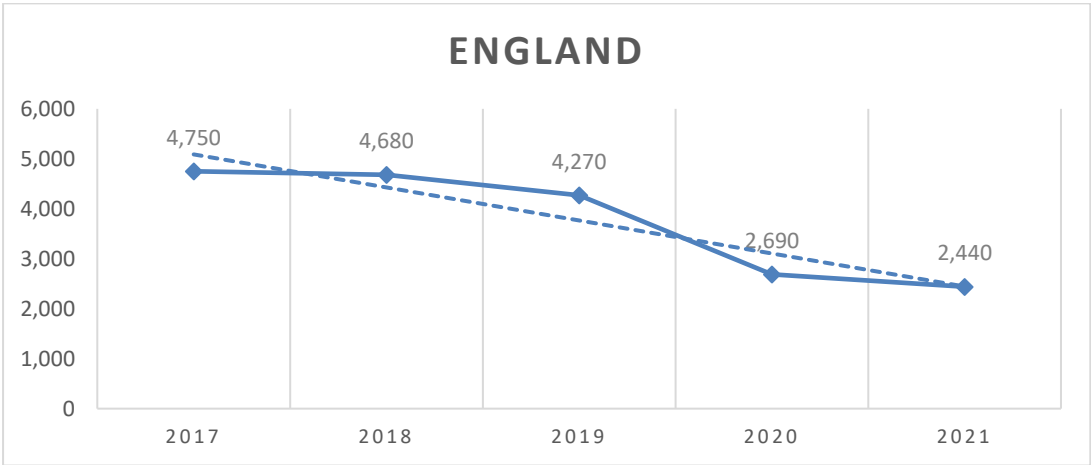


Figure 3



Figures 4–3 Data Source:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1063903/rs_statistics2021.xlsx

9. 2021 Performance compared with London boroughs

Figure 4 below shows Snapshot records for all London boroughs 2017–2021, with the table being ordered largest to smallest for 2021 data.

Figure 5

	2017	2018	2019	2020	2021
Westminster	217	306	333	242	187
Camden	127	141	65	42	97
Lambeth	34	50	43	20	29
Kingston upon Thames	27	23	20	14	28
Tower Hamlets	21	10	17	40	28
Ealing	62	33	20	25	23
Enfield	9	78	24	19	21
City of London	36	67	41	23	20
Wandsworth	13	25	28	16	18
Brent	29	30	25	12	17
Newham	76	79	64	6	17
Redbridge	65	26	16	24	15
Barnet	21	24	24	6	13
Islington	27	43	51	20	13
Croydon	31	15	6	15	11
Hackney	18	23	14	18	11
Kensington and Chelsea	20	20	19	21	11
Haringey	43	32	33	8	10
Southwark	44	47	44	24	10
Greenwich	8	7	16	11	9
Hillingdon	36	70	106	11	9
Bexley	16	5	9	16	7
Lewisham	22	5	16	12	7
Merton	5	23	15	13	5
Waltham Forest	44	22	18	18	5

Figure 6 - Data Source:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1063903/rs_statistics2021.xlsx

Of these London boroughs, CoL is 8th on the scale for 2021 numbers, falling from 6th in 2018. This data shows CoL having single night snapshot numbers in 2021 comparable to other inner-London boroughs, such as Tower Hamlets, Lambeth and Newham. Other neighbouring boroughs, such as Islington and Hackney, saw slightly larger decreases between 2020/2021 than CoL. Many boroughs did see further decreases into 2021, as reflected in overall Greater London data.

Local authorities seeing decreases have reported that these were largely due to the extension of the 'Everyone In' programme, further 'Rough Sleeper Initiative'

(RSI) funding, and further grants such as the Protect and Vaccinate programme towards the end of 2021, allowing for continuation of pandemic response accommodation and increased resources available to outreach teams and commissioned services.⁵

For CoL specifically, the maintaining of pandemic response level single night rough sleeping numbers is due largely to reasons in line with this appraisal. CoL were able to extend the provision of the City Assessment Service (CAS) to March 2022, allowing for increased off-the-street accommodation provision. RSI funding allowed for the expansion of our City Outreach team which increased street provision, and the extension of our Mobile Intervention Support Team (MIST) service, to provide in-reach support to clients in temporary and assessment accommodation, which assists in preventing rough sleepers returning to the streets. Seasonal grants in 2021 such as the Winter Pressures Fund and Protect and Vaccinate increased capacity for agile off-the-street offers for rough sleepers into hotel accommodation in 2021.

10. Increases in London Boroughs

While the data in Figure 4 shows that many London boroughs saw falls in snapshot estimate figures in 2021, there a smaller number of boroughs also experienced increases in their numbers. Camden saw the largest increase in 2021, with the local authority reporting to DLUHC ‘this increase is thought to be due to the closure of accommodation that was provided as part of the response [to] the pandemic and an increase in people sleeping rough from the EU including those with no recourse to public funds, as well as movement of people sleeping rough from other London boroughs.’⁶

It is important to note the effect that increased footfall and economic activity post-pandemic can potentially have on rough sleeping snapshot numbers, as other local authorities have already reported.⁷ Also, due to the often fluid nature of rough sleeping in London, changes in one borough have the potential to effect the single night figure recorded in other areas of London.

As day and night-time economies across Greater London have reinvigorated with the easing of COVID-19 pandemic restrictions in 2021/22, the footfall in inner-city London has increased along with the potential draw factors for rough sleepers in London, through linked behaviours such as begging and drug use.

11. CoL Street Audits and client outcomes since 2021 Snapshot

CoL and our City Outreach team have been conducting monthly Street Audits since the start of the COVID-19 pandemic. These night-time shifts are in place to emulate the process of a physical street count. The aim is to keep a regular record of a snapshot figure, to inform CoL officers and City Outreach of likely ‘on the night’ figures at a given point during the year. Figure 5 below shows

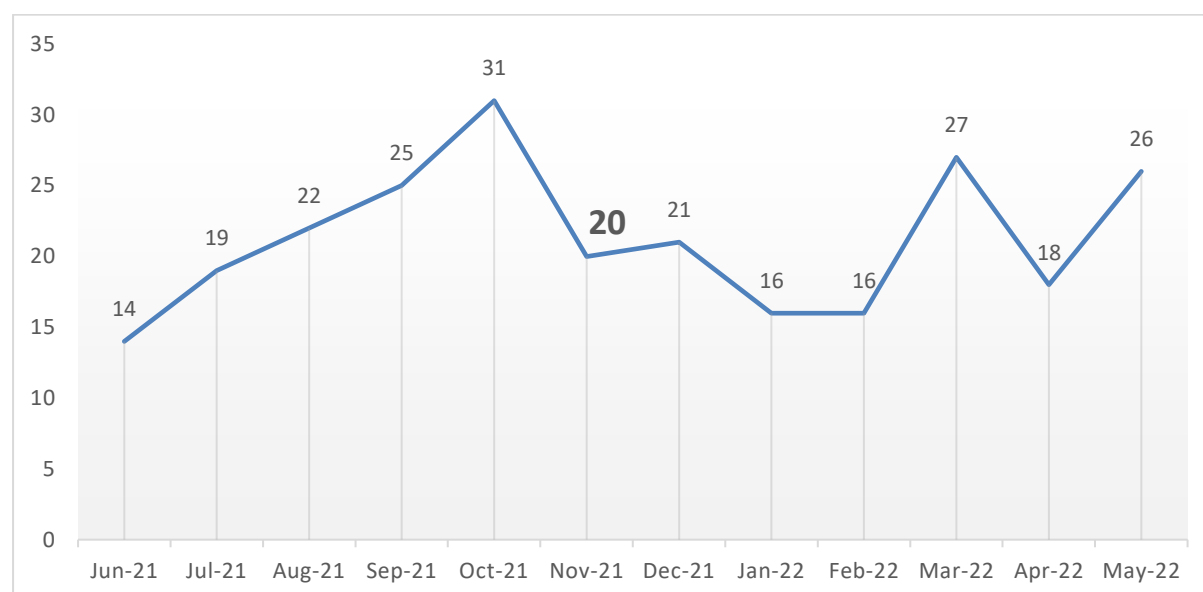
⁵ Appendix 1: Rough Sleeping Snapshot in England_autumn 2021 – GOV.UK.pdf – Page 13

⁶ Appendix 1: Rough Sleeping Snapshot in England_autumn 2021 – GOV.UK.pdf – Page 12

⁷ As above

the last 12 months of street audits, with November's Snapshot figure in bold.

Figure 7



As this chart illustrates, street audit and street count numbers are variable. While street audit numbers since November's Snapshot have largely remained in the high teens and low 20s, there have been two spikes. These spikes in March and May were mainly attributed to increased rough sleepers abandoning or being asked to leave accommodation in other local authority areas, both in Greater London and other parts of the country.

Client Outcomes

'Appendix 2 – Snapshot Outcomes', shows the 20 individuals found in November 2021's snapshot count with an estimate, and their current circumstances in June 2022. For data protection, all details have been anonymised apart from gender and nationality.

Options

12. There are no additional options arising from this paper.

Proposals

13. There are no proposals arising from this paper.

14. Corporate & Strategic Implications

There are no strategic implications directly related to this report

Financial implications – N/A

Resource implications – N/A

Legal implications – N/A

Risk implications – N/A

Equalities implications – N/A

Climate implications – N/A

Security implications – N/A

Conclusion

15. In conclusion, CoL saw its third annual reduction of Rough Sleeping Snapshot numbers in 2021. This reduction is in line with both national and Greater London data sets. 2021's fall in CoL Snapshot numbers was assisted by increased provision in CoL for rough sleepers, such as CAS, a larger Outreach team, MIST, and agile off-the-street placements. Other London boroughs have seen increases in their 2021 Snapshot numbers, which was attributed by those affected local authorities to increases in footfall in and re-opening of local economies, closure of accommodation for clients without recourse to public funds, and rough sleepers moving between boroughs. Factors such as these will be evident and monitored through ongoing analysis of upcoming CoL street audits by CoL officers and City Outreach.

Appendices

- Appendix 1 – Rough Sleeping Snapshot in England: Autumn 2021 – www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021
- Appendix 2 – Snapshot Outcomes

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1. [Home \(https://www.gov.uk/\)](https://www.gov.uk/)
 2. [Housing, local and community \(https://www.gov.uk/housing-local-and-community\)](https://www.gov.uk/housing-local-and-community)
 3. [Housing and communities \(https://www.gov.uk/housing-local-and-community/housing-and-communities\)](https://www.gov.uk/housing-local-and-community/housing-and-communities)
 4. [Homelessness and rough sleeping \(https://www.gov.uk/housing-local-and-community/homelessness-rough-sleeping\)](https://www.gov.uk/housing-local-and-community/homelessness-rough-sleeping)
 5. [Rough sleeping snapshot in England: autumn 2021 \(https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021\)](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021)
- [Department for Levelling Up, Housing & Communities \(https://www.gov.uk/government/organisations/department-for-levelling-up-housing-and-communities\)](https://www.gov.uk/government/organisations/department-for-levelling-up-housing-and-communities)

Official Statistics

Rough sleeping snapshot in England: autumn 2021

Updated 31 March 2022

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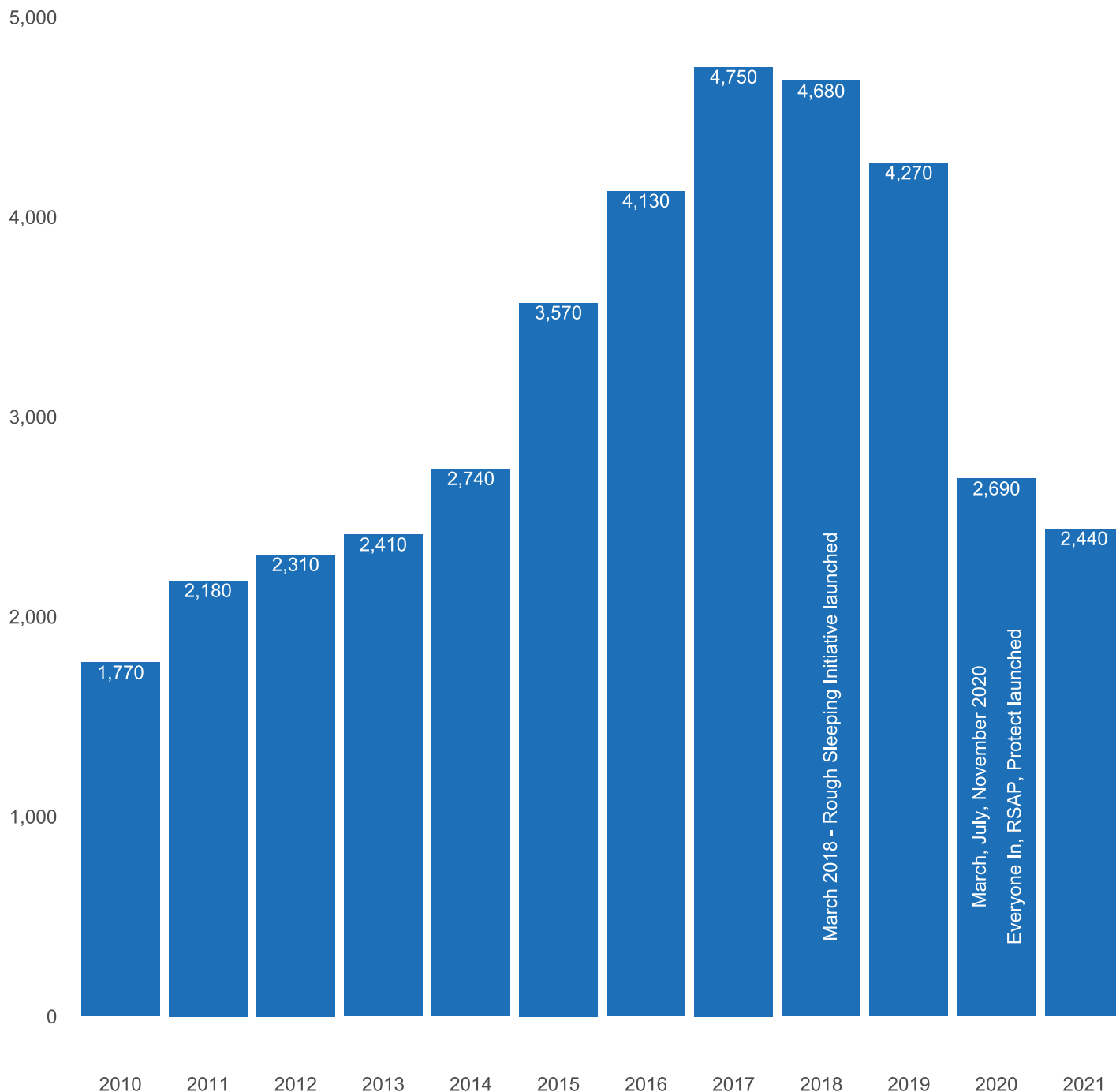
This publication is available at <https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021>

1. Main findings

- The number of people estimated to be sleeping rough on a single night in autumn has fallen for the fourth year in a row from its peak in 2017. At the same time, the number of people estimated to be currently in emergency accommodation has fallen by over half on the same period last year.
- The snapshot overall remains higher than 2010 when the snapshot approach was introduced.
- There were 2,440 people estimated to be sleeping rough on a single night in autumn 2021. This is down by 250 people or 9 % from last year and down 49 % from the peak in 2017 but is up by 670 people or 38 % since 2010. At the same time, the number of people estimated to be in emergency & short-term accommodation in November is down 5,490 people or 56% from the same period last year.
- Rough sleeping decreased in every region of England compared to the previous year. The largest decrease in the number of people estimated to be sleeping rough was in London, where there were 640 people this year compared to 710 people last year. This is down by 70 people or 10 % from last year.
- Nearly half (45 %) of all people sleeping rough on a single night in autumn are in London and the South East.
- Most people sleeping rough in England were male, aged over 26 years old and from the UK. This is similar to previous years.
- Unlike last year, this year's Rough sleeping snapshot did not coincide with significant COVID-19 related restrictions which may have impacted people's risk of rough sleeping.
- Throughout the pandemic government has, working with local authorities, put in place significant support to accommodate and those sleeping rough or at risk of sleeping rough in order to protect them from COVID-19. By November 2021, there were nearly 4,300 people in emergency & short-term accommodation who would otherwise have been sleeping rough or were at risk of sleeping rough, and 40,000 people who had already moved on into longer-term accommodation since the pandemic began.

Date of next publication: It is expected that the autumn 2022 Rough sleeping snapshot will be published in early 2023. The date will be pre-announced on the [GOV.UK publication release calendar \(https://www.gov.uk/government/statistics/announcements\)](https://www.gov.uk/government/statistics/announcements)

Figure 1: Estimated number of people sleeping rough on a single night in autumn in England since 2010.



1.1 Introduction

This publication provides information about the estimated number of people sleeping rough on a single night between 1 October and 30 November 2021 and some basic demographic details (i.e. age, gender, nationality). These statistics provide a way of estimating the number of people sleeping rough across England on a single night in autumn and to assess change over time.

In response to the pandemic, particularly in 2020, the government launched a range of extra support for people sleeping rough, in addition to the support already being provided as part of the [Rough Sleeping Initiative \(RSI\)](https://www.gov.uk/government/news/boost-to-successful-government-rough-sleeping-programme) (<https://www.gov.uk/government/news/boost-to-successful-government-rough-sleeping-programme>).

As well as the pandemic, there are other factors that can affect the number of people who sleep rough on any given night. For example, the availability of night shelters, the weather, where people choose to sleep and the date and time chosen for the snapshot estimate. Whilst local authorities are asked to provide possible reasons for any significant changes in the numbers of people who sleep rough compared to previous years, the figures in this release are subject to some uncertainty and should be treated as estimates of the number of people sleeping rough on a single night in autumn.

Alongside this year's snapshot statistics, we are also publishing for the first time a detailed commentary around the new management information about the support for people sleeping rough and those at risk of sleeping rough, which we have been collecting throughout the COVID-19 pandemic. This management information is published in [Annex A](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/annex-a-support-for-people-sleeping-rough-in-england-2021-not-official-statistics) (<https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/annex-a-support-for-people-sleeping-rough-in-england-2021-not-official-statistics>).

This management information is designed to measure local authority performance on ending rough sleeping and to help inform the on-going response to the pandemic and support future policy development. It provides more timely and frequent information about people sleeping rough and uses a similar collection approach to annual rough sleeping statistics, albeit without the greater verification of the annual statistics.

The annual snapshot statistics remain our official and most robust measure of rough sleeping on a single night given they are independently verified and are published in line with the Code of Practice for Statistics.

1.2 Definitions

People sleeping rough are defined as follows: *People sleeping, about to bed down (sitting on/in or standing next to their bedding) or 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). The definition **does not include** people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.*

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.



How can it be used?



- | | |
|---|--|
| ✓ To estimate the number of people sleeping rough on a single night in autumn | ✗ To estimate the total number of people sleeping rough across the year |
| ✓ To assess changes in the number of people sleeping rough over time | ✗ To estimate the total number of homeless people |
| ✓ To compare local authorities and regions in England | ✗ To compare with other countries in the UK |
| ✓ To understand some basic characteristics about people who sleep rough | ✗ To understand how long people sleep rough and the reasons why people sleep rough |

1.3 Things you need to know

- Local authorities across England take an autumn single night snapshot of people sleeping rough. They either use a count-based estimate of visible rough sleeping, an evidence-based estimate meeting with local agencies or an evidence-based estimate meeting including a spotlight count.
- Local authorities, together with local agencies, decide which approach and date to use for their snapshot of rough sleeping. They are advised to use the approach that will provide the most accurate estimate of the number of people sleeping rough in their local authority.
- The snapshot should take place on a 'typical night', on a single date between 1 October and 30 November, chosen by the local authority. The date can change from one year to the next and will not be the same for all local authorities. In some cases, this is coordinated with neighbouring local authorities to avoid double counting of people.
- The snapshot takes place in the autumn rather than summer, where numbers are likely to be higher due to warmer temperatures or winter, where numbers may be lower as more temporary night shelters are set up to ensure people do not sleep rough on the streets in very cold weather.
- The snapshot is collated by outreach workers, local charities and community groups and is independently verified by Homeless Link.
- People sleeping rough are defined [\[footnote 1\]](#) as those sleeping or about to bed down in open air locations and other places including tents and make-shift shelters.
- The snapshot does not include people in hostels or shelters, people sofa surfing, or those in recreational sites or organised protest, those in squats or traveller campsites.
- The snapshot does not provide a definitive number of people affected by homelessness in England. The term '[homelessness](https://www.gov.uk/guidance/homelessness-data-notes-and-definitions)' is much broader than people sleeping rough.
- The snapshot records only those people seen, or thought to be, sleeping rough on a single night in autumn.
- The snapshot does not include everyone in a local authority with a history of sleeping rough. Nor does it include everyone sleeping rough across local authorities from the October to November period.
- Accurately estimating the number of people sleeping rough within a local authority is inherently difficult given the hidden nature of rough sleeping.

- The snapshot methodology has been in place since 2010. From 1998 to 2010, only a quarter of all local authorities who estimated that there were more than ten people sleeping rough in their local authority were asked to conduct an annual street count.
- Alongside this year's snapshot statistics, we are also publishing for the first time a detailed commentary around the new management information about the support for people sleeping rough and those at risk of sleeping rough.
- Since March 2018, the government's [Rough Sleeping Initiative \(RSI\)](https://www.gov.uk/government/news/boost-to-successful-government-rough-sleeping-programme) (<https://www.gov.uk/government/news/boost-to-successful-government-rough-sleeping-programme>) has funded local authorities to provide specialist services to help the most vulnerable people in society off the streets and into secure accommodation. Over 90 % of local authorities are part of the initiative, which is now in its fourth year.
- In March 2020, the government launched the ['Everyone In'](https://www.gov.uk/government/news/3-2-million-emergency-support-for-rough-sleepers-during-coronavirus-outbreak) (<https://www.gov.uk/government/news/3-2-million-emergency-support-for-rough-sleepers-during-coronavirus-outbreak>) support asking local authorities to immediately house people sleeping rough and those at risk of rough sleeping to protect their health and stop wider transmission of COVID-19. This ongoing support has helped to protect thousands of vulnerable people during the pandemic.
- In July 2020, the government launched the [Next Steps Accommodation Programme \(NSAP\)](https://www.gov.uk/government/news/funding-allocated-for-3-300-new-homes-for-rough-sleepers) (<https://www.gov.uk/government/news/funding-allocated-for-3-300-new-homes-for-rough-sleepers>), which provided the financial resources to local authorities and their partners to prevent those accommodated during the pandemic from returning to the streets. Allocations for this fund were announced in September 2020 for the interim element and in October 2020 and February 2022 for the long-term element. The long-term element continued and is now known as the Rough Sleeping Accommodation Programme (RSAP).
- In October 2020, the government announced the [Cold Weather Payment](https://www.gov.uk/government/news/rough-sleepers-to-be-helped-to-keep-safe-this-winter) (<https://www.gov.uk/government/news/rough-sleepers-to-be-helped-to-keep-safe-this-winter>) followed by the [Winter Pressures Fund](https://www.gov.uk/government/news/government-announces-support-for-rough-sleepers-over-winter) (<https://www.gov.uk/government/news/government-announces-support-for-rough-sleepers-over-winter>) in 2021, for local authorities faith and community groups to help to keep people sleeping rough safe and into accommodation this winter.
- In November 2020, the government launched the [Protect Programme](https://www.gov.uk/government/news/jenrick-launches-protect-programme-the-next-step-in-winter-rough-sleeping-plan) (<https://www.gov.uk/government/news/jenrick-launches-protect-programme-the-next-step-in-winter-rough-sleeping-plan>), followed by the [Protect Plus Programme](https://www.gov.uk/government/news/extra-covid-protections-for-rough-sleepers-and-renters) (<https://www.gov.uk/government/news/extra-covid-protections-for-rough-sleepers-and-renters>) which runs alongside the 'Everyone In' support. This programme helps areas that need additional support most during the restrictions and throughout winter.
- These programmes are all part of the government's ongoing Rough Sleeping Strategy to end rough sleeping by the end of the parliament.

2. Rough sleeping snapshot

2.1 National

The number of people sleeping rough on a single night in autumn in England has fallen for the fourth consecutive year.

The number of people sleeping rough on a single night in autumn in London has fallen for the third consecutive year.

The number of people estimated to be sleeping rough on a single night in autumn has fallen for the fourth year in a row from its peak in 2017 but remains higher than in 2010 when the snapshot approach was first introduced.

There were 2,440 people estimated to be sleeping rough on a single night in autumn 2021 in England. This was a decrease of 250 people or 9 % decrease from 2020 and an increase of 670 people or 38 % increase since 2010.

For the third year in a row there has been a decrease in the number of people estimated to be sleeping rough on a single night in autumn in London. There has also been a decrease in the Rest of England for a fourth year running.

In London, there were 640 people estimated to be sleeping rough on a single night in autumn 2021. This is a decrease of 70 people or a 10 % decrease from 2020 and an increase of 220 people or a 52 % increase since 2010.

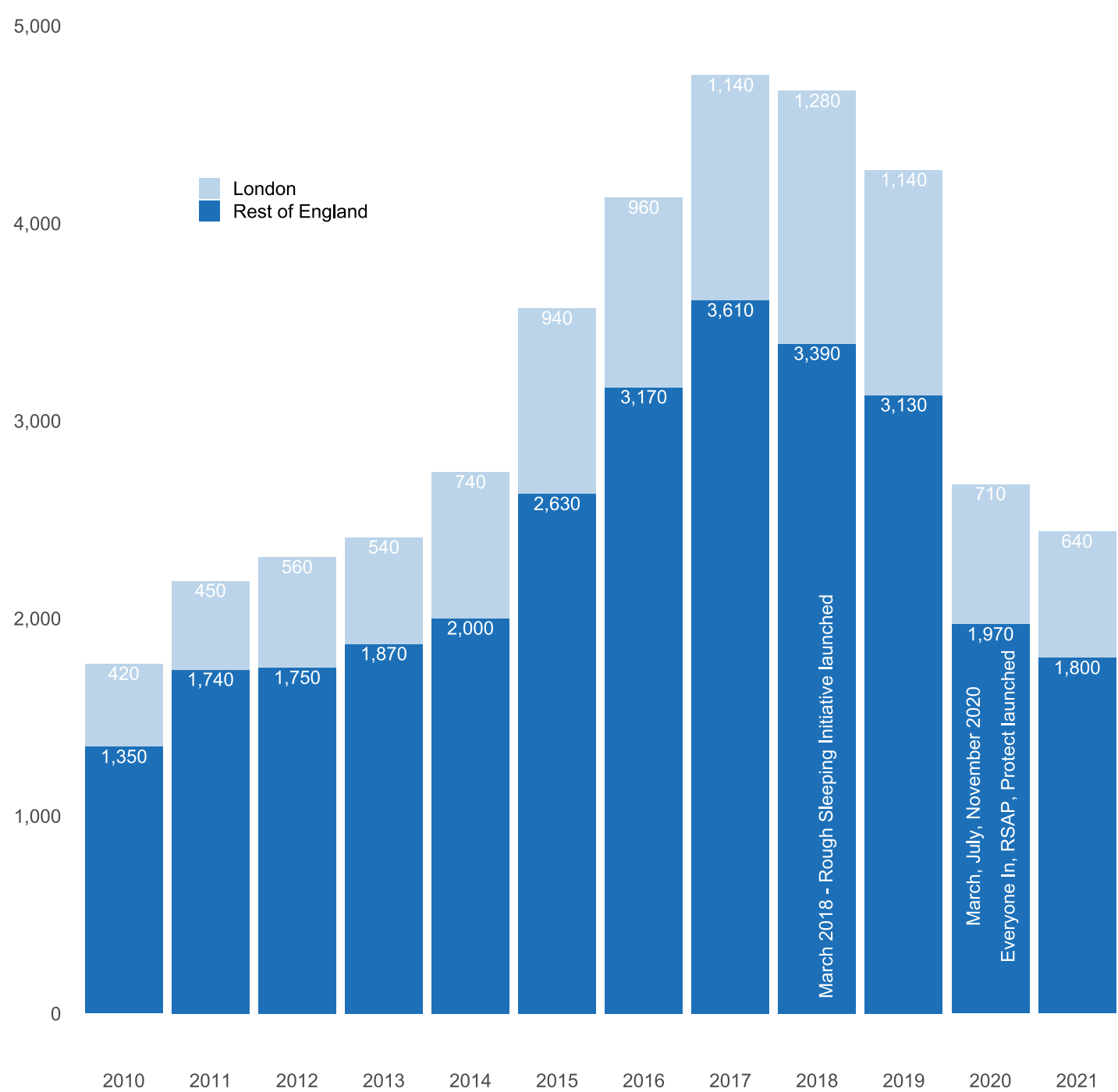
Across the Rest of England, there were 1,800 people estimated to be sleeping rough on a single night in autumn 2021. This is down by 170 people or a 9 % decrease from last year and down by 1,810 people or 50 % from its peak in 2017. However, this is an increase of 450 people or a 33 % increase since 2010.

Table 2.1.1: Estimated number of people sleeping rough on a single night in autumn in England, London and Rest of England since 2010.

Year	England	% change on previous year (England)	London	% change on previous year (London)	Rest of England	% change on previous year (Rest of England)
2010	1,770	-	420	-	1,350	-
2011	2,180	23	450	7	1,740	29
2012	2,310	6	560	24	1,750	1
2013	2,410	4	540	-4	1,870	7
2014	2,740	14	740	37	2,000	7
2015	3,570	30	940	27	2,630	32
2016	4,130	16	960	2	3,170	21
2017	4,750	15	1,140	19	3,610	14
2018	4,680	-1	1,280	12	3,390	-6
2019	4,270	-9	1,140	-11	3,130	-8

Year	England	% change on previous year (England)	London	% change on previous year (London)	Rest of England	% change on previous year (Rest of England)
2020	2,690	-37	710	-38	1,970	-37
2021	2,440	-9	640	-10	1,800	-9

Figure 2.1.1: Estimated number of people sleeping rough on a single night in autumn in London and the Rest of England since 2010.



2.2 Regional

Nearly half (45 %) of all people sleeping rough on a single night in autumn are in London and the South East.

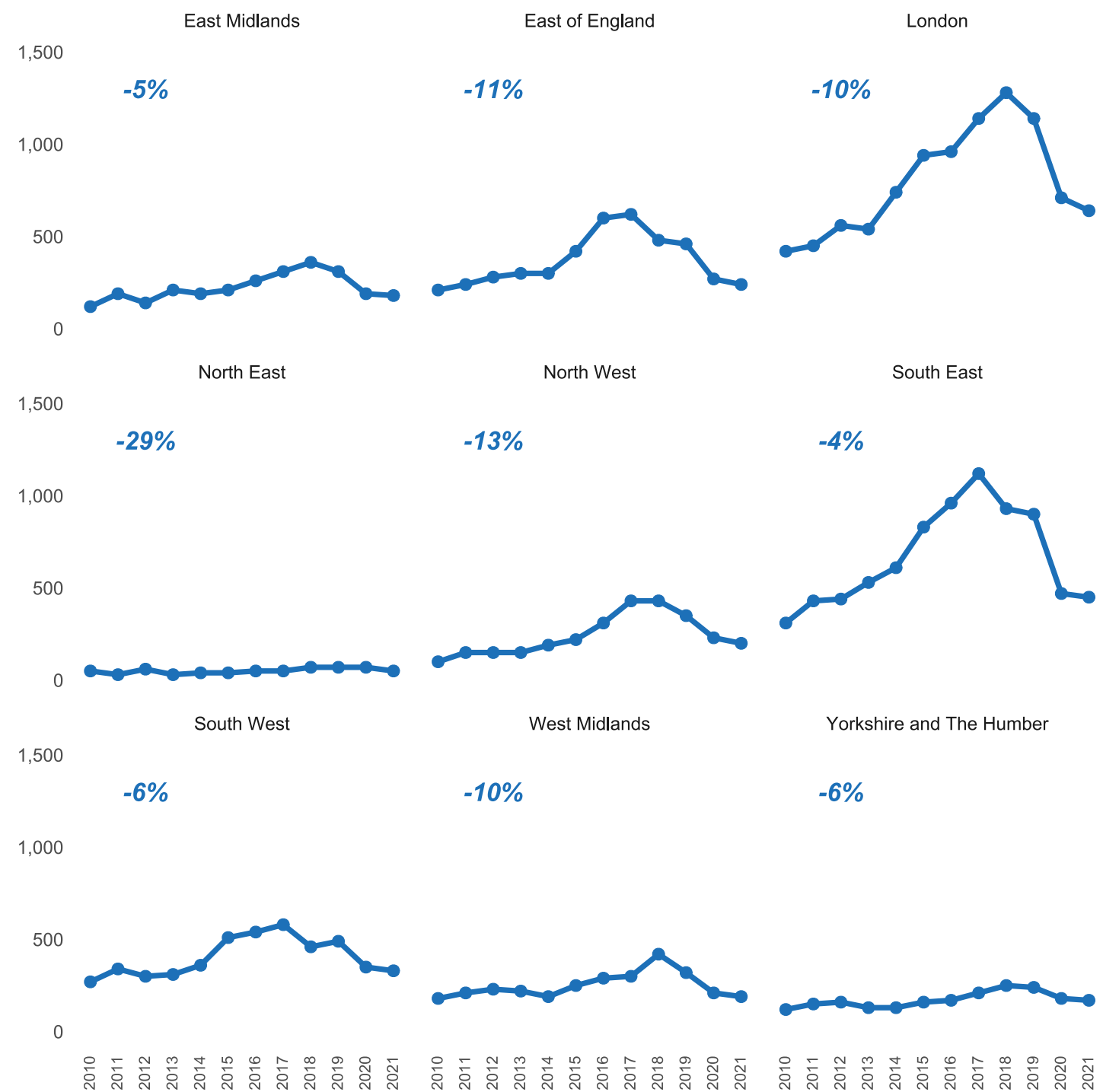
Rough sleeping decreased in every region compared to the previous year, with London decreasing the most.

The largest decrease in the number of people estimated to be sleeping rough on a single night in autumn 2021 was in the London, where there were 640 people this year compared to 710 people last year.

Table 2.2.1: Estimated number of people sleeping rough on a single night in autumn by region compared to previous year

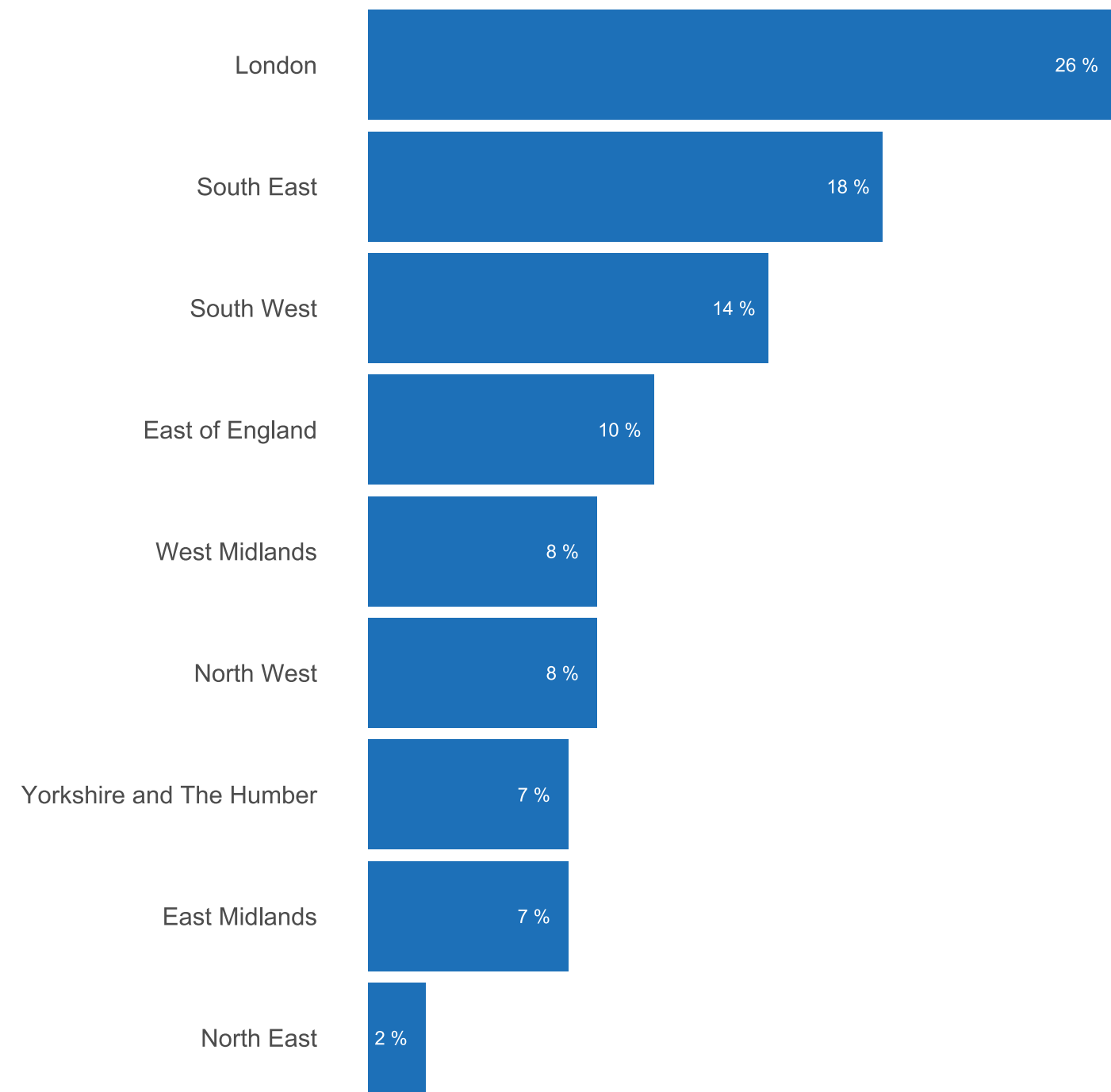
Area	2020	2021	Difference	% Change
England	2,690	2,440	-250	-9
Rest of England	1,970	1,800	-170	-9
London	710	640	-70	-10
East of England	270	240	-30	-11
North West	230	200	-30	-13
North East	70	50	-20	-29
South East	470	450	-20	-4
South West	350	330	-20	-6
West Midlands	210	190	-20	-10
East Midlands	190	180	-10	-5
Yorkshire and The Humber	180	170	-10	-6

Figure 2.2.1: Estimated number of people sleeping rough on a single night in autumn by region since 2010. (% change comparing 2021 to previous year for each region is highlighted)



London and the South East accounted for nearly half (45 %) of all the people estimated to be sleeping rough on a single night in autumn this year, which is similar to previous years. The North East of England was the region with the lowest number of people estimated to be sleeping rough on a single night in autumn this year, which is also similar to previous years.

Figure 2.2.2: Proportion of people sleeping rough on single night in autumn 2021 by region.



2.3 Local Authority

- Westminster had the highest number of people sleeping rough on a single night in autumn 2021.
- The largest increase in the number of people sleeping rough on a single night in autumn was in Camden.
- The largest decrease in the number of people sleeping rough on a single night in autumn was in Westminster.

The local authority with the highest number of people sleeping rough on a single night in autumn 2021 was Westminster where 187 people were estimated to be sleeping rough. Westminster has consistently been the local authority with the highest number of people sleeping rough since the snapshot approach was introduced in 2010.

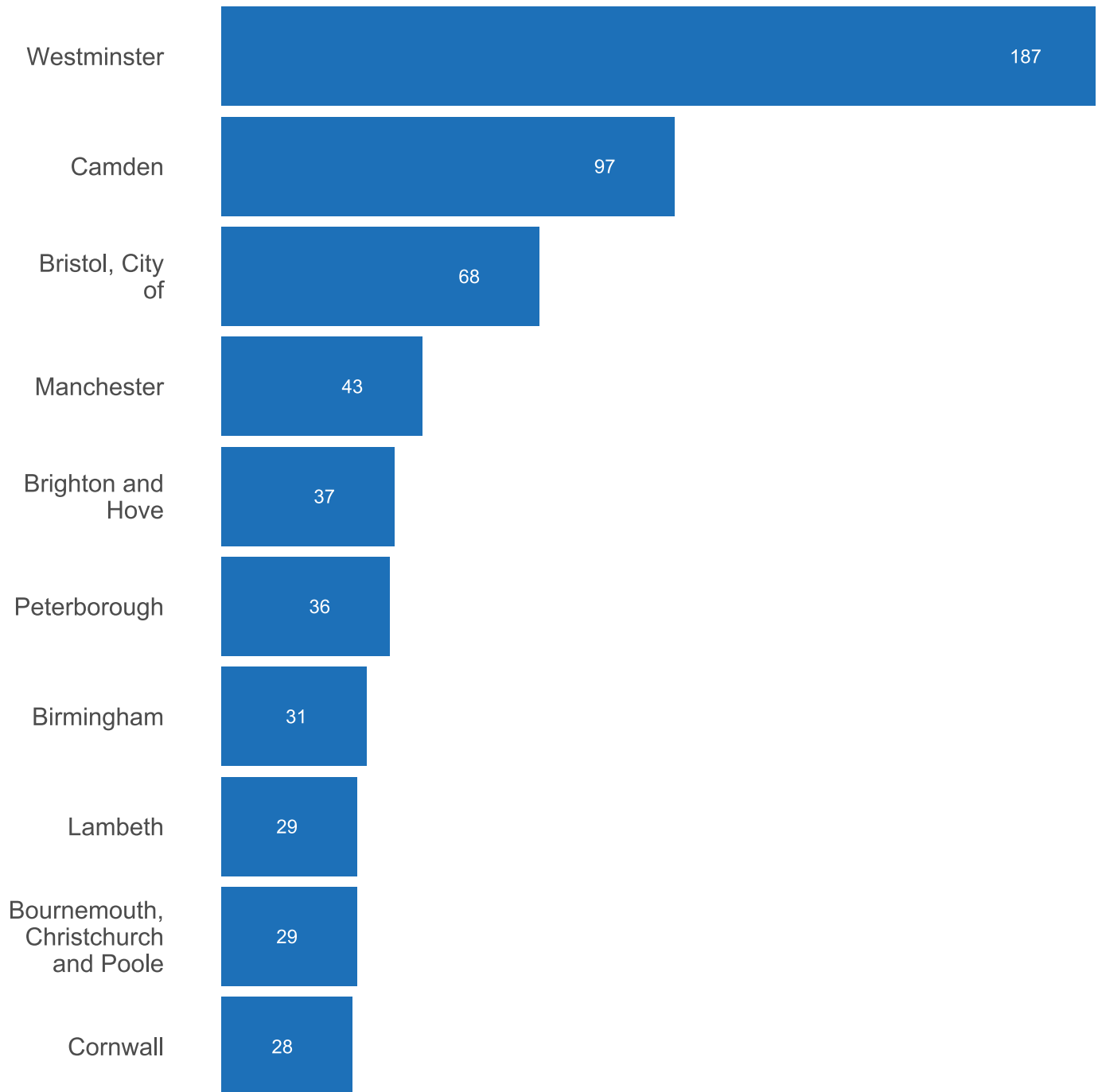
The [Westminster City Council: Review of Homelessness 2019](https://www.westminster.gov.uk/sites/default/files/westminster_city_council_review_of_homelessness_2019.pdf) (https://www.westminster.gov.uk/sites/default/files/westminster_city_council_review_of_homelessness_2019.pdf) suggests that Westminster attracts a disproportionate number of people sleeping rough from across the UK and internationally because of: its central location and access to

transport hubs, the perceived safety of the area due to its 24 hour nature, begging opportunities available due to large numbers of people in the area including tourists, a flow of easily accessible drugs, employment opportunities and availability of services for people sleeping rough.

Table 2.3.1: Local authorities with the highest estimated number of people sleeping rough on a single night in autumn 2021 compared to previous year.

Local Authority	2020	2021	Difference	% Change
Westminster	242	187	-55	-23
Camden	42	97	55	131
Bristol, City of	50	68	18	36
Manchester	68	43	-25	-37
Brighton and Hove	27	37	10	37
Peterborough	9	36	27	300
Birmingham	17	31	14	82
Bournemouth, Christchurch and Poole	25	29	4	16
Lambeth	20	29	9	45
Cornwall	29	28	-1	-3

Figure 2.3.1: Local authorities with the highest estimated number of people sleeping rough on a single night in autumn 2021.



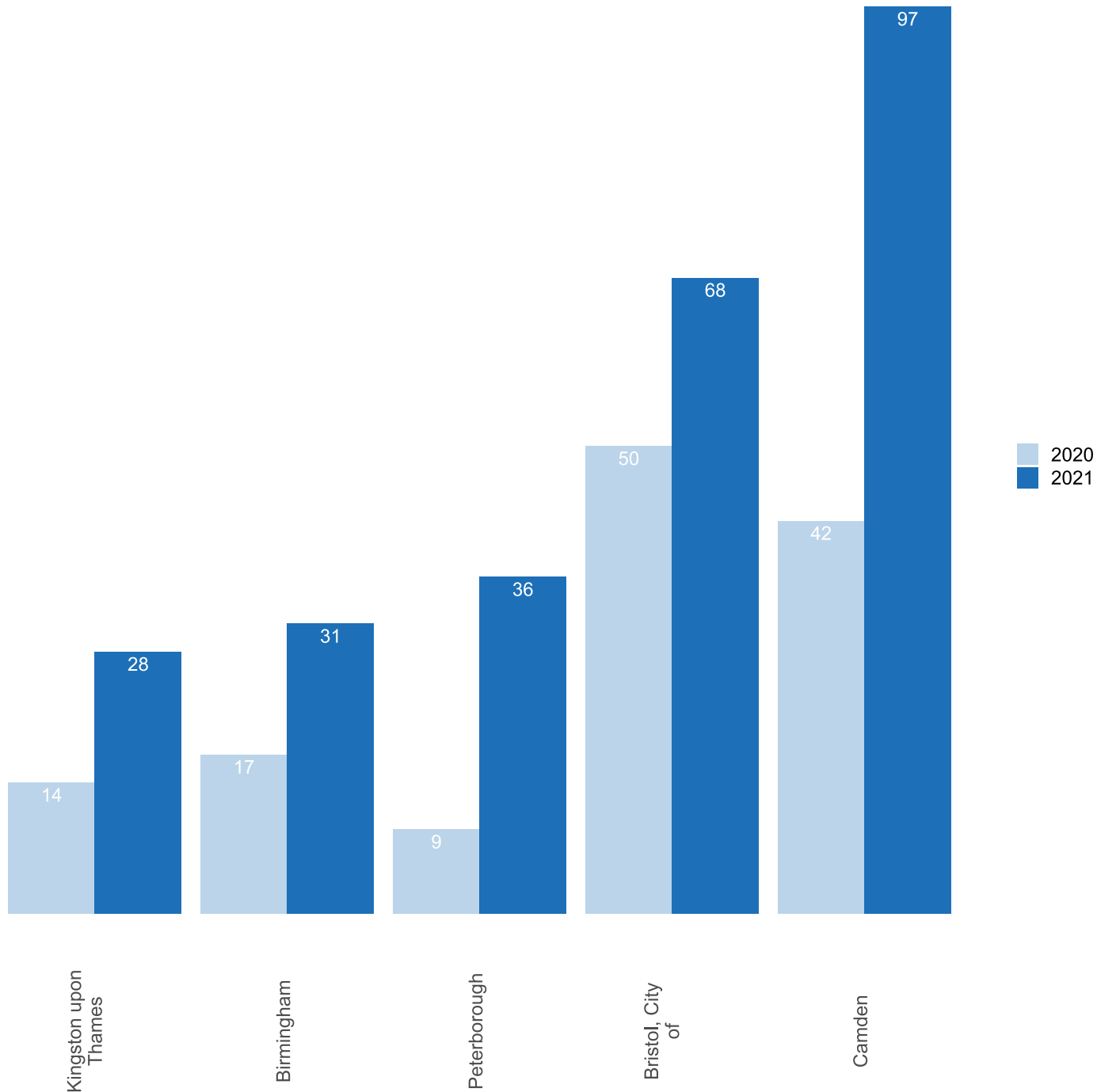
The largest increase in the number of people estimated to be sleeping rough was in Camden, where there were 97 people estimated to be sleeping rough on a single night in autumn 2021, compared to 42 last year. According to the local authority, this increase is thought to be due to the closure of accommodation that was provided as part of the response to the pandemic and an increase in people sleeping rough from the EU including those with no recourse to public funds, as well as movement of people sleeping rough from other London boroughs.

Generally, the largest increases in the number of people sleeping rough, according to the local authorities involved, were thought to be largely due to the easing of lockdown restrictions and the return to busier streets (last year's 2020 estimate was undertaken during a national lockdown) and the change in response to the pandemic.

Table 2.3.2: Local authorities with the largest increase in the estimated number of people sleeping rough on a single night in autumn 2021 compared to previous year.

Local Authority	2020	2021	Difference	% Change
Camden	42	97	55	131
Peterborough	9	36	27	300
Bristol, City of	50	68	18	36
Birmingham	17	31	14	82
Kingston upon Thames	14	28	14	100

Figure 2.3.2: Local authorities with the largest increase in the estimated number of people sleeping rough on a single night in autumn 2021 compared to previous year.



The largest decrease in the number of people sleeping rough was in Westminster, where 187 people were estimated to be sleeping rough on a single night in autumn 2021 compared to 242 people last year. The local authority suggests that the reduction was a result of both 'Everyone In', the Protect programme and RSI funding. This has helped increase emergency accommodation availability but also expand outreach services that support people into accommodation.

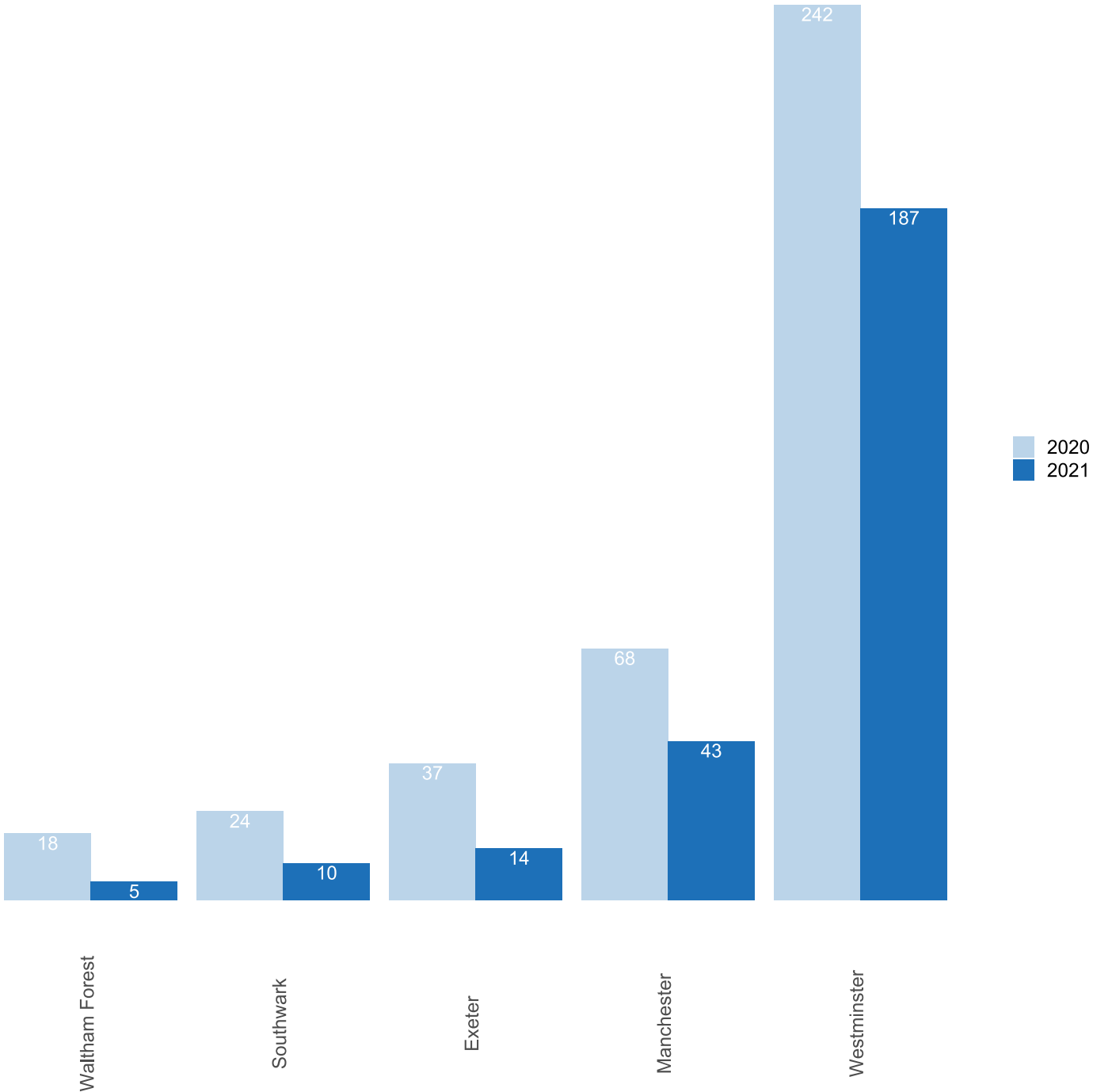
Generally, the largest decreases in the number of people sleeping rough, according to the local authorities involved, was due to government funding provided through 'Everyone In', RSI, RSAP and the Protect programme. Local authorities reported this funding has allowed them to expand their outreach services and increase the availability of emergency accommodation to better support people sleeping rough. When comparing the number of people sleeping rough on a single night in autumn across years, and between local authorities, there are a range of factors that should be considered. For example, the impact of COVID-19, the weather, where people choose to sleep, movement across local authority boundaries particularly in London, the date and time chosen for the snapshot and the availability of night shelters

Table 2.3.3: Local authorities with the largest decrease in the estimated number of people sleeping rough on a single night in autumn 2021 compared to previous year.

Local Authority	2020	2021	Difference	% Change
Westminster	242	187	-55	-23
Manchester	68	43	-25	-37

Local Authority	2020	2021	Difference	% Change
Exeter	37	14	-23	-62
Southwark	24	10	-14	-58
Waltham Forest	18	5	-13	-72

Figure 2.3.3: Local authorities with the largest decrease in the estimated number of people sleeping rough on a single night in autumn 2021 compared to previous year.



3. Demographics

Since 2016, the Rough sleeping snapshot has also included some basic demographic information about those people found sleeping rough, including age, gender and nationality. Consistent demographic data which used the same categories has been available from 2017 onwards^[footnote 2].

Demographic information was collected either by asking the person found sleeping rough or by referring to existing knowledge (if that person was already known). If a person refused to give, or did not want to share, their personal information, they would still be recorded as sleeping rough and demographic information including age, gender and nationality would be recorded as 'Not known', if unknown. If it was not possible to record demographic information, due to an individual sleeping for example, then it was recorded as 'Not known'.

3.1 Age

Most people sleeping rough on a single night in autumn were aged over 26 years old.

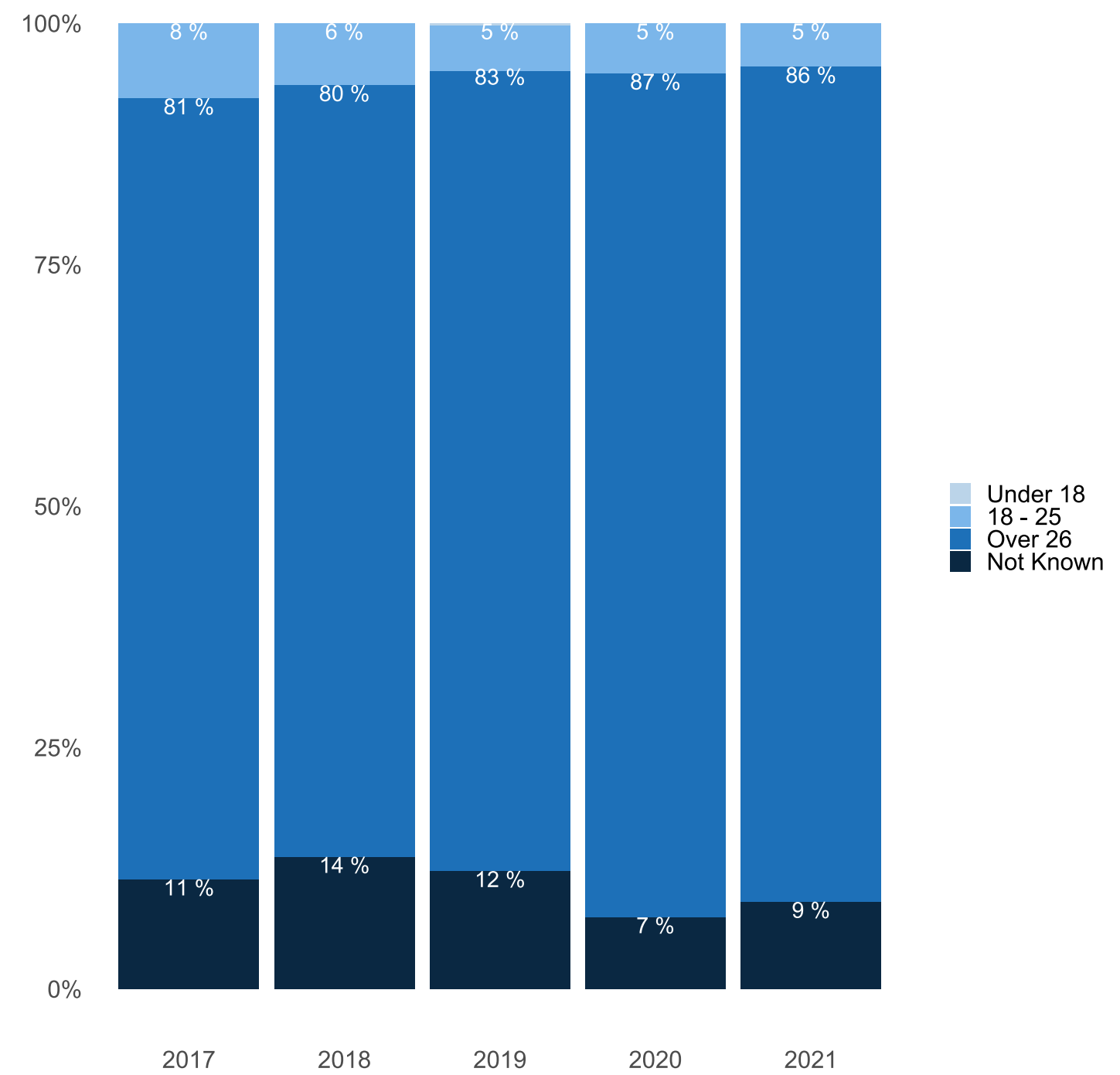
Most people sleeping rough on a single night in autumn 2021 were aged over 26 years old, which was similar to previous years. Under 18s who are homeless should be provided with accommodation by Children’s Services in their local authority. There were no people under the age of 18 found sleeping rough in this year’s snapshot.

In 2021, there were 2,110 people (86 % of the total) sleeping rough on a single night in autumn who were aged 26 years or over and 110 people (5 % of the total) who were aged between 18 and 25 years. The age of people sleeping rough was ‘Not known’ for 220 people, or 9 % of the total.

Table 3.1.1: Estimated number of people sleeping rough on a single night in autumn by age since 2017.

Year	Under 18	18 - 25	Over 26	Not Known	Total
2017	1 - 4	370	3,850	540	4,750
2018	1 - 4	300	3,740	640	4,680
2019	10	200	3,540	520	4,270
2020	1 - 4	140	2,350	200	2,690
2021	0	110	2,110	220	2,440

Figure 3.1.1: Proportion of people sleeping rough on a single night in autumn by age since 2017.



The age breakdown of people sleeping rough was broadly similar across all regions in England.

Table 3.1.2: Proportion of people sleeping rough on a single night in autumn by age and region.

Area	Under 18 %	18 - 25 %	Over 26 %	Not Known %
England	0	5	86	9
Rest of England	0	4	89	7
London	0	6	78	16

3.2 Gender

Most people sleeping rough on a single night in autumn were male.

Most people sleeping rough on a single night in autumn were male. In 2021, there were 2,080 men (85 % of the total) and 320 women (13 % of the total) sleeping rough on a single night in autumn. Gender was 'Not known' for 40 people (2 %). The gender breakdown of people sleeping rough was similar across all regions in England and was similar to previous years.

Table 3.2.1: Estimated number of people sleeping rough on a single night in autumn by gender since 2017.

Year	Male	Female	Not Known	Total
2017	3,970	650	130	4,750
2018	3,940	640	100	4,680
2019	3,530	610	120	4,270
2020	2,280	380	30	2,690
2021	2,080	320	40	2,440

Figure 3.2.1: Proportion of people sleeping rough on a single night in autumn by gender since 2017.

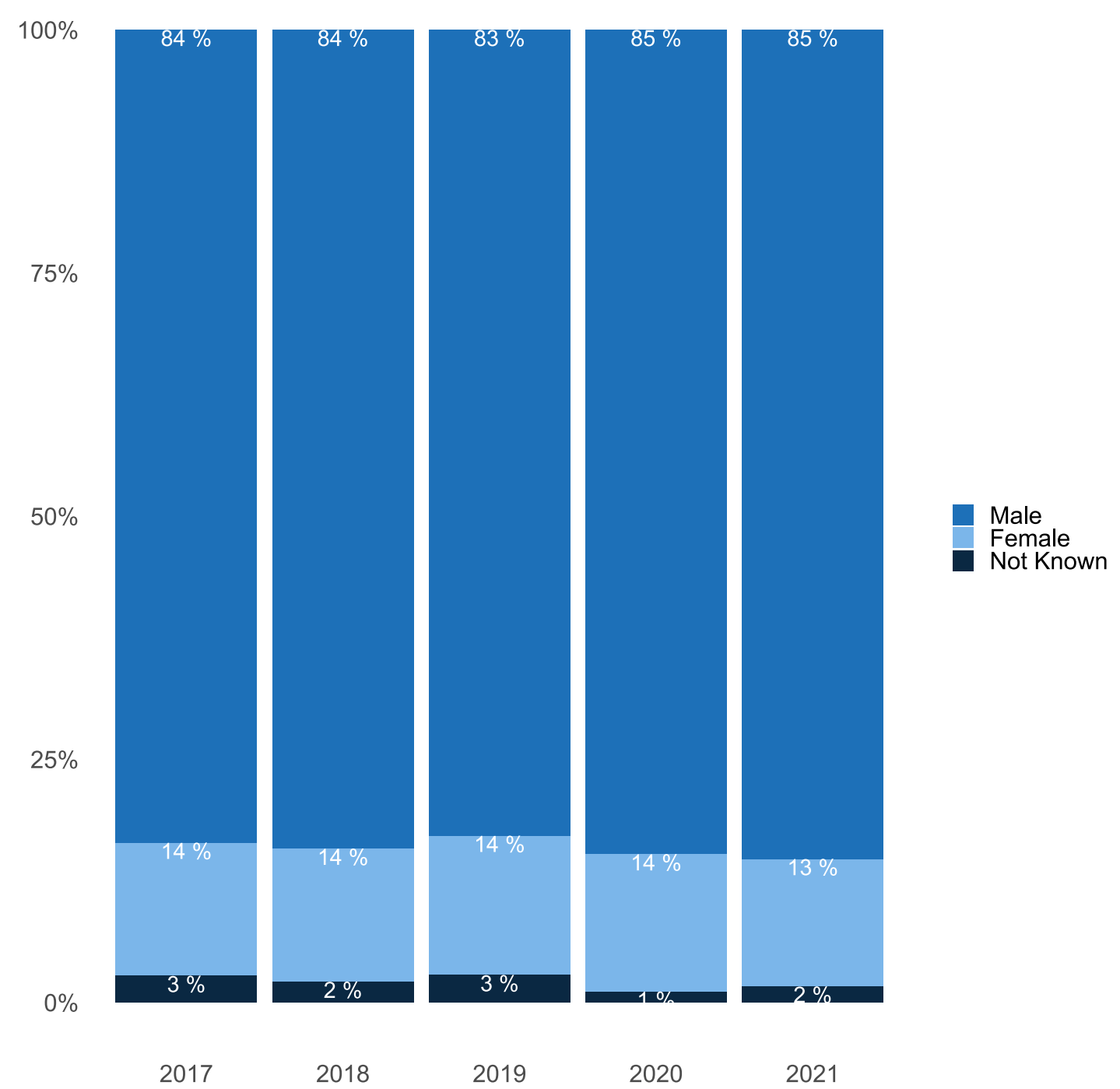


Table 3.2.2: Proportion of people sleeping rough on a single night in autumn by gender and region.

Area	Male %	Female %	Not Known %
England	85	13	2
Rest of England	86	13	2
London	84	14	3

3.3 Nationality

Most people sleeping rough on a single night in autumn were from the UK.

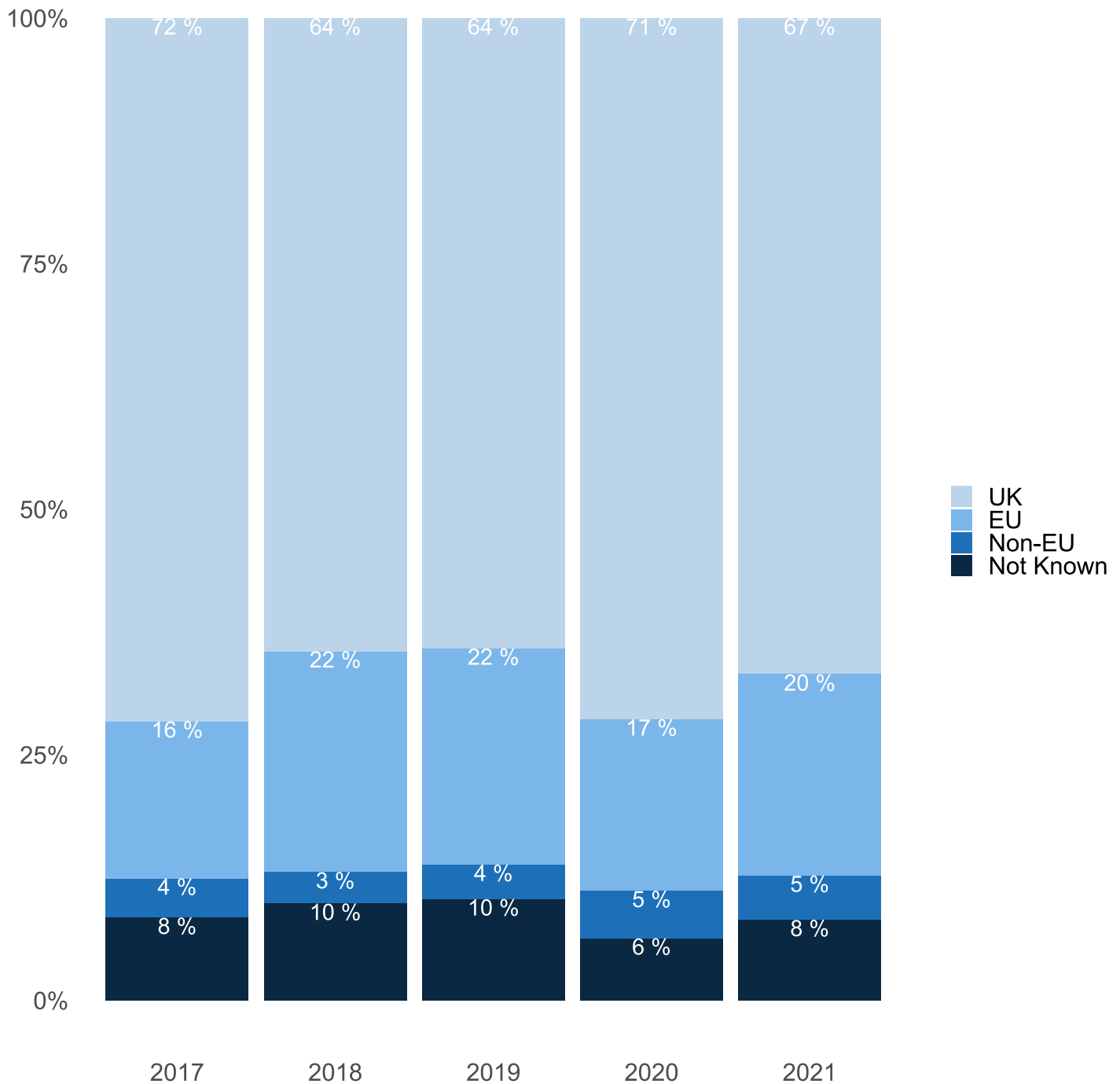
EU nationals make up a higher percentage of the total number of people sleeping rough on a single night in autumn compared to last year

Most people sleeping rough on a single night in autumn 2021 were from the UK. This is similar to previous years. In 2021, there were 1,630 people estimated to be sleeping rough on a single night who were from the UK (67 % of the total), 500 people (20 % of the total) were EU nationals and 110 people (5 % of the total) were from outside the EU and the UK. The nationality of 200 people (8 % of the total) was 'Not known'.

Table 3.3.1: Estimated number of people sleeping rough on a single night in autumn by nationality since 2017.

Year	UK	EU	Non-EU	Not Known	Total
2017	3,400	760	190	400	4,750
2018	3,010	1,050	150	460	4,680
2019	2,740	940	150	440	4,270
2020	1,920	470	130	170	2,690
2021	1,630	500	110	200	2,440

Figure 3.3.1: Proportion of people sleeping rough on a single night in autumn by nationality since 2017.



In London, nearly half of the people estimated to be sleeping rough on a single night in autumn were from outside the UK in 2021. In total, 230 people were from the UK (36 % of the total), 260 people (41 % of the total) were EU nationals and 50 people (8 % of the total) were from outside the EU and the UK. The nationality of 100 people (16 % of the total) was 'Not known'.

Across the Rest of England, 1,410 people estimated to be sleeping rough on a single night in autumn were from the UK (78 % of the total), 240 people were EU nationals (13 % of total), 60 people were from outside the EU and the UK (3 % of total) and for 100 people (6 % of the total) nationality was 'Not known'.

Table 3.3.2: Proportion of people sleeping rough on a single night in autumn by nationality and region.

Area	UK %	EU %	Non-EU %	Not Known %
England	67	20	5	8
Rest of England	78	13	3	6
London	36	41	8	16

The number of people estimated to be sleeping rough who were from the UK decreased the most compared to other nationalities. In 2021, there were 1,630 people from the UK estimated to be sleeping rough on a single night compared to 1,920 people in 2020, which is a decrease of 290 people. Consequently, UK nationals make up a lower percentage of the total number of people sleeping rough on a single night in 2021 (67 %) compared to 2020 (71 %).

EU nationals make up a higher percentage of the total number of people sleeping rough on a single night in 2021 (20 %) compared to 2020 (17 %). This is reflected by an increase in people from this year (500 people) compared to last year (470 people), which represents a 6 % increase in EU nationals.

There was also a large change in the number of people sleeping rough whose nationality was 'Not Known' compared to last year (18 % increase).

Table 3.3.3: Difference to previous year in the number of people sleeping rough on a single night in autumn by nationality.

Nationality	2020	2021	Difference	% change
UK	1,920	1,630	-290	-15
EU	470	500	30	6
Non-EU	130	110	-20	-15
Not Known	170	200	30	18
Total	2,690	2,440	-250	-9

4. Snapshot approach

Most local authorities (92 %) used the same approach for their Rough sleeping snapshot as they did last year.

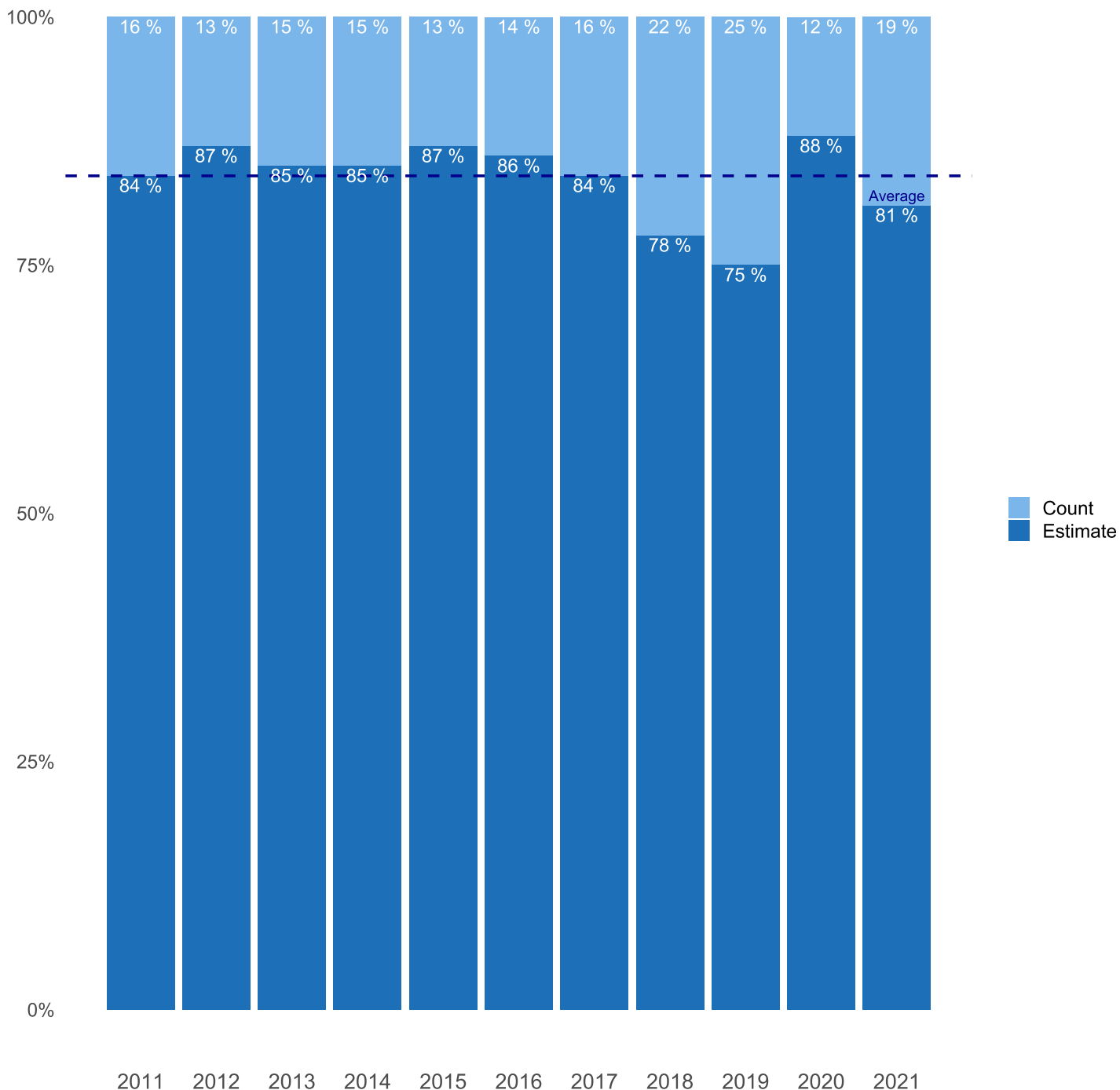
Most local authorities used an evidence-based meeting for their Rough sleeping snapshot, which is similar to previous years.

Local authorities, in conjunction with local agencies, decide which approach to use for their snapshot of rough sleeping. They are advised to use the approach that will most accurately reflect the number of people sleeping rough in their local authority and will provide an estimate that best meets the local context. There are different approaches a local authority can decide to use, this includes:

- **A count-based estimate** which is the number of people seen sleeping rough in the local authority on a 'typical night' - a single date chosen by the local authority between 1 October and 30 November.
- **An evidence-based estimate meeting** which is an evidence-based assessment by local agencies, leading to a single snapshot figure that represents the number of people thought to be sleeping rough in the local authority on a 'typical night' - a single date chosen by the local authority between 1 October and 30 November.
- **An evidence-based estimate meeting including a spotlight count** which is the same as above, but with one of the evidence sources also including a street count, which might not be as extensive as the count-based estimate but has taken place after midnight on the 'typical night'.

In 2021, 250 local authorities (81 %) used an evidence-based estimate meeting or an evidence-based estimate meeting including spotlight count for their Rough sleeping snapshot and 59 local authorities (19 %) used a count-based estimate.

Figure 4.1: Approach used by local authorities for their Rough sleeping snapshot since 2010.



As in previous years, most local authorities used an evidence-based estimate meeting for their Rough sleeping snapshot. More local authorities supplemented their evidence-based estimate meetings with a spotlight count compared to last year. However, we do not know how this compares with earlier years, as although this approach was available, only a distinction between evidence-based estimate meetings and count-based estimates were recorded and published at the time.

There was an increase in the number of local authorities that used a count-based estimate for the Rough sleeping snapshot compared to last year. This was likely due to areas changing approach following the [national restrictions in place](https://www.gov.uk/government/news/prime-minister-announces-new-national-restrictions) (<https://www.gov.uk/government/news/prime-minister-announces-new-national-restrictions>) for last year's count that have since been lifted.

Table 4.1: Approach used by local authorities for their Rough sleeping snapshot compared to previous year.

Approach	2020	2021
Count-based estimate	39	59
Evidence-based estimate meeting	149	102
Evidence-based estimate meeting (inc. spotlight count)	126	148
Total	314	309

Local authorities can change approach from year to year but any decision to do so must be guided by whether it will produce the most accurate figure. Homeless Link, who independently verified the Rough sleeping snapshot, ask for details of this decision-making as part of the verification process to ensure any changes meet the guidance. If the reasons given for an approach change were deemed

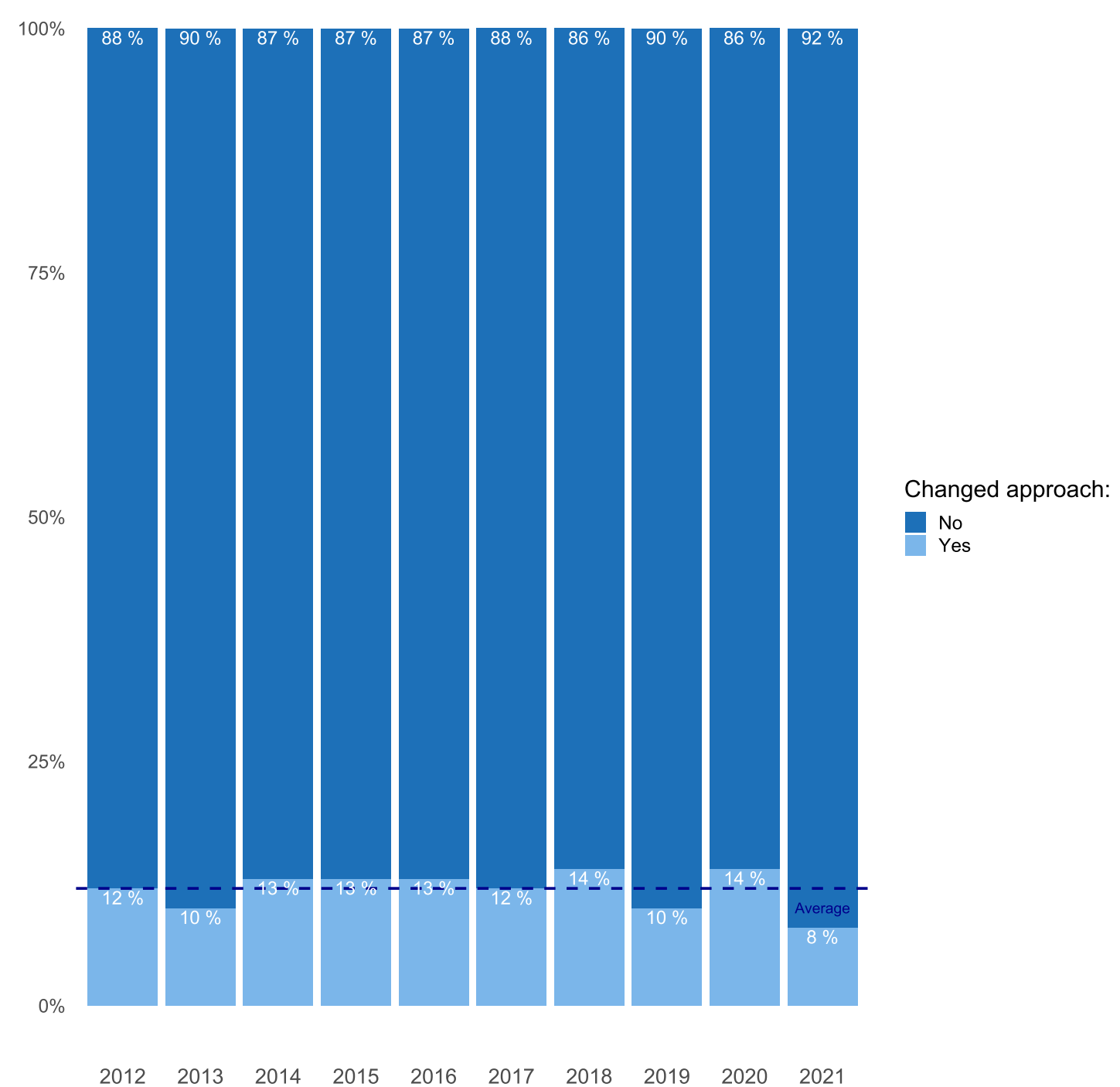
unsatisfactory, then the local authority snapshot figure would not be verified.

There are several reasons why a local authority may change from an evidence-based estimate to a count-based estimate or vice versa from year to year. For example, a local authority may change from an evidence-based estimate to a count-based estimate if there are a lack of local agencies with intelligence about where people are sleeping rough or if agencies refuse to share their data, making it difficult to form an accurate estimate. A local authority may change from a count-based estimate to an evidence-based estimate if there are new sleep sites which are inaccessible or unsafe to access, which would not be included in a count-based estimate.

Due to the impact of COVID-19, further verification was introduced for all areas for the 2020 snapshot and remained in place this year to ensure figures provided were accurate. Further information about verification is available in the [technical report](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report) (<https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report>).

The 2018 RSI impact evaluation found that local authorities changing their approach to measuring rough sleeping from count-based estimate to evidence-based estimate and vice versa, was unlikely to account for the fall in rough sleeping seen in these local authorities. A more detailed analysis of the Rough sleeping snapshot overtime was carried out to examine the possible effects of local authorities changing their snapshot approach. This is available in the [technical report](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report) (<https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report>).

Figure 4.2: Percentage of local authorities that changed approach^[footnote 3] for their Rough sleeping snapshot to previous year.



5. Consultation with local agencies

Nearly three quarters of local authorities consulted five or more agencies for their snapshot estimate.

Most local authorities involved the police, voluntary sector and outreach teams for their snapshot estimate.

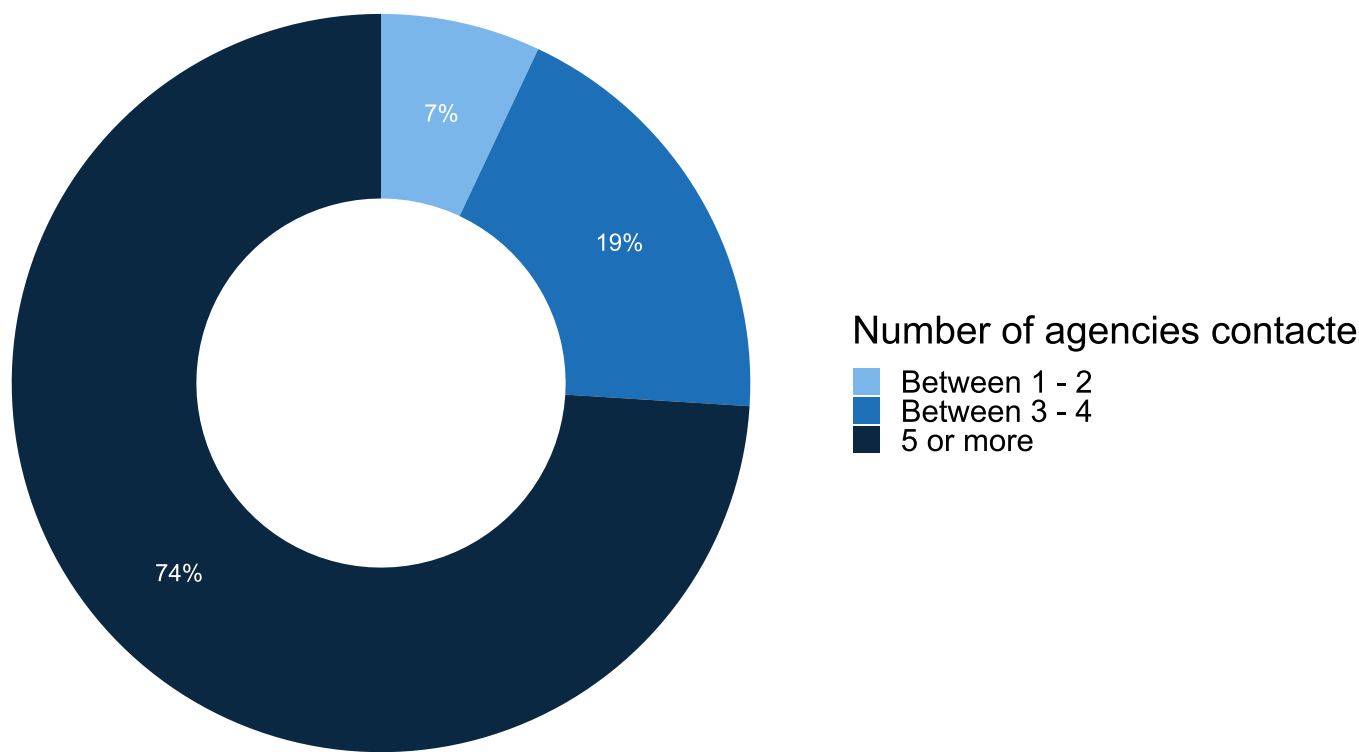
Local authorities consult local agencies to discuss what intelligence they have about rough sleeping locally to check if there are any factors that might affect the choice of a 'typical night' for the estimate. Furthermore, the local authority should involve those local agencies that have the most accurate information about who is sleeping rough. In 2021, every local authority reported that they had consulted with at least one type of local agency, and 74 % reported they had consulted five different groups or more.

The involvement of local agencies is an essential element of the Rough sleeping snapshot. It ensures transparency about how the snapshot was carried out and enables Homeless Link to speak to independent local agencies as part of the verification process. Homeless Link will not verify the process where no local agencies, or only those that are part of or commissioned by the local authority, are involved.

This year, 38 local authorities (12 %) provided figures that were unverified by Homeless Link. This was because either they did not involve independent, non-commissioned local partners, or the guidance was not properly followed, for example if the spotlight count, which forms part of the evidence-based estimate did not happen after midnight. These snapshots are still included in this year's publication but the lack of independence and concerns about the guidance not having been properly followed needs to be taken into consideration when interpreting these figures for these specific local authorities.

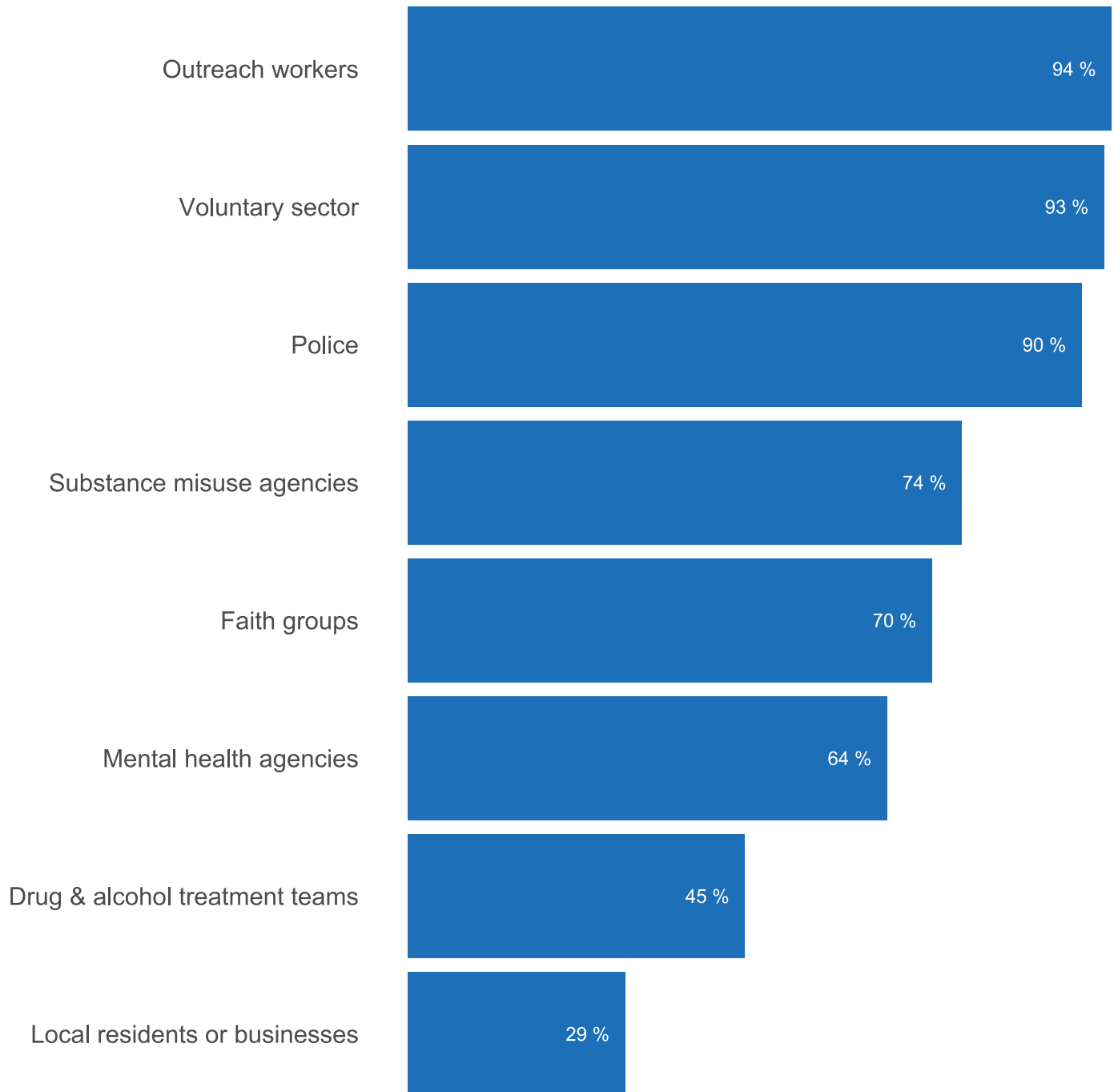
Local authorities may not have involved independent local partners for a number of reasons, including last minute cancellations, self-isolation so they could not be involved and difficulty finding independent partners who were not commissioned by local authority in some way or another to support people sleeping rough as services have been expanded. In some other cases, local authorities involved independent, non-commissioned local partners in the planning of the process but not the actual count-based estimate or evidence-based estimate meeting, so these were unverified. Further information about verification is available in the [technical report](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report) (<https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report>).

Figure 5.1: Number of agencies consulted by local authorities for their Rough sleeping snapshot this year.



In 2021, nearly all local authorities involved outreach workers, the police and the voluntary sector in their Rough sleeping snapshot. Most local authorities also involved substance misuse teams and faith groups.

Figure 5.2: Local agencies most involved in the 2021 Rough sleeping snapshot.



6. Technical Notes

6.1 Data tables, interactive dashboard and technical report

Four [accompanying tables](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/1056209/rs_statistics2021.xlsx) (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/1056209/rs_statistics2021.xlsx) are available alongside this release. These include the number of people sleeping rough, demographic information (i.e. age, gender, nationality), the snapshot approach used and any consultations that took place with local agencies. An [interactive dashboard](https://app.powerbi.com/view?r=eyJrIjo1MGNINDJkMjctNzFhYjMtYmQ0NzZmZGRjZGMxliwidCI6ImJmMzQ2ODEwLTljN2Q0NDNkZS1hODcyLTl0YTJlZjM5OTVhOCJ9) (<https://app.powerbi.com/view?r=eyJrIjo1MGNINDJkMjctNzFhYjMtYmQ0NzZmZGRjZGMxliwidCI6ImJmMzQ2ODEwLTljN2Q0NDNkZS1hODcyLTl0YTJlZjM5OTVhOCJ9>) and [infographic](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/1056930/infographic_2021.pdf) (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/1056930/infographic_2021.pdf) enables users to explore trends in rough sleeping since 2010. A [technical report](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report) (<https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report>) explains in more detail how the rough sleeping data is collected and provides an assessment of data quality and data limitations.

6.2 Data quality and limitations

These statistics provide a way of estimating the number of people sleeping rough across England on a single night in autumn and assessing change over time. Accurately estimating the number of people sleeping rough within a local authority is inherently difficult given the hidden nature of rough sleeping. Furthermore, there are a range of factors that can impact on the number of people seen or thought to be sleeping rough on any given night. These include the weather, where people choose to sleep, the date and time chosen, and the availability of alternatives such as available night shelters.

We have suppressed small values between 1 and 4 and rounded national and regional totals to avoid any potential for disclosure. The demographic tables are also only displayed for regional and national breakdown. This has been done for historic figures as well for consistency purposes.

The [impact evaluation](https://www.gov.uk/government/publications/rough-sleeping-initiative-2018-impact-evaluation) (<https://www.gov.uk/government/publications/rough-sleeping-initiative-2018-impact-evaluation>) of the 2018 RSI found that local authorities changing their approach to measuring rough sleeping was unlikely to account for the fall in rough sleeping observed in these local authorities. It also found that the weather on the night of, and leading up to, the snapshot was also unlikely to have impacted on the number of people sleeping rough.

Homeless Link have been funded by DLUHC since 2010 to provide guidance to local authorities who conduct the snapshot of rough sleeping and to independently verify all local authorities' snapshots. For more information about the quality assurance processes, data limitations and the role of Homeless Link please see the [technical report](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report) (<https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/rough-sleeping-snapshot-in-england-autumn-2021-technical-report>).

The [Office for Statistics Regulation \(OSR\)](https://osr.statisticsauthority.gov.uk/) (<https://osr.statisticsauthority.gov.uk/>) which is the regulatory arm of the [UK Statistics Authority](https://www.statisticsauthority.gov.uk/) (<https://www.statisticsauthority.gov.uk/>) completed a [compliance check of the Rough sleeping snapshot statistics](https://osr.statisticsauthority.gov.uk/correspondence/mark-pont-to-sandra-tudor-compliance-check-of-rough-sleeping-snapshot-in-england/) (<https://osr.statisticsauthority.gov.uk/correspondence/mark-pont-to-sandra-tudor-compliance-check-of-rough-sleeping-snapshot-in-england/>) against the [Code of Practice for Statistics](https://code.statisticsauthority.gov.uk/) (<https://code.statisticsauthority.gov.uk/>). This review considered the value, quality and trustworthiness of these statistics in relation to the Code.

6.3 Related statistics

Combined Homelessness and Information Network (CHAIN)

The Combined Homelessness and Information Network (CHAIN) is a multi-agency database recording information about people seen rough sleeping by outreach teams in London. CHAIN is managed by [St Mungo's](https://www.mungos.org/work-with-us/chain/) (<https://www.mungos.org/work-with-us/chain/>), a London-based homeless charity and is used by organisations working with people sleeping rough in London. Information is recorded onto the CHAIN database by people who work directly with people sleeping rough in London (e.g. workers in outreach teams, day centres, hostels and resettlement teams). CHAIN does not cover 'hidden homeless' groups, such as those who are squatting or staying in inaccessible locations to outreach workers.

The [CHAIN data](https://data.london.gov.uk/dataset/chain-reports) (<https://data.london.gov.uk/dataset/chain-reports>), which is published quarterly and annually, is not directly comparable to the single night snapshot estimates presented in this release. The CHAIN data most similar to the single night snapshot provides a **total** count of all individuals seen sleeping rough by outreach teams in London on at least one night during the October to December 2021 quarter. Whereas, the DLUHC single night snapshot for autumn 2021 shows the number of people seen or thought to be sleeping rough on a single night between 1 October and 30 November 2021. The CHAIN database also records more detailed demographic information about people sleeping rough.

Although the CHAIN database provides more information about the flows and characteristics of people sleeping rough in London, DLUHC's Rough sleeping snapshot provides a way of estimating the number of people sleeping rough on a single night and measuring change over time. CHAIN data quality is influenced by the number of outreach workers active on any one night. A local authority which does not have a commissioned outreach team may appear to have fewer rough sleepers than an adjacent borough which does have an active outreach service.

Deaths of homeless people in England and Wales

The Office for National Statistics (ONS) publishes [experimental statistics on the number of deaths of homeless people in England and Wales](https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsofhomelesspeopleinenglandandwales/2020registrations) (<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsofhomelesspeopleinenglandandwales/2020registrations>).

Coronavirus and deaths of homeless people in England and Wales

The Office for National Statistics (ONS) also publishes statistics on the [number of identified deaths involving the coronavirus \(COVID-19\) of people who were homeless](https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/articles/coronavirusanddeathsofhomelesspeopleenglandandwalesdeathsregisteredupto26june2020/2020-07-10). (<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/articles/coronavirusanddeathsofhomelesspeopleenglandandwalesdeathsregisteredupto26june2020/2020-07-10>).

Hostels and support services

Homeless Link publishes an [Annual Review of Single Homelessness support](https://www.homeless.org.uk/facts/our-research/annual-review-of-single-homelessness-support-in-england) (<https://www.homeless.org.uk/facts/our-research/annual-review-of-single-homelessness-support-in-england>), which includes information about the number of hostels and shelters in England and available bed spaces, as well as the support and services available to single people who become homeless in England.

DLUHC Related Statistics

The rough sleeping statistics do not provide a definitive number of people or households affected by homelessness in England. The term 'homelessness' (<https://www.gov.uk/guidance/homelessness-data-notes-and-definitions>) is much broader than people sleeping rough. It is difficult to provide an accurate estimate of all homelessness across England. Data used to compile any estimate is collated from different datasets, which sample different subsets of the population over different time frames. Any estimate of homelessness in England will collate datasets that are not discrete from one another, which means some individuals may have been included more than once in the estimated total.

Management information about rough sleeping and the support for people sleeping rough in England

DLUHC also collect and publish management information about the support for rough sleepers and those at risk of rough sleeping, as part of the ['Everyone In'](https://www.gov.uk/government/news/3-2-million-emergency-support-for-rough-sleepers-during-coronavirus-outbreak) (<https://www.gov.uk/government/news/3-2-million-emergency-support-for-rough-sleepers-during-coronavirus-outbreak>) support in response to the COVID-19 pandemic.

This management information provides more timely information about people sleeping rough but uses a similar collection approach to annual rough sleeping statistics, albeit without the greater verification of the annual statistics.

Alongside this year's snapshot statistics, we are also publishing for the first time a detailed commentary on the management information about rough sleeping and the support for people sleeping rough in England, [Annex A](https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/annex-a-support-for-people-sleeping-rough-in-england-2021-not-official-statistics) (<https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2021/annex-a-support-for-people-sleeping-rough-in-england-2021-not-official-statistics>)

Rough sleeping questionnaire

In December 2020, DLUHC published the [initial report on the rough sleeping questionnaire \(RSQ\)](https://www.gov.uk/government/publications/rough-sleeping-questionnaire-initial-findings) (<https://www.gov.uk/government/publications/rough-sleeping-questionnaire-initial-findings>), which represents one of the largest survey data collections on people who sleep rough ever attempted in the UK. The report provides insights into the experiences of people who have slept rough, including their support needs and vulnerabilities, experiences of homelessness and use of public services, as well as an estimate of the fiscal cost associated with someone who sleeps rough.

Statutory Homelessness

DLUHC also collect and publish quarterly statistics on the broad characteristics and circumstances of households owed a [statutory homelessness](https://www.gov.uk/government/collections/homelessness-statistics#statutory-homelessness) duty. This includes households who approach the council for help with housing who are sleeping rough. The Statutory Homelessness statistics includes some but not all of the people provided with accommodation in response to COVID-19 through the 'Everyone In' support. Not all individuals assisted through 'Everyone In' would have been owed a homelessness duty. Any individual not owed a homelessness duty would not be part of the local authority case level data submission to DLUHC and therefore would not be included in the Statutory Homelessness statistics. People sleeping rough will only be recorded in these statistics if they have made an application that has been accepted by the local authority.

Hidden Homelessness

DLUHC produce other statistical releases that can help build up the wider homelessness picture. For example, the English Housing Survey publishes [data](https://www.gov.uk/government/statistics/english-housing-survey-2018-to-2019-sofa-surfing-and-concealed-households-fact-sheet) on the number of people sofa surfing and concealed households in England, which are additional adults in a household who wanted to rent or buy but could not afford to do so. In addition, the CORE social housing lettings collection publishes [data](https://www.gov.uk/government/collections/rents-lettings-and-tenancies) on those moving from homelessness into Local Authority/ Private Registered Providers accommodation.

Expenditure on homelessness

DLUHC publish [statistics](https://www.gov.uk/government/collections/local-authority-revenue-expenditure-and-financing) on local authority revenue expenditure and financing in England. The RO4 return within the Revenue Outturn suite relates to housing services and includes information on local authorities' expenditure on homelessness activities.

6.4 Revisions policy

This policy has been developed in accordance with the UK Statistics Authority Code of Practice for statistics and the Department for Levelling Up, Housing and Communities [Revisions Policy](https://www.gov.uk/government/publications/statistical-notice-dclg-revisions-policy). There are two types of revisions that the policy covers:

Non-Scheduled Revisions Where a substantial error has occurred as a result of the compilation, imputation or dissemination process the statistical release, live tables and other accompanying releases will be updated with a correction notice as soon as is practical.

If a local authority notifies DLUHC of an error in the information they have submitted after publication of the release, a decision on whether to revise will be made based upon the impact of any change and the effect it has on the interpretation of the data.

Scheduled Revisions There are no scheduled revisions for this release.

6.5 Uses of the data

The data in this statistical release provide evidence on the prevalence of and trends in rough sleeping in England.

Within DLUHC they are used:

- For ministerial briefing and correspondence, Parliamentary Questions, Freedom of Information Act cases and to answer public enquiries.
- As background to policy development.
- For monitoring policy, allocating resources, performance monitoring and to support bids for funding from the Treasury.

Outside of DLUHC users include:

- Local housing authorities for monitoring progress, planning and commissioning services to prevent and tackle rough sleeping.
- Other government departments (e.g. Department for Health and Social Care, Public Health Outcomes Framework).
- The voluntary sector and academics to monitor and evaluate housing policy and for campaigning and fundraising purposes.
- EU bodies to compare homelessness across Europe (e.g. [FEANTSA Overview of Housing Exclusion in Europe](https://www.feantsa.org/en/report/2021/05/12/the-6th-overview-of-housing-exclusion-in-europe-2021?bcParent=27)).

6.6 User engagement

Users are encouraged to provide feedback on how these statistics are used and how well they meet user needs. Comments on any issues relating to this statistical release are welcomed and encouraged. Please contact roughsleepingstatistics@levellingup.gov.uk if you have any feedback or comments.

The department's engagement strategy to meet the needs of statistics users is published [here](https://www.gov.uk/government/publications/engagement-strategy-to-meet-the-needs-of-statistics-users).

6.7 Devolved administration statistics

The devolved administrations publish their own statistics on homelessness which contain information on rough sleeping:

- The Scottish Government publishes [figures](https://www.gov.scot/publications/homelessness-scotland-2020-2021/) on the number of households applying to the local authority for assistance under homelessness legislation who say they have slept rough the previous night or have reported their housing situation as 'long term roofless'.
- The Welsh Government publish a [national annual rough sleeping monitoring exercise](https://gov.wales/national-rough-sleeper-count), which includes a two week information gathering exercise followed by a one night snapshot count. This is carried out by local authorities, in partnership with other local agencies to gauge the extent of rough sleeping across Wales. This has not been carried out for the last 2 years due to the pandemic. The Welsh Government is also collecting and publishing [management information](https://gov.wales/homelessness-accommodation-provision-and-rough-sleeping-november-2021) on persons placed into temporary accommodation and rough sleepers in response to the pandemic.
- The governing legislation for homelessness in Northern Ireland is the Housing (Northern Ireland) Order 1988 (as amended). Unlike the other three UK nations, housing is allocated by the Northern Ireland Housing Executive (NIHE), which covers the whole of Northern Ireland, rather than by local authorities. In Northern Ireland, statistics on homelessness are obtained from the NIHE. They carry out an [annual street count in Belfast](https://www.nihe.gov.uk/Housing-Help/Homelessness/Rough-sleeping) in partnership with other local agencies and homeless organisations.

Comparing between UK countries

The figures are not directly comparable between countries as they have a different methodology, coverage and are carried out at different time periods. ONS published a [report](https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/ukhomelessness/2005to2018) (<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/ukhomelessness/2005to2018>) and an [interactive tool](https://gss.civilservice.gov.uk/dashboard/tools/homelessness-statistics/theme-home.html) (<https://gss.civilservice.gov.uk/dashboard/tools/homelessness-statistics/theme-home.html>) on the comparability and coherence of existing UK government data sources on homelessness. ONS have also published a [report](https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/roughsleepingintheuk/2002to2021) (<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/roughsleepingintheuk/2002to2021>) on rough sleeping in the UK.

Pre-release access The [pre-release access list](https://www.gov.uk/government/organisations/department-for-levelling-up-housing-and-communities/about/statistics#pre-release-access-to-official-statistics) (<https://www.gov.uk/government/organisations/department-for-levelling-up-housing-and-communities/about/statistics#pre-release-access-to-official-statistics>) gives details about the officials who have 24 hours pre-release access to the department's rough sleeping statistics prior to publication.

7. Enquiries

Media

Telephone: 0303 444 1209

Email: newsdesk@levellingup.gov.uk

Statistical enquiries

Telephone: 0303 444 2623 or 8941

Email: roughsleepingstatistics@levellingup.gov.uk

Responsible Analysts: Jon White & Anthony Ash

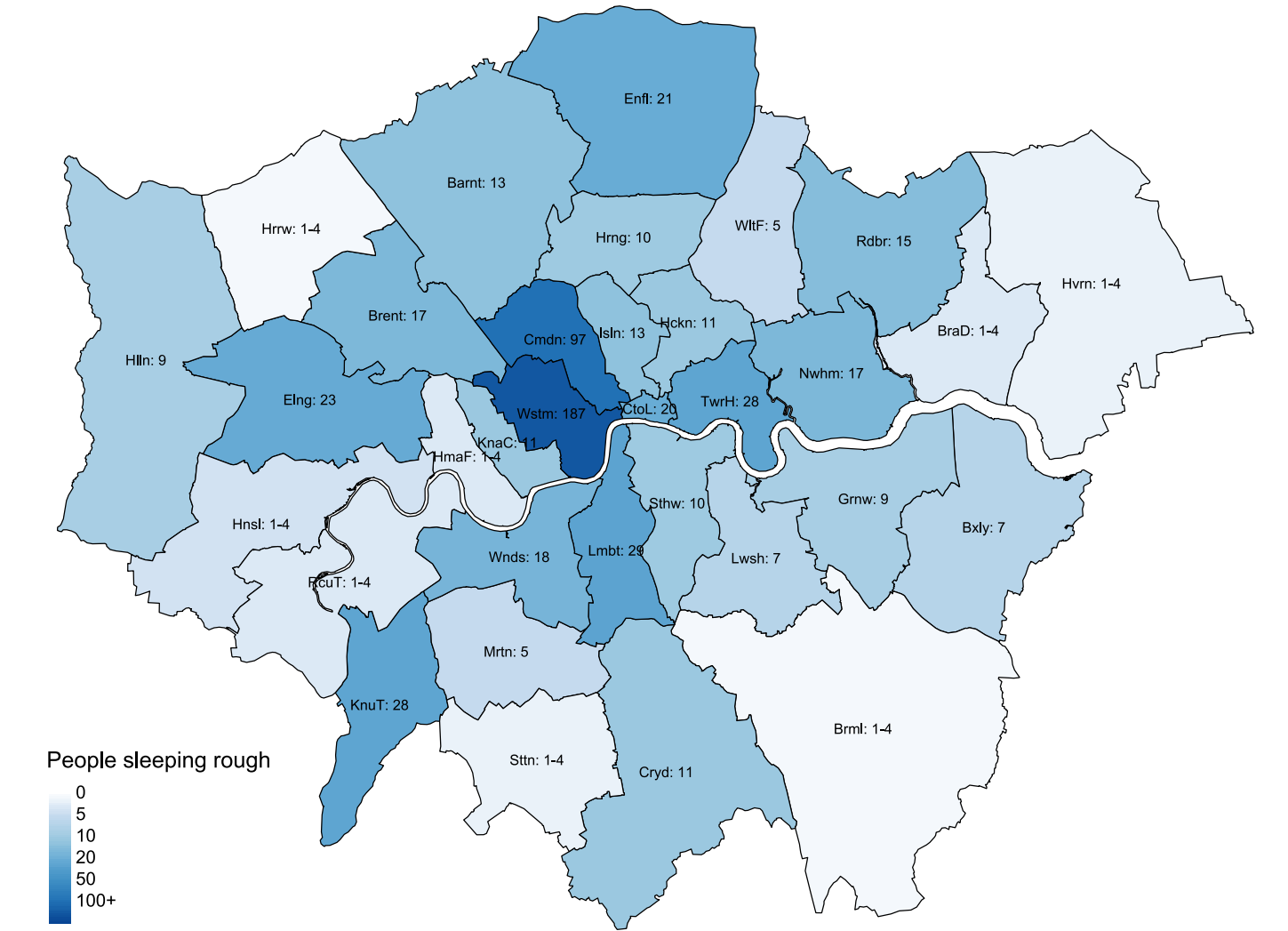
Information on Official Statistics is available via the [UK Statistics Authority website](https://www.statisticsauthority.gov.uk/) (<https://www.statisticsauthority.gov.uk/>).

Information about statistics at DLUHC is available via the [department's website](https://www.gov.uk/government/organisations/department-for-levelling-up-housing-and-communities/about/statistics) (<https://www.gov.uk/government/organisations/department-for-levelling-up-housing-and-communities/about/statistics>).

8. Regional Maps

The following regional maps detail the number of people estimated to be sleeping rough on a single night in autumn 2021 for each local authority in England.

8.1 London

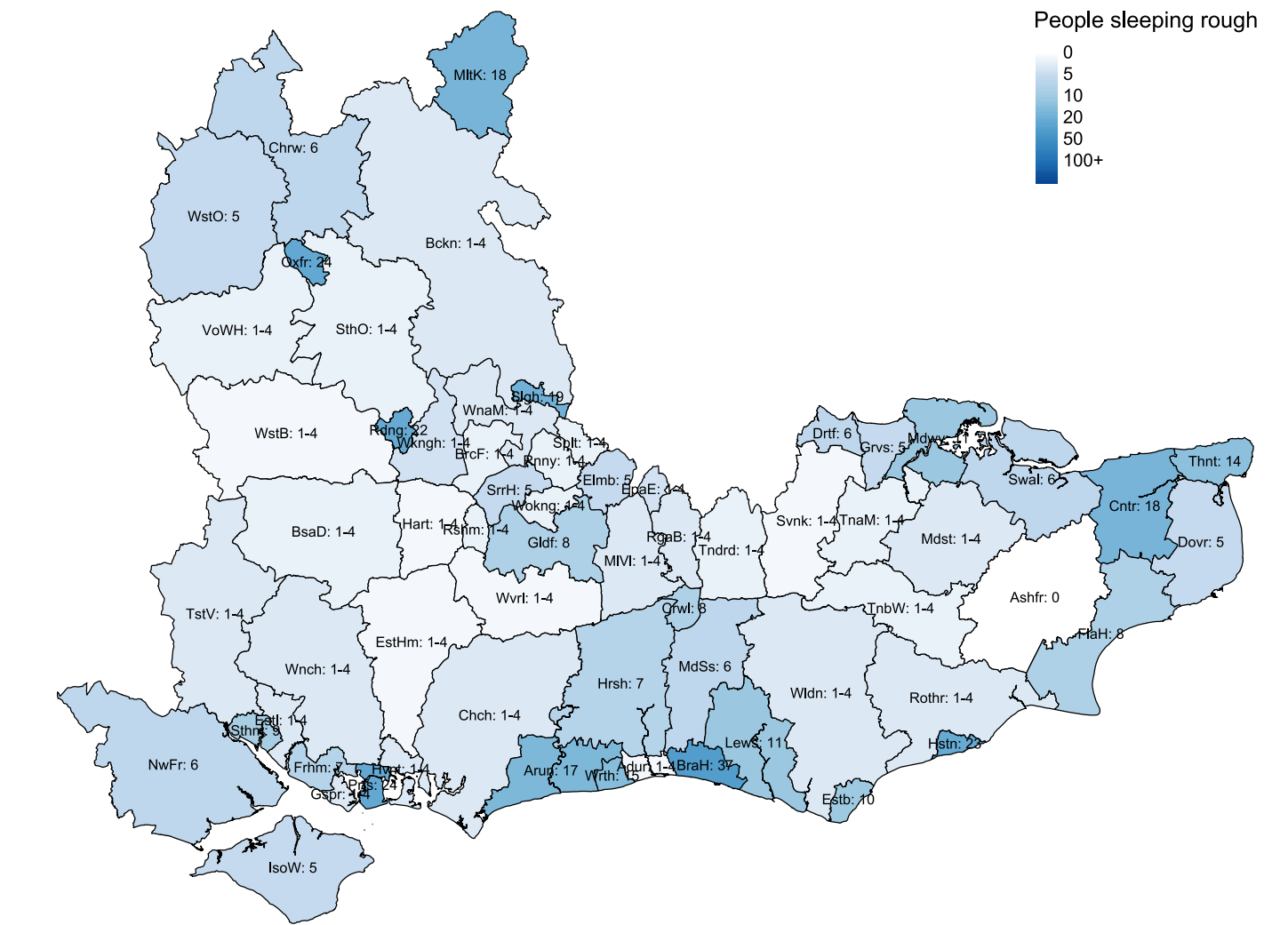


Number of people sleeping rough in London on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
Barking and Dagenham	BraD	Count	1-4
Barnet	Barnt	Estimate including spotlight	13
Bexley	Bxly	Estimate	7
Brent	Brent	Estimate including spotlight	17
Bromley	Brml	Count	1-4
Camden	Cmdn	Count	97
City of London	CtoL	Estimate including spotlight	20
Croydon	Cryd	Count	11
Ealing	Elng	Count	23
Enfield	Enfl	Estimate including spotlight	21

Local Authority	Abbreviation	Approach	Single night estimate
Greenwich	Grnw	Count	9
Hackney	Hckn	Count	11
Hammersmith and Fulham	HmaF	Count	1-4
Haringey	Hrng	Estimate including spotlight	10
Harrow	Hrrw	Count	1-4
Havering	Hvrn	Estimate including spotlight	1-4
Hillingdon	Hlln	Count	9
Hounslow	Hnsl	Count	1-4
Islington	Isln	Estimate including spotlight	13
Kensington and Chelsea	KnaC	Count	11
Kingston upon Thames	KnuT	Count	28
Lambeth	Lmbt	Count	29
Lewisham	Lwsh	Count	7
Merton	Mrtn	Estimate including spotlight	5
Newham	Nwhm	Count	17
Redbridge	Rdbr	Estimate including spotlight	15
Richmond upon Thames	RcuT	Count	1-4
Southwark	Sthw	Count	10
Sutton	Sttn	Count	1-4
Tower Hamlets	TwrH	Estimate including spotlight	28
Waltham Forest	WltF	Estimate including spotlight	5
Wandsworth	Wnds	Count	18
Westminster	Wstm	Count	187

8.2 South East



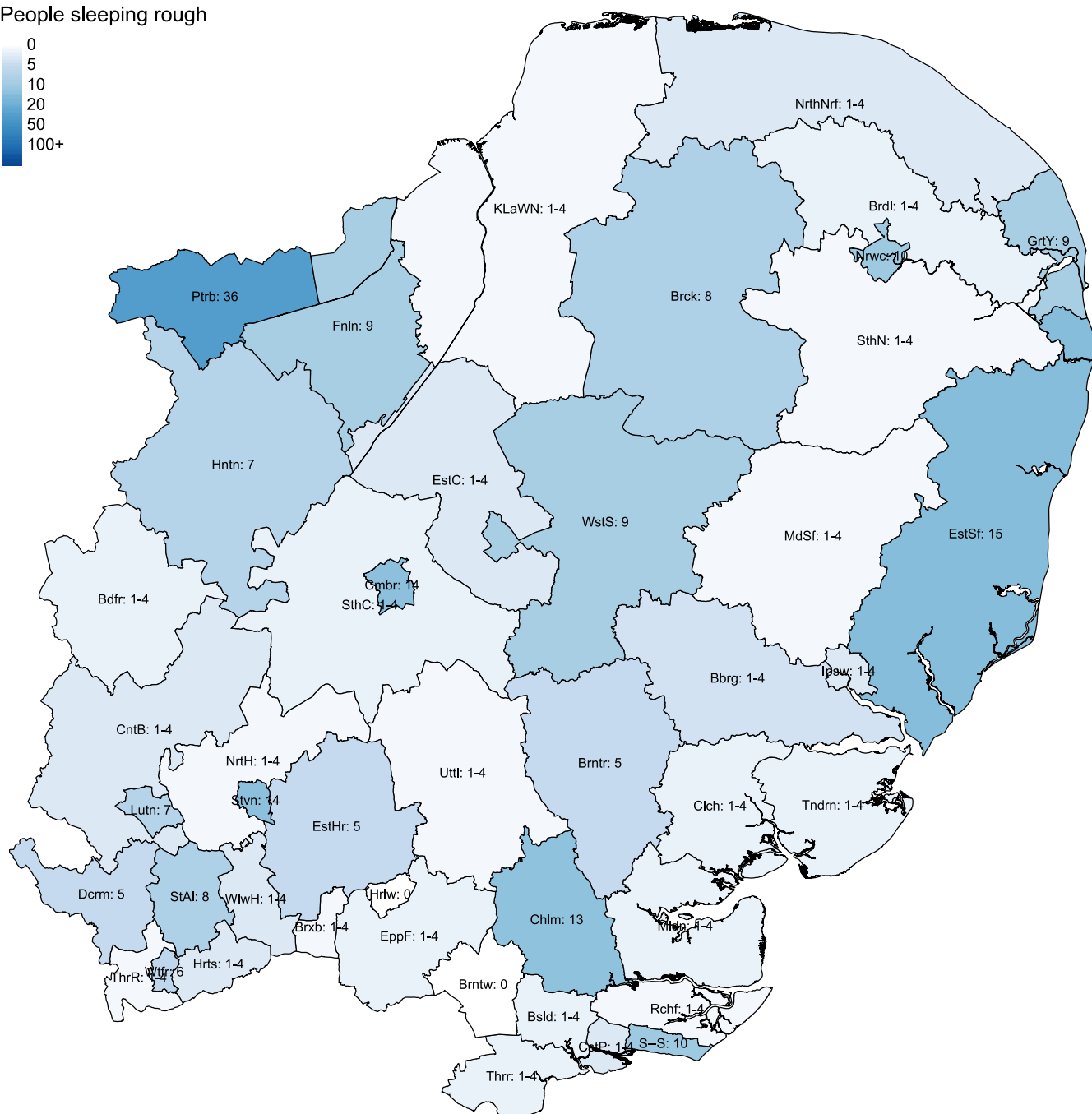
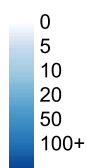
Number of people sleeping rough in the South East on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
Adur	Adur	Estimate including spotlight	1-4
Arun	Arun	Estimate including spotlight	17
Ashford	Ashfr	Estimate including spotlight	0
Basingstoke and Deane	BsaD	Estimate including spotlight	1-4
Bracknell Forest	BrcF	Estimate including spotlight	1-4
Brighton and Hove	BraH	Count	37
Buckinghamshire	Bckn	Estimate including spotlight	1-4
Canterbury	Cntr	Estimate including spotlight	18
Cherwell	ChrW	Estimate	6
Chichester	Chch	Estimate including spotlight	1-4

Local Authority	Abbreviation	Approach	Single night estimate
Crawley	Crwl	Estimate	8
Dartford	Drtf	Estimate including spotlight	6
Dover	Dovr	Count	5
East Hampshire	EstHm	Estimate including spotlight	1-4
Eastbourne	Estb	Estimate including spotlight	10
Eastleigh	Estl	Estimate	1-4
Elmbridge	Elmb	Estimate	5
Epsom and Ewell	EpaE	Estimate including spotlight	1-4
Fareham	Frhm	Estimate including spotlight	7
Folkestone and Hythe	FlaH	Count	8
Gosport	Gspr	Estimate including spotlight	1-4
Gravesham	Grvs	Estimate including spotlight	5
Guildford	Gldf	Estimate	8
Hart	Hart	Estimate	1-4
Hastings	Hstn	Estimate including spotlight	23
Havant	Hvnt	Estimate including spotlight	1-4
Horsham	Hrsh	Estimate including spotlight	7
Isle of Wight	IsoW	Count	5
Lewes	Lews	Estimate including spotlight	11
Maidstone	Mdst	Estimate including spotlight	1-4
Medway	Mdwy	Count	11
Mid Sussex	MdSs	Estimate including spotlight	6
Milton Keynes	MltK	Estimate including spotlight	18
Mole Valley	MlVl	Estimate including spotlight	1-4
New Forest	NwFr	Estimate	6
Oxford	Oxfr	Count	24
Portsmouth	Prts	Estimate	24
Reading	Rdng	Count	22
Reigate and Banstead	RgaB	Estimate including spotlight	1-4
Rother	Rothr	Estimate including spotlight	1-4
Runnymede	Rnny	Estimate	1-4
Rushmoor	Rshm	Estimate including spotlight	1-4
Sevenoaks	Svnk	Count	1-4
Slough	Slgh	Estimate including spotlight	19
South Oxfordshire	SthO	Estimate	1-4
Southampton	Sthm	Estimate including spotlight	9
Spelthorne	Splt	Count	1-4
Surrey Heath	SrrH	Estimate	5
Swale	Swal	Estimate including spotlight	6
Tandridge	Tndrd	Estimate including spotlight	1-4

Local Authority	Abbreviation	Approach	Single night estimate
Test Valley	TstV	Estimate	1-4
Thanet	Thnt	Estimate including spotlight	14
Tonbridge and Malling	TnaM	Estimate	1-4
Tunbridge Wells	TnbW	Count	1-4
Vale of White Horse	VoWH	Estimate	1-4
Waverley	Wvrl	Estimate	1-4
Wealden	Wldn	Estimate including spotlight	1-4
West Berkshire	WstB	Estimate	1-4
West Oxfordshire	WstO	Estimate	5
Winchester	Wnch	Estimate including spotlight	1-4
Windsor and Maidenhead	WnaM	Estimate	1-4
Woking	Wokng	Estimate	1-4
Wokingham	Wkngh	Count	1-4
Worthing	Wrth	Estimate including spotlight	15

8.3 East of England



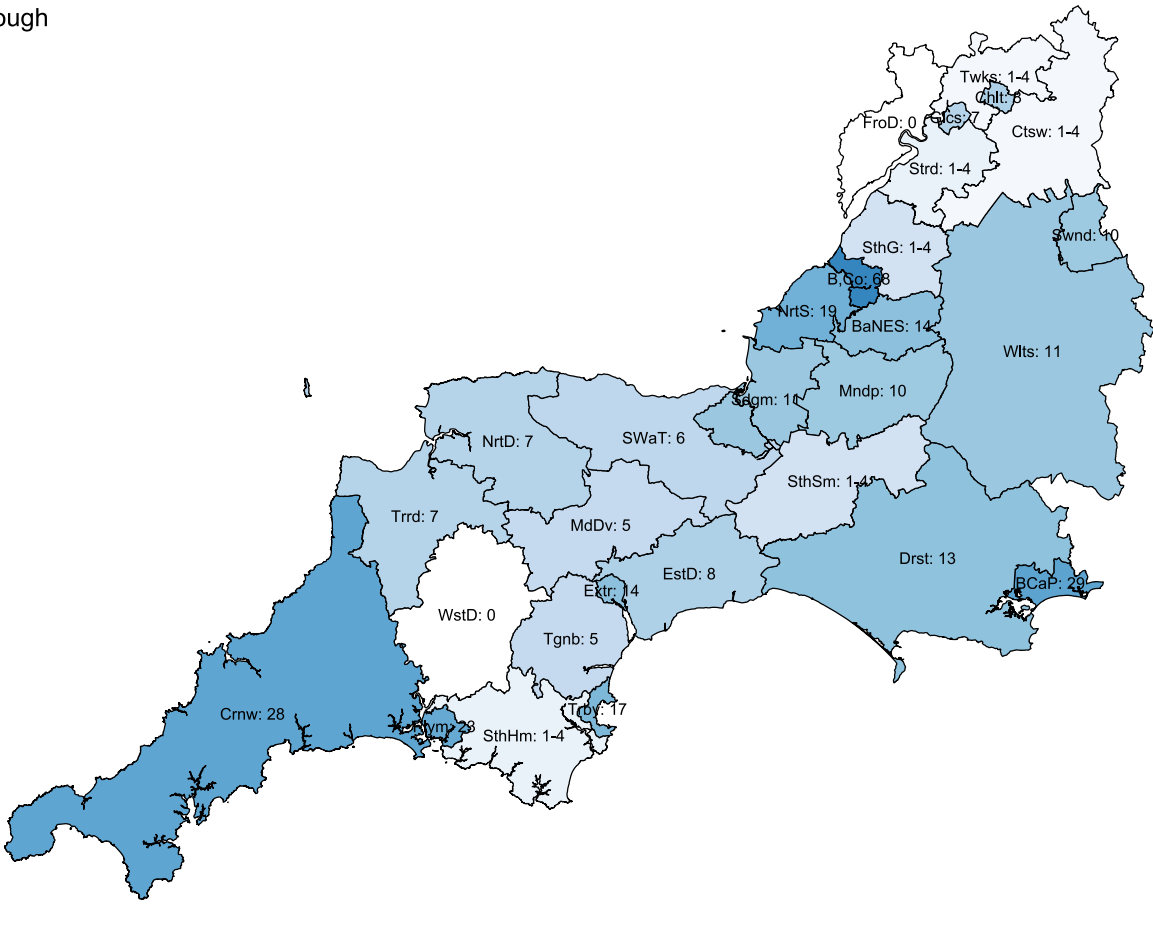
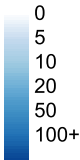
Number of people sleeping rough in the East of England on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
Babergh	Bbrg	Estimate including spotlight	1-4
Basildon	Bsld	Count	1-4
Bedford	Bdfr	Estimate including spotlight	1-4
Braintree	Brntr	Estimate	5
Breckland	Brck	Estimate	8
Brentwood	Brntw	Estimate	0
Broadland	Brdl	Estimate	1-4
Broxbourne	Brxb	Estimate	1-4
Cambridge	Cmbr	Count	14
Castle Point	CstP	Estimate	1-4

Local Authority	Abbreviation	Approach	Single night estimate
Central Bedfordshire	CntB	Estimate including spotlight	1-4
Chelmsford	Chlm	Estimate	13
Colchester	Clch	Count	1-4
Dacorum	Dcrm	Estimate including spotlight	5
East Cambridgeshire	EstC	Estimate	1-4
East Hertfordshire	EstHr	Estimate	5
East Suffolk	EstSf	Estimate including spotlight	15
Epping Forest	EppF	Estimate including spotlight	1-4
Fenland	FnlN	Count	9
Great Yarmouth	GrTY	Estimate including spotlight	9
Harlow	Hrlw	Estimate	0
Hertsmere	Hrts	Estimate	1-4
Huntingdonshire	Hntn	Estimate	7
Ipswich	Ipsw	Count	1-4
King's Lynn and West Norfolk	KLaWN	Estimate	1-4
Luton	Lutn	Estimate including spotlight	7
Maldon	Mldn	Estimate including spotlight	1-4
Mid Suffolk	MdSf	Estimate including spotlight	1-4
North Hertfordshire	NrtH	Estimate	1-4
North Norfolk	NrthNrf	Estimate	1-4
Norwich	Nrwc	Count	10
Peterborough	Ptrb	Estimate including spotlight	36
Rochford	Rchf	Estimate	1-4
South Cambridgeshire	SthC	Estimate	1-4
South Norfolk	SthN	Estimate	1-4
Southend-on-Sea	S-S	Count	10
St Albans	StAl	Estimate including spotlight	8
Stevenage	Stvn	Estimate	14
Tendring	Tndrn	Estimate	1-4
Three Rivers	ThrR	Estimate	1-4
Thurrock	Thrr	Estimate	1-4
Uttlesford	Uttl	Estimate	1-4
Watford	Wtfr	Count	6
Welwyn Hatfield	Wlwh	Estimate	1-4
West Suffolk	WstS	Estimate including spotlight	9

8.4 South West

People sleeping rough

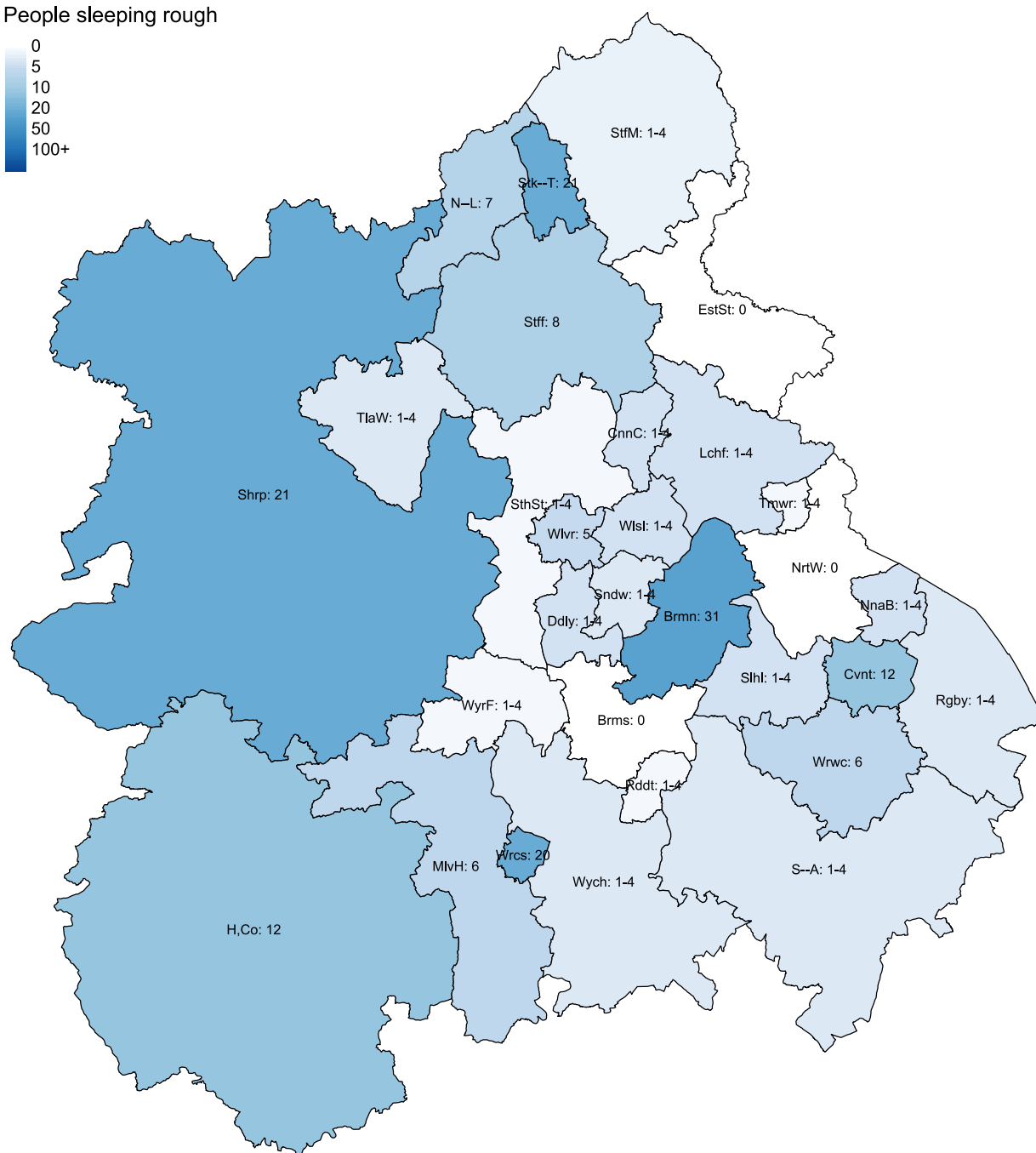


Number of people sleeping rough in the South West on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
Bath and North East Somerset	BaNES	Estimate including spotlight	14
Bournemouth, Christchurch and Poole	BCaP	Count	29
Bristol, City of	B.Co	Count	68
Cheltenham	Chlt	Estimate including spotlight	8
Cornwall	Crnw	Estimate including spotlight	28
Cotswold	Ctsw	Estimate	1-4
Dorset	Drst	Estimate including spotlight	13
East Devon	EstD	Estimate	8
Exeter	Extr	Count	14
Forest of Dean	FroD	Estimate	0

Local Authority	Abbreviation	Approach	Single night estimate
Gloucester	Glcs	Estimate including spotlight	7
Isles of Scilly	IsoS	Estimate including spotlight	0
Mendip	Mndp	Estimate including spotlight	10
Mid Devon	MdDv	Estimate	5
North Devon	NrtD	Estimate including spotlight	7
North Somerset	NrtS	Estimate including spotlight	19
Plymouth	Plym	Count	23
Sedgemoor	Sdgm	Estimate including spotlight	11
Somerset West and Taunton	SWaT	Count	6
South Gloucestershire	SthG	Estimate	1-4
South Hams	SthHm	Estimate including spotlight	1-4
South Somerset	SthSm	Estimate including spotlight	1-4
Stroud	Strd	Estimate	1-4
Swindon	Swnd	Estimate including spotlight	10
Teignbridge	Tgnb	Estimate including spotlight	5
Tewkesbury	Twks	Estimate	1-4
Torbay	Trby	Estimate including spotlight	17
Torridge	Trrd	Estimate including spotlight	7
West Devon	WstD	Estimate	0
Wiltshire	Wlts	Estimate including spotlight	11

8.5 West Midlands

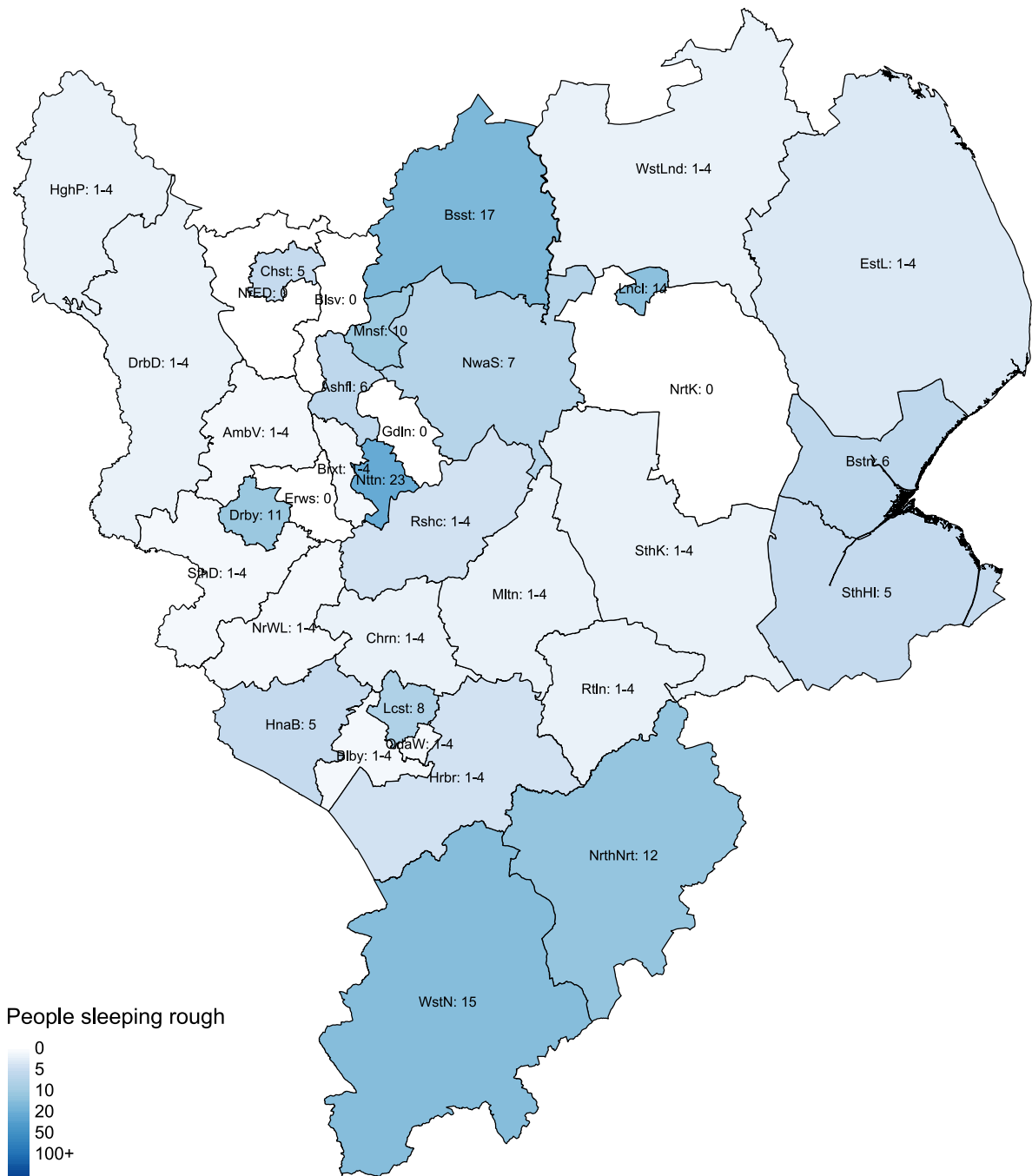


Number of people sleeping rough in the West Midlands on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
Birmingham	Brmn	Estimate including spotlight	31
Bromsgrove	Brms	Estimate	0
Cannock Chase	CnnC	Estimate	1-4
Coventry	Cvnt	Count	12
Dudley	Ddly	Estimate	1-4
East Staffordshire	EstSt	Count	0
Herefordshire, County of	H.Co	Estimate including spotlight	12
Lichfield	Lchf	Estimate	1-4
Malvern Hills	MlvH	Estimate	6
Newcastle-under-Lyme	N-L	Estimate	7

Local Authority	Abbreviation	Approach	Single night estimate
North Warwickshire	NrtW	Estimate including spotlight	0
Nuneaton and Bedworth	NnaB	Estimate including spotlight	1-4
Redditch	Rddt	Estimate	1-4
Rugby	Rgby	Estimate including spotlight	1-4
Sandwell	Sndw	Estimate including spotlight	1-4
Shropshire	Shrp	Estimate including spotlight	21
Solihull	Slhl	Estimate including spotlight	1-4
South Staffordshire	SthSt	Estimate including spotlight	1-4
Stafford	Stff	Estimate	8
Staffordshire Moorlands	StfM	Estimate including spotlight	1-4
Stoke-on-Trent	Stk-T	Estimate	21
Stratford-on-Avon	S-A	Estimate including spotlight	1-4
Tamworth	Tmwr	Estimate	1-4
Telford and Wrekin	TlaW	Estimate	1-4
Walsall	Wsl	Estimate including spotlight	1-4
Warwick	Wrwc	Estimate including spotlight	6
Wolverhampton	Wlvr	Estimate including spotlight	5
Worcester	Wrcc	Estimate	20
Wychavon	Wych	Estimate	1-4
Wyre Forest	WyrF	Estimate	1-4

8.6 East Midlands

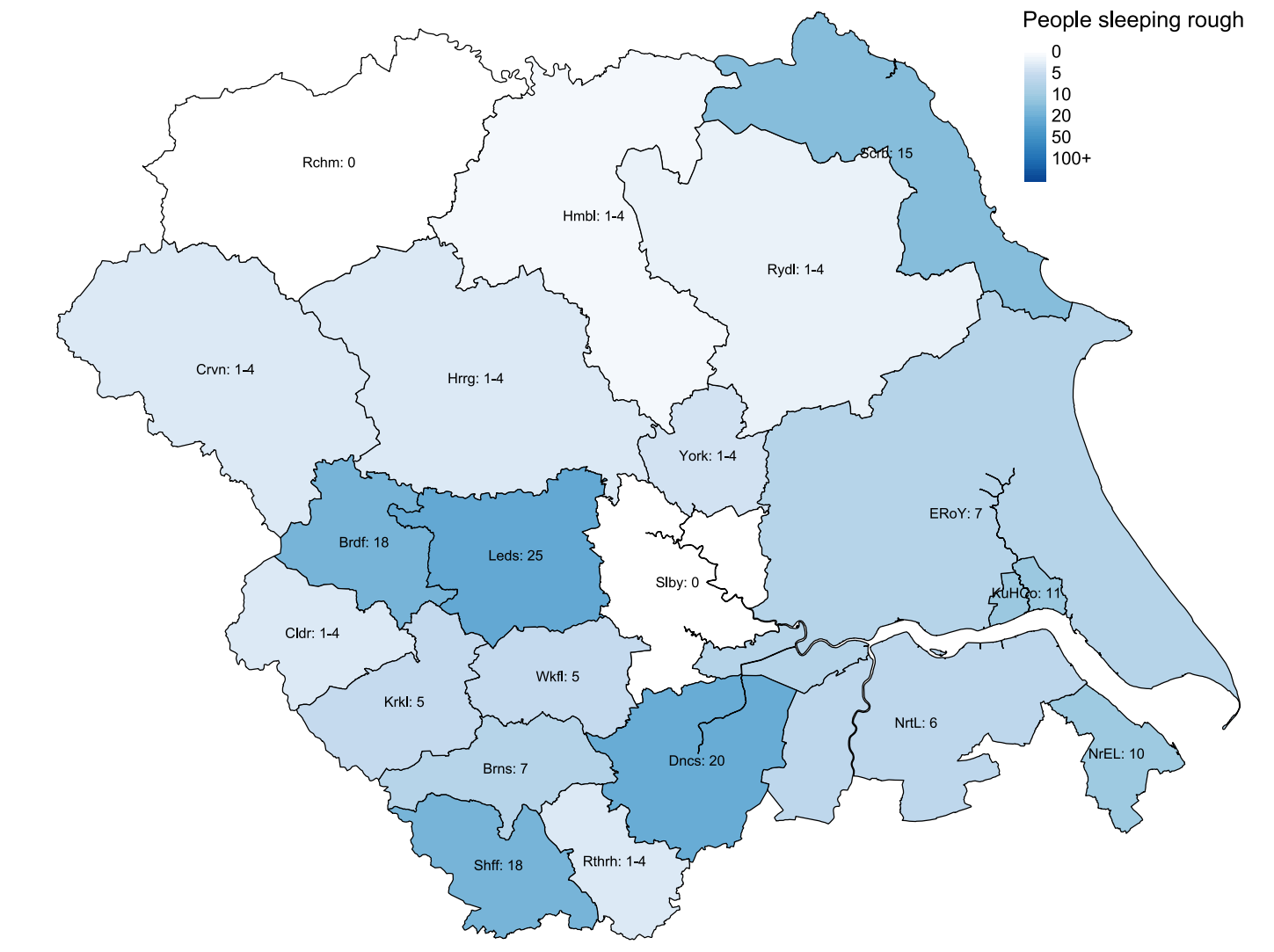


Number of people sleeping rough in the East Midlands on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
Amber Valley	AmbV	Estimate including spotlight	1-4
Ashfield	Ashfl	Estimate including spotlight	6
Bassetlaw	Bsst	Estimate including spotlight	17
Blaby	Blby	Estimate	1-4
Bolsover	Blsv	Estimate including spotlight	0
Boston	Bstn	Estimate including spotlight	6
Broxtowe	Brxt	Estimate including spotlight	1-4
Charnwood	Chrn	Estimate	1-4
Chesterfield	Chst	Estimate including spotlight	5
Derby	Drby	Estimate including spotlight	11

Local Authority	Abbreviation	Approach	Single night estimate
Derbyshire Dales	DrbD	Estimate including spotlight	1-4
East Lindsey	EstL	Estimate including spotlight	1-4
Erewash	Erws	Estimate including spotlight	0
Gedling	Gdln	Estimate including spotlight	0
Harborough	Hrbr	Estimate	1-4
High Peak	HghP	Estimate including spotlight	1-4
Hinckley and Bosworth	HnaB	Estimate	5
Leicester	Lcst	Estimate including spotlight	8
Lincoln	Lncl	Estimate including spotlight	14
Mansfield	Mnsf	Estimate including spotlight	10
Melton	MLtn	Estimate	1-4
Newark and Sherwood	NwaS	Estimate including spotlight	7
North East Derbyshire	NrED	Estimate including spotlight	0
North Kesteven	NrtK	Estimate	0
North Northamptonshire	NrthNrt	Estimate including spotlight	12
North West Leicestershire	NrWL	Estimate including spotlight	1-4
Nottingham	Nttn	Estimate including spotlight	23
Oadby and Wigston	OdaW	Estimate	1-4
Rushcliffe	Rshc	Estimate including spotlight	1-4
Rutland	Rtln	Estimate	1-4
South Derbyshire	SthD	Estimate including spotlight	1-4
South Holland	SthHL	Estimate including spotlight	5
South Kesteven	SthK	Count	1-4
West Lindsey	WstLnd	Estimate	1-4
West Northamptonshire	WstN	Estimate including spotlight	15

8.7 Yorkshire and The Humber



Number of people sleeping rough in Yorkshire and The Humber on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
Barnsley	Brns	Estimate including spotlight	7
Bradford	Brdf	Estimate including spotlight	18
Calderdale	Cldr	Estimate	1-4
Craven	Crvn	Estimate	1-4
Doncaster	Dncs	Estimate including spotlight	20
East Riding of Yorkshire	ERoY	Estimate including spotlight	7
Hambleton	Hmbl	Estimate	1-4
Harrogate	Hrrg	Estimate	1-4
Kingston upon Hull, City of	KuHCo	Estimate including spotlight	11
Kirklees	Krkl	Estimate	5

Local Authority	Abbreviation	Approach	Single night estimate
Leeds	Leds	Count	25
North East Lincolnshire	NrEL	Estimate including spotlight	10
North Lincolnshire	NrtL	Estimate	6
Richmondshire	Rchm	Estimate	0
Rotherham	Rthrh	Estimate including spotlight	1-4
Ryedale	Rydl	Estimate	1-4
Scarborough	Scrb	Estimate	15
Selby	Slby	Estimate including spotlight	0
Sheffield	Shff	Count	18
Wakefield	Wkfl	Estimate including spotlight	5
York	York	Estimate	1-4

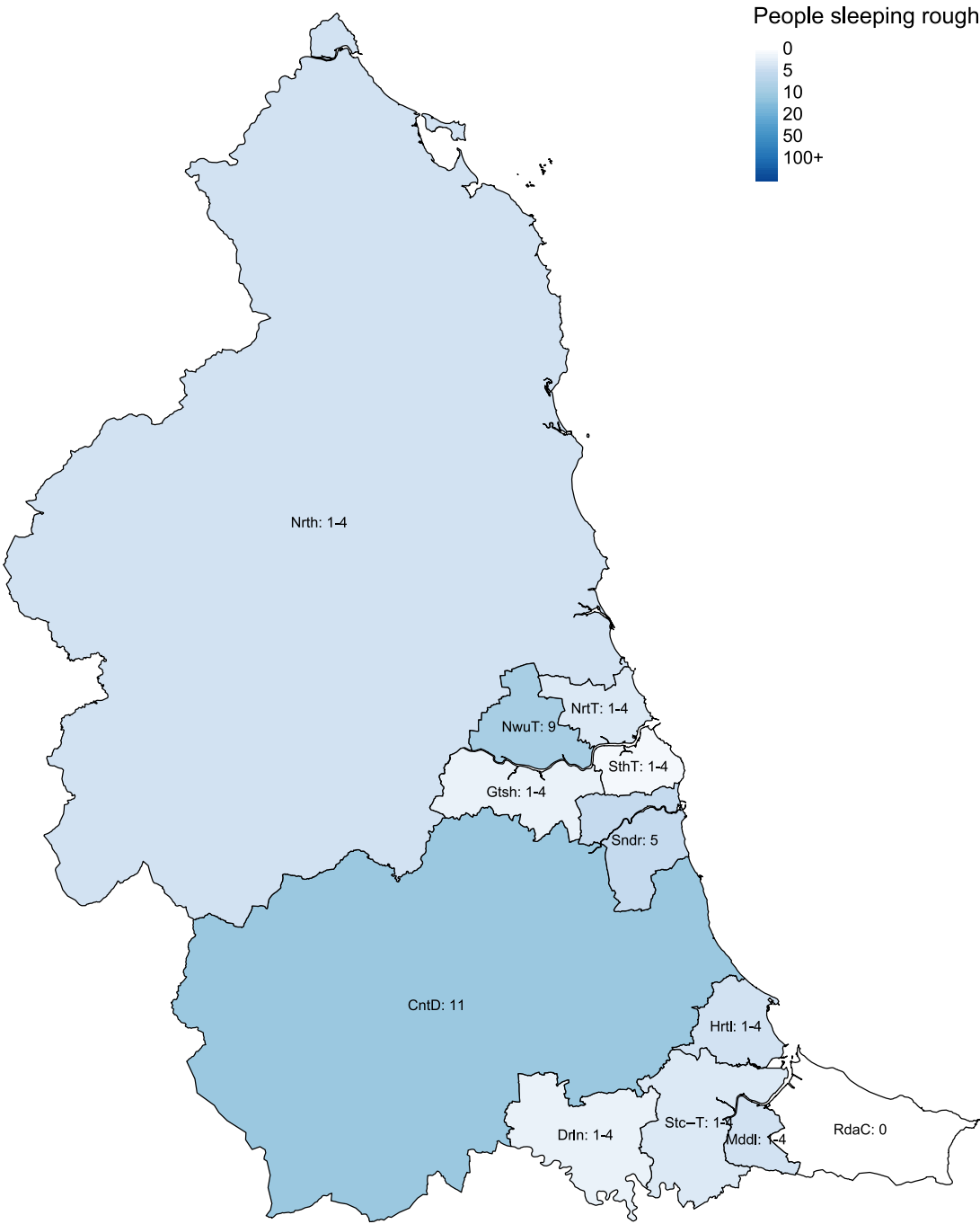
8.8 North West



Local Authority	Abbreviation	Approach	Single night estimate
Allerdale	Allr	Estimate	0
Barrow-in-Furness	B–F	Estimate	0
Blackburn with Darwen	BlwD	Estimate	11
Blackpool	Blnk	Estimate including spotlight	14
Bolton	Bltn	Estimate including spotlight	10
Burnley	Brnl	Estimate	6
Bury	Bury	Count	1-4
Carlisle	Crls	Estimate	0
Cheshire East	ChsE	Estimate including spotlight	1-4
Cheshire West and Chester	CWac	Estimate including spotlight	8

Local Authority	Abbreviation	Approach	Single night estimate
Chorley	Chrl	Estimate including spotlight	5
Copeland	Cpln	Estimate	0
Eden	Eden	Estimate	0
Fylde	Fyld	Estimate	1-4
Halton	Hltn	Estimate including spotlight	0
Hyndburn	Hynd	Count	1-4
Knowsley	Knws	Estimate including spotlight	0
Lancaster	Lncs	Estimate	1-4
Liverpool	Lvrp	Count	20
Manchester	Mnch	Count	43
Oldham	Oldh	Estimate including spotlight	1-4
Pendle	Pndl	Estimate	0
Preston	Prst	Count	6
Ribble Valley	RbbV	Estimate	0
Rochdale	Rchd	Estimate including spotlight	6
Rossendale	Rssn	Estimate	1-4
Salford	Slfr	Estimate including spotlight	8
Sefton	Sftn	Estimate including spotlight	0
South Lakeland	SthL	Estimate	9
South Ribble	SthR	Estimate including spotlight	1-4
St. Helens	St.H	Estimate including spotlight	1-4
Stockport	Stck	Estimate including spotlight	7
Tameside	Tmsd	Estimate including spotlight	5
Trafford	Trff	Estimate including spotlight	1-4
Warrington	Wrrn	Estimate including spotlight	10
West Lancashire	WstLnc	Estimate	0
Wigan	Wign	Estimate including spotlight	5
Wirral	Wrri	Estimate including spotlight	1-4
Wyre	Wyre	Estimate	1-4

8.9 North East



Number of people sleeping rough in the North East on a single night in autumn 2021

Local Authority	Abbreviation	Approach	Single night estimate
County Durham	CntD	Estimate including spotlight	11
Darlington	Drln	Estimate including spotlight	1-4
Gateshead	Gtsh	Estimate including spotlight	1-4
Hartlepool	Hrtl	Estimate	1-4
Middlesbrough	Mddl	Count	1-4
Newcastle upon Tyne	NwuT	Estimate including spotlight	9
North Tyneside	NrtT	Count	1-4
Northumberland	Nrth	Estimate	1-4
Redcar and Cleveland	RdaC	Estimate including spotlight	0
South Tyneside	SthT	Count	1-4

Local Authority	Abbreviation	Approach	Single night estimate
Stockton-on-Tees	Stc-T	Estimate including spotlight	1-4
Sunderland	Sndr	Count	5

Footnotes:

1. This definition has been in place since the snapshot methodology was introduced in 2010.
2. Demographic information was collected for the first time in 2016. The totals included 'Not known' but not all local authorities were able to provide exact numbers of these 'Not known' responses. Therefore this information is not comparable with later years.
3. Only approach changes from a "Count-based estimate" to "Evidence-based estimate" or "Evidence-based estimate" to a "Count-based estimate" were considered as a change in approach. "Evidence-based estimate" to "Evidence-based estimate including spotlight" (or vice versa) were not recognised as a change in approach. We did not routinely collect and report information about evidence-based estimates including spotlight counts before 2018 despite this approach being available - these were all classified as estimates.



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Client - Descriptor	June 2022 Circumstances
British Male	In CoL social tenancy
British Male	In CoL temporary accommodation
EEA National Male	In long term mental health hospital
EEA National Male	In long term Mental health supported accommodation
British Male	In long-term Mental health rehab
Non-EEA Foreign National Male	Mental Health section - Now living with Family
British Male	Rough sleeping CoL
British Male	Rough sleeping in another borough
British Male	Rough sleeping in CoL
Non-EEA Foreign National Male	Rough sleeping in CoL
British Male	Rough sleeping in CoL
British Male	Rough Sleeping in CoL
Unknown Nationality Male	Rough Sleeping in CoL
EEA National Male	Supported to settled accommodation
British Male	Supported to settled accommodation
British Male	Supported to settled accommodation
British Male	Whereabouts unknown
British Male	Whereabouts unknown
Unknown Nationality Male	Whereabouts unknown
British Male	Whereabouts unknown

Outcome	Total
Accommodated	6
Long term medical care	3
Rough Sleeping	7
Unknown	4

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Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee – For Information	04/07/2022
Subject: Annual SWEP Report 2021	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1, 2, 3, 4, 11
Does this proposal require extra revenue and/or capital spending?	No
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
Report of: Andrew Carter, Director of Community and Children’s Services	For Information
Report author: Jack Deeprose, Rough Sleeping Co-ordinator	

Summary

This report serves as an accompanying text to Appendix 1 – Thames Reach Severe Weather Emergency Protocol (SWEP) Review 2021–22, the report authored by our City Outreach team on the nature and data of this year’s SWEP activations.

Paragraphs in the ‘Current Position’ section of this document will follow the same headings as in the Thames Reach report and will provide additional comment and context where useful. This report does not aim to duplicate the content of the Thames Reach SWEP report.

This report highlights the reduced number of nights in which SWEP was active during the winter of 2021/22 compared to the previous year. There were 21 individuals who accepted a SWEP offer during the season, which is the same number as the previous year. This report notes the high amount of accommodation offers and placements made during the winter months but outside of SWEP activation periods in 2021/22. Also reflected on are the challenges presented by different cohorts of rough sleepers who chose to decline SWEP offers, and the importance of health service and adult social care interventions.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. SWEP aims to prevent loss of life during periods of extreme and freezing weather in the City of London (CoL).
2. SWEP is both a local protocol, with CoL-specific guidance and procedures, and also a Greater London Authority (GLA) protocol. This is reflected in two main ways:
 - SWEP Accommodation: GLA has Pan-London SWEP provision, though local authorities will also provide their own local provision. The expectation is that, under normal circumstances, local authorities will exhaust their own accommodation before utilising the GLA Pan-London offer, though there are exceptions based on the client's needs.
 - SWEP Activation: The GLA will activate SWEP when any part of the capital is forecast to be 0 degrees or lower overnight. CoL can activate its own SWEP protocol independent of GLA activation, but the scenarios where this would occur are rare.
3. Once SWEP has been activated by the GLA and CoL officers, Thames Reach City Outreach team target all rough sleepers currently bedding down in the CoL, and make them offers of accommodation. Accommodation offers consist of extra temporary beds in CoL-commissioned supported hostels, hotel accommodation, assessment centre beds, and temporary studio unit accommodation.

Current Position

4. Provision

City Outreach were able to utilise funds granted to CoL from the Department for Levelling Up, Housing and Communities (DLUHC) designated under the 'Winter Pressures Fund' (WPF). This extra funding was to ensure that extra accommodation provision and off-the-street offers were available to rough sleepers during the winter months. Due to this, City Outreach noted that SWEP uptake by rough sleepers may have been lower during 2021/22 due to many individuals already placed into emergency or temporary accommodation.

5. The SWEP accommodation provision available for City Outreach to utilise consisted of a mixture of different option types aimed to cater for differing levels of rough sleeper support needs. This ranged from extra spaces at the CoL's 24-hour staffed support hostels, spaces in the temporary City Assessment Service (CAS), hotel bookings, temporary accommodation (TA) units booked through our contracted TA providers, and GLA provided Pan-London SWEP accommodation.

6. The 'In for Good' principle dictates that local authorities operating under the GLA SWEP protocol should aim to retain all rough sleepers placed into accommodation during SWEP periods, and accommodation placements should not end until a reasonable onwards offer of accommodation can be made to the client. CoL operate this principle during SWEP activations.

7. Activity

2020/21	
SWEP activation	Nights
23/12/20–31/12/20	8
06/01/21–12/01/21	7
13/01/21	1
15/01/21–18/01/21	4
22/01/21–24/01/21	3
29/01/21–01/02/21	4
05/02/21–15/02/21	11
02/04/21–05/04/21	4
Total Nights	42

2021/22	
SWEP activation – deactivation	Nights
26/11/2021–29/11/2021	3
21/12/2021–22/12/2021	1
05/01/2022–06/01/2022	1
13/01/2022–14/01/2022	1
17/01/2022–18/01/2022	1
20/01/2022–21/01/2022	1
17/02/2022–21/02/2022	4
01/04/2022–05/04/2022	3
Total Nights	15

The nature of SWEP activations were drastically different in 2021/22 compared the previous year. While SWEP was activated eight times each season, during 2020/21 each activation period was much longer due to persisting freezing weather. 2021/22 activations were largely single-night occurrences.

8. Although there were more total nights of SWEP in 2020/21, SWEP accommodation offers were accepted on 21 occasions in both years. During 2021 the offer was made 101 times to 60 individuals. In the previous year it was offered 138 times to 49 individuals. The most recent SWEP season saw offers being made to more individuals. However, offers were also declined by more people: 34 rough sleepers declined SWEP in 2020/21, while 45 did so in 2021/22. Thames Reach's SWEP review noted the reasons for this cohort declining SWEP as including begging, non-engagement, and mental health concerns which are shared among declining clients across SWEP seasons.
9. The proportion of Living on the Streets (LOS), longer-term entrenched and street attached clients who accepted SWEP offers in 2021/22 made up half of all SWEP placements, which is a large rise in uptake in this cohort from 16% the previous year. This was a great achievement for the City Outreach team, and highlights their persistent work with LOS clients, in combination with health services.

10. Length of SWEP stay

The Thames Reach SWEP review noted that the most SWEP stays were for one night due to the short nature of activations in the season. However, under the 'In for Good' principle, only five clients returned to the streets after SWEP, with all other clients going on to other forms of short-term and long-term accommodation.

11. The review noted that 100% of clients who accepted a SWEP offer were male. This is due to a combination of female rough sleepers making up a relatively small proportion of total rough sleepers (10% in Q4), but also female clients in CoL often being among the most complex and hardest-to-engage clients, many not choosing to engage with any rough sleeping services for large periods of time.

12. Support Needs

Mental health needs, as shown the table in this section of the Thames Reach report,¹ refers to clients who may have suspected mental health needs – by informal assessment by rough sleeping teams, as well as those with formal diagnosis.

The review noted that the most prevalent support needs for those who declined SWEP offers were mental health related. All clients presenting with suspected mental health concerns, regardless of SWEP being active or not, are worked with by mental health teams to support, safeguard and diagnose. During SWEP periods focused work is carried out by City Outreach, health services, and adult social care to assess and ensure that clients who repeatedly refusal emergency accommodation have the mental capacity to make decisions under the Mental Capacity Act. However, it is often the case that, while someone may have an enduring mental health condition, they still have the capacity to choose to make unwise decisions.

13. Support Provided

The review highlights the range of health, accommodation, support, and training provisions open to clients who accessed SWEP accommodation, to ensure that they have the best chance of not returning to rough sleeping.

14. Findings

The key findings of Thames Reach review highlight that mental health needs and high support needs made refusals of accommodation in adverse weather more likely. This area of work is a key focus for our City Outreach team, mental health services, and our CoL Rough Sleeping Social Worker, both during SWEP periods and all year round. Continuous work is carried out with vulnerable clients who persistently refuse offers of accommodation, and statutory assessments are carried out to both safeguard clients, and to identify any issues with capacity to

¹ Appendix 1 – Thames Reach Severe Weather Emergency Protocol (SWEP) Review 2021-22, Page 6

make decisions.

15. The review again noted that the high amount of accommodation offers available to clients during 2021/22 outside of SWEP provision potentially contributed to fewer clients being present on the streets to accept an offer. For example, during the period of November SWEP activation, CoL already had 63 clients placed in assessment accommodation prior to any SWEP offers being made.

16. Recommendations for 2022/2023

Thames Reach's recommendations for the next SWEP season focus on the challenges highlighted in the key findings. The need for clients with complex mental health needs to be placed in a supported accommodation environment is noted, and this will be eased with the opening of CoL's two capital projects – the new CAS and high support hostel – towards the end of this calendar year.

The recommendations also note the importance of the Mobile Intervention Support Team (MIST) service continuing, and the vital work they do in providing in-reach service to clients in a range of unstaffed accommodation. MIST is part of CoL Rough Sleeping Initiative funding for 2022–25, and the service contract will be going to market in the imminent future.

Options

17. There are no additional options arising from this paper.

Proposals

18. There are no proposals arising from this paper.

19. Corporate & Strategic Implications

There are no strategic implications directly related to this report

Financial implications – N/A

Resource implications – N/A

Legal implications – N/A

Risk implications – N/A

Equalities implications – N/A

Climate implications – N/A

Security implications – N/A

Conclusion

20. In conclusion, the SWEP period during winter months of 2021/22 was quieter overall than the previous year. While SWEP was activated eight times in both

years, during the most recent period, the total nights that SWEP remained active due to freezing temperatures was 27 calendar days less. A total of 21 rough sleepers accepted offers of SWEP accommodation during activation periods in 2021/22, while 45 individuals declined the offer at some point over the winter months. The accompanying Thames Reach review noted the challenges of persuading non-engaging clients, and those with complex mental health needs, to accept offers of accommodation, and the multi-agency work carried out to target these individuals. The successes of this SWEP period are highlighted in the review, with the majority of clients remaining in accommodation after SWEP was de-activated, and a high proportion of those assisted were our hard-to-engage LOS cohort.

The recommendations of the review regarding mental health investigations and supported accommodation needs have been noted by CoL officers. Work will continue this year on making good use of joint work mental health services, the Rough Sleeping Social Worker, and new accommodation projects to build on the CoL's SWEP offer and response.

Appendices

- Appendix 1 – Thames Reach Severe Weather Emergency Protocol (SWEP) Review 2021–22

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1. Introduction

In accordance with GLA guidelines, the City of London operates a SWEP programme during winter months. The approach references good practice advised by the GLA and occurred simultaneously with City of London operating an 'Everyone In' policy due to national lockdown and COVID-19 guidelines.

The aim of this document is to review the processes of SWEP in 2021/2022 and highlight the varied factors which impacted the approach and provision offered in the City of London. Such reflection being imperative to plan the next occurrence of SWEP and arrange appropriate and effective provision for individuals facing homeless in City during extreme weather conditions.

For 2021/22, all data is derived from CHAIN rather than local systems or a combination of local systems and CHAIN.

2. Provision

Throughout the entire winter period 2021 - 2022 the City Outreach team were able to utilise funds made available to them from the City of London to make off the street offers to clients of hotel bookings over and above the SWEP remit. There were 29 such placements made which did not happen during SWEP periods. These bookings were made and managed by the City outreach team. While offering an 'off the street offer' to those in need, significantly reducing those rough sleeping in the City of London during the winter, this provision also affected the numbers 'Accepting' SWEP offers in this report as those who would have accepted SWEP under normal circumstances may have already accepted offers of accommodation and therefore are not included in this report.

City SWEP 2021/22 consisted of the following measures:

- 1 spaces at Great Guildford St (Southwark)
- 1 space at Crimscott St (Southwark)
- 1 spaces at The City Lodge
- 4 spaces at CAS 'City Assessment service' (Carter lane YHA) / CIE 'City Inn express'
- Ad-hoc Travelodge placements made by outreach on the night of the SWEP period.
- Extra and flexible outreach shifts ensuring at least one shift every 24hrs during SWEP period
- TA and assessment bed placements post SWEP
- Pan London SWEP beds

SWEP was activated every night the temperature was expected to be zero degrees in any London borough. All activations were initiated by the GLA and followed by local arrangements. On more than one occasion City and GLA SWEP was sustained or extended for operational reasons, rather than according to the weather forecast. For example, this is due to when SWEP ends on a 'non-working' day. All clients placed in SWEP were done so under the in for good principal, which ensures clients are given a further offer of accommodation before the provision ends.

3. Activity

SWEP was activated eight times during 2021/2022 the same number of SWEP periods as 2020/2021 but significantly covering only 15 nights compared to 42 nights in 2020/2021. The SWEP periods were mainly centred on cold weather periods during January.

SWEP activation - deactivation	Nights
26/11/2021 - 29/11/2021	3
21/12/2021 - 22/12/2021	1
05/01/2022 - 06/01/2022	1
13/01/2022 - 14/01/2022	1
17/01/2022 - 18/01/2022	1
20/01/2022 - 21/01/2022	1
17/02/2022 - 21/02/2022	4
01/04/2022 - 05/04/2022	3
Total Nights	15

SWEP was offered 101 times to 60 individuals. The offer was accepted 21 times and declined on 80 occasions. 45 people declined to access SWEP at some point during the season. Reasons given for declining SWEP included needing to be with/wait for someone, needing to beg, not wanting to travel, and not feeling cold/vulnerable (it should be noted that inner London temperatures were significantly warmer than outer London at times) and concerns that coming into accommodation and potentially returning to the streets their resilience to

the cold would then lessen. The outreach team also noted possible mental health needs and persistent non-engagement as reasons for people not accepting SWEP offers.

Due to the cold weather and the primary offer of SWEP being a stay in a local hotel (Travelodge), there was a large uptake from clients with lower support needs and individuals who were new to the street. However, there were individuals who despite frequent attempts and offers, continued to refuse offers of SWEP accommodation. Individuals who consistently refused SWEP accommodation mainly were those identified being on the 'Living on the Streets' cohort. To combat this, the City Outreach team persistently attended and offered the provision and attended with Doctors of the World and RAMHP to help advocate and try to decipher if there were any barriers to individuals accessing provisions. This saw success, with 9 LOS clients accessing accommodation during the winter months (50% of the clients to be housed under SWEP 2021 -22).

Length of SWEP stay

Length of stay *	
1 night	11
2 nights	0
3 nights	1
4 nights	0
5 nights	1
+6 nights	3

*Only nights SWEP was active.

At the end of these stays, often SWEP placements were continued but with a new timeline event on CHAIN. This is demonstrated in high volumes of these records in the table below:

Post-SWEP Destination	Frequency
Assessment Centre	5
Bed & Breakfast	2
NSNO staging post	2
Temporary Accommodation	2
Supported Housing	1
Crisis at Christmas	3
Sleeping rough/Returned to streets	5
Night Shelter	1
Grand Total	21

The above table is data directly pulled from CHAIN which is inputted by Outreach staff. 5 clients (23%) went from SWEP accommodation stays to Assessment centre bedspaces, these were at CAS City assessment service at the start of the winter period and City Inn Express

towards the end of the winter period. Both these accommodations were provided by Providence Row housing association.

Unfortunately, out of the 18 records of SWEP accommodation timelines, 5 clients (23%) returned to rough sleeping. Further analysis into these records shows that this was due to 2 clients evicted for smoking in their rooms, and 3 clients abandoning before they could be placed elsewhere in the CoL pathway.

4. Demographics

Gender of Clients accessing SWEP	Frequency
Female	0
Male	21
Total	21

The above table shows that 100% of SWEP records were for male clients. Studies show that in an analysis of rough sleeping in England in 2020, “14% of total number of rough sleepers individuals were female” (HomelessLink, 2020). For London specifically, it was estimated that female rough sleepers were 109 out of a total of 703 of the rough sleeping population (15.5%). Therefore, the statistics of female rough sleepers in City of London accessing SWEP was well below that of the general population. It should be noted however that research has highlighted that women are more likely to be ‘hidden homeless’ rather than street homeless, for example sofa-surfing (Crisis, 2008).

Ethnicity of Clients accessing SWEP	Frequency
Asian or Asian British - Indian	2
Asian or Asian British - Bangladeshi	1
Black or Black British - Other	1
White - British	14
White - Irish	1
White - Other	2
Total	21

Regarding ethnicity of clients accessing SWEP, the above table shows that 2 out of the 21 records are that of “White-Other” (9.5%). All clients of this cohort were of European origin. This has slight contrast to that of the wider London rough sleeping population analysed by Homeless Link (2020) where it was estimated 270 out of 714 individuals (37.815%) rough sleeping in London in 2020 were of EU nationality. Due to national policy changes regarding immigration and withdrawal from the European union, individuals in this client group face unique challenges. Specifically, that to remain in the UK it is possible in some cases that they must have full time employment to pay for accommodation as they may not have access to state benefits.

The below table investigates this further, detailing how many individuals in the SWEP cohort had recourse to public funds or not:

Recourse to Public funds status	Frequency
No	4
Not known	1
Yes	16
Total	21

In the SWEP cohort, 3 out of 21 records were of clients who did not have recourse to public funds (14.2%). Over an eighth of total clients were therefore limited in their move-on options, as they were not able to apply for housing benefit to cover housing costs. This was extended to difficulty in general living costs and personal budgeting as they were not able to apply for Universal Credit either due to lack of eligibility.

To support all clients regardless of immigration status, the City of London corporation provided hot meals and food vouchers for individuals housed in emergency accommodation, and the delivery of this provision was facilitated by the City Outreach Team and the Mobile Intervention Support Team (MIST). Support to access employment was also provided with referrals to employment services, CV writing support and help in applying for jobs. Clients were also supported in accessing pan-London day centre provisions where clients could receive extra help with their general needs.

5. Support Needs

Clients who declined SWEP

The table below shows a more detailed breakdown of the recorded support needs of individuals who declined SWEP.

Support needs of Individuals who Declined SWEP	Count
All three no	4
Drugs and mental health	7
Alcohol only	3
Alcohol, drugs and mental health	6
Alcohol and drugs	1
Alcohol and mental health	3
Mental health only	10
Drugs only	2
Nothing recorded	9

The most common support need of individuals who declined offers of SWEP was 'Mental Health only'. This demonstrates that mental health needs may contribute to ambivalence towards SWEP. The City Outreach team already hold a close working relationship with the RAMHP team and conduct joint outreach shifts every week. This is an important team in

engaging with hard-to-reach clients who experience mental health issues as a support need. As the most frequent support need type of clients who declined SWEP as an emergency accommodation provision this highlights a specific area of focus for the next season of SWEP 2022/2023. This is a continuation of the findings from 20/21.

Clients who accepted SWEP

The table below shows a more detailed breakdown of the recorded support needs of individuals who accepted SWEP.

Support needs of Individuals who accepted SWEP	Count
All three no	1
Drugs and mental health	5
Alcohol only	0
Alcohol, drugs and mental health	6
Alcohol and drugs	2
Alcohol and mental health	2
Mental health only	2
Drugs only	2
Nothing recorded	1

Rated Level	Alcohol Support Needs	Drugs Support Needs	Mental Health Support Needs
No Need	10	2	3
Low	3	2	3
Medium	5	8	7
High	0	2	2

The above table demonstrates that across the different areas of support needs, many clients had no need or low need. This suggests that clients with more complex or higher needs were less likely to accept offers of SWEP accommodation. Continuing the findings of last year's SWEP report and highlighting an area of focus for the 2022/2023 season of targeting hard-to-reach clients and individuals with higher support needs. Details of this may be achieved is noted in section 9 of the present report: "Recommendations for 2022/2023".

6. Support Provided

To support the clients accessing accommodation through the SWEP period, the City Outreach Team worked in conjunction with the Mobile Intervention Support Team (MIST). The Outreach team held the role of locating clients who were rough sleeping in City and offering SWEP placements, and following acceptance of accommodation, supporting joint casework with MIST and recognising appropriate move-on options for clients.

Support included the following areas of focus:

- Access to health services including primary care and registration with GP, Turning Point and RAMHP Mental Health services
- Application and management of benefit claims
- Application to immigration services and support of EUSS claims
- Application to supported housing projects and Private Rented Sector pathways
- Reconnection and resettlement
- General wellbeing and independent living skills

7. Findings

This report has reflected on the processes and protocols of which the SWEP 2021/2022 period held, and the clients who accessed this provision in the City of London.

Key findings of this report include the following:

- 1) Clients who have more complex or higher needs were less likely to accept offers of SWEP accommodation
- 2) The most common support needs of individuals who declined offers of SWEP was 'Mental Health only'.
- 3) The high number of rough sleepers already accommodated prior to SWEP periods as a result of the pandemic response may have contributed to fewer SWEP placements in 2021 /22

8. Stakeholder feedback

Megan Nash (Manger of CIE, Providence Row) Worked at CAS 'City Assessment service' (Carter lane YHA) and CIE during Winter 2021/22

"I would say that it went quite well! We were alerted when the weather was at the temperature for SWEP to be activated. We did not always have beds available but when we did it was communicated to the outreach team.

The outreach team were good at notifying the team when planning to bring people in and were very quick to complete risk assessments".

9. Recommendations for 2022/2023

Recommendations for the SWEP season of 2022/2023 consider the learnings of the present report.

For individuals who are new to rough sleeping in the City of London, the Outreach team are recommended to prepare them in their understanding of SWEP and that emergency accommodation may be offered at any moment during cold weather. Preparation work will also take place in general assessments for new rough sleepers with aim to reduce obstacles of potentially having to collect information on the day of SWEP being called and deciding what accommodation offer is most appropriate to need.

This report highlighted that the main cohort of individuals who decline SWEP are those who have 'mental health only' as their support need. The most appropriate SWEP provision for this group is supported hostel bed spaces, with a priority being CIE as they can move into assessment beds when available. SWEP should be used as a time for rapid assessment to facilitate progression through the City housing pathway. In the lead up to the SWEP period, it is recommended that the Outreach team continue complete groundwork in preparing clients readiness to accept SWEP. This would include recognising who currently in the cohort are in this category of support need, ensuring their risk assessments and Common Assessment Tool documents are completed, and linking the clients in with the RAMHP team for assessment of their mental health needs.

Ideally for all clients accessing SWEP, In-Reach support would be provided by MIST to be able to provide increased service for hard-to-reach clients to sustain their accommodation. This provision would also support clients with no recourse to public funds to engage with employment and therefore enabling access to accommodation options during their assessment period. Assessment by MIST will consider current and potential ability to work and immigration status as well as other support needs to enable management of expectations of accommodation options and inform decisions around what is offered to clients in their Credible Offer.

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