



**Centre for
Homelessness Impact**





VISION

A society in which homelessness is **prevented** whenever possible or **rare, brief and non-recurring**.



ABOUT US

Our mission is to act as a catalyst for evidence-led change, to enable people working in and around homelessness to achieve breakthrough results.

THE CONTEXT

Ending homelessness and rough sleeping has been a **policy commitment** for successive UK governments, local authorities and the third sector.





THE CONTEXT

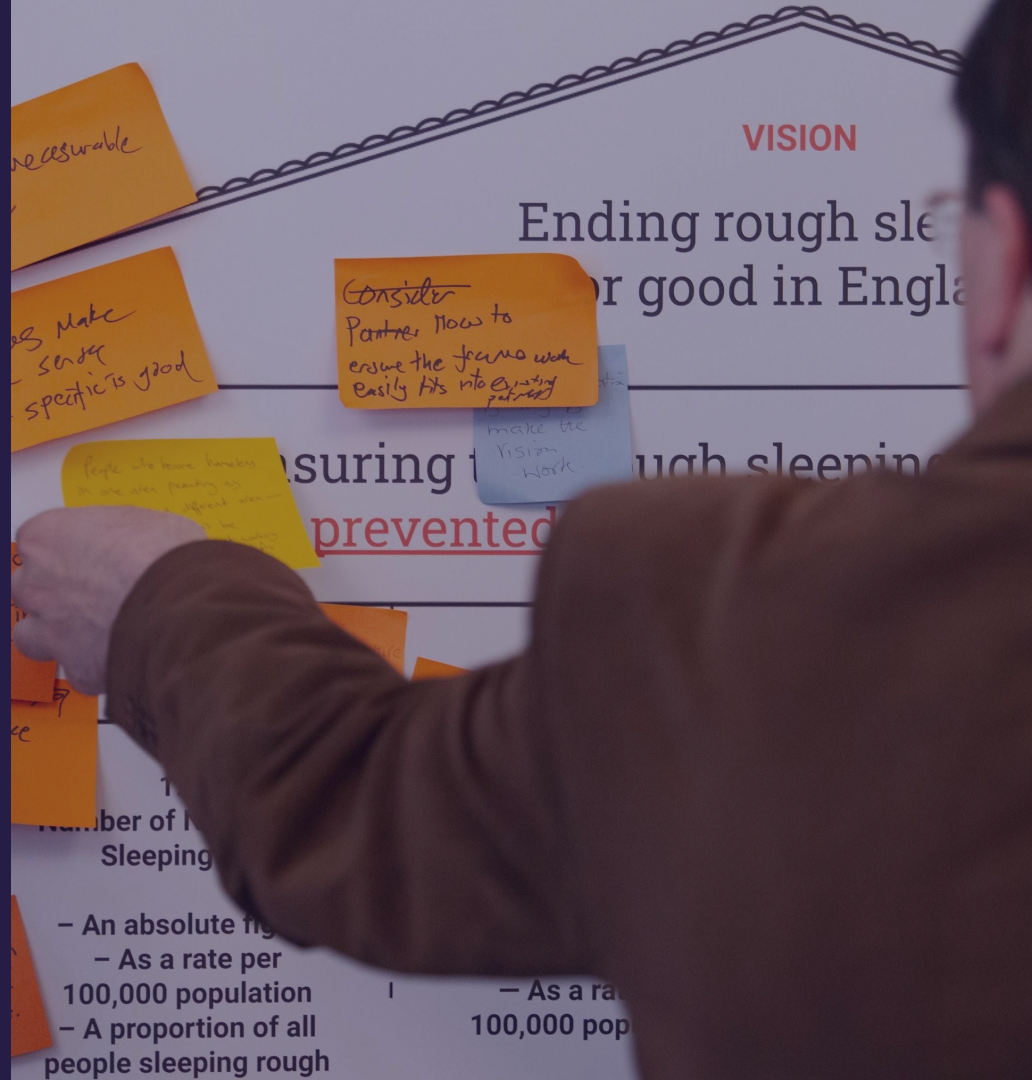
Homelessness is a complex issue, which can be defined and measured in different ways.

This is important because **what is measured** invariably frames **policy goals** and how governments go about achieving them.



“When we’ve not made progress it’s because we haven’t figured out what needs to change and measured our progress towards it.”

Jeff Liebman, Harvard Kennedy School



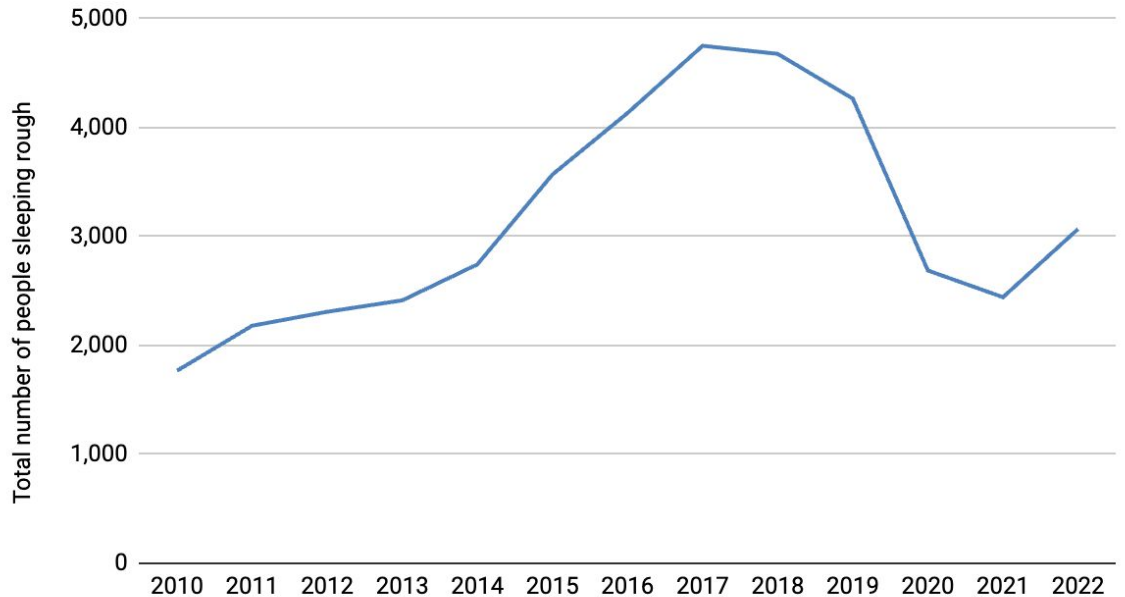


Street homelessness in England is measured using an annual single night count.

After a period of progress from 2017, the numbers of people experiencing street homelessness in England has started to rise again.

This risks repeating previous cycles of progress and retrenchment.

Total number of people sleeping rough, England 2010-2022





The street count is very useful. It gives us trend over time, and can be used for international comparisons.

However, there is a lot that it doesn't tell us which would be useful for policy and practice....

- **'Stock' and 'flow'** - no national data on change in numbers of people sleeping rough overtime or change year to year.
- **Duration** - the longer a person experiences forms of homelessness, the greater the harms can be.
- **Recurrence** - no national data on repeat rough sleeping.
- **Outcomes** - very little public data on what happens to individuals engaged by rough sleeping services (e.g. accommodation outcomes).



Since late 2021, we have worked with five local authorities and central government to design and roll-out a clear and **measurable policy definition** of what the goal of 'ending rough sleeping' would mean in practice in England, underpinned by **better data** to track progress towards it.

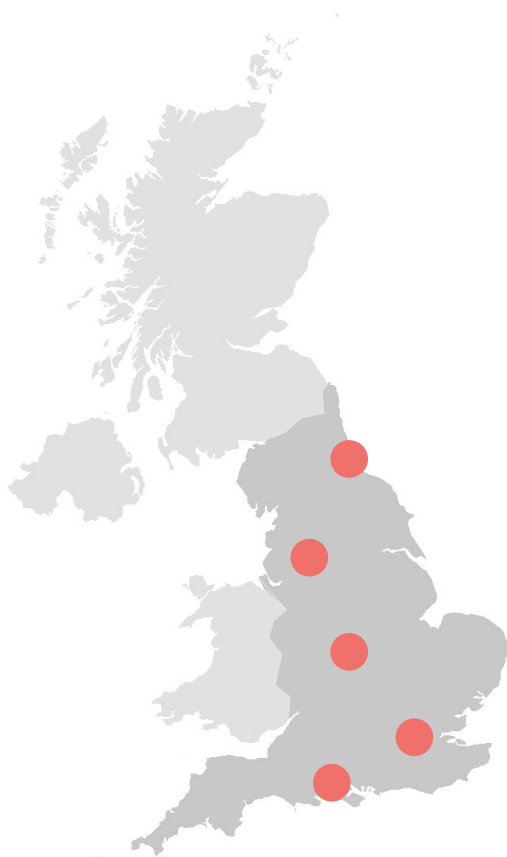


The Ending Rough Sleeping Data Framework



PHOTO BY JUAN SISINNI ON UNSPLASH

HOW DID WE DEVELOP THE FRAMEWORK?



EARLY ADOPTER AREAS

Bournemouth,
Christchurch, and Poole

Greater London

The West Midlands

Greater Manchester

Newcastle

HOW DID WE DEVELOP THE FRAMEWORK?



Department for Levelling Up,
Housing & Communities

Early Adopters

Newcastle City
London (GLA and London Councils)
Greater Manchester
West Midlands
Bournemouth, Christchurch Poole



**Centre for
Homelessness Impact**

THREE PRINCIPLES:

Collaborative

Realistic

Ambitious

We started with a fundamental question...

When we talk about ending rough sleeping, what do we mean?

In the past substantial reductions have been achieved, 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



HOW DID WE DEVELOP THE FRAMEWORK?

How did we approach developing a national data framework?

We agreed a number of principles for the work of the Early Adopter Group to keep us focussed on impact:

- ❑ Collaborative
- ❑ Iterative
- ❑ Pragmatic



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.

July – Sept 2022

Refinements to prototype framework and preparing for live testing

September 2022 – January 2023

Early Adopter areas collect experimental data against framework, refining and finalising.

May 2023

All England local authorities collect first month of data

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.

June 2022

National event to get feedback on the proposed framework from local authorities England-wide

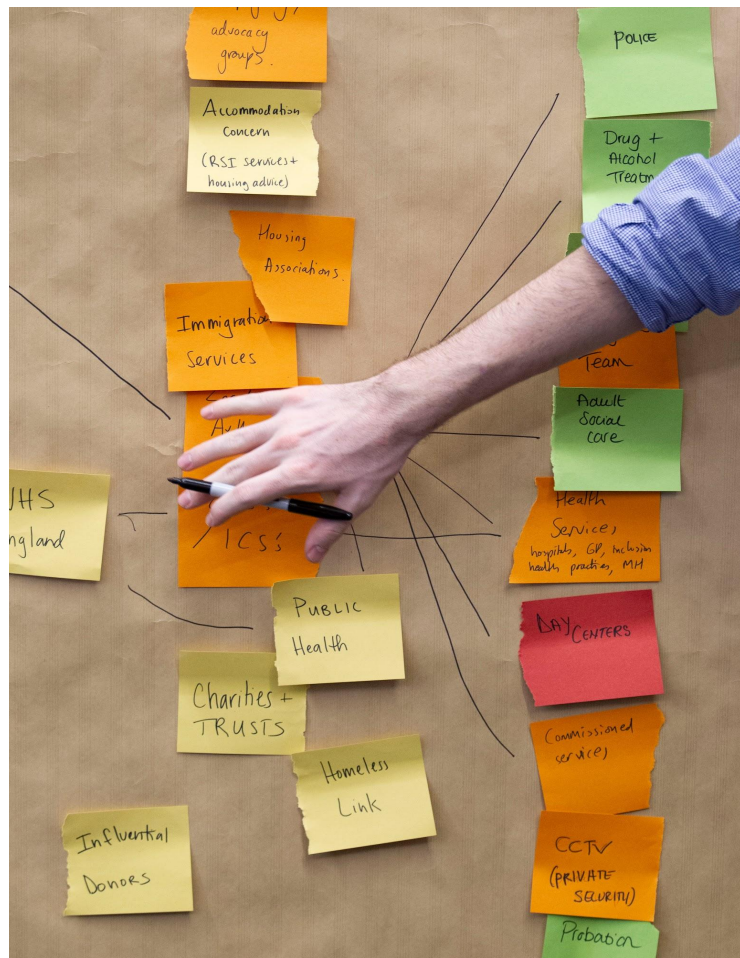
September 2022

Ending Rough Sleeping for Good Strategy published, setting out commitment to introduce data-framework.

February 2023

Early Adopter group agree to recommend framework for national adoption.

HOW DID WE DEVELOP THE FRAMEWORK?



What did we learn about local rough sleeping data through this process?

While all local authorities were collecting some regular data on rough sleeping in their area, there were very substantial variations in approach, capability and quality.

- ❑ Lack of consistent definitions for key concepts (e.g. 'New' to rough sleeping)
- ❑ Varying outreach practices
- ❑ Substantial infrastructure limitations in many areas
- ❑ Limited case-level data



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.

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

FOUR KEY AIMS

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 into accommodation, reducing the harms rough sleeping can cause.

Non-recurring

This is about ensuring that no one experiences repeat episodes of rough sleeping, which can cause the greatest harm.

HOW DO YOU MEASURE PROGRESS?

Meaningful

Will improving this indicator deliver
real benefit to people's lives?

Moveable

Can we realistically move the numbers
on this indicator with the tools at our
disposal and in the time available?

Measurable

Do we already collect useful data on this
indicator OR do we think its possible to
collect this within a couple of months?

GOAL

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

PREVENTED

P1

Number of **new people**
sleeping rough

P2

People seen rough sleeping
after being discharged from
institutions

RARE

R1

Number of **people**
sleeping rough

BRIEF

B1

Number of people
experiencing **long- term**
rough sleeping

NON-RECURRING

NR1

Number of people
returning to rough sleeping

Why did we do this?

Simplify and harmonise
data collection and reporting
nationally

Provide a
common language and
consistent data sets

Enable better learning –
by making it easier to
understand what's
happening and working in
local authorities across
England

INDICATORS IN DETAIL

RARE: R1

Number of people sleeping rough **(all)**

We start with R1 because it is the base indicator, based on street outreach, from which all other indicators are derived.

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

ABSOLUTE FIGURE

20

A single number, determined from outreach contacts over a fixed reporting period, or from a 'Point-in-Time' snapshot.

RATE PER 100,000 POPULATION

5 per 100,000

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

INDICATORS IN DETAIL

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 last 5 calendar years (60 months).

If a person was seen more than 5 years previously, they are to be counted as 'New'.

ABSOLUTE FIGURE

4

A single number, determined from outreach contacts over a fixed reporting period, or from a 'Point-in-Time' snapshot.

RATE PER 100,000 POPULATION

5 per 100,000

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

% OF PEOPLE SLEEPING ROUGH

20%

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

INDICATORS IN DETAIL

PREVENTED: P2

People seen rough sleeping after being discharged from institutions

A person is counted if they report having been discharged from any of the below within the last 85 days.

- Justice accommodation, including adult and youth prisons and accommodation provided by the National Probation Services (e.g. Approved premises)
- General and psychiatric hospitals
- Discharged from the UK Armed Forces
- National Asylum Support Services Accommodation

People under 25 who are care leavers (P2B) should be counted separately using data from your existing rough sleeping management information returns.

ABSOLUTE FIGURE A (INSTITUTIONS)

2

A single number, determined from outreach contacts over a fixed reporting period. You should have a separate breakdown of this figure by institution.

ABSOLUTE FIGURE B (CARE LEAVERS)

0

A single number, determined from outreach contacts over a fixed reporting period.

% OF PEOPLE SLEEPING ROUGH

10%

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

Improving processes for people leaving prison

Previous London data **couldn't tell when someone left prison**, and when asked about 'last settled accommodation,' many people didn't think to mention prison stays.

P2 provides **more specific data** on prison leavers, showing that they had been historically under-recorded.

London Probation has established **new resettlement panels** to review expected prison releases.

BRIEF: B1

Number of people experiencing **long-term 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.

E.g. In July, an outreach team sees 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, giving a total of 2 people meeting the criteria.

ABSOLUTE FIGURE

2

A single number, determined from outreach contacts over a fixed reporting period.

% OF PEOPLE SLEEPING ROUGH

10%

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

NON-RECURRING: NR1

Number of people returning to rough sleeping

A 'returner' is defined as a person seen sleeping rough again after no contact for 180 days, measured from the last date the person was seen.

ABSOLUTE FIGURE

2

A single number, determined from outreach contacts over a fixed reporting period.

% OF PEOPLE SLEEPING ROUGH

10%

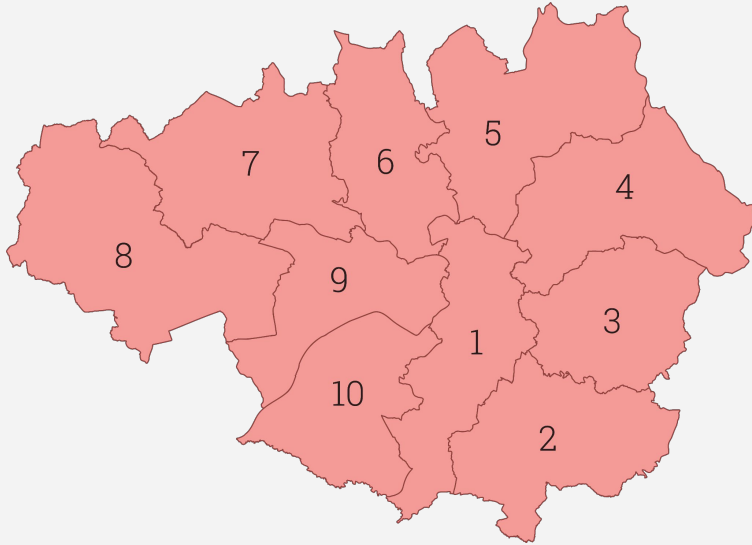
This figure will be automatically calculated for you by DLUHC within DELTA based on your absolute figure.

INDICATORS IN DETAIL

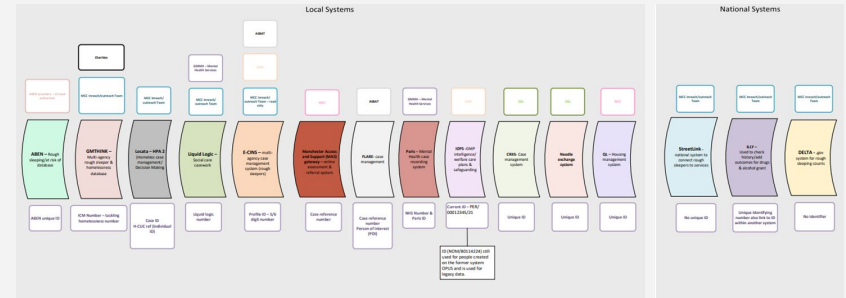
BRIEF: B1

NON-RECURRING: NR1

Challenges: Refining the Indicators



Variation in rough sleeping rates
and intensity of response



*Manchester Rough Sleeper Databases
Users + Unique Identifiers*

Complexity of pathways
and data systems

Challenges: Refining the Indicators

Framework Indicators		Oct 22
P1	No. New people sleeping rough	24
P2	No. People rough sleeping after discharge from institutions	3
R1	No. People rough sleeping	98
B3	No. People experiencing 'long-term' rough sleeping	41
B3A	Long term rough sleeping – High no. contacts	43
B3B	Long term rough sleeping – Seen in 2 consecutive quarters	71
B3C	Long term rough sleeping – High contacts in consecutive quarters	27
NR1	No. people 'returning' to rough sleeping	12
Total		319

Different ways of quantitatively defining complex experiences have trade-offs.



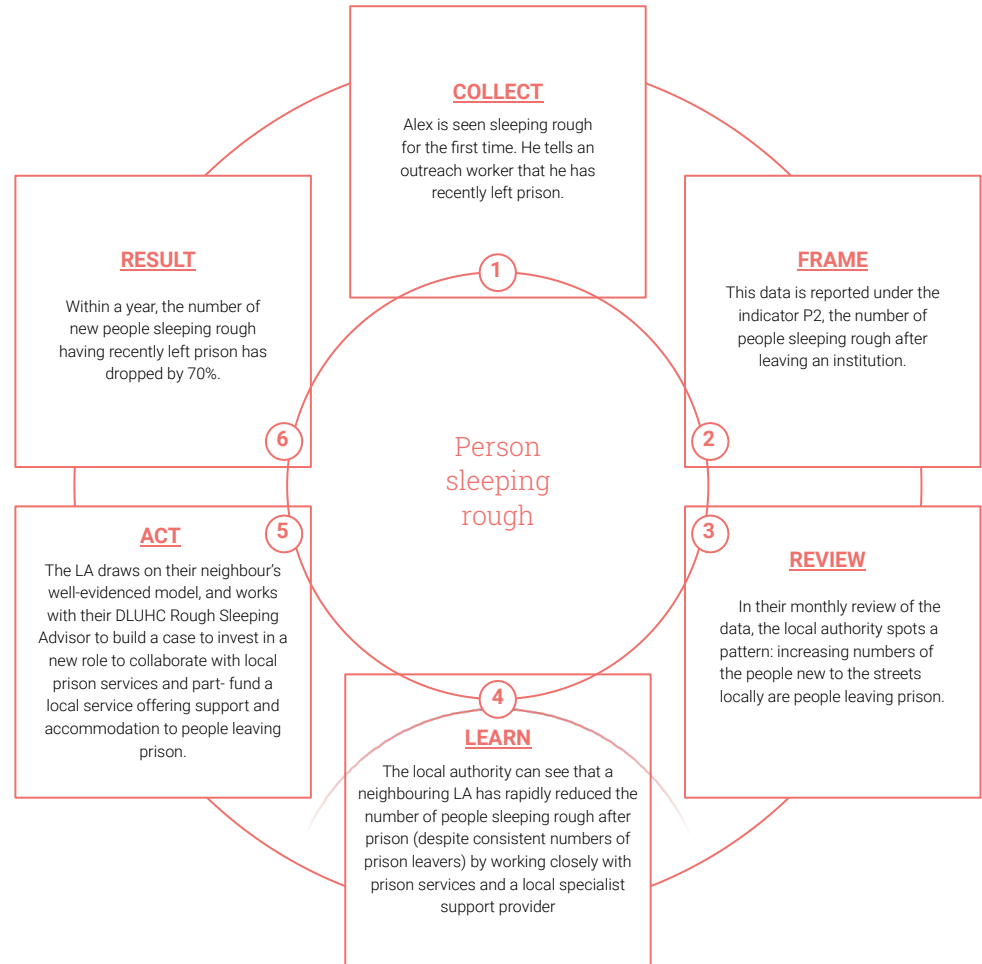
So what now?

It's a great step forward that all local areas in England now collect higher quality and comparable data on key aspects of street homelessness in their area.

However collecting this new data is not going to make a difference on it's own.

Example of how the data will be used locally.

The intention of the framework is to give local areas a foundational set of core indicators to start to build a cycle of data-led progress, using insights from the indicators to drive delivery.



Examples of how the data will be used nationally

Support more cross-government work

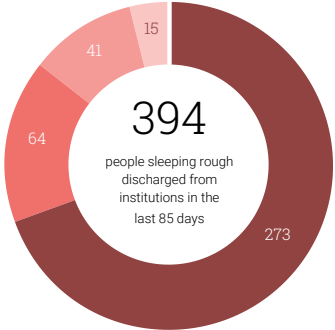
The Housing Department will use data to inform discussion with other government departments about their role, for example around reducing the number of people discharged from institutions on to the streets.

Measure progress to end rough sleeping at a national and local level

Comparable local area data will help understand what is working well, where intervention might be needed, and to facilitate and share learning across local areas. It will also provide the basis for future impact evaluations.

Better understand local challenges and drive progress

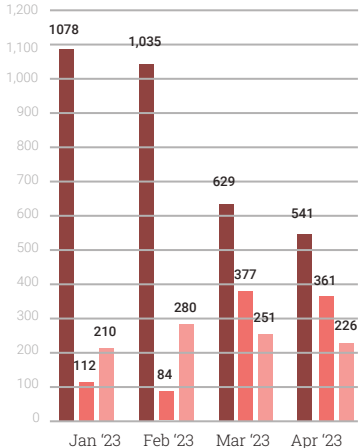
The Department will use the new data in conversation with local areas to develop and inform tailored approaches to ending rough sleeping.



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

We hope that this work to create a more **data-led approach** to tackling street homelessness in England will mean that **recent progress** can be **sustained** and **built upon** and we can move towards a future where rough sleeping can be ended for good in England.





What
Works
Network **W**
W

History shows, that bold goals seem
impossible – until they aren't.

Thank you for taking the time to listen.

Rob Anderson

rob@homelessnessimpact.org