



Department for
Communities and
Local Government

A Navigator Model for Addressing Rough Sleeping

Learning from the Qualitative Evaluation of the London
Homelessness Social Impact Bond

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Department for Communities and Local Government



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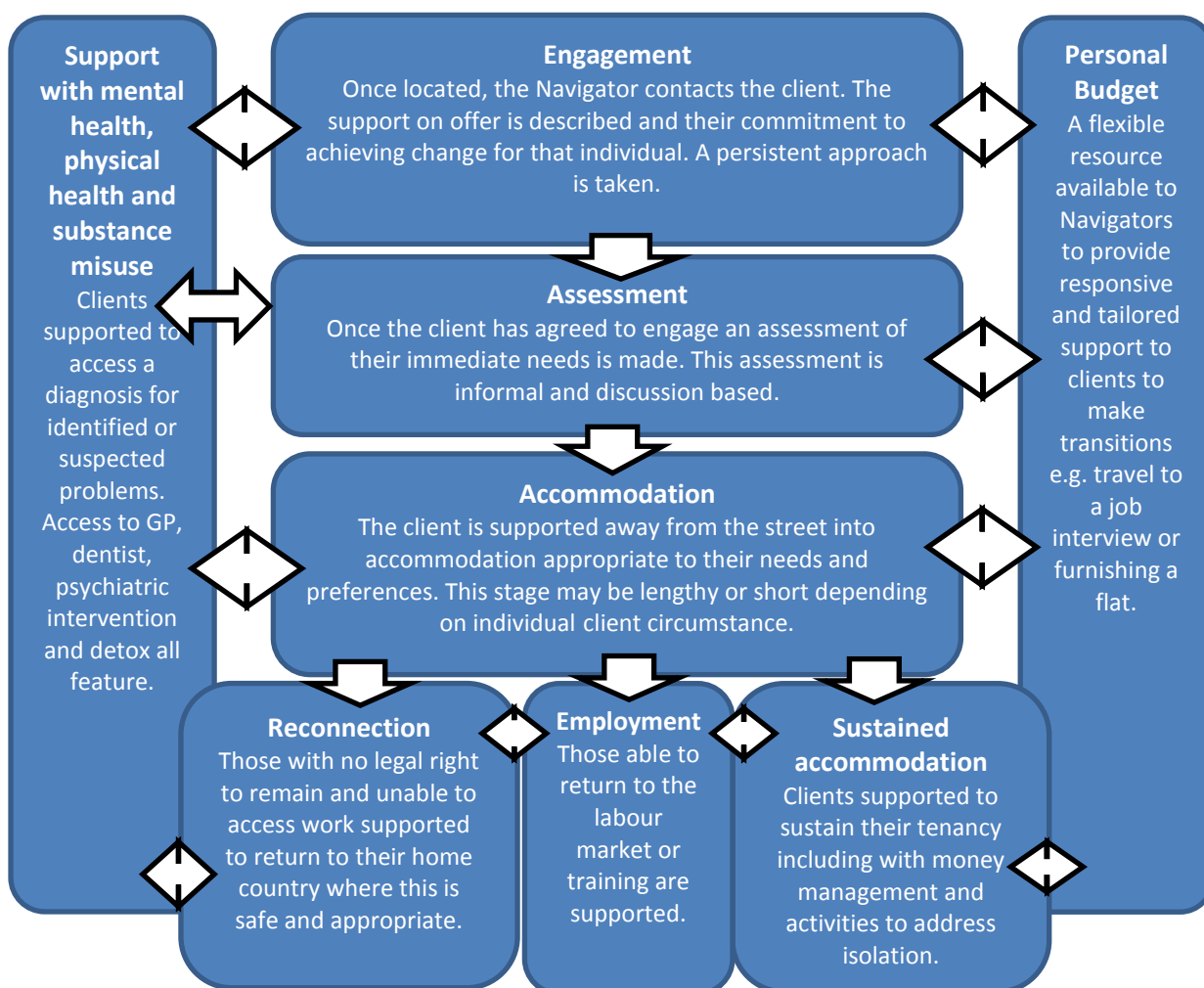
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The London Homelessness Social Impact Bond (SIB) was a four year programme administered by the Greater London Authority and commissioned in 2012 to transform outcomes for entrenched rough sleepers. A qualitative process evaluation of the SIB was commissioned by the Department of Communities and Local Government (DCLG).¹ This short briefing paper provides key learning from the evaluation about the Navigator intervention model and is relevant to everyone working with rough sleepers.

What is the Navigator model?

The Navigator model is a model where service users have a named keyworker who supports them in a flexible, responsive way over the long term. The model was developed for the SIB on the basis of research on effective support models for vulnerable groups and extensive consultation with stakeholders. The Navigator provides support with addressing presenting needs, accessing services to address these needs and then along a recovery pathway to sustained outcomes away from the street. Thus it is not a traditional intervention but rather provides persistent practical and emotional support across the landscape of existing provision.

The diagram below sets out the key features of the model as delivered in the London SIB.



¹ 'Qualitative Evaluation of the London Homelessness Social Impact Bond: Final Report'

What makes the model successful?

The evidence from the evaluation of the London SIB is conclusive that the Navigator intervention model is effective in supporting entrenched rough sleepers with high levels of complex needs. Providers received payments for outcomes under a payment by results (PbR) structure. Achieving stable accommodation outcomes was the highest priority within the SIB, reflected by the proportion of payments assigned to these outcomes. Providers over-performed in relation to the number of people supported to sustain stable accommodation over 12 and 18 months. In contrast, employment was not a high priority outcome; targets were low and so was the proportion of outcome payments assigned to it. However there was above expected performance, and thus the model may be effective in achieving employment outcomes in the longer term. Key features of effective provision are:

- **A relational and non-judgemental approach** that is persistent and builds trust;
- **A long-term approach** that extends from initial street contact to sustained outcomes, across the full pathway of support (that is usually split across different organisations).
- **Support that can be split across different roles** and different keyworkers if this is carefully negotiated on a case by case basis;
- Support that is provided in home languages and **culturally sensitive**;
- A focus upon **a personalised package of flexible and responsive support** tailored to individual circumstance and need;
- An immediate focus upon securing **appropriate accommodation** and providing practical and emotional support to sustain this;
- A focus upon supporting clients to **access existing provision**, including advocating for and coordinating appropriate support;
- **Effective partnership working** – both in identifying key partners and in building positive relationships with those who are receptive and resistant to joint working;
- **Flexible funding** that can be used to purchase goods and services quickly and according to individual need; and,
- Delivery by **skilled, motivated practitioners**.

Features of the London Homelessness SIB

The Homelessness SIB was a four year intervention with a core three year delivery period (the fourth year allowing for sustained outcomes payments to be made under the PbR structure). The Navigator model was an effective PbR intervention; it could be delivered without 100% PbR or as a traditionally commissioned model (although it has not been evaluated in that form). The evaluation found it was a successful model for supporting a highly heterogeneous cohort. It provided a personalised, flexible model for supporting access to and engagement of the wide range of services required to progress to sustained outcomes, as well as emotional and practical support. Effective provision to address rough sleeping requires wide reaching multi-agency partnership working and this should be a feature of any intervention model. However it is suggested that three years may not be long enough to support those with the most complex needs to stable, sustained outcomes.