

FAREHAM

BOROUGH COUNCIL

Report to the Deputy Chief Executive Officer for Decision 06 December 2022

Portfolio:	Housing
Subject:	Provision of homelessness related support services – Service Level Agreement with Two Saints
Report of:	Head of Housing and Benefits
Corporate Priorities:	Providing Housing Choices

Purpose:

This report seeks authority, from the Deputy Chief Executive Officer, for the Council to enter into a Service Level Agreement with Two Saints to continue the delivery of Government funded homelessness related support services across the borough.

Summary:

The funding and commissioning of homelessness related support services was historically provided by Hampshire County Council (HCC) under Supporting People programmes however since 2015, successive funding cuts to these services have resulted in FBC supplementing the HCC grant and co-commissioning services within the borough to meet our statutory duties.

Under contract with HCC, Two Saints have provided homelessness related support services across Hampshire since 1 April 2016. The HCC commissioned services delivered by Two Saints in Fareham are shared with Gosport Borough Council and due to further reductions in HCC funding, both councils allocate funds to ensure the continuation of homelessness support services. See [Decisions 05th-Sep-2022 18.00 Executive.pdf \(fareham.gov.uk\)](#).

Following a successful bid to Central Government's Rough Sleeping Initiative, the Council were awarded £1,051,277 to allow the continuation of existing services and the introduction of new services across Fareham and Gosport. For those individuals supported, the importance of having a single provider cannot be underestimated, therefore it is proposed that a Direct Award is made to Two Saints for the provision of services costing £753,632 over the period of the funding (2022 to 2025).

Recommendation

That authority be given by the Deputy Chief Executive for the Council to enter into a Service Level Agreement with Two Saints to continue the delivery of homelessness related support services throughout the RSI funding period.

Reason:

Following extensive research into alternative suppliers, only one other provider has been identified (The Society of St James) however they do not currently have any services or supported accommodation in Fareham or Gosport.

It is critical that homelessness support services are delivered by those with local knowledge and local engagement and Two Saints, being a locally based provider, offer a unique benefit in that they already have a relationship with service users by virtue of the HCC contract. To move these vital services away from the current model would undoubtedly cease the momentum secured to date and potentially reverse the achievements made.

Legal opinion has been sought and has confirmed that justification for a Direct Award is “coherent and logical”.

Cost of proposals:

The value of the Service Level Agreement is £753,632 over three years. This is fully funded through the ringfenced Rough Sleeping Initiative grant. [Rough Sleeping Initiative: 2022 to 2025 funding allocations - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/rough-sleeping-initiative-2022-to-2025-funding-allocations)

FAREHAM

BOROUGH COUNCIL

Briefing Paper to the Deputy Chief Executive Officer

Date:	06 December 2022
Subject:	Provision of homelessness related support services – Service Level Agreement with Two Saints
Briefing by:	Head of Housing and Benefits
Portfolio:	Housing

INTRODUCTION

1. Local Housing Authorities have a statutory duty to prevent and relieve homelessness however it is recognised that housing alone cannot meet the needs of complex individuals who sleep rough. Many have unmet needs relating to their health and social care requirements, therefore the Council work in partnership with Hampshire County Council (HCC) to ensure there are opportunities available for such a challenging cohort.

BACKGROUND

2. The funding and commissioning of homelessness related support services was historically provided by HCC under Supporting People programmes however since 2015, successive funding cuts to these services have resulted in FBC supplementing the HCC grant and co-commissioning services within the borough to meet our statutory duties.
3. Under contract with HCC, Two Saints have provided homelessness related support services across Hampshire since 1 April 2016. The provision of HCC commissioned services by Two Saints in Fareham are shared with Gosport Borough Council; the funding sources and outcomes are as follows:

Service/scheme	Description	Outcomes (2021/22)	Annual cost and funding source
101 Gosport Road (Property owned and managed by Two Saints)	18-bed hostel for people who are sleeping rough or at risk of sleeping rough who have high support needs	100% occupancy rate 75% success rate of client move-on	HCC £334,620
Acton Lodge (Property owned and managed by Two Saints)	10-bed hostel for people who are sleeping rough or at risk of sleeping rough who have demonstrated their readiness for move-on from 101 Gosport Road	100% occupancy rate 75% success rate of client move-on	HCC £98,000 FBC £42,000 GBC £42,000

Outreach/In-reach	Services for those moving on from supported accommodation or are sleeping rough or at risk of sleeping rough and have complex needs which mean they are unable to access support from other sources	323 clients supported 80% success rate of client departure from service	Included in above
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4. Due to further reductions in HCC funding, FBC Executive approved the allocation of funds from the Council's Homelessness Prevention Grant and Rough Sleeping Initiative funding to ensure the continuation of homelessness support services in Fareham [Decisions 05th-Sep-2022 18.00 Executive.pdf \(fareham.gov.uk\)](#).
5. In addition to the services commissioned by HCC, Two Saints provide additional services across Fareham and Gosport, which are funded through the Government's Rough Sleeping Initiative (RSI) (paid to FBC as 'lead authority'), as follows:

Service/scheme	Description	Outcomes
Complex Needs Navigator	Intensive support to our most complex and challenging rough sleepers	39 clients supported 90% success rate of clients moving into accommodation
East Street (Property leased and managed by Two Saints)	6-bed hostel for people who are sleeping rough or at risk of sleeping rough who have demonstrated their readiness for move-on from 101 Gosport Road	100% occupancy rate 90% success rate of client move-on
Housing First	10 self-contained units (FBC/GBC own stock) with intensive support for entrenched rough sleepers with multiple complex needs	80% of clients accommodated to date have maintained their tenancies & are engaging with support services
Outreach/In-reach	Services for those moving on from supported accommodation or are sleeping rough or at risk of sleeping rough and have complex needs which mean they are unable to access support from other sources	323 clients supported 80% success rate of client departure from service

6. In addition to the positive outcomes emanating directly from the commissioned services, the local arrangements with Two Saints have produced a significant range of enhanced benefits, including:
- Absolute reductions in rough sleeping from 19 individuals in November 2018 to 7 individuals in November 2021 (single night snapshot data)
 - Provision of shelter and support for the most vulnerable during periods of extreme weather
 - Raised community awareness and engagement in relation to homelessness and rough sleeping

- Creation of multi-agency partnerships leading to innovative outcomes being secured for individuals with highly complex and challenging needs
- Improved information sharing and intelligence gathering leading to psychologically informed and enhanced outcomes for service users.

PROPOSALS

7. Following a successful bid to Central Government, the Council was awarded funds to allow the continuation of the above services across Fareham and Gosport. For those individuals supported, the importance of having a single provider cannot be underestimated, hence the proposals for a direct award to Two Saints over the period of the funding (2022 to 2025). Those who are former rough sleepers, currently rough sleeping or at risk of rough sleeping are some of our most vulnerable and complex individuals and significant work to build trust and confidence is required before they will engage with services. To move clients between providers will undoubtedly have an impact on their health, wellbeing and future life chances as trust and confidence would need to be re-built.
8. Two Saints have provided homelessness related support services across Hampshire since 2016 and Fareham Borough Council has an excellent track record of working with them. Having a single, local provider of homelessness support services ensures:
 - Service users are aware of and have easy access to 24 hour on-call support during periods of crisis
 - Access to support within or in the immediate vicinity of the supported housing schemes owned/leased by Two Saints
 - Co-location with other relevant local partner agencies (Housing Dept, Community Safety, Health, substance misuse service, police, probation)
 - Performance management across all services is straightforward as the measures of success are identical:
 - Service users are able to resolve presenting issues, and achieve increased independence and security in regard to their personal housing situation
 - Service users experience improved mental and emotional health and wellbeing
 - Service users receive the support they need to improve their physical health
 - Service users receive appropriate support to manage drug and alcohol misuse
 - Service users maximise income, reduce debt and have increased confidence to manage their finances
 - Service users with a history of offending comply with statutory orders and address issues that increase the risk of reoffending
 - Service users access activities that improve quality of life and enable them to actively participate within the local community
 - Service users participate in activities and develop skills that increase employment opportunities

RISK ASSESSMENT

9. Following extensive research into alternative suppliers, only one other provider has been identified (The Society of St James) however they do not currently have any services or supported accommodation in Fareham or Gosport. It is critical that

homelessness support services are delivered by those with local knowledge and local engagement and Two Saints, being a locally based provider, offer a unique benefit in that they already have a relationship with service users by virtue of the HCC contract. To move these vital services away from the current model would undoubtedly cease the momentum secured to date and potentially reverse the achievements made.

10. Legal opinion has been sought and has confirmed that justification for a Direct Award is “coherent and logical”. A Regulation 84 Report under the Public Contract Regulations 2015 which sets out the justification for a Direct Award has been completed by the Council’s Procurement Manager and Head of Housing & Benefits.

FINANCIAL IMPLICATIONS

11. The Council have been awarded £1,051,227 from the Rough Sleeping Initiative (2022 to 2025) for the sole purpose of providing services approved by the Department for Levelling Up & Communities as set out in our bid. The proposed Direct Award to Two Saints for the provision of services costing £753,632 over the period of the funding is therefore fully subsidised and will have no effect on the Council’s General Fund.
12. A detailed breakdown of the funding to be granted to Two Saints is presented in the confidential table marked Appendix A.

CONCLUSION

13. For those individuals supported, the importance of having a single provider cannot be underestimated, hence the proposals for a direct award to Two Saints over the period of the funding (2022 to 2025). Those who are former rough sleepers, currently rough sleeping or at risk of rough sleeping are some of our most vulnerable and complex individuals and significant work to build trust and confidence is required before they will engage with services.
14. To move clients between providers will undoubtedly have an impact on their health, wellbeing and future life chances as trust and confidence would need to be re-built.
15. Authority should be given by the Deputy Chief Executive Officer for the Council to enter into a Service Level Agreement with Two Saints to deliver the homelessness related support services as detailed in above.

Enquiries:

For further information on this report please contact Caroline Newman (01329 824645)