![Homeless Link logo]

Prevented, rare, brief, non-recurrent: using the new National Rough Sleeping Data Framework to end rough sleeping.

Tuesday 9th May 2023

The Landscape
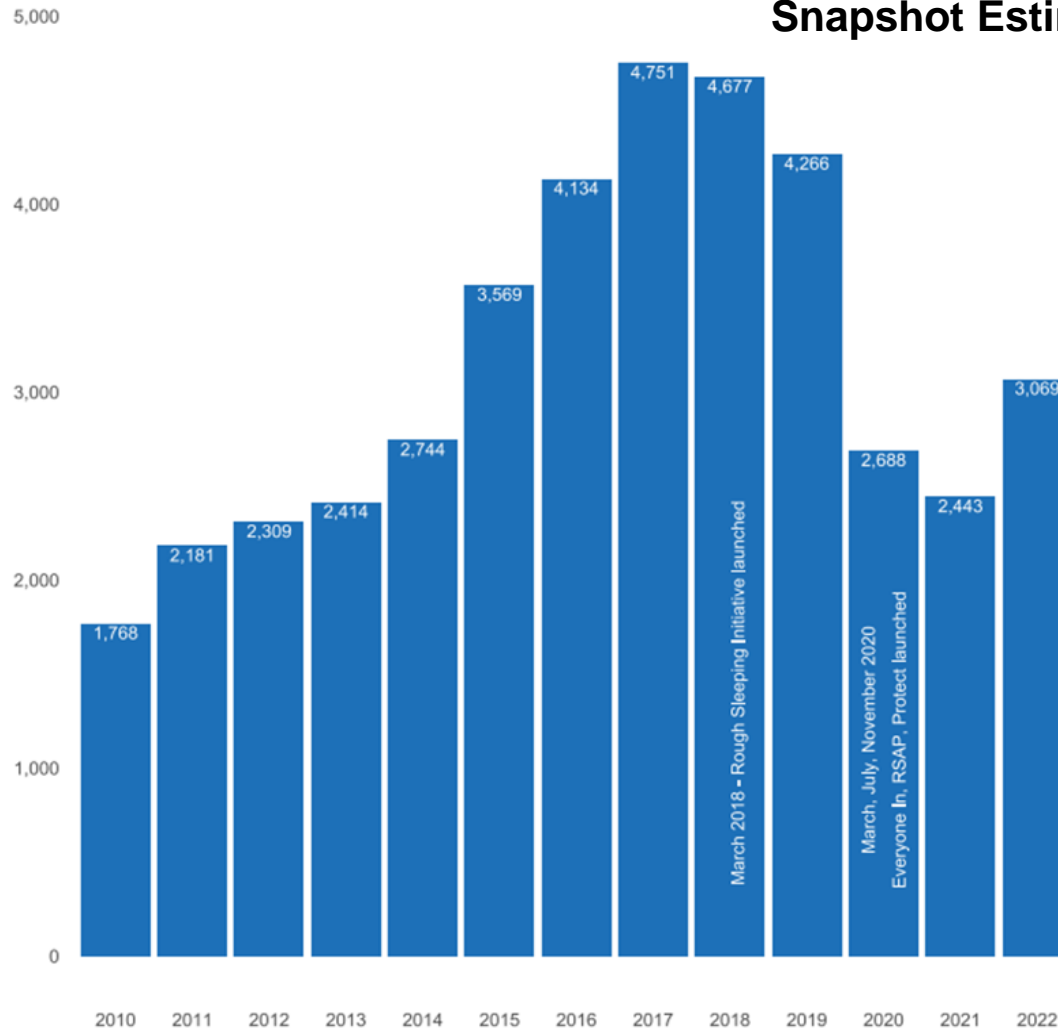## Annual Rough Sleeping Snapshot Estimate

Snapshot Estimate Totals 2021 – 2022

Year	Value
2010	1,768
2011	2,181
2012	2,309
2013	2,414
2014	2,744
2015	3,569
2016	4,134
2017	4,751
2018	4,677
2019	4,266
2020	2,688
2021	2,443
2022	3,069

March 2018 - Rough Sleeping Initiative launched

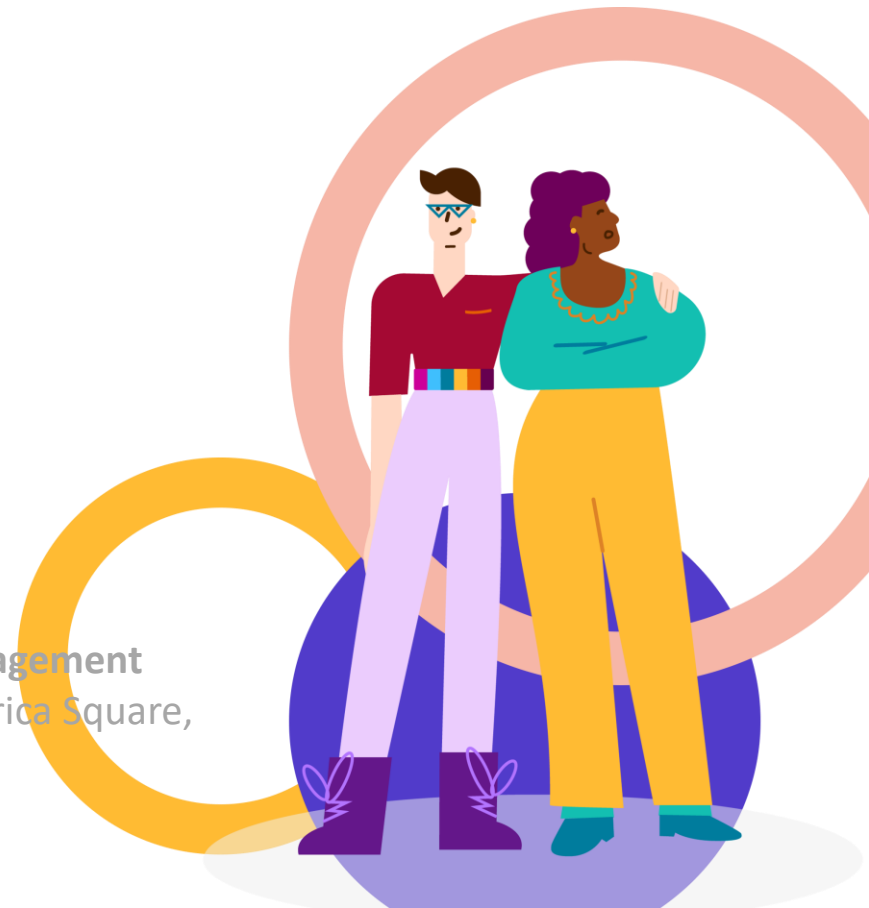March, July, November 2020
Everyone In, RSAP, Protect launched

https://www.gov.uk/government/statistics/rough-sleeping-snapshot-in-england-autumn-2022
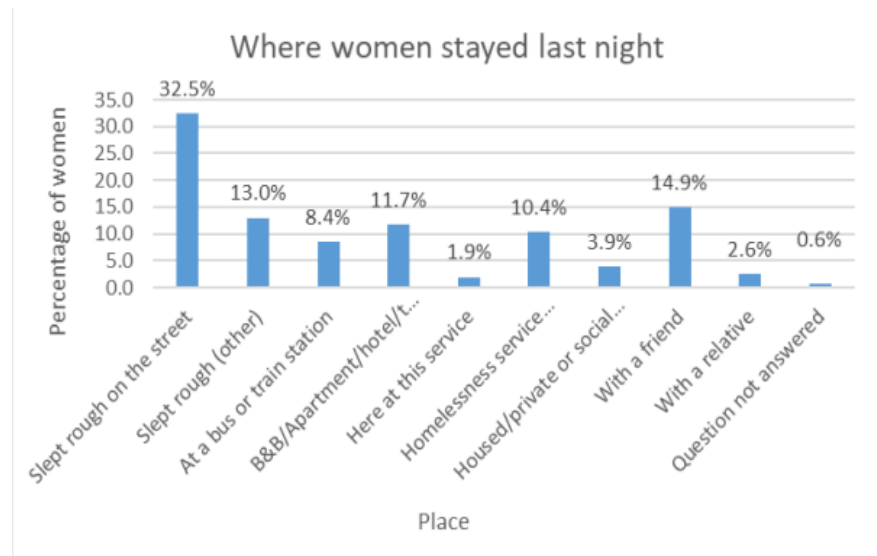
The Landscape
Better software

In-Form Annual Conference: Transforming Case Management
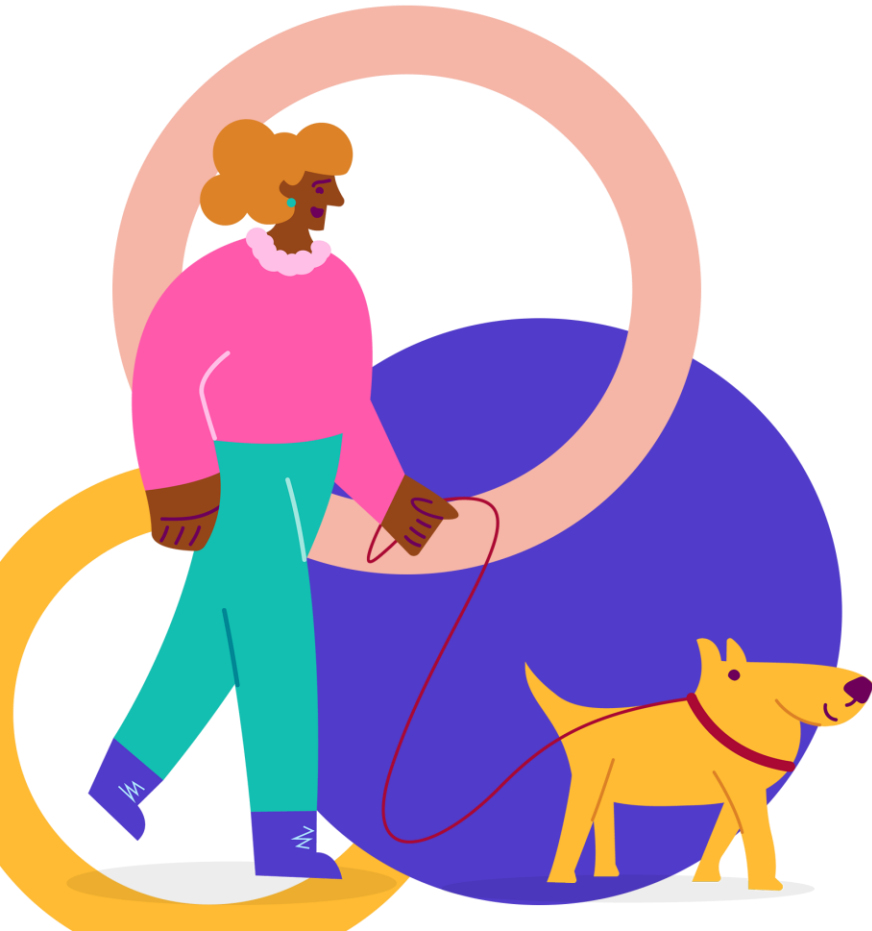Thursday 25th May 2023 | 10am – 4.30pm | One America Square, London | Free

The Landscape
Other innovations

Making Women Count

Where women stayed last night

https://www.shp.org.uk/making-women-count-rough-sleeping-census-report

The Ending Rough Sleeping Data Framework is a national model to define success and measure progress towards ending rough sleeping in every local area in England.
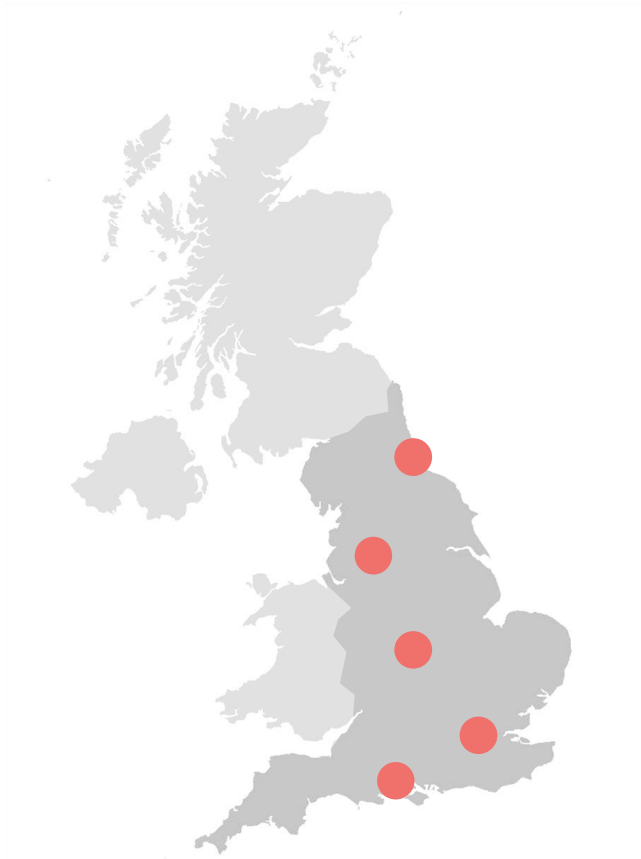
When we talk about ending rough sleeping, what do we mean?

In the past we've achieved reductions, only to see the numbers of people forced to sleep rough rise again a few years later. Why?

- No clear definition of success
- Insufficient data to understand what's working, where, and why

PHOTO BY CENTRE FOR HOMELESSNESS IMPACT / JEFF HUBBARD / PA WIRE

EARLY ADOPTER AREAS

Bournemouth, Christchurch, and Poole

Greater London

The West Midlands

Greater Manchester

Newcastle

#EndRoughSleeping

This is the first time we are able to define success and measure progress towards ending rough sleeping **in the same way in every local area in England**
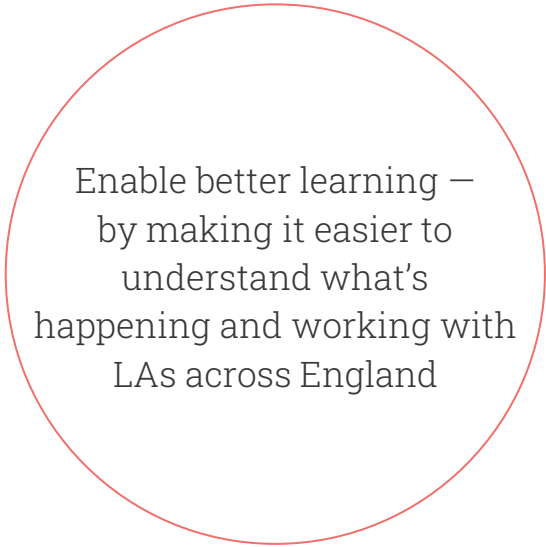
This framework will…

Simplify and harmonise data collection and reporting nationally

Give everyone a common language and consistent data sets

Enable better learning — by making it easier to understand what's happening and working with LAs across England

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

THE DEFINITION

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

Prevented

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

<u>Rare</u>

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

<u>Brief</u>

This allows areas 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.

<u>Non-recurring</u>

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.

Five core indicators

There are **five core indicators** that sit under the four key aims. These indicators 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.

Not every person will fit neatly into a category. Instead, they're intended to provide useful information to teams working with people experiencing rough sleeping.

GOAL

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

CORE INDICATORS

PREVENTED	RARE	BRIEF	NON-RECURRING
P1 Number of **new people** sleeping rough	**R1** Number of people **sleeping rough**	**B1** Number of people experiencing **long-term rough sleeping**	**NR1** Number of people **returning to rough sleeping**
P2 People seen rough sleeping **after being discharged** from institutions			

Rare – R1
Number of people sleeping rough

Reports will be submitted to DLUHC for the five indicators, starting with R1. We start with R1 because it is the base indicator for rough sleeping and DLUHC will use R1 in percentage calculations for other indicators.

This indicator should be reported as the number of individuals seen sleeping rough during the reporting period, and as captured via a snapshot count.

Areas should be working towards reducing this number to zero, or as close to zero as possible.

You will need to provide 2 estimated figures:
- **R1 (Monthly):** The number of people seen sleeping rough over the month of July was **20.**
- **R1 (Snapshot):** The number of people seen sleeping rough on a given night in 2021 was **6**.

When you submit your estimates, DELTA will automatically calculate:
- Your R1 estimate as a rate per 100,000 of population.

1

ABSOLUTE ESTIMATED FIGURE (MONTHLY)

20

An estimated figure based on outreach contacts over the course of a month

2

ABSOLUTE ESTIMATED FIGURE (SNAPSHOT)

6

An estimated figure, determined from outreach contacts, or from a 'Point-in-Time' snapshot.

3

R 1 AS A RATE PER 100,000 OF POPULATION

4.18

This estimated figure will be automatically calculated for you by DLUHC within DELTA based on your absolute estimated figure.

Prevented – P1

Number of new people sleeping rough

A person is considered 'new' if they have not been seen sleeping rough in the Local Authority in the 5 calendar years (60 months) preceding the date they were seen sleeping rough during the current reporting period. If a person was seen more than 5 years previously, they are to be counted as 'New'. If you do not have historical data for 5 years, people seen sleeping rough for the first time should be counted as 'New' while you build a historical database.

Effective prevention should see this indicator decline over time.

You will need to provide 2 estimated figures:
- **P1 (Monthly):** The number of new people seen sleeping rough over the month of July was **8**.
- **P1 (snapshot):** The number of new people seen sleeping rough on a single night in the month of July was **5**.

When you submit your estimates, DELTA will automatically calculate:
- Your P1 estimate as a rate per 100,000 population.
- Your P1 estimate as a percentage of the total number of people sleeping rough in your area.

1

ABSOLUTE ESTIMATED FIGURE (MONTHLY)

8

An estimated figure based on outreach contacts over the course of a month

2

ABSOLUTE ESTIMATED FIGURE (SNAPSHOT)

5

An estimated figure, determined from outreach contacts, or from a 'Point-in-Time' snapshot.

3

P 1 AS A RATE PER 100,000 OF POPULATION

1.02

This estimated figure will be automatically calculated for you by DLUHC within DELTA based on your absolute estimated figure.

4

P 1 AS A % OF PEOPLE SLEEPING ROUGH

25%

This estimated figure will be automatically calculated for you by DLUHC within DELTA based on your absolute estimated figure.

Prevented – P2
People seen rough sleeping after being discharged from institutions

A person is counted as having left an institution recently if they report having been discharged from any of the below within the last 85 days (12 weeks + 1 day):

- Prisons (adult and youth)
- Other justice accommodation e.g. accommodation provided by the National Probation Service (i.e. Approved Premises)
- General and psychiatric hospitals
- Discharged from the UK Armed Forces
- National Asylum Support Services Accommodation

People under 25 who are care leavers should be counted separately using data from your existing rough sleeping management information returns.

Effective prevention should see this indicator reduce over time.

You will need to provide estimated figures:

- **P2A (5 figures):** The number of people sleeping rough in the month of July who have **left institutions in the last 85 days** was **4** (expressed as a figure for each of the 5 institutions in the list).
- **P2B (1 figure):** The number of people sleeping rough in the month of July who **are under 25 and who are care leavers** was **2**.

When you submit your estimates, DELTA will automatically calculate:

- P2 as a percentage of the total number of people sleeping rough in the reporting period.

1

ABSOLUTE ESTIMATES A (INSTITUTIONS)

Prisons	Other Justice	Hospitals	Armed Forces	Asylum
3	0	1	0	0

Five figures determined from outreach contacts over a fixed reporting period. You should have a separate breakdown of this figure by institution.

2

ABSOLUTE ESTIMATE B (CARE LEAVERS)

2

One estimated figure, determined from outreach contacts over a fixed reporting period.

3

P 2 AS A % OF PEOPLE SLEEPING ROUGH

20%

This estimated figure will be automatically calculated for you by DLUHC within DELTA based on your absolute estimated figure.

Early Adopter Case Study
Improving processes for people leaving prison

In Greater London, data about people who are sleeping rough is collected on a city- wide, outreach-based multi-agency system. To date, this data collection was only able to provide information about whether someone newly sleeping rough had a prior experience of prison – it couldn't answer the question of *when* that person had left prison. Additionally, many people sleeping rough didn't think to mention a recent prison stay when they were asked about their last settled accommodation by outreach workers.

With the new P2 indicator, the Early Adopter team in London adjusted their outreach practice to ask more specifically whether those new or returning to rough sleeping in the past month had recently left prison, and whether this prison stay was within the last 85 days.

Following their first quarter report, they learned that prison stays had been under-recorded in their previous data collection. Looking further into the data, they found that more than 120 people had ended up sleeping rough within 85 days of their release. The scale of this challenge becomes evident when these numbers are extrapolated over a year, amounting to 500+ people who would potentially not be receiving adequate support on their release.

In response, London Probation is establishing new resettlement panels to review expected prison releases where a housing need has been identified. These panels will meet monthly in every London borough, and be attended by local authorities, housing providers and probation teams.

The initial P2 data from the early adopter pilot will serve as a baseline against which the resettlement panels can measure their effectiveness in reducing instances of rough sleeping for people who have recently left prison.

Brief – B1
Number of people experiencing long-term rough sleeping

This indicator reports the number of people experiencing multiple and/or sustained episodes of rough sleeping. Individuals will meet the criteria for this indicator if they have been seen recently (within the reporting month), and have also been seen out in 3 or more months out of the last 12 months.
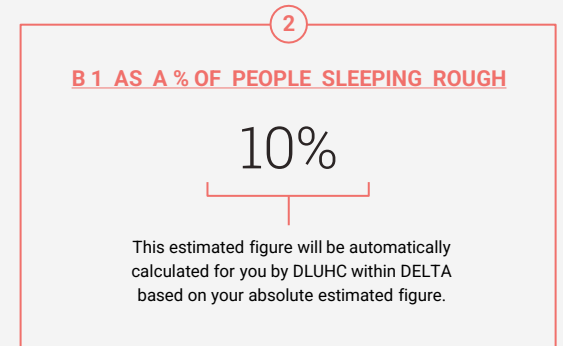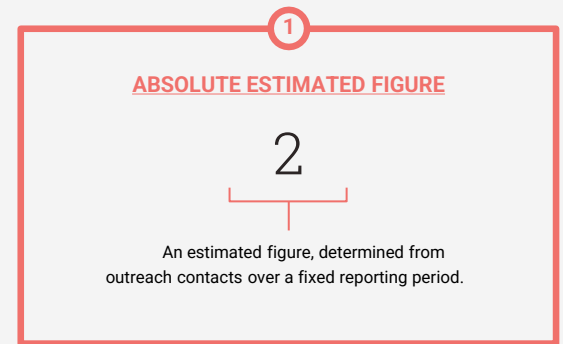
Areas should seek to reduce this indicator given the high levels of harm associated with long-term street homelessness.

You will need to provide 1 estimated figure:
- **B1:** In July, our outreach team saw 20 unique individuals sleeping rough. Of those individuals, 1 had also been seen sleeping rough in December and March, and 1 had also been seen in April and June. This gives a total of **2** unique individuals experiencing long-term rough sleeping in July.

When you submit your estimates, DELTA will automatically calculate:
- B1 as a percentage of the total number of people sleeping rough in the reporting period.

1
ABSOLUTE ESTIMATED FIGURE

2

An estimated figure, determined from outreach contacts over a fixed reporting period.

2
B 1 AS A % OF PEOPLE SLEEPING ROUGH

10%

This estimated figure will be automatically calculated for you by DLUHC within DELTA based on your absolute estimated figure.

Non-recurring – NR1

Number of people returning to rough sleeping

This indicator reports the number of people who were seen sleeping rough previously and have returned to the streets after a period of time. A 'returner' is defined as a person seen sleeping rough again after no contact for 2 or more quarters (180 days), whichever is shorter, measured from the last date the person was seen.

This should allow areas to understand how many people are experiencing recurring episodes of rough sleeping. This number should reduce over time if prevention and off-the-streets pathways work effectively.

You will need to provide 1 estimated figure:
- **NR1:** In July, the number of people seen returning to sleeping rough again after not being seen for more than 180 days was **2**.

When you submit your estimates, DELTA will automatically calculate:
- NR1 as a percentage of the total number of people sleeping rough in the reporting period.

1

ABSOLUTE ESTIMATED FIGURE

2

An estimated figure, determined from outreach contacts over a fixed reporting period.

2

NR 1 AS A % OF PEOPLE SLEEPING ROUGH

10%

This estimated figure will be automatically calculated for you by DLUHC within DELTA based on your absolute estimated figure.

Early Adopter Case Study Identifying focus areas for long-term rough sleeping

During the early adopter pilot, Bournemouth, Christchurch and Poole Council found that B1 and NR1 indicators gave them a more detailed understanding of the numbers of people experiencing rough sleeping over extended periods of time. Prior to the pilot, the council recorded very low numbers of 'long-term' cases, as this was only counted in situations where an individual had been sleeping rough for a single, prolonged period. Not only is this relatively rare in the area, but it also failed to account for situations where a person moved in and out of temporary or supported accommodation between periods of rough

sleeping. This was known to be a bigger issue but couldn't be reliably supported by the data.

The combination of B1 and NR1 indicators has given the team a greater level of nuance around cases where people experience multiple or extended periods of rough sleeping. Both measures can involve cases where people come back onto the street after a period in some form of accommodation, but the new indicators provide more detail on people's specific circumstances, allowing the team to identify gaps in support provision and prioritise their focus.
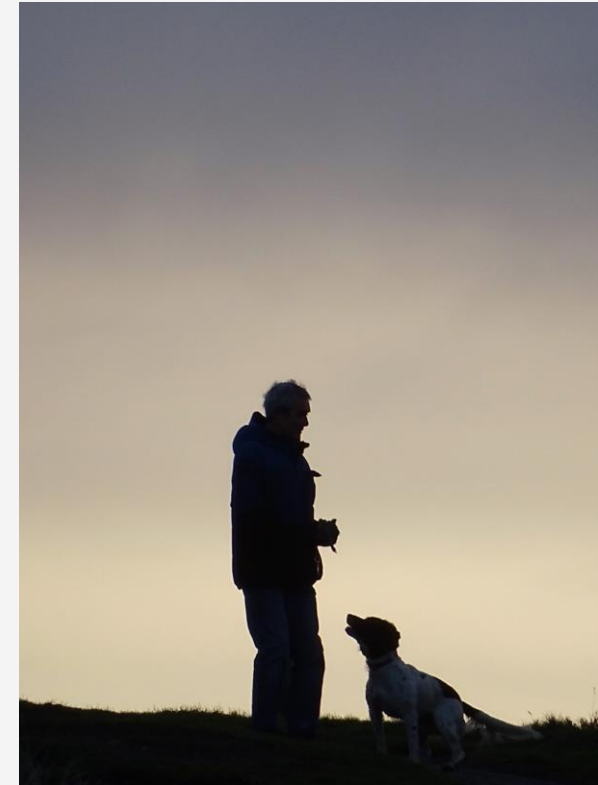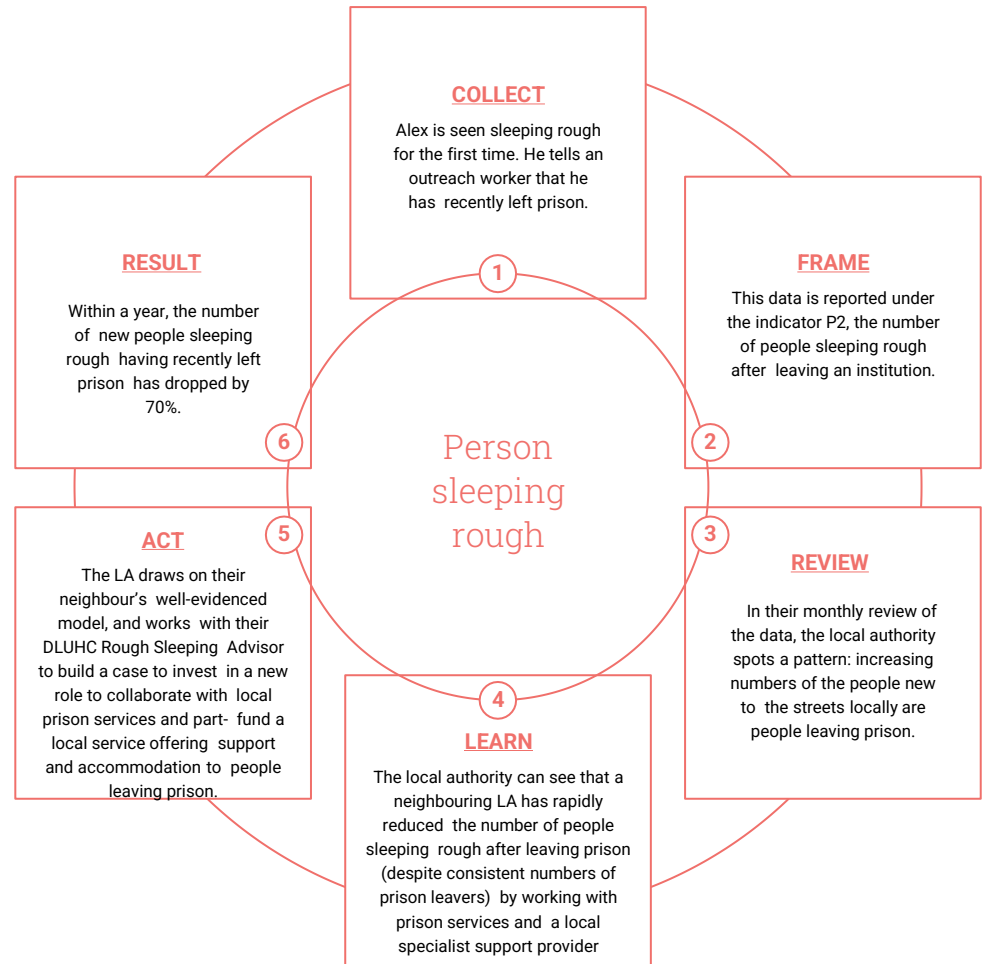

PHOTO BY BELINDA FEWINGS ON UNSPLASH

How will this data be used?

BY LOCAL AUTHORITIES

First and foremost, this data will be relevant to people, working locally to end rough sleeping. It can help you to identify and address the specific needs of your local area, by giving you data and evidence of those areas of need, that can then be used to support funding bids and commissioning.

You can use the data collected to track your progress towards your own organisational objectives. The diagram on this page provides an illustration of how this might work in practice.

COLLECT

Alex is seen sleeping rough for the first time. He tells an outreach worker that he has recently left prison.

1

FRAME

This data is reported under the indicator P2, the number of people sleeping rough after leaving an institution.

2

RESULT

Within a year, the number of new people sleeping rough having recently left prison has dropped by 70%.

6

Person sleeping rough

REVIEW

In their monthly review of the data, the local authority spots a pattern: increasing numbers of the people new to the streets locally are people leaving prison.

3

ACT

The LA draws on their neighbour's well-evidenced model, and works with their DLUHC Rough Sleeping Advisor to build a case to invest in a new role to collaborate with local prison services and part- fund a local service offering support and accommodation to people leaving prison.

5

4

LEARN

The local authority can see that a neighbouring LA has rapidly reduced the number of people sleeping rough after leaving prison (despite consistent numbers of prison leavers) by working with prison services and a local specialist support provider

How will this data be used?

BY DLUHC

The new national data-led framework is an important step towards driving better outcomes and realising the cross-government goal to end rough sleeping for good. It will be used by DLUHC to:

Support more cross-government work
DLUHC will use data to inform discussion with other government departments about their role, for example around reducing the number of people discharged from institutions on to the streets.

Measure progress to end rough sleeping at a national and local level
DLUHC will use the data to understand what is working well, where intervention might be needed, and to facilitate and share learning across local areas.

Better understand local challenges and drive progress
DLUHC's advisers will use this data in conversation with local areas to develop and inform tailored approaches to ending rough sleeping.

394
people sleeping rough discharged from institutions in the last 85 days

15

41

64

273
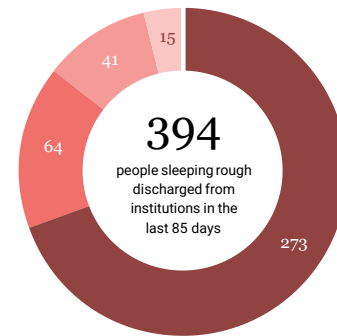
Number of people sleeping rough after leaving an institution in the last 85 days

The P2 indicator data could help inform conversations with other government departments to target help to services where they are most needed.

- ■ Prison (adult or youth)
- ■ General or psychiatric hospital
- ■ National Asylum Support Services
- ■ Other Justice Accommodation
- □ UK Armed forces
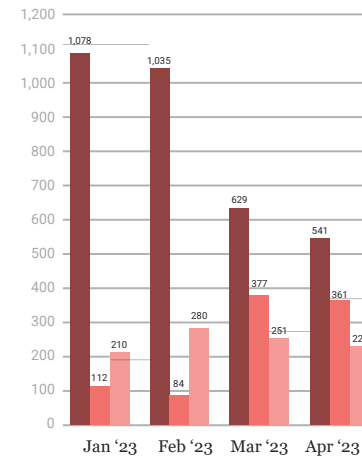
Number of people sleeping rough over the month who are new, returners or long term

This data about new people (P1), people returning (NR1) and people sleeping rough long term (B1) could help inform both local and national level responses toward ending rough sleeping.

- ■ New
- ■ Returners
- ■ Long term

	Jan '23	Feb '23	Mar '23	Apr '23
New	1,078	1,035	629	541
Returners	112	84	377	361
Long term	210	280	251	226

Let's make the most of this opportunity to use data to help us end rough sleeping everywhere in England, faster.

Ending Rough Sleeping Framework

Fraser Nicholson, Homelessness Partnerships Coordinator

BCP Council

Definition

The overall aim of this work is in line with the following definition, which is also a key component of DLUHC's Rough Sleeping Strategy published last September;

To **prevent** rough sleeping where ever possible, and where this cannot be prevented that it is **rare**, **brief** and **non-recurring**

Background and process to date

BCP Council was invited to join this work, as one of five Early Adopters, in late 2021, and we have been working with the four other LAs, the Centre for Homelessness Impact and DLUHC since early last year on this work.

As a coastal area, encompassing three different towns, and forming an urban area in an otherwise rural part of the country, there are some specific differences and challenges in relation to homelessness, including patterns of rough sleeping.

Working on the framework has been a really positive experience, working with very committed, focussed and passionate people from across the country, united with a common goal of ending the injustice of rough sleeping in this country.

This certainly remains an ambitious goal, however, this framework will make this process more meaningful and tangible and, crucially, provide a common approach to definitions as well as evidence on what works, what does not work and where gaps are in provision.

Initial Five Indicators

| **PREVENTED**	
P1 - Number of new people sleeping rough.	This captures the number of new people seen sleeping rough in the local area. Effective prevention should see this indicator decline over time.
P2 - People seen rough sleeping after being discharged from institutions.	This tracks the number of people sleeping rough who were discharged from an institution such as prison or the care system. Effective prevention that ensures that individuals staying in state institutions are supported into accommodation should see this indicator reduce over time.
RARE	
R1 - Number of people sleeping out.	This monitors the number of people seen rough sleeping in the area. Areas should be working towards reducing this number to zero, or as close to zero as possible.
BRIEF	
B1 - Number of people experiencing long-term rough sleeping.	This indicator reports the number of people experiencing multiple and/or sustained episodes of rough sleeping. Areas should seek to reduce this indicator given the high levels of harm associated with long-term street homelessness.
NON-RECURRING	
NR1 - Number of people returning to rough sleeping.	This indicator reports the number of people who were seen sleeping rough previously and have returned to the streets after a period of time. This should allow areas to understand how many people are experiencing recurring episodes of rough sleeping. This number should reduce over time if prevention and off-the-streets pathways work effectively.

Initial Five Indicators - example

This example shows data from 2 comparable street counts in BCP, with similar figures. One in Jan 2021 and one last month. In the Jan 2021 example, *long term* was only being used to describe those who had been out for an unbroken, prolonged period of time, such as several/many months. As this is rare, the numbers were always low, as can be seen in both the numerical and percentage amount in red. Last month the updated definition was used, and this offers a more realistic picture of cases that are long term in terms of finding a sustainable solution for each person in question. This is far higher, numerically and proportionately; in line with what our experiences tells us, and with implications for the variety and nature of solutions required, and wider work to be done.

Comparison using new definitions
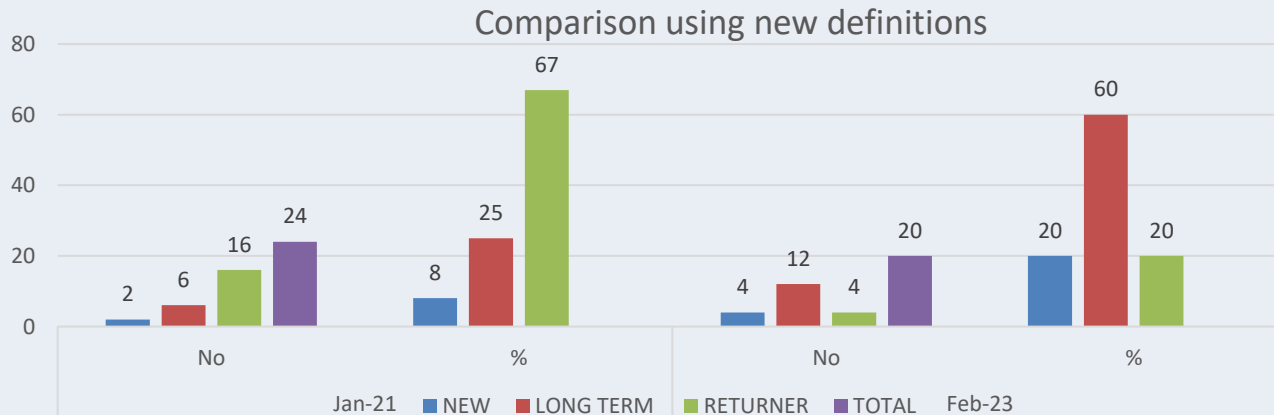
Need for technical capacity and expertise

One important aspect that is worth establishing from the start if you are likely to be directly involved in this work, is who has or is going to be the technical lead in your Local Authority.

Linked to this, if you are a commissioned outreach team who are directly involved in measuring levels of rough sleeping and direct work such as verification, it is important that you are made aware of this work as early as possible on a local level, and again, having a data lead at your organisation is likely to be useful, with mutual understanding of the methodology.

Important that there is awareness of this work at all levels, including practitioners, service managers and directors etc and it is important to emphasise that ongoing testing and reshaping of delivery may be required to get this right, as well as reaffirming the purpose; this is not simply *yet another request for data*, but rather a critical and key change nationally. Important to test and challenge local data, especially initially.

Would also recommend ensuring that wider partner organisations are also aware of the work.

Leads to richer, more consistent understanding

In terms of how this work will be of benefit and help address rough sleeping, there are several to consider. First of all, this data will help to identify (or perhaps confirm) trends and patterns, providing a clearer understanding and analysis of key demands and variances, and therefore inform how these can be better addressed.

Examples of this may include number of return cases, long-term cases (in terms of time before a sustained resolution, not necessarily only singular spells on the street), those who have been in institutions and factors such as seasonality or those with no local connection. This may involve deeper diving into data that has been flagged by an indicator, such as a spike in 'new' cases

At BCP, we are still relatively early in the journey in terms of data analysis, but already there is clearer understanding of the various definitions and how this provides a better picture of aspects such as new cases (flow) as well as better understanding repeat and long term cases and particularly the overlaps and differences there can be. The rate per 100,000 of population, used with several of the indicators, is also very useful, and on wider scale helps if comparing data with other areas.
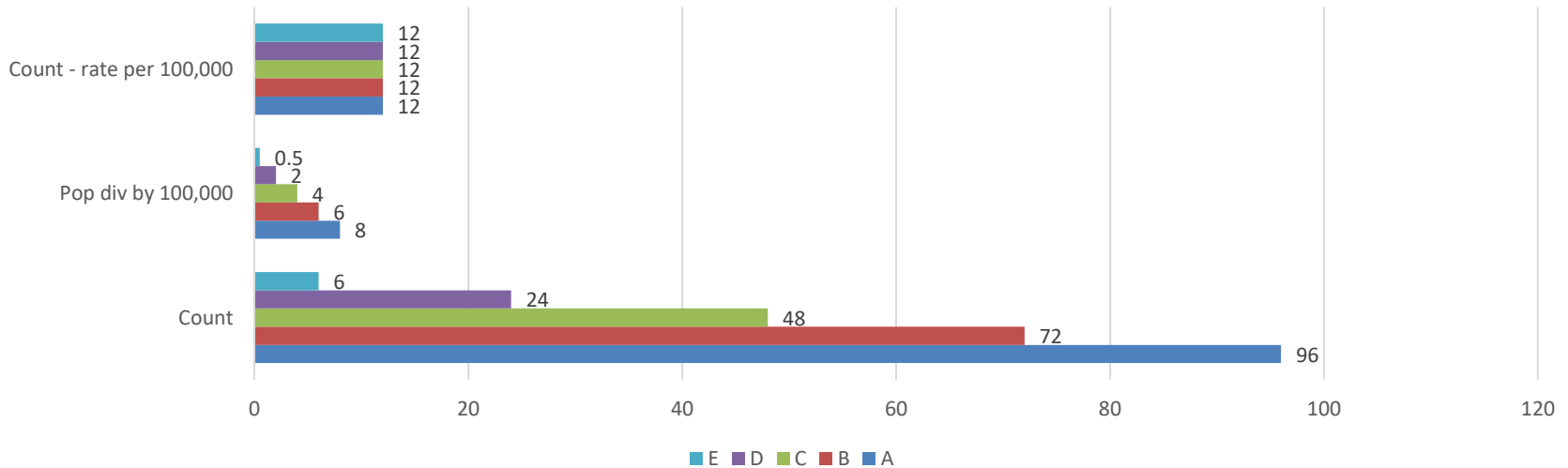
Example 1 – rate per 100,000

In this theoretical example, there are 5 town/cities with various populations ranging from 50,000 to 800,000. Despite each having different numbers in terms of an actual count, the *proportional numbers* are the same, meaning the rate per 100,000 is 12 for all five.

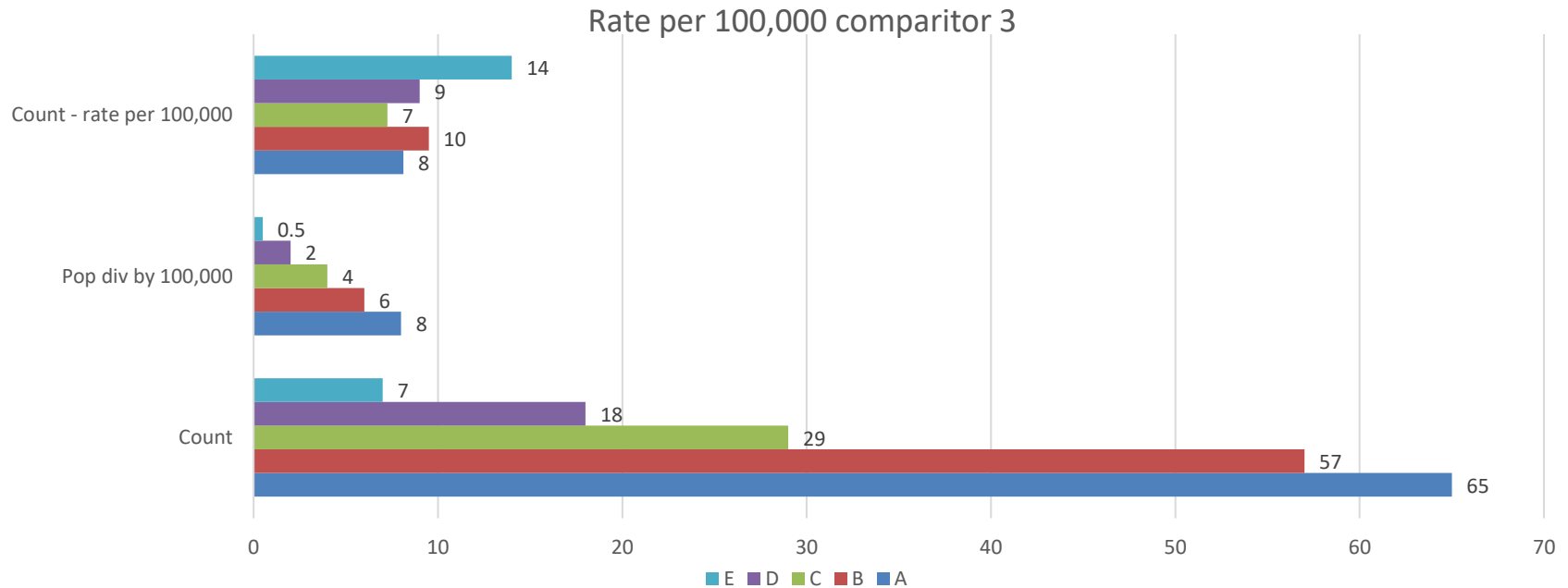A 800,000, B 600,000 C 400,000 D 200,000 E 50,000

Rate per 100,000 comparitor 1

Example 2 – rate per 100,000

In another example, the rates per 100,000 vary by area, ranging from 7 to 14
A 800,000, B 600,000 C 400,000 D 200,000 E 50,000

Rate per 100,000 comparitor 3

Future benefits, including with partners

As we proceed with this work, both locally in BCP, and in a wider sense across the country we will start to see increased benefits in understanding the gaps and also what is working and most effective. We already have a better understanding of numbers of long-term cases and those who are leaving institutions, and this will continue with the Phase II indicators which will offer more information and insight re length of time from someone being identified on the street to accessing accommodation and also of those returning to rough sleeping having been in long-term accommodation.

This will also help us to work more effectively with partners in the sector, as we seek to work in an increasingly preventative manner, including seeking to ensure that solutions to rough sleeping are sustainable and do not lead to recurrences of any form of homelessness. This includes working closely with health services, social care, other statutory services including Probation and crucially a wide range of partners in the voluntary and community sector. The input and insight of people with lived experienced is also vital, and all of this will shape delivery and commissioning as part of the wider picture.

Ending rough sleeping is ambitious and this framework will help to make our collective approach more consistent and aligned across the country as we all work hard to achieve this.

Further info

DLUHC Rough Sleeping Strategy - Ending Rough Sleeping For Good.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1102417/Rough_Sleeping_Strategy_web_accessible.pdf

Centre for Homelessness Impact **Centre for Homelessness Impact**

Specific to this work

Using data to end long-term rough sleeping (homelessnessimpact.org)

New data points the way to ending rough sleeping for good (homelessnessimpact.org)

My contact details

Fraser Nicholson, Homelessness Partnerships Coordinator, BCP Council.

Fraser.Nicholson@bcpcouncil.gov.uk

Homeless Link

What we do

Homeless Link is the national membership charity for frontline homelessness services. We work to improve services through research, guidance and learning, and campaign for policy change that will ensure everyone has a place to call home and the support they need to keep it.

homeless.org.uk

@HomelessLink