

No Second Night Out: An evaluation of the first six months of the project

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Broadway, University of York and Crunch Consulting



Acknowledgements

Evaluation conducted by Juliette Hough, Broadway, and the qualitative element conducted by Anwen Jones, University of York.

Neighbourhood impact assessment and additional research conducted by Helen Lewis, Crunch Consulting.

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Foreword

No Second Night Out (NSNO) is an innovative new pilot project that aims to ensure that new rough sleepers do not spend a second night on the streets.

This is an evaluation of the first six months of the project, from 1 April to 30 September 2011. It explores the use of the NSNO assessment hub, early outcomes for its clients, the strengths of the project, challenges it has faced, and potential areas for improvement. It also explores lessons for replication.

Methodology

The qualitative element of the evaluation was conducted by Anwen Jones from the University of York (with additional interviews conducted by Broadway's research team). It was informed by:

- Interviews with 12 former clients of the hub (including two who rejected their single service offers) and nine current hub clients.
- Interviews with NSNO project staff and volunteers.
- Interviews with project stakeholders and other organisations affected by the project, including five outreach teams, street population co-ordinators, Housing Options workers, a mental health team, and senior strategic leads.

Broadway's specialist research team analysed monitoring data relating to the project (in particular quantitative data from CHAIN¹ about the usage and outcomes of the project) and compiled the full evaluation. Unless otherwise stated, all data presented in this report relates to the period 1 April – 30 September 2011².

A review of neighbourhood impact was conducted by Crunch Consulting.

The primary aims of this evaluation are to:

- Assess how far the NSNO project has met its objectives.
- Identify outcomes for NSNO clients.
- Identify key factors in any project successes.
- Explore any challenges faced by the project and potential areas for improvement.
- Make recommendations to inform the future of the project and potential replication.

¹ CHAIN (the Combined Homelessness and Information Network) is London's most comprehensive and widely used database on rough sleeping and the street population.

² Please note that there may be very small discrepancies in figures throughout this report. These are accounted for by amendments to the data about two or three individuals on the CHAIN database during the period in which the data was extracted, which have resulted in these individuals being recategorised in some tables.

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Executive summary

Background

- No Second Night Out (NSNO) is a key initiative of the Mayor of London's strategy to end rough sleeping in the capital by 2012. The project is being piloted in ten London boroughs: Brent, Camden, City of London, Hammersmith and Fulham, Islington, Kensington and Chelsea, Lambeth, Southwark, Tower Hamlets and Westminster.
- The NSNO project aims to ensure that new rough sleepers do not spend a second night on the streets. It is piloting a 24 hour assessment hub which assesses the needs of new rough sleepers and provides them with a single service offer (SSO) which is to be a credible alternative to their rough sleeping. A 24 hour telephone rough sleeping referral line and website has been set up to support public reporting of rough sleepers.
- This report reviews the first six months of the pilot project, from 1 April to 30 September 2011.

Findings

Outcomes

- NSNO has been highly successful in meeting its aim of supporting more new rough sleepers to move off the streets more quickly. In total, NSNO has supported 415 newly identified rough sleepers to move quickly off the streets and into accommodation following attendance at the assessment hub within the first six months of its operation.
- Two thirds (63%) of new rough sleepers attending the hub were assisted to find an alternative to rough sleeping and had a positive departure from the hub into some form of accommodation. The comparable figure over the period for new rough sleepers who did not attend the hub was 15%: people who attended the hub were over four times more likely to move off the streets than those who did not.
- Since NSNO commenced, new rough sleepers are less likely to return to rough sleeping in London: 70% of new rough sleepers identified In April – Sept 2011 (the first six months of the project) did not spend a second night on the streets in London, compared with 54% in the same period in 2010.
- 93% of the people supported by the hub to move off the streets were reconnected to a home area. The remainder had a local connection³ to the borough in which they were seen sleeping rough so were accommodated in this area. Of the people who were reconnected, 56% (210 people) were reconnected to a home borough within London, 13% (49 people) to an area within the UK outside London, and 31% (117 people) to a home country outside the UK.
- There is limited data available on the sustainability of outcomes, but that which exists shows that many reconnections made by the hub have been sustained for at least three months. Three months after their reconnection, telephone follow up calls to clients who were reconnected by the project showed that one quarter (24%) of all NSNO clients who were reconnected by the project were known to be still in accommodation in their reconnection area and only 1% were found to have returned to rough sleeping⁴. Data was missing for 75% of former clients who had not been contacted.
- NSNO has influenced the development of fundamental changes to practice among other services working with rough sleepers (in particular street outreach teams). It has: helped embed the notion of a single service offer; established the idea of reconnection as an appropriate and realistic offer for many new rough sleepers; and demonstrated that

³ A local connection is some form of connection to an area, usually by having lived there for at least six months or by having family who live there.

⁴ It should be noted that data from CHAIN shows that 8% of all reconnected clients returned to rough sleeping in London.

identification, assessment and reconnection / a move into accommodation can take place within a very short time period.

Success factors

- Key successful elements of NSNO's practice are:
 - The single service offer. There has been a clear message from outreach teams and NSNO staff to new rough sleepers about the single service offer, and acceptances of the single service offer are relatively high (at 76% of hub clients who are made an offer).
 - 24 hour access and lack of bureaucracy for outreach workers making referrals: referrals are routinely made into the hub between the hours of 6am and 3am.
 - Buy-in to the project, quick response time from, and good working relationships with most outreach teams and London Street Rescue, through whom referrals are made.
 - The telephone referral line, which facilitates self-referrals and referrals from members of the public and public services.
 - A focus on supporting people to move into appropriate accommodation within 72 hours, which helps establish the project as a new and different approach and distinguishes it from (for example) a night shelter.
 - The provision of advocacy with Housing Options teams, which makes a significant difference to an outcome for a client who has already approached Housing Options but had not received the same service when they presented previously (although it is important to stress that NSNO clients do not receive special or enhanced offers).
 - A successful partnership with Thames Reach's London Reconnection Service, which has proved to be crucial when assisting EU nationals to return safely home in a planned and supported way.
 - Providing outreach teams with information about NSNO in different languages, and making single service offers in a relevant language at the hub.
 - The location of the assessment hub away from areas with high concentrations of rough sleepers, to reduce the risk of hub clients becoming part of a street or rough sleeping lifestyle.
 - The telephone referral line, which has been an effective means of identifying new rough sleepers. Within the first six months of the project, the telephone referral line resulted in 142 eligible people being offered NSNO, with the majority of referrals being received from individuals themselves, public services, and members of the public.
- NSNO's success has been facilitated by: strong leadership and a skilled staff team; adequate resources; and high-level backing and support for the project by the London Delivery Board.

Challenges

- 36% of all new rough sleepers contacted on the streets in the NSNO pilot boroughs attended the NSNO hub. Of the remainder, 55% were not referred to the hub, and 9% were referred but declined to attend. Referrals increased substantially from 36% in the first quarter of the project's operation, to 52% in the second quarter, which suggests that outreach teams are becoming more engaged with the project. Referral rates of new rough sleepers varied greatly between boroughs (from 27% in Westminster to 89% in Hammersmith and Fulham). This shows that the change in practice necessary for the project's success has not been adopted by all London boroughs. Obstacles to referral include both a lack of buy-in from a small number of boroughs, and more practical obstacles (such as the time taken to accompany people to the assessment hub) which NSNO has since sought to address.

- Teams and organisations on whose support many hub clients depend (for example Housing Options teams, outreach teams and benefits agencies) often work to longer timescales than the hub. For example, it takes on average at least three weeks to get a decision after making a benefit application. The short assessment time of 72 hours that the hub works to requires faster response times from all parties concerned. This is proving to be a challenge for the project and can prolong people's stay at the hub.
- Outreach teams, housing officers and street population coordinators have expressed concern that they do not have the facilities to accommodate some hub clients, particularly those with low support needs. In order to fulfil their obligations to the hub and provide a speedy resolution they might be using inappropriate solutions, and this might jeopardise the longer term success of reconnections.
- People who are identified as suitable for private rented sector (PRS) accommodation are facing considerable delays in accessing it. This takes between two and six weeks and often much longer (when people have to wait for benefits decisions or are on waiting lists). This puts increased pressure on the hub in terms of where clients are accommodated during this period.
- Over one third (37%) of people attending the hub had a negative departure: they abandoned or were evicted from the hub before they had received a single service offer, or did not accept their single service offer. People from Central and Eastern European (CEE) countries were most likely to have a positive departure from the hub: 69% had a positive departure, compared with 67% of UK nationals and only 53% of non-UK and non-CEE nationals. People from non-UK and non-CEE countries were significantly more likely to refuse their single service offer, suggesting that they did not wish to return to their home country.

Learning

- The characteristics of hub clients were fundamentally different from those expected when the project was developed. Firstly, most hub clients were not new rough sleepers and were not new to London: 59% had slept rough in London on at least one previous occasion within the three months prior to attending the hub, but had not been identified. Secondly, the support needs of hub clients were higher than expected: 33% had an alcohol issue, 23% a drug issue, and 41% a mental health issue.
- The implications of this for the delivery of NSNO are that many people needed longer assessment periods and more support (including being linked in with support after they moved into accommodation) than initially expected.
- This highlights a gap in identification, which means that new rough sleepers are sleeping out for more than one night before they are identified. The telephone referral line, which was widely publicised several months into the project, may address this as it becomes more established. More work may also be required to ensure that others who come into contact with new rough sleepers (for example, police, bus companies and day centres) refer people into the project.
- NSNO used a number of agency staff, as is common in the homelessness sector, in particular whilst the project was being set up and full time staff were being recruited. It became apparent within the first few months of the project that agency staff sometimes conducted poor quality assessments and this could sometimes lead to inappropriate single service offers. Staffing has since been restructured so that fewer agency staff are employed.
- The lack of appropriate office space in the NSNO assessment hub building proved to be a challenge, and a separate space for women was found to be necessary. However, senior stakeholders suggested that, given a building that is fit for purpose, the NSNO model could work in a range of different spaces.

- In the first few months of the project, during busy periods, hub staff could be under pressure and clients could receive a poorer quality service, including a longer period awaiting a single service offer and a move into accommodation. A maximum capacity of 25 people has since been set, and staffing levels have been increased (to 18 staff members).
- It is not clear if the opening of NSNO has significantly increased levels of overall antisocial behaviour in the Margery Street area. There has been a specific problem for some neighbours living behind the project as a result of noise coming from the terrace area. Existing problems with antisocial behaviour and neighbours' perception that they were not sufficiently consulted about the opening of NSNO may have contributed to their negative views about the project. Steps are now being taken to address neighbours' concerns in this regard and to include them more fully in the work of NSNO.

Conclusions

- NSNO has been successful in supporting many new rough sleepers to move off the streets. It enables a new rapid response to new rough sleepers and provides a safe space away from the streets whilst assessment takes place and accommodation or reconnection is arranged. NSNO provides crucial advocacy, in particular with local authority Housing Options services. The majority of hub clients move on from the hub into some form of accommodation within around four days.
- New rough sleepers who attended the hub were significantly less likely than those who did not to be seen sleeping rough again in London. Although there is limited data available on longer term outcomes, the existing data shows that many reconnections are sustained for at least three months.
- The NSNO project has played a central role in establishing a new approach to new rough sleeping within the sector. It has influenced the work of outreach teams, ensuring a quicker response, an increased focus on reconnection as an appropriate and achievable offer, and has (on the whole) freed outreach teams to concentrate on supporting longer term rough sleepers.
- NSNO requires other services working with new rough sleepers (such as outreach teams and Housing Options) to change their practice, including adopting rapid response times. The failure of some services to do so (such as the slower processes of Housing Options teams and long waiting times after benefits assessments) can form a barrier to NSNO achieving its aims.
- Qualitative interviews suggest that there is a shortage of accommodation within London for people to move on to from the hub. This includes in particular emergency out of hours temporary accommodation, short term accommodation and private rented sector accommodation. A number of interviewees said that this had led to hub clients being inappropriately housed, for example people with no support needs being housed in supported accommodation such as hostels (and therefore denying these services to people for whom they are more appropriate).
- The hub is often close to or at capacity. If referrals of new rough sleepers to the hub increase from 52% to 100% as intended, then the hub will struggle to meet their needs.
- Referrals from outreach teams are increasing. However, there remain different levels of engagement with the project by different NSNO boroughs, as shown by greatly varying referral rates between boroughs.
- A small number of women (five) have abandoned the hub because they do not wish to stay in a room with many men, and a number of other women have reported feeling uncomfortable about this. The hub is therefore not fully accessible to all women, nor appropriate to their needs.
- Some outreach teams reported that they did not clearly understand referral protocols, in particular whether people should or could be referred on the first or second night on which

they were seen sleeping rough, and this led to differences in practice between different teams.

- Despite some concerns by project stakeholders that NSNO could draw people to the streets in order to receive enhanced services, there is no evidence that the vast majority of people attending the hub are not genuinely rough sleeping.

Recommendations

- The evaluation strongly recommends that the project continues to receive funding to continue and develop its work.
- There is potential to expand NSNO across London. Any expansion should take into account differences in service provision and patterns of rough sleeping in different areas.
- NSNO should continue to collect data on longer term outcomes through conducting regular telephone calls to former clients for at least one year after move-on. Efforts should be made to improve the quality of data collection and ensure that the data collected is as comprehensive as possible, including by establishing a minimum number of attempted telephone contacts and by contacting landlords and support agencies working with the individual where necessary to establish their whereabouts. This data should be regularly reviewed to ensure that project outcomes are sustained.
- A further evaluation of reconnections outcomes should be undertaken at the end of the first year of the project.
- The NSNO project board should consider how other services (such as outreach teams and Housing Options) can be more closely engaged with the project and influenced to change their practice to meet its needs.
- The project board should consider the provision of interim accommodation for people waiting for PRS accommodation or a reconnection elsewhere, for whom appropriate short-term accommodation cannot be found.
- The development of a second assessment hub should be considered, to meet an anticipated need for increased capacity.
- The NSNO project board should seek ways of increasing engagement with the project from outreach teams / boroughs and of addressing any concerns they have about the project. This should include the provision of information about the work and longer term impact of NSNO (which was not clear to all those interviewed). Targets for local authorities for referral, and inclusion of referral rates to NSNO within the quarterly Street to Home reports of CHAIN data and within monthly performance compliance monitoring, should be considered. Some boroughs have lower referral rates because they aim to provide alternative support or interventions to prevent a second night on the streets.
- Consideration should be given to providing a separate space for women within the assessment hub.
- The protocol for referral on the first or second night should be reviewed and clarified with outreach teams.
- More work is required to ensure that others who come into contact with new rough sleepers (for example, police, bus companies and day centres) refer people into the project.
- The proportion of self-referrals to the telephone referral line, and outreach teams' reports of meeting rough sleepers they do not consider to be genuine, should continue to be monitored to determine whether the project begins to act as a draw to rough sleeping.
- Steps are being taken to address neighbours' concerns about neighbourhood impact and to include them more fully in the work of NSNO. These new measures should be monitored closely, so as to measure their impact on neighbours' perceptions of and actual levels of antisocial behaviour.

Introduction

The No Second Night Out (NSNO) project was launched on 1 April 2011 as a pilot project aimed at ensuring those who find themselves sleeping rough in central London for the first time need not spend a second night on the streets. It is central to the Mayor of London's London Delivery Board (the partnership body he established in 2009) to deliver his commitment to end rough sleeping in the capital. Success will mean that by the end of 2012 no one will live on the streets of the capital and no individual arriving on the streets will sleep out for a second night. The NSNO project is central to achieving this success.

Over the course of 2010/11, 60% of the 3,975 people seen rough sleeping in London were new to the streets. It is this group that NSNO has been set up to target. There are other services that focus on those living on the streets, or repeatedly return to the streets and fall out of accommodation and support.

NSNO seeks to introduce a step change in the way services respond to those who arrive new to rough sleeping on the streets. It aims to:

- Provide a rapid response to new rough sleeping, based on better intelligence and public awareness.
- Link those who migrate into central London back into services where their local connection means they are most likely to sustain a life away from the streets.
- Provide a single service offer⁵ based on the assessment of each individual's needs, which means no-one need spend a second night out on the streets.

It does so through:

- A dedicated 24 hour assessment hub facility, staffed by a team of assessment workers (who provide the single service offer) and reconnection workers (who liaise with services, negotiate and advocate on a client's behalf, and where necessary accompany individuals returning to local services). The 'hub' is not an accommodation project, but a place of safety where people can be assessed any time day or night in an environment away from the street. There is an intention that no-one should spend more than 72 hours at the hub.
- A 24 hour telephone rough sleeping referral line and website, to support public reporting of rough sleepers. More information is needed to fully evaluate the use and effectiveness of this, and this will be explored in the full project evaluation.
- Working closely with outreach teams (through whom all referrals to the project are directed) to provide a consistent response to new rough sleepers, and expanding the remit of the London Street Rescue service to ensure there is capacity to respond to new rough sleepers at all times.

To aid the development of the project, measure its impact, allow for a detailed evaluation and inform wider policy discussion and decisions, NSNO includes robust data capture, monitoring and analysis. This informs project management and development, outcome measurement and supports decision-making by the project board and London Delivery Board.

The NSNO pilot operates across ten central London boroughs: Brent, Camden, City of London, Hammersmith and Fulham, Islington, Kensington and Chelsea, Lambeth, Southwark, Tower Hamlets and Westminster.

⁵ A single service offer is the offer of one service which is judged to be the most appropriate for an individual after assessment of their needs. Once a single service offer has been identified, it is made consistently by all services coming into contact with the individual. Once a single service offer has been made, alternative offers are not available unless a reassessment finds that another offer is more appropriate.

1. Outcomes

1.1 Summary of performance against targets

This section outlines NSNO's targets and how the project has performed in relation to them. It shows that, although the project has not met most of its targets, it can demonstrate significant progress in each target area. Many of the project's targets are highly ambitious (for example, three are set at 100%), particularly for an initial six month period during which new processes and working practices were being bedded in both internally and in external organisations working closely with the project. This evaluation therefore judges the project to be an overall success, despite not meeting all of its targets. The challenges to meeting the project's targets are explored below and throughout this report.

Returns to the streets

Indicator: 80% of new rough sleepers in the LDB boroughs do not spend a second night on the streets compared to 57% of those in the LDB boroughs in April – June 2010.

Performance: 70% of new rough sleepers in the LDB boroughs have not spent a second night on the streets over the six month pilot period. This compares with 54% of new rough sleepers in the same six month period in 2010.

Single service offers

Indicator: 100% of those identified as eligible for the NSNO service are made a single service offer which would enable them to cease rough sleeping.

Performance: 44% of those identified as eligible for the NSNO service have been made a single service offer (697 out of 1583 new rough sleepers). 30% of new rough sleepers were made a single service offer by the assessment hub, and 14% by an outreach team. The shortfall against target is accounted for by:

- Low attendance at the hub (55% of all new rough sleepers were not offered the hub, and an additional 9% refused to attend).
- The lower proportion of new rough sleepers not attending the hub who received single service offers (10%, compared with 84% of hub clients).
- Abandonments from the hub before a single service offer could be made (16% of hub clients).

Length of stay at the assessment hub

Indicator: 90% of those attending the assessment hub do not spend more than 3 days at the hub.

Performance: 54% of those attending the assessment hub spent less than 3 days at the hub. This is accounted for by:

- An increasing length of stay during busy periods (capacity has since been capped).
- Difficulties accessing short and long term move-on accommodation.
- The longer deadlines to which other services (including Housing Options, benefits agencies, and outreach teams) work.
- The higher than expected support needs of clients.

Referral

Indicator: 100% of those identified as eligible for the NSNO service successfully referred to the Assessment Hub and present there.

Performance: 36% of those identified as eligible for the NSNO service were successfully referred to the Assessment Hub and presented there. 55% of those eligible were not referred, and a further 9% were referred but did not wish to attend.

Assessment

Indicator: 100% of those who attend the Assessment Hub are provided with a detailed assessment within 24 hours.

Performance: This data is not available. The hub aims to begin assessment for every client within one hour of their arrival, and assessment is an ongoing process throughout the individual's stay.

Acceptances of single service offers

Indicator: Of those people given a single service offer, 90% take this up.

Performance: 76% of hub clients who were given a single service offer took this up.

Reconnections

Indicator: An increase in the reconnections achieved with new rough sleepers.

Performance: 20% of all new rough sleepers were reconnected during the pilot period, compared with only 3% in the same period in 2010.

Leaving the CHAIN population

Indicator: An increase in the number of new rough sleepers who leave the CHAIN population completely after one month.

Performance: In April – September 2010, 50% of all new rough sleepers (477 out of 1585 people) were seen again after one month (up until the end of October 2010). In April – September 2011, 30% of all new rough sleepers (428 out of 855 people) were seen again during the period after one month (up until the end of October 2011). The number of people leaving the CHAIN population after one month has increased from 427 people in April – September 2010, to 1108 people in April – September 2011.

1.2 Short term outcomes

During the first six months it was in operation, 656 newly identified rough sleepers attended the NSNO assessment hub. Of these, just under two thirds (64%) had a positive departure: a move into some form of accommodation (most often through reconnection to another area). A further 20% were given a single service offer which they refused and subsequently left the hub, and a further 16% abandoned the hub prior to a single service offer being made.

In its first six months of operation, NSNO has helped 415 people move off the streets and into some form of accommodation.

Figure (1.1) Outcomes for newly identified rough sleepers attending the NSNO hub

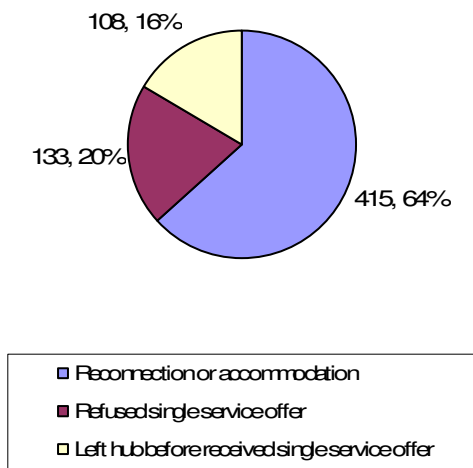
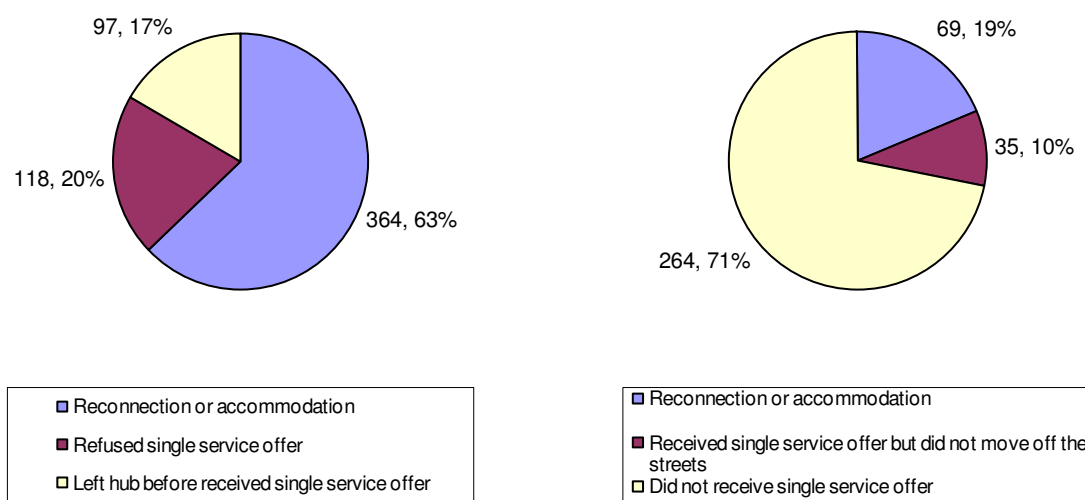


Figure 1.2 shows that new rough sleepers who attended the hub were far more likely to go into accommodation or be reconnected than those who did not. Just under two thirds (63%) of new rough sleepers attending the hub moved into accommodation or were reconnected, in comparison with only 15% of those who did not attend the hub.

Figure (1.2) Comparison of outcomes for new rough sleepers (flow⁶) attending and not attending the hub

(a) New rough sleepers attending the hub

(b) New rough sleepers not attending the hub (excluding people who spend only one night on the streets).



See Appendix A for a table showing outcomes broken down by borough.

The relationship between NSNO outcomes and client characteristics

When considering the difference NSNO makes, it is important to explore:

- (i) Could some of the difference in outcomes for people who did and did not attend the hub be attributed to differences in characteristics (such as willingness to engage with services and move off the streets)?
- (ii) Would NSNO clients who had positive outcomes have found their way off the streets without the project (either alone or with the support of existing services)?

A range of data suggests firstly that, although NSNO clients may be more likely to engage with services, this is not a primary factor in the project's outcomes, and secondly that many NSNO clients would not have otherwise moved off the streets during the period:

- Figure 1.3 below clearly shows that a significantly higher proportion of new rough sleepers have moved off the streets since the project commenced. This suggests that the project is successfully working with people who would not have gone into accommodation through other routes.
- Outcomes for people who refused to attend the hub (the most difficult to engage people) and for those who were not offered it are the same: 15% of people who refused to attend the hub subsequently moved into accommodation or were reconnected over the period, compared with 16% of those who were not offered the hub. Those who were not offered the hub were much less likely to move off the streets than those who attended the hub, although it was likely that among this group there were many people who were more willing to engage than among those who refused to attend the hub.
- Many hub clients had been sleeping rough for over one night and had not found their own way off the streets or been identified by other services (see section 3).

⁶ 'Flow' is a term used to describe new rough sleepers who have been seen by an outreach team sleeping rough once. An additional 77 people who are not classified as 'flow' attended the hub; of these, 22 had been seen sleeping rough at least once previously and 55 had not been verified as sleeping rough at the point of referral into the hub. To enable comparison between like groups, these 77 people are not included in this chart.

In the qualitative interviews, several people referred to being in shock, hungry and cold when they were referred to the hub. They had not been previously identified by existing services and said that they had not had any ideas about how they could get off the streets:

'I didn't have any plans for what I could do [to get off the streets]. I wasn't sure what was available. I was in a state of shock. [If I hadn't come here], I would have just kept crawling around [the streets]'

'I was sleeping rough, I was soaking wet, I didn't know what to do'. – former client, still in accommodation

'[If I hadn't gone to the hub] I'd still be sleeping rough. All the hostels were full, or they didn't take dogs, so I'd have been stuck.' – former client, still in his flat

1.3 Context: an increasing number of new rough sleepers

The number of new rough sleepers recorded in the ten NSNO boroughs on CHAIN in April - September 2011 was 1583. This figure has doubled since the same period in 2010, when 855 new rough sleepers were recorded on CHAIN. There are several possible explanations for this, which include:

- The number of new rough sleepers may have increased for reasons unconnected with the NSNO project (for example the difficult economic environment may be leading to an increase in homelessness).
- Actual rough sleeping figures may not have increased so dramatically but recording may have improved because of the strong emphasis on recording new rough sleepers introduced by the NSNO project. There is a greater expectation on teams to get to new arrivals quickly and record people on CHAIN immediately and in real time. There are also increased shifts on the street to ensure people are offered an alternative before sleeping out for a second night. Because there is an increased expectation to record even people whose names are not known, double counting might also be an issue.
- People might have heard about the NSNO project and it might therefore be acting as a draw for people hoping for enhanced services.

It is likely that the reason for the increased number of new rough sleepers is a combination of the first and second possible explanations outlined above. There is no clear evidence that the third is happening on a large scale, but this might also have had some impact. Stakeholders interviewed for this evaluation referred to each of these explanations, and confirmed that recording had improved.

It is beyond the scope of this evaluation to account for the increase in new rough sleepers recorded. However, it is important to recognise that, if NSNO is operating within a context of an increasing number of new rough sleepers, this raises issues including an increased need for services for new rough sleepers, and potential capacity issues for NSNO if the trend continues. It also means that NSNO is achieving its outcomes despite a higher demand on its services than initially anticipated.

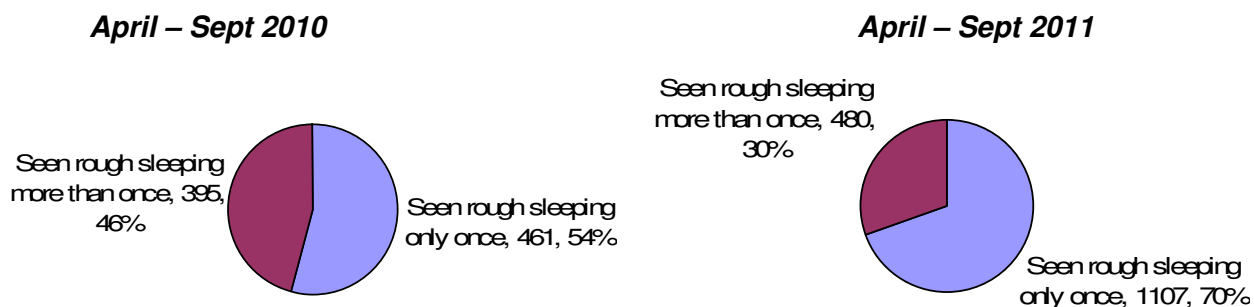
1.4 The sustainability of outcomes

Returns to rough sleeping

People who attended the hub were less likely to be seen sleeping rough again by an outreach worker in London than those who did not. This was true even for people who did not accept their single service offer, suggesting perhaps that the hub provides respite from the streets which enables people to find other ways off the streets; or perhaps that the message that reconnection is the single offer which most people will receive is being effectively communicated to hub clients.

Figure (1.3) below shows that, since NSNO commenced, new rough sleepers in London are less likely to return to the streets, and more likely to be reconnected. In April – Sept 2011, 70% of new rough sleepers were only seen by outreach teams sleeping rough once, compared with 54% of new rough sleepers in April – Sept 2010. This strongly suggests that NSNO (together with related changes in outreach practice) is supporting people who would otherwise have remained on the streets, to move off the streets.

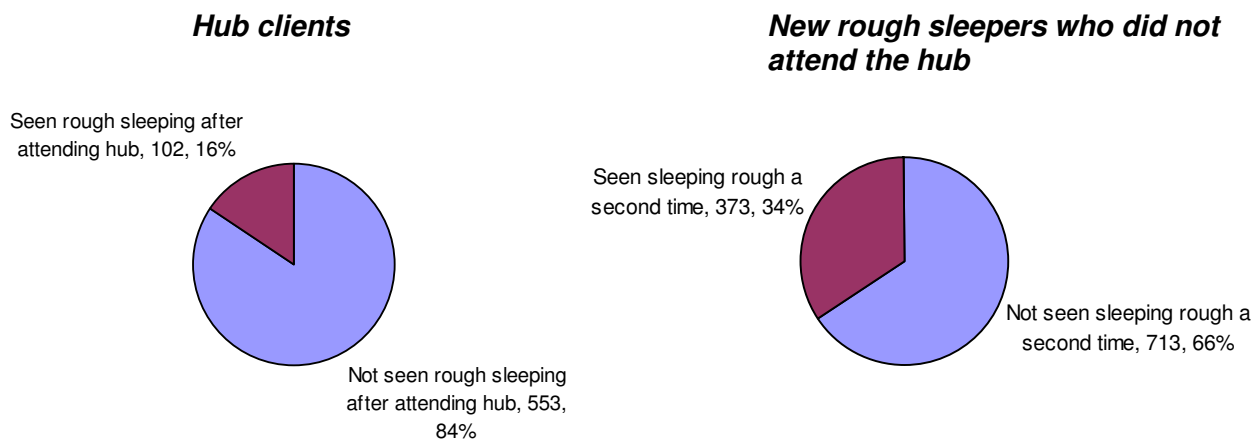
Figure (1.3) Returns to rough sleeping over six month period for new rough sleepers: historical comparison



A full breakdown of the outcomes for new rough sleepers in the two periods is presented in Appendix A.

People who attended the hub were far less likely than those who did not to be seen sleeping rough again in London during the period. Figure 1.4 shows that 16% of people who attended the hub were subsequently seen sleeping rough.

Figure (1.4) Returns to rough sleeping over six month period for hub clients compared with new rough sleepers who did not attend the hub



This breaks down as follows:

- 8% (34 people) of hub clients who had had a positive departure (a reconnection or a move into accommodation) were seen sleeping rough again.
- 30% (40 people) of those who refused their single service offer were seen sleeping rough again.
- 26% (28 people) of those who abandoned or left without a single service offer were seen sleeping rough again.

It is important to consider that 44% of all those who attended the hub were reconnected to an area outside London or the UK. Because information is only recorded about rough sleeping in London, it is not known whether people returned to rough sleeping in these areas. Follow up work conducted by the hub identified a small number of returns to rough sleeping (see figure (1.5) below).

Sustainability of reconnections

Monitoring of the short term sustainability of reconnections outcomes is conducted by NSNO project staff, who contact people by telephone one week, one month and three months after they leave the hub. This data is presented in figure (1.5), which shows that one quarter (24%) of people who were reconnected by the hub were known to be still in their accommodation after three months, and that only 1% were known to have returned to rough sleeping. Data for the remaining 75% is missing because the individuals were not contacted, highlighting the need for more comprehensive data collection in future.

Figure (1.5) Outcomes of reconnection follow-ups

	Follow-up period					
	1 week		1 month		3 months*	
	Total	%	Total	%	Total	%
Reconnection confirmed	181	48%	129	34%	61	24%
Homeless in reconnection area / returned to rough sleeping area**	10	3%	5	1%	2	1%
Unable to contact	7	2%	2	1%	0	0%
No information / not recorded	177	47%	239	64%	189	75%
Total	375	100%	375	100%	252	100%

*Note: 123 out of the total 375 reconnections are not yet due for their 3 month follow up.

** Half of the people who returned to homelessness did so in their reconnection area, and half returned to the area in which they were sleeping rough.

It is important that this data continues to be collected and monitored (see Recommendations section below). Given that the project had only been operational for six months at the point of this evaluation, it is not currently possible to identify longer term outcomes for people reconnected by the hub.

Ten former hub clients were contacted for interviews for both this evaluation and the three month project review. Of these, all were found to be still in accommodation. Interviews with them demonstrate the long term impact of the project on individuals' lives:

'I was very fortunate to get picked up when I did [...] They found me a place to live. I decorated it all up from scratch. I've got a [housing] band and I've got to bid for a property in 6 months.'

However, one person had been served an eviction notice by the council for the following week. This had followed a period of poor mental health, and he did not know where to go for support. This highlights the importance of receiving adequate long-term support after reconnection where they need it.

Outreach workers also described seeing some clients stay in accommodation over the longer term:

'It's a fantastic resource. They've had some really surprising results, people we think we'll see back on the streets, staying off. Their reconnection workers must be talented'. – outreach worker

1.5 Factors in the sustainability of outcomes

Interviews conducted for this evaluation highlighted several factors in the sustainability of outcomes for NSNO clients. These included:

1. Adequate assessment and the provision of an appropriate single service offer

NSNO aimed to provide this, although an issue about the quality of assessments conducted by agency workers was identified and addressed early in the project.

2. The provision of appropriate longer-term support from other agencies

NSNO aimed to ensure that any support clients required was in place before they moved on from the hub. How adequately this support was provided was beyond the control of the NSNO project. Several respondents (including NSNO staff and other stakeholders) expressed some concern that people could find themselves sleeping rough again if they were not provided with adequate and appropriate support from other agencies:

I think some people have ended up back on the streets because [...] things have not worked out or have not been followed up properly [...] Other services have to pick it up. All in all we are absolutely dependent on other services. (NSNO worker)

A number of respondents were particularly concerned about whether people moving into the private rented sector would receive adequate support to maintain their tenancy.

Most hub clients interviewed understood that NSNO could not continue to help them once they had accepted an offer and moved on and were grateful for the help they had received:

I think the hub just did their job and found me somewhere to live – they did their job.

The hub was great. They were very helpful...but I think once they have found you a place they wash their hands of you.

3. The quality and appropriateness of accommodation

Several people interviewed for the evaluation said that they had seen some NSNO clients moving into poor quality or inappropriate accommodation, and were concerned that this would impact on the sustainability of outcomes:

We have found beds [in temporary accommodation] with no mattress or where there is one, the mattress is blood stained or urine stained, there are no sheets or bedding, no electricity, no food – it is appalling. We can't plug all the failings of other services so we have just made small gestures – bought a new mattress, bedding, food packages [...] I can see why people will fall out of places like that. It is a success in that they are not on the pavement, but it may not be sustainable. (NSNO worker)

The place [hostel] they housed me is full to the brim with addicts. [Previously] I went to [drug] treatment, I stopped using, I found myself a job – and now [...] there is no help to keep me on that road. – former NSNO client

4. Influencing individuals' coping strategies

A small number of respondents said they believed that the NSNO ethos and the single service offer might encourage people to think more carefully about their options in the future, and said that they thought the project had influenced people's coping strategies:

I think we have done quite a lot of work in getting people to think in another way - you know some people who think 'I just can't cope so I am going to run away' – we have to tell them 'you can't think like that, you have to make a plan'. I think we make quite a lot of impact. (NSNO worker)

1.6 Outcomes for longer term rough sleepers

In addition to the positive outcomes that NSNO has achieved for many new rough sleepers, several of the outreach workers interviewed said that the NSNO project was freeing them up to spend more time and resources supporting longer term rough sleepers:

'It's a massive tool in our arsenal. There's less pressure on our holding area, on our outreach workers, it's changing our work. We have more opportunities to focus on entrenched rough sleepers and those who are falling out of hostels.' - outreach worker

However, some outreach workers said that they had seen instances of NSNO clients taking precedence over longer term rough sleepers when accommodation was allocated.

2. Reconnections

2.1 Destination of reconnections

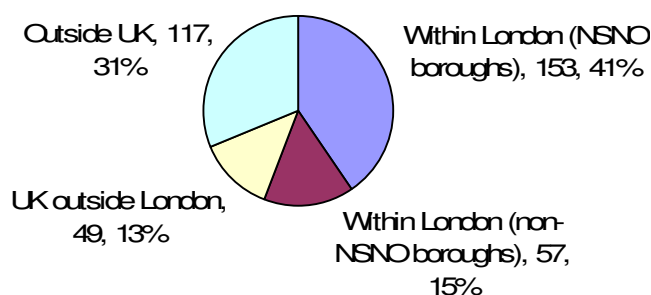
59% of hub clients (376 people) were reconnected. 93% (all but 28 people) of the hub clients who had a positive departure from the hub were reconnected (these 28 people had a local connection to the borough in which they were sleeping rough, or no local connection).

NSNO has led to a large increase in reconnections as a solution for rough sleepers: in April – Sept 2011, 20% of all new rough sleepers were reconnected, compared with only 3% of new rough sleepers in April – Sept 2010.

Figure 2.1 shows the areas to which people were reconnected.

Figure 2.1 Destination of reconnections

Over half (56%) of all reconnections from the hub were within London, with the majority of those in the NSNO boroughs⁷.



Base: 376 (this data was not recorded for an additional 11 people who were reconnected before full data recording procedures were established).

Figure 2.2 shows referrals from and reconnections to each of the ten NSNO boroughs. All of the boroughs referred more people to the hub than were reconnected back to them. Lambeth was the London borough to which the largest number of reconnections was made (39) followed by Islington (28), Westminster (21) and Southwark (20).

Figure 2.2 Referrals from and reconnections to the ten No Second Night Out boroughs

Borough	Number of people referred to the hub from the borough	Number of people reconnected to the borough by the hub	Difference
Westminster	188	21	167
Lambeth	82	39	43
Southwark	72	20	52
Camden	60	7	53
Islington	52	28	24
Hammersmith & Fulham	46	15	31
Tower Hamlets	38	12	26
City of London	32	0	32
Brent	31	7	24
Kensington & Chelsea	22	4	18
Total	623	153	470

Note: An additional 30 people were referred from bus routes so have no borough recorded, and an additional three people had no borough of origination recorded.

⁷ The NSNO boroughs are the ten London boroughs in which the NSNO pilot was conducted.

15% of reconnections were to non-NSNO boroughs in London. These were broadly dispersed, with the largest number of referrals being 12 people, to the borough of Hackney.

13% of reconnections were within the UK but outside London. Essex received the largest number of reconnections outside London (7 people) with the rest being widely dispersed.

Almost two thirds (31%) of reconnections were outside the UK, with the majority of these (68% of all reconnections outside the UK) to Central and Eastern European countries. Appendix B shows the destination (area) of reconnections. The successful partnership with Thames Reach’s London Reconnection Service has proved to be crucial when assisting EU nationals to return safely home in a planned and supported way.

The UK Border Agency (UKBA) currently supports the Assessment Hub by providing timely information and advice regarding specific individuals who attend the hub. It is currently supporting the NSNO hub with a number of cases. However, due to the complexity of the individual cases, all have had to return to the street whilst UKBA maintains an interest in them or whilst other services are now linked in and providing advice and assistance where appropriate.

2.2 Accommodation moved to on departure from the assessment hub

Figure (2.3) shows people’s immediate accommodation destinations on departing the hub. Over one quarter of hub clients (27%) moved from the hub into a B&B, whilst they awaited more permanent accommodation. One fifth (20%) moved into a hostel. The vast majority of accommodation which people moved on to was temporary.

Figure (2.3) Immediate accommodation destinations on departure from the hub (for people with positive departures from the hub)

Destination on Departure	Total	%
Bed & Breakfast	117	28%
Hostel	94	22%
Returned to home country (CEE)	47	11%
Temporary accommodation (Local Authority)	36	9%
Staying with family	23	6%
Staying with friends	23	6%
Previous home	11	3%
Supported Housing	11	3%
Other*	56	13%
Total	418	100%

*A full breakdown of accommodation destination is shown in Appendix C.

Bed and breakfasts were the most common immediate departure of people leaving the assessment hub. Of these, the majority (75%) went on to be reconnected to other areas. Almost half of these reconnections (43%) were to NSNO boroughs (see figure 2.4). This highlights the shortage of appropriate accommodation for the hub to move people on to, which is discussed below.

Figure (2.4) Destination following a stay in a bed and breakfast

Area	Total	%
London - non-NSNO	15	12%
London - NSNO	56	43%
<i>Lambeth</i>	20	-
<i>Westminster</i>	10	-
<i>Islington</i>	9	-
<i>Southwark</i>	6	-
<i>Other NSNO</i>	11	-
Outside UK	16	12%
UK outside London	11	8%
No reconnection	32	25%
Grand Total	130*	100%

* The difference between the 130 people in figure 2.4 and the 117 people in figure 2.3 might be accounted for by inconsistencies in recording or by the exclusion of people with negative departures from figure 2.3.

The project has experienced a number of challenges relating to the provision of appropriate accommodation. These include:

1. A shortage of accommodation options for people with low or no support needs.

Access to the private rented sector for hub clients has taken between two and six weeks and often much longer (when people have to wait for benefits decisions or are on waiting lists), and B&Bs have been used to accommodate people in the interim.

A number of interviewees said that this had led to hub clients being inappropriately housed, for example people with no support needs being housed in supported accommodation such as hostels (and therefore denying these services to people for whom they are more appropriate). The NSNO project is seeking to address the lack of short-term accommodation. It is exploring the idea of procuring five shared properties in the private rented sector (PRS) to be used as 'staging posts/interim accommodation units' for clients waiting to be housed either in the PRS or to be re-connected elsewhere.

2. Temporary accommodation – access and appropriateness

Hub staff experienced challenges accessing emergency out-of-hours temporary accommodation. The former hub clients interviewed for this evaluation had often spent some time in temporary accommodation whilst the local authority undertook the homelessness assessment, or in hostels awaiting move-on accommodation. Most found this difficult and wanted to move as soon as possible. For example, one woman explained that she was trying to find somewhere to live with the help of workers at a day centre but she appeared confused about her options and unhappy with her situation and the support she was receiving from hostel staff.

It [my hostel] isn't a pleasant place but I am just trying to locate somewhere...the lifts have not worked for four months....the place is old and they are doing it up – aside from that, the staff are very rude to the people living here, they just don't have respect for the people who live here, they speak to people as they see fit which I personally am not at all happy about that...they are not the right people to talk to...I don't like their approach...the hostel does not help, I don't think it is their job to find a place for me...it is my job.

Respondents explained that the shortage of appropriate accommodation and/or services, combined with the target of moving clients on within 72 hours, had sometimes led to people receiving less appropriate offers. In some cases it also meant that clients had to be placed in B&B accommodation to wait for more appropriate accommodation.

There were also concerns about the quality of accommodation available. NSNO workers and clients remarked on the condition of temporary accommodation which was often dirty and

inadequately furnished. As NSNO workers explained, there was little they could do about this beyond providing clients with basic goods such as bedding or food parcels which made life a little more comfortable. A couple of respondents, including clients and NSNO workers, remarked that even accommodation of a poor standard was preferable to sleeping rough. Clients recognised that the accommodation they were offered was beyond the control of NSNO but a few complained that their accommodation was in a very poor state or inappropriate for them. Other clients who appeared to be capable of living independently were placed in supported accommodation and a number said they found the hostel environment difficult and stressful. One client described the condition of the temporary accommodation he had been placed in.

'It was a complete state, there was food in the fridge but the fridge had been switched off for ages so it stank and there were maggots and everything...the walls were filthy...there was no gas and no electric and it was flea ridden – I had to sleep here for one night with no gas and no electric and fleas biting me...the place was a state but the next day a cleaner came – and did a very poor job, then they came and put the gas and electric on but I have had to battle to get pest control to come round.' (Former NSNO client)

3. Referrals

3.1 Referrals by borough

New rough sleepers are referred to NSNO by street outreach workers. Overall, under half (45%) of all new rough sleepers seen by outreach teams in the NSNO pilot boroughs were referred into the hub. 36% took up the offer and attended the hub, and a further 9% declined it. The ultimate aim of NSNO is that all new rough sleepers are referred into it.

Figure 3.1 shows the proportion of new rough sleepers referred by borough. The borough referring the largest number of people into NSNO was Westminster, which made over a quarter (29%) of referrals into the project. However, Westminster (the borough which saw by far the greatest number of new rough sleepers) referred the lowest proportion of new rough sleepers to NSNO than any other borough, with only 27% of new rough sleepers seen in Westminster being referred to the hub. Camden, Kensington and Chelsea and Brent all referred less than one in six of the new rough sleepers they saw to NSNO. The highest referral rates were in Hammersmith and Fulham, The City of London and Lambeth.

Figure 3.1 Referrals, refusals and non-referrals of new rough sleepers to the hub by borough

	All referrals*	Referrals of new rough sleepers**						
	Total accepted referrals to NSNO	Total new rough sleepers seen	Referred to and attended hub		Referred to hub but declined to attend		Not referred to hub***	
Borough	No.	No.	No.	%	No.	%	No.	%
Westminster	188	845	169	20%	62	7%	614	73%
Lambeth	81	108	70	65%	3	3%	35	32%
Southwark	71	136	64	47%	23	17%	49	36%
Camden	58	121	46	38%	16	13%	59	49%
Islington	51	70	44	63%	6	9%	20	29%
Hammersmith & Fulham	46	52	45	87%	1	2%	6	12%
Tower Hamlets	39	66	35	53%	9	14%	22	33%
Bus route	38	58	37	64%	0	0%	21	36%
Brent	31	51	28	55%	2	4%	21	41%
City of London	32	50	24	48%	14	28%	12	24%
Kensington & Chelsea	20	31	17	55%	0	0%	14	45%
ALL BOROUGHS	655	1588	579	36%	136	9%	873	55%

*Includes hub clients who were recorded as new rough sleepers on the CHAIN database, as well as the additional 77 people who had not been seen sleeping rough by an outreach team (who were not verified), or who had been seen sleeping rough by an outreach team on a previous occasion.

** Includes only hub clients who were recorded as new rough sleepers on the CHAIN database (those who had been seen sleeping rough once by an outreach team).

***Including those whom outreach teams were unable to refer (see figure (3.2) for breakdown of reasons).

A more extensive outreach presence, made possible by the expanded remit of the London Street Rescue service, has enabled more referrals to be made more quickly.

3.2 Non-referrals to No Second Night Out

Over half (55%) of new rough sleepers who were seen by outreach workers were not referred to the NSNO assessment hub.

There is an extensive variation in referrals to the hub from different boroughs. The proportion of new rough sleepers who were referred and accepted the referral ranges from 87% in Hammersmith and Fulham to 20% in Westminster.

Three months in to the project, outreach teams began to record reasons for some non-referrals (in circumstances when referral was judged not to be possible). The reasons they identified are shown in figure (3.2). They include: that people were already known to services (following an initial agreement that if a client was already working with a building based service they need not be referred to the hub, that the hub was full, that there was an insurmountable language barrier, and that people's mental health issues made a referral impossible.

Figure (3.2) Reasons for non-referrals to the assessment hub

Reason client not referred to hub	Total
Already known to services	27
Unable to refer: Hub Full	12
Unable to refer: Language barrier	11
Unable to refer: Mental health	3
Total	53

Some boroughs have lower referral rates because they aim to provide alternative support or interventions to prevent people spending a second night on the streets. Figure (3.3) shows the percentages of new rough sleepers in each No Second Night Out borough seen rough sleeping more than once.

Figure (3.3) % of new rough sleepers in pilot period seen rough sleeping more than once

Brent	6%
Camden	33%
City of London	45%
Hammersmith & Fulham	8%
Islington	14%
Kensington & Chelsea	19%
Lambeth	17%
Southwark	30%
Tower Hamlets	17%
Westminster	37%
Bus route	49%
All Boroughs	31%

*Note: Later referrals could have occurred in any borough and at any time up to 28/11/11.

Qualitative research identified a number of additional reasons why some people were not referred to NSNO by outreach teams. These are explored below:

1. A lack of buy-in by some outreach workers

Qualitative interviews identified a lack of buy-in from some outreach workers, often founded on a disconnection between the underlying ethos of their work and the NSNO project. A small number of outreach workers from teams with low referral rates:

- Expressed criticisms of the project, mostly founded on a lack of understanding of the processes and outcomes of the hub (for example, questioning the comprehensiveness of assessments and showing a lack of awareness of the support offered by the hub or the hub's focus on linking people in with longer term support from other services).
- Said that referring people to NSNO was too much of a demand on their time. This is in contrast to most outreach workers who said that it saved them time.

- Felt that they (in partnership with local services) could provide better support than the hub. This opinion is not supported by the data, which shows that NSNO clients are more likely to have positive outcomes than new rough sleepers supported by outreach teams.

Data shows that NSNO clients (compared with new rough sleepers who were not offered NSNO) are:

- Far more likely to receive a single service offer (82% of NSNO clients, compared with 10% of new rough sleepers who were not offered NSNO).
- Far more likely to be reconnected or move into accommodation locally (63% of NSNO clients, compared with 16% of new rough sleepers who were not offered NSNO).
- Less likely to have been seen sleeping rough within London again during the six month period (16% of NSNO clients, compared with 33% of new rough sleepers who were not offered NSNO).

Although a number of factors may account for these differences, it is clear that new rough sleepers who attended the hub were more likely to move quickly away from the streets than those who were not offered the hub.

In addition, a larger number of outreach workers expressed objections to some of the aims of the hub (for example the focus on reconnection despite an individual's preference):

I think sometimes that people feel uncomfortable using it [referring people to NSNO] because they may strongly suspect that the client is going to get a reconnection message but they may not be convinced that reconnection [to another country] is really right for that client and then it can be quite emotionally difficult...(Outreach worker)

A small number of outreach workers reported that they had been reluctant to refer clients to the hub as they thought that most new rough sleepers are not seen for a second time and would be able to find a solution to their housing problems by themselves. They thought that NSNO would create a perverse incentive for people to sleep rough in order to access accommodation and services quickly.

[Borough] were not going to send people up to the hub if they'd only been seen once bedded down, because a lot of people leave after one night. I think it [NSNO] is wrong because you are giving people the wrong message: 'oh, you are sleeping rough, go up to the hub' As far as I understand about 40 per cent of the people seen sleeping out for the first time disappear. (Outreach worker)

It is notable that referrals have increased substantially, from 36% in the first three months of NSNO's operation, to 52% in the second three months. This suggests that engagement from outreach teams is increasing.

The NSNO project board should consider how these concerns can be addressed in order to increase referral rates.

2. Practical barriers to referral

Outreach workers described a number of practical barriers to referral, including:

- The time taken to accompany new clients to the hub (particularly from boroughs at a greater distance from the assessment hub). There has since been an agreement that new clients can travel alone in a taxi rather than being accompanied in order to overcome this barrier.
- Language barriers. Information about the hub in 12 languages has since been provided to outreach workers.
- There was sometimes a perceived need to build up trust with new rough sleepers over a longer period before making the offer.

It is important to point out that people who are not referred to NSNO spend longer on the streets and become ineligible for support from the service. Those subsequently desiring support will have the support of outreach teams, but will need to go through existing service pathways.

3.3 Developing rapid identification and referral processes for new rough sleepers

The NSNO team works closely with the outreach teams in each borough and is dependent on them to help rapidly identify new rough sleepers before they spend a second night on the streets. This has required outreach teams to develop a new way of working. Qualitative interviews suggest that this has been achieved, with several outreach teams saying that NSNO has changed the way in which they work, and clients describing receiving a quick response:

'The monitoring is really valuable in terms of tracking people and keeping an eye on them, picking them up and making sure they're assessed. Previously, we would have allocated people [to an outreach worker] in a meeting two weeks later. It [NSNO] enables a rapid response to people.' – outreach worker.

'The hub has radically changed a lot of our processes [...] For people who are really vulnerable, you can do something that day. It's rewarding for us. It's a fantastic offer. You can take someone somewhere now [...] You can contact someone, do an assessment and get them into a service in half an hour.' – outreach worker (from a different team)

'I phoned [the referral line] on Saturday night just after midnight. I came here [to the hub] at 2am on Sunday. The street rescue team brought me. I had an assessment that night. The efficiency is good.' – hub client

Outreach workers also said that the ability to access the hub immediately without seeking managerial agreement was helpful.

3.4 Refusals of No Second Night Out

136 people (9% of all new rough sleepers) were referred to the NSNO hub by an outreach worker but declined to attend. In interviews, outreach workers reported a number of reasons for refusals of NSNO, which included:

- Being 'put off' the hub by longer term rough sleepers who advised individuals not to attend.
- Being put off by hearing from other rough sleepers about the hub's focus on reconnection, if the individual did not wish to be reconnected.
- An initial fear or lack of trust of outreach workers.
- An assertion that rough sleeping was not due to homelessness and support was not needed.

Some outreach workers suggested that, whilst they built up trust with people, it would be useful to have the flexibility to re-refer people to NSNO after a few weeks, even if they initially refused it.

3.5 NSNO Rough sleeping referral line

A total of 1959 telephone referrals were made to the referral line during the evaluation period.

Figure 3.4 shows that the largest proportion (37%) of referrals to the telephone line were self-referrals, with large proportions of referrals also being received from public services and voluntary sector organisations (33%), and members of the public (22%).

Figure (3.4) Source of referrals to telephone referral line: referrer type

Source of the referral	Number of referrals	%
Self	728	37%
Public service	653	33%
Member of public	429	22%
Other	112	6%
Business	23	1%
Not recorded	14	1%
Total	1959	100%

Note: The majority of 'other' sources are from family and friends.

Figure 3.5 shows that just over half of referrals were from non-NSNO boroughs. The largest number of referrals were from Tower Hamlets and Westminster.

Figure (3.5) Source of referrals to telephone referral line: borough

Referrals by borough	Total	%
Borough		
Brent	52	3%
Camden	102	5%
City of London	28	1%
Hammersmith & Fulham	55	3%
Islington	67	3%
Kensington & Chelsea	50	3%
Lambeth	128	7%
Southwark	57	3%
Tower Hamlets	177	9%
Westminster	168	9%
<i>NSNO Subtotal</i>	<i>884</i>	<i>45%</i>
Other London Boroughs	1049	54%
Outside London	11	1%
Not recorded	15	1%
Total	1959	100%

29% (569) of telephone referrals were passed on to the most appropriate outreach teams (almost all in the NSNO pilot boroughs; see Appendix D). 1134 calls (58%) were passed on to London Street Rescue: some of these were relevant to the NSNO boroughs and some were not⁸. The remainder of calls were specific to non-NSNO boroughs.

Of the 1959 telephone referrals⁹:

- At least 7% of telephone referrals received resulted in a referral to NSNO. 142 people were contacted by outreach workers and fitted the criteria for referral into the NSNO hub. This equates to just under one fifth (18%) of all referrals into the NSNO assessment Hub.
- 139 people within NSNO boroughs were contacted and found not to be eligible for NSNO
- 571 people were looked for by outreach teams but not located.

⁸ Initial recording practices mean that it is not possible to give figures for this.

⁹ Data has not been recorded about the outcome of the majority of these referrals.

It should be noted that only half of the outcomes of the telephone referrals have been recorded on CHAIN; recording has improved over the second three months of the project, but data is still limited so gives an incomplete picture of the effectiveness of the telephone referral line.

The project team found that it was often difficult to establish whether or not people self-referring were currently sleeping rough, highlighting the importance of verification and discretion sitting with outreach teams.

A separately commissioned mystery shopping report conducted by Crunch Consulting evaluates how effectively the telephone referral line deals with reports of current/potential rough sleepers across London and the quality of its customer service. It finds that the referral line responds effectively to referrals in many respects but makes recommendations for improvements around data recording and providing feedback on outcomes. Its key findings and recommendations are below:

Extract from No Second Night Out Mystery Shopping Report by Crunch Consulting (Sept 2011)

Conclusions

Feedback from mystery shopping indicates that the Rough Sleeping Referral Line (RSRL) responds effectively in many respects to referrals from the public, rough sleepers and professionals. In their calls to RSRL, mystery shoppers experienced staff to be helpful and knowledgeable about rough sleeping, effective at gathering referral information and able to respond to calls relating to potential as well as actual rough sleepers. Mystery shoppers were able to contact RSRL staff and make referrals on different days/times of day, confirming RSRL's accessibility in this regard.

Overall, mystery shoppers reported a rather less positive experience of calling borough phone helplines. For example, they were less able to make direct referrals of rough sleepers; phone line staff were generally not very knowledgeable about rough sleeping issues and not able to provide information on relevant services. In Westminster, where direct referrals were possible, phone line staff were not clear as to what actions would be taken in response to the call.

The experience of mystery shoppers making calls directly to local outreach teams was that outside of office hours staff were not available to take their call and therefore make an immediate referral. One outreach team did return the mystery shopper's call and subsequently take referral details.

In calls to RSRL it was notable that staff did not usually distinguish between eligibility for NSNO, ie: new rough sleepers in the nine central London boroughs from assistance the service provides to rough sleepers more generally.

Whilst understanding that RSRL staff cannot be expected to give concrete assurances to public callers of when outreach teams will make contact with rough sleepers and/or provide feedback to referrers, at times messages given out in relation to this appeared ambiguous. In some cases, mystery shoppers also felt slightly criticised by RSRL staff for providing information which was deemed either insufficient or not timely enough to warrant an outreach response.

Mystery shoppers did not receive feedback from RSRL staff from any referrals made. In a few cases, feedback was received directly from outreach workers.

Desk-top analysis indicates that RSRL's recording systems are effective in enabling referral information to be fully recorded, for this information to be passed on to relevant outreach teams and for corresponding outcomes to be noted. However, there are some question marks as how these systems are being used in practice, especially in relation to providing feedback to referrers.

At present, RSRL does not have an effective system in place for recording information relating to calls which are not allocated a referral number, eg: people seeking advice on services for rough sleepers. Similarly, there is no current mechanism for accessing data held on CHAIN which relates to subsequent contact with a rough sleeper, ie: after the initial outcome has been recorded. It might be useful to record and pass on this information to the referrer, especially where the initial outcome has been negative.

NSNO's website contains contact details for RSRL and other relevant information for referrers. However, if referrers are not familiar with the NSNO name and search under a more generic term, eg: 'help rough sleeper', the website is not so easily accessible.

Recommendations for service improvement in relation to public referrers

1. The following should be done to encourage the public to continue making referrals to RSRL and to provide greater reassurance that effective action will be taken:
 - a) Consider how RSRL staff can be supported/trained to better communicate with public referrers during calls about what referral information is needed and the reasons for this.
 - b) Give out stronger messages about NSNO's approach to dealing with rough sleeping, eg: that outreach teams are on the streets across London every night, that repeat searches are made for rough sleepers.
 - c) Improve the rate of feedback given to public referrers on the outcomes of their call(s).
2. Consider how to increase the accessibility of the NSNO website/RSRL call number.

Recommendations to improve other elements of service delivery

3. Review how outcomes information relating to referrals via RSRL is recorded on CHAIN by RSRL staff. This is likely to require additional resources.
4. Reinforce to RSRL staff that providing feedback to referrers is a core part of their work.
5. Consider how best to record information from advice calls and possibly also other calls that do not receive a referral number.
6. Consider if/how CHAIN data can be accessed so that feedback can be given to referrers on any subsequent contact with rough sleepers referred via RSRL.

Further work

7. Carry out additional direct calls to outreach teams to better assess the typical response to reports of rough sleepers made via this route.
8. Follow up with relevant outreach teams to get data on when they received referral information relating to mystery shopping calls, how quickly they responded and what actions were taken/communicated to RSRL.
9. Carry out a small number of calls to RSRL from mystery shoppers acting as non-English speaking rough sleepers to test out how well the service responds to these clients.

3.6 Referrals from other sources

Many more NSNO clients than expected had a history of rough sleeping (see section 6). Interviews conducted with NSNO clients indicate that people had come into contact with various services, such as the police, day centres, hostels, the Job Centre, benefits agencies, and on bus routes, but had not been referred to NSNO. There is scope for increasing the awareness of NSNO among such agencies. The service is currently open to four borough police teams, and it would benefit the project if this was rolled out to police teams within each of the NSNO boroughs. It should be noted that this would have wider implications for the process of referral, given that the police cannot verify rough sleepers in the same way as outreach teams.

4. Key features of No Second Night Out

This section will explore several key features of the NSNO project: the target of a maximum 72 hour stay at the assessment hub; the assessment process; the provision of advocacy to help people access Housing Options; the single service offer; the facilities at the hub (including safety issues); the hub location; and relationships with other agencies.

4.1 Length of stay at the assessment hub

The NSNO hub is an assessment centre and not an accommodation unit, and the intention is that no one should spend more than 72 hours (3 days) at the hub.

Just over half (54%) of hub clients stayed at the hub for less than 72 hours, with just under half (46%) staying for 72 hours or more. The average length of stay at the hub was just under 95 hours (just under 4 days). When people who abandoned the hub or refused their single service offer are excluded from this figure, the average length of stay increases slightly to just over 97 hours (just over 4 days).

Significant issues affecting the ability of the hub to keep stays below 72 hours included:

- Staff resources and capacity: the length of stay increased during periods when the hub was particularly busy (when it had over 20 clients).
- A lack of appropriate short and long term move-on accommodation (as discussed above).
- The longer deadlines to which other services (including Housing Options, benefits agencies, and outreach teams) work (discussed below). It is notable that length of stay increased where clients arrived just before or over a weekend or bank holiday period.
- The higher than expected support needs of clients (discussed in the section 'users of No Second Night Out' below), which meant that finding appropriate move-on options for people could take longer.

NSNO project staff said that – even if it was not always achievable – retaining the 72 hour target was important in order to retain focus on achieving outcomes as quickly as possible, and to reinforce the message given to clients that the hub was a short-term assessment centre rather than an accommodation project.

4.2 Assessment

The hub aims to begin the assessment process with clients within one hour of their arrival. Hub clients interviewed for this evaluation said that they had been assessed almost immediately on arrival, generally found the process of assessment straightforward and efficient, and said that having an immediate assessment worked well for them. Individuals are reassessed as necessary throughout their stay at the hub.

Early in the project, the project identified issues with the quality of assessments being conducted by agency staff. More permanent staff have since been recruited.

Some outreach workers expressed concern that an individual could be fully assessed within 72 hours (or less), particularly those with complex needs. However, project stakeholders pointed out that an assessment conducted at the assessment hub within 72 hours would be more comprehensive than an assessment conducted on the street. When more data on longer term outcomes is available, it would be beneficial to compare the sustainability of outcomes for hub clients with and without support needs to explore how far this may be the case. However, there is currently nothing in the data to suggest that assessments conducted at the hub are inadequate.

4.3 Staffing and capacity

As discussed above, staff could feel under pressure during busy periods at the hub, and the length of stay at the hub increased during these times. Agency staff were sometimes found to be conducting poor quality assessments and did not always record data to the required standards. Staffing has since been reviewed. Staff numbers have been increased to 18, the use of agency staff has been significantly reduced, and capacity has been capped at 25 people.

4.4 Advocacy, accompaniment home, and linking in with support services

Many people are accompanied to interviews at Housing Options or other services by NSNO’s reconnection workers, where this is required. Most of the people with high support needs were accompanied. The advocacy role played by NSNO staff can make a significant difference to an outcome for a client who has already approached Housing Options but had not received the same service. In interviews, clients reported that advocacy and accompaniment home had been important elements of the service they had received from NSNO:

‘They got me back to [home area]. They got me back in my flat. One of the workers took me to [area] himself. They spoke to the council. [If I hadn’t gone to the hub] I’d still be sleeping rough.’ – former client, still in his flat.

CHAIN data shows that 14% of hub clients had previously approached a Housing Options team or Homeless Person’s Unit for support within the previous twelve months prior to rough sleeping.

4.5 The single service offer

Once their assessment is complete, hub clients are made an offer which is judged to be the most appropriate to prevent them from continuing to sleep rough. This offer is usually reconnection to a home area.

The single service offer was introduced when NSNO commenced as a way of working with all new rough sleepers across London. It can be made by the assessment hub, but can also be made by outreach workers (following a full assessment of needs). Most project stakeholders interviewed for this evaluation agreed with the concept of a single service offer which they believed would help prevent ‘service shopping’ (repeatedly requesting support from different service providers in order to obtain a more desirable offer). They emphasised that, for the single service offer to be effective, it was important that clients understood that the offer was the most realistic and appropriate option for them and that they would not be offered anything else (unless their circumstances changed) should they refuse their offer.

The single service offer is a successful element of NSNO; on the whole, NSNO and outreach teams are successfully presenting a clear consistent message about the single service offer which is resulting in positive outcomes:

‘We had one guy that abandoned [the hub] that we ended up sorting out [supporting to be reconnected]. I think he thought I don’t want to be reconnected, I’ll go back and the outreach team can sort me out. We’re trying to give them the same message and say there’s no difference in what we can offer.’ (Outreach worker)

Figure (4.1) shows that more than four in five new rough sleepers (82%) attending the hub received a single service offer¹⁰, compared with only one in ten new rough sleepers (10%) who did not attend the hub.

Figure (4.1) Single Service Offer (SSO) comparison for new rough sleepers

SSO Made	Attended hub		Did not attend hub	
	No.	%	No.	%
No	106	18%	907	90%
Yes	473	82%	102	10%
Total	579	100%	1009	100%

The appropriateness of single service offers

On the whole, the hub clients who were interviewed for this evaluation felt that they had received an appropriate single service offer:

¹⁰ The remainder left the hub before an offer could be made.

'They're going to connect me back to [home area]. [Service] should help me find a place with a private landlord. I think it could be [the best thing for me]. I'm hopeful.' – hub client

However, one in five (20%) of people who came to the hub did not accept their single service offer; see Section 4 below for an exploration of this issue.

Qualitative research suggests that a lack of suitable accommodation means that some NSNO clients have received single service offers which are not the most appropriate for them. In the first few months of the project, some people may also have received inappropriate single service offers because of a poor quality assessment (see 'assessment' section above).

Qualitative research also highlighted some confusion among outreach workers about whether a new offer could be made, and how to work with people who refuse their single service offer. Some outreach workers expressed concern that people who refused their single service offer would remain on the streets.

Abdul's case study below shows that people can change their mind about their willingness to return to their home area over the time they are at the hub. Hub staff believe that providing a clear single service offer can provide the impetus for change as people are aware there is no option available in London.

Case study: Abdul – accepting the single service offer

When Abdul was brought into the hub and assessed he reiterated that he didn't want to go back to Birmingham where his local connection was. After his first night at the hub a worker sat down with him and explained that his SSO was going to be to reconnect back to Birmingham and he had to make a choice between that or going back to the streets. After exploring the options available to him in, the hub contacted [a local homelessness service provider] and a referral form was filled in and sent so that Abdul could go back with some support around his alcohol dependency.

As hub staff were waiting for feedback on the referral Abdul then stressed that he was really keen to go back to Birmingham and wanted to leave London. He was supported to make contact with his nephew who confirmed that Abdul was able to stay with him if he returned. Staff made a call to confirm with [the local service] that they would continue to work with Abdul after he had left the hub. A coach was booked and Abdul returned that same evening after spending two nights in the hub. A phone call was received the same day confirming that Abdul had an interview at [the local service]. This was then followed up by staff and it has been confirmed that Abdul had attended the interview and was awaiting a decision [about longer term accommodation] whilst staying with his nephew.

(Case study written by NSNO staff. Names and some details have been changed).

4.6 Hub facilities

A safe space to wash, eat and rest

For many people, the hub was a safe space away from the streets, and many clients said that they appreciated the short term benefits of having somewhere to stay off the streets to sleep and eat:

'It's a place to get cleaned up, rest, eat [...] The best things about this place is it's somewhere to go for revival, time to heal yourself, use the computers and phones, catch up with sleep. I was knackered. Being on the streets takes it out of you.'

'The most helpful thing is having somewhere to feel safe and relaxed.'

The hub provides some food, including a basic breakfast, tea, coffee, soups and noodles.

Beds are not provided at the hub, and this is seen by several of those involved with the project at a strategic level as crucial to its success, as it reinforces the message that the hub is an assessment centre and distinguishes it from other services such as rolling shelters.

[There was a concern] that NSNO would create a magnet for people to come to the street thinking that they would be fast-tracked to get a bed and get into services more quickly. One of the reasons we don't have beds is to deter that from happening.' (NSNO worker)

A number of other stakeholders interviewed, including outreach workers and some NSNO workers, argued that the provision of sleeping mats would be beneficial and would be unlikely to have the consequences feared.

Several hub clients described sleeping on the floor and said that they would like to have beds or mats to sleep on:

'Sleeping here is the same as sleeping outside. They should get things [mats] to put on the floor. I had to sleep on the floor for the first two nights.'

Hub building, layout and office space

The hub has one small office for staff near the front door of the project, and the office door remains open to clients. There are also two small assessment rooms, a kitchen, a main waiting room, and a garden.

Many respondents commented that, although good use was made of the space provided, there was a lack of office space. This could sometimes lead to a sense that the hub was chaotic and made it difficult for NSNO staff to work as efficiently as they might.

Senior stakeholders suggested that, given a building that is fit for purpose, the NSNO model could work in a range of different buildings.

Atmosphere and ethos

Clients, staff and others visiting the hub (such as outreach workers) generally described a relaxed and welcoming atmosphere in the hub. This is important, given the potential for conflict which could be created by the presence of up to 25 people in a small space. The atmosphere is facilitated by the existence of a garden in which people can smoke, and also by a lack of rules: for example, hub clients are free to enter the kitchen and help themselves to hot drinks and sandwiches. It is notable, however, that hub clients need to ask staff to open the door when they would like to leave, which gives staff an opportunity to ask them where they are going.

Safety

A small number of people (one client and one outreach team) expressed concerns about safety. Overall, five women have left the hub before receiving their single service offer because they did not wish to stay in a place with so many men, and other women expressed discomfort about this.

However, it is notable that there has been only one serious incident at the hub. A number of people said that the hub felt much safer than the streets:

Anything was better than sleeping on the streets...I was sleeping on a bench in Brixton, and you don't really want to be there when you have got alcoholics wandering around, drug users, and you see signs of prostitution all around. (NSNO client)

4.7 Location

When the location of the assessment hub was determined, it was felt to be important that it was not in an area with a historic concentration of rough sleepers (so that people did not get drawn into a rough sleeping lifestyle), but was central enough to ensure easy access from all NSNO boroughs. It is located next door to an existing rolling shelter for pragmatic reasons: the space was suitable

for the hub's need (it was previously part of the rolling shelter), the building was secure, and there was thought to be less risk of neighbourhood opposition.

Outreach teams in general would have liked the hub to have been closer to their area of operation simply to reduce the time taken to escort clients there. The distance from / time taken to get to the hub was a significant factor in outreach teams' willingness to refer clients to the hub, with teams located closer to the hub often more willing or able to refer clients to it.

A few respondents felt the hub was far enough away from the west end of London and the greatest concentration of rough sleepers and homelessness services. Conversely, others thought it too close to central London and to Kings Cross, an area that has attracted people sleeping rough, street drinkers and drug users in the past. These respondents would have preferred the hub to have been located in an outer London borough and/or there to have been a dispersed system of hubs operating in different boroughs some distance away from central London. These respondents were concerned that hub clients would find it easy to access homelessness services and thereby meet entrenched rough sleepers or drug users and be drawn into the street lifestyle. The other concern voiced by a couple of respondents was that NSNO clients would refuse their single service offer and leave the hub but remain in the area.

4.8 Working with external agencies

Much of the hub's work depends on services provided by other agencies, including Housing Options, benefits agencies, and outreach teams. Relationships with outreach teams are mostly very positive, although a small number of outreach workers remain disengaged with the project (see 'referrals' section above).

The longer deadlines to which other services work is a key challenge to the hub:

'They [NSNO staff] ask me for an immediate interview. They have three days with people. Whereas I have three days to make an appointment: that's my process. I might have the interview in five days. My diary might be full tomorrow.' – Housing Options worker

A major block identified is the length of time it takes to get a decision after making a benefit application. On average there is a minimum of a three week wait and longer if there are habitual residency issues that require further investigation. This delay impacts directly on the work of hub and its ability to meet the 72 hour target as well as putting people at risk of prolonging their rough sleeping – NSNO Director

NSNO staff have reported difficulty getting a response from out-of-hours services, often having to contact the call centres multiple times and not receiving a response. In addition, despite someone being vulnerable and possibly in priority need, the hub has faced the situation where the out-of-hours team cannot secure any temporary accommodation.

The team's experience when making an approach to many Housing Options services is that it is often difficult to gain access through the initial screening process and there are difficulties in making advance appointments which can often mean waiting for up to two or three days to get a service.

Project stakeholders pointed out that waiting times for these services would have been the same (or longer) if people had remained on the streets rather than accepted the hub.

5. Negative departures from the hub

5.1 Negative departures

Over one third (36%) of people who came to the hub had a negative departure.

Around one in six (16%) of people who came to the hub left before they received a single service offer (abandoned it or, in a small number of cases, were excluded)¹¹. A further one in five (20%) of people who came to the hub did not accept their single service offer.

5.2 Abandonments and exclusions

Hub staff conducted a broad analysis of the reasons why people left the hub before receiving their single service offer, presented in figure 5.1. This identifies a wide range of reasons.

Figure (5.1) Reasons for negative departures before a single service offer was received (as recorded by hub staff)

Reason for departure	Number of people
From CEE countries. Thought either to be 'young and taken aback' or realising the reconnection focus from other clients.	11
Incidents (eviction / exclusion)	8
Got lost or experienced other chaos in lives, and subsequently returned to the hub	8
Substance misuse issues (including dependent drug users who needed to go to another part of London)	7
Mental health issues	6
Did not wish to provide necessary information (for example previous addresses or immigration status)	6
Women who did not wish to stay in a project with so many men	5
Did not like SSO that they were working towards (in particular PRS)	5
Went to prison	1
Deceased	1
Unknown	23
Total	81

5.3 Refusals of the single service offer

The primary reason for refusing the single service offer was that people did not wish to be reconnected to a home area. Some groups of people were more likely to refuse their single service offer than others:

- People from outside the UK were more likely to refuse their single service offer of reconnection to their home country.
- Younger people were more likely to refuse their single service offer.

Nationality and the appropriateness of reconnections abroad

Figure 5.2 shows that:

- People from Central and Eastern European (CEE) countries had the most successful outcomes, with seven in ten (69%) being reconnected.
- Non-UK nationals from non-CEE countries were significantly less likely to have positive outcomes, with only just over half (53%) being reconnected, and three in ten (30%) refusing their single service offer.

¹¹ Some of them had not completed a full assessment, and consequently there is some missing data about the characteristics or support needs of some this group.

- People from non-UK countries were more likely to refuse their single service offer than people who were born in the UK. One quarter (26%) of hub clients who were born outside the UK refused their single service offer, compared with 13% of people born within the UK.
- UK nationals were more likely to abandon the hub before receiving their single service offer: one fifth (21%) of UK nationals abandoned the hub, compared with 14% of non-UK nationals.

Figure (5.2) Negative and positive departures by nationality

Nationality	Refused single service offer	Abandoned hub before received single service offer	Reconnection or Accommodation outcome
UK	13%	21%	67%
Non-UK (CEE)	22%	8%	69%
Non-UK (non-CEE)	30%	17%	53%
Non-UK (total)	26%	14%	61%
All	20%	16%	63%

Base: UK, 272; Non-UK, 384

The data suggests that reconnection may not always be a desirable offer for people from countries outside the UK, in particular for those from non-CEE countries.

Most people taking part in interviews for this evaluation (in particular NSNO workers and strategic level stakeholders) said that reconnection was an appropriate offer. However, a number of outreach workers questioned the practice of reconnecting people to other countries when they had lived and worked in the UK for many years. There was some misunderstanding expressed about the practice of reconnection, with many outreach workers appearing to believe that reconnection was a default offer for all non-UK nationals.

For a number of people from outside the UK, returning to their home country was not an offer they wished to accept:

'The only thing they could do is send me back to [home country]. I have no family there so it would be the same – I'd be on the streets.' – hub client who refused his single service offer

Age

Younger people were also more likely to refuse their single service offer, with 24% of people aged 35 or under refusing their single service offer, compared with 17% of those aged over 35. (Age was notably not a factor in abandonments before receiving a single service offer). 59% of those aged 35 and under had a positive departure from the hub, compared with 67% of those aged over 35.

5.4 Outcomes for people with negative departures from the hub

The destination of most people who left the hub without either receiving or accepting a single service offer was not known (see figure 5.3). The most common known destination was back to the streets. One in five (20%) of all people who left the hub without either receiving or accepting a single service offer were known to have returned to sleep on the streets.

Figure (5.3) destinations on departure for people with negative departures from the hub

Destination on departure	Refused single service offer		Abandoned	
	No.	%	No.	%
Sleeping rough	34	26%	14	13%
Bed and breakfast / temporary accommodation	9	7%	11	10%
Staying with family or friends	5	4%	4	4%
Hostel or supported housing	4	3%	2	2%
Hospital	3	2%	1	1%
Not known	78	59%	75	70%
Total	133	100%	107	100%

Outreach teams said that often people they referred to the hub who subsequently abandoned it did not return to the area.

A negative departure from the hub does not always mean a negative outcome for the individual in the longer term. Outreach workers reported some people leaving the hub and then subsequently working with the outreach team towards a reconnection. They said that sometimes people needed time to consider their options, sometimes they wished to spend longer seeking work before returning home, and sometimes they changed their minds after it became clear that they would not receive a different offer from the outreach team than from the hub.

'I left [the hub] because they said they wouldn't help me, they could only help if I want to go back home. Every morning I look for a job. After about three months [if I don't find work] I will think about going back [with the support of the outreach team]. If I don't try, I will go back like a loser.'

6. Users of No Second Night Out

The criteria for referral into the NSNO hub is that an individual is met rough sleeping by an outreach worker and has not been previously recorded on CHAIN (the database of rough sleepers in London).

6.1 The target group

As the project has progressed, it has become evident that NSNO is working with a rather different client group from that originally anticipated when the project was set up. Hub clients:

- Have included some people who had not been seen sleeping rough, and some who had been seen sleeping rough on at least one previous occasion (instead of just people who have been seen sleeping rough once as anticipated).
- Have, on the whole, been sleeping rough for longer than anticipated.
- Have, on the whole, higher support needs than anticipated.

Number of nights seen sleeping rough before referral

The NSNO project aims to support new rough sleepers, and its target group is those who have slept rough for one night¹².

Of the 656 hub clients, 88% had been recorded by an outreach team on the CHAIN database as sleeping rough once. Of the remaining 12% (77 people):

- 55 had not been seen bedded down, but were judged to be vulnerable and were expected to sleep rough that night.
- 10 had been seen sleeping twice.
- 12 had been seen sleeping rough more than twice.

Some of those in the last two categories were referred to the project in error but the decision was made to accept some who had been last seen sleeping rough several years previously, on the assumption that this was a new rough sleeping period. Outreach workers interviewed for this evaluation stressed the importance of flexible referral criteria which allowed them to refer some people who had slept rough previously.

At the end of the first three months of the project, the decision was made to continue to accept referrals of people falling into the first group, at the discretion of the outreach team, but to no longer accept referrals of people falling into the second two groups, in order to ensure that the focus of the project remains on its target group.

It was apparent in interviews that, despite the development by NSNO of an outreach protocol, outreach teams did not always have a clear, consistent approach to referring people to NSNO. In particular, there was some confusion about whether people could / should be referred on their first night on the streets (especially if they had not been seen bedded down) or whether outreach workers should wait until they are seen for a second time before referring them. Most outreach workers believed that they could judge whether someone claiming to be sleeping rough was 'genuine' or not.

Newly identified rough sleepers, not new rough sleepers

When the project was set up, it was expected that most people referred to the hub would be new rough sleepers. In fact, well over half (59%) of people who attended the NSNO hub said that they had slept rough in London on at least one previous occasion in the previous three months, but had not been identified by an outreach team. It was also expected that many people would be newly arrived in London from other parts of the UK, whereas in fact only 4% of people who attended the hub said that they had slept rough within a UK area outside London over the previous 3 months.

¹² Many new rough sleepers find their own way off the streets, and the project did not want to provide support to people who did not need it. It was also considered to be important to avoid the risk of people who were not homeless claiming support from NSNO with the expectation that this would provide a fast-track into housing.

An even smaller proportion of people (only 1%) had slept rough in another country over the last 3 months.

Of the current hub clients interviewed, most said they had slept rough for longer than one night (for between three nights and several months). They described sleeping in bin cupboards, cars and a car park, riding buses and sleeping on church steps. A number of hub clients said that, whilst rough sleeping, they had previously come into contact with services which had not told them about the NSNO project (or referred them to other support services). The services / professionals with whom people said they had come into contact include a day centre, hostels, police and bus drivers (whilst sleeping on night buses), the Job Centre and benefits agencies.

Outreach teams explained that they could miss new rough sleepers for a few nights, especially in the larger boroughs. For example, if people chose to hide away or sleep somewhere other than the street or if their team did not work seven days a week. A number of clients who had been sleeping rough for some time reported that they often slept on night buses and had only been picked up by outreach when they approached services for help or had slept somewhere more public. Other NSNO clients had slept rough in other areas of London or other parts of the country which do not have outreach teams.

Support needs

Most hub clients had been sleeping rough for much longer than expected; it perhaps follows that their support needs were much higher than expected.

Figure 6.1 shows that hub clients were less likely to have an alcohol or drug support need than the overall rough sleeping population seen in London in 2010/11. However, they were slightly more likely to have a mental health support need. However, support needs may not have been recorded accurately for all clients (since the quarterly review of the project, recording of support needs information has improved and the proportion of NSNO clients who have been recorded as having support needs has significantly decreased), suggesting that support needs may be lower than the data suggests.

See Appendix E for a detailed breakdown of the support needs of hub clients.

Figure 6.1 Support needs of hub clients compared with the London rough sleeping population¹³

	Alcohol	Drug	Mental health
NSNO clients	33%	23%	41%
Overall rough sleeping population (2010/2011)	52%	32%	39%

Note: This table excludes people whose support needs are unknown.

The risks of attracting people to rough sleeping

There was some concern reported in interviews that NSNO would attract people who were not genuine rough sleepers to the streets, in the expectation that they would receive a 'special' offer of housing from the project. This was a particular concern when the project was being set up, and remains a concern for some.

Outreach workers said that they had received some referrals through the telephone helpline which they judged not to be genuine. However, most believed that they could identify these and would not refer them to NSNO:

'Sometimes you get a strong sense that people are lying to get services that they are not entitled to – then you might say 'OK, I'll come back later and see you'. (Outreach worker)

¹³ Data from the CHAIN database presented in the *Street to Home Bulletin 2010/11*, Broadway.

People are coming through who aren't genuinely rough sleeping [...] This is our [outreach team's] responsibility – we should check people more than once. One man said he'd been sleeping in [area] for two weeks, but he couldn't have as we patrol regularly there. – outreach worker

NSNO workers said that they sometimes received inappropriate referrals of people who had not been sleeping rough or did not need their support, but said that these people would usually leave the hub once it became apparent what support the hub could offer:

It can be quite interesting when a client comes and it seems that they, very quickly after they arrive, find they have a friend who they can stay with. We can't really work with them then. (NSNO worker)

It is notable that the proportion of self-referrals into the rough sleeping line has not increased over the project period since the line was more widely publicised. In fact it has slightly decreased from 39% of all telephone referrals in the first quarter, to 37% over the first and second quarters.

This evaluation has found no evidence that the vast majority of people attending the hub are not genuinely rough sleeping.

6.2 Characteristics of hub clients

Gender, age, ethnicity and nationality

The demographics of hub clients reflect those for all new rough sleepers in terms of age, sex and ethnic profile.

84% of hub clients were male and 16% female.

Figure (6.2) shows that 15% of hub clients were aged under 25, 30% were aged 25-35, 27% were aged 36-45, 19% were aged 46-55, and 8% were aged 56 and over.

Figure (6.2) age of NSNO clients

Age Range	Total	%
Under 25	101	15%
25 - 35	199	30%
36 - 45	180	27%
46 - 55	124	19%
56 and over	52	8%
Total	656	100%

The most common ethnic groups were White – other (with one third (33%) of clients belonging to this group), White – British (26%) and Black or Black British – African (13%).

Figure 6.3 shows that a slightly higher proportion of hub clients than all other rough sleepers are from non-UK and non-CEE countries.

Figure (6.3) Nationality of NSNO clients compared with the London rough sleeping population¹⁴

	NSNO clients	Overall rough sleeping population (2010/2011)
UK nationals	41%	48%
Non-UK nationals (CEE countries)	26%	28%
Non-UK nationals (non-CEE countries)	33%	24%
Total	100%	100%

¹⁴ Data from the CHAIN database presented in the *Street to Home Bulletin 2010/11*, Broadway.

7. Neighbourhood impact assessment

This section assesses the impact of the opening of the NSNO assessment centre on neighbours/the local area. It focuses on: firstly, whether or not there has been an overall increase in levels of nuisance/anti-social behaviour since the assessment hub opened; and, secondly, whether any such increase can be directly attributed to NSNO clients.

The views of neighbours and other stakeholders on neighbourhood impact have been sought through:

- Discussion with a neighbourhood representative, a review of documents from public meetings involving neighbours, and a document submitted by a neighbourhood representative for this evaluation.
- Interviews with staff from NSNO, St Mungo's neighbouring rolling shelter, Clerkenwell Safer Neighbourhood Team (SNT) and the local authority Antisocial Behaviour (ASB) Team.¹⁵
- A review of complaints from neighbours relating to NSNO and St Mungo's has also been carried out.

7.1 Neighbours' views

Neighbours consulted perceive that the opening of NSNO has negatively impacted on the local area. Firstly, neighbours consider that specific types of anti-social behaviour have increased since the opening of NSNO. The main issues cited are: increased noise nuisance (usually at night); people loitering/sleeping out outside NSNO or in the communal garden in Margery Street.

Neighbours also associate NSNO with drug taking/selling activities. For example, drugs paraphernalia has been found in and around Margery Street by local residents.

In addition to problems perceived as being caused by NSNO clients, some neighbours also suggest that NSNO attracts other people to the area who perpetrate anti-social behaviour:

'It is like a honey pot for dealers and your [ie homeless people's] friends come round and there are rows and arguments.'

In general terms, neighbours consider that the impact of antisocial behaviour is likely to be greater because of NSNO's location in a densely populated area where there are other vulnerable adults and children:

'The area ... where the hostel is located is extremely densely populated and antisocial behaviour on this road affects literally hundreds of people who live there.... Many of the residents ... are themselves vulnerable ... this has caused immense distress to the neighbourhood and results in a general feeling of living in an unsafe and unpredictable area.'

However, neighbours also state that some of their current concerns about antisocial behaviour are quite long-standing, and pre-date the opening of NSNO in April 2011. Levels of antisocial behaviour are perceived to have increased gradually over the past few years and are related largely to the presence of the rolling shelter. Neighbours consider that individual issues have not been satisfactorily resolved and therefore continue to cause them concern.

In addition, neighbours acknowledge that the co-location of NSNO and the rolling shelter and the similar profile of their clients often make it very difficult to accurately identify the source of individual antisocial behaviour problems.

¹⁵ Discussion was held with the Clerkenwell Safer Neighbourhood Team sergeant and Homes For Islington Antisocial Behaviour Team.

7.2 Views of the Safer Neighbourhood Team and Antisocial Behaviour Team

Clerkenwell Safer Neighbourhood Team (SNT) is responsible for policing Margery Street and the surrounding area. The view of the SNT representative is that overall crime levels in the area have decreased over the past year. In terms of antisocial behaviour, there has been a gradual increase in loitering and noise nuisance. However, it not possible to directly attribute this to the opening of NSNO.

The SNT representative also highlighted the presence of other antisocial behaviour activity in the Clerkenwell area. As these issues relate to the behaviour of young people between the ages of 14 and 19 – an age group which is not served either by NSNO or the rolling shelter – it is highly likely that these are occurring independently of NSNO.

Discussion with the Antisocial Behaviour Team representative indicates the presence of a significant amount of antisocial behaviour in the Margery Street, much of which is likely to occur independently from NSNO. In addition, the ASB Team representative does not consider it possible to state if specific types of antisocial behaviour have increased as a result of the opening of NSNO.

Data relating to antisocial behaviour for the whole Clerkenwell ward is available via the Metropolitan Police database (<http://maps.police.uk>). However, lack of detailed information means it is not useful for this assessment.

Some information relating to the Margery Street area is available in the form of CAD data¹⁶. This can give a general indication of antisocial behaviour activity associated with an address/building. Data for the period August - September 2011 indicates that approximately only a quarter of calls made in the Margery Street area related to the NSNO/rolling shelter building – the remainder relating to various blocks of flats on the local estate. As calls link to buildings/addresses, it is not possible to state what proportion of these relates specifically to NSNO clients. It is also possible that some of these calls may relate to incidents within the Margery Street building which are not connected to antisocial behaviour issues raised by neighbours.

7.3 Records of complaints

Neighbours are encouraged to report concerns about antisocial behaviour via a joint Margery Street building phone number/email address. A joint complaints log for NSNO and the rolling shelter has been in place since August 2011. Prior to this, the rolling shelter kept a separate log of complaints received about the project from neighbours and records of these are available for the period August 2010 to June 2011. It is understood from the NSNO Director that no complaints from neighbours were received by the project before August 2011.

Available records indicate that the main antisocial behaviour concerns reported since the opening of NSNO are: noise nuisance, loitering and street drinking - both outside the Margery Street building and in the nearby communal garden. Incidents do not appear to be serious in nature; for example, only a small number have resulted in call-outs to the SNT.

Records indicate a higher volume of complaints from neighbours about antisocial behaviour in recent months. However, these also indicate that less than half of complaints can be directly attributable to NSNO clients and that a proportion are likely to be independent of both NSNO and the rolling shelter.

¹⁶ CAD data records the number of emergency calls relating to crime and antisocial behaviour made to the Metropolitan Police Computer Aided Dispatch system.

Figure (7.1) Total complaints received: Aug 2010 – June 2011

TOTAL COMPLAINTS RECEIVED	LIKELY SOURCE OF COMPLAINT	
	Rolling shelter	Other
8	Total of 6 complaints: street drinking (3), drugs activity (1), loitering (2)	Total of 2 complaints: both noise caused by delivery men

Figure (7.2) Total complaints received: Aug – Nov 2011

TOTAL COMPLAINTS RECEIVED	LIKELY SOURCE OF COMPLAINT		
	NSNO	Non NSNO	Not known
22	Total of 7 complaints: noise behind NSNO (3), other noise (1), bedded down outside NSNO (1), problem with security lights (2)	Rolling shelter: total of 8 complaints including street drinking, loitering, noise nuisance Other: 2 separate complaints related to noise from a house party on the estate.	Total of 5 complaints: unresolved issues relating to drug activity, loitering, street drinking.

The records suggest one on-going problem which can be attributed to NSNO: this relates to noise nuisance from the terrace area behind the NSNO part of the Margery Street building. NSNO staff have taken steps to address this issue by restricting clients' use of the area at night to very short periods (for cigarette breaks only). However, is it not clear that this problem has been fully resolved to neighbours' satisfaction.

7.4 Recent developments

Discussion with NSNO and rolling shelter staff as part of the wider evaluation of the NSNO pilot suggests that for the most part staff were not previously aware of any specific problems caused by NSNO clients. However, in response to concerns raised by neighbours at a public meeting held in August a number of measures have been put in place which seek to increase dialogue with neighbours about antisocial behaviour issues and to improve partnership working between NSNO, St Mungo's, the SNT and ASB Team. These new measures include:

- Setting up locality patrols which are carried out at least four times per day. Patrollers pick up drugs paraphernalia, move on people who are considered to be loitering and act as a visible presence in the locality. At the moment patrols are carried out by NSNO and St Mungo's staff. There are also plans for some joint shifts with the SNT.
- Establishing a dedicated phone number for complaints. This enables neighbours to receive an immediate response to their concerns. As the number belongs to a mobile, NSNO/St Mungo's staff may also take the phone with them to observe incidents.
- Providing feedback on the outcomes of complaints relating to NSNO and St Mungo's. This includes a monthly report produced by the St Mungo's manager
- *Publishing policies and procedures* setting out the approach to be taken, providing regular updates in the local resident newsletter.

Additional funding is also being sought by the NSNO Director to enable the SNT to extend its working hours in the evenings/early mornings, ie: those times which are considered most problematic by neighbours.

It appears that this new approach has gone some way towards reassuring neighbours that their concerns about anti-social behaviour are being taken seriously. Both the SNT and ASB Team view the new measures very positively and as likely to bring about improved outcomes around antisocial behaviour. The NSNO Director is viewed as being particularly pro-active in this area and able to

drive the agenda forward. However, the consensus among stakeholders is also that more time is needed to fully implement all of the proposals and to consider their impact.

7.5 Conclusions/recommendations

It is not clear that the opening of NSNO has significantly increased levels of overall antisocial behaviour in the Margery Street area. There has been a specific problem for some neighbours living behind the project as a result of noise coming from the terrace area. As stated above, NSNO staff are working to address this. However, it is also clear that many of the reported problems with antisocial behaviour cannot be attributed directly to NSNO clients and/or may arise from other sources, eg: local youths.

Existing problems with antisocial behaviour and neighbours' perception that they were not sufficiently consulted about the opening of NSNO or the rolling shelter may have contributed to their negative views about the project. Steps are now being taken to address neighbours' concerns in this regard and to include them more fully in the work of NSNO. These new measures should be monitored closely, so as to measure their impact on neighbours' perceptions of and actual levels of antisocial behaviour.

8. The future of No Second Night Out

This evaluation has shown that NSNO has achieved significant successes within the first six months of its operation, and strongly recommends that the project continues to receive funding to continue and develop its work.

8.1 Potential areas for project development

Two areas of project development are currently being considered by the NSNO project board:

A second assessment hub

The assessment hub is often full, sometimes beyond capacity. In the last three months of its operation, at least 12 eligible people were not offered the hub because it was full. Referral rates into the hub are increasing (from 36% of all new rough sleepers in the first three months of operation, to 52% in the second three months¹⁷) and the aim is to increase them to 100%. This raises a question around how the hub will continue to meet an increased need. The project board is considering the viability of opening a second NSNO assessment hub to help meet this need.

NSNO has achieved significant outcomes with new rough sleepers, despite facing unexpected challenges during its first six months of operation. It is likely that a second assessment hub could learn from these lessons and expect better outcomes from its commencement.

Interim accommodation

A lack of short-term accommodation for hub clients to move to is a significant challenge to the project. The NSNO project board is seeking to address this and exploring the idea of procuring five shared properties in the private rented sector (PRS) to be used as 'staging posts/interim accommodation units' for clients waiting for either the PRS or to be reconnected elsewhere.

8.2 Implications for the homelessness sector

A changing landscape of rough sleeper services

Several senior project stakeholders suggested that the NSNO project could change the landscape of service delivery to rough sleepers:

NSNO has far-reaching implications for homelessness services. The success of the NSNO approach [for new rough sleepers] along with other initiatives [for longer term rough sleepers] means that outreach teams will have to significantly reconfigure in order to remain relevant. (Senior NSNO stakeholder)

Stakeholders said that the increased focus on reconnections and the focus on achieving quick outcomes could be translated to other outreach work, and even to other services provided by the sector (such as hostels). One stakeholder suggested that, in the future, skilled outreach workers could continue to work with longer-term rough sleepers, and that services to new rough sleepers could be delivered by a network of assessment hubs (with a separate, less skilled outreach team referring them).

Replication in other areas

Project stakeholders raised several issues in relation to the potential for replication in other areas. These included:

- The different nature of rough sleeping in areas outside London should be taken into account if planning a similar approach. For example, greater travelling distances between sleeping sites and an assessment hub might impact on a project's success.

¹⁷ Totalling 45% over the six month pilot period.

- There might be a danger that replication leads to 'dilution' of the approach. It was felt to be important that any attempts to replicate NSNO elsewhere are founded on the vision and underlying principles which have made the original project a success.

9. Conclusions and recommendations

Conclusions

- NSNO has been successful in supporting many new rough sleepers to move off the streets. It enables a new rapid response to new rough sleepers and provides a safe space away from the streets whilst assessment takes place and accommodation or reconnection is arranged. NSNO provides crucial advocacy, in particular with local authority Housing Options services. The majority of hub clients move on from the hub into some form of accommodation within around four days.
- New rough sleepers who attended the hub were significantly less likely than those who did not to be seen sleeping rough again in London. Although there is limited data available on longer term outcomes, the existing data shows that many reconnections are sustained for at least three months.
- The NSNO project has played a central role in establishing a new approach to new rough sleeping within the sector. It has influenced the work of outreach teams, ensuring a quicker response, an increased focus on reconnection as an appropriate and achievable offer, and has (on the whole) freed outreach teams to concentrate on supporting longer term rough sleepers.
- NSNO requires other services working with new rough sleepers (such as outreach teams and Housing Options) to change their practice, including adopting rapid response times. The failure of some services to do so (such as the slower processes of Housing Options teams and long waiting times after benefits assessments) can form a barrier to NSNO achieving its aims.
- Qualitative interviews suggest that there is a shortage of accommodation within London for people to move on to from the hub. This includes in particular emergency out of hours temporary accommodation, short term accommodation and private rented sector accommodation. A number of interviewees said that this had led to hub clients being inappropriately housed, for example people with no support needs being housed in supported accommodation such as hostels (and therefore denying these services to people for whom they are more appropriate).
- The hub is often close to or at capacity. If referrals of new rough sleepers to the hub increase from 52% to 100% as intended, then the hub will struggle to meet their needs.
- Referrals from outreach teams are increasing. However, there remain different levels of engagement with the project by different NSNO boroughs, as shown by greatly varying referral rates between boroughs.
- A small number of women (five) have abandoned the hub because they do not wish to sleep in a room with many men, and a number of other women have reported feeling uncomfortable about this. The hub is therefore not fully accessible to all women, nor appropriate to their needs.
- Some outreach teams reported that they did not clearly understand referral protocols, in particular whether people should or could be referred on the first or second night on which they were seen sleeping rough, and this led to differences in practice between different teams.
- Despite some concerns by project stakeholders that NSNO could draw people to the streets in order to receive enhanced services, there is no evidence that the vast majority of people attending the hub are not genuinely rough sleeping.

Recommendations

- The evaluation strongly recommends that the project continues to receive funding to continue and develop its work.

- There is potential to expand NSNO across London. Any expansion should take into account differences in service provision and patterns of rough sleeping in different areas.
- NSNO should continue to collect data on longer term outcomes through conducting regular telephone calls to former clients for at least one year after move-on. Efforts should be made to improve the quality of data collection and ensure that the data collected is as comprehensive as possible, including by establishing a minimum number of attempted telephone contacts and by contacting landlords and support agencies working with the individual where necessary to establish their whereabouts. This data should be regularly reviewed to ensure that project outcomes are sustained.
- A further evaluation of reconnections outcomes should be undertaken at the end of the first year of the project.
- The NSNO project board should consider how other services (such as outreach teams and Housing Options) can be more closely engaged with the project and influenced to change their practice to meet its needs.
- The project board should consider the provision of interim accommodation for people waiting for PRS accommodation or a reconnection elsewhere, for whom appropriate short-term accommodation cannot be found.
- The development of a second assessment hub should be considered, to meet an anticipated need for increased capacity.
- The NSNO project board should seek ways of increasing engagement with the project from outreach teams / boroughs, and of addressing any concerns they have about the project. This should include the provision of information about the work and longer term impact of NSNO (which was not clear to all those interviewed). Targets for local authorities for referral, and inclusion of referral rates to NSNO within the quarterly Street to Home reports of CHAIN data, and within monthly performance compliance monitoring, should be considered.
- Consideration should be given to providing a separate space for women within the assessment hub.
- The protocol for referral on the first or second night should be reviewed and clarified with outreach teams.
- More work is required to ensure that others who come into contact with new rough sleepers (for example, police, bus companies and day centres) refer people into the project.
- The proportion of self-referrals to the telephone referral line, and outreach teams' reports of meeting rough sleepers they do not consider to be genuine, should continue to be monitored to determine whether the project begins to act as a draw to rough sleeping.
- Steps are being taken to address neighbours' concerns about neighbourhood impact and to include them more fully in the work of NSNO. These new measures should be monitored closely, so as to measure their impact on neighbours' perceptions of and actual levels of antisocial behaviour.

Appendix A: Outcomes by borough

	All Boroughs		Brent		Camden		City of London	
	No.	%	No.	%	No.	%	No.	%
Total new rough sleepers in period	1588	100%	51	3%	121	8%	50	3%
REFERRED TO HUB	579	100%	28	5%	46	8%	24	4%
Reconnection	229	40%	6	21%	18	39%	5	21%
Accommodation	25	4%	3	11%	3	7%	0	0%
Reconnection and Accommodation	110	19%	6	21%	13	28%	6	25%
<i>Outcomes Subtotal</i>	<i>364</i>	<i>63%</i>	<i>15</i>	<i>54%</i>	<i>34</i>	<i>74%</i>	<i>11</i>	<i>46%</i>
Left with SSO	118	20%	8	29%	4	9%	4	17%
Left without SSO	97	17%	5	18%	8	17%	9	38%
Still at Hub	0	0%	0	0%	0	0%	0	0%
Referred to Hub Total	579	100%	28	100%	46	100%	24	100%
REFUSED REFERRAL TO HUB	190	100%	2	1%	19	10%	15	8%
Reconnection	14	7%	0	0%	0	0%	3	20%
Accommodation	9	5%	0	0%	0	0%	0	0%
Reconnection and Accommodation	2	1%	0	0%	0	0%	0	0%
<i>Outcomes Subtotal</i>	<i>25</i>	<i>13%</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>
SSO but no outcome	23	12%	0	0%	0	0%	0	0%
No SSO and no outcome	142	75%	2	100%	19	100%	12	80%
Refused Referral to Hub Total	190	100%	2	100%	19	100%	15	100%
NOT OFFERED HUB	819	100%	21	3%	56	7%	11	1%
Reconnection	51	6%	1	5%	2	4%	2	18%
Accommodation	70	9%	0	0%	3	5%	0	0%
Reconnection and Accommodation	5	1%	0	0%	0	0%	0	0%
<i>Outcomes Subtotal</i>	<i>126</i>	<i>15%</i>	<i>1</i>	<i>5%</i>	<i>5</i>	<i>9%</i>	<i>2</i>	<i>18%</i>
SSO but no outcome	41	5%	0	0%	0	0%	1	9%
No SSO and no outcome	652	80%	20	95%	51	91%	8	73%
Not Offered Hub Total	819	100%	21	100%	56	100%	11	100%
ATTENDED HUB - NON FLOW**	76	100%	3	4%	12	16%	8	11%
Reconnection	31	41%	1	33%	6	50%	2	25%
Accommodation	3	4%	0	0%	0	0%	0	0%
Reconnection and Accommodation	16	21%	1	33%	2	17%	2	25%
<i>Outcomes Subtotal</i>	<i>50</i>	<i>66%</i>	<i>2</i>	<i>67%</i>	<i>8</i>	<i>67%</i>	<i>4</i>	<i>50%</i>
Left with SSO	15	20%	1	33%	3	25%	2	25%
Left without SSO	11	14%	0	0%	1	8%	2	25%
Still at Hub	0	0%	0	0%	0	0%	0	0%
Attended Hub - Non Flow Total	76	100%	3	100%	12	100%	8	100%

*Note: Includes clients where referral was deemed to not be possible due to circumstances on first contact

**Note: An additional 1 non-flow client attended Hub where borough of origin was not recorded, making a total of 77

	Hammersmith & Fulham		Islington		Kensington & Chelsea		Lambeth	
	No.	%	No.	%	No.	%	No.	%
Total Flow Clients in Period	52	3%	70	4%	31	2%	108	7%
REFERRED TO HUB	45	8%	44	8%	17	3%	70	12%
Reconnection	17	38%	16	36%	3	18%	32	46%
Accommodation	1	2%	0	0%	1	6%	6	9%
Reconnection and Accommodation	13	29%	8	18%	4	24%	9	13%
<i>Outcomes Subtotal</i>	<i>31</i>	<i>69%</i>	<i>24</i>	<i>55%</i>	<i>8</i>	<i>47%</i>	<i>47</i>	<i>67%</i>
Left with SSO	7	16%	12	27%	7	41%	14	20%
Left without SSO	7	16%	8	18%	2	12%	9	13%
Still at Hub	0	0%	0	0%	0	0%	0	0%
Referred to Hub Total	45	100%	44	100%	17	100%	70	100%
REFUSED REFERRAL TO HUB	1	1%	6	3%	0	0%	4	2%
Reconnection	0	0%	0	0%	0	0%	0	0%
Accommodation	0	0%	2	33%	0	0%	0	0%
Reconnection and Accommodation	0	0%	0	0%	0	0%	0	0%
<i>Outcomes Subtotal</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>
SSO but no outcome	0	0%	0	0%	0	0%	0	0%
No SSO and no outcome	1	100%	4	67%	0	0%	4	100%
Refused Referral to Hub Total	1	100%	6	100%	0	0%	4	100%
NOT OFFERED HUB	6	1%	20	2%	14	2%	34	4%
Reconnection	0	0%	0	0%	0	0%	6	18%
Accommodation	0	0%	8	40%	3	21%	4	12%
Reconnection and Accommodation	0	0%	1	5%	0	0%	0	0%
<i>Outcomes Subtotal</i>	<i>0</i>	<i>0%</i>	<i>9</i>	<i>45%</i>	<i>3</i>	<i>21%</i>	<i>10</i>	<i>29%</i>
SSO but no outcome	0	0%	0	0%	2	14%	0	0%
No SSO and no outcome	6	100%	11	55%	9	64%	24	71%
Not Offered Hub Total	6	100%	20	100%	14	100%	34	100%
ATTENDED HUB - NON FLOW**	1	1%	7	9%	3	4%	11	14%
Reconnection	0	0%	3	43%	2	67%	6	55%
Accommodation	0	0%	0	0%	0	0%	0	0%
Reconnection and Accommodation	0	0%	1	14%	1	33%	2	18%
Outcomes Subtotal	<i>0</i>	<i>0%</i>	<i>4</i>	<i>57%</i>	<i>3</i>	<i>100%</i>	<i>8</i>	<i>73%</i>
Left with SSO	1	100%	0	0%	0	0%	2	18%
Left without SSO	0	0%	3	43%	0	0%	1	9%
Still at Hub	0	0%	0	0%	0	0%	0	0%
Attended Hub - Non Flow Total	1	100%	7	100%	3	100%	11	100%

*Note: Includes clients where referral was deemed to not be possible due to circumstances on first contact

**Note: An additional 1 non-flow client attended Hub where borough of origin was not recorded, making a total of 77

	Southwark		Tower Hamlets		Westminster		Bus route	
	No.	%	No.	%	No.	%	No.	%
Total Flow Clients in Period	136	9%	66	4%	845	53%	58	4%
REFERRED TO HUB	64	11%	35	6%	169	29%	37	6%
Reconnection	32	50%	14	40%	80	47%	6	16%
Accommodation	1	2%	1	3%	6	4%	3	8%
Reconnection and Accommodation	11	17%	9	26%	26	15%	5	14%
<i>Outcomes Subtotal</i>	<i>44</i>	<i>69%</i>	<i>24</i>	<i>69%</i>	<i>112</i>	<i>66%</i>	<i>14</i>	<i>38%</i>
Left with SSO	12	19%	5	14%	33	20%	12	32%
Left without SSO	8	13%	6	17%	24	14%	11	30%
Still at Hub	0	0%	0	0%	0	0%	0	0%
Referred to Hub Total	64	100%	35	100%	169	100%	37	100%
REFUSED REFERRAL TO HUB	28	15%	9	5%	106	56%	0	0%
Reconnection	1	4%	0	0%	10	9%	0	0%
Accommodation	1	4%	1	11%	5	5%	0	0%
Reconnection and Accommodation	0	0%	0	0%	2	2%	0	0%
<i>Outcomes Subtotal</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>
SSO but no outcome	1	4%	0	0%	22	21%	0	0%
No SSO and no outcome	25	89%	8	89%	67	63%	0	0%
Refused Referral to Hub Total	28	100%	9	100%	106	100%	0	0%
NOT OFFERED HUB	44	5%	22	3%	570	70%	21	3%
Reconnection	2	5%	2	9%	36	6%	0	0%
Accommodation	4	9%	4	18%	43	8%	1	5%
Reconnection and Accommodation	0	0%	0	0%	4	1%	0	0%
<i>Outcomes Subtotal</i>	<i>6</i>	<i>14%</i>	<i>6</i>	<i>27%</i>	<i>83</i>	<i>15%</i>	<i>1</i>	<i>5%</i>
SSO but no outcome	0	0%	0	0%	38	7%	0	0%
No SSO and no outcome	38	86%	16	73%	449	79%	20	95%
Not Offered Hub Total	44	100%	22	100%	570	100%	21	100%
ATTENDED HUB - NON FLOW**	8	11%	4	5%	18	24%	1	1%
Reconnection	3	38%	3	75%	5	28%	0	0%
Accommodation	0	0%	1	25%	2	11%	0	0%
Reconnection and Accommodation	3	38%	0	0%	3	17%	1	100%
Outcomes Subtotal	6	75%	4	100%	10	56%	1	100%
Left with SSO	2	25%	0	0%	4	22%	0	0%
Left without SSO	0	0%	0	0%	4	22%	0	0%
Still at Hub	0	0%	0	0%	0	0%	0	0%
Attended Hub - Non Flow Total	8	100%	4	100%	18	100%	1	100%

*Note: Includes clients where referral was deemed to not be possible due to circumstances on first contact

**Note: An additional 1 non-flow client attended Hub where borough of origin was not recorded, making a total of 77

Appendix B: Destination of reconnections

Reconnection Destination	Borough/Country	Total	%
London - NSNO	Brent London Borough Council	7	1.86%
	Camden London Borough Council	7	1.86%
	Hammersmith and Fulham London Borough Council	15	3.99%
	Islington London Borough Council	28	7.45%
	Kensington and Chelsea London Borough Council	4	1.06%
	Lambeth London Borough Council	39	10.37%
	Southwark London Borough Council	20	5.32%
	Tower Hamlets London Borough Council	12	3.19%
	Westminster City Council	21	5.59%
London - NSNO Total		153	40.69%
London - non-NSNO	Barking and Dagenham London Borough Council	1	0.27%
	Barnet London Borough Council	2	0.53%
	Bromley London Borough Council	4	1.06%
	Ealing London Borough Council	4	1.06%
	Enfield London Borough Council	2	0.53%
	Hackney London Borough Council	12	3.19%
	Haringey London Borough Council	7	1.86%
	Harrow London Borough Council	2	0.53%
	Havering London Borough Council	1	0.27%
	Hillingdon London Borough Council	2	0.53%
	Hounslow London Borough Council	1	0.27%
	Lewisham London Borough Council	1	0.27%
	Merton London Borough Council	1	0.27%
	Newham London Borough Council	4	1.06%
	Redbridge London Borough Council	2	0.53%
	Sutton London Borough Council	1	0.27%
Waltham Forest London Borough Council	6	1.60%	
Wandsworth London Borough Council	4	1.06%	
London - non-NSNO Total		57	15.16%
UK outside London	Birmingham City Council	4	1.06%
	Bolton Metropolitan Borough Council	1	0.27%
	Bradford City Council	1	0.27%
	Cardiff Council	2	0.53%
	Devon County Council	2	0.53%
	Doncaster Metropolitan Borough Council	1	0.27%
	Edinburgh City Council	2	0.53%
	Essex County Council	7	1.86%
	Glasgow City Council	1	0.27%
	Gwynedd Council	1	0.27%
	Hertfordshire County Council	2	0.53%
	Leicester City Council	2	0.53%
	Leicestershire County Council	1	0.27%

	Lincolnshire County Council	1	0.27%
	Luton Borough Council	1	0.27%
	Manchester City Council	3	0.80%
	Milton Keynes Borough Council	1	0.27%
	Neath Port Talbot County Borough Council	1	0.27%
	Norfolk County Council	1	0.27%
	North Somerset District Council	1	0.27%
	Nottinghamshire County Council	1	0.27%
	Peterborough City Council	1	0.27%
	Portsmouth City Council	3	0.80%
	Sheffield City Council	2	0.53%
	Slough Borough Council	1	0.27%
	Southampton City Council	1	0.27%
	Southend-on-Sea Borough Council	1	0.27%
	Surrey County Council	1	0.27%
	Wirral Metropolitan Borough Council	1	0.27%
	Worcestershire County Council	1	0.27%
UK outside London Total		49	13.03%
Outside UK	Australia	1	0.27%
	Austria	2	0.53%
	Bangladesh	1	0.27%
	Belgium	1	0.27%
	Bhutan	1	0.27%
	Bulgaria	3	0.80%
	Canada	1	0.27%
	China	1	0.27%
	Czech Republic	11	2.93%
	France	6	1.60%
	Georgia	1	0.27%
	Germany	2	0.53%
	Greece	3	0.80%
	Holland	1	0.27%
	Hungary	3	0.80%
	Ireland (Republic of)	1	0.27%
	Italy	6	1.60%
	Latvia	5	1.33%
	Lithuania	7	1.86%
	Norway	2	0.53%
	Poland	17	4.52%
	Portugal	1	0.27%
	Romania	25	6.65%
	Russia	2	0.53%
	Slovakia	6	1.60%
	South Africa	1	0.27%
	Spain	3	0.80%
	USA	3	0.80%
Outside UK Total		117	31.12%

Grand Total	376	100.00%
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Note: An additional eleven people were reconnected but their destination was not recorded.

**Appendix C: Destination on Departure from the Assessment Hub
(for clients with a positive departure)**

Destination on Departure	Total	%
Bed & Breakfast	117	27.99%
Hostel - another organisation	91	21.77%
Returned to home country (CEE)	47	11.24%
Temporary accommodation (LA)	36	8.61%
Staying with family	23	5.50%
Staying with friends	23	5.50%
Previous home	11	2.63%
Supported Housing	11	2.63%
Not known	9	2.15%
Returned to home country (Non CEE)	9	2.15%
Private rented sector - independent	8	1.91%
LA tenancy (general needs)	6	1.44%
Hospital - NOT long term/acute care	5	1.20%
Psychiatric hospital	4	0.96%
Sleeping rough/Returned to streets*	4	0.96%
Hostel - within the organisation	3	0.72%
Accomm where client is owner	2	0.48%
Hospital - long term	2	0.48%
Private rented sector - with some floating support/support	2	0.48%
Tied accommodation with work	2	0.48%
Not recorded	2	0.48%
Sheltered Housing	1	0.24%
Grand Total	418	100.00%

**This may be an error in recording, or it may be accounted for by people sleeping rough immediately on departing the hub and then subsequently being reconnected.*

Appendix D: Telephone referrals passed to outreach teams

Outreach team	Referrals passed to team		NSNO borough?
	Number	%	
Tower Hamlets SORT	120	21%	NSNO
Lambeth SORT	76	13%	NSNO
CRI - Camden	68	12%	NSNO
BBS - Passage	46	8%	NSNO
Southwark SPOT	35	6%	NSNO
BBS - St Mungo's	34	6%	NSNO
CHC Brent Outreach	31	5%	NSNO
H&F SORT	30	5%	NSNO
K & C SIT	30	5%	NSNO
Pilion Islington Outreach	29	5%	NSNO
BBS - CSTM	23	4%	NSNO
City Rough Sleepers team	15	3%	NSNO
Croydon Outreach	7	1%	-
Ealing SPOT	7	1%	-
Heathrow Airport Outreach	6	1%	-
Westminster SPOT	5	1%	NSNO
CSTM - Day Centre	4	1%	NSNO
SPEAR Outreach	2	0%	-
CSTM - Advice & Housing	1	0%	NSNO
Grand Total	569	100%	

Appendix E: Support needs of hub clients

	Alcohol		Drug		Mental health	
	Number of people	%	Number of people	%	Number of people	%
High support need	71	13%	33	6%	42	8%
Medium support need	67	12%	36	6%	93	17%
Low support need	51	9%	61	11%	93	17%
No support need	376	67%	433	77%	325	59%
Total	565	100%	563	100%	553	100%

Note: This table excludes people whose support needs are unknown.

Appendix F

Outcomes for new rough sleepers April – Sept 2011 compared with April – Sept 2010

	April-Sept 2011		April-Sept 2010	
	No.	% of flow	No.	% of flow
Total flow clients	1588		856	
Total flow clients only seen rough sleeping once	1107	70%	461	54%
RS only once - no other actions	795	50%	251	29%
RS only once - accommodated	210	13%	82	10%
RS only once - reconnected	318	20%	23	3%
RS only once - but other day centre/ street actions	312	20%	210	25%
Total flow clients seen rough sleeping more than once	480	30%	395	46%
Last known location - In accommodation	31	2%	35	4%
Last known location - Rough sleeping (2-5 SC in total)	260	16%	207	24%
Last known location - Rough sleeping (6+ SC in total)	87	5%	44	5%
Last known location - Reconnected	53	3%	15	2%
Last known location - Street contact not rough sleeping	49	3%	94	11%