

REPORT ON THE STREET COUNT OF ROUGH SLEEPERS 2025

JANUARY 2026

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TECHNICAL NOTE

DEFINITIONS

Rough sleepers refer to all persons sleeping in public spaces, regardless of their housing circumstances. This includes persons who have no homes or those who have homes but face difficulty in returning home, and hence end up sleeping on the streets.

Homeless persons refer to those who do not have access to adequate housing. Not all homeless persons may have slept rough, as they could be staying in temporary accommodation (e.g., shelters) while seeking long-term stable housing.

Transitional Shelters (TSes) are MSF-funded shelters that provide short-term accommodation with on-site social work support to help individuals work towards stable housing. The TSes have capacity of about 730 beds.

Safe, Sound Sleeping Places (S3Ps) are unfunded temporary shelters provided by community partners on their own premises. They provide rough sleepers with a safe environment to rest overnight. These are ground-up initiatives that complement the TSes. There are approximately 100 individuals residing in the S3Ps.

The **Public Rental Scheme (PRS)** offers government-subsidised rental flats to lower-income households including singles or families who have no other housing options or family support. The three schemes for lower-income singles under the PRS are (i) Joint Singles Scheme, (ii) Joint Singles Scheme Operator-Run Pilot, and (iii) Single Room Shared Facilities Pilot. Lower-income families may apply for the Family Scheme, or the ComLink+ Rental Scheme for families with children below 21 years old which includes social support from Government agencies and community partners.

The Joint Singles Scheme (JSS) allows two singles to jointly rent a flat together. The Housing and Development Board (HDB) has been enhancing the JSS, such as by facilitating single applicants to find potential flatmate, and by providing partitions in some rental flats to offer more privacy.

The Joint Singles Scheme Operator-Run (JSS-OR) Pilot allows singles to apply for a rental flat without first having to find a flatmate. Tenants will be assigned flatmates by a social service agency, taking into consideration tenant's profile, preferences and living habits. JSS-OR Pilot comprises 1-room and 2-room flats, with partitions for privacy. The units also come with general household furnishings and appliances so that tenants can move in easily. The operator will introduce tenants to each other, and step in to mediate any disagreements.

The Single Room Shared Facilities (SRSF) Pilot allows single tenants more privacy while enabling social interaction to provide companionship and support. Each tenant has a private bedroom that comes with basic furnishings. Tenants will have access to shared facilities, such as toilets, showers, dining areas, and kitchens. Similar to the JSS-OR model, an operator is appointed to manage the site, including managing tenancy matters and providing social support to tenants.

The Partners Engaging and Empowering Rough Sleepers (PEERS) Network was established by MSF in July 2019 to strengthen coordination across community partners, social service agencies, and public agencies in supporting rough sleepers.

A. EXECUTIVE SUMMARY

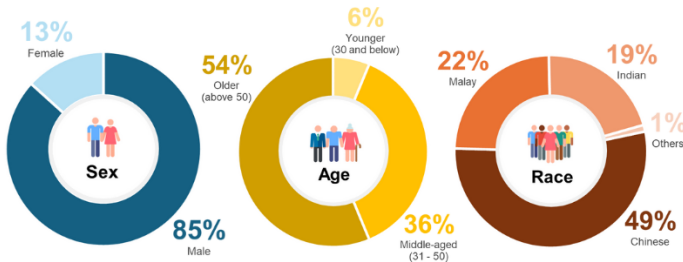
2025 SINGLE NIGHT STREET COUNT

Number of rough sleepers decreased slightly from the 2022 Street Count

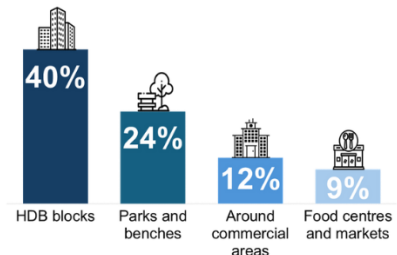
6.4% ↓

496 rough sleepers

Rough sleepers were predominantly male and middle- to older-aged, with nearly half being Chinese



Most rough sleepers were sleeping on benches, chairs or tables in locations that were sheltered and well lit

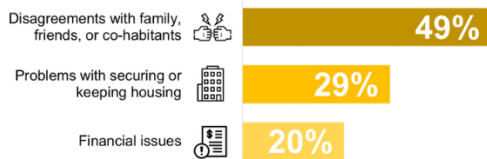


2025 SURVEY OF ROUGH SLEEPERS

Majority of respondents were long-term rough sleepers (i.e., having slept rough for more than a year) who regularly slept in the same locations due to practical and social needs



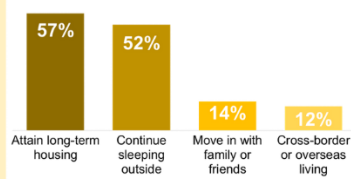
Social, housing-related, and financial problems remained as the main reasons for sleeping rough, similar to 2022



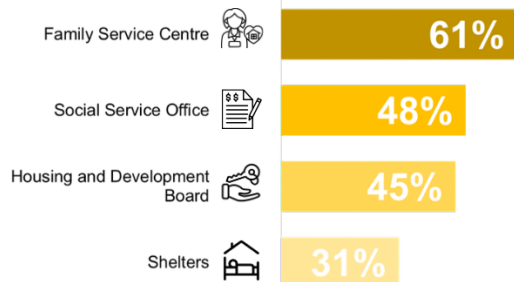
47% had a place to return to despite their reasons for sleeping rough



57% planned to achieve stable, long-term housing, suggesting aspirations for housing stability



3 in 5 respondents had sought help from organisations or persons, specifically for housing and financial support



Most remained unreceptive in shelter options due to unfulfilled needs, highlighting opportunities for shelter enhancements

- 1 Personal and private space
- 2 Better location
- 3 Unrestricted access for entering and exiting shelter

Nearly two-thirds were in some form of employment, with most in lower-income jobs



49% had medical conditions or disabilities

Majority were medically compliant with taking medications and attending medical appointments

About half reported having medical conditions or disabilities

B. INTRODUCTION

MSF has been strengthening care and support for rough sleepers to attain stable housing, ensuring that no one needs to sleep rough on the streets. Through the Partners Engaging and Empowering Rough Sleepers (PEERS) Network, MSF partners with community groups, social service agencies, and government organisations to provide outreach support, interim shelters, and coordinated assistance towards stable housing. Our priority is to prevent entrenchment by addressing the underlying needs of rough sleepers early and helping them rebuild their lives.

In 2022, MSF carried out its first nationwide street count of rough sleepers¹, building on previous local street counts conducted by the Lee Kuan Yew School of Public Policy (LKYSPP) in 2019² and 2021³. This report presents findings from the street count of rough sleepers conducted in 2025. The single-night count took place on the night of 18 July 2025, enabling us to collect updated data on the number of rough sleepers and the geographical spread. This was followed by a survey of rough sleepers that was conducted from 27 July 2025 to 26 August 2025, providing insights into the profiles of rough sleepers and their reasons for sleeping rough.

These findings will inform MSF and our partners on the strategies and initiatives to strengthen outreach, enhance support, and coordinate efforts, to ensure all rough sleepers have access to assistance.

¹ Ministry of Social and Family Development (MSF). (2023). *Report on the Street Count of Rough Sleepers 2022*.

² Ng, K.H. (2019). *Homeless in Singapore: Results from a nationwide street count*. Lee Kuan Yew School of Public Policy, National University of Singapore.

³ Ng, K.H., & Sekhon Atac, J.S. (2022). *Seeking shelter: Homeless during the Covid-19 pandemic in Singapore*. Lee Kuan Yew School of Public Policy, National University of Singapore.

C. METHODOLOGY

The methodology adopted for the 2025 street count of rough sleepers differs slightly from the 2022 count. In 2022, MSF conducted the street count and survey of rough sleepers concurrently in a single night, resulting in limited time for in-depth engagement and a low survey response rate (11% of those sighted). Refinements were made in 2025 to improve survey response rate by conducting the count and survey on separate occasions. The single-night count focused on sighting rough sleepers to establish the scale and geographical distribution. Within a month of the single-night count, a comprehensive survey of rough sleepers was conducted, to better understand rough sleepers' needs.

The MSF team worked with two academic advisors, Dr Harry Tan and Emeritus Professor Ho Kong Chong⁴, who provided expert guidance on methodology development, survey design, volunteer training, and data analysis frameworks.

C1. SINGLE-NIGHT STREET COUNT

Adoption of single-night count methodology

MSF adopted the same single-night count methodology as 2022 street count, covering all planning areas in Singapore that were safe and accessible on foot at night. This point-in-time count approach captured a comprehensive and accurate snapshot of the geographical distribution of rough sleepers on a single night. It also minimised duplicate counting and enabled resource optimisation across different regions of Singapore. Adopting a consistent methodology allows for comparability of findings to facilitate tracking of trends and changes in rough sleeping patterns over time.

Expansion of geographical coverage of Singapore

MSF added new counting areas due to inclusion of new towns and areas where rough sleepers were sighted. There were 192 URA Subzones comprising 405 counting areas, compared to 190 URA Subzones with 400 counting areas in 2022. Islands outside of mainland Singapore, cemeteries, military zones, water catchment areas, private housing estates with no public pavilions, gated residential areas, and industrial areas that were restricted, unsafe or poorly lit, continued to be excluded.

⁴ Dr Harry Tan (Policy Lab, Institute of Policy Studies) is a qualitative researcher with extensive experience in homelessness research in Singapore. Emeritus Professor Ho Kong Chong (Yale-NUS Urban Studies Programme and Department of Sociology and Anthropology, National University of Singapore) is a mixed-methods researcher and urban sociologist specialising in neighbourhood and community development in cities. Both served as appointed advisors for MSF's Street Count of Rough Sleepers in 2022.

Deployment of trained volunteers and SSO officers to count rough sleepers

MSF recruited and mobilised over 800 volunteers, along with more than 100 Social Service Office (SSO) officers providing support. Adopting similar guidelines from the 2022 count, volunteers were assigned to walk in the designated counting areas and record every person who was asleep or going to sleep in public places. The count focused on counting locals specifically to enable service planning targeted at this group (see **Annex A** for the comprehensive training and guidelines on counting a rough sleeper).

C2. SURVEY OF ROUGH SLEEPERS

Comprehensive survey of rough sleepers

The survey of rough sleepers was conducted over a one-month period following the single-night street count. Only local individuals (i.e., Singapore Citizens and Permanent Residents) aged 21 and above who were sleeping in public spaces were invited to participate in the survey. The interview process adhered to strict ethical guidelines, with volunteers providing potential participants with detailed information through a Participant Information Sheet outlining the survey's purpose, voluntary nature, and confidentiality provisions (see **Annex B** for detailed considerations on survey execution).

Consultation with academic and PEERS Network partners on survey design

MSF developed the questionnaire in consultation with academic advisors and key stakeholders from the PEERS Network. This ensured that survey questions covered key domains that were also covered in the 2022 survey, with additions of new domains to obtain a more comprehensive understanding of the circumstances of rough sleepers (see **Table 1** for the list of survey domains).

Table 1: Key domains covered under the survey questionnaire

| | |
|----|---|
| a. | Demographic profiles |
| b. | Duration of sleeping rough |
| c. | Choice of rough sleeping locations |
| d. | (New) Challenges encountered |
| e. | Experience with support and services |
| f. | (New) Awareness and accessibility of support and services |
| g. | Housing status |
| h. | Employment status |
| i. | Health status |
| j. | Reasons for sleeping rough |
| k. | Long-term housing goals |

Survey data collection by volunteers from befriender groups

The survey was conducted by befriender groups from the PEERS Network – Catholic Welfare Services, Homeless Hearts of Singapore, Mummy Yummy, Scout SG, The Lighthouse, and Toa Payoh Methodist Church. Their familiarity with the rough sleeper community in the areas where they regularly walked significantly enhanced survey participation, by reducing potential barriers to engagement and creating a more comfortable environment for collecting and sharing information.

D. FINDINGS

D1. SINGLE-NIGHT STREET COUNT

The single-night street count was conducted from 11pm on 18 July 2025, to 2am on 19 July 2025. There was no rainfall reported across Singapore. The period was selected to maximise the likelihood of encountering rough sleepers during their typical sleeping hours whilst ensuring volunteer safety.

496 rough sleepers were identified

The single-night count found **496 rough sleepers**, a 6.4% decrease⁵ from the 530 rough sleepers in the 2022 street count (**Figure 1**). Volunteers initially recorded 573 observations. However, 77 observations were excluded as the individuals did not fulfil the criteria of a rough sleeper⁶ or were established to be foreign nationals.

Figure 1: Number of rough sleepers in 2019, 2022 and 2025 Street Counts⁷



Declining concentration of rough sleepers across URA Planning Areas

Figure 2 shows the geographical distribution of rough sleepers. Rough sleepers were sighted in 35 of the 36 areas, with Tengah being the exception. The highest number of rough sleepers was observed in Bukit Merah (39), Jurong West (39) and Bedok (38). In 2022, the highest number of rough sleepers was recorded in Kallang (50).

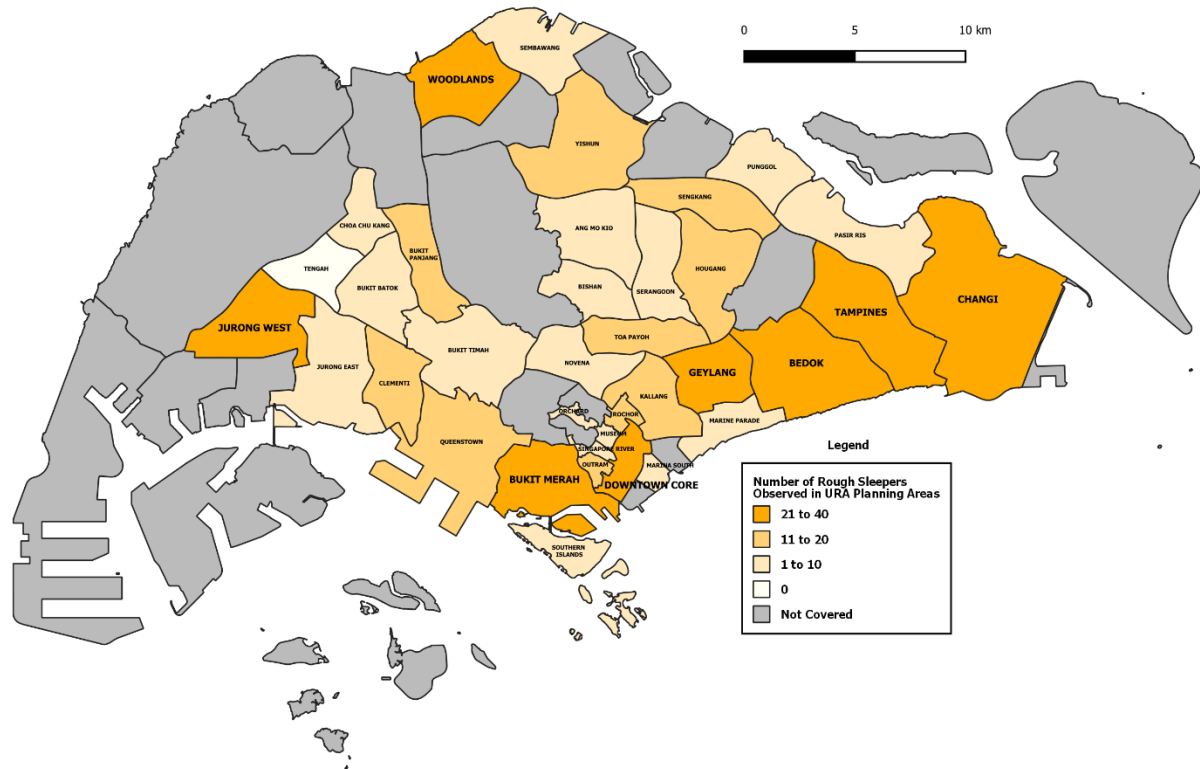
⁵ As highlighted in the Methodology (under Section C), there are slight methodology differences between the single-night count conducted in 2022 and 2025.

⁶ These included (a) presence of stored belongings or beddings with no persons sighted, and (b) persons who were awake with no/few possessions (e.g., only a handphone, drink or food) and no form of beddings. Bedding could refer to newspapers, cardboard boxes, and the use of various materials used as blankets such as tarpaulin sheets or clothing.

⁷ LKYSPP conducted a single-night street count in 2019 and found 921 rough sleepers. Both counts adopted a single-night count method with a comprehensive coverage of all areas in Singapore that were safe and accessible on foot at night.

The number of areas with more than 20 rough sleepers also decreased from 9 in 2022 to 8 in 2025 (see **Annex C** for the breakdown of rough sleeper sightings by URA Planning Areas).

Figure 2: Distribution of rough sleepers by URA Planning Areas

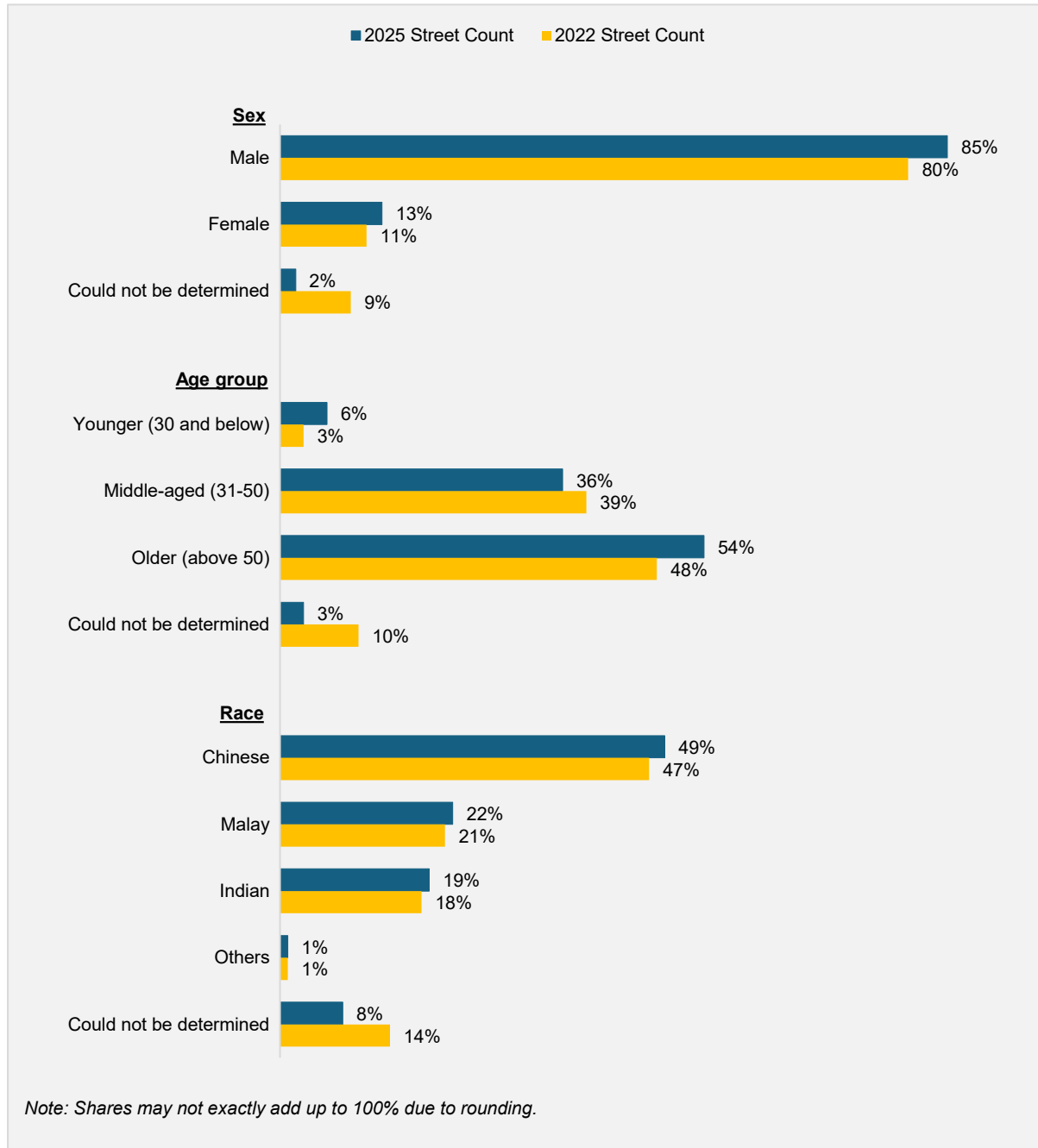


Demographic profile remained consistent – most were male, middle- to older-aged, and about half being Chinese.

The demographic profile of rough sleepers observed was largely similar to the profiles recorded in 2022. In terms of demographic breakdown⁸, 85% of rough sleepers were observed to be male, and 13% were female. More than half (54%) of rough sleepers were aged above 50 (older), 36% were aged 31-50 (middle-aged), 6% were aged 30 and below (younger). Most were Chinese (49%), followed by Malay (22%) and Indian (19%) (**Figure 3**).

⁸ The remaining 2%, 3% and 8% of rough sleepers could not be verified in terms of sex, age group and race respectively, due to the observational nature of the count (e.g., there was insufficient lighting, or they were covered in blankets).

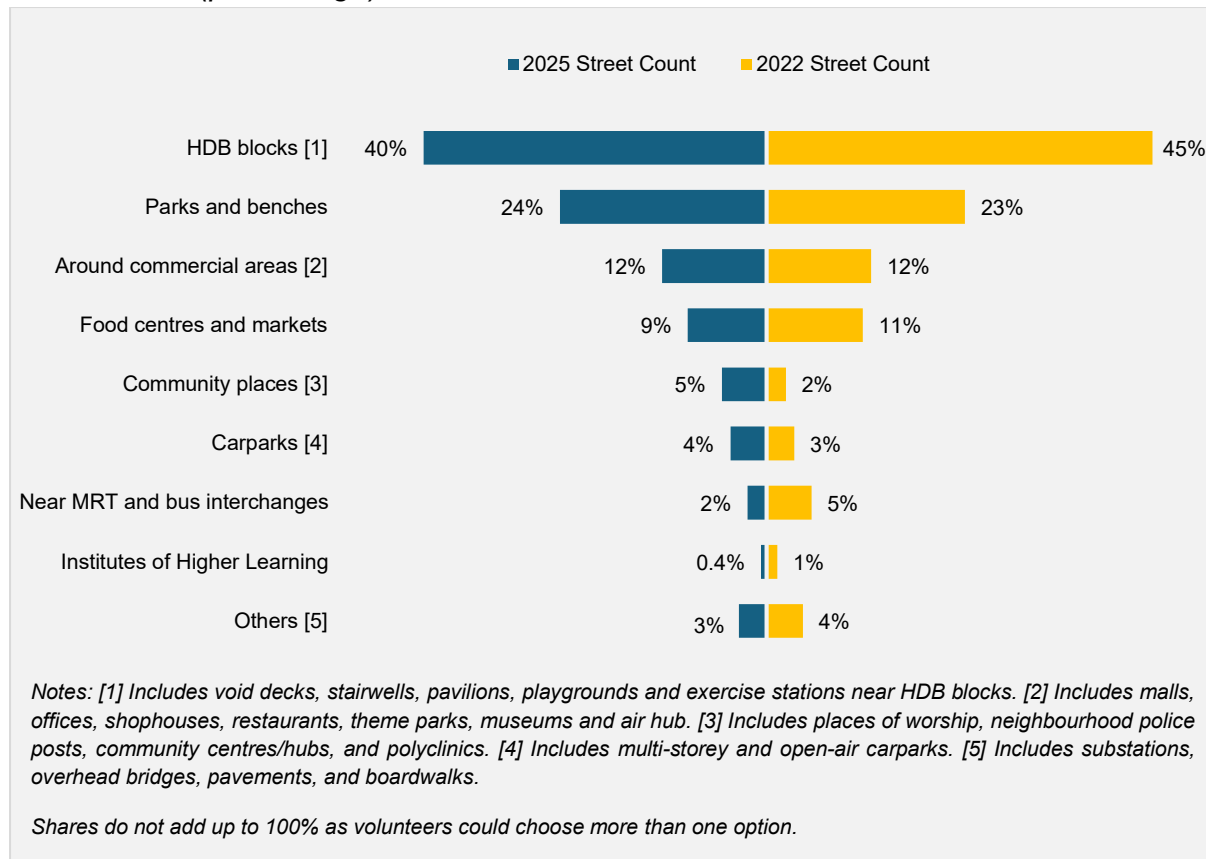
Figure 3: Demographic characteristics of rough sleepers in 2022 and 2025 Street Counts (percentage)



Most common sightings of rough sleepers continued to be near HDB blocks, and in sheltered and well-lit environments

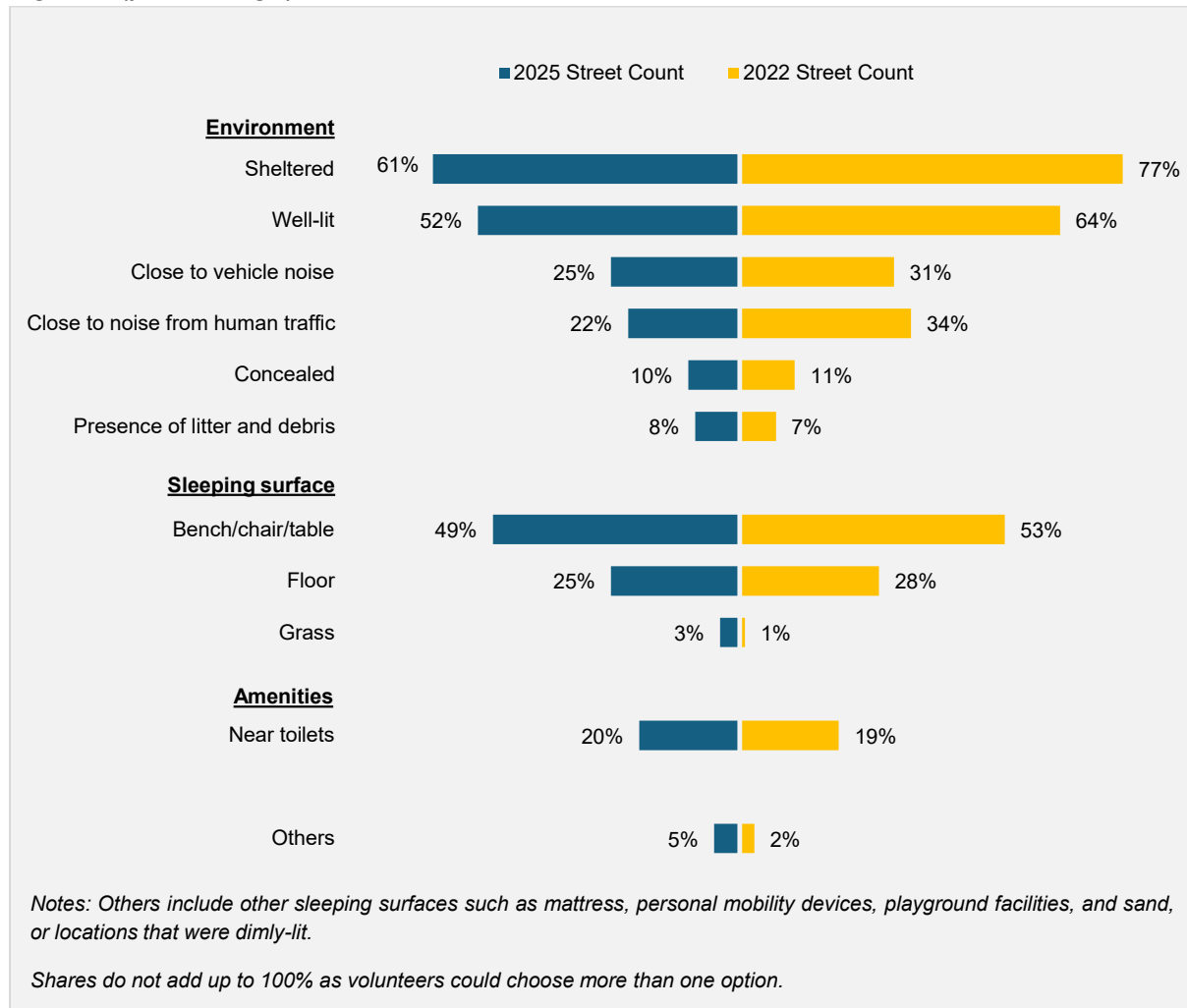
40% of rough sleepers were sighted near HDB blocks, followed by 24% in parks and benches, 12% around commercial areas, and 9% in food centres and markets (**Figure 4**). There was a small increase of rough sleepers sighted in community places (from 2% in 2022 street count to 5% in 2025), such as places of worship, neighbourhood police posts, community centres and hubs, and polyclinics that were often integrated within public housing estates.

Figure 4: Types of locations where rough sleepers were sighted in 2022 and 2025 Street Count (percentage)



In terms of physical environment, most were sighted in sheltered (61%) and well-lit (52%) locations (**Figure 5**). In terms of sleeping spaces, around half (49%) were observed to be sleeping on benches, chairs, or tables, while a quarter (25%) slept on the floor, similar to 2022.

Figure 5: Environmental characteristics of locations where rough sleepers were sighted (percentage)



D2. SURVEY OF ROUGH SLEEPERS

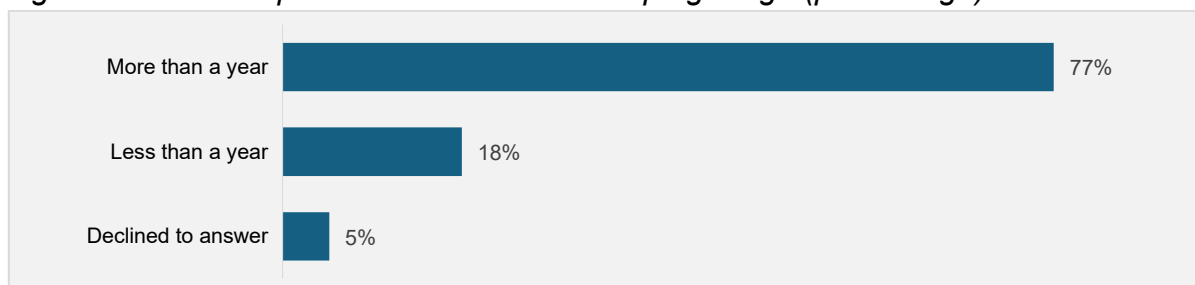
The survey of rough sleepers was conducted from 27 July 2025 to 26 August 2025. **128 respondents** (*N*)⁹ consented to participate in the survey (see **Annex D** for the demographic profile of survey respondents). The sample size corresponds to 26% of the number of rough sleepers sighted during the single-night street count on 18 July 2025.

Due to the differences in methodology (e.g., in 2022, the survey was conducted within the same night and together with the street count), survey design and questions, we will focus on the survey findings in 2025 and only highlight comparisons where they are notable.

Approximately three-quarters of respondents were long-term rough sleepers

77% of respondents had been sleeping rough for more than a year (long-term), while 18% for less than a year (short-term) (**Figure 6**). When asked if they had slept rough in public places before this current episode, 70% of respondents indicated it was not their first time sleeping rough. This suggests that some may be entrenched, possibly due to the complex and interconnected issues they face, and their reluctance to seek help despite the various support offered.

Figure 6: When respondents first started sleeping rough (percentage)

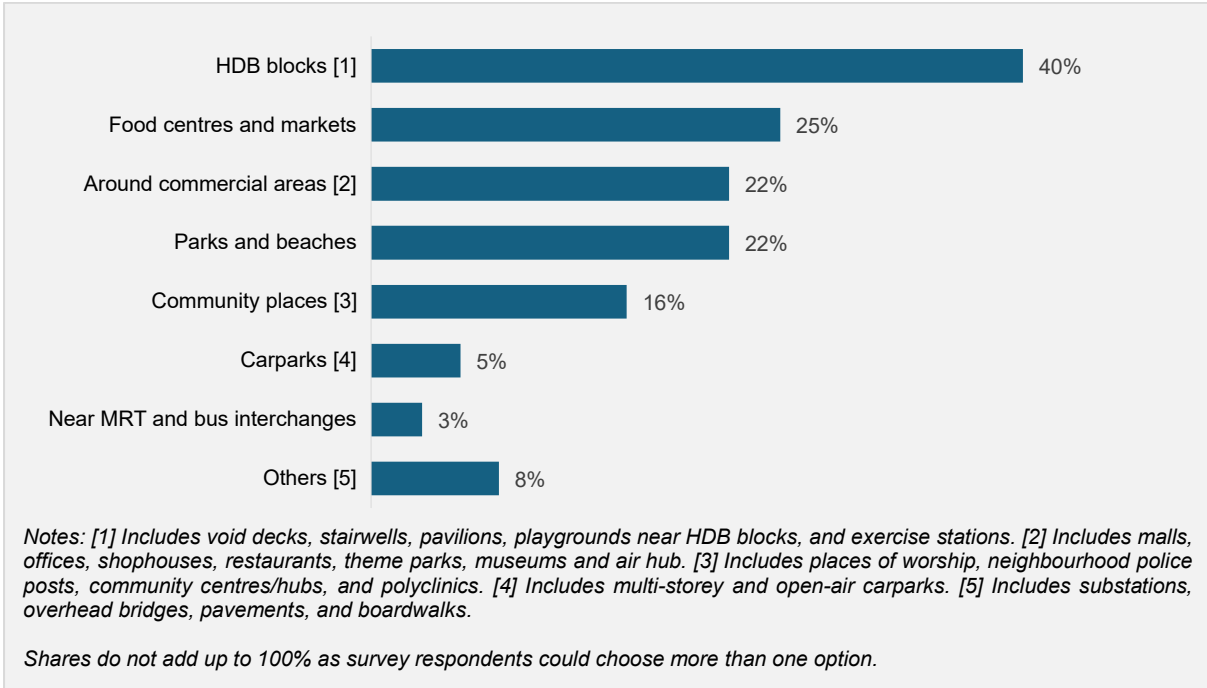


⁹ “*N*” refers to the number of respondents who participated in the survey.

Majority of the respondents regularly slept rough in the same location due to practical and social needs

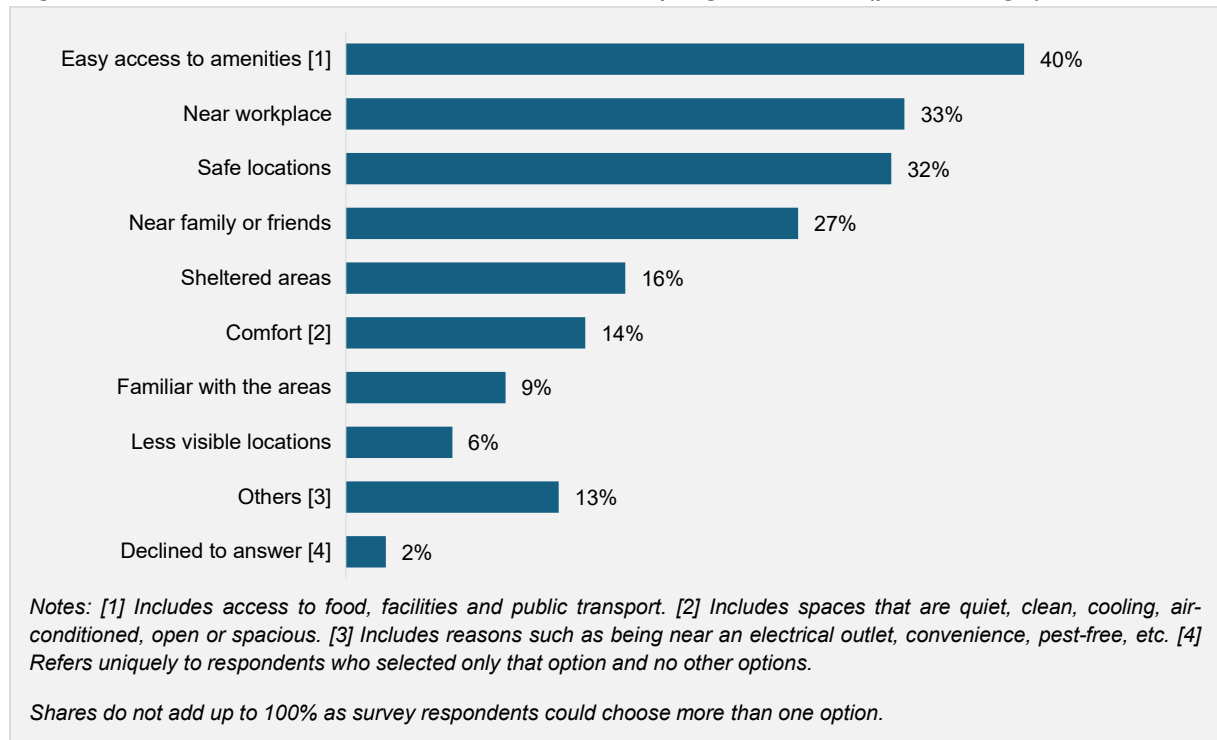
95% of respondents indicated that they regularly slept rough in the location in which they were surveyed at. This indicates a preference to be at or near familiar surroundings. Respondents identified their preferred types of locations as HDB blocks (40%), food centres and markets (25%), commercial areas (22%), and parks and beaches (22%) (**Figure 7**).

Figure 7: Type of locations for sleeping rough indicated by respondents (percentage)



Respondents prioritised practical and social needs when choosing the locations for sleeping rough, with easy access to amenities (40%), proximity to workplace (33%), safe locations (32%), and near family and friends (27%) as primary considerations (**Figure 8**). These priorities explain why certain location types were more commonly chosen for rough sleeping, as they are close to amenities, provide a sense of security, and offer easy access to employment opportunities and social support networks.

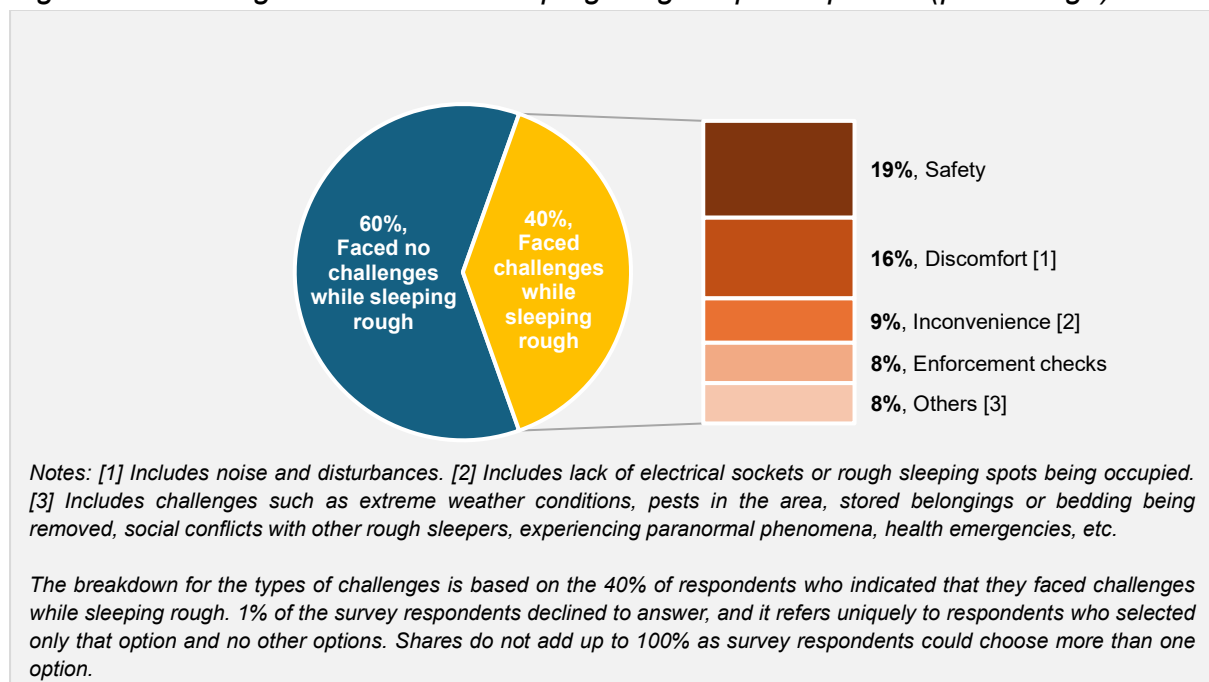
Figure 8: Characteristics for the choice of sleeping locations (percentage)



Many respondents faced challenges sleeping rough, with safety being the predominant concern

A sizeable proportion of respondents (40%) indicated that they faced challenges while sleeping rough, with safety as the primary challenge (19%), followed by discomfort (16%) and inconvenience (9%) (Figure 9).

Figure 9: Challenges faced while sleeping rough in public places (percentage)



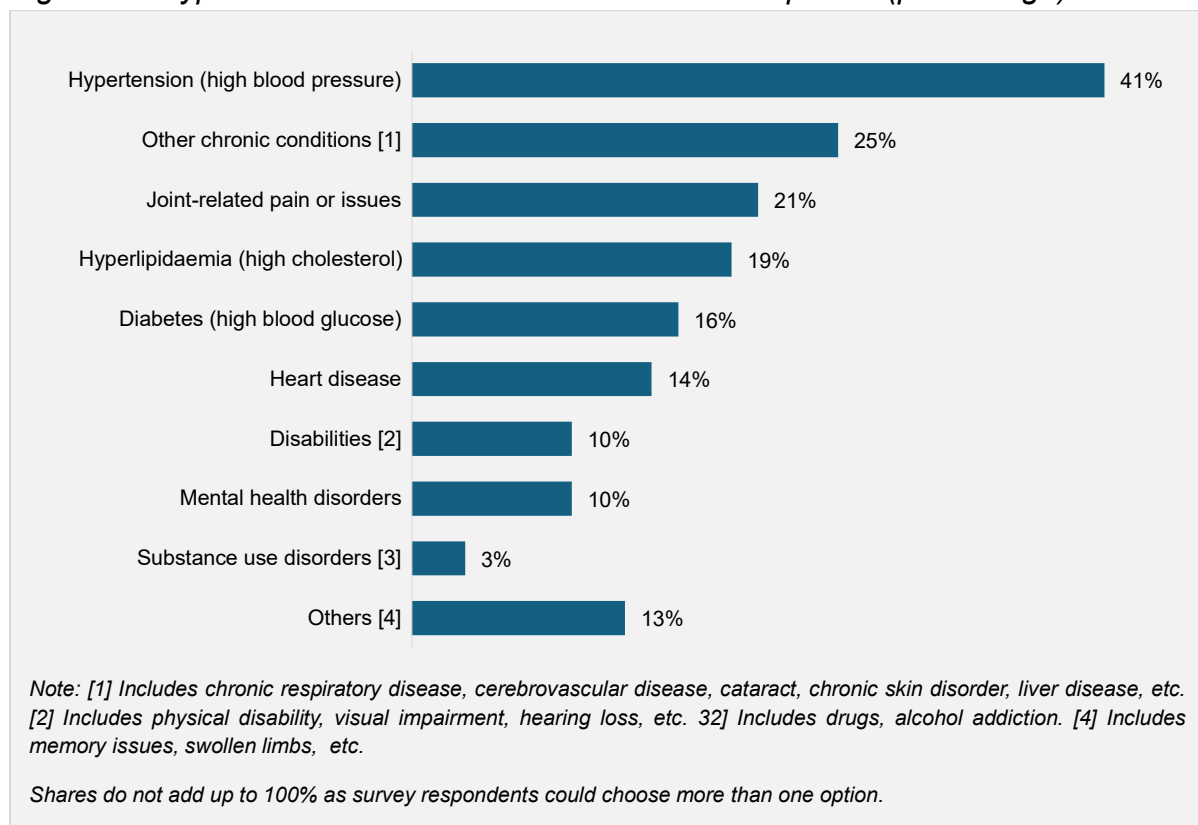
Even though 60% of respondents shared that they faced no challenges while sleeping rough, they may face increased health risks or poor health outcomes from long-term sleeping rough. The adverse health effects are particularly acute for rough sleepers who already have existing medical conditions, as noted in **Figure 10** below.

About half of the respondents reported having medical conditions or disabilities

Nearly half of the respondents (49%) reported having some form of medical conditions or disabilities, while a minority (5%) was not sure if they had any health conditions as they had not undergone medical screening or visited a doctor. The most frequently reported medical conditions included hypertension (41%), other chronic conditions (25%), and joint-related pain or issues (21%), hyperlipidaemia (19%), diabetes (16%), and heart disease (14%) (**Figure 10**). A small segment of respondents reported having disabilities (10%), mental health disorders (10%) and substance use disorders (3%).

Among the 49% who reported having medical conditions or disabilities, most (67%) were medically compliant with taking medications and attending medical appointments.

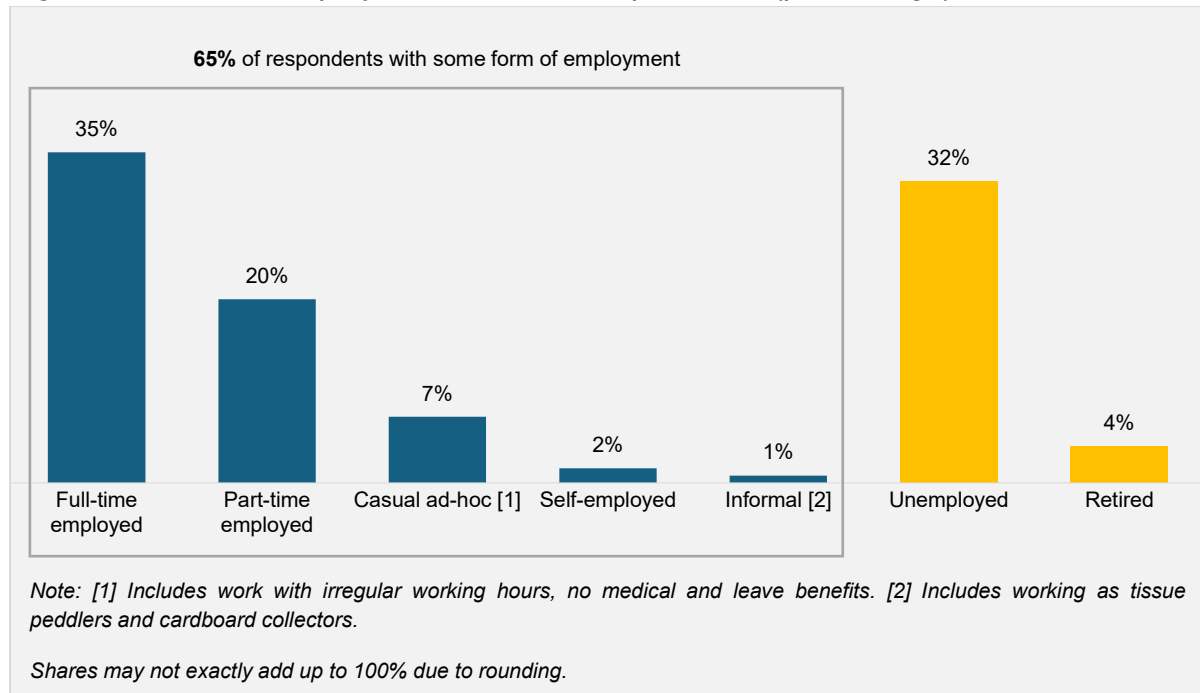
Figure 10: Types of medical conditions or disabilities reported (percentage)



About two-thirds of respondents were in some form of employment, but most in lower-income jobs

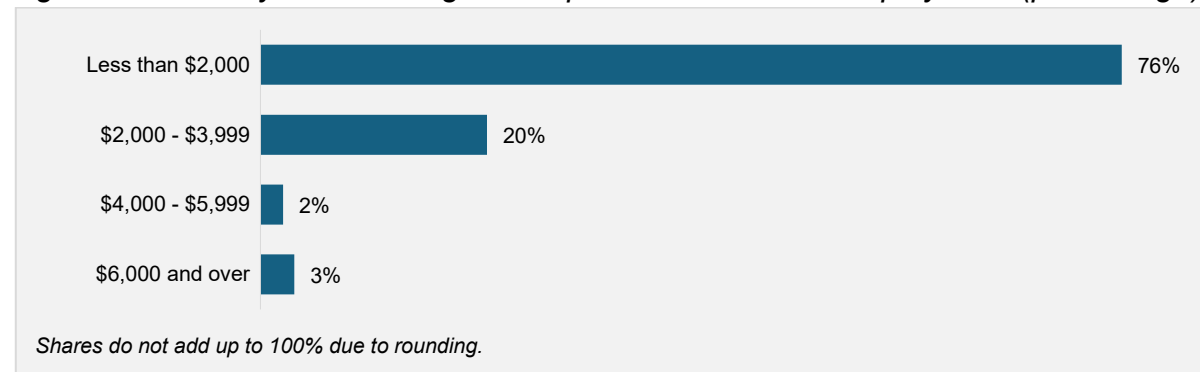
About two-thirds were in some form of employment (65%), with 35% working full-time and 20% working part-time (**Figure 11**). Among the respondents who were unemployed (32%), about a quarter of them (27%) indicated that they were actively looking for work.

Figure 11: Current employment status of respondents (percentage)



Of the respondents¹⁰ who had some form of employment and with reported income earnings, the large majority earned less than \$2,000 (76%) per month, while a smaller proportion (20%) earned between \$2,000 to \$3,999 per month (**Figure 12**).

Figure 12: Monthly income range of respondents who had employment (percentage)

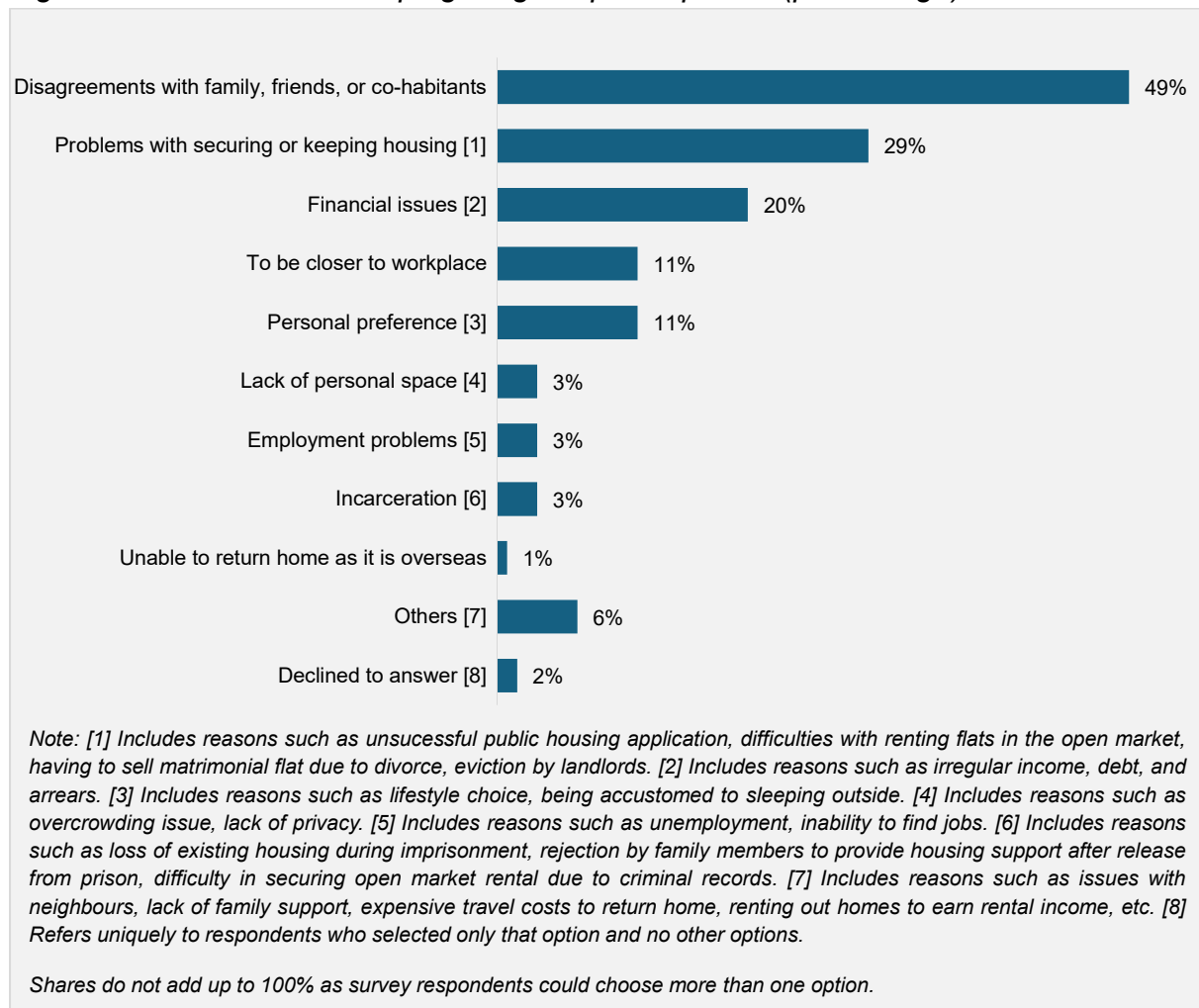


¹⁰ 20% of respondents who had some form of employment did not disclose their income information.

Social, housing-related, and financial problems remained as the main reasons for sleeping rough

Despite the different methodology in 2022, the most cited reasons for sleeping rough are similar in 2025 – disagreements with family, friends, or co-tenants (49%), problems with securing or keeping housing (29%), and financial issues (20%) (**Figure 13**). Nearly one-third (28%) of respondents indicated multiple reasons for sleeping rough, highlighting the complex nature of rough sleeping.

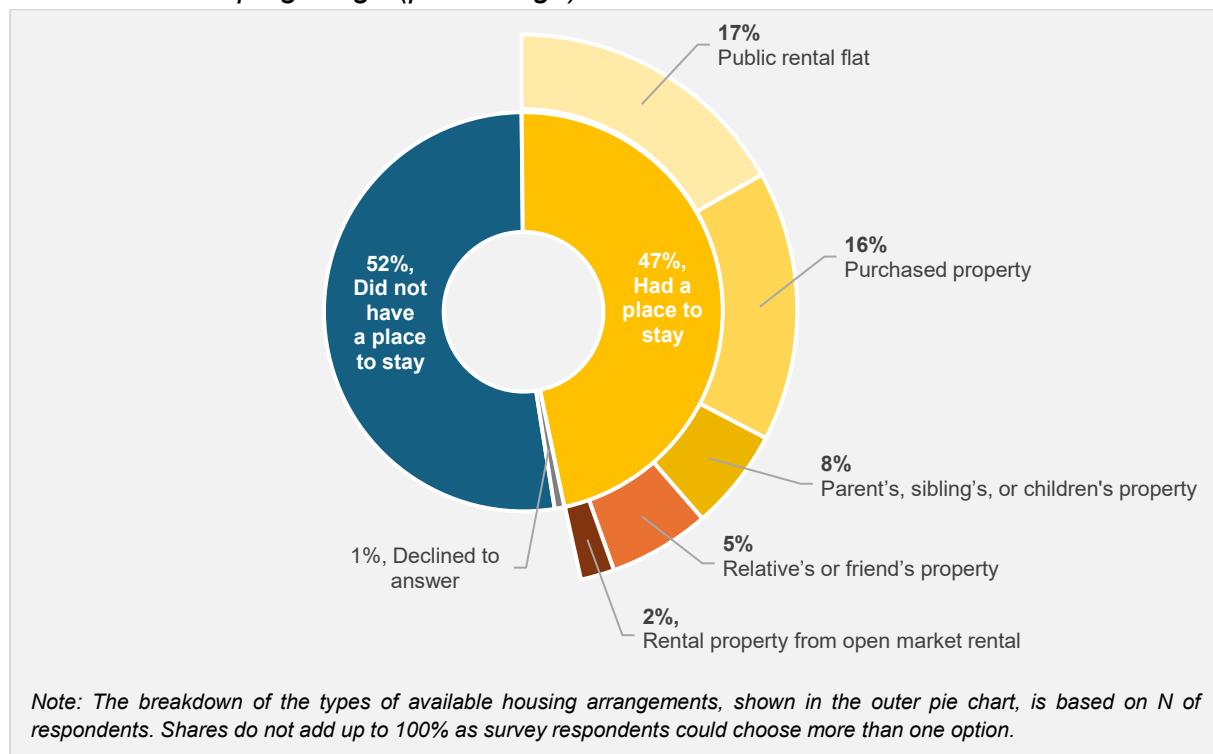
Figure 13: Reasons for sleeping rough in public places (percentage)



Nearly half of the respondents had alternative housing options despite sleeping rough

Nearly half of the respondents (47%) had a place to return to despite their reasons for sleeping rough. The main reason cited for sleeping rough was relationship breakdowns, as noted in Figure 13. The available housing arrangements which they could return to were mainly public rental flat (17%) and purchased property (16%) (Figure 14).

Figure 14: Available housing arrangements that respondents could return to despite reasons for sleeping rough (percentage)



These findings highlight that rough sleeping may not always be driven by a lack of housing options but can stem from complex personal circumstances that make returning home untenable. Being unable to return home, Mr J's experience (see **Box 1**) illustrates the complex interplay of factors that led him to sleeping rough. Similar to Mr J's experience, some rough sleepers may take longer to find or accept a solution. Nevertheless, assistance remains available whenever they are ready to seek help.

Box 1: The multi-faceted challenges that led to Mr J sleeping rough

SLEEPING ROUGH DESPITE HAVING A HOME TO RETURN TO

Mr J started sleeping rough in late 2024 after ongoing conflicts with his family. Following a heated argument, he tried to make amends but his family would not forgive him. He decided to move out. As Mr J was in part-time employment with unstable income, he could not afford hostel accommodation or private rental. As such, Mr J chose to sleep rough.

Mr J saw rough sleeping as a way to make amends for causing the family conflicts. For the same reason, he also refused shelter support. Even though he had a home he could return to, Mr J's insistence and stubbornness led him to rough sleep for nearly a year.

Eventually, Mr J decided that separating from his wife was necessary for them to move forward. As he began divorce proceedings, his social worker and befrienders continued to support him and advise on shelter and housing options.

Family conflicts, financial difficulties, and personal choices led Mr J to sleep rough for almost a year, even when shelter support was available. Some people facing similar issues may take even longer to find or accept a solution. However, **support services remain available whenever they are ready to access help.**

Source: MSF PEERS Office



Enhanced outreach and support services from government and community agencies

Volunteers from befriender groups play a crucial role in proactively reaching out to rough sleepers and linking them with appropriate agencies for assistance, including referring them to shelter options and other forms of support. Their efforts are evident, with 72% of respondents indicating they had received assistance from volunteers.

This was possibly due to extended outreach efforts. Volunteers from befriender groups organise informal gatherings to help build relationships and allow rough sleepers to open up more readily to volunteers for assistance. For example, Mr H (see **Box 2**), a former rough sleeper who was befriended by volunteers through these gatherings when he was sleeping rough, subsequently confided in them the challenges he was facing, for their guidance and assistance.

Box 2: How the Night Café helped Mr H

ENHANCED OUTREACH EFFORTS FROM BEFRIENDER GROUPS

Volunteer befriender groups from the PEERS Network regularly reach out to people sleeping rough. Beyond their usual night walks, they also organise gatherings in safe, comfortable spaces to create a support network.

One example is the Night Café, run by Catholic Welfare Services (CWS) 3 times a week within its office premises. They bring together rough sleepers for an evening of food, games, and movies, and most importantly, **a chance to share and connect with others**.

The positive vibes naturally encouraged participants to invite others they met on the streets, and Mr H was one such beneficiary. Like most newcomers, he was initially quiet and kept to himself. However, the warm, positive atmosphere created by regular participants and volunteers helped him gradually open up about the challenges he was facing. This eventually led to him moving into a shelter while he worked towards securing stable long-term housing.

Mr H still attends the Night Café and has become much more outspoken, showing his naturally jovial personality. The Night Café has given him **a place where he can be himself and feel at home**.

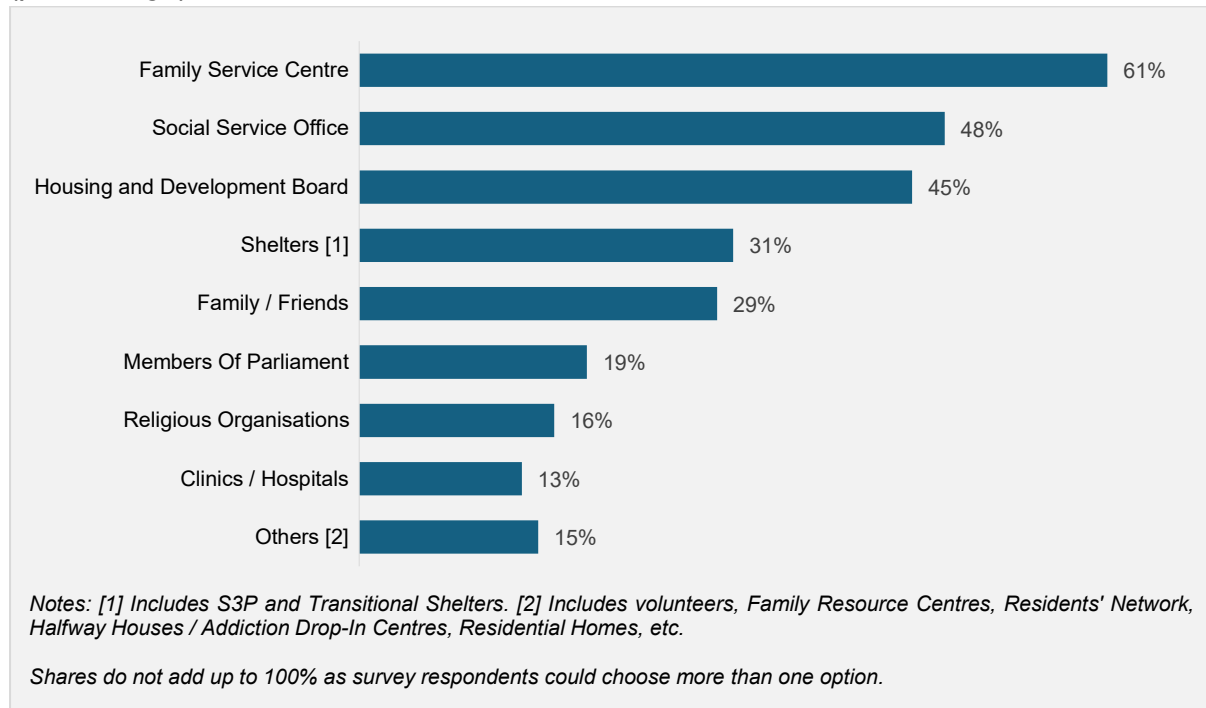


Source: Catholic Welfare Services

66% of the respondents were aware of organisations or services that could help rough sleepers. The proportion of respondents who actively sought assistance was slightly lower, with 59% indicating that they had reached out and sought help from organisations or persons when they were sleeping rough.

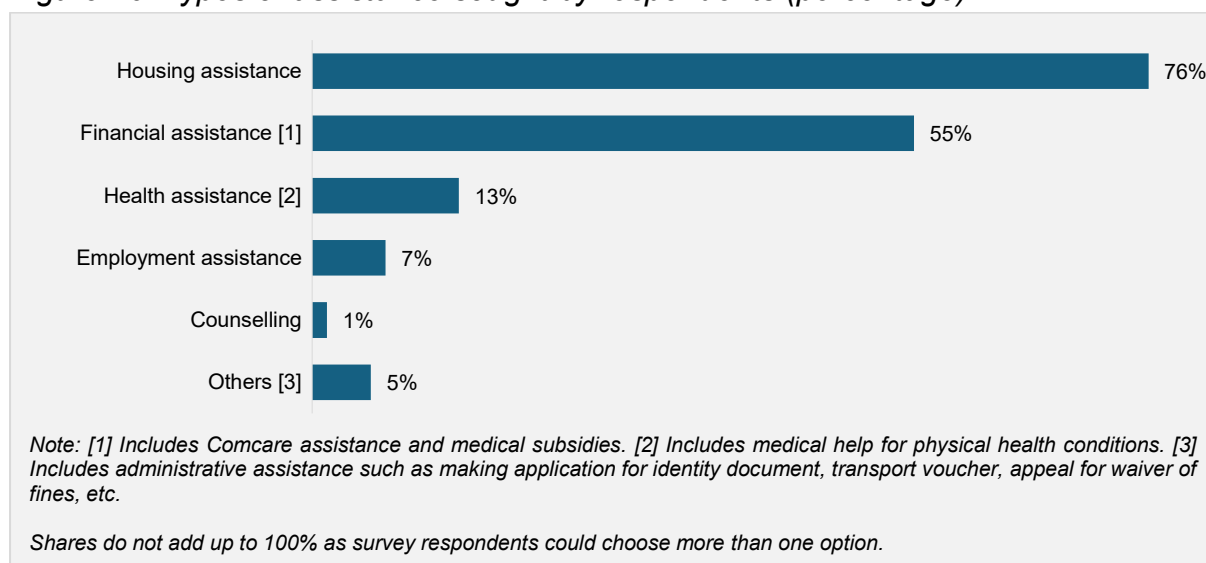
Among the respondents who had sought help, Family Service Centres (FSCs) (61%), SSOs (48%), HDB (45%), and shelters (31%) were the most frequently accessed sources of help (**Figure 15**). These findings indicate receptiveness towards accessing support services from government and community agencies. Less than one-third of the respondents (29%) had sought help from their family and friends, likely due to the absence of personal social support networks or unwillingness to tap on them.

Figure 15: Sources of help approached by respondents who had sought help (percentage)



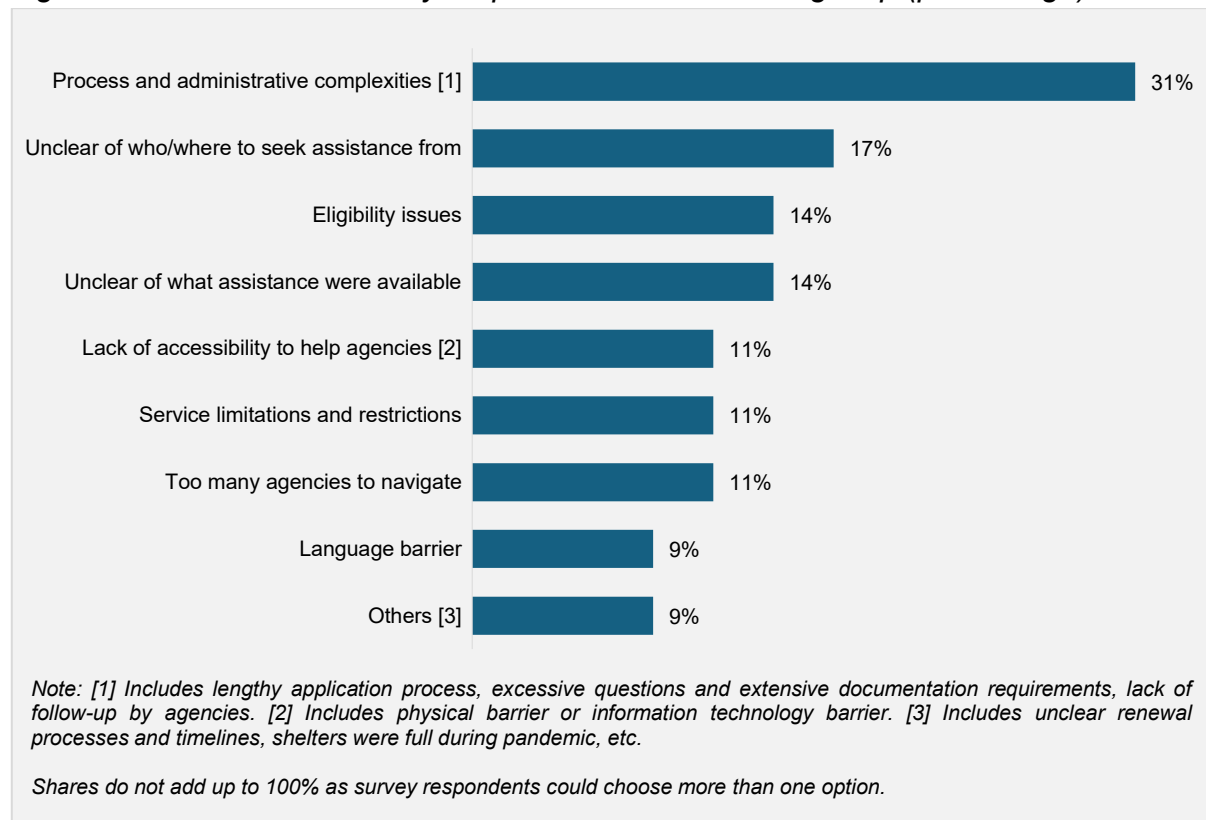
Housing (76%) remained the most critical need amongst the respondents who had sought help, as indicated in **Figure 16**. The higher proportion of respondents seeking financial assistance (55%) also suggests that financial constraints could be a barrier to securing stable housing. This may indicate a cyclical relationship where financial instability can precipitate homelessness, while the lack of stable housing simultaneously limits opportunities to achieve financial stability.

Figure 16: Types of assistance sought by respondents (percentage)



Of the respondents who had sought help, 47% indicated facing difficulties when seeking help. The top challenges reported by the respondents were process and administrative complexities (31%) due to the intricacies of navigating processes for assistance (**Figure 17**). This has presented opportunities for the government and community agencies to improve accessibility of support services such as making transitions between services more seamless.

Figure 17: Difficulties faced by respondents when seeking help (percentage)

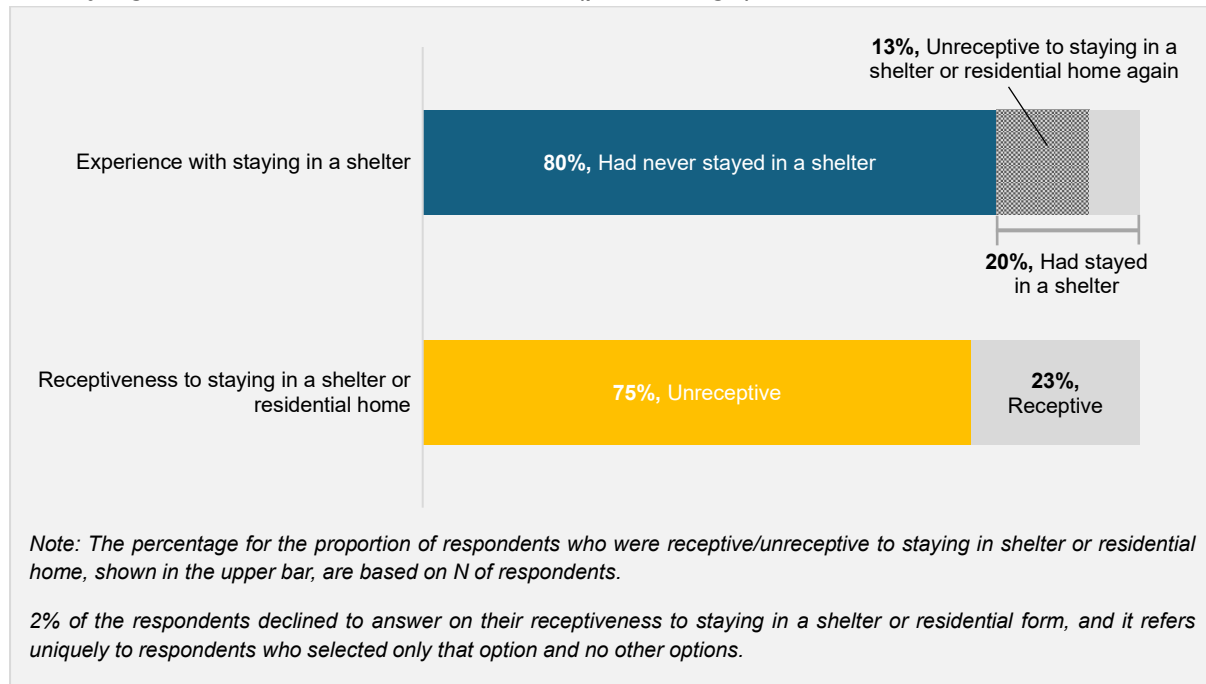


Most respondents were unreceptive to shelter options, citing lack of privacy and autonomy as primary concerns

Vast majority of the respondents (80%) had never stayed in a shelter, as indicated in **Figure 18**. When asked whether they would be receptive to staying in some form of shelter or residential home¹¹, 75% were unreceptive to these accommodation options. A smaller share (13%) of the respondents, who had stayed in a shelter before, indicated that they were unreceptive to shelter options again.

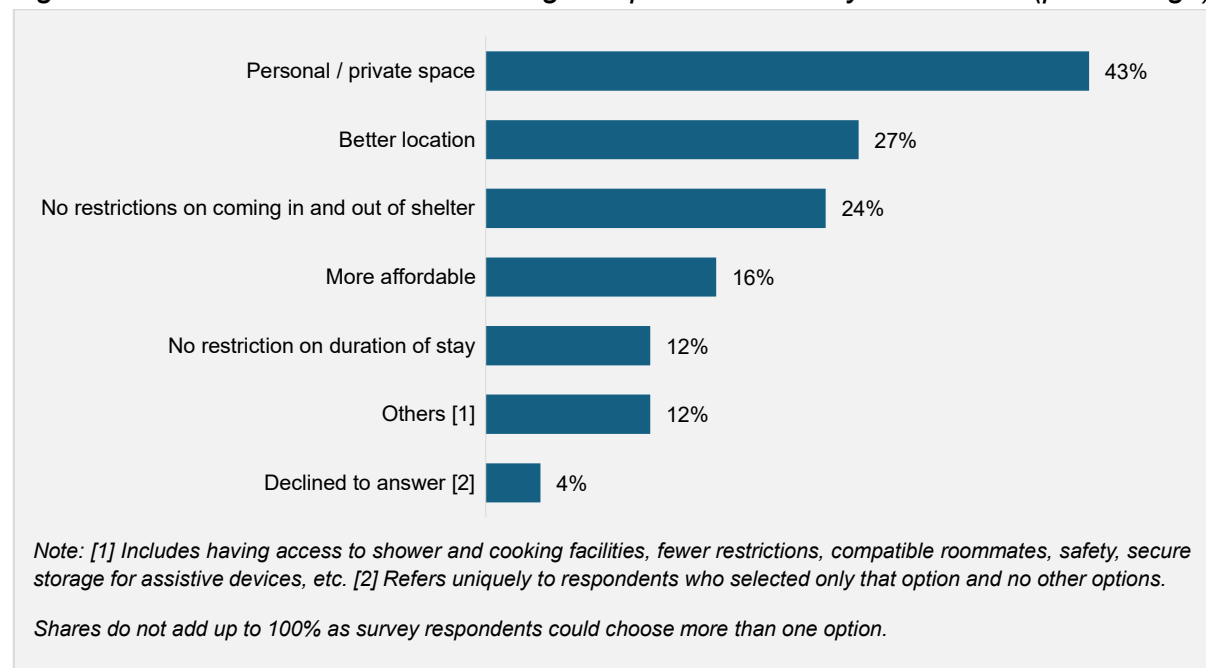
¹¹ Residential home includes MSF-funded Sheltered Home or Welfare Home. Sheltered Home is for ambulant seniors who have no alternative living arrangements, often with no family support or unable to live with their families because of a breakdown in relationships. Welfare Home provides long-term residential care and rehabilitation programmes for destitute persons to improve their well-being and support community reintegration where possible.

Figure 18: Proportion of respondents who had stayed in a shelter and receptiveness to staying in shelter or residential home (percentage)



Having personal and private space (43%) were the top factors that would encourage respondents to stay in a shelter, followed by better location (27%), and more flexible rules on shelter entry and exit (24%) (**Figure 19**). These findings could inform the design of new shelters.

Figure 19: Factors that would encourage respondents to stay in a shelter (percentage)

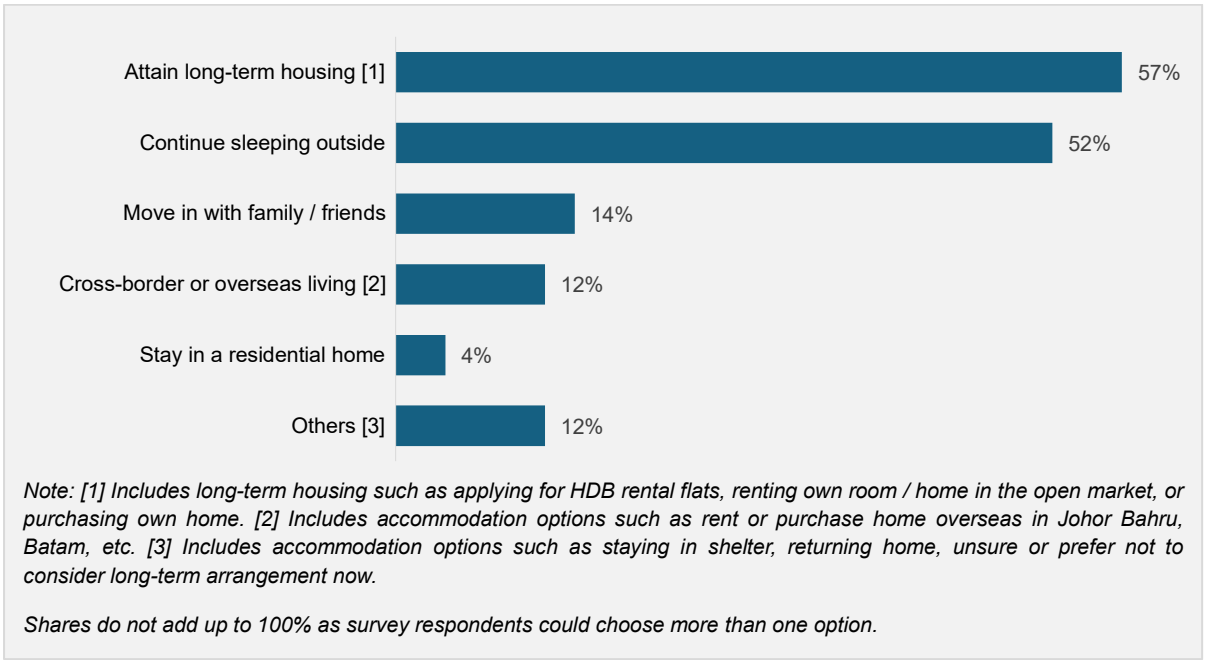


More than half of the respondents aspired towards stable, long-term housing

57% would like to move into long-term housing – whether to a HDB rental flat (49%), purchase their own house (7%), or renting a room or a house in the open market (5%) (Figure 20), suggesting aspirations for housing stability among the rough sleepers.

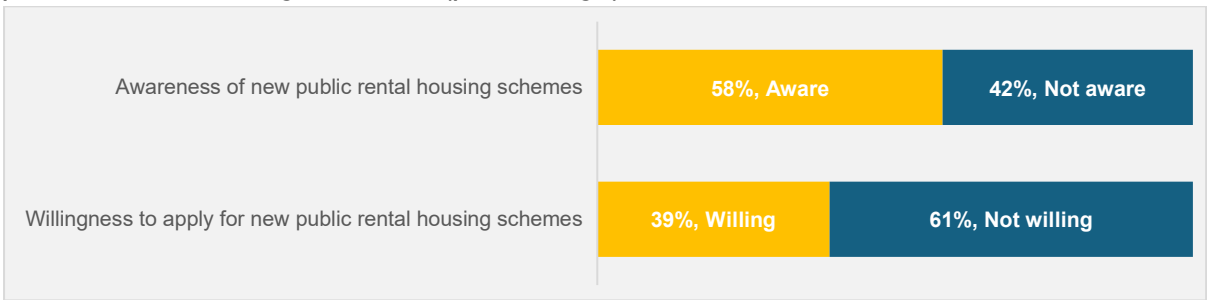
Among the respondents (52%) who indicated their intention to continue sleeping rough, two-thirds (67%) also indicated other accommodation plans. This suggests that many still aspire to have their own home and view rough sleeping as a temporary arrangement.

Figure 20: Future accommodation plans (percentage)



Over half of the respondents (58%) were aware of the launch of new public rental housing schemes such as Joint Single Scheme Operator Run (JSS-OR) and Single Room Shared Facilities (SRSF) pilots. When asked whether they had applied or would be keen to apply for these schemes, 39% were willing to.

Figure 21: Proportions of respondents who were aware of and willing to apply for new public rental housing schemes (percentage)



The public rental housing schemes such as JSS-OR and SRSF pilots can benefit rough sleepers, like Mr B and Mr Y (see **Box 3**), by providing housing solutions that address individual needs and circumstances.

Box 3: How the different housing models benefited different needs of Mr B and Mr Y

SRSF and JSS-OR PILOTS CATERING TO DIFFERENT NEEDS

Despite having a place to return to, Mr B sometimes chose to sleep rough to avoid conflicts with his flatmate. Being naturally non-confrontational and easy-going, he preferred to avoid uncomfortable situations. Eventually, he gave up his tenancy altogether and slept rough for years, managing his basic needs on his own.

When the SRSF pilot was launched in 2023, Mr B found the pilot scheme aligned well with his preferred living arrangement. **The SRSF model gives tenants greater privacy while still providing companionship and support from others.** Today, Mr B resides in SRSF accommodation, in an environment that suits his needs.



Mr Y faced challenges when applying for public rental housing under the JSS. He could not find a suitable flatmate, which resulted in him continuing to sleep rough.

The launch of the JSS-OR pilot in 2021 rekindled his hope. Mr Y could **apply on his own and the operator will match him with a suitable flatmate**, taking into consideration his background, preferences, and living habits. Today, he has settled into his rental flat with a flatmate matched by the operator.

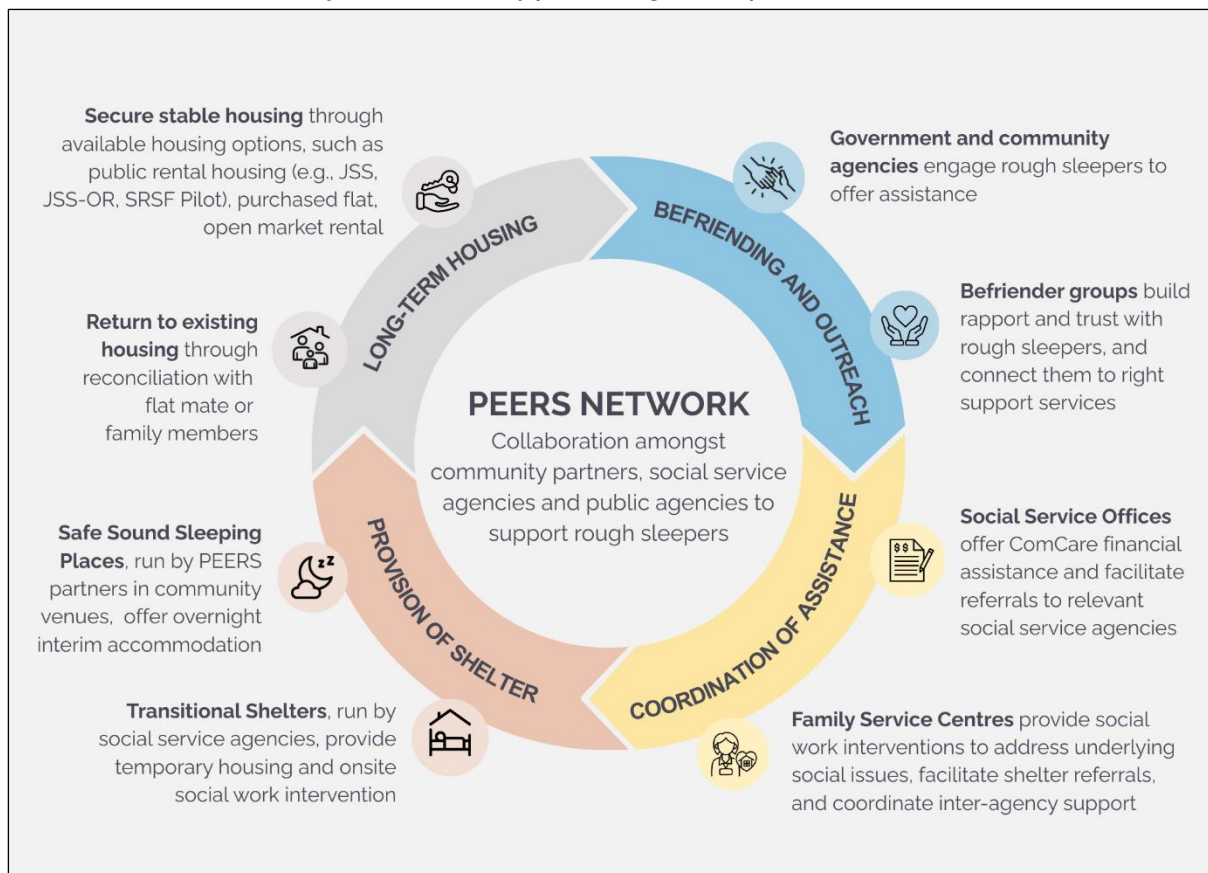
Source: MSF PEERS Office

The new public rental housing models, which provide greater privacy and social support by on-site social service operator in tenant matching and conflict resolution, are well-received by some rough sleepers. Nevertheless, more can be done to raise awareness, given that many respondents were unaware or unwilling to consider these options.

E. ONGOING EFFORTS AND FURTHER SUPPORT FOR ROUGH SLEEPERS

The PEERS Network has grown from 24 partners when it started in 2019 to 83 partners in 2025, supporting rough sleepers through befriending and outreach, delivering coordinated assistance, providing shelters, and establishing long-term housing solutions. Significant and steady progress has been made in our whole-of-society efforts to provide coordinated and customised support for rough sleepers (see **Box 4**).

Box 4: Whole-of-society efforts to support rough sleepers



The findings from MSF’s street count in 2022 helped us better understand and support rough sleepers. The single-night count in 2025, along with a more comprehensive survey of rough sleepers, allows us to reaffirm current strategies and identify new ways to improve our support services.

Proactive engagement and building partnerships for coordinated assistance

Befrienders from the PEERS Network conduct regular outreach to engage rough sleepers and encourage them to seek help. Some befriender groups run “Night Cafe” and “Welcome Table” sessions for rough sleepers to socialise, wash up and dine in a

welcoming environment. These engagements foster a sense of community and belonging, helping rough sleepers feel valued and supported. When they are ready, befrienders connect them to services, such as shelter or financial assistance, and journey with them after they transition into stable housing.

Given the multi-faceted nature of issues leading to rough sleeping, MSF works closely with community partners, social service agencies, and other government organisations to provide comprehensive support for rough sleepers. This includes facilitating access to:

- ComCare financial assistance at MSF's SSOs;
- Employment support from Workforce Singapore (WSG);
- Social work intervention at FSCs to address underlying social issues (e.g., family reconciliation), facilitate shelter referrals, and coordinate inter-agency support; and
- Rental flats through HDB's Public Rental Scheme.

To further improve our support services, upcoming efforts include:

- a. Enhancing outreach efforts. SSOs will also conduct regular outreach to engage rough sleepers and provide timely assistance. Together with the befrienders, we will ensure that assistance is available and accessible to all rough sleepers.
- b. Strengthen local support networks and provide services in a more integrated, coordinated manner, within each region. Community partners have developed ground-up initiatives such as providing free medical checks for rough sleepers. We will continue to explore new services to cater to the needs of rough sleepers, and identify more community spaces for them to form connections and reduce social isolation.
- c. Explore early intervention approaches to support rough sleepers. We will continue to work closely with partners such as the FSCs and leverage data insights to ensure that individuals who have entered homelessness can be identified early and connected to appropriate support before their situations become entrenched.

Making shelters better and easier to access


Rough sleepers who need temporary accommodation can stay at the Transitional Shelters funded by MSF. Apart from providing a safe space, these shelters also provide onsite social work intervention and journey with rough sleepers in achieving stable housing.

Transitional Shelters are complemented by Safe, Sound Sleeping Places (S3Ps) run by PEERS Network partners in community venues, offering safe overnight accommodation. Some S3Ps provide well-rounded care through employment support programmes and counselling sessions, helping residents address underlying challenges while working towards stable housing.

Mr M (see **Box 5**), a former resident of S3P, shared his experience of moving from the streets to stable housing, demonstrating how shelters serve as crucial stepping stones. Beyond offering a place to rest, the wraparound support provided by the S3P provided him with the stability needed to attain his independence.

Box 5: Shelter support and beyond – Mr M's story

MORE THAN JUST SHELTER SUPPORT



Mr M, in his 60s, was once in a HDB rental flat but moved out due to disputes with his co-tenant. Affected by his experience, he repeatedly declined offers of support from community partners and spent years sleeping at a garbage collection station that he called "home". This changed one day upon an incident in his family. He reached out to a Family Service Centre for help, and his social worker referred him to an S3P run by Bless Community Services (BCS).

Having a safe place to sleep meant Mr M could get proper rest and continue working while looking for stable long-term housing. During his stay, BCS also provided counselling to develop strategies for managing his drinking issues. With ongoing support and encouragement from BCS staff Mr J, Mr M stayed sober both during his time at the shelter and after moving out.

Mr M was granted a HDB rental flat and moved out after 7 months at the S3P. He was grateful for the support he received, and said that BCS gave him **"not just a shelter, but a chance to rebuild my life"**.

Source: Bless Community Services

Many rough sleepers have shared reservations about shelter accommodation. Their main worry is the lack of personal space and privacy, as evident in the survey findings (Figure 19). Earlier access to shelters increases awareness of available help and corresponds with a shorter duration of homelessness.

To increase shelter take-up, we will raise awareness of our shelter services. We have created video content featuring lived experiences and shelter tours to address common misconceptions of these shelters. MSF and shelter operators have also worked together to redesign shelter spaces to provide more privacy and create a more

conductive environment. We are also improving accessibility of shelters to allow rough sleepers to remain in the community they are familiar with.

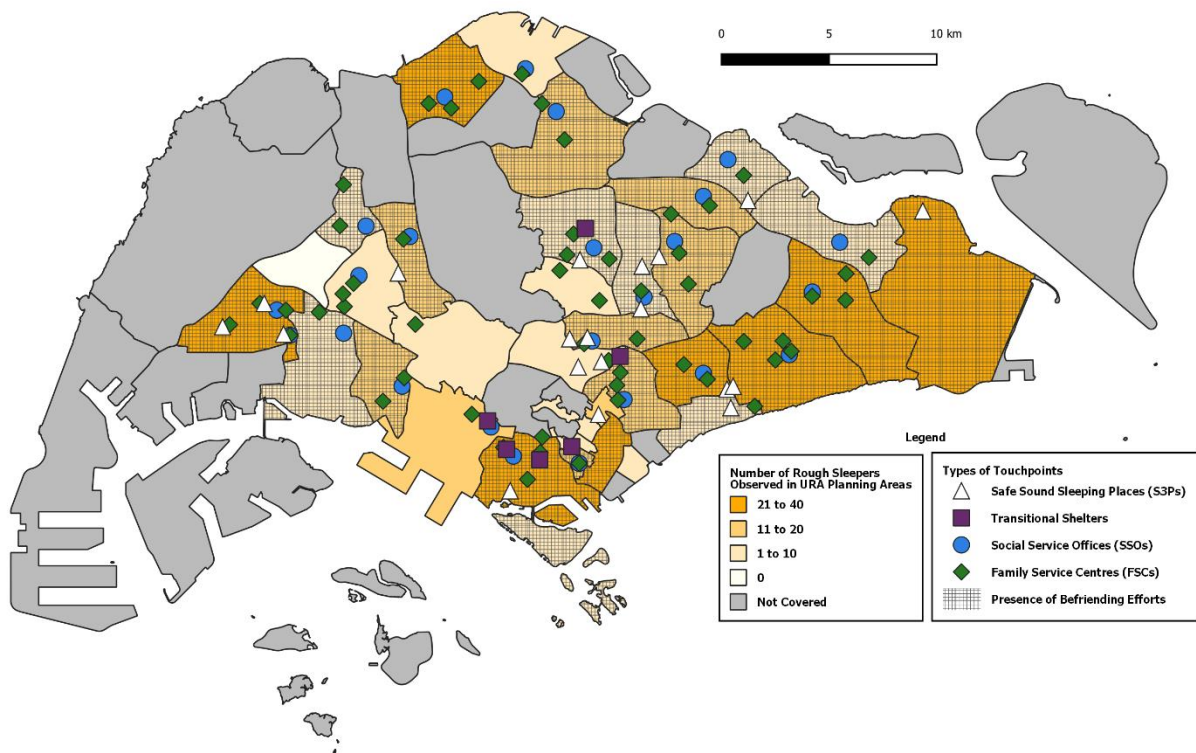
Enabling communities to innovate

MSF will continue to encourage and support PEERS Network partners to innovate, collaborate, and co-design strategies and services to support rough sleepers. We welcome ideas and initiatives to enhance outreach and support services, to cater to the emerging needs and different profiles of rough sleepers.

Monitoring evolving trends and adapting support services

There are touchpoints offering different forms of assistance, such as family services, financial assistance, and befriending support. These serve as convenient access points for rough sleepers and at-risk groups to seek assistance, as indicated in **Figure 22** below.

Figure 22: Touchpoints for rough sleepers to seek assistance



We recognise that the profile of rough sleepers may shift over time, and that homelessness can manifest in different forms beyond rough sleeping. For instance, some individuals experiencing homelessness may stay temporarily with friends or relatives rather than sleeping in public spaces, and would therefore not be captured in a street count. As we continue to monitor such trends, MSF will adapt our support services and expand our network of touchpoints accordingly to meet evolving needs.

F. CONCLUSION

This is the second street count conducted by MSF, with strong support from our community partners and volunteers. Together with findings from the comprehensive survey, we have gained deeper insights into rough sleeping issues.

We have also affirmed the many-helping-hands approach involving whole-of-society efforts is effective and necessary to tackle the complexities of rough sleeping.

Thank you to everyone who helped

The successful completion of the street count and survey was made possible by over 800 volunteers and more than 100 SSO officers. This collective effort reflects a shared commitment to improving the lives of rough sleepers and helping them secure stable long-term housing.

Behind every number in the street count is a person with a story waiting to be heard. As we continue our journey with rough sleepers towards stable housing, we invite all Singaporeans to join us in this effort to support rough sleepers, by listening with compassion and supporting with empathy.

G. ANNEXES

Annex A. Comprehensive training and guidelines on counting a rough sleeper

Preparation and training for volunteers

Volunteers were trained prior to the single-night count on rough sleeper identification protocols, standardised observation and reporting procedures, and received comprehensive resources including a detailed instructional brief and training slides. Supporting this effort, SSO officers drew on their ground knowledge to prepare detailed area maps highlighting the walking routes and potential high-concentration areas. SSO officer further complemented their support by providing onsite guidance to volunteers throughout the count.

Count methodology and guidelines

Volunteers were provided with maps to cover their assigned areas on foot within 2.5 hours on a best-effort basis. They were briefed on the 5 common types of places where rough sleepers might be found and to cover beyond ground level for identified potential areas with a higher concentration of rough sleepers:

1. Parks/Benches;
2. Food Centre and Market;
3. HDB Buildings (includes void decks, stairwells, pavilions, playgrounds near HDB blocks);
4. Carparks (includes multi-storey or open-air); and
5. MRT and Bus Interchanges.

Adopting the methodological approach from the 2022 street count, reference guidelines were provided to all volunteers on who to count as rough sleepers. Volunteers were asked to record every person who was asleep or going to sleep in public places, except for foreign nationals. If they were uncertain of the presumed nationality, they should still record the observation. All sightings were reported using an online Observation Form capturing basic descriptions of the person and location of the sightings.

Volunteers should count:

- a. All persons who are asleep in public spaces.
- b. All persons who are awake **but look like they are going to sleep** in a public space. If they are doing any of the actions below, do count them:
 - Lying down;

- Setting up or sitting next to some bedding (e.g., ground covering, pillow, blanket, loose furniture arranged for sleeping, hammock, large cardboard pieces); and
- Carrying many possessions (e.g., a very large bag, many bags, plastic bags or trolley).

Volunteers should not count:

- People who are using a public place for socialising or work (e.g., those chatting at void decks, a couple in a park, security or cleaning staff on night shift, cardboard collectors, recyclers rummaging through bins); and
- People in camping tents (at designated campsites on beaches).

All rough sleepers were handed with a contact brochure listing the contact information of services for seeking assistance (see **Box 6**). For rough sleepers who were asleep, the contact brochure was placed beside them without disturbing them.

Box 6: Contact brochure provided to rough sleepers

PEERS சட்டமைப்பு
மற்றும் சமுதாய, குடும்ப மேம்பாட்டு அமைச்சு
இணைந்து செயல்படுத்தும்

வீடற்றவர்களுக்கான ஆதரவு

உடனடி உதவிக்கு

- 1800-222-0000 என்ற கொம்கேர் எண்ணை அழைக்கவும்
- மின்னஞ்சல் வழியாக PEERS சட்டமைப்பை அணுகவும்:
msf_peersoffice@msf.gov.sg
- குடும்ப சேவை மையத்திலும் (FSC) அல்லது சமூக சேவை அலுவலகத்திலும் (SSO) வந்து ஆதரவை நாடலாம்

உங்களுக்கு அருகில் உள்ள FSC மற்றும் SSO-வை தேர்ந்தெடுக்க, QR குறியீட்டை ஸ்கேன் செய்யவும்



தற்காலிகக் குடியிருப்பு வசதிகள்

Safe, Sound Sleeping Places (S3Ps):

- இலவச தற்காலிகத் தங்குமிடங்கள்
- தூங்க, குளிக்க மற்றும் கைபேசிகளை சார்ஜ் செய்ய பாதுகாப்பான இடம்
- மற்றவர்களுடன் பகிர்ந்து கொள்ளும் வசதிகள்
- முழு விவரங்களுக்கு FSC மற்றும் SSO-வை தொடர்பு கொள்ளவும்.

தற்காலிகத் தங்குமிடங்கள்

- 24 / 7 பகிர்ந்து கொள்ளும், தற்காலிகமான 1 மற்றும் 2 அறை வாடகை வீடு அமைப்பு
- சமூக சேவையாளர்கள், உங்களது நிலையான வீட்டுவசதி மற்றும் தனிப்பட்ட தேவைகளுக்கு உதவுவார்கள்
- முழு விவரங்களுக்கு FSC மற்றும் SSO-வை தொடர்பு கொள்ளவும்

PEERS Network
in collaboration with the Ministry of Social and Family Development

SUPPORT FOR ROUGH SLEEPERS

SUPPORT HELPLINES

1. Call ComCare Hotline 1800-222-0000
2. Email the PEERS Office: msf_peersoffice@msf.gov.sg
3. Walk in from 9am-5pm:
 - a) Family Services Centre (FSC)
 - b) Social Service Office (SSO)

Scan the QR code to locate your nearest SSO or FSC.



SHELTERS AVAILABLE

Safe, Sound Sleeping Places (S3Ps)

- Free interim overnight shelters
- Safe place to sleep, clean up, charge your phones
- Co-sharing facilities
- If keen, you may approach your nearest FSC or SSO

Transitional Shelters

- Co-sharing 24/7 temporary accommodation in one- or two-room rental flats
- Social workers to support your housing and social needs
- If keen, you may approach your nearest FSC or SSO





PEERS 网络
与社会及家庭发展部 (MSF) 联合推出

露宿者援助计划

援助热线

1. 拨打社区关怀热线电话: 1800-222-0000
 2. 在办公时间 (上午9时至下午5时) 亲临最近的家庭服务中心或社会服务中心, 扫描以下二维码查找附近的服务点。
 3. 或电邮至: msf_peersoffice@msf.gov.sg

临时住宿

夜间休息处 (S3Ps)

- 提供免费夜间住宿
- 可供休息、梳洗、为手机充电、设有共用设施
- 如需申请, 请前往最近的家庭服务中心

临时住所

- 一房或二房式租赁组屋改装的临时住所
- 由社工协助您解决住房及社会需求
- 如需申请, 请前往最近的家庭服务中心

PEERS Network
Kolaborasi bersama Kementerian Pembangunan Sosial dan Keluarga (MSF)

SOKONGAN UNTUK GOLONGAN GELANDANGAN

CARA MEMINTA BANTUAN

1. Hubungi talian ComCare: 1800-222-0000
 2. E-mel Pejabat PEERS: msf_peersoffice@msf.gov.sg
 3. Temuduga antara jam 9 pagi – 5 petang di :
 a) Pusat Khidmat Keluarga (FSC)
 b) Pejabat Khidmat Sosial MSF (SSO)

"Scan" Kod QR untuk cari FSC atau SSO yang terdekat.

**TEMPAT PERLINDUNGAN
TERSEDIA**

Tempat Tidur Selamat dan Aman (S3Ps)

- Tempat tidur sementara **percuma**
- Kemudahan untuk tidur, mandi, dan mengecas telefon dengan selamat
- Kemudahan berkongsi
- Jika perlu, sila kunjungi FSC atau SSO yang terdekat.

Rumah Perlindungan Sementara (TS)

- Penginapan sementara 24/7 di flat sewa
- Pekerja sosial untuk menyokong keperluan perumahan dan sosial anda
- Jika perlu, sila kunjungi FSC atau SSO yang terdekat.

Privacy and confidentiality safeguards

To safeguard the privacy and confidentiality of rough sleepers, MSF established clear protocols to record only general street names and location descriptions. All volunteers signed non-disclosure agreements to maintain confidentiality and restrict unauthorised disclosure of collected information. Photography was also strictly prohibited. These measures ensured that no personal identifiable data that could compromise the privacy and confidentiality of rough sleepers were collected.

Annex B. Detailed considerations on survey execution

Survey ethics considerations

The conduct of the survey has received formal ethical approval from the National Council of Social Service, Ethics Review Committee (Reference number: NERC-014-2025). The review panel comprised independent members including academics and senior representatives from the social service sector, operating on a blind review basis. This maintained a fair and impartial review process and ensured that fieldwork was conducted ethically and justifiably for research participants.

Detailed in the Participant Information Sheet, participants were informed of the survey's purpose, voluntary nature, and confidentiality provision. Volunteers also explained participants' right to terminate the survey at any point or skip any questions they were uncomfortable with. All eligible participants received a \$25 physical voucher upon agreement to participate, regardless of survey completion, ensuring that compensation did not unduly influence participation decisions.

Operational considerations for survey implementation

The design and implementation of the survey was guided by four key principles:

a. Targeted area selection

The survey was conducted in areas where rough sleepers had been sighted during the single-night street count. This maximised the likelihood of encountering rough sleepers during the survey period, ensuring more efficient use of volunteers' time.

b. Strategic assignment of the befriender groups

The befriender groups were assigned to areas where they were familiar with and had established relationships and comprehensive knowledge of the rough sleepers. This enabled the volunteers to approach potential participants at appropriate timings and locations, increasing response rate.

c. Allocation of survey area to one befriender group

To ensure rigour and reduce likelihood of duplicate engagements, each survey area was only assigned to one befriender group. This prevented multiple engagements from different volunteers with the same rough sleepers.

d. Resource management and allocation

The survey assignments were developed through careful consideration of each befriender group's operational capacity and volunteer resources. This ensured

sustainable deployment of resources while maintaining survey quality and preventing volunteer burnout.

Comprehensive training and resources for volunteers

More than 70 volunteers from the befriender groups facilitated and supported the data collection process of the survey. They were trained by the academic advisors and MSF, covering survey techniques, domains of survey questions, survey recording, with comprehensive resources to support their field operations throughout the survey period.

Protecting participants' privacy and confidentiality

To ensure participant anonymity, volunteers were explicitly instructed not to collect any identifiable information (e.g., names, contact numbers, and addresses). They were also directed not to offer any form of assistance in their befriending capacity during survey execution, except in the event of emergencies, to maintain impartiality and prevent potential conflict of interest.

Annex C. Number of rough sleepers (RSes) and share by URA Planning Areas in 2025 and 2022 Street Counts

| URA Planning Area | 2025 Street Count | | 2022 Street Count | |
|-------------------|-------------------|-----------|-------------------|-----------|
| | No. of RSes | Share (%) | No. of RSes | Share (%) |
| Bukit Merah | 39 | 7.9 | 36 | 6.8 |
| Jurong West | 39 | 7.9 | 25 | 4.7 |
| Bedok | 38 | 7.7 | 20 | 3.8 |
| Downtown Core | 33 | 6.7 | 32 | 6.0 |
| Tampines | 32 | 6.5 | 33 | 6.2 |
| Geylang | 30 | 6.0 | 43 | 8.1 |
| Changi | 29 | 5.8 | 1 | 0.2 |
| Woodlands | 21 | 4.2 | 24 | 4.5 |
| Kallang | 20 | 4.0 | 50 | 9.4 |
| Outram | 19 | 3.8 | 27 | 5.1 |
| Rochor | 18 | 3.6 | 20 | 3.8 |
| Yishun | 18 | 3.6 | 13 | 2.5 |
| Hougang | 17 | 3.4 | 20 | 3.8 |
| Clementi | 15 | 3.0 | 9 | 1.7 |
| Bukit Panjang | 14 | 2.8 | 8 | 1.5 |
| Queenstown | 12 | 2.4 | 7 | 1.3 |
| Sengkang | 12 | 2.4 | 7 | 1.3 |
| Toa Payoh | 11 | 2.2 | 14 | 2.6 |
| Ang Mo Kio | 10 | 2.0 | 19 | 3.6 |
| Jurong East | 9 | 1.8 | 18 | 3.4 |
| Marine Parade | 8 | 1.6 | 8 | 1.5 |
| Punggol | 8 | 1.6 | 5 | 0.9 |
| Bishan | 6 | 1.2 | 2 | 0.4 |
| Bukit Batok | 5 | 1.0 | 15 | 2.8 |
| Pasir Ris | 5 | 1.0 | 6 | 1.1 |
| Bukit Timah | 4 | 0.8 | 2 | 0.4 |
| Museum | 4 | 0.8 | 10 | 1.9 |
| Novena | 4 | 0.8 | 3 | 0.6 |
| Sembawang | 4 | 0.8 | 2 | 0.4 |
| Southern Islands | 4 | 0.8 | 33 | 6.2 |
| Choa Chu Kang | 3 | 0.6 | 10 | 1.9 |
| Singapore River | 2 | 0.4 | 2 | 0.4 |
| Marina South | 1 | 0.2 | 0 | 0 |
| Orchard | 1 | 0.2 | 0 | 0 |
| Serangoon | 1 | 0.2 | 6 | 1.1 |
| (New) Tengah | 0 | 0 | - | - |
| Total | 496 | 100% | 530 | 100% |

Note: Shares may not exactly add up to 100% due to rounding.

Annex D. Number and percentage of survey respondents by demographic profile

| Demographic Profile | | Survey Respondents | |
|---------------------------|---------------------|--------------------|----------------|
| | | Number | Percentage (%) |
| Sex | Male | 118 | 92 |
| | Female | 10 | 8 |
| Race | Chinese | 55 | 43 |
| | Malay | 71 | 55 |
| | Indian | 2 | 2 |
| Age Group | Middle-aged (31-50) | 10 | 8 |
| | Older (above 50) | 117 | 91 |
| | Declined to answer | 1 | 1 |
| Nationality | Singapore Citizen | 119 | 93 |
| | Permanent Resident | 9 | 7 |
| Marital Status | Single | 44 | 34 |
| | Married | 31 | 24 |
| | Separated | 5 | 4 |
| | Divorced | 46 | 36 |
| | Widowed | 1 | 1 |
| | Declined to answer | 1 | 1 |
| Educational Qualification | Primary school | 50 | 39 |
| | Secondary school | 46 | 36 |
| | Post-secondary | 20 | 16 |
| | Degree and above | 5 | 4 |
| | No formal education | 3 | 2 |
| | Declined to answer | 4 | 3 |

Note: Shares may not exactly add up to 100% due to rounding.