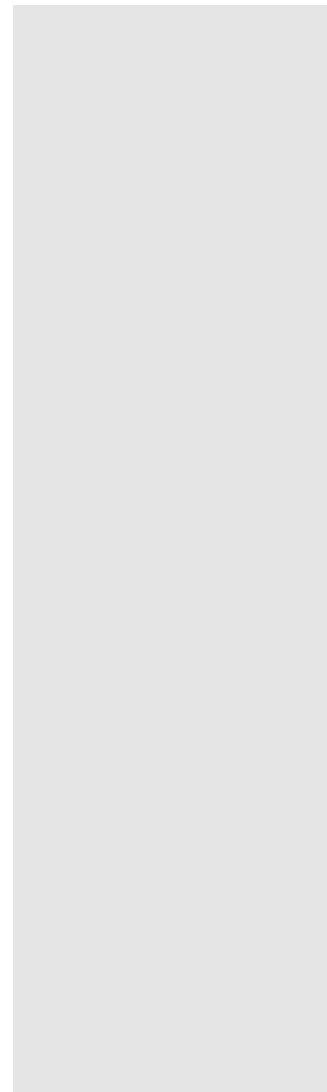


**ROUGH SLEEPERS
INITIATIVE –
MONITORING THE TARGET
OF ENDING THE NEED TO
SLEEP ROUGH BY 2003
- second report 2001-2002**



**ROUGH SLEEPERS INITIATIVE –
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TO SLEEP ROUGH BY 2003**

Second Report covering the period from 2001-2002

Andra Laird, George Street Research

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Lindsay Manson and Anna Dickie Scottish Executive	As the representatives of the Scottish Executive Development Department Homelessness Team
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The RSI co-ordinators at 8 of the local authorities in Scotland, namely Dundee City Council City of Edinburgh Council Aberdeen City Council North Lanarkshire Council Perth and Kinross Council Glasgow City Council South Lanarkshire Council Fife Council	For providing detailed feedback on the data generated by the initial waves of monitoring and arranging access to representatives in key voluntary and statutory organisations within the area for further discussion
Representatives of voluntary and statutory organisations in each of the above local authority areas	For providing additional insights on the challenges faced and how these are being overcome.

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EXECUTIVE SUMMARY

Background and approach

The Scottish Executive has adopted the target of ending the need for anyone to sleep rough in Scotland by 2003. Progress towards meeting this target is being measured annually and reported in the Social Justice annual report.

Funding is provided through the Scottish Rough Sleepers Initiative and 28 Scottish local authorities participate in the initiative.

To monitor progress in meeting the target, George Street Research was commissioned to take bi-annual measures of the extent of rough sleeping across Scotland as a whole and to conduct an audit of available accommodation. This data was obtained in a pilot study in 2001 and the contract was then extended to cover the 2002 – 2003 period. This report presents data for 2001 and 2002.

The data is obtained directly from projects that deal with those sleeping rough who were asked to record contacts with anyone sleeping rough over a snapshot week and to complete a record of unfilled bedspaces where they provided direct access accommodation.

The data from both years was reviewed at the end of each year with individuals working with those sleeping rough in the 8 local authority areas that have been in receipt of most RSI funding, using in depth interviewing techniques.

Key findings

The total number of individuals identified as sleeping rough over the previous 7 days showed a marked decline over the first 3 waves of data collection, falling from 500 in May 2001, to 471 in October 2001 and then to 406 in May 2002. The October 2002 figure shows a total similar to the May 2002 figure of those sleeping rough, at 404.

As such, the data indicates that the likely total of those sleeping rough in Scotland, measured in accordance with our definition, was around 500 in 2001 but was just over 400 in 2002 in the given 14 day period.

Consistently males have represented over 80% of those identified as sleeping rough and the decrease over the 4 counts in the totals identified is slightly more concentrated amongst this gender group. The proportion of females within the total has varied from 14% to 18%, with this being slightly higher in 2002 (17-18%) than in 2001 (14-15%)

In all waves to date, the age group which makes up the largest proportion of rough sleepers is the 25-40 year age group, consistently comprising just under half of all those identified as sleeping rough. Very few under 16's are ever recorded (no more than 2 at any stage). Amongst those in the 16-24 year age group, the numbers do vary quite significantly – from a low of 92 in May 2002 to the highest figure of 136 in May 2001. It is worth noting also that this age group was the only age group showing an increase in the total numbers recorded between May and October 2002 (from 92 to 120).

Amongst the oldest age band - aged 41 years or more - there was a consistent downwards trend – from a high of 112 in May 2001 to a low of 89 in October 2002.

The net effect is that in October 2002 those sleeping rough are more likely to be from the youngest age group.

Youth is particularly associated with females who sleep rough. Just over half (53%) of the females identified in October 2002 were aged less than 24 years and 85% were aged 40 years or less. Amongst males the corresponding figures were 24% under 25 years and 73% at 40 years or less.

Scotland's 4 city authorities account for the majority (69%, No. = 278) of those who sleep rough and Edinburgh and Glasgow contribute the bulk of this (63%, No. = 254). Consequently, the other local authority areas contributed relatively few individuals sleeping rough to the total – no more than 20 in any area, with 7 local authorities recording no individuals sleeping rough in October 2002.

Although the overall trend depicted by the 2001 and 2002 data is downwards, this did vary by local authority area. Over the period, 10 local authorities recorded an absolute decrease in the number of individuals recorded between May 2001 and October 2002, but 11 saw an increase, of which 4 saw an increase of more than 5 individuals. Analysis for these 4 areas reveals that this reflects higher levels of contact by the statutory authorities in 3 of these areas and in the remainder the increase was solely due to an outreach project which made its first return detailing rough sleepers in October 2002.

The data also suggests that relatively long term patterns of sleeping rough exist but, comparisons between May 2001 and October 2002 indicate that, the proportion who have been sleeping rough for long periods of time has decreased. The proportion estimated by project staff to have been sleeping rough for more than 5 years had decreased from 10% of the total in May 2001 to 6% in October 2002. Also, the percentage sleeping rough for more than 1 year had changed from 29% in May 2001 to 20% in October 2002. Data for the intervening counts suggests that this downward movement was also apparent. However, given the cyclical nature of sleeping rough amongst some individuals there is the possibility that later data may show a reversal of the trend.

As well as measuring the numbers sleeping rough in the preceding 7-day period, the research also measured the numbers who had slept rough on the previous evening, to give a nightly average. In May 2001 the average number of people sleeping rough each night was 64. In October 2001, this average had increased to 87 and in May 2002 the average number recorded as sleeping rough the previous night was 94 per night. The October 2002 result indicates a lower average figure again, at 68 people per night on average.

A multitude of factors must lie behind this pattern. In part it reflects the extent to which individuals have repeat contact with projects during each count period. Clearly when the total numbers of those sleeping rough declines, but average daily contact increases (as in October 2001 and May 2002), this suggests that multiple contact is more prevalent.

The data indicates a degree of repeat rough sleeping over the study week – some 23% were reported as having slept rough on more than one night over this week in October 2002 (similar to the figure recorded on previous counts). Repeat rough sleeping is more likely to

have been recorded amongst those in Edinburgh and Glasgow, the over 40's and is slightly more likely to be associated with males.

There are particularly low levels of rough sleeping reported over the weekend nights, with the numbers reported as sleeping rough on Friday and Saturday nights much lower than other nights in the 7 day period. The average number reported as sleeping rough in October 2002 was 15 individuals per night on the Friday night and 27 on the Saturday night. Over this week, the more usual nightly figure exceeded 80 on each other night in the week.

This data was analysed by the declared operating hours of the various projects to see to what extent this impacted on the numbers of people sleeping rough. From the analysis, it does seem likely that the closure of some projects at the weekends is having an impact on the daily figures being reported. However, this does not account for all of the reduction and it also appears that even those projects claiming to offer more of a '24/7' service or with off peak cover, do make fewer contacts with rough sleepers also at the weekend.

Data from the projects offering direct access accommodation suggests that capacity has increased between May 2001 and October 2002, from 2,250 to just over 2,700 bedspaces. There was a substantial increase in couple or family unit accommodation after May 2001 and this has been well used. Female beds have also increased and they too have been well used. There is some evidence of a redesignation of male beds to the unassigned category.

The overall pattern in 2002 was of a more equitable use of different types of beds with overall availability at about 6% in October 2002. This equates to around 160 bedspaces available on both the midweek and weekend nights. In terms of absolute numbers, the bulk of this excess capacity is found in Edinburgh and Glasgow where the highest concentrations of those sleeping rough are found. Of course some spare capacity is desirable for a variety of reasons and mobility and accessibility factors need to be borne in mind.

Despite the overall picture of sufficient capacity, there are a number of local authority areas identified each time, where if all those sleeping rough had sought a bed on the night in question, they could not have been accommodated. This is particularly the case in Perth and Kinross (although new capacity will come on stream in 2003), but was also consistently noted in the Highlands.

As reported last year, the main challenge in dealing with those sleeping rough arises from those with combinations of problems. Much effort has gone into developing joint working to make all the necessary services accessible to these individuals. The broad approach used is often along the lines of providing an accommodation solution to allow the individual to be stabilised, while other support services attempt to deal with the underlying issues. On average project staff assessed rough sleepers as presenting with just under 2 issues that made finding accommodation difficult. In October 2002, 12% of those dealt with by projects were assessed as having both drug and alcohol issues and 15% presented with mental health problems and alcohol addiction.

Amongst young males and females sleeping rough, drug problems followed by alcohol addictions were the main issues identified. A relatively high proportion of young females was banned from hostels. Amongst older females sleeping rough the indications are of more chaotic lifestyles, with mental health problems cited and project staff reporting that often suitable accommodation was not available or that the individual was banned.

As mentioned above, considerable effort has gone into developing joint approaches to deal with these problems. While much has been achieved, there is a belief that more can still be done. There are many good examples of projects targeted at specific groups – for example Key Funds have worked well in some areas amongst the young and there are lots of situations where health services have been made accessible to those sleeping rough when there were problems with accessing mainstream provision. Concerns still exist, specifically in relation to the ability of the existing specialist provision (especially in relation to drug issues and for those with behavioural problems) to cope with the demands placed on it and a number of instances were cited where more support would be helpful. Some operational changes have also been implemented to help access accommodation, but again more is needed by way of streamlining entry to mainstream accommodation and the provision of more supported accommodation for those in need of this.

Conclusions

The overall view is that much has been achieved with RSI funding to date, with successes ranging from the less tangible raising of awareness of the issue to the provision of accommodation, outreach and specialist services that offer support. Significant progress has been made in developing joint working between statutory and other service providers although there are still gaps in this and generally better working could be achieved more widely.

As such many of the elements are in place to help achieve the target set by the Scottish Executive. It is important that efforts continue to be made to ensure that the plans and initiatives developed work together effectively and that new issues and challenges are identified and met.

CHAPTER ONE

INTRODUCTION

This report is presented as an update on an earlier document published by the Scottish Executive in 2002¹ containing information on the monitoring exercise completed over 2001. The current report now contains data for 2002 as well.

The opening chapter to this report begins by making a brief statement about the background to the research as set out in the original specification for the study. It finishes by outlining the main aims and objectives of the study.

1.1 BACKGROUND

Rough sleeping is a high-profile social issue, heavily entwined with a number of other serious, potentially long-term problems such as mental or physical ill health, alcohol or drug problems, unemployment and financial destitution.

The initial target of ending the need for anyone to sleep rough was established by the Government in 1997 and adopted by the Scottish Executive following devolution. The current aim of this Programme for Government target is to end the need for anyone to sleep rough in Scotland by 2003. This target has also been adopted within the Social Justice Action Plan. Progress towards meeting this target is being measured annually and reported in the Social Justice annual report. As noted in the annex of the first Social Justice annual report, issued in November 2000,

‘This is a complex target, for which no one indicator can fully reflect achievement. We are developing a range of indicators to measure success in achieving this target.’

The Rough Sleepers Initiative (RSI) is the programme implemented to help meet this target. It began in 1997 as a challenge fund and is a partnership led by local authorities, involving partners in health and social work as well as housing. Local authorities were invited to establish partnerships to assess the extent of rough sleeping in their area, and to bid for funds. At present 28 local authorities participate (the exceptions are Midlothian, Scottish Borders, Western Isles and Orkney).

The early phases of the RSI were specifically targeted at those sleeping rough, but this has now been expanded to take account of the need to prevent people becoming rough sleepers and to prevent them returning to the street. As such, there has been increased emphasis on preventative schemes and supported move-on projects as well as joint or linked approaches with health and social work services.

Some £40 million has been allocated to local authorities over the 5 years from 1997-98 to 2001/02, including an additional £4 million in 2000/01, to provide health related assistance to homeless people. From 2002-03 Local Outcome Agreements (LOAs) have been developed

¹ Rough Sleepers Initiative – Monitoring the target of ending the need to sleep rough by 2003, Scottish Executive 2002.

to cover the future arrangements for providing RSI funding. The purpose is to give local authorities greater flexibility in the use of identified levels of funding through revenue support grant, whilst ensuring the momentum towards achievement of the Executive's target is maintained.

Funding has been made available in 2002/03 and 2003/04 equal to the amount made available in 2001/02 (£11 million in each year) to continue the effort developed in the earlier years. This includes £2 million in capital funding in each of these years to assist particular authorities to develop appropriate direct access accommodation.

1.2 OBJECTIVES

To help assess the extent to which these local initiatives are contributing to the achievement of the Social Justice target, a pilot exercise was commissioned from George Street Research in 2001 using a range of indicators to measure and report the success in achieving the target. The contract was then extended for a further two years to cover 2002 and 2003. This report covers the data from the pilot study and the first year of the extended contract (giving data for 2001 and 2002).

Both process and outcome indicators were used in both years.

The aims of the study were:

- to collect quantitative data bi-annually on the prevalence of rough sleeping across Scotland as a whole through contact with projects and services dealing with those sleeping rough over a snapshot week.
- to conduct a bi-annual audit of available accommodation (assessing the level of vacancies) for homeless people and those sleeping rough, giving an assessment of the supply side factors involved, by local authority area.
- to undertake a qualitative assessment of how demand and supply side factors are working together locally in the 8 local authority areas in receipt of the most significant levels of RSI funding.

This report summarises the results from the 2001 and 2002 studies for each of these inter-related strands.

CHAPTER TWO

SUMMARY OF APPROACH

This chapter summarises the approach that was used to gather the information and outlines any changes in approach that were made in response to comments from the projects concerned over the course of the pilot exercise.

2.1 OVERVIEW

Data on the number of people sleeping rough in Scotland over a typical ‘snapshot’ week was collected on two occasions across each year; in one week in May and in one week in October. The weeks in question were selected to avoid any unusual periods when patterns might be affected, for example, bank and public holidays were avoided as this might affect the delivery of services through some projects and the ability of project staff to accurately record the information sought.

On both occasions, details on the numbers of people sleeping rough and in contact with any of the projects identified at the study outset were recorded along with other information, to present a picture of rough sleeping in the snapshot week. At the same time, accommodation projects were asked to submit information on accommodation availability at two points in time over each snapshot week, to provide a picture of whether any potential demand could have been accommodated, if those sleeping rough had sought accommodation.

After the data from the snapshot weeks had been analysed, comment was invited from the eight local authorities receiving the highest levels of funding and their key partners on both sets of data. This was to help gain an in-depth understanding of the patterns being depicted and to assess the extent to which the data was seen to provide a true reflection of rough sleeping within the local authority area.

2.2 SCOPE OF THE EXERCISE

From the outset it was important to define properly the scope of the project, both in terms of the range of agencies being asked to provide data and in terms of what was being measured.

2.2.1 Defining rough sleeping

One of the most important definitions used in this survey was the definition of a ‘rough sleeper’. The definition employed for this study was drawn closely from the policy definition: that they had to

‘have slept outside in a place not specifically designed for human habitation, at least once in the last seven days.’

Unless a person could meet these strict criteria then they were not counted in this survey.

2.2.2 Defining direct access accommodation

Another definition was needed for the accommodation. To be counted for this survey accommodation had to be 'direct access'. This meant that it had to be available on a 'same day' basis for people who were sleeping rough – i.e. so that a rough sleeper could apply in the morning or during the day, and be given a space for that night. It did not necessarily have to be in the form of hostel beds. As such, some spaces in night shelters (most notably Edinburgh's Cowgate Centre) were included even though they did not actually provide beds. This is an important consideration. The facility is included in recognition of the services and advice it offers but it does not provide accommodation per se.

2.2.3 Defining the range of projects providing data

The initial stage of the project involved work on building a database of organisations that would be asked to submit the data upon which the monitoring exercise was based. This was built by:

- asking all local authorities in Scotland to provide details of any organisations known to them that might come into contact with those sleeping rough.
- each of the organisations identified was then phoned by staff of George Street Research to enlist their co-operation in the study. At that time the scope of the project was outlined and comments from the organisations about their likelihood of being able to provide data of use to the study were noted. These comments were assessed before a final database of projects and accommodation providers was built. Considerable latitude was given here. Where there was potential for an organisation to have dealings with those sleeping rough, then the organisation was retained within the database. Equally, some projects have the potential to make beds available on a direct access basis although in practice, due to the turn over of bed spaces, this may rarely occur. These organisations were also retained on the database.
- written details about the study and what would be measured were sent to the identified organisations.
- to maintain consistency between the results of each wave of monitoring, efforts were made to ensure that the baseline of participating projects has remained as constant as possible. Annex 1 lists by local authority the projects that have participated. Very few changes have been made over the 4 waves and where change has occurred it has been to include important new provision in an area.

2.3 THE MAY AND OCTOBER DATA COLLECTION

The technique used to obtain the various measures for both the May and October waves in each year is based around an indirect count of **all** people sleeping rough by contacting as many organisations as possible that those sleeping rough might deal with.

We asked each organisation to record a brief, standard set of data for every rough sleeper that they came across in one specific week for each wave. In this way we hoped to capture

information from the majority of people sleeping rough in Scotland according to the definition outlined at sub section 2.2.1.

Our approach to assessing the availability of accommodation was based around the same idea, of getting in contact with organisations that provide any sort of accommodation to those sleeping rough as an alternative to sleeping out of doors, and making enquiries about capacity and occupancy rates. The purpose was to begin to explore access issues related to these spaces. This data was collected for two spotter nights within the seven-day periods in May and October each year when rough sleeper contacts were being recorded.

Copies of the materials used to collect the data are annexed (annex 2). The log sheet, on which details of those sleeping rough were recorded, was changed for October 2001 to make it easier to complete, based on the results from the May fieldwork². In addition, projects that had identified rough sleepers to us over each wave, were sent a copy of the relevant information about each contact, to make it easier for them to complete the log sheets for any individuals that they were still in contact with.

The second data-gathering sheet was the 'accommodation questionnaire'. This was sent only to those respondents who had said at the telephone contact stage that their organisation actually provided direct access accommodation for those sleeping rough.

The two snapshot weeks used in 2001 and 2002 were :

- 9th – 15th May 2001
- 24th – 30th October 2001
- 7th – 13th May 2002 and
- 22nd – 28th October 2002.

Any contacts with those sleeping rough throughout each period were recorded on the log sheets, whilst the accommodation sheet sought information for the two spotter nights of :

- Thursday 10th May and 25th October 2001 (at 1:00am)
- Sunday 13th May and 28th October 2001 (at 1:00am).
- Thursday 8th May and 23rd October 2002 (at 1:00am)
- Sunday 11th May and 26th October 2002 (at 1:00am).

Table 2.1 indicates for each of the snapshot weeks the relevant levels of response.

Table 2.1
Response rates for May and October fieldwork, 2001 and 2002

	May 2001	October 2001	May 2002	October 2002
Log sheets				
% response achieved	81%	84%	93%	95%
Accommodation sheets				
% response achieved	62%	86%	93%	96%

The response rates at each stage have been high and have increased over the four waves of fieldwork. In part this reflects the fact that projects are becoming familiar with our needs and

² The forms used were piloted at each stage of development.

find it easier to collate the necessary information. As response rates increase this enhances the accuracy of the data collected. But, it should be noted that, as the data is not weighted to take account of non-response this could also mean that the slightly higher levels of response might have an impact on comparability between waves.

For each snapshot week, extensive efforts were made to ensure that as many completed forms were returned as possible. This involved numerous telephone calls being made to encourage projects to complete the forms and the receipt of information over the telephone or by fax if needed.

2.4 PROCESSING PROCEDURES & ASSUMPTIONS

Upon receipt of the completed log sheets and accommodation sheets, the processing procedures applied in both years were as follows:

2.4.1 De-duplication of those sleeping rough from the database.

Some duplication was expected at the outset and occurred when respondents and projects that were filling in 'log sheets' for this study had seen rough sleepers on more than one occasion. This could be for either (or both) of two reasons:

- A rough sleeper had been seen by the same project on more than one day. Since respondents were asked to record all their contacts with those sleeping rough on a daily basis, it is perfectly possible, for example, for a rough sleeper to spend a number of nights in a hostel, and appear on its records on more than one occasion. This actually occurred to a much greater extent than had been anticipated at the outset and was behind the redesign of the log sheet form between May and October 2001.
- The rough sleeper had been seen by more than one project taking part in the survey. For instance, if he or she had been identified by an outreach team and then referred to a hostel then they would appear on both organisations' records on the same day.

The 'unique identifiers' assigned to each contact allowed for automatic de-duplication when the individual's data was entered onto the rough sleepers' database. However, we also conducted an additional manual de-duplication, in which we arranged all the records sequentially, based on the identifiers. We then looked through this list, specifically searching for individuals with very similar identifiers. Where we found them, we would then check through the records to see if they could possibly be referring to the same rough sleeper. If factors such as street name, age, sex and locality were similar or the same then we could conclude that the two records were duplicates, and amend the database accordingly.

It must be emphasised that although the above guidelines were followed, the manual de-duplication was ultimately a subjective process. However, the over-riding principle was that records were only de-duplicated if there was a reasonable degree of certainty that they referred to the same person.

In practice, the fact that complete identifiers were not provided for every rough sleeper implies that there may still remain some individuals who have been counted twice, although the provision of street names by projects helps to minimise this wherever possible. Over the

snapshot weeks the proportion of individuals who did not have complete identifiers was as follows:

- 34% in May 2001
- 20% in October 2001
- 25% in May 2002 and
- 28% in October 2002

2.4.2 Cleaning the data

Respondents at each project were asked to indicate if contacts had slept rough last night and in the last week. It was noted, however, that there was a mismatch between the 'log sheet' record field relating to whether the respondent had 'slept rough last week' and the definition that we had set for rough sleeping. As this survey was specifically limited to include *only those respondents who had slept rough within the last 7 days*, then in theory all those sleeping rough should be recorded as having done so at this point on the log sheet.

Where a discrepancy was noted between our broad definition and the detail recorded on the log sheet, we contacted the organisations concerned and checked the circumstances under which the 'no' or 'don't know' response was used. The records were then amended to include only those who met our definition of a rough sleeper.

2.5 QUALITATIVE STAGE

After the May and October data had been analysed each year a programme of in-depth interviews was instigated to allow staff involved in a strategic and operational role to offer comments and feedback on the validity, usefulness and underlying meaning attributed to the data collected. This element focused on the 8 local authorities that have been in receipt of the highest levels of RSI funding. In each location we conducted an interview with the RSI Co-ordinator or a representative of the Council identified by that individual, and a discussion group or depth interview with others working within the Council area who could provide views on the local approach to tackling the problem.

The 8 local authorities involved at this stage were as follows:

- | | |
|---------------------------|---------------------------|
| Dundee City Council | South Lanarkshire Council |
| City of Edinburgh Council | North Lanarkshire Council |
| Aberdeen City Council | Fife Council |
| Glasgow City Council | Perth and Kinross Council |

CHAPTER THREE

TOTAL NUMBER OF PEOPLE SLEEPING ROUGH IDENTIFIED OVER THE PREVIOUS SEVEN DAYS

This chapter of the report begins to present some of the key data produced from the 2001 and 2002 studies. The main focus here is in looking at the overall numbers of those sleeping rough identified across each wave of the research and examining the profile and behaviour of those sleeping rough.

Some comparisons are made between the sets of data obtained in 2001 and 2002 to identify whether there are any seasonal elements at play or underlying trends evident.

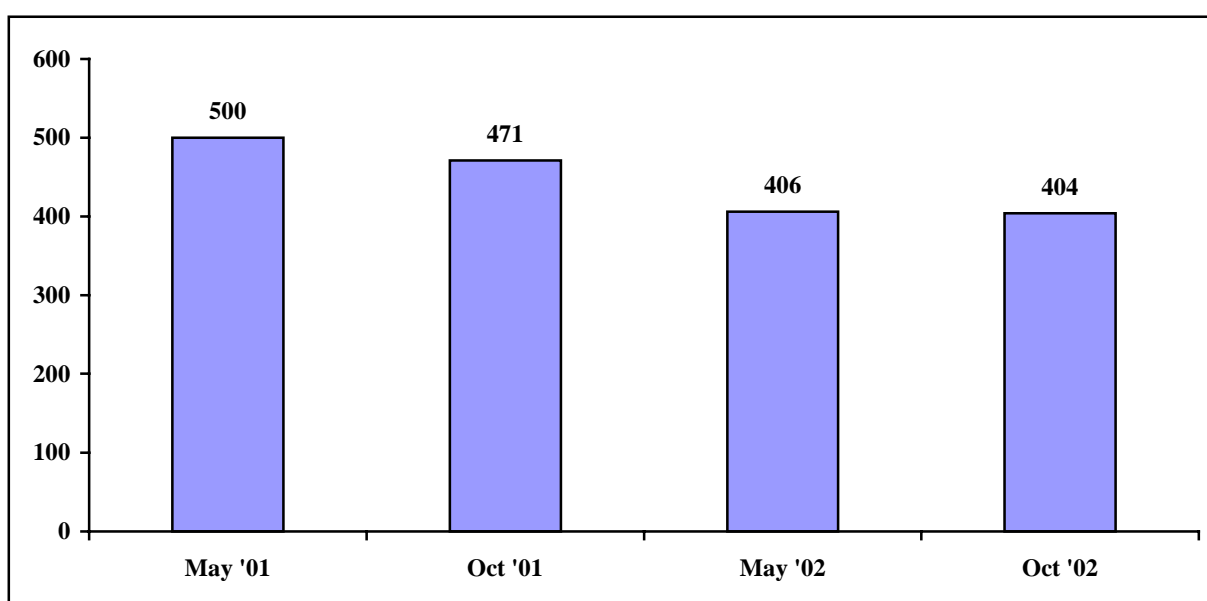
3.1 EXTENT OF ROUGH SLEEPING

3.1.1 Total number of people sleeping rough

Chart 3.1 shows the exact number of individuals identified as having slept rough in the previous seven days throughout the May and October snapshot weeks each year. It is important to note that the actual period over which those sleeping rough are identified is longer than 7 days. This is because anyone reporting to a project at the beginning of a count week and who had slept rough in the preceding 7 days will be included, thus extending the count period.

Chart 3.1

Total number of individuals sleeping rough in the May and October waves each year



The total number of individuals identified as sleeping rough over the previous 7 days showed a marked decline over the first 3 waves of data collection, falling from 500 in May 2001, to 471 in October 2001 and then to 406 in May 2002. The October 2002 figure shows a number

similar to the May 2002 figure of those sleeping rough, at 404. As such, the data indicates that the likely total of those sleeping rough in Scotland, measured in accordance with our definition, was around 500 in 2001 but was just over 400 in 2002 in the given 14 day period.

The year on year comparisons (comparing May 2001 with May 2002 etc) both show declines from 2001 to 2002. These are particularly significant as the effect of any seasonal trends will have been minimised.

Those interviewed in the qualitative stage each time are asked to comment on whether the figures produced for their area are in line with their own views on the numbers sleeping rough in their area. For both 2001 and 2002 these interviews have indicated that the individual figures produced for the 8 local authority areas where this interviewing took place are broadly in line with what was expected at the local level. Most of the comment that has arisen concerns the amount of available bedspace suggested by the data rather than showing concern about the numbers identified as sleeping rough. The bedspace issue is discussed at chapter 5. In general there was an acceptance that the data relating to the absolute numbers counted as sleeping rough did reflect the local situation.

3.1.2 Age and gender of people sleeping rough

Projects were asked to provide profile information on the age and gender of those sleeping rough who were contacted over the study week. The results are summarised at table 3.1

Table 3.1
Age and gender of those sleeping rough in May and October 2001 and 2002

	May 2001	Oct 2001	May 2002	Oct 2002
Total %	100	100	100	100
(Number)	(500)	(471)	(406)	(404)
Gender				
Male	83%	85%	81%	81%
	(418)	(401)	(328)	(329)
Female	16%	14%	17%	18%
	(78)	(67)	(71)	(73)
Don't know	1%	1%	2%	*
	(4)	(3)	(7)	(2)
Age				
Under 16	*	*	*	*
	(2)	(1)	(1)	(2)
16-24	27%	27%	23%	30%
	(136)	(128)	(92)	(120)
25-40	48%	49%	48%	45%
	(240)	(231)	(196)	(183)
41 or more	22%	22%	25%	22%
	(112)	(105)	(101)	(89)
Don't know	2%	1%	4%	2%
	(10)	(6)	(16)	(10)

* less than 1% but not zero.

Absolute numbers in brackets below the percentages

In terms of the profile of those sleeping rough, each of the four counts support the proposition that most of those sleeping rough are men (accounting for 81-85% of those identified each

time). Only around 15% of those sleeping rough in 2001 were women, with women accounting for slightly more (18%) of those sleeping rough in 2002.

Since the first wave of research was undertaken, the number of women sleeping rough has declined slightly overall (from 78 in May 2001 to 73 in October 2002), but the number of males sleeping rough has declined significantly, from 418 in May 2001 to 329 in October 2002.

In all waves to date, the age group which makes up the largest proportion of rough sleepers is the 25-40 age group, consistently comprising just under half of all those identified as sleeping rough. This ranged from 240 in May 2001 to 183 in October 2002 and fell in steps over this period.

Very few under 16's are ever recorded (no more than 2 at any stage) and there is some anecdotal comment that young people sleeping rough may not declare their age accurately. So the above picture may represent an under-estimate of those in this age group, possibly inflating the numbers of 16-24 year olds recorded.

Amongst those in the 16-24 year age group, the numbers do vary quite significantly – from a low of 92 in May 2002 to the highest figure of 136 in May 2001. It is worth noting also that this age group was the only age group showing an increase in the total numbers recorded between May and October 2002 (from 92 to 120).

Amongst those aged 41 years or more there was a consistent downwards trend – ranging from a high of 112 in May 2001 to a low of 89 in October 2002.

The net effect when we compare the two sets of data for 2002 is that those identified at the later wave in 2002 are more likely to be young – 30% were aged 16-24 years in October compared with 23% in May.

RSI co-ordinators and project staff cannot know exactly what programme of events lead to individuals sleeping rough, but anecdotally there is a belief that the two key groups reported as sleeping rough comprise :

- middle aged males who often find themselves homeless as a result of a relationship breakdown or because they have severe behavioural problems.

'males aged 25-40 years tend to be the least favoured group in terms of getting priority need'

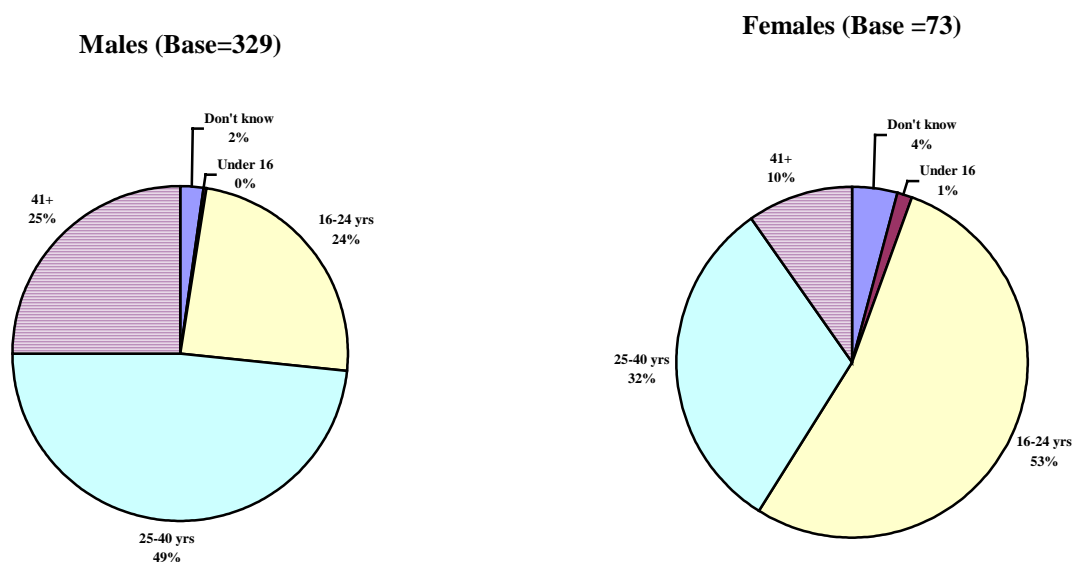
and

- young people who become roofless through a process of family / relationship breakdown and for whom finding affordable accommodation is difficult. Another factor affecting this age group particularly is addiction problems. A number of specific initiatives have been put in place to assist young people across each of the local authority areas where qualitative interviewing took place. These can vary from a very active 'meet and greet approach' implemented by a Streetwork project to offer immediate advice and assistance to a Young Single Homelessness Project or Key Fund projects which have been successful in helping young people in some areas.

As the data indicates female rough sleepers tend to be very much the exception and the relatively low numbers of these shown in the data are in line with expectations.

The data from 2002 was analysed to look at the age profile of female and male rough sleepers to see if there are any significant differences between each gender group. As chart 3.2 indicates females sleeping rough are much more likely to be from the younger age groups. Over half of the females sleeping rough in October 2002 were in the 16-24 year age group compared with 1 in 4 male rough sleepers. Amongst males, the predominant age band was the 25-40 year age group, accounting for 49% of males sleeping rough. This pattern reflects the fact that females are more likely to be regarded as vulnerable and to be offered accommodation.

Chart 3.2
Age of Males and Females sleeping rough in October 2002



The same broad pattern was evident also from the May 2002 data, where 41% of females sleeping rough were aged 16-24 years and 51% of males sleeping rough were aged 25-40 years.

This information has been further examined to see to what extent different types of problems may be associated with different age and gender groups and this analysis is presented at chapter 6.

3.1.3 Location of rough sleeping

Table 3.2 presents summary details of the spread of those sleeping rough by the local authority areas in which they were identified. The table indicates the number of those sleeping rough each time in each area and the absolute change over different time periods.

Table 3.2
Total number of those sleeping rough, by local authority area in May and October each year

N =	No. (May) 2001 500	No. (Oct) 2001 471	No. (May) 2002 406	No. (Oct) 2002 404	Absolute difference	
					(Oct 01-Oct 02)	(May 01-Oct 02)
Aberdeen	38	25	41	11	-14	-27
Aberdeenshire	0	7	8	1	-6	+1
Angus	1	3	2	0	-3	-1
Argyll and Bute	8	2	4	5	+3	-3
Borders	0	0	0	0	0	0
Clackmannan	0	0	0	0	0	0
Dumfries and Galloway	4	4	8	15	+11	+11
Dundee	12	12	9	13	+1	+1
East Ayrshire	3	3	1	6	+3	+3
East Dunbartonshire	8	2	0	0	-2	-8
East Lothian	0	0	0	0	0	0
East Renfrewshire	1	0	2	2	+2	+1
Edinburgh	154	183	124	135	-48	-19
Falkirk	1	9	7	1	-8	0
Fife	10	20	6	12	-8	+2
Glasgow	172	137	117	119	-18	-53
Highland	3	3	7	3	0	0
Inverclyde	15	13	3	11	-2	-4
Midlothian	0	0	0	0	0	0
Moray	0	0	1	5	+5	+5
North Ayrshire	1	3	4	3	0	+2
North Lanarkshire	13	8	27	15	+7	+2
Orkney	0	0	0	0	0	0
Perth and Kinross	7	15	13	19	+4	+12
Renfrewshire	11	7	8	4	-3	-7
Shetland	0	0	0	0	0	0
South Ayrshire	4	6	2	3	-3	-1
South Lanarkshire	16	6	3	4	-2	-12
Stirling	9	2	4	17	+15	+8
West Dunbartonshire	0	0	3	0	0	0
West Lothian	9	1	2	0	-1	-9
Western Isles	0	0	0	0	0	0
Total	500	471	406	404	-67	-96

* less than 1% but not zero

Shading denotes none sleeping rough.

The data reported at table 3.2 is based on assigning individuals to 1 local authority area only – the one where they were present for most of the week in question. That said, there was no evidence of any large-scale movement between local authority areas. The numbers identified as having moved across a boundary over the study week were :

11 individuals in May 2001
1 individual in October 2001
no individuals in May 2002
2 individuals in October 2002

This pattern is in line with the view of RSI project workers that, where possible, individuals should remain within an area to maximise continued contact with any existing support networks. Of the movements noted in October 2002, one was from Edinburgh to Glasgow and one from North to South Lanarkshire. This is a feature of the Lanarkshire area and reflects lack of direct access provision in South Lanarkshire.

While the numbers reported in this context are relatively small, it should be noted that this represents movements that occur only within the course of the study week each time and where the individual is in contact with projects in each of the two local authority areas. Most of those taking part in the qualitative stage spoke of the slow movement of those sleeping rough from rural areas to urban areas and, even within some city areas, there were comments that people were drawn to the city centre from suburbs. This is behind the approach being used in Fife where a network of 4 Strategic Centres is planned at key central locations across the areas' main towns to make accessing services as easy as possible for those who are sleeping rough or who are at risk of doing so. As well as offering a wide range of services to those in immediate need, the visibility of these centres is intended to fulfil a preventative role as well in encouraging contact before an immediate need for housing occurs.

Returning to the data in table 3.2, some changes in the absolute numbers reported to be sleeping rough in each local authority area are evident over the period from May 2001 to October 2002 and when comparing both waves of October data. In line with the overall pattern the general trend for most local authority areas is downwards across both periods. Some 7 local authority areas have reported no individuals sleeping rough on any of the 4 occasions when counts were undertaken. These include the 4 local authorities that have not bid for funds under the RSI (Scottish Borders, Orkney, Midlothian and Western Isles) as well as Clackmannan, Shetland and East Lothian, where the total level of funding allocated was around £370k.

For the remaining 25 local authorities, the overall totals of those sleeping rough has varied each time. Only 2 have shown a downward movement over all 4 waves of monitoring (East Dunbartonshire and Renfrewshire) but, for others, upward movements on some waves have been confined to an increase of one individual, for example. In summary:

- 10 local authorities have reported fewer individuals sleeping rough over the period from May 2001 to October 2002 and have also shown a decrease between October 2001 and 2002 (East Dunbartonshire and Renfrewshire plus Aberdeen, Angus, Edinburgh, Glasgow, Inverclyde, South Ayrshire, South Lanarkshire and West Lothian). Thus across the three main cities in Scotland, the overall trend is downwards and this is reflected across some of the neighbouring city areas.
- There are 11 local authority areas where the total numbers reported as sleeping rough have increased between May 2001 and October 2002 (in 7 of these by 1-3 individuals only – Aberdeenshire, Dundee, East Ayrshire, East Renfrewshire, Fife, North Ayrshire and North Lanarkshire). However, the rises in Dumfries and Galloway (11 individuals), Moray (5 individuals), Perth and Kinross (12 individuals) and Stirling (8 individuals) have been more substantial. In Stirling, this increase arises solely from the numbers being reported by an outreach service which made its first return to the study in October 2002. In the other 3 areas with more significant rises, it appears to reflect wider contact and reporting by statutory agencies.

- Of the remaining 4 local authority areas, the total number reported as sleeping rough over each of the 4 count periods is more variable. On 1 or 2 of the counts relatively high numbers (for the area) are reported but this tends to fall back to low levels in other count periods. For example, in Argyll and Bute 8 individuals were reported in May 2001 before the figure settled to between 2 and 5. Direct access accommodation was available in Argyll and Bute from the May 2002 counts onwards. Highland also has direct access accommodation. Although the number of those sleeping rough was 3 for three of the count periods, this rose to 7 for May 2002. Neither Falkirk (numbers reported as sleeping rough range from 1-9 over the count periods) nor West Dunbartonshire (numbers reported ranging from 0-3) have any direct access accommodation.

In terms of seasonality, Edinburgh, Perth and Kinross and Fife emerge as showing higher levels of individuals reported as sleeping rough in October each year than in May. This peaking is not so marked in other locations.

As stated already there is a general acceptance of the accuracy of the data produced for each local authority area.

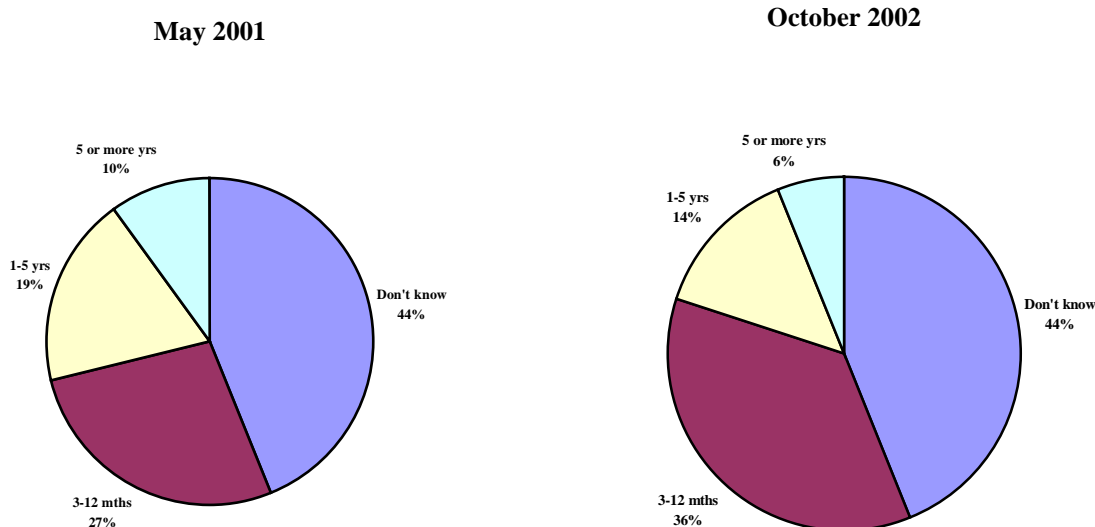
Last years' analysis of the 2001 data indicated that the extent of outreach activity could be a contributing factor behind changes in the numbers identified as sleeping rough (the more outreach activity that exists, the greater the likelihood of making contact with those sleeping rough – as seen in relation to the Stirling figures reported on the previous page). To allow some analysis of this to be carried out across Scotland, all projects were contacted and asked to indicate what types of provision they offered. This was a very crude measure as the provision of such activity does not, in itself, tell us how much outreach activity was undertaken in the count week. Nor did all projects provide a response on this. Nevertheless, of the 404 individuals identified as sleeping rough in October 2002, 44% of them (176 individuals) were reported by projects that informed us they offered outreach services, although of course the outreach teams will not be solely responsible for identifying these individuals. Half of those reported as sleeping rough by outreach teams had accommodation for the night in question. Of the remainder, 4% were identified later in the week by other projects as well, and this may suggest that they had been referred on to these other projects. It should be borne in mind, however, that individuals may claim to have accommodation when this is not the case for a variety of reasons. Equally individuals may have been offered referrals to other services and chosen not to follow them.

3.2 BEHAVIOUR PATTERNS OF PEOPLE SLEEPING ROUGH

Data on the time period over which rough sleeping has occurred was again provided by projects. For each of the snapshot weeks, there is evidence of people sleeping rough on a reasonably long-term basis. Chart 3.3 indicates the proportion of those sleeping rough who are identified by projects as having been sleeping rough for varying periods of time in May 2001 and for the most recent period, October 2002.

Although there is a very high level of don't know response to this question, the two sets suggest that long term rough sleeping is less significant in overall terms. Proportionately fewer in October 2002 had been sleeping rough for more than a year than had done so in May 2001 and this trend is borne out by the data from the intervening counts.

Chart 3.3
Time sleeping rough in May 2001 and October 2002



The data can also be used to assess to what extent the same individuals appear as sleeping rough over each count period. The unique identifier assigned to each individual by projects allows this to occur, but the analysis is slightly compromised by the fact that complete identifiers were not obtained for every rough sleeper in each wave³.

No individuals have been identified as appearing in **all four counts to date** (although 7 appeared in all three of the first counts (from May 2001 to May 2002)). These individuals were confined to Edinburgh (1 individual) and Glasgow (6 individuals), comprising 3 males aged 25-40 years, 1 male aged 41+ years and 3 females aged 41+ years.

Further overlaps noted were:

- 7 individuals appeared in both of the 2001 counts, were not present in the May 2002 count, but appeared again in October 2002. Of these, 4 were in Glasgow, and 1 in each of Edinburgh, East Ayrshire and Perth and Kinross. All were male, 2 aged 25-40 years and the remainder aged 41+.
- 1 individual appeared in both the two most recent counts for 2002 and in the first count in May 2001 (but was not present in the October 2001 count). This was a male, aged 25-40 years, in Glasgow.
- Also, 1 individual (a male, aged 41+ years, in Glasgow) has appeared in all three of the later waves of data, but not the first.

³ 34% of rough sleepers in May 2001 did not have complete identifiers, 20% in October 2001 had only partial identifiers and in May and October 2002 the respective figures were 25% and 28%.

This is suggestive of a cyclical pattern affecting some individuals who sleep rough⁴. They may be found accommodation and hence disappear from the count for a time, but often return to sleeping rough when they cannot maintain their tenancy. Hence the concern amongst many project staff to try and provide long term support for individuals and the attention paid in most areas to the provision of supported accommodation. In one initiative up to 15 hours of support staff time is allocated to support each individual per week. This has been found to help some individuals sustain a tenancy despite a history of not doing so previously.

⁴ The above data suggests Glasgow is more likely to display cyclical rough sleeping, although many other factors will be at work here.

CHAPTER FOUR

AVERAGE LEVELS OF ROUGH SLEEPING LAST NIGHT; - DAILY RESULTS AND THE WEEKLY AVERAGE

Chapter 3 of the report looked at the absolute numbers of those sleeping rough identified over the snapshot weeks in May and October each year and computed a total for all those identified who had slept rough at any point over the previous seven days.

The study also collects information on the numbers who have slept rough on each of the previous nights over the week long study. Analysis of this data forms the focus of chapter four.

4.1 AVERAGE ROUGH SLEEPING ON PREVIOUS NIGHT

4.1.1 Weekly pattern

Table 4.1 shows the average numbers sleeping rough on the previous night for each of the snapshot weeks. The data is collected 'after the event' on the next day, but for purposes of clarity we have presented the data in terms of the night when the person is reported as having slept rough, rather than in terms of the day when this information was collected.

Table 4.1
Weekly and daily average number of 'slept rough on this night' in May and October 2001 and 2002

	May 2001	October 2001	May 2002	October 2002	Absolute change	
					October 2001 – October 2002	May 2001 – October 2002
Average over the week* No.	64	87	94	68	-19	+4
Slept rough on this night:						
Tuesday No.	90	126	122	104	-22	+14
Wednesday No.	70	117	121	80	-37	+10
Thursday No.	70	86	104	80	-6	+10
Friday No.	38	51	50	15	-36	-23
Saturday No.	34	40	51	27	-13	-7
Sunday No.	85	97	120	89	-8	+4
Monday No.	58	94	93	83	-11	+25

* average calculated from the daily average figures

In May 2001 the **average number** of people sleeping rough each night was 64. In October 2001, this average had increased to 87 and in May 2002 the average number recorded as

sleeping rough the previous night was 94 per night. The October 2002 result indicates a lower average figure again, at 68 people per night on average. A multitude of factors must lie behind this pattern. In part it reflects the extent to which individuals have repeat contact with projects during each count period. Clearly when the total numbers of those sleeping rough declines, but average daily contact increases (as in October 2001 and May 2002), this suggests that multiple contact is more prevalent.

The average number of nights when each individual sleeping rough was seen over each of the count periods has been calculated at :

0.9 times in May 2001
1.3 times in October 2001
1.6 times in May 2002 and
1.2* times in October 2002.

* On average each individual sleeping rough did so for 1.2 nights over the 7-day period.

As suggested in the previous report, the extent to which multiple contact occurs will vary. It will be influenced by aspects such as the individual's own level of need, the weather, perceptions of the availability of services to offer support and the actuality of this provision, and the visibility of those sleeping rough over the time period.

Returning to the data in table 4.1, there are particularly low levels of rough sleeping reported over the weekend nights, with the numbers reported as sleeping rough on Friday and Saturday nights (from projects seeing rough sleepers on the Saturday and Sunday) much lower than other nights in the 7 day period. The average numbers reported as sleeping rough on these nights decreased substantially in October 2002 to just 15 individuals per night on the Friday night and 27 on the Saturday night. For October 2002, the more usual nightly figure exceeded 80 on each other night in the week, and each nights average was higher than the figure reported in May 2001.

The October 2002 data was analysed by the declared operating hours of the various projects to see to what extent this impacted on the numbers of people sleeping rough that were being identified. Operating hour information is now known for about 60% of the projects that complete log sheets for the study. Twelve projects operate only on a Monday-Friday, 9-5 basis. They accounted for 81 of those sleeping rough in October 2002 (20% of the total overall) and added 17 individuals to the daily average number sleeping rough over the October count week (25% of the weekly average figure of 68 individuals). From the analysis, it does seem likely that the closure of some projects at the weekends is having an impact on the daily figures being reported. However, these 12 projects do not account for all of the reduction and it does appear that even those projects claiming to offer more of a '24/7' service or with off peak cover, do make fewer contacts with rough sleepers also at the weekend.

While there are set procedures and approaches in place to provide weekend cover, staffing this to the same levels as is offered over weekdays is seen to require a major resource input, not seen as feasible at present.

4.1.2 Repeat rough sleeping over the week

By looking at the subset of 95 individuals identified who had slept rough on more than one night in the study week in October 2002, we can determine some information about them:

- 63 individuals had slept rough on 2 nights over the week.
- 14 individuals had slept rough on 3 nights over the week
- 17 individuals had slept rough on 4 to 6 nights over the study week and
- 1 individual had slept rough on every night in the study week.

(309 individuals had slept rough on only one night in the October study week⁵)

As would be expected, most repeat rough sleepers were males (81 individuals) equating to 25% of the total number of male rough sleepers identified as having slept rough in the last 7 days. Some 13 were females, equating to 18% of all female rough sleepers identified as having slept rough in the last 7 days. Thus males were slightly more likely to sleep rough repeatedly in the study week than females.

In terms of age:

- 27 were aged 16-24 years, (22 males and 5 females – equating to 23% of those identified in this age group)
- 40 were aged 25-40 years, (33 males and 7 females– equating to 22% of those identified in this age group) and
- 27 were aged 41+ years, (26 males and 1 female– equating to 30% of those identified in this age group)

As such, multiple nights of rough sleeping in October 2002 appear to be more closely associated with older rough sleepers. However, this data is not conclusive, as it is also dependent upon the extent to which there is multiple contact with those sleeping rough. As an example, it could be that having been reported as sleeping rough on just one night, younger rough sleepers then had no further contact with projects over the week, rather than that they did not sleep rough on any further nights.

Analysis of the local authority area where those sleeping rough with multiple nights of sleeping rough were located, reveals a concentration in city areas; Glasgow and Edinburgh accounted for 65 of the 95 individuals who were reported as sleeping rough on more than 1 previous night over the study week. The remainder are spread across other local authority areas.

⁵ It should be borne in mind that if a rough sleeper is not contacted again by a project they would not show as sleeping rough on an additional night.

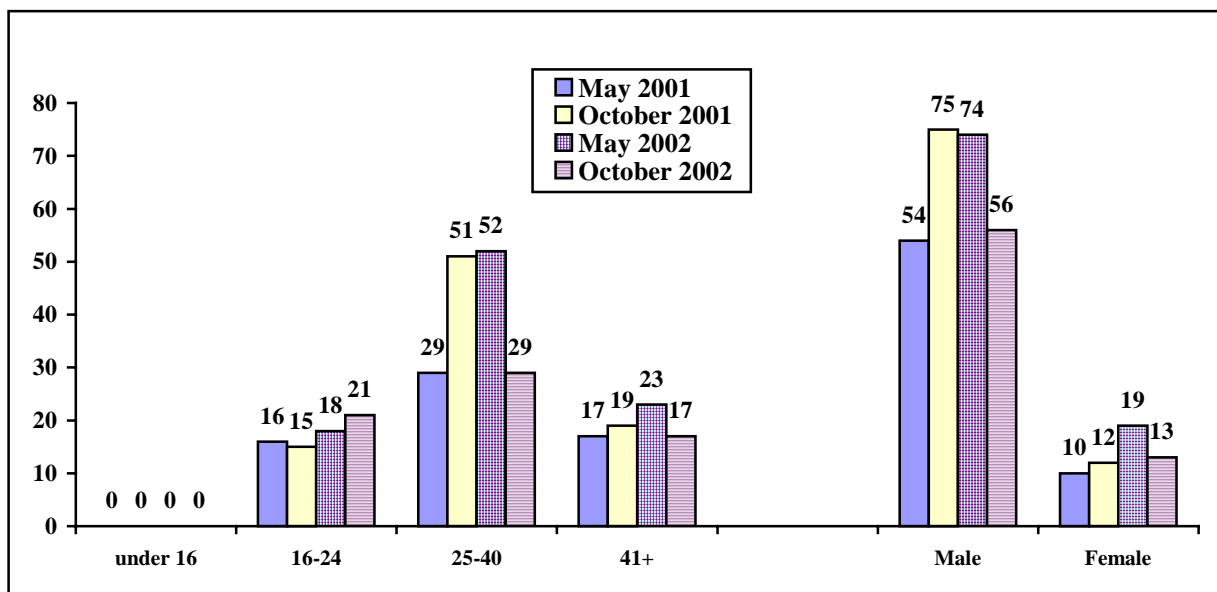
4.2 PROFILE OF THOSE SLEEPING ROUGH - DAILY PATTERNS AND WEEKLY AVERAGE.

4.2.1 Age and gender of those sleeping rough

Chart 4.1 presents the age and gender profile of those sleeping rough on the previous night as presented in the weekly averages for May and October each year.

Chart 4.1

Numbers who slept rough on the previous night (weekly average – absolute values)



The increase evident in the October 2001 number of contacts that had slept rough the previous night arose largely from male rough sleepers in the 25-40 year age category. This was the age and gender group most likely to have experienced multiple rough sleeping over the snapshot week in October 2001 and May 2002. The fact that the weekly average decreased in October 2002 to a figure similar to that first reported in May 2001 arises again from lower levels of contact with males in this age group.

Table 4.2 shows data on the total number of individuals in each age and gender group who made contact with projects day by day. Contact with females sleeping rough on the previous night appears to cease almost entirely over the weekend, while contact with young males is low also. Amongst males aged 25 years or more, lower levels of contact are also seen at the weekend, but proportionately more were reported by projects as in contact.

Table 4.2
Daily breakdown of rough sleeping last night, by age and gender, October 2002

Absolute figures (No. in contact each night)	Males			Females		
	16-24	25-40	41+ yrs	16-24	25-40	41+ yrs
Slept rough on this night	16-24	25-40	41+ yrs	16-24	25-40	41+ yrs
Tuesday	18	38	29	10	5	1
Wednesday	16	28	16	10	7	2
Thursday	19	27	16	9	4	2
Friday	1	7	5	0	1	1
Saturday	8	5	9	3	0	1
Sunday	24	30	17	5	7	3
Monday	15	42	16	6	3	1
Weekly average (per day)	14	25	15	6	4	2

The under 16's have been excluded from the above table as the numbers actually identified as being within this group were low (1 only).

4.2.2 Profile of people sleeping rough by local authority areas

Table 4.3 presents summary details of the spread of people sleeping rough by the local authority areas in which they were identified, showing the overall weekly average figure across the week in question. The table indicates the number of those sleeping rough in each snapshot week in each area and the absolute change between the waves.

Local authority areas reporting no-one sleeping rough over the two exercises are indicated by the use of shading.

Table 4.3
Weekly average number of people sleeping rough (per day), by local authority area in
May and October 2001 and 2002

N =	No. (May) 2001 64	No. (Oct) 2001 87	No. (May) 2002 94	No. (Oct) 2002 68	Absolute difference	
					(Oct 01-Oct 02)	(May 01– Oct 02)
Aberdeen	4	11	24	1	-10	-3
Aberdeenshire	0	5	1	0	-5	0
Angus	0	0	0	0	0	0
Argyll and Bute	3	0	0	1	+1	-2
Borders	0	0	0	0	0	0
Clackmannan	0	0	0	0	0	0
Dumfries and Galloway	0	0	1	2	+2	+2
Dundee	1	5	3	3	-2	+2
East Ayrshire	1	1	0	1	0	0
East Dunbartonshire	0	0	0	0	0	0
East Lothian	0	0	0	0	0	0
East Renfrewshire	0	0	0	0	0	0
Edinburgh	18	21	19	22	+1	+4
Falkirk	0	7	7	0	-7	0
Fife	1	1	1	2	+1	+1
Glasgow	23	27	24	21	-6	-2
Highland	1	0	2	1	+1	0
Inverclyde	2	1	0	2	+1	0
Midlothian	0	0	0	0	0	0
Moray	0	0	0	1	+1	+1
North Ayrshire	0	1	1	1	0	+1
North Lanarkshire	1	1	5	1	0	0
Orkney	0	0	0	0	0	0
Perth and Kinross	0	3	3	3	0	+3
Renfrewshire	2	1	2	1	0	-1
Shetland	0	0	0	0	0	0
South Ayrshire	0	0	0	0	0	0
South Lanarkshire	4	3	0	1	-2	-3
Stirling	1	0	1	4	+4	+3
West Dunbartonshire	0	0	0	0	0	0
West Lothian	0	0	0	0	0	0
Western Isles	0	0	0	0	0	0
Total	64	87	94	68	-19	+4

does not sum to total due to rounding

Note : in this table the local authority identified is the main local authority - where the individual spent most of the week in question.

Shading denotes nil rough sleepers in both exercises

As indicated in table 4.3:

- 13 local authority areas recorded a daily average across the week of zero individuals who had slept rough the previous night, in each count period. All were rural or semi rural local authorities. All 4 of the non RSI participating authorities are included in this grouping.
- 8 local authority areas show an increase in the numbers of those sleeping rough who have slept rough on the previous night between May 2001 and October 2002. Two of the Scottish cities are represented in this group as well as other more populous areas:- Dumfries and Galloway, Dundee, Edinburgh, Fife, Moray, North Ayrshire, Perth and Kinross and Stirling. The absolute increases ranged from 1 to 4.
- 5 local authority areas recorded a decrease in the number of those identified who had slept rough the previous night. The overall levels of reduction were quite small (one fewer in Renfrewshire, 2 fewer in Glasgow and Argyll and Bute and 3 fewer in Aberdeen and South Lanarkshire).
- In 6 local authority areas the actual numbers reported as having slept rough the previous night remained stable between May 2001 and October 2002 (Aberdeenshire, East Ayrshire, Falkirk, Highland, Inverclyde and North Lanarkshire). For three of these local authorities the numbers reported over each wave have been low. However, Aberdeenshire, Falkirk and North Lanarkshire have all seen peaks of around 5-7 individuals reported as sleeping rough per night.

CHAPTER FIVE

COMPARING DEMAND AND SUPPLY INFORMATION

The intent behind collecting details from accommodation projects on the number of bedspaces (or other spaces) available and unused was to allow an assessment of the extent to which there might be a shortfall in supply at particular points in time.

This chapter of the report concerns itself with looking at the situation on two spotter nights over the snapshot weeks. In both May and October a weekday (Wednesday night - Thursday morning) and weekend (Saturday night - Sunday morning) measure was taken from the accommodation sheets which detail the total numbers of beds available for use and the number that were unfilled at 1:00am on the date in question. This allows us to determine the available supply of accommodation on the nights in question.

The log sheet data can be used to identify the number of those sleeping rough who slept out on these dates. When compared on an area-by-area basis these two sets of data indicate locations where additional provision may be needed.

Before presenting the analysis on this data it is important to bear some major considerations in mind.

1. Firstly it is important to recognise that those sleeping rough are not a highly mobile population. Provision in one part of a local authority area may not be accessible to an individual in need in another part of the area.
2. The count of spaces makes certain assumptions about what counts as a space, but there may be a number of reasons why a space is unused but not available. For example, where accommodation is provided for couples or family units this may be used to accommodate one individual only. Thus the remaining spaces in that unit will be recorded as unused, but they are not available for use by others.
3. There is some need for unused capacity, simply to take account of turnover, refurbishment and so on.
4. One point that applies only in Edinburgh relates to the Cowgate Centre. As indicated earlier, this unit provides essential services in the form of a night shelter in the city. Individuals may stay in the Cowgate Centre overnight (on seating) but not in beds. For the purposes of this study, this unit has been assigned a possible capacity of 40-50 spaces, but if this number of individuals is not present within the Centre when the counts are taken, this implies that excess capacity exists. In reality the type of capacity available is very different from that being offered in other accommodation. This has increased the perceived amount of capacity in Edinburgh by up to 20 spaces per wave.⁶

⁶ For the midweek night, by 11 in May 2001, 0 in October 2001, 12 in May 2002 and 17 in October 2002.

5.1 SUMMARY INFORMATION FROM LOG SHEETS

The actual number of those sleeping rough identified from the log sheet data as having slept rough on the Wednesday night – Thursday morning period and on the Saturday night – Sunday morning period was as detailed already at table 4.1, but is summarised here at table 5.1:

Table 5.1
Weekly and daily average number of ‘slept rough last night’ in May and October each year

	May 2001	October 2001	May 2002	October 2002	Absolute change	
					October 2001 – October 2002	May 2001 – October 2002
Average over the week* No.	64	87	94	68	-19	+4
Slept rough on this night:						
Wednesday No.	70	117	121	80	-37	+10
Saturday No.	34	40	51	27	-13	-7

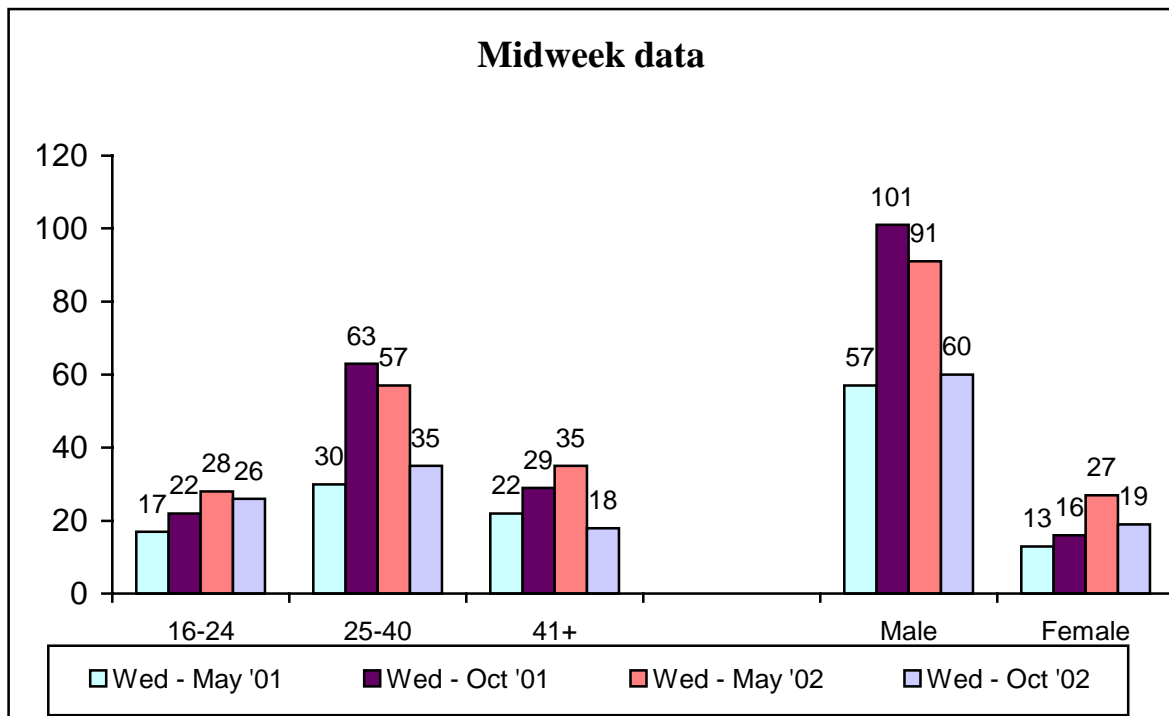
* average calculated from the daily average figures

As discussed previously there has been considerable variation in the average numbers identified over the 4 waves, with the October 2002 figure (of 68) more closely matching the initial figure of 64 in May 2001. The October 2001 and May 2002 averages were more similar to each other (87 and 94 respectively) and represent a peak across the 4 counts.

The pattern for each individual night is slightly different. On the midweek night, the October 2001 figure rose sharply from the May figure and then this level was retained for May 2002 before falling again. On the weekend night, the increase is more gradual up to the May 2002 peak, before a similar decrease.

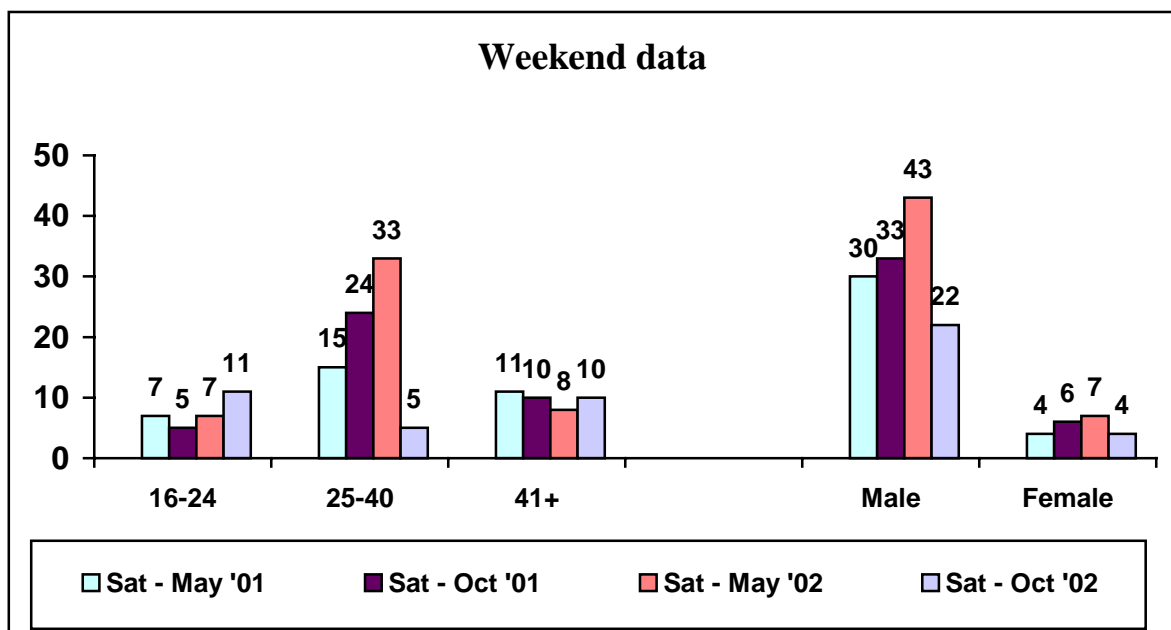
Charts 5.1a and 5.1b present details on the age and gender of those sleeping rough on each of the spotter nights across the 4 counts. On the midweek night (as depicted in chart 5.1a) the increase seen in the numbers counted as sleeping rough in October 2001 and May 2002 arises in the main from those aged 25-40 years, and from males.

Chart 5.1a Average number who slept rough on midweek nights in May and October 2001 and 2002



On the weekend night where the increase was more gradual, the increases in May and October 2001 tend to arise also from the 25-40 year age group and males, but it is notable that the number of 16-24 year olds reported is showing a slight peaking in October 2002.

Chart 5.1b Average number who slept rough on weekend nights in May and October 2001 and 2002



5.2 INFORMATION ON ACCOMMODATION AVAILABILITY FROM ACCOMMODATION PROJECTS

Using data from the accommodation questionnaires, it is possible to build up a picture of how many direct access hostel spaces had been provided for those sleeping rough on the two dates in question in October and May each year. It was also possible to find out how many of these spaces were open and available for a rough sleeper to use and to examine issues of access to these spaces. It is important, however, to bear in mind the caveats outlined at the beginning of this chapter. Namely :

- To be truly accessible, provision needs to be local.
- Not all unused spaces will be available for use by an individual sleeping rough if the space is in a unit designed for more than one or if the space is in the process of being made ready for reallocation.
- Capacity estimates for Edinburgh are slightly overestimated due to the way that the data deals with the Cowgate Centre.

Table 5.2 summarises the situation on each of the spotter nights over the 4 waves. This indicates that :

- Total capacity has increased over the 4 counts from 2,250 on the midweek night in May 2001 to just over 2,700 in October 2002.
- The number of spaces designated for use by couples / family units increased substantially after May 2001 and the number of spaces assigned to females has increased steadily.
- Movement between other categories over the 4 waves is explained by the provision being regarded as and used flexibly. There was an apparent movement of space from being designated to male use in May 2001, to unassigned use in October 2001, although some of this has now been redesignated back as male space.

In terms of use of the existing capacity, this varies over each count and ranges from 6% unused space for the midweek night in the most recent count to 12% in May 2002.

The data suggests that the additional space assigned to couples in particular has been well used, without overly impacting on the patterns of use of gender specific and unassigned beds.

The data from the most recent counts in 2002 indicates broadly even levels of use of male, female and unassigned beds. This is in contrast to the situation in 2001 when slightly less pressure appeared to exist on use of female beds.

Table 5.2
Direct access accommodation on specified dates in October and May each year

May 2001	Wednesday night / Thursday morning (10 th May 2001 at 1.00am)			Saturday night / Sunday morning (13 th May 2001 at 1.00am)		
	Capacity	Unfilled Spaces		Capacity	Unfilled Spaces	
	No.	No.	%	No.	No.	%
Males	1388	55	4	1352	51	4
Females	145	36	25	133	33	25
Unassigned	707	64	9	707	70	10
Couples*	10	0	0	10	0	0
Total	2250	155	7	2202	154	7
October 2001	Wednesday night / Thursday morning (25 th October at 1.00am)			Saturday night / Sunday morning (28 th October at 1.00am)		
	Capacity	Unfilled Spaces		Capacity	Unfilled Spaces	
	No.	No.	%	No.	No.	%
Males	1098	70	6	1098	40	4
Females	171	21	12	171	16	9
Unassigned	975	84	9	975	78	8
Couples*	316	12	4	316	18	6
Total	2560	187	7	2560	152	6
May 2002	Wednesday night / Thursday morning (9 th May 2002 at 1.00am)			Saturday night / Sunday morning (12 th May 2002 at 1.00am)		
	Capacity	Unfilled Spaces		Capacity	Unfilled Spaces	
	No	No	%	No	No	%
Males	1268	160	13	1268	162	13
Females	214	24	11	214	19	9
Unassigned	838	113	13	838	103	12
Couples*	158	0	0	158	0	0
Total	2478	297	12	2478	284	11
October 2002	Wednesday night / Thursday morning (23 rd October 2002 at 1.00am)			Saturday night / Sunday morning (26 th October at 1.00am)		
	Capacity	Unfilled Spaces		Capacity	Unfilled Spaces	
	No	No	%	No	No	%
Males	1261	66	5	1261	67	5
Females	229	16	7	228	20	9
Unassigned	897	80	9	894	73	8
Couples*	336	2	1	336	0	0
Total	2723	164	6	2719	160	6

* figures represent the assumed actual number of bed spaces

5.3 REPORTED ROUGH SLEEPING AND AVAILABLE SPACES

As table 5.2 indicates, the data do suggest some slight unfilled capacity across the country as a whole for each of the spotter nights in question.

The number of available bedspaces on the midweek night in October 2002 was 164 and a similar figure was recorded for the weekend night (160).

In their entirety, these bedspaces would have easily accommodated the 80 individuals reported as sleeping rough on the midweek night and the 27 reported as sleeping rough at the weekend night.

However, it should be borne in mind that the accessibility of any unfilled bedspace will vary from location to location – availability in one part of the country will be of little use to a rough sleeper trying to access accommodation elsewhere. As such, the analysis of demand and availability by local authority area is a more valid basis on which to compare the data produced on numbers of those sleeping rough and numbers of available spaces. However, this also is likely to be on too large a scale for a population where mobility is limited.

The accommodation survey relates solely to direct access accommodation and so the data presented in this section of the report concentrates mainly on the local authority areas that have direct access accommodation. Annex 3 gives details for all local authority areas in terms of the numbers who slept rough on the previous night (on both the midweek and weekend night) for each count period.

Table 5.3 presents a summary of the number who slept rough on the night in question and the number of hostel spaces that were available for use on a direct access basis (and otherwise), in each local authority area.

As the table indicates, the local authority areas offering direct access accommodation do cover the main locations where significant numbers of those sleeping rough are identified. As such, 85% of those sleeping rough on a Thursday and 78% of those sleeping rough on a Sunday are in local authority areas with direct access accommodation.

Table 5.3
Reported rough sleeping in local authority areas with direct access accommodation in October 2002.

	Thursday 24 th October 2002		Sunday 27 th October 2002	
	No. of those sleeping rough	Available spaces	No. of those sleeping rough	Available spaces
LAs with those sleeping rough and sufficient bed capacity midweek				
Edinburgh	30	52	2	59
Glasgow	18	68	16	67
Inverclyde	6	7	0	7
Fife	3	8	0	4
Aberdeen	1	7	0	7
Argyll and Bute	1	4	0	4
Dundee	1	7	0	5
LAs with rough sleepers and insufficient bed capacity midweek				
Perth & Kinross	7	0	1	0
Highland	1	0	1	0
LAs with no rough sleepers but some bed capacity midweek				
North Lanarkshire	0	3	0	2
Moray	0	2	0	1
Shetland	0	3	0	3
West Lothian	0	3	0	3
LAs with no available spaces mid week				
East Dunbartonshire	0	0	0	0
North Ayrshire	0	0	1	0
Renfrewshire	0	0	0	0
LAs with no direct access	12*	0	6*	0
*includes Dumfries and Galloway (5 individuals reported midweek and 2 at the weekend), South Ayrshire (1 individual reported midweek) South Lanarkshire and Falkirk (1 individual reported by each midweek) and Stirling (4 individuals reported midweek and at the weekend).				

Similar data for each of the other three waves is presented at annex 4

A comparison of the total numbers of those sleeping rough with the **available bed capacity** reveals locations where there would be a capacity shortfall if all those sleeping rough tried to access accommodation on the count nights in question. Details are:

- There were 6 local authorities where a shortage of bed capacity was noted in **May 2001** (see annex 3). The local authorities affected were :
 - Aberdeen,
 - Argyll and Bute (which introduced direct access provision earlier in 2002)
 - Highland, (Highland has appeared in all 3 of the subsequent counts),
 - Renfrewshire,
 - South Ayrshire, and
 - South Lanarkshire (new capacity should be available in South Lanarkshire from 2003 onwards, but it may not be direct access).
- There were 5 local authorities where a shortage of bed capacity was noted in **October 2001** (see annex 3). The 5 local authorities were:
 - Aberdeen,

- Highland,
 - North Ayrshire,
 - Perth & Kinross, and
 - Renfrewshire.
- There were 6 local authorities where there was insufficient bed capacity on the midweek night to house all those sleeping rough who were reported that night in **May 2002** (see annex 3). These local authorities were :
 - Aberdeen,
 - Highland,
 - North Lanarkshire,
 - North Ayrshire
 - Perth & Kinross, and
 - Renfrewshire
- There were 2 local authorities where there was insufficient bed capacity on the midweek night to house all those sleeping rough who were reported that night in **October 2002**. These local authorities were :
 - Highland and
 - Perth & Kinross.

New provision is planned for Perth and Kinross and those working in the area hope that this will make an impact on the situation within the area in 2003. South Lanarkshire should also benefit from new provision in 2003. A hostel opened in Falkirk in November 2002 which offers 20 direct access places. Thus Falkirk will be included as a local authority with direct access accommodation for the 2003 report.

The need for local provision was reiterated by some of the people sleeping rough in the South Lanarkshire council area whom were spoken to at the end of the pilot exercise. These individuals commented on the fact that to access a bed, they had to go to a part of Glasgow and stated that they would prefer to be accommodated locally within their own council area. This is very much in line with the views expressed by those providing services for people sleeping rough about the importance of working with them within their local communities, so that any existing links and support networks are not broken. This is viewed as also helping with the longer-term care and resettlement of those sleeping rough allowing continuity of contacts and support services that are established from the outset.

5.4 ACCOMMODATION PROVISION IN AREAS WITHOUT DIRECT ACCESS

The 2001 report provided an outline of the arrangements in place in local authority areas that did not have direct access accommodation in Scotland. Some 17 local authorities did not have this type of provision at the time. Argyll and Bute has now opened direct access provision in the form of a 4 bed hostel and South Lanarkshire expects to make beds available in 2003. However, the accommodation in South Lanarkshire may not be for direct access and will be limited in terms of capacity.

Among the local authority areas without any direct access accommodation in 2002, the overall level of need is quite low. In October, 12 and 7 individuals sleeping rough were found in local authority areas that do not have direct access provision on the midweek and weekend nights respectively.

The type of provision offered to homeless people in areas without direct access accommodation is immediate assessment if the individual presents during normal office hours, or referral and / or the use of telephone helplines if the presentation is outwith office hours. Emergency accommodation is available and will be used until a full assessment can take place.

CHAPTER SIX

ISSUES PREVENTING PEOPLE SLEEPING ROUGH FROM GETTING ACCOMMODATION

A key element of the qualitative stage of the research has been to discern what factors exist that affect the ability of projects to provide long term accommodation solutions for those sleeping rough. This chapter of the report looks at the data collected during the snapshot weeks on the issues that might prevent those sleeping rough from securing accommodation and then explores views on what types of approaches might be used to tackle what is increasingly defined as the core rough sleeping group. It finishes with a few general comments from those taking part in the qualitative stage outlining future challenges that are being addressed in their areas.

The data from the snapshot weeks was collected on both the log sheets and the accommodation questionnaires. On the log sheets, project staff were asked to identify for anyone sleeping rough that they came in contact with, the issues that they were aware of that might prevent the person sleeping rough from securing accommodation.

On the accommodation questionnaire, accommodation providers were asked to detail the reasons for which individuals had actually been refused accommodation on either of the two spotter nights.

6.1 LOG SHEET DATA ON WHY ACCOMMODATION MAY BE REFUSED

6.1.1 Overall reasons for difficulty

Table 6.1 summarises reasons provided by project staff on why those sleeping rough may have difficulty in securing accommodation. These assessments are largely subjective in nature and cannot be taken as a wholly accurate or comprehensive assessment. For example, it is likely that some project staff will tick only one factor against an individuals' name – denoting what they believe to be the over-riding reason, but that another member of staff may be inclined to detail all factors that could apply.

Despite these caveats, the overall picture across each wave is broadly similar and was widely endorsed in discussions with project staff and RSI co-ordinators. Often several factors occur in combination and the combinations do show some correlation with the age and gender of individuals. In simple numerical terms, however, most of those sleeping rough in 2002 were identified as having problems with drug or alcohol dependency although mental health and other sorts of behavioural problems were common too, affecting around 1 in 4 of those sleeping rough.

Table 6.1
Issues preventing person finding accommodation (log sheet)

	Numbers				Proportion (%)			
	May 2001	October 2001	May 2002	October 2002	May 2001	October 2001	May 2002	October 2002
Base	500	471	406	404	100	100	100	100
Drink Problems	164	146	182	149	33	31	45	37
Drug Problems	177	163	141	161	35	35	35	40
Mental Health	116	100	82	115	23	21	20	28
Behaviour Problems	130	106	100	88	26	23	25	22
Hostel Ban	120	89	63	50	24	19	16	12
No accommodation available	146	147	109	84	29	31	27	21
Other	106	65	66	77	21	14	16	19

The patterns across all waves of data are very consistent and focus on individual aspects in the main. Accommodation issues are cited with some frequency but over the period they do appear to be less prevalent, both in terms of individuals being banned from accommodation and due to a shortage of suitable accommodation. Of the 50 individuals reported as being banned in October 2002, 5 were subsequently reported by other projects in the area and had accommodation for at least one of the nights in the study week. Only 1 was identified by another project and did not have accommodation. Others may also have been accommodated, but were not traceable for a number of reasons. This corresponds with anecdotal evidence from project staff who explained that, wherever possible, some alternative would be offered to a banned individual.

However, the data also underlines the multiplicity of issues that exist, with just under two factors cited on average per individual. As indicated by one respondent last year:

“Many are a combination of drink/drugs and mental health problems.”

An analysis of the extent to which different combinations of issues occurred jointly in individuals in October 2002 reveals that those with **behaviour problems** are the group most likely to display a high incidence of other types of problem;

- 60% were assessed by project staff as having alcohol problems
- 52% were assessed as having drug addictions
- 49% were assessed as having mental health problems and
- 31% of this group had been banned (compared with just 12% overall who had been banned).

Some 12% of those sleeping rough in October 2002 had both drink and drug problems. Further, 15% of those with mental health issues were also assessed by project staff as having an alcohol dependency, while 12% of this group were assessed as having a drug problem.

6.1.2 Issues preventing different age groups and genders finding accommodation

The following table presents the October 2002 data broken down by gender. The percentage figures show the proportions of the total numbers identified in each age and gender group that were assessed as having each issue associated with them. Emboldening has been used to indicate very high levels of the particular group having an issue.

Table 6.2
Issues preventing person finding accommodation – analysis by gender and age, October 2002

	Males			Females		
	16-24	25-40	41+ yrs	16-24	25-40	41+ yrs
Base	80	159	82	39	23	7
Any reason - No.	71	145	74	33	18	7
<i>% of total</i>	89	91	90	85	78	100
Drink Problems - No.	26	49	48	9	11	2
<i>% of total</i>	33	31	59	23	48	29
Drug Problems - No.	41	72	8	24	11	1
<i>% of total</i>	51	45	10	62	48	14
Mental Health – No.	18	49	27	8	8	4
<i>% of total</i>	23	31	33	21	35	57
Behaviour Problems - No.	15	40	15	9	7	2
<i>% of total</i>	19	25	18	23	30	29
Hostel Ban - No.	9	23	8	7	1	2
<i>% of total</i>	11	14	10	18	4	29
No accommodation – No.	16	38	20	4	4	2
<i>% of total</i>	20	24	24	10	17	29
Other - No.	13	28	12	13	3	4
<i>% of total</i>	16	18	15	33	13	57

The under 16's have been excluded from the above table as the numbers actually identified as being within this group were low (2 only). Also, data is missing for some individuals.

In summary:

- **Alcohol problems** tend to be most prevalent amongst older males sleeping rough and middle aged females, although significant quantities of all age and both gender groups were assessed with these sorts of issues.
- The incidence of **drug problems** is especially high amongst young individuals sleeping rough. It appears to decline with age, most significantly after the age of 40 years, but there are indications that females sleeping rough are slightly more likely to present with these problems than males.
- **Mental health problems** were more likely to be associated with rough sleepers from the older age groups and were a key factor amongst older females sleeping rough.
- **Behavioural problems** also seem more likely to be associated with females sleeping rough, especially at the middle and older age groups.
- Although the extent to which **hostel bans** were reported has declined overall, these did seem to apply to higher proportions of females in either the young or older age groups
- A **lack of suitable accommodation** generally affected males more than females, although this was identified with a high proportion of older females.

6.2 ISSUES IDENTIFIED FOR REFUSING ACCESS TO ACCOMMODATION

Accommodation providers were asked to detail the reasons given for refusing access to those sleeping rough (where this occurred) on either of the two spotter nights. This is compared with the perceptions recorded by project staff of the issues that may hamper those sleeping rough from accessing accommodation (as discussed earlier at table 6.1).

The results for May and October in each wave are shown in the following tables. Very low numbers of individuals are recorded by accommodation projects as being refused accommodation. Table 6.3 shows initially the numbers refused and what is known about them.

Table 6.3
Refusals by gender (accommodation questionnaire) - Numbers

	Thursday				Sunday			
	May 2001	October 2001	May 2002	October 2002	May 2001	October 2001	May 2002	October 2002
Total number of refusals:	22	12	32	32	10	4	24	7
Males	20	11	24	19	8	4	18	5
Females	2	1	4	7	2	0	4	2
Couples (No. of people)	0	0	4	6	0	0	2	0

From the data above it is clear that individuals are more likely to be refused a hostel place on the mid week spotter night than on the weekend night. The actual numbers refused have varied; the lowest numbers were recorded in October 2001, and the highest in May and October 2002 (on the Thursday night) and May 2002 (for the Sunday night).

In absolute terms, males are refused access more often than females although this is broadly in line with the overall proportions from each gender group that are identified as sleeping rough. One point of note is the extent to which a few couples have emerged as being likely to be refused places in 2002, although provision of accommodation for couples has generally increased across the country (see table 5.2).

Where individuals had been refused accommodation, the providers were asked to identify the main reason for this refusal. These are detailed at table 6.4 in terms of the number of times each was mentioned for each wave.

Table 6.4
Refusals by reason (accommodation questionnaire) - Numbers

	Thursday				Sunday			
	May 2001	October 2001	May 2002	October 2002	May 2001	October 2001	May 2002	October 2002
Total number of refusals:	22	12	32	32	10	4	24	7
Hostel Issues:								
No space available	11	4	7	20	5	1	10	2
Couple want accomm. together	0	0	1	4	0	0	1	0
No / not enough staff available	0	0	0	0	0	0	0	0
Banned	1	2	4	1	0	1	6	2
Other	1	1	3	5	0	0	0	2
Individual Issues								
Alcohol problem	0	3	3	0	0	2	2	0
Drug problem	0	1	3	0	0	0	1	0
Mental health problem	0	0	1	0	0	0	1	0
Behavioural problems	0	0	4	1	0	0	1	0
Combination of above	5	1	5	0	4	0	2	0
Other	4	0	1	1	1	0	0	1

Although the numbers are small, there are some similarities and patterns evident:

- the number reported as being banned was low in each month. Despite low levels of use of banning, many staff stood over the need to use temporary bans to protect staff and other individuals. It was stressed that where possible individuals that were banned from one form of accommodation would be offered alternatives. Sometimes this involved the use of B & B accommodation, in other instances other hostels might be used.
- there was more likelihood of refusal due to an accommodation issue than due to individual issues, with lack of a suitable space the main reason given.
- the extent to which individual issues were a factor varied in terms of the numbers affected by each and the nature of the main issue presented.
- reflecting the earlier analysis at table 6.3, not being able to accommodate couples was a factor recorded in some instances in 2002.

6.3 COMPARISONS OF THE ISSUES IDENTIFIED FROM BOTH SOURCES

Direct comparison of the data reported **by projects** detailing why those sleeping rough may find it difficult to gain accommodation and the reasons reported **by accommodation providers** as lying behind the need to refuse a place does not reveal a close match.

This discrepancy is most apparent in terms of the absolute numbers recorded on the log sheets and the accommodation questionnaire. For instance, across the October 2002 week as a whole there were 358 individuals identified on the log sheets, with at least one reason identified why they might have difficulty finding accommodation. However, the accommodation providers identified relatively low numbers of instances where people had actually been refused accommodation; just 32 had been refused on the Wednesday night / Thursday morning.

There are two reasons why numbers from these two sources will not correspond.

1. on the log sheets respondents will record all the known factors that **could** limit a rough sleeper's choice of accommodation, but these may not actually preclude them from finding a hostel space. For instance, a drug habit might prevent a rough sleeper from maintaining permanent accommodation, but as long as they did not break the rules of a hostel it might not affect their chances of finding a bed on a short term basis. Thus the log sheet and accommodation sheet are measuring different things.
2. many of those sleeping rough identified on the log sheets by all types of projects as having issues that may prevent them from finding accommodation may also be disinclined towards hostel accommodation, and so may not present themselves to a hostel.

When we consider the data in percentage rather than absolute terms, some correlation is evident. Overall the two sets of data point to combinations of individual problems and access problems. When we look at the trends in the data, it is notable that in October 2002 relatively high proportions of accommodation providers perceived accommodation shortages to exist (mentioned as accounting for 20 of the 32 refusals on the Thursday night – see table 6.4). However, project staff were less likely to cite this in October 2002 (see table 6.1). This may reflect greater concern about accommodation as an issue amongst accommodation providers in connection with the changes introduced in relation to the Homelessness Act.

6.4 FUTURE CHALLENGES

The discussions with those interviewed at the qualitative stage served to highlight current thinking within the local authority areas on how to deal with many of the issues that are perceived to exist and which limit the potential to end the need to sleep rough in Scotland. The following sub sections identify some of the approaches, thinking and issues uncovered in both 2001 and 2002. The aim is to highlight some of the key issues that remain and indicate methods that are being employed to address these.

6.4.1 Dealing with individual problems

Alcohol addiction

Managed wet hostels have been established in some areas which allow those with an alcohol addiction to access accommodation when they are excluded from other accommodation options. It is argued that wet hostel provision at least provides an opportunity to engage with some of those sleeping rough and make other services available to them.

In another area, it was believed that more success was likely to be achieved if older males with an alcohol dependency could be treated separately from younger individuals.

Drug addiction

Those interviewed believe that legislative change has made it more difficult for statutory bodies to deal with this. Support from the police in dealing with the issue is important and it was suggested also that this is an area where some 'voluntary' organisations are able to take more of a lead. In one area the Salvation Army has taken the lead in establishing a detox centre, although there are concerns that it will not have sufficient capacity to deal with current levels of demand.

In the main Drug Action teams (DATs) are regarded as taking the lead, although again there were comments that they did not have sufficient resources to do everything required. In one area, for example, the DAT team offers support to people in supported accommodation, if the individual approaches them for help. However, it was thought that a more proactive approach by the DAT team might be of greater help.

In another local authority area it was reported that there is a waiting list operating for those being referred for drug addiction problems. It was stated that this often meant that the window of opportunity had gone (as often the contact with the rough sleeper, or their compliance, had been lost) before anything concrete could be attained. The issues of referral is one that is discussed later in relation to more general health issues.

For both alcohol and drug addiction problems there is a widespread belief that specialist help and support is needed. Although the indications over the last 12 months were that more is being achieved in this respect, there are significant fears that the available resources are not sufficient to deal with the scale of the problem.

Health problems

This covers a vast range of problem areas. In most local authority areas it would seem that dealing with physical health problems is easier and various instances were cited where medical services are provided on a 'drop in' basis at soup kitchens, day centres and other appropriate points, at a regular time each week. These tend to involve medical staff that have been specifically recruited for this purpose. A number of instances where this happens was cited. Glasgow has a specialist initiative (giving Personal Medical Services to homeless people) while a community dental service operates in Fife (under the NHS).

However, in other areas where in-depth interviewing took place it has been more difficult to access health services for those sleeping rough. The primary cause is that local GPs and health centres generally do not accept individuals on a temporary basis or, even if they do so, will not accept them permanently as the GP lists are full. It was felt that in these circumstances a dedicated medical resource might be necessary.

A specialist medical service is offered to those sleeping rough through Edinburgh's Access point (TAP). The intention, however, is to get individuals registered within mainstream provision as soon as possible as this is seen as an important first step in building support networks for individuals. To this end an appointments system for medical services at TAP has been introduced as a starting point for regularising more chaotic lifestyles. Other local authority contacts would also endorse the use of this approach.

It was frequently reported that dealing with those sleeping rough with mental health issues was much more of a challenge, while dealing with those with personality disorders was even more difficult. For the latter, various respondents indicated that there were no proper systems for assessing those with personality disorders, nor were there accessible services in some areas for those with psychiatric care needs.

Given the number of those sleeping rough reported to have mental health issues, Community Psychiatric nurses (CPNs) have been employed in a number of areas and work on the front line to offer assistance and advice on an immediate basis. Without this immediate resource being available, project staff report that it can be very difficult to access mainstream provision in any meaningful way. Apart from the difficulty of persuading those sleeping rough to accept assistance, the chaotic lifestyles that many of those with mental health problems or personality disorders lead, makes the use of referrals and appointments systems impractical. Again waiting times for referrals can be quite lengthy.

This is a key issue for those dealing with homeless people and perhaps remains as one of the most significant gaps that exist in terms of joined up care and dealing with problems. Comments from those spoken to in a few areas suggested that the lack of a shared approach between housing and social work or health services often led to inappropriate referral and a break down in dealing with the individual concerned. Lack of resources was a key factor often referred to in connection with social services especially, but there were other comments about differences in approaches and a lack of a common culture or way of dealing with individuals across different services. Despite this, as discussed later, there is some evidence of better and more holistic approaches being implemented.

6.4.2 Dealing with accommodation problems

There was a reasonable amount of comment about the need for supported accommodation and accommodation appropriate to the needs of specific groups. Whilst accommodation was not seen to be the sole solution to the rough sleeping issue, the availability of some form of accommodation was generally seen as good – it offers the opportunity to stabilise those sleeping rough, assess them and to access the necessary services. An accommodation option was also seen as important, especially to young people, in preventing (or breaking) the street life habit. Hence some emphasis was put on identifying quickly young people who are rough sleeping and finding appropriate temporary accommodation as a form of prevention from a longer term rough sleeping way of life.

Young people were often a key group for priority action and a number of initiatives existed to help them secure accommodation quickly. Key Funds were seen as especially useful for this group and had been successful in a number of areas. Where they are less successful, it is often perceived to be related to the property market in the area and the extent to which private sector landlords will support the scheme.

In terms of accessing accommodation, there are a number of structural problems which hamper the process. Various issues identified included:

- Lack of furnished accommodation / inability to provide white goods from furniture recycling projects. It was suggested that furnishing grants could be initiated while individuals were still in temporary accommodation or they could be fast-tracked. Communities Scotland was identified as having one initiative which might help although few were aware of it.
- Legal advice is being offered to some homeless people in Edinburgh to help them return to accommodation when they have been wrongly evicted
- The application process for housing was seen as often too complex and slow. Again fast-tracking was an option and simplifying the process or having staff offer assistance with this was also suggested.
- The same criticisms about bureaucracy were cited in relation to housing benefit
- In one area, the utility companies were criticised for taking too long to connect people. Here the local authority had stood in as tenant at an earlier stage to ensure reconnection occurred and added costs to the rent.

The point was made about the need for accommodation to be appropriate. Many of those sleeping rough who were being dealt with by projects were not thought to be capable of maintaining a mainstream tenancy in the absence of certain life skills. A key concept at work here is the need for throughcare – sustaining people in a tenancy until they are fully settled or continuing to offer support to those who have, say, detoxed and offering them a safe environment when they complete their detox programme. It was pointed out that returning these individuals to a hostel environment (as can happen in some areas when circumstances prevent other routes being followed) is futile.

As already mentioned the use of temporary bans was seen to be necessary although there was no support for absolute bans. It is acknowledged, however, that temporary bans can be misconstrued by those sleeping rough as permanent bans. Outreach projects can help to rectify these perceptions, and consideration should be given to an alternative solution to banning such as referring an individual to another source of help so that contact is not lost.

One final comment in relation to housing strategies, is about the need to prevent rough sleeping in the first place. This was partially behind the initiative in Fife to establish the strategic centres referred to earlier in the report. Those in city areas saw preventative strategies as slightly less important in these areas, in that the cities are attracting individuals from other areas. Hence, the need is for prevention at the point of origin, not in the cities.

6.4.3 Other issues

A final more general point is for the need to ensure that all services within an area provide a streamlined service. Much would appear to have been achieved in this regard over the last 12 months although some notable gaps still exist. There is a greater appreciation between

services of what different partners can do and this leads to better referral processes between services. Regular meetings between partners as well as informal links have facilitated this. While a number of very difficult issues remain, serious problems are not the norm.

To an extent the achievement made is manifest in the development of personal care plans for individuals and in specific initiatives such as Negotiated Entry to Secure Tenancy (NEST) which offers a route into a secured tenancy after a 6 month trial period in a temporary tenancy⁷. In Fife, one project makes links to training and employment opportunities. There are aspirations also to develop this way of working; for example the TAP project could develop more, to offer a mentoring service to homeless people, adding to the range of services already in place.

⁷ This is a Social Work initiative in South Lanarkshire.

CONCLUSIONS

The data from the first two years of the monitoring exercise shows a downward trend in terms of the total numbers of those sleeping rough identified each year. In May 2001, 500 were identified as having slept rough at any time over the previous two weeks and 404 were reported to have done this in October 2002. Interviews with those working with those sleeping rough in 8 of the local authority areas receiving significant levels of RSI funding indicate that these numbers are seen as a broadly accurate reflection of the picture in their local area and thus of the national picture.

The daily numbers sleeping rough vary more between each wave and this reflects a number of factors that impact upon the extent to which those sleeping rough are seen on a daily basis. There is a clear pattern in terms of weekday and weekend variability and to an extent this reflects the extent to which non-accommodation projects operate over the weekends – fewer do so and hence the numbers of those sleeping rough reported as sleeping rough the previous night drops. More detailed analysis by type of project reveals, however, that this is not solely due to the closure of some projects over the weekend. Even those who claim to offer some form of off peak cover make contact with fewer individuals who are sleeping rough over the weekend.

Much of the funding allocated through the RSI has tended to concentrate on those areas dealing with the most significant numbers of those sleeping rough. From the results of the monitoring and the qualitative interviewing to date it would appear that the services and plans are largely in place to ensure that the target of ending the need to sleep rough is met. Much has been achieved to date and major successes include:

- Having established an awareness of the problem, its significance and dimensions
- The provision of much needed accommodation and other services for use by those sleeping rough
- The development of outreach services to confront the problem and make the services available as widely as possible
- For the most part, the development of good working partnerships between different statutory bodies and the voluntary sector to help deliver joined up and effective services
- Provision of throughcare to some individuals
- The development of specialist and dedicated services to those in need

As such, many of the elements are in place to help deliver the target set by the Scottish Executive. However, it is important that efforts continue to be made to ensure that all the elements work together effectively and that any new emerging issues and challenges are identified and met.

Some issues apparent from this review are

- For the need for additional accommodation provision in some areas
- Further provision of important specialist services to deal with alcohol, drug and psychological ill health
- Continued efforts to improve working between key statutory providers in some areas.

As indicated in the last report, efforts are being made by some local authorities to establish a method of monitoring individuals to assess how successful interventions and certain initiatives have been. Various initiative-based evaluations are planned while a few local authorities are beginning to collect data on individuals they deal with to monitor the outcomes of their interventions. These evaluations will provide an enormously useful source of data on the impacts of some of the funding provided. In addition, continued monitoring along the lines detailed in this report will help to :

- gain an understanding of the nature and dimensions of rough sleeping, to see how this changes over the three year monitoring period and to understand the characteristics of people who continue to sleep rough
- to assess the extent to which there are seasonal variations in rough sleeping
- to look at the duration and pattern of rough sleeping.

The aim is to continue to share the information obtained with local authorities and their partners to help them with their work and to take on board their requirements to provide information of use to them in their work.

ANNEXES

Annex 1

List of participating projects

Aberdeen City Council Housing Department	Aberdeen
Aberdeen City Council Social Work Department (Victoria House)	Aberdeen
Aberdeen Cyrenians (4 agencies)	Aberdeen
Nazareth House	Aberdeen
Rowan Team	Aberdeenshire
Shelter, Aberdeen Housing Centre	Aberdeenshire
The Big Issue	Aberdeenshire
Citizens Advice Centre	Aberdeenshire
Catherine Street Resource Centre	Angus
The PALS Project, c/o The Café Project	Angus
Arbroath Six Circle Project	Angus
Citizens Advice Bureau, Arbroath	Angus
Police Service, Forfar	Angus
Angus Housing Association	Angus
Gowrie Housing Association	Angus
Hillcrest Housing Association	Angus
Rowan Alba Housing Association	Angus
The Solas Project	Argyll & Bute
Social Work Department	Argyll & Bute
St Columbas Cathedral	Argyll & Bute
Salvation Army, Oban	Argyll & Bute
Church Centre, Oban	Argyll & Bute
Broad Horizons	Clackmannan
Dumfries and Galloway Housing Services	Dumfries & Galloway
Housing Services Department, Kirkcudbright	Dumfries & Galloway
Housing Services Department, Annan	Dumfries & Galloway
NCVS	Dumfries & Galloway
Salvation Army, Lockerbie	Dumfries & Galloway
Salvation Army, Dumfries	Dumfries & Galloway
The Corner	Dundee
Carolina House Trust	Dundee
Dundee City Council Housing	Dundee
Dundee Cyrenians	Dundee
Dundee Survival Group	Dundee
Salvation Army, Strathmore Lodge	Dundee
Dundee Families Project	Dundee
Wishart Centre	Dundee
Shelter, Dundee	Dundee

Allies	East Ayrshire
Blue Triangle Housing Association	East Ayrshire
Salvation Army, Kilmarnock	East Ayrshire
Homelessness Service, Kilmarnock	East Ayrshire
YMCA, Branston Court, Glasgow	East Dunbartonshire
Salvation Army, Hope House	East Dunbartonshire
Rent Deposit Scheme	East Dunbartonshire
Council Homelessness Team	East Lothian
Bridges Project	East Lothian
East Renfrewshire Council, Homeless Services	East Renfrewshire
Substance Misuse Team	East Renfrewshire
East Renfrewshire Council Temporary Homeless Accommodation	East Renfrewshire
Homeless Outreach Project	Edinburgh
Streetwork	Edinburgh
Salvation Army, Bread Street Day Centre	Edinburgh
Cowgate Clinic	Edinburgh
Salvation Army, Ferry Road	Edinburgh
Bethany Christian Trust	Edinburgh
Dunedin Housing Association	Edinburgh
Cranston Street Hostel	Edinburgh
Cunningham House	Edinburgh
Greyfriars	Edinburgh
Missionaries Of Charity	Edinburgh
Randolph Crescent Hostel	Edinburgh
Stopover	Edinburgh
Salvation Army – Pleasance	Edinburgh
The Access Point	Edinburgh
Homelessness Assessment And Advice Team	Edinburgh
Cowgate Centre	Edinburgh
Grassmarket Advice Centre	Edinburgh
The Ark	Edinburgh
Emergency Duty Team, Shrubhill House	Edinburgh
Shelter Housing Aid Centre	Edinburgh
Youth Justice Service	Falkirk
Sacro	Falkirk
Falkirk Soup Kitchen	Falkirk

Levenmouth Homeless Trust	Fife
Haven Night Shelter	Fife
Farmhouse Project, Glenrothes YMCA/YWCA Housing Services	Fife
Fife Keyfund	Fife
Social Work Services, Cowdenbeath	Fife
Social Work Services, Cupar	Fife
Social Work Services, Glenrothes	Fife
Court Liaison Office	Fife
Open Door Fife	Fife
Valley Accommodation Unit	Fife
East Fife Women's Aid	Fife
Sacro	Fife
Glasgow Simon Community Street - Work Team	Glasgow
Barnardos Street Team	Glasgow
Social Work Unit, HMP Barlinnie	Glasgow
Turning Point Scotland - Link Up	Glasgow
Archdiocese Of Glasgow (London Road & Glengowan House)	Glasgow
Base 75	Glasgow
Glasgow Association For Mental Health	Glasgow
Glasgow Council On Alcohol	Glasgow
Gorbals Addiction Service	Glasgow
Wayside Day Centre	Glasgow
YMCA Glasgow Youth Services	Glasgow
Glasgow Council For Single Homeless	Glasgow
Glasgow Rent Deposit Scheme	Glasgow
Salvation Army, William Hunter House	Glasgow
Salvation Army, Wallace of Campsie House	Glasgow
Salvation Army, Hope House	Glasgow
Say Women	Glasgow
Quarriers Stopover	Glasgow
James Shields Project	Glasgow
Turning Point Scotland	Glasgow
Elpis Centre	Glasgow
Blue Triangle Housing Association	Glasgow
Sacro Offenders Initiative	Glasgow
Talbot Association Ltd	Glasgow
Lodging House Mission	Glasgow
Social Work Services Homeless Persons' Team	Glasgow
Homeless Addiction Team	Glasgow
Hamish Allen Centre	Glasgow
Homeless Mental Health Service	Glasgow
Huntly House	Highland

Greenock East And Central Housing Department	Inverclyde
Port Glasgow And Kilmalcolm Housing Services	Inverclyde
Inverclyde Council, Community Drugs Team	Inverclyde
Inverclyde Alcohol Services	Inverclyde
The Wellpark Centre	Inverclyde
Jericho House, Bank Street	Inverclyde
Jericho House, Shankland Road	Inverclyde
The Moray Council, Elgin Area Housing Office	Moray
Chanonry Centre	Moray
Guildry House	Moray
North Ayrshire Council	North Ayrshire
North Ayrshire Council, Irvine Area Housing Office	North Ayrshire
Rowan Alba Association	North Ayrshire
Cunninghame Housing Association Ltd	North Ayrshire
Thrushbush House	North Lanarkshire
North Lanarkshire Council (5 agencies)	North Lanarkshire
North Lanarkshire Council (resettlement team)	North Lanarkshire
Blue Triangle	North Lanarkshire
North Lanarkshire Council (Wishaw)	North Lanarkshire
North Lanarkshire Council, Social Work Department	North Lanarkshire
Udston Hospital	North Lanarkshire
The Community Addiction Team, Coatbridge	North Lanarkshire
Cath RSI	Perth & Kinross
Cath Day Centre	Perth & Kinross
The Go Project	Perth & Kinross
The Salvation Army, Resettlement Unit, Perth	Perth & Kinross
Perth & Kinross Council (Greyfriars)	Perth & Kinross
Perth & Kinross Council, Housing & Property Services	Perth & Kinross
Rough Sleepers Team, Paisley	Renfrewshire
Renfrew Substance Abuse	Renfrewshire
Renfrew Association On Mental Health	Renfrewshire
Barnado's Paisley Threads	Renfrewshire
YMCA, Renfrew	Renfrewshire
Blue Triangle	Renfrewshire
Pcsac	Renfrewshire
Shetland Islands Council Housing Services	Shetland
Ayr Housing Aid Centre	South Ayrshire
S.T.E.P. Project	South Ayrshire
South Ayrshire Council, Homeless Section	South Ayrshire
Troon Housing	South Ayrshire
Prestwick Social Work	South Ayrshire

South Lanarkshire Council RSI	South Lanarkshire
East Kilbride Housing Office	South Lanarkshire
Hamilton Housing Office	South Lanarkshire
Rutherglen Housing Office	South Lanarkshire
Lanark Housing Office	South Lanarkshire
Rutherglen Social Work Office	South Lanarkshire
Salvation Army, Stirling	Stirling
Citizens Advice Bureau	Stirling
Cultenhove For Change	Stirling
Addiction And Accommodation	West Dunbartonshire
Preparation for Life	West Dunbartonshire
Open Door – Direct Access	West Lothian
Homeless Unit, Lammermuir House	West Lothian
Comhairle Nan Eilean Siar	Western Isles

Annex 2

Sample log and accommodation sheets

Rough Sleepers Initiative - Target monitoring

(Please use one sheet for each client)

Client identifier :

(if possible, please use format : first & last initial, date of birth eg xx01/01/01)

Gender (please tick)	Male	Female
Age (please estimate if unknown)	Known age:/...../.....	OR Estimated age:years
Issues which may affect this client securing accommodation (please tick all that apply)	Drink problems	
	Drug problems	
	Mental Health problems	
	Behaviour problems	
	Hostel ban	
	No Accommodation available	
	Other :	
Please complete the following using Y for yes : N for no : ? for don't know		
Has been client for over 3 months?		
Has client slept rough in last week?		
Client has been sleeping rough for :	3 mths to 1 yr	
	1 to 5 years	
	Over 5 years	

Please complete ONLY THE DAYS YOU HAVE CONTACT with the client.			
DATE	Contact today? (please tick)	Client slept rough last night? (Y/N/?)	Client has accomm. for tonight? (Y/N/?)
Wed 24/10/01			
Thur 25/10/01			
Fri 26/10/01			
Sat 27/10/01			
Sun 28/10/01			
Mon 29/10/01			
Tue 30/10/01			

ACCOMMODATION SHEET

Please use this sheet to record details of 'Direct Access' accommodation for Rough Sleepers which is provided by your organisation. For night shelters / night centres, please estimate capacity as closely as possible

	Thursday 25th October at 1.00am (i.e. Wed night / Thu morning)	Sunday 28th October at 1.00am (i.e. Sat night / Sun morning)
Total available capacity (i.e. total space, irrespective of occupancy)		
Male		
Female		
Unassigned		
Couples		
Number of spaces available (i.e. unfilled) for potential use by people sleeping rough, as at 1.00 am.		
Male		
Female		
Unassigned		
Couples		
Numbers refused accommodation (for whatever reason) on night in question.		
Male		
Female		
Couples		
IF ANY REFUSED ACCOMMODATION: For each person, please indicate main reason for refusal.		
Hostel Issues: No space available		
Couple wanting accomm. together		
No / not enough staff available at the time		
Banned from this accommodation		
Other.....		
Individual issues which could not be accommodated: Alcohol problem		
Drug problem		
Mental health problems		
Behavioural problems		
Combination of above		
Other.....		
Please use this space to write in any special circumstances / additional relevant information:		
Please Turn Over:		

Does your Hostel / Shelter operate a banning policy?

Yes
No

(delete as applicable)

If 'Yes, please briefly give answers to the following questions:

What are the reasons for operating a banning policy?

What are the most common reasons for banning individuals?

Is there a way to review individual bannings?

Yes
No

(delete as applicable)

Annex 3

Local authority analysis of numbers who slept rough on previous night

Reported slept rough last night on :	Thursday				Sunday			
	May 01	Oct 01	May 02	Oct 02	May 01	Oct 01	May 02	Oct 02
Local Authorities with direct access accommodation								
<i>Aberdeen</i>	3	11	28	1	4	11	19	0
<i>Dundee</i>	0	5	5	1	0	3	1	0
<i>East Dunbartonshire</i>	1	0	0	0	0	0	0	0
<i>Edinburgh*</i>	17	32	25	30	11	6	11	2
<i>Fife</i>	0	0	1	3	2	0	0	0
<i>Glasgow</i>	29	41	34	18	7	11	8	16
<i>Highland</i>	2	2	2	1	1	0	3	1
<i>Inverclyde</i>	3	1	0	6	3	1	0	0
<i>Moray</i>	0	0	0	0	0	0	0	0
<i>North Ayrshire</i>	0	1	2	0	0	0	0	1
<i>North Lanarkshire</i>	1	0	6	0	0	0	1	0
<i>Perth and Kinross</i>	1	5	5	7	0	1	1	1
<i>Renfrewshire</i>	1	2	1	0	3	0	0	0
<i>Shetland</i>	0	0	0	0	0	0	0	0
<i>West Lothian</i>	0	0	0	0	0	0	0	0
No direct access accommodation in 2001 but with direct access in 2002								
<i>Argyll and Bute</i>	6	0	1	1	2	0	0	0
No direct access accommodation in 2001								
Aberdeenshire	0	6	2	0	0	0	0	0
Angus	0	0	0	0	0	0	0	0
Borders	0	0	0	0	0	0	0	0
Clackmannan	0	0	0	0	0	0	0	0
Dumfries and Galloway	0	0	0	5	0	0	0	2
East Ayrshire	0	0	0	0	0	0	0	0
East Lothian	0	0	0	0	0	0	0	0
East Renfrewshire	0	0	0	0	0	0	0	0
Falkirk*	0	7	7	1	0	7	7	0
Midlothian	0	0	0	0	0	0	0	0
Orkney	0	0	0	0	0	0	0	0
South Ayrshire	2	0	0	1	0	0	0	0
South Lanarkshire	4	4	1	1	0	0	0	0
Stirling	0	0	1	4	1	0	0	4
West Dunbartonshire	0	0	0	0	0	0	0	0
Western Isles	0	0	0	0	0	0	0	0
Total	70	117	121	80	34	40	51	27

Names in italics are local authorities with direct access accommodation

*additional provision was provided in both these areas towards the end of 2002..

Note : in this table the local authority is the location where they spent the night in question. It contains some staying in their 'main' local authorities and some in the 'second' local authority.

Annex 4

Reported rough sleeping in local authority areas with direct access accommodation in May 2001, October 2001 and May 2002.

(see table 5.3 for October 2002 data)

May 2001	Thursday 10 th May 2001		Sunday 13 ^h May 2001	
	No. of those sleeping rough	Available spaces	No. of those sleeping rough	Available spaces
LAs with those sleeping rough and sufficient bed capacity midweek				
Edinburgh	17	46	11	46
Glasgow	29	58	7	59
East Dunbartonshire	1	9	0	14
North Lanarkshire	1	4	0	2
Perth & Kinross	1	8	0	7
Inverclyde	3	12	3	6
LAs with rough sleepers and insufficient bed capacity midweek				
Aberdeen	3	0	4	0
Highland	2	0	1	0
Renfrewshire	1	0	3	0
LAs with no rough sleepers but some bed capacity midweek				
Dundee	0	6	0	10
Fife	0	5	2	3
Moray	0	4	0	4
Shetland	0	2	0	2
West Lothian	0	1	0	1
LAs with no available spaces mid week				
North Ayrshire	0	0	0	0
LAs with no direct access	12*	0	3	

*includes Argyll and Bute (6 individuals reported), South Ayrshire (2 individuals reported) and South Lanarkshire (4 individuals reported).

October 2001	Thursday 25 th October 2001		Sunday 28 th October 2001	
	No. of those sleeping rough	Available spaces	No. of those sleeping rough	Available spaces
LAs with those sleeping rough and sufficient bed capacity midweek				
Dundee	5	9	3	11
Edinburgh	32	61	6	53
Glasgow	41	90	11	66
Inverclyde	1	7	1	1
LAs with rough sleepers and insufficient bed capacity midweek				
Aberdeen	11	2	11	2
Highland	2	1	0	0
Renfrewshire	2	1	0	1
North Ayrshire	1	0	0	0
Perth & Kinross	5	0	1	1
LAs with no rough sleepers but some bed capacity midweek				
Fife	0	4	0	5
Moray	0	9	0	9
Shetland	0	3	0	3
LAs with no available spaces mid week				
East Dunbartonshire	0	0	0	0
North Lanarkshire	0	0	0	0
West Lothian	0	0	0	0
LAs with no direct access	17*	0	7	0
*includes South Lanarkshire (4 individuals reported), Aberdeenshire (6 individuals reported) and Falkirk (7 individuals reported).				

May 2002	Thursday 9 th May 2002		Sunday 12 th May 2002	
	No of those sleeping rough	Available spaces	No of those sleeping rough	Available spaces
LAs with those sleeping rough and sufficient bed capacity midweek				
Glasgow	34	151	8	155
Edinburgh	25	105	11	90
Dundee	5	10	1	7
Argyll & Bute	1	1	0	0
Fife	1	1	0	4
LAs with rough sleepers and insufficient bed capacity midweek				
Aberdeen	28	9	19	9
North Lanarkshire	6	1	1	1
Perth and Kinross	5	2	1	1
Highland	2	0	3	0
North Ayrshire	2	0	0	0
Renfrewshire	1	0	0	0
LAs with no rough sleepers but some bed capacity midweek				
Inverclyde	0	6	0	6
Moray	0	11	0	11
LAs with no available spaces midweek				
Shetland	0	0	0	0
East Dunbartonshire	0	0	0	0
West Lothian	0	0	0	0
LAs with no direct access	11*	0	7	0
*includes Aberdeenshire (2 individuals reported), Falkirk (7 individuals reported), South Lanarkshire (1 individual reported) and Stirling (1 individual reported).				

