



Ending Rough Sleeping Data Framework



Centre for
Homelessness Impact



FRAMEWORK

THE DEFINITION

Ending rough sleeping means preventing it wherever possible and, where it cannot be prevented, making it a rare, brief, and non-recurrent experience.

Prevented

This is about enabling you to track how effectively rough sleeping is being prevented.

Rare

This provides an enhanced and more directly comparable way of tracking the prevalence of rough sleeping nationally and locally.

Brief

This allows you to assess how effectively local systems are able to rapidly identify people sleeping rough and support them off the streets, and then into long-term accommodation.

Non-recurring

This intends to track how well local areas are doing at ensuring people who have previously slept rough are supported to avoid returning to the streets.

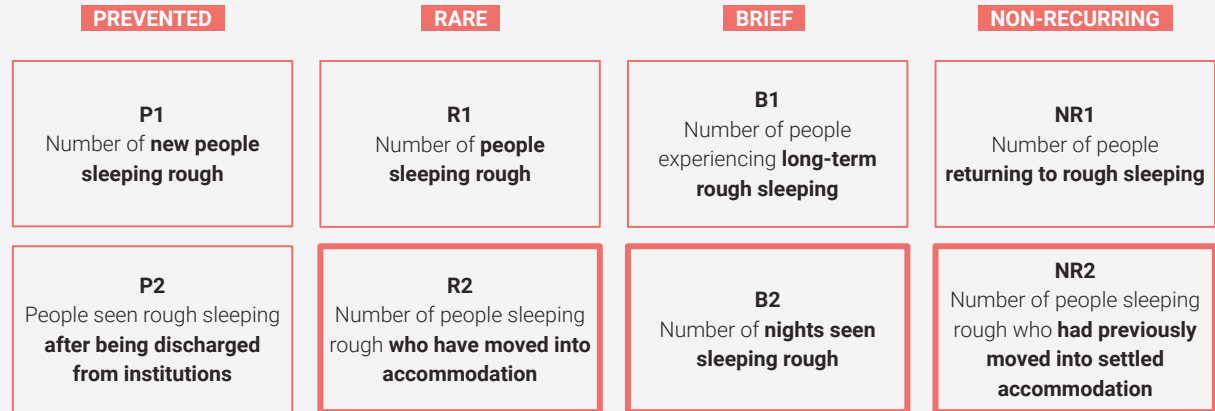
The core indicators

The framework is a set of **eight core indicators**. These are indicators that are relevant to every part of the country and will allow you to capture the prevalence of specific types of experiences of rough sleeping (for example, someone who is experiencing long term rough sleeping, or repeated rough sleeping) and shape your response to best tackle the challenges.

GOAL

Ensuring that rough sleeping, where it cannot be prevented, is rare, brief and non-recurring

CORE INDICATORS



HOW DID WE DEVELOP THE FRAMEWORK?

January 2022

CHI and Early Adopter areas working on early prototype of a local data-led framework to end rough sleeping

March – June 2022

Early Adopters group review existing best practice and co-create an initial paper prototype of a data-led framework.

May 2023

All LAs in England begin collecting data for the 5 Phase I indicators of the framework.

February 2024

Early Adopter group agree to recommend 3 Phase II indicators to framework for national adoption.

March 2022

DLUHC announces vision of 'rough sleeping is prevented, or is rare brief and non-recurring' and project with CHI and Early Adopters to test a local to national framework to understand progress.

September 2022 – January 2023

Early Adopter areas collect experimental data against framework, refining and finalising indicators with a recommendation for national adoption.

September 2023

First data is published to the DLUHC dashboard for a full quarter of reporting on the 5 Phase I indicators.

June 2024

All LAs in England begin collecting data for the 3 Phase II indicators of the framework.

What we have done

- Created a **measurable** way to track our progress toward ending rough sleeping for good in England
- Validated a new way of working, **co-creating** while working within existing structures
- Learned across local areas to inform practice and **improve the quality of data** available to decision-makers

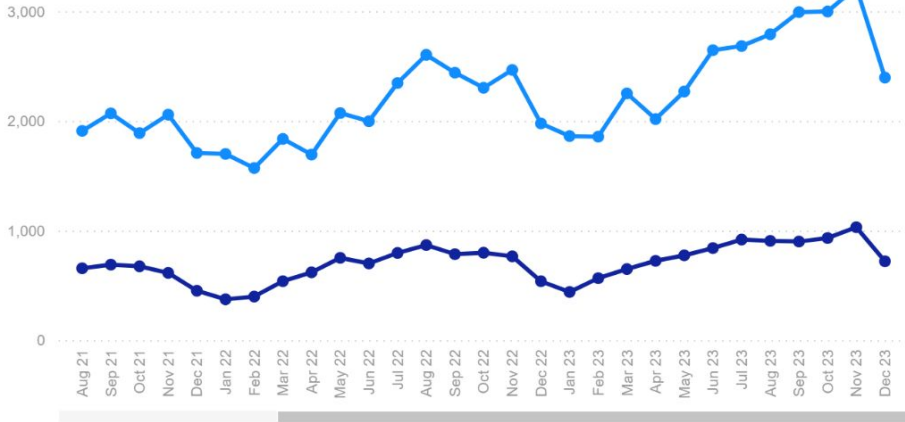


Visualising data for decisions at the national and local levels

New people sleeping rough (P1)

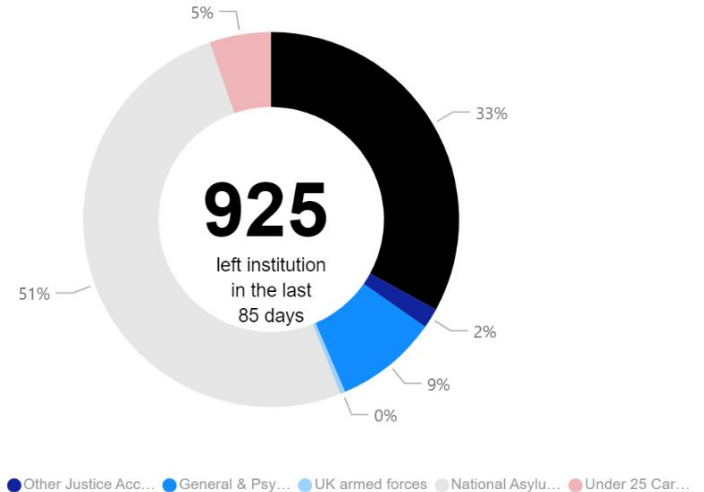
numbers % of total distributic

● (P1) new people sleeping rough over the month ● (P1) new people sleeping rough on a single night



People sleeping rough over the month who have left an institution (P2)

current month trends



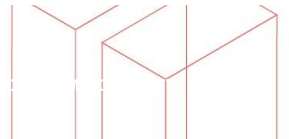
Map of % people sleeping rough over the month who are new (P1)

Map Data table About the data



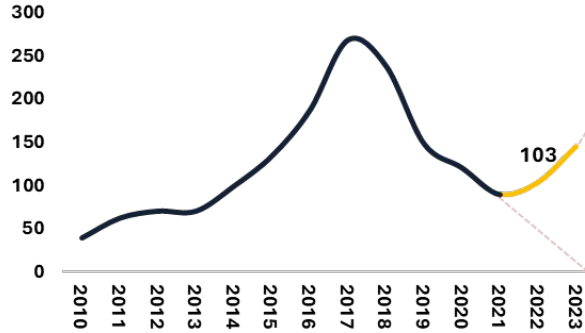
Map of people sleeping rough over the month who have left an institution (P2)

Map Data table About the data

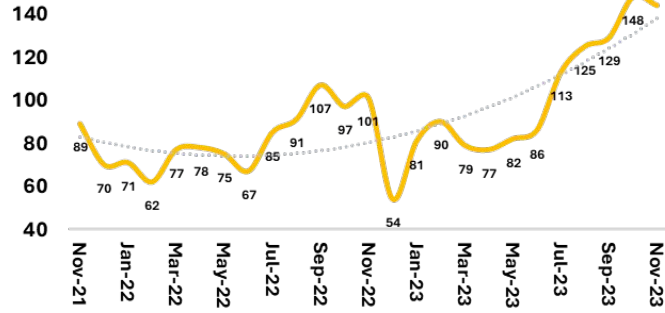


Visualising data for decisions at the national and local levels

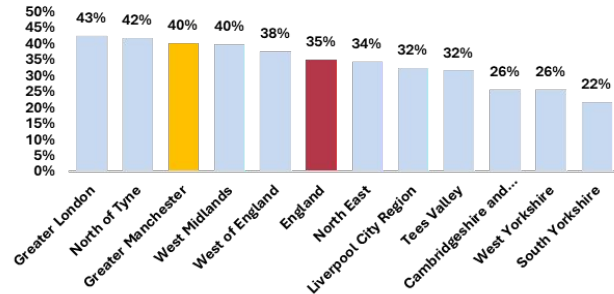
Context - annual rough sleeping snapshot



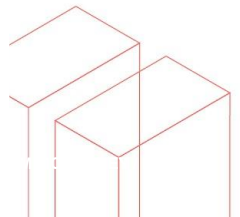
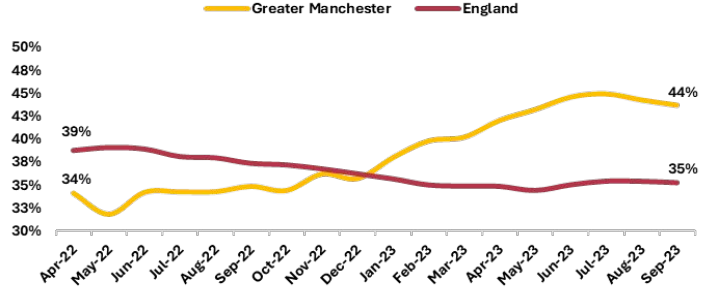
RARE: Number rough sleeping on a single night



PREVENT: % of new people rough sleeping, over the month (Sep 23)



PREVENT: % new people rough sleeping, over the month (six month rolling average)



Examples of how addition insight from framework data can change practice

- **Capturing emerging trends** in people leaving institutions, such as the 111% rise from Sep-Dec 2023 in those leaving asylum accommodation and being identified rough sleeping
- **Identifying intervention points** for those leaving prison through new resettlement panels in probation in Greater London
- **Validating the need for focused services** for long-term rough sleepers in BCP Council



Now what: putting the framework data to use

- **Use the data** to and adjust our policies and programmes both nationally and locally
- **Support improvements** in data quality, consistency, and capacity across England
- **Deepen understanding** by embedding the data in decision-making processes and integrating with lived experience





Department for Levelling Up,
Housing & Communities

OFFICIAL

Ending Rough Sleeping Data-led Framework: DLUHC updates

June 2024

SENSITIVITY MARKING



Next steps timeline

June

- LAs begin collecting **phase 2 indicators** and **stop collection** of removed questions.
- Support offer **documents circulated** (data principles and template from Early Adopter).
- Updated survey goes live **Friday 28 June** in line with previous reporting process.
- **Webinar** co-hosted by DLUHC, Homeless Link and CHI.

July

- Survey deadline **Friday 12 July**.

Sept

- New indicators uploaded to the Data for Insights Tool.

Nov/
Dec

- Provisional plan to publish phase II indicators for the first time.



NUKN quarterly collection

- 4 monthly 'snapshots' throughout the year in **June, September, December** and **March**.



What support will be available?

DLUHC will provide a range of support to help local areas collect and make use of the new framework including...



- Improved DELTA guidance
- Implementation guide
- Data Principles
- Data Maturity Reviews
- Analyst visits to LAs - supporting advisers with hands-on support

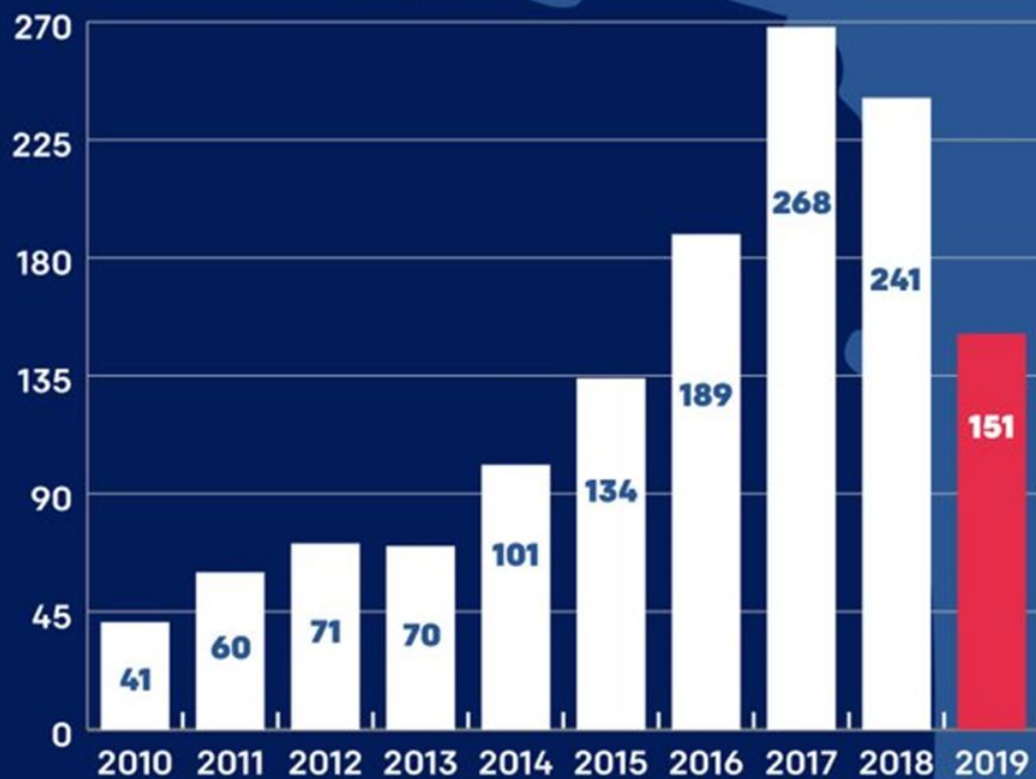
If you have any questions, please contact HRSDData@levellingup.gov.uk

Early Adopter Experience: Greater Manchester

Using the framework to enrich our responses to rough sleeping.

June 2024

Rough sleeping numbers in Greater Manchester per year



Key findings

Rough sleeping insight bulletin, January 2024



Rare

Providing a directly comparable way of tracking the prevalence of rough sleeping locally and nationally

Rough sleeping has become more prevalent across Greater Manchester (GM). Over the last **3 years**, there has been a **90% increase** in the number of people seen rough sleeping in a given month; slightly **greater than the national average (78% increase)**.

The most **recent four months of data** available – from August 2023 to November 2023 – are the **highest volumes recorded** since the beginning of monthly data collection in 2020. Most Combined Authority areas have begun to demonstrate **strain in the early spring of 2022 and 2023 as high winter volumes fail to subside**.



Brief

Assessing how effectively local systems can rapidly identify people sleeping rough and support them off the streets, and into long-term accommodation.

GM is **relatively successful at addressing long-term rough sleeping**. Fewer of GM's rough sleeping population have been on the streets over the long-term than the national average.

22% of rough sleepers met the long-term criteria in GM in the most recent month of available data; versus **31% nationally**. The rate remains **relatively stable** and has varied from 22% to 27% in GM since May 2023.



Non-recurring

This intends to track how well local areas are doing at ensuring people who have previously slept rough are supported to avoid returning to the streets.

It is **difficult to determine GM's success in preventing the recurrence** of rough sleeping.

Since May 2023, the rate of recurrence has swung between 20% (7% points higher than the national average in the same month) and 7% (5% points lower than the national average in the same month). While **most combined authorities, London, and England as a whole are fairly consistent on non-recurrence**, GM's picture is erratic (as is that in the West Midlands).



Prevent

Focusing on how effectively rough sleeping is being prevented.

Over the last 18 months, GM has seen a relatively positive position with respect to new people experiencing street homelessness eroded. In the context of generally falling national rates of new rough sleeping, GM's rate has risen. This is equivalent to approximately 37 more new rough sleepers each month in GM than would be the case elsewhere.

16% of GM's rough sleepers were discharged from institutions in the most recent available data – **nearly double the national rate of 9%**. The majority of these individuals had been discharged from **National Asylum Support Services** and had begun to rough sleep within 85 days.

Key findings

Rough sleeping insight bulletin, January 2024



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The most **recent four months of data** available – from August 2023 to November 2023 – are the **highest volumes recorded** since the beginning of monthly data collection in 2020. Most Combined Authority areas have begun to demonstrate **strain in the early spring of 2022 and 2023 as high winter volumes fail to subside**.

- How can we improve the quality of the single night count?
- What can we learn as we shift towards more routine use of the monthly rough sleeping figure?
- How do we avoid a numbers-not-names approach?

Demand profile

Changes in the single night figure do not properly convey the scale of the rough sleeping crisis which is now being experienced in Greater Manchester

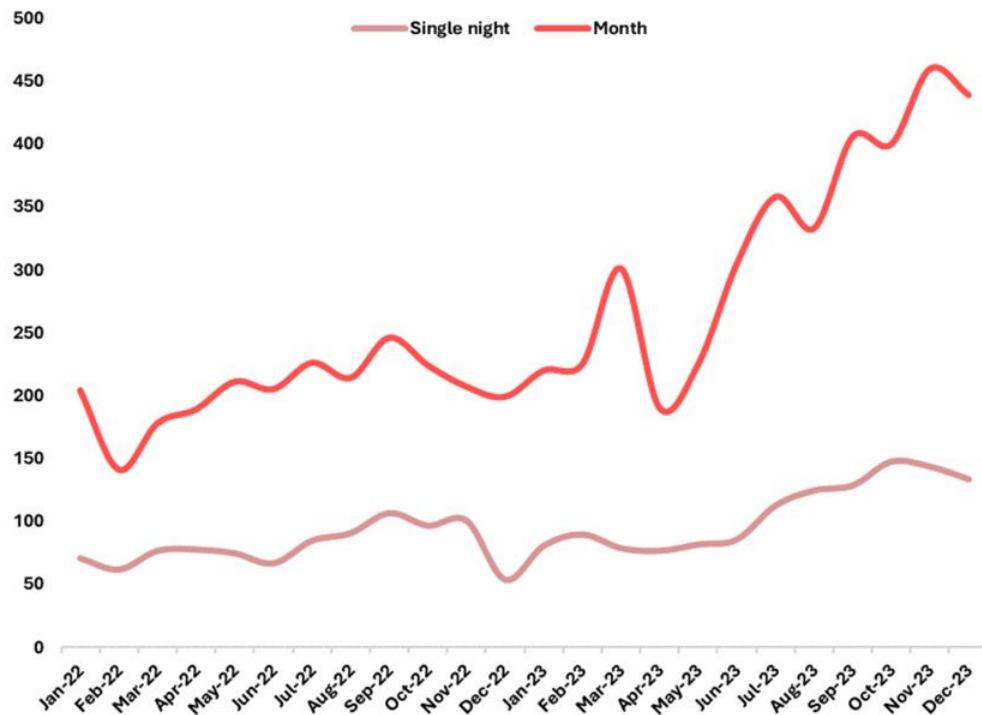
Looking at the granular monthly figures, it is clear that the single-night figure obscures a much more serious rise in the true volume of rough sleeping.

While the published 'snapshot' is taken in November each year, monthly rough sleeping information is captured and analysed on a regular basis. Between December 2022 and December 2023, the single night figure rose from 54 to 134 – a rise of 148%. However, in the same time period, the number seen rough sleeping across the month rose from 199 to 439 – a rise of 120%.

While the proportionate rises are similar, the greater number seen outside of the snapshot means that proportionately similar rises are actually a reflection of significantly greater rises in the volume seen across the month. This is evidenced by the chart on the right, which demonstrates that in-month rough sleeping has risen considerably more dramatically than is revealed by an analysis of the snapshot alone.

It is clearer than ever that the 'single night' figures often referenced by Government do a disservice to the scale of the challenge.

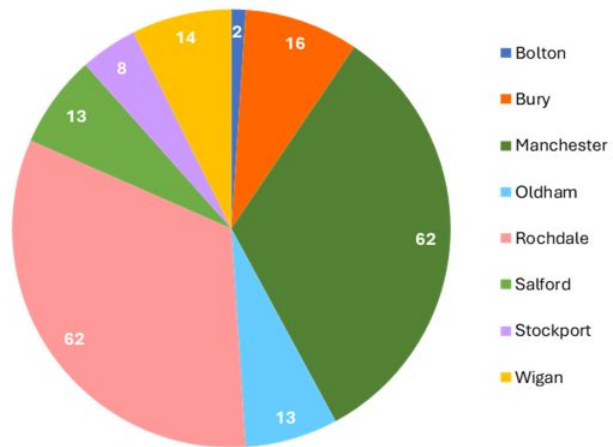
Monthly rough sleeping volumes – single night vs. total seen across the month – last two years



Overview of the cohort

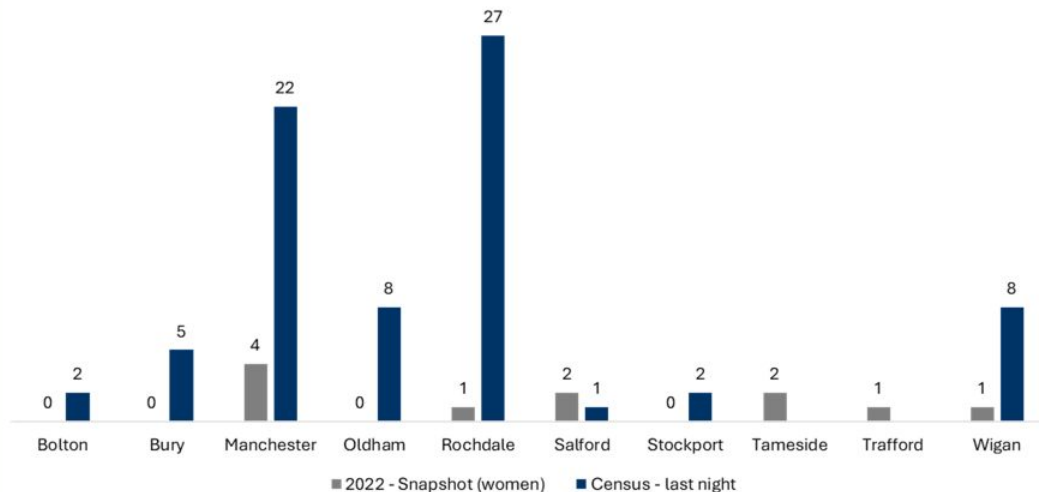
190 women reported experiencing rough sleeping over the **3-month period** the survey focused on, the majority seen in Manchester and Rochdale, collectively accounting for two thirds of all women counted.

Of all 190, **2 women** indicated their **gender was not the same as assigned at birth**.



Of these 190, **75 women** indicated they had experienced rough sleeping the **previous night**.

Whilst this data is not like-for-like with the annual snapshot, it is the most comparable as it focuses on individuals being recorded on a single night. The national rough sleeper snapshot data from November 2022 found just **11 women** to be experiencing rough sleeping on a **single night**.



Key findings

Rough sleeping insight bulletin, January 2024



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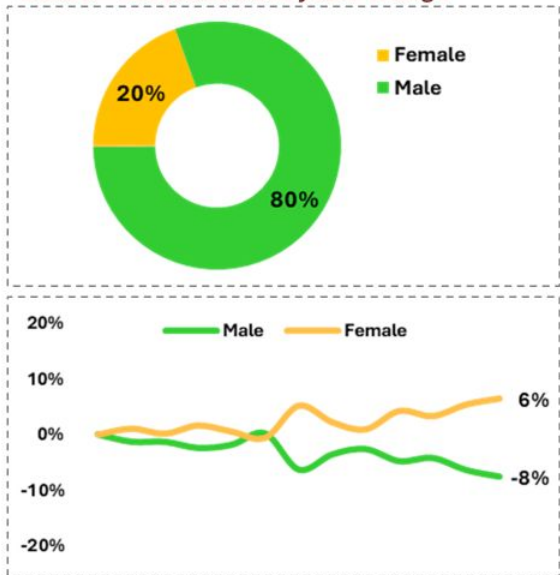
It is **difficult to determine GM's success in preventing the recurrence** of rough sleeping.

Since May 2023, the rate of recurrence has swung between 20% (7% points higher than the national average in the same month) and 7% (5% points lower than the national average in the same month). While **most combined authorities, London, and England as a whole are fairly consistent on non-recurrence**, GM's picture is erratic (as is that in the West Midlands).

- How good is our offer?
- What could we improve to better support people experiencing Multiple Disadvantage?
- How can we engage other system actors in a multi-agency, names-not-numbers approach?

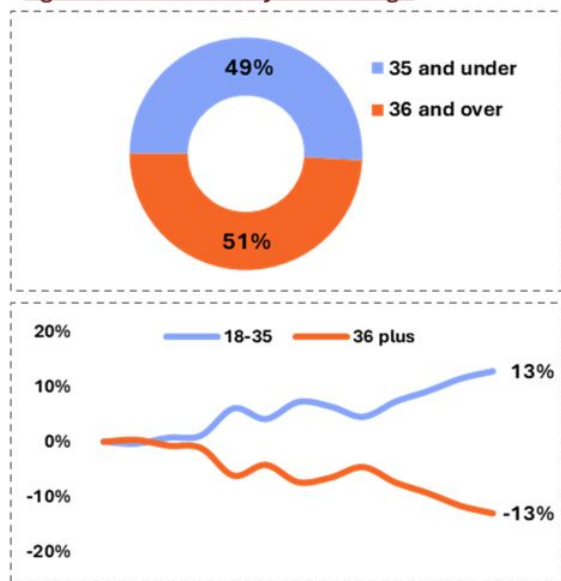
Since last year – where they are able to move on at all – clients are more likely to secure move-on accommodation and less likely to leave of their own accord

Gender – breakdown this year / change



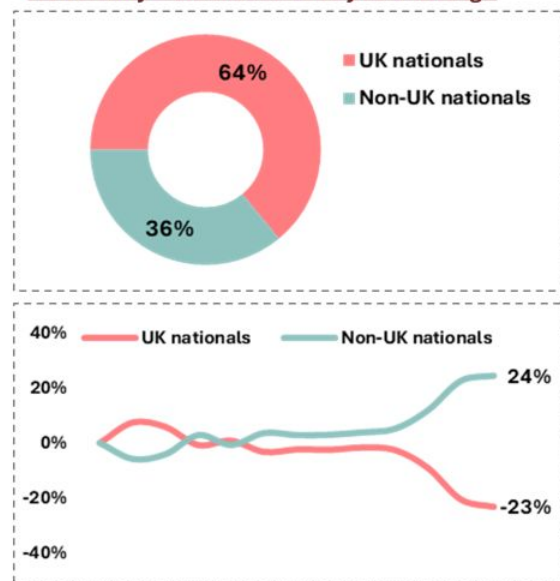
Approximately **one in five people supported by ABEN in 2023/24 is a woman** (including a very small number of trans women). There has been a **6% increase** in size of the cohort supported by ABEN who are women over the last three years.

Age – breakdown this year / change



The average age of a person supported by A Bed Every Night in 2023/24 was 36. Over time, the cohort supported is becoming younger, and the number aged 18-35 has increased by 13%.

Nationality – breakdown this year / change



More than one-third of those supported by A Bed Every Night in 2023/24 are non-UK nationals. Until recently, this proportion was much lower, but there has been a **+24% increase in the last year**.

Key findings

Rough sleeping insight bulletin, January 2024



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16% of GM's rough sleepers were discharged from institutions in the most recent available data – **nearly double the national rate of 9%**. The majority of these individuals had been discharged from **National Asylum Support Services** and had begun to rough sleep within 85 days.

- What's already working well in preventing rough sleeping?
- Where are we seeing missed opportunities for prevention?
- Are there particular cohorts that might benefit from a tailored approach?

Drivers of need – prevention (asylum / institutions)

In most regards, residents of GM are less likely than the national average to sleep rough after discharge from an institution – with the considerable exception of the asylum cohort

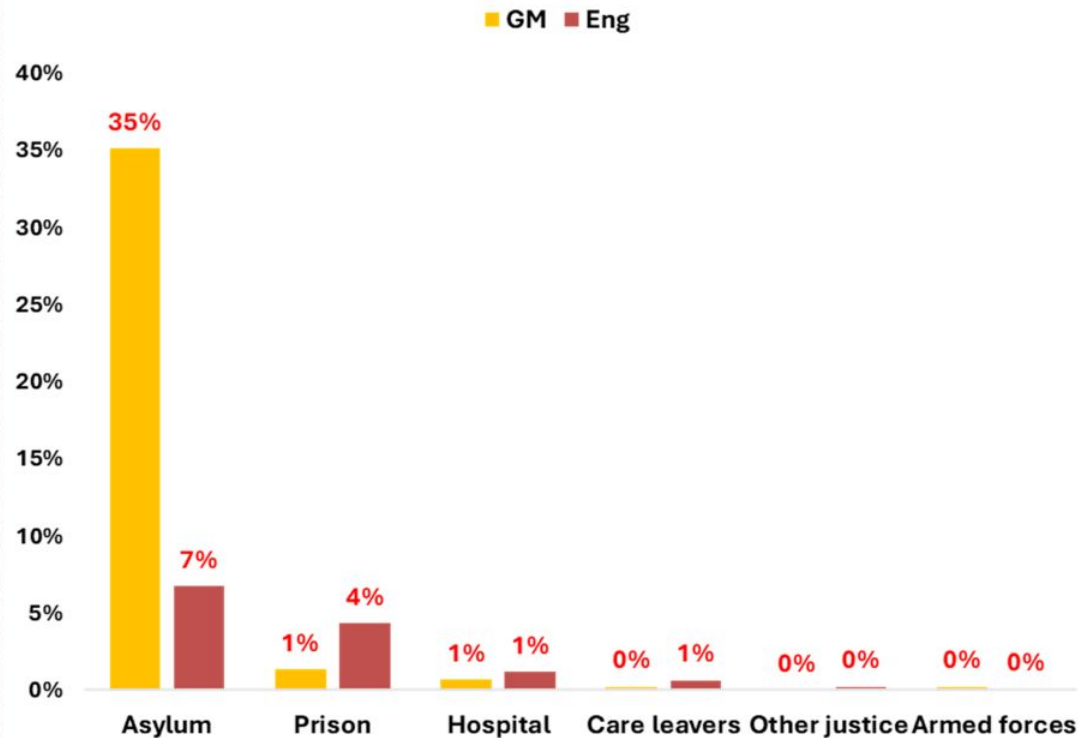
While 38% of all rough sleeping in GM was the result of people exiting Government institutions, only the post-asylum cohort were disproportionately large compared to the national average.

The asylum footprint that those discharged from institutions into rough sleeping make up a considerable proportion of the total – but this is not true for others exiting institutions.

With respect to all other institution types – prison leavers; those exiting other justice accommodation; those discharged from general or psychiatric hospital; those leaving the armed forces; and those 25 and under who have been care leavers – GM had a disproportionately small number of those sleeping rough in December 2023.

This is particularly positive with respect to prison leavers. 4% of all rough sleeping nationally was experienced by those who have recently left prison. But in GM, only 1% of all rough sleeping was accounted for by this group.

PREVENT: % of people rough sleeping who were discharged from institutions

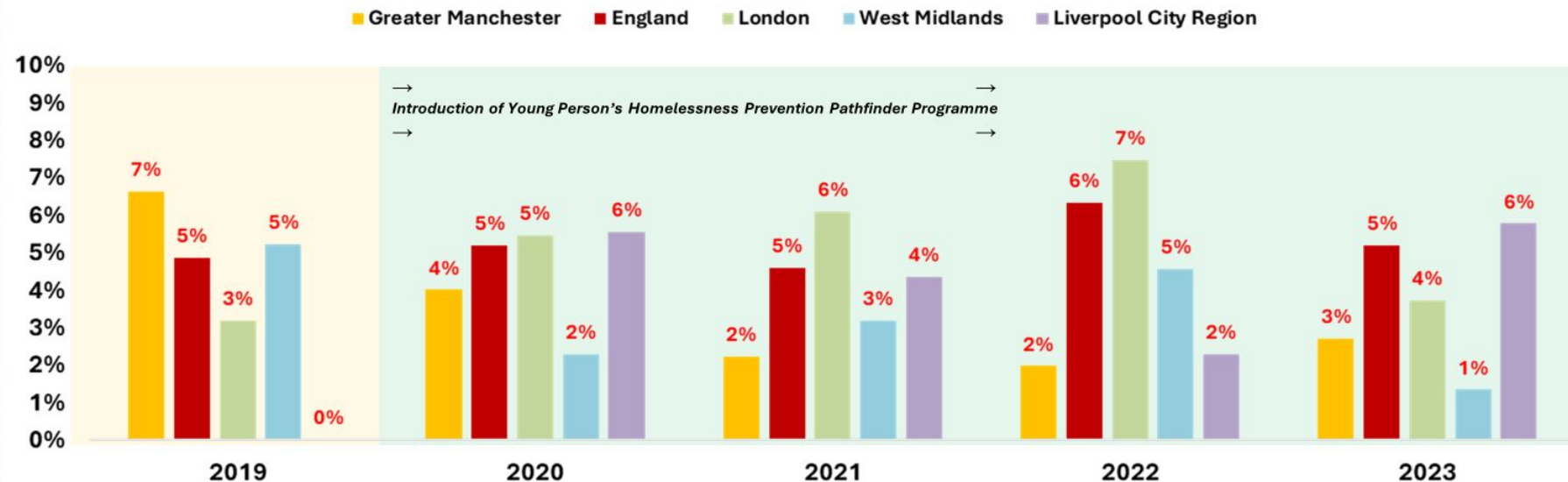


Drivers of need – prevention (experiencing rough sleeping for the first time)

A more explicit positive outcome in terms of prevention is visible with respect to young people – for whom GM has achieved some notable successes

Fewer of GM’s residents experiencing rough sleeping are aged 25 and under than in England, London, or the Liverpool City Region. While there has been a slight increase in the 2023 annual snapshot count, on the whole, GM have managed to avoid an escalation in this cohort. It also remains lower than every year up to and including 2020 – down from a peak of 10% in 2018. This may emphasise the value of the range of programmes focusing on homelessness prevention for children and young people.

% of those experiencing rough sleeping who are aged 25 and under, ‘snapshots’ since 2019



Restricted Eligibility Support Service (RESS) Year 1 Impact Report 2023-2024

A partnership between:



With funding from:



YEAR ONE IN NUMBERS

450 people supported with immigration advice in regard to their immigration status

203 people supported with accommodation, employment, and/or wider circumstances



3/4 people referred for practical support and advice are *homeless*

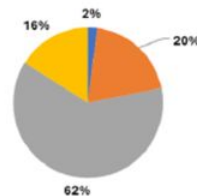


1/3 people referred for practical support and advice are *sleeping rough*



1/3 people referred for practical support and advice are *sofa surfing*

Profile of RESS service users



Immigration status

- Eligible for public funds
- Leave to enter/remain with restricted eligibility to public funds.
- Restricted eligibility due to lack of legal status in UK
- Unknown immigration status

Nationality (where recorded)

