

Reducing Re-offending Housing and Housing Support Resource Pack



Reducing Re-offending Housing and Housing Support Resource Pack

Introduction

The *Reducing Re-offending Housing and Housing Support Framework* was published in December 2006. Since this time there has been considerable change in the offender housing arena. This includes:

- The move of the National Offender Management Service from the Home Office to the newly created Ministry of Justice.
- The Offender Management Act receiving royal assent in July.
- A new cross government approach to Public Service Agreements including the Socially Excluded Adults PSA.
- Baroness Corston's review into women in the criminal justice system.
- The publication of "Independence and Opportunity" the new strategy for Supporting People and
- The Housing Corporation publishing "Investing in independence – Housing for vulnerable people strategy"¹

With the commitment to the development of Probation Trusts in the Offender Management Act and NOMS Commissioning arrangements close to completion, this Resource Pack has been developed from the original framework to update stakeholders on NOMS housing and housing support policy and direction.

The pack seeks to outline:

- NOMS commissioning direction in relation to offender housing
- Reducing Re-offending targets and agreements
- The importance of settled accommodation in reducing re-offending
- A range of models and practice to support developments
- Revised guidance on 'Supporting People'
- Informal guidance and legal opinion regarding Information Sharing

The framework is intended for all stakeholders involved in the offender housing world. **At a national, regional and local level it seeks to help support the development of partnerships and agreements which will improve housing outcomes for offenders, contribute to the reduction in re-offending and enhance public protection**². The delivery of the accommodation agenda is supported by the development of Reducing Re-offending Alliances through the engagement of local authorities³ and local organisations in the private, voluntary and faith sectors.⁴

England and Wales

The housing and housing support framework relates to England and Wales. In Wales the responsibility for housing lies with the Welsh Assembly Government and in England with Communities and Local Government. Housing, homelessness and Supporting People legislation varies between England and Wales and, as such, the framework will need to be considered within the appropriate legal structure.

¹ Housing Corporation 2007 – includes offenders and people at risk of offending.

² It is particularly important that offenders have settled and known addresses where their behaviour and whereabouts can be monitored by the Probation and Police services.

³ The Ministry of Justice remains committed to ensuring that no unfunded burdens fall on local authorities (including Police Authorities). We will keep the financial implications of these proposals under review and discuss them with local government.

⁴ For Details on Alliances see Reference section

CONTENTS

| | |
|--|----|
| Introduction | 2 |
| Commissioning in the national offender management service | |
| • Commissioning and Partnership – Offender Housing & Housing Support | 4 |
| • Annex One -Accommodation Commissioning Specification for Probation trusts | 9 |
| • Annex Two - An illustration of the typical bodies involved in commissioning accommodation services | 13 |
| Working in Partnership - National, Regional and Local | 14 |
| The importance of settled and suitable housing in reducing re-offending | 15 |
| Targets and Objectives | 17 |
| • Joint Local targets | |
| • NOMS Housing targets 2007/08 & 2008/09 | |
| • Local Area Agreements / Socially Excluded Adults PSA | |
| • RR National Accommodation Pathway work plan 07/08 | |
| • Housing objectives in response to the Corston Report | |
| Public Protection | 20 |
| Diversity and Equality | 22 |
| • Women | |
| • Asian and Black Minority Ethnic groups | |
| • Offenders with Disabilities | |
| • Older offenders | |
| • Young Offenders | |
| • Lesbian, Gay, Bisexual and Transgender offenders | |
| Housing related support – Supporting People | 29 |
| NOMS supported projects | 38 |
| • Bail Accommodation and Support Service (BASS) | |
| • Housing Drug Advisers project | |
| • South West Accommodation Gateway (SWAG) | |
| Integrated Model for the Management of Offender Housing and Support | 41 |
| Information sharing in applications for housing | 46 |
| • Resource briefing | |
| • Template for information exchange protocol between NOMS providers / partners and housing / housing support providers | |
| • Opinion of NOMS legal advisers. | |
| Glossary of terms | 52 |

COMMISSIONING IN THE NATIONAL OFFENDER MANAGEMENT SERVICE (NOMS)

Commissioning and Partnership – Offender Housing & Housing Support

Helping offenders, both in prison and the community to access settled or supported housing is a complex process, not least because NOMS does not own or control housing other than the Approved Premises estate and the Bail Accommodation and Support Service (BASS)⁵. These are short term provisions and require residents to move on to more permanent community based housing.

As such virtually all housing and housing support services have to be obtained through Partnerships, Commissioning, Joint commissioning and services provided within the community for the general public.⁶

Much of NOMS housing related services identify and support the housing needs of offenders⁷ such as Housing advice and advocacy or work to identify accommodation or help offenders to sustain their homes.

Commissioning Housing and Housing Support services

Services are commissioned at a national, regional and local level⁸:

National commissioning

1. Services which have a national focus with no significant regional dimension e.g. large scale Research & Development studies.
2. Highly specialised services which have a limited number of service recipients and as such scale would dictate national perspective.

Commissioning national services may be delegated to individual ROMs.

Langley House Trust (LHT)

Langley House's Freshstart projects specialise in providing supported and supervised accommodation for offenders who may have special needs, present high risk of harm and are hard to place locally or nationally. The trust is commissioned by the Public Protection Unit at a national level to provide

- Two enhanced supervision beds for Critical Public Protection Cases (CPPCs) with serious mental health problems (Probation Circular 6/2007) and
- 100+ beds for MAPPA cases, and an unspecified number of beds for non-MAPPA cases (Probation Circular 7/2007)

Applications for the CPPC beds go to CPPC Team. Other referrals are made directly to LHT.

National / Regional joint commissioning

1. Work which whilst having a regional focus needs to have a national consistency or avoids genuine duplication of effort by undertaking part of commissioning / procurement at a national level in collaboration with ROMs. Contract management undertaken by ROMs e.g. Bail Accommodation and Support Service (BASS)

⁵ In Wales there are a number of supported housing contracts between Probation areas and housing providers, funded through the Probation Accommodation Grant scheme. In England this funding was incorporated into the Supporting People programme in 2002.

⁶ A summary of local housing provision is contained in **Annex One**.

⁷ Offenders in this context include those on remand in custody.

⁸ A diagrammatic representation of accommodation commissioning process is at **Annex Two**.

2. Small scale services where cost considerations would predicate national (single) commissioning. This may not necessarily be central commissioning but could be ROMs agreeing that one or more ROMs commission a service on behalf of other ROMs e.g. Training for Housing advice services.

Bail Accommodation and Support Service (BASS)

A moderate sized commission (£17m per annum) to provide accommodation placements and/or support to enable those on remand or eligible for Home Detention Curfew to return to live in the community.

The specification needed to be common across regions for the benefit of prisons and courts.

As such the specification was developed nationally between central and ROMs staff, consulting with a range of stakeholders. Procurement was managed centrally with the decision on contract award being made between central and ROM staff. Contract management was by ROMs.

[Difficulties have been experienced in the early days of the project which have been met by a task force chaired by a ROM.]

Regional commissioning (ROM)

1. Commissioning services with a regional focus.

South West Accommodation Gateway (SWAG)

A substantial regional project which has developed three multi-agency one-stop shops (Gateways) to provide information, advice and support to enable offenders (both in prison and the community) to access accommodation & associated support. This relies on the forming of strategic relationships with housing providers & housing support providers, to influence access to accommodation.

Funding was provided to the ROM who employed a Project Manager to develop the specification supported by a regional steering group. Three separate organisations were commissioned to provide the service and evaluation of the project has been arranged regionally with support from central RDS.

Local commissioning (Lead Provider – Prisons / Probation)

1. Commissioning of local interventions and services either whole services e.g. Housing Advice. An Accommodation Commissioning Specification for Probation Trusts has been agreed by NOMS and is attached as **Annex One** to this section.

Housing Advice services in prisons

130 of the 138 prisons have some form of housing advice, mostly commissioned from the voluntary sector or joint teams from the prison service and voluntary sector.

In some cases services have been funded from external trusts e.g. De Paul trust at YO1 Deerbolt is funded by Northern Rock foundation, in others mainstream funding is used.

In some regions contracts have been made with a single provider e.g. Yorkshire and the Humber and Shelter. An area of practice to watch will be the London prison area which has drawn all its funding for housing advice and support, drawn up a common specification and is seeking to appoint a single provider to deliver services.

1. Two or more organisations align their commissioning strategies for shared or mutually beneficial outcomes, including meeting statutory obligations where appropriate e.g. Supporting People Commissioning Bodies
2. Two or more organisations pool resources and commission services for shared or mutually beneficial outcomes.

Supporting People commissioning bodies

Supporting People (SP) provides housing related support to help vulnerable people remain living independently. This includes offenders. Services are commissioned at a local authority level by a joint commissioning body comprising the local authority, health and Probation. Probation represent the broader offender needs including prisoners and young offenders.

Following the publication of the new SP strategy the commissioning body is likely to be more closely connected to Local Strategic Partnerships and priorities determined in line with Local Area Agreement objectives.

All lead providers (Probation trusts) will have a contract requirement with the ROM which ensures engagement with the LSP and LAA processes.

An illustration of the typical bodies involved in commissioning accommodation services is attached as **Annex 2** to [this section](#).

Quality standards

Whilst informal guidance, the standards below may help inform commissioning accommodation services in prisons and Probation Areas.

1. More offenders maintain their homes whilst on community based orders, on going into prison and moving into settled housing on discharge from custody.
 - An assessment of offenders housing needs should be undertaken on first contact and at any time of significant change.
 - Appropriate action should be taken to meet identified needs particularly in relation to maintaining existing accommodation.
 - Access to housing advice and support services should be available to offenders both in custody and the community.
 - All housing support staff should be adequately trained and supported in the work they are required to undertake.
 - Peer adviser schemes should be used wherever possible making best use of appropriately selected, trained and supervised prisoners.
 - Applications to housing providers should be made as early as possible.
 - Regions should seek to develop common housing assessment and referral forms and systems.
 - Services available to the general population should be engaged in working with offenders e.g. local housing authority advice, Citizen's Advice Bureau.
2. Housing related support continues to be available to offenders and those at risk of offending, through the active engagement of Probation commissioners in the Supporting People programme.
 - Each Probation area ensures that there is effective representation on all SP commissioning bodies⁹.

⁹ This would normally require staff of Assistant Chief Probation Officer or above who would represent the needs of all offender groups including prisoners and young offenders.

- All offender managers and other appropriate staff should be aware of the provisions of local SP funded services and how to access them.
 - Offender managers and other supervisory staff should seek to use SP provision to provide broader care and support packages e.g. drug misusers, people with mental health difficulties.
3. Public Service Agreements and Local Area Agreements help offenders in gaining access to mainstream and supported housing.
- Regions and lead providers should be fully engaged with the existing and developing LSP and LAA structures and ensure that the needs of offenders and the reducing re-offending agenda are included.
 - NOMS SP commissioners should understand the developing local delivery environment and work to ensuring offenders housing support needs are reflected as appropriate in LAAs.
4. The specific needs of women offenders are built into the commissioning and delivery of housing services.
- The Equality Act 2006¹⁰ places a general duty all public authorities to promote equality of opportunity between men and women. In commissioning services, those concerned will need to ensure that bodies tendering for contracts are compliant with the requirements of the new law and that women are represented at all levels of service provision, particularly where user confidence is in issue
 - Commissioner need to consider what is required in the area/region to provide safe, women-only accommodation / support services, with a view particularly to the needs of women who have suffered abuse
 - Those providing services for women offenders need to be aware of the resources available in the community to support women who have been victims of sexual and domestic abuse.
 - Services for women should address the issues of reuniting children with mothers
 - Organisations providing accommodation for women offenders should carry out equality impact assessments to assess for negative impact for gender.
 - Consideration should also be given to equality of outcome of services for women who have a diverse background, i.e. ethnicity, sexual orientation.
5. Regions and areas continue to build partnerships and co-commissioning ventures to more effectively meet the housing and housing support needs of offenders.
- Partnership arrangements and links should be developed between lead providers and their partners and housing and housing support agencies, to improve access to facilities which focus on offenders' particular needs and support delivery of community interventions.
 - Protocols should be developed between providers and housing providers to improve access into mainstream and supported housing through normal and enhanced procedures.
 - Criminal justice services staff should engage in appropriate formal partnership arrangements with local authorities, affordable housing and voluntary housing sector, particularly in relation to the development of LAAs.
 - Criminal Justice and Housing staff should understand each others roles and responsibilities

¹⁰ http://www.opsi.gov.uk/ACTS/acts2006/ukpga_20060003_en.pdf

Partnership

Partnership should underpin all commissioning activity and can be viewed as:
'Organisations with shared interests working together to achieve mutual outcomes.'

Partnership is not an end in itself but a vehicle to achieve an outcome. This outcome may be a specific piece of activity such as commissioning a service or ensuring that one organisation maintains a general awareness of the other's purpose and needs e.g. partnership working between local probation areas and housing authorities to ease communication and be invited to take part in consultations.

Partnerships may be at a strategic level e.g. Crime and Disorder Reduction Partnership or at a service delivery level e.g. Yorkshire and Humberside Bail Accommodation Project which brings together probation, courts and voluntary sector agencies to provide a service.

Annex One

Probation Trust Service Specification - Accommodation Services

1. Introduction
2. Overall Objectives
3. Additional Requirements
4. Requirements & Measurement
 - 4.1. General Requirements
 - 4.2. Identification
 - 4.3. Multi Agency Approach
 - 4.4. Offender Management
 - 4.5. Health and Safety
5. Additional Information & Resources

1. Introduction

The purpose of this document is to present Probation Trusts with a clear, accurate and full description of the authority's needs in this area of service delivery. It is designed to enable the provider(s) to propose a solution to meet those needs, within a framework of minimum standards and requirements set by the Authority (NOMS commissioner).

The requirements in this specification will become part of the Contract for Offender Management with Probation Trusts.

Getting offenders into settled and suitable housing can be the foundation of every other part of rehabilitation, resettlement, and risk management. It is important not only because, for many offenders, it can give roots to a previously unstructured life, but also because it is a springboard for other important life events. The critical step of getting and keeping a job, registering with a doctor, getting into drug treatment are all made much easier if an offender has an address, and one which they can keep

Housing prior to custody

- Research in 2005 found that 14% of men, 20% of women and 10% of young offenders were not in permanent housing before custody
- 51% of short term prisoners (under 12 months) had housing problems prior to custody.
- About one in 20 prisoners were sleeping rough before they were sent to prison.

Housing on release from custody

- One third of prisoners lose their housing whilst in custody
- Women prisoners are more likely not to have housing arranged for their release. 62% women had housing arranged compared to 90% young male offenders and 69% of adult males.
- The Revolving Doors agency found that 49% of prisoners with mental health problems had no fixed address on leaving prison.¹
- During 2006/07 over 74,000 offenders discharged gave a move on address compared to a target of 70,000.
- 130 of 138 prisons have access to housing advice services.

Prolific and other Priority Offenders

75% of those offenders most likely to re-offend were found to have a housing need compared to 30% for the general offender population.

Early findings regarding Prolific and Other Priority Offenders (PPO) reported that PPOs showed higher accommodation needs (52% of PPOs compared to 34% of the

general offender group). The full national evaluation of the PPO programme explored this issue in greater depth, analysing PPO offender assessments held on the OASys system in comparison with a sample of offenders who were not in the programme.

The evidence suggested that the accommodation needs of PPOs were judged by OASys assessors to be more strongly linked to their offending behaviour than was the case for other offenders. The data from these OASys assessments indicated that PPOs were:

- less likely than other offenders to be in suitable accommodation;
- less likely to be in permanent accommodation; and
- less likely to be in accommodation that is in a suitable location.

2. Overall Objectives

Accommodation services comprise:

Services which assess the housing status and need of an offender or a person on remand in custody.

- Advice and support provided in the community and prisons which help an offender or remandee to preserve their existing accommodation or seek new accommodation.
- Services which support an offender in maintaining the accommodation they are living in.

The provider of Accommodation services will be required to meet the following overall objectives

- Assist with identification of offenders housing needs
- Support offenders in gaining and maintaining accommodation whilst on community supervision. Where providing accommodation advice and support services in prisons to provide such services on reception into custody and on discharge.
- Build partnerships and joint commissioning ventures to meet the housing and housing support needs of offenders
- Represent NOMS as commissioner on the Supporting People programme.
- Promote offender housing and housing support services through LAAs (in England)

3. Additional Requirements

The following additional requirements to business scope are required by this Service Specification for Accommodation services

As part of the authority's objectives to reduce the prison population providers are expected to support and comply with the Bail Accommodation and Support Service (BASS) through the referral of appropriate offenders who have been remanded in custody or discharged on Home Detention Curfew.

Providers are also expected to support any developments of BASS into referrals from the courts on first appearance. The provider would not be expected to incur additional burdens through such developments.

4. Requirements & Measurement

The following section details the business and technical requirements of the Service Specification. It is split into a number of defining sections and illustrates the measurement and reporting necessary to evaluate success.

4.1. General Requirements

| General Requirement | Measurement |
|--|---|
| <p>The provider shall provide access to information and support which enables offenders to gain and maintain settled and suitable accommodation.</p> | <p>65% of offenders at the end of their order / licence have an OASys assessment which shows them living in settled and suitable accommodation.</p> |
| <p>The provider shall represent the needs of offender groups at Supporting People Commissioning Bodies</p> | <p>Audit of frequency of attendance at meetings.</p> |
| <p><u>Where trust is providing housing advice and support services in prisons:</u></p> | |
| <p>The provider shall identify and act upon the assessed housing needs of offenders received into local prisons.</p> | <p>90% of offenders and those on remand in local prisons shall have an assessment of housing need within four days of reception.</p> |
| <p>The provider shall offer such services which prepare and support offenders and those on remand to gain settled accommodation on discharge.</p> | <p>A minimum of 80% of offenders discharged from custody shall move to settled accommodation.</p> |

4.2. Identification Requirement

| Identification Requirement | Measurement |
|---|---|
| <p>The provider shall deliver a consistent and accountable approach to assessment of housing need through the completion of OASys or, if providing services within prisons, through the agreed Initial Housing Assessment Tool.</p> | <p>Use of clearly recorded, accountable and visible recording processes for identification. The provider must also record and use other agency input.</p> <p>Compliance with Probation settled and suitable housing metric.</p> <p>Compliance with Initial Housing Needs Assessment target (if providing services in prisons)</p> |
| <p>The provider shall be actively engaged in the review of housing and housing support need through multi agency forums including Supporting People Commissioning Bodies (Planning Groups in Wales), CDRPs, DATs and YOTs.</p> | |

4.3. Multi Agency Approach

| Multi Agency Approach Requirement | Measurement |
|---|--|
| <p>The provider(s) will demonstrate appropriate engagement at strategic, operational management and practitioner levels with the following:</p> <ul style="list-style-type: none"> • Local Housing Authorities • Supporting People programmes • Voluntary sector housing and housing support providers • Private sector housing providers <p>In addition the provider(s) will show engagement with other agencies that encourage a reduction in re-offending through access to accommodation and maintaining accommodation.</p> | <p>Evidence of information sharing protocols and response and initiation (where appropriate) of strategic, operational and practitioner level involvement.</p> |

4.4. Offender Management Requirements (note: these are additional to the overall OM requirements: see separate spec)

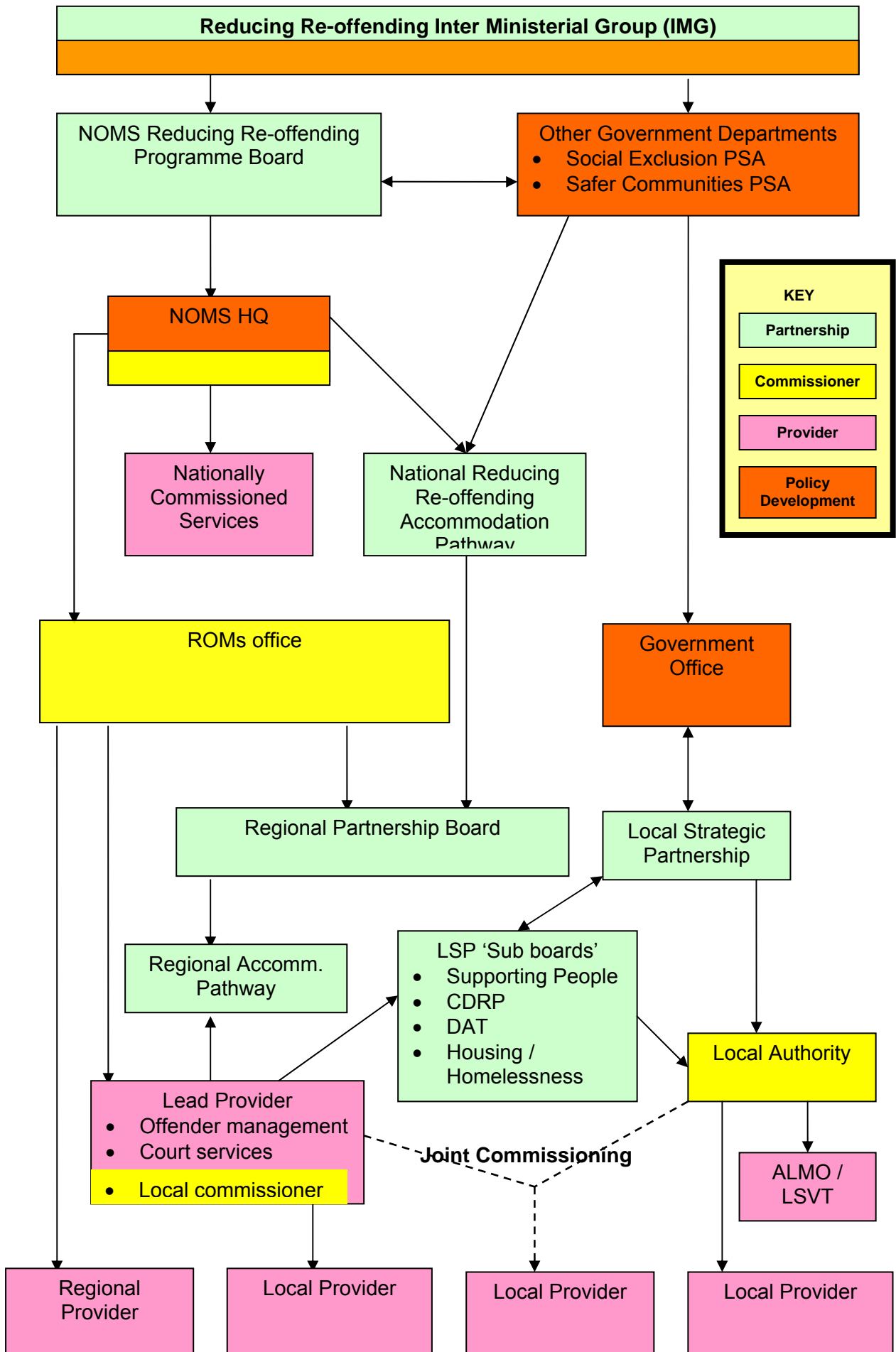
| Offender Management Requirement | Measurement |
|--|---|
| <p>Case Allocation Option 1 The provider will ensure prompt allocation of offenders with to Probation Officer grades with an appropriate level of experience to manage the case</p> | <p>X% of PPO cases allocated within one working day</p> |

4.5. Health & Safety Requirements

| Health & Safety Requirement | Measurement |
|--|---|
| <p>The provider shall meet all national NPS Health and Safety Standards</p> <p>The provider shall ensure that all providers of contracted housing and housing support services hold appropriate approvals, health and safety policies and insurance cover.</p> | <ul style="list-style-type: none"> • Incident Reporting and Audit findings • Commissioning specification • Incident Reporting and Audit findings |

5. Additional Information & Resources

NOMS National Standards 2007
 Reducing Re-offending Housing and Housing Support Framework 2007
 Supporting People Guidance for NOMS staff



WORKING IN PARTNERSHIP – NATIONAL, REGIONAL AND LOCAL.

NOMS provider agencies¹¹ offer housing, assessment, advice and guidance services. However, other than Approved Premises¹² which accommodate high risk of harm offenders and the recently implemented Bail Accommodation and Support Service (BASS)¹³, NOMS has no direct control over the provision of housing. To secure appropriate housing for offenders, NOMS must work in close partnership and develop alliances across government, within the regions and at a local level.

The partnership approach is demonstrated at national level through the Reducing Re-offending Inter-Ministerial Group and Programme Board. In the regions each ROM has published a regional Reducing Re-offending plan, established a Partnership Board and has created Accommodation Pathway groups / boards. The Director of Offender Management Services in Wales and the Welsh Assembly Government have published a joint reducing re-offending plan for Wales.¹⁴

At a local level the emerging Probation Trusts will play a key role in representing NOMS at a local level in relation to partnerships such as Local Area Agreements and Supporting People commissioning bodies.

Reducing Re-offending Inter – Ministerial Group

The Reducing Re-offending agenda is taken forward by the Reducing Re-offending Programme Board reporting to the Reducing Re-offending Inter-Ministerial Group which seeks to promote cross government policy and overcome difficulties across departments. Beneath these high level boards is a cross Government Reducing Re-offending National Accommodation Pathway group, which is chaired jointly by CLG and NOMS. This is responsible for taking forward the pathway and aims to reduce re-offending and prevent homelessness.

The Pathway Group comprises representatives from the Ministry of Justice, Communities and Local Government, Home Office, the Youth Justice Board, National Treatment Agency, Department of Health and Department for Work and Pensions.

Partnerships Unit

The offender housing and housing support agenda is developed by NOMS Partnerships Unit together with other Government departments. The unit is part of the headquarters of the National Offender Management Service (NOMS). It has wide ranging policy responsibilities contributing to the Ministry of Justice's aim of protecting the public and reducing re-offending.

Reducing Re-offending housing priorities

There is much to do and regions and areas will have their own priorities for delivery. However the top five priorities for offender housing are to ensure that:

1. More offenders maintain their homes whilst on community based orders, on going into prison and moving into settled housing on discharge from custody.
2. Housing related support continues to be available to offenders and those at risk of offending, through the active engagement of Probation staff in the Supporting People programme.

¹¹ See Reference section

¹² See Reference section

¹³ See Section 10

¹⁴<http://noms.homeoffice.gov.uk/news-publications-events/publications/strategy/wales-reducing-re-offending-strat/wales-rr-strategy-eng?view=Binary>

3. Public Service Agreements and Local Area Agreements help offenders in gaining access to mainstream and supported housing.
4. The specific needs of women are built into the commissioning and delivery of housing services.
5. Regions and areas continue to build partnerships and co-commissioning ventures to more effectively meet the housing and housing support needs of offenders.

THE IMPORTANCE OF SETTLED AND SUITABLE HOUSING IN REDUCING RE-OFFENDING

Getting offenders into settled and suitable housing can be the foundation of every other part of rehabilitation, resettlement, and risk management. It is important not only because, for many offenders, it can give roots to a previously unstructured life, but also because it is a springboard for other important life events. The critical step of getting and keeping a job, registering with a doctor, getting into drug treatment are all made much easier if an offender has an address, and one which they can keep

Housing prior to custody

- A study in 2005 found that 14% of men, 20% of women and 10% of young offenders were not in permanent housing before custody¹⁵
- 51% of short term prisoners (under 12 months) had housing problems prior to custody.¹⁶
- About one in 20 prisoners was sleeping rough before they were sent to prison.¹⁷

Housing on release from custody

- One third of prisoners lose their housing whilst in custody¹⁸
- Women prisoners are more likely not to have housing arranged for their release. 62% women had housing arranged compared to 90% young male offenders and 69% of adult males.¹⁹
- The Revolving Doors agency found that 49% of prisoners with mental health problems had no fixed address on leaving prison.²⁰
- During 2006/07 over 74,000 offenders discharged gave a move on address compared to a target of 70,000.²¹
- 130 of 138 prisons have access to housing advice services.

Homelessness Statistics for England

CLG²² collects data through quarterly returns on local housing authorities' activities under the homelessness legislation in England. This includes information on priority need and reasons for loss of last settled home for those households who are accepted as homeless and owed the main duty. During 2006/07 410 households accepted as being homeless and in priority need due to being vulnerable due to time spent in prison. In the same period 710 households who were accepted as being homeless had lost their home due to imprisonment. This represented 0.6% of total priority need acceptances (73,360) for 2006 / 07.

¹⁵ Niven S & Stewart D (2005) *Resettlement outcomes on release from prison* Findings 248 London Home Office

¹⁶ Home Office (2003) *The resettlement of short term prisoners: an evaluation of seven pathfinder programmes* Findings 200 London, Home Office

¹⁷ Niven S & Stewart D (2005) *Resettlement outcomes on release from prison* Findings 248 London Home Office

¹⁸ SEU (2002) *Reducing Re-offending by Ex prisoners*, Social Exclusion Unit, July 2002

¹⁹ Hansard House of Lords 28th October 2004.

²⁰ Revolving Doors Agency (2002) *Where do they go: Housing Mental Health and leaving prison*. Revolving Doors.

²¹ Report on Prison Service KPI 2005/06

²² Communities and Local Government department

Links between housing and offending Offender Assessment System²³ data.

OASys is able to provide data on the housing status of offenders on community penalties and those released from custody on licence.

| | 04 /05 | 05 / 06 | 06 / 07 |
|--|--------|---------|---------|
| All OASys assessments: | 119970 | 115496 | 202,888 |
| • Permanent Independent Accommodation | 75% | 77% | 77% |
| • Bail ./ Probation hostel | 2% | 2% | 2% |
| • Supported Housing | 3% | 4% | 4% |
| • TOTAL | 80% | 83% | 83% |
| High Risk of Serious Harm: | | | |
| • Permanent Independent Accommodation | 44% | 55% | 55% |
| • Bail ./ Probation hostel | 14% | 18% | 16% |
| • Supported Housing | 3% | 5% | 4% |
| • TOTAL | 61% | 78% | 74% |
| Start of licence i.e. prison discharge / licence to probation: | 11406 | 15242 | 21,996 |
| • Permanent Independent Accommodation | 65% | 63% | 64% |
| • Bail ./ Probation hostel | 7% | 8% | 9% |
| • Supported Housing | 5% | 5% | 4% |
| • TOTAL | 77% | 76% | 77% |

Getting prisoners into settled housing can act as gateway to effective resettlement. Prisoners who have housing arranged on release are four times more likely to have employment, education or training than those who do not have housing in place.²⁴

Prolific and other Priority Offenders

75% of those offenders most likely to re-offend were found to have a housing need compared to 30% for the general offender population.²⁵

Early findings regarding Prolific and Other Priority Offenders (PPO) reported that PPOs showed higher accommodation needs (52% of PPOs compared to 34% of the general offender group). The full national evaluation of the PPO programme explored this issue in greater depth, analysing PPO offender assessments held on the OASys system in comparison with a sample of offenders who were not in the programme.

The evidence suggested that the accommodation needs of PPOs were judged by OASys assessors to be more strongly linked to their offending behaviour than was the case for other offenders. The data from these OASys assessments indicated that PPOs were:

- less likely than other offenders to be in suitable accommodation;
- less likely to be in permanent accommodation; and
- less likely to be in accommodation that is in a suitable location.

²³ OASys

²⁴ Niven S & Stewart D (2005) *Resettlement outcomes on release from prison* Findings 248 London Home Office

²⁵ Unpublished ODEAT data for 2004

Barriers to accessing housing

Offenders find it difficult to access and sustain housing for a variety of reasons. This reinforces social exclusion and increases the likelihood of further criminal behaviour. Three factors which have been identified as being instrumental in determining whether ex-prisoners succeed in keeping their homes²⁶ are the quality of family relationships, the availability of housing benefit and their financial status.

Other barriers include,

- A shortage of affordable housing for offenders and other low income groups nationally
- A scarcity of supported and temporary housing for people with lower end needs. There is pressure on the use of temporary housing which has increased with twice as many households living in temporary housing as ten years ago although the number of households in temporary accommodation decreased by 7% between June 2005 and June 2006
- Many offenders have a poor tenancy history and appear to be treated less favourably as a group by many housing providers²⁷, despite Housing Corporation regulation and changes brought about in the Homelessness Act 2002 which prohibit 'blanket' exclusions of particular groups.

"To compound all the... problems, the 'stigma' of having been in prison is a major factor casting a cloud over any effort they may make to improve their living conditions. There is much evidence of conscious or unconscious discrimination against ex-offenders by employers, private landlords, RSLs, local authorities, and of course members of local communities. In the case of sex offenders, such problems are magnified many times."

('Accommodation for Ex-prisoners in the South West region' Mike Maguire et al, University of Glamorgan, May 2007)

TARGETS AND OBJECTIVES

Joint Local Targets

In addition to the targets below there may be a range of offender linked housing and housing support targets developed at a local level by partnerships (and their equivalent in Wales) such as:

- Drug Action Teams
- Crime & Disorder Reduction Partnerships
- Youth Offender Partnerships
- Supporting People Commissioning Bodies / Planning Groups

Probation and Prison staff should seek to ensure that these targets reflect actual local priorities, are consistent with each other and support the overall NOMS targets.

NOMS providers should aim to influence the inclusion of targets which support NOMS objectives in the creation and review of local targets. This would include current activities such as the revision of Homelessness strategies.

NOMS Housing targets (2007 / 08)

1. 90% of sentenced prisoners and those on remand in local prisons have an initial housing assessment undertaken within four days of reception.
2. A regional determined percentage²⁸ of sentenced prisoners move into settled accommodation on release from custody.

²⁶ Jane Carlisle (1996) *The housing needs of ex-offenders* Joseph Rowntree Foundation, York

²⁷ 'Reducing Re-offending – Applying for a Home' CIU (2006) unpublished

²⁸ Regions have adopted a target of between 70 and 80%

3. 80% of offenders at the end of their order / licence have an OASys assessment which shows them living in settled and suitable accommodation.

Definition of the metrics and targets is in the Glossary of Terms under Targets.

Targets for 2008/09 will shortly be published these will be circulated as an amendment to the resource pack.

NOMS Housing targets (2008 / 09)

OM17

The percentage of offenders in settled and suitable accommodation at the end of their order or licence to be at least 70%

This is retained for 2008/09 and will enjoy greater focus as it is included in the Socially Excluded Adults PSA

CU12

At least 90% of sentenced prisoners and those in remand in local prisons who have an assessment of their housing requirements undertaken within 4 days of reception.

CU13

At least 80% of offenders move to settled accommodation on release

Regional minimum standards will be agreed for all three.

Local Area Agreements (LAAs) (England only)

LAAs set out the priorities for a local area agreed between central government and a local area (the local authority and Local Strategic Partnership) and other key partners at the local level.

NOMS has produced a briefing paper: *Local Area Agreements – Embedding Reducing Re-offending*.¹¹ This outlines the place of RR in LAAs and the influence which can be exercised by ROMs and Chief Probation Officers. Prolific and Other Priority Offender (PPO) Programme Team has also produced guidance on setting targets and process outcomes in support of the PPO element of the mandatory indicator.

From April 2008 LAAs will be the only place where Central Government will agree targets with local authorities on outcomes to be delivered by local authorities alone or in partnership with others. Each LAA will include up to 35 targets from among the national indicator set of 198 indicators, complemented by 17 statutory targets on education and early years. The local authority and its partners also have the discretion to set additional targets for inclusion in the LAA. These carry no reporting requirements other than those established locally.

The New Performance Framework for Local Authorities and Local Authority Partnerships: Single set of national indicators published in October 2007 includes a range of indicators relevant to reducing re-offending, including:

- NI 18 – Adult re-offending rates for those under probation supervision
- NI 19 – rate of proven re-offending by young offenders
- NI 46 – Young offenders access to suitable accommodation
- NI 143 – Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence

A range of guidance and information about LAAs is available at <http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localareaagreements/>

New LAAs will therefore require a more mature relationship between central, regional and local government. NOMS plan to update their guidance on LAAs by the end of 2007 to reflect the changes in the LAA process outlined in the Local Government White Paper.

Socially Excluded Adults PSA

As part of the new cross government development of PSAs the Socially Excluded Adults PSA which all authorities will have to measure :

The proportion of offenders under probation supervision in settled and suitable accommodation at the end of their order or licence.

Authorities will be able to use this as one of their 35 improvement targets should they choose. Probation staff are encouraged to seek to negotiate this as an improvement target.

Reducing Re-offending National Accommodation Pathway work plan 07/08

The National Accommodation Pathway (NAP) has identified a work plan for 2007/08 which includes both Reducing Re-offending and other cross Government objectives. The lead department is included in brackets.

Reducing Re-offending (MoJ)

- Monitor outcomes of Reducing Re-offending SLA targets and take action to respond to any specific housing needs identified for individual offender groups.
- Produce standards and guidance for ROMs on providing housing advice and support within prisons, probation and voluntary sector partners.
- Support implementation of new Supporting People strategy through revision of NOMS guidance and dissemination
- Review National and Regional accommodation pathways in line with Corston report

Other Cross Government objectives

- Map systems, arrangements, services and good practice in relation to the accommodation of drug users and high-harm drug misusing offenders. (CLG / HO / MoJ)
- Collate and disseminate learning from the Comprehensive Rent Deposit Model and work with the private rented sector (HO)
- Produce updated data on extent and nature of Prolific and other Priority Offender (PPO) accommodation needs related to sentence outcomes. (HO)
- Collate survey data and research extent to which existing PPO schemes provide suitable accommodation to PPOs. (HO)
- Develop 1600 additional places in accommodation for those able to be released early from custody. (MoJ)

Objectives in Response to the Corston Report

Baroness Corston's Review of Women in the Criminal Justice System with Particular Vulnerabilities was published on 13 March 2007. The Government welcomed the Report and has undertaken to give serious and detailed consideration to the 43 wide-ranging recommendations for change. These recommendations will be carefully

explored with all the departments and agencies concerned and the Government will develop a detailed response and set out an agreed way forward.

The report made the following recommendations on accommodation:

Recommendation 16

The accommodation pathway is the most in need of speedy, fundamental, gender specific reform and should be reviewed urgently, taking account of the comments in the report. In particular, more supported accommodation should be provided for women on release to break the cycle of repeat offending and custody and the intentional homelessness criterion for ex-prisoners should be abolished.

The Government has accepted this recommendation. The accommodation pathway is currently being reviewed with a stronger focus on the needs of women. The framework²⁹ will be Equality Impact Assessed and republished by the end of 2007.

Actions

- The National Offender Management Service will identify the rights, specific needs and available options for women trying to find accommodation and publish guidance for Regional Offender Managers and providers by the end of 2007.
- The NOMS regional accommodation pathways are currently being asked to review their objectives in the light of recommendations of the Corston Report. This will be carried out by November 2007.
- The new accommodation targets for prisons and probation will be analysed by gender which will provide a stronger base to consider the position of women and the impact of approaches.
- The Bail Accommodation and Support Service is a new national project to enable those on remand in custody and those eligible for Home Detention Curfew to be discharged from custody to supported accommodation in the community. The contract specification has specific provision for women and women with children.
- The Department for Communities and Local Government will explore the issues the Corston Report raises relating to local authorities' decision making under the homelessness legislation, including on intentionality. They will then undertake an assessment of local authorities' decision making regarding offenders in England in order to consider what steps can be taken to improve how decisions are made.
- The South West Regional Management team have received funding to develop a specification and commissioning model for women offenders.

PUBLIC PROTECTION

The government is clear in its commitment that the first duty of the criminal justice system is to keep the public safe. This is achieved through –

- Assessing all offenders coming before the courts in relation to the risks they may pose, through the use of the Offender Assessment System (OASys)
- Ensuring that those offenders who pose a high / very high risk of serious harm to the public are appropriately sentenced to prison or within the community and robustly managed through Multi-Agency Public Protection Arrangements (See below) throughout their licence or order.³⁰
- Supervision of offenders within the community by the Probation service and
- Close monitoring of offenders who present a risk to others.

²⁹ The framework is now incorporated into the current Resource Pack

³⁰ Offenders do not necessarily remain high risk of harm and actively managed through MAPPA throughout their supervision, many are reassessed and progress to ordinary agency supervision.

Multi-Agency Public Protection Arrangements and housing

Multi-Agency Public Protection Arrangements (MAPPA) are joint working arrangements between the Police, Probation and Prison (the 'Responsible Authority') who are responsible for

- i. Establishing arrangements for sharing information and jointly assessing and managing the risks posed by sexual and violent offenders.
- ii. Reviewing and monitoring the arrangements and as part of reviewing and monitoring arrangements,
- iii. Preparing and publishing an annual report on their operation.

The arrangements are on a statutory footing under sections 325-327 of the Criminal Justice Act 2003.

A range of other agencies have been placed under a duty to co-operate with the 'Responsible Authority'. These include Local Housing Authorities and Registered Social Landlords who accommodate MAPPA offenders.

MAPPA guidance classifies offenders as being managed at one of three levels:

- Level 1 – Ordinary agency management.
- Level 2 – The active involvement of more than one agency is required to address the risk. Most offenders assessed as presenting a high risk of serious harm can be managed at this level when exceptional resources and the oversight of senior staff are not required. Level 2 risk meetings are known by a number of names but are essentially the same and usually operate at a local level on a regular basis.
- Level 3 – This level of activity is known in all areas as the Multi-Agency Public Protection Panel (MAPPP). The 'critical few' cases referred to the MAPPP are those offenders who pose the highest risks of causing serious harm or whose management is so problematic/complex that multi-agency co-operation at a senior level is required where there is the authority to release exceptional resources.

The Local Housing Authority and other housing providers play an important role in MAPPA in such areas as:

- Advising the panel / group on the offenders previous housing and other behaviour
- Providing specialist local knowledge regarding the risks posed in particular neighbourhoods known victims, the offender and the community
- Actually providing suitable housing to help protect the public
- Engage in the day to day management and information sharing regarding a high risk offender.
- Provide advice and assistance to the offender to seek housing in the affordable housing or private sector.

Activity may also take place to protect the victims of crime who may be at risk of harm by the offender living close by.

These local arrangements may be supported by such activities as:

- Developing local protocols and arrangements to facilitate joint working
- Developing joint information sharing and referral arrangements
- Creating contacts and networks between professionals for advice and support
- Joint training on the role of housing in risk management and public protection
- Developing a joint commitment to collaborative management of cases.

DIVERSITY AND EQUALITY

The particular needs of women and minority offender groups need to be addressed from an informed perspective rather than a 'one size fits all'. For example:

i. Women

Whilst for men the first priority is getting employment, for women accommodation normally ranks higher.³¹

The majority of women sentenced to custody are subject to short sentences – 64% were sentenced to custody for six months or less.³²

- Approximately two-thirds of women in prison have dependent children under the age of 18 years³³
- At least a third of mothers are lone parents before imprisonment.³⁴
- Over half of women in prison have experienced domestic violence or other abuse³⁵
- Two thirds of women received help for a mental/emotional problem in the year prior to custody³⁶ and a significant proportion of women in prison self-harm.³⁷
- Two-thirds of women in prison have drug problems

Nationally, there are 15 women's prisons and women are often in custody a long way from home – in 2004 an average of 62 miles,³⁸ reducing the likelihood of advisers having local knowledge or contacts.

There are a limited number of places (84) for mothers and children under 18 months in prison.³⁹ The vast majority of children are cared for by:⁴⁰

- | | | | |
|---------------|-----|--------------------------|-----|
| ▪ Father | 25% | ▪ Other family & friends | 29% |
| ▪ Grandparent | 25% | ▪ Care or Adopted | 12% |

This can reduce the urgency for agencies to find women prisoners housing⁴¹. There is a statutory duty on local authorities to promote the upbringing of children by their parents wherever it is in the child's interests⁴². Therefore, work on preventing housing loss prior to and during custody, and support in finding housing prior to discharge, are crucial elements in sustaining families and has a wider social impact in the case of women.

Yet 38% of women prisoners released in 2003 had no suitable accommodation to go to on release⁴³. Only about two thirds of women seeking accommodation reported that they were able to get information and support; and only half of those considered the help provided to be adequate, indicating that they felt that more could be done to help with housing needs⁴⁴.

³¹ HMPS 2006 Strategy and Resource Guide for the Resettlement of Women Prisoners, HM Prison Service.

³² Home Office (2005) Offender management Caseload statistics 2004, London 2004

³³ Home Office Research Study 208 Women prisoners: a survey of their work and training experiences in custody and on release 2001

³⁴ Social Exclusion Unit (2002) Reducing Re-offending by ex prisoners London Social Exclusion Unit

³⁵ *ibid*

³⁶ Singleton et al (1998) Psychiatric morbidity among prisoners in England and Wales, London. Office for National statistics

³⁷ Prison Service (June 2004) Safer Custody News London, Prison Service

³⁸ Hansard, House of Commons written answers 10th January 2005

³⁹ Hansard, House of Commons written answers 13th July 2005

⁴⁰ HM Prisons Inspectorate (1997) Women in prison: a thematic review by HM Chief Inspector of Prisons, Home Office

⁴¹ Jane Carlisle (1996) *The housing needs of ex-offenders* Joseph Rowntree Foundation, York

⁴² Section 17(1) Children Act 1989

⁴³ HO Research Findings 248

⁴⁴ NACRO study for Prison Service Women's Policy Group, 1999-2000

In addition to women prisoners discharged into the community, offenders sentenced to community penalties face similar difficulties and more such as:

- Often living in abusive relationships with few opportunities to gain housing in their own right to escape domestic violence other than through refuges. However, most refuges in the UK do not accept women with a history of offending⁴⁵. When women with children are accepted these are not necessarily suitable places for children to be brought up.
- Are less likely to be living with parents and other relatives (other than partners) than male offenders – Female 24%, Male 44%⁴⁶
- Are twice as likely to be living with their children as men.⁴⁷
- Are marginally less likely to live alone – Female 16%, Male 19%.

Good practice for NOMS commissioners and providers in meeting the housing needs of women offenders

1. A full and accurate housing needs and risk assessment should be undertaken at an early stage for women offenders who do not have sustainable accommodation. The assessment must cover the support needs of the offender.
2. Those commissioning criminal justice services need to consider what is required in the area/region to provide safe, women-only accommodation, with a view particularly to the needs of women who have suffered abuse
3. Commission/promote the establishment of women-only hostels such as Adelaide House, a women-only hostel in Liverpool, offering appropriate interventions within a supportive but controlled regime for medium to high-risk women. These women might otherwise be remanded in custody, with the prospect of a prison sentence
4. Those providing services for women offenders need to be aware of the resources available in the community to support women who have been victims of sexual and domestic abuse. They should also be alert to other available services such as health care provision and drug rehabilitation.
5. The Equality Act 2006⁴⁸ places a general duty all public authorities to promote equality of opportunity between men and women. In commissioning services, those concerned will need to ensure that bodies tendering for contracts are compliant with the requirements of the new law and that women are represented at all levels of service provision, particularly where user confidence is in issue
6. Organisations providing accommodation for women offenders should carry out equality impact assessments to assess for any negative impact for gender.
7. Partnership arrangements and links should be developed between probation and other agencies, to improve access to facilities which focus on women's particular needs and support delivery of community interventions.
8. Consideration should also be given to equality of outcome of services for women offenders who have a diverse background, i.e. ethnicity, sexual orientation.

ii. Asian and Black Minority Ethnic groups⁴⁹

Finding suitable housing for BME offenders can be an even greater challenge than the general offender population. These groups are represented disproportionately in the prison population (about 24% male and 31% female prisoners are BME) and they return to an environment in which about 70% of all minority ethnic people live in the 88 most deprived local authority districts, compared with 40% of the general population⁵⁰

⁴⁵ Submission from Women in Prison in response to consultation July 2007

⁴⁶ OASys 2005/06

⁴⁷ *ibid*

⁴⁸ http://www.opsi.gov.uk/ACTS/acts2006/ukpga_20060003_en.pdf

⁴⁹ Data from *Causes of Homelessness in Ethnic Minority Communities* ODPM, 2005

⁵⁰ Figures from Commission for Racial Equality

There is little available research on the effectiveness of resettlement programmes in meeting the needs of the BME offenders;⁵¹ however what can be highlighted is,

- BME offenders, both males and females, consider that the need for somewhere to live when released from prison is the most important resettlement requirement;⁵²
- Black offenders are more likely to be living in short term accommodation whereas Asian offenders are usually in more permanent accommodation (32% of black prisoners and 29% of white prisoners had no address to go to, compared with 15% of Asian prisoners).⁵³
- BME ex-offenders may also fail to get their needs identified by statutory and community service providers;⁵⁴
- Discrimination is often an additional barrier to BME ex-offenders accessing support.⁵⁵ People from minority ethnic backgrounds expect to be discriminated against by agencies,⁵⁶ and the families of minority ethnic prisoners may prefer to approach voluntary sector services rather than statutory organisations, especially where they are culturally sensitive services.
- BME women offenders face double the discrimination, as well as the problems associated with the stigma attached to offending by women within certain communities.
- There are also the obvious barriers around the availability of information and language for those BME offenders whose first language is not English.
- Religion and belief are increasingly important factors to take into account.

Good practice for NOMS commissioners and providers in meeting the housing needs of Asian and BME offenders

For BME ex-offenders, housing is a key need that should be addressed more effectively and urgently by criminal justice and housing organisations.⁵⁷ Regions can help to address these issues by making race equality a clear priority within strategic partnerships and pathway plans to promote,

- an environment that offers safety and freedom from harassment
- a location that gives ready access to community links, to the extended family and which gives ready access to support networks
- a location that meets requirements of religious observance and cultural activities
- access to appropriate health care: people from ethnic minority groups are more likely to suffer ill-health and mental illness is relatively high amongst some groups, compared to the white population
- Lower levels of literacy, leading to lack of understanding of tenancy agreements, lack of confidence in paying bills, failed tenancies.⁵⁸

iii. Offenders with Disabilities

It is estimated that there are about 11 million disabled adults in the UK– one in five of the total adult population. They are a highly diverse group. Many would not define themselves as disabled and the majority experience low level impairments which are often not obvious to others. The more obviously disabled, such as wheelchair users and those with sight and hearing impairments, are in the minority. (The population of disabled people is distinct from and much larger than the three million people in receipt

⁵¹ Prisoner Resettlement and Housing Provision: A Good Practice Ideas Guide Dr Paul Allender et al Coventry University 2006

⁵² *Everyone's Business: Investigating the resettlement needs of black and minority ethnic ex-offenders in the West Midlands*, Prof. Douglas Sharp et al, GOWM, 2006

⁵³ 2003 Resettlement Survey data

⁵⁴ Ibid

⁵⁵ Ibid

⁵⁶ Section 95 Statistics 2004/05 on race and the Criminal Justice System

⁵⁷ Ibid

⁵⁸ Norfolk CC SP strategy 2005-2010

of disability related benefits.)⁵⁹ Disability encompasses those suffering from long-term conditions such as heart and bowel disorders, HIV/AIDS, epilepsy and mental disorders⁶⁰. The Disability Discrimination Act (DDA) defines a disabled person as someone who has a physical or mental impairment that has a substantial and long-term adverse effect on his or her ability to carry out normal day-to-day activities⁶¹.

Government research⁶² has shown that disabled people are:

- less likely to obtain educational qualifications;
- more likely to live in poverty (the income of disabled people is, on average, less than half of that earned by non-disabled people);
- more likely to experience social exclusion and isolation and their families can also face negative attitudes, poverty and social exclusion;
- more likely to experience problems with hate crime or harassment – a quarter of all disabled people say that they have experienced hate crime or harassment.

Research indicates that the economic disadvantages experienced by disabled people makes it difficult for them to meet their housing needs through either buying or privately renting property. This increases dependency on social housing with much stock being physically unsuitable for people with mobility difficulties or other impairments⁶³.

Issues particularly affecting disabled offenders

There are disproportionately high rates of mental illness amongst the prison population. Numerous studies have also shown offenders have a significantly higher likelihood of experiencing mental health problems and substance misuse and social exclusion than the general population. This has clear implications for housing needs and the ability to sustain tenancies.

The situation for disabled people in non-custodial care is exacerbated by the fact that their lives and interactions with the wider world continue while they undertake their sentence⁶⁴. They are therefore likely to require, in addition to the general personal support specific support in finding and/or holding on to accommodation suited to their particular needs.

Data on disability for offenders is not robust. Of sentenced prisoners 46% of males aged 18-49 have a longstanding illness or disability around 70% of both males and females suffer two or more mental health disorders⁶⁵, and just over 10% on one sample of those leaving prison applied for Incapacity benefit on release⁶⁶, though the figures are likely to be higher for women offenders. However, no data is collected on whether offenders' families have a disability.

Good practice for NOMS commissioners and providers in meeting the housing needs of offenders with disabilities.

Housing provision for offenders with disabilities should take account of the need for:

- physical ease of access (e.g. a lift or ground floor accommodation);
- access to good healthcare provision and other services;
- energy/heating efficiency and insulation;
- opportunities for community engagement, including social activities, learning and

⁵⁹ **Improving the Life Chances of Disabled People: Final Report**, January 2005

⁶⁰ http://www.direct.gov.uk/DisabledPeople/RightsAndObligations/YourRights/YourRightsArticles/fs/en?CONTENT_ID=4001069&chk=Bjab3%2B

⁶¹ Ibid

⁶² **Improving the Life Chances of Disabled People: Final Report**, January 2005

⁶³ Ibidem

⁶⁴ Rory Heap, NPD, op cit.

⁶⁵ Singleton et al 1998 Psychiatric Morbidity among prisoners in England and Wales

⁶⁶ Reducing re-offending Through Skills and Employment , DfES 2005

- preparation for life in retirement;
- home care assistance, where this would allow a person to live independently;
- information about housing, mobility and other benefits to be clearly communicated, according to individual need;
- adaptation, repair and maintenance of property, and any entitlement to disabled facilities grants;
- access to public transport/mobility schemes to mitigate social isolation.

iv. Older Offenders

- In 2004 there were more than 1528 prisoners aged 60 or over in England & Wales a rise of 185% over ten years.⁶⁷
- 57% of men over 60 in prison have committed a sex offence.⁶⁸
- Shelter reported an increase in the number of older prisoners with a high level of support needs⁶⁹. The needs of this group require that criminal justice assessments are linked to Social Services community care assessments⁷⁰. Care assessments could be completed, by Social Services staff, by visiting the prison, thereby ensuring appropriate support can be provided on release.
- A thematic review of older prisoners by HM Inspectorate of Prisons published in December 2004 found little evidence that individual needs were being assessed or provision made for them.⁷¹

Many older offenders will have spent much of their adult life in custody and resettling on release may be harder because they are more likely to have become institutionalised and be without the support of families. More than half of male prisoners over 60 have committed a sex offence⁷² and will have a multitude of housing and support needs when released.

Good practice for NOMS commissioners and providers in meeting the housing needs of older offenders.

Many of the considerations which apply in the case of offenders with disabilities are equally applicable to older offenders, as there is an obvious association between aging and physical disability. (See iii. Above)

The framework aims to encourage all agencies to work closely together at a local level and consider aging issues as part of regional partnership and pathway arrangements, ensuring that older offenders' housing needs are considered at both a strategic and operational level.

v. Young Offenders

Up to 1,000 young people per year are remanded in custody or secure accommodation, at a cost of £5 million, because they lack somewhere suitable to live.⁷³ On the other hand, each year 9,000 young offenders are placed in unsuitable accommodation, such as bed and breakfast or unsupervised tenancies.⁷⁴

Young people below the age of 18 years are the responsibility of the Youth Offending Teams (YOTs). This section largely considers young adult offenders aged 18 to 24 years. However many of the features of the two groups are similar and also similar to

⁶⁷ Home Office (2005) *Offender management Caseload statistics 2004*, London 20

⁶⁸ Home Office (2005) *Offender management Caseload statistics 2004*, London 2004

⁶⁹ *Response to the NOMS Housing and Housing Support Framework*, Shelter June 2006.

⁷⁰ See Guidance and Reference section Community Care Assessment

⁷¹ HMIP (2004) *No problems Old & Quiet: Older prisoners in England and Wales: A thematic review by HM Chief Inspector of Prisons*: London Stationery Office

⁷² *ibid*

⁷³ Cap Gemini Ernst & Young 2002: Survey of the Housing Needs of Young Offenders, for Youth Justice Board

⁷⁴ Audit Commission: **Youth Justice 2004 – A review of the reformed youth justice system**

older offenders. Differences occur in relation:

- Lower benefit rates, especially Housing Benefit
- Lack of knowledge and experience in managing their own housing and
- The greater number living with parents

Some young offenders are released from custody into unsupported temporary accommodation and are subsequently asked to leave for breaching licence agreements. Many will already be effectively barred from accessing supported accommodation provided specifically for their age group because of previous tenancy breaches, or because they are deemed too high a risk for such an allocation⁷⁵.

Many young offenders are unable to return to family homes because of relationship breakdowns - this would often, however, be a better option than being offered a tenancy in the social or private sector without adequate support. Family mediation may provide a possible way forward in such cases. If relationships can be salvaged, Home Detention Curfew may offer an assurance against further offending.⁷⁶

Research carried out on behalf of the Youth Justice Board⁷⁷ found that:

- 15% all of young offenders had a housing need.
- 48% of young offenders in housing need were on community penalties and 12% in custody.
- 30% of young offenders in housing need are, or have been, looked-after children, while only 11.5% of all young offenders are, or have been, looked-after children.
- Of those young offenders with a care history and housing need, many are living in bed-and-breakfast accommodation (18%) or are in detention (9%). [Those with no care history - 8% in bed & breakfast and 7% in detention.]

The study found that the major factors triggering a housing need for young offenders were: relationship breakdown with parents or relatives (42%); the concern that existing accommodation put the young offender at risk of harm or that the young offender puts others at risk of harm (10%); leaving a YOI, STC or LASCH (8%); and leaving care or a foster home (6%). Whilst this research was based on the needs of juveniles, the findings are likely to have application to many young adult offenders.

Good practice for NOMS commissioners and providers in meeting the housing needs of young offenders

It is crucial that YOTs and Probation work closely together at a local level and that ROMs recognise the need to consider youth issues as part of their regional partnership and pathway arrangements, working with YJB Regional/Wales Managers to ensure that young offenders housing needs are considered at strategic and operational levels.

vi. Lesbian, Gay, Bisexual and Transgender offenders

Being Lesbian, Gay, Bisexual or Transgendered (LGBT) does not increase the likelihood of offending. However due to society's prejudice and the provisions of legislation LGBT individuals may be perceived to behave in ways that are considered to be risky, e.g. cottaging. Due to prejudice LGBT people may be the victims of hate crimes or verbal and physical abuse from other members of the public. Factors causing homelessness or difficulty in accessing housing include:

- Abusive partners and/or relationship breakdown, resulting in inability to return to the former shared home⁷⁸.

⁷⁵ From evidence on 18 to 21 year olds submitted by Shelter Cymru to Prison Link Cymru project, November 2006

⁷⁶ *ibid*

⁷⁷ Key findings: **Accommodation needs of Young Offenders**, Patel, YJB 2004

⁷⁸ Domestic abuse in same sex relationships, a study by Professor Marianne Hester, University of Bristol and Dr Catherine Donovan, University of Sunderland.

- New research reveals that most survivors of domestic abuse in same sex relationships do not report it to organisations such as the police and domestic abuse agencies, perhaps partly because they do not recognize it as domestic abuse and see it as their own problem and partly because they do not believe they will get a sympathetic response⁷⁹.
- Discrimination encountered by many lesbians, gay men and trans-gendered people and prejudice surrounding HIV/AIDS experienced by gay men⁸⁰.
- Harassment and abuse by landlords and neighbours⁸¹. This can include verbal abuse, ostracism, intimidation, graffiti and physical assault⁸²

Some LGBT individuals, particularly young people, are forced to leave home because of the negative reaction – in some cases abusive - of parents and family members on learning of the individual's sexual orientation/gender identification⁸³. If they subsequently fall into a pattern of offending, they are even less likely to be welcomed back into the family home.

Civil Partnerships and housing law

- i. The Civil Partnership Act 2004 gives a civil partner a right to succeed a tenant under s. 87 Housing Act 1985.
- ii. The House of Lords case *Mendoza v Ghaidan* (2004) stated that the homosexual partner of a tenant should be treated as a spouse under the (pre Civil Partnership) Housing legislation on the basis of Articles 8 and 14 of the European Convention of Human Rights – the right not to be discriminated against in the context of the right to respect for one's home.
- iii. Any public housing policy which failed to provide succession for same sex policies would be doing so unlawfully under the Equality Act (Sexual Orientation) Regulations 2007, which came into effect in April 2007.

Good practice for NOMS commissioners and providers in meeting the housing needs of LGBT offenders

LGBT people can become 'invisible' within mainstream services, which may not acknowledge the existence of LGBT people⁸⁴. This lack of awareness amongst service providers of clients' sexual orientation may mean that needs are not met; failure to provide the necessary help and support can lead to increased vulnerability, particularly amongst the young. Older LGB people also have needs which can only be met if services create conditions which allow them to be open about their sexuality.

Ex-offender hostel accommodation is normally designated for a single gender and this can pose problems in terms of privacy and freedom from harassment, particularly for transsexual and transgender people who, during the process of transition, are often extremely vulnerable, physically as well as mentally⁸⁵

vii. Literacy and language barriers

Applying for a house requires basic literacy skills whether this be seeking information or simply completing and understanding what has been written on an application form.

⁷⁹ Ibid

⁸⁰ Resource Information Service: Homeless Pages

⁸¹ Ibid

⁸² Stonewall Cymru and Triangle Wales: The Housing Needs of Lesbian, Gay and Bi-sexual People in Wales

⁸³ Resource Information Service: Homeless Pages

⁸⁴ Ibid

⁸⁵ Press for Change: Provision For Transsexual and Transgender People in The Criminal Justice System Report by Stephen Whittle and Paula Stephens of Manchester Metropolitan University 2001

Literacy and language barriers may cover a range of issues:

- English (or where applicable Welsh) not being an offender's first language and whilst it may be spoken well is not able to be read or written.
- People who are unable to read their first language and may not be open about this.
- People who have a basic command of written English / Welsh but are not able to read or possibly understand complex information and forms.

Offender Managers, Supervisors and housing advisers should be sensitive to this in accessing translation facilities and ensuring applicants understand what is contained in forms and information leaflets. In all cases information should be written in clear simple language.

HOUSING RELATED SUPPORT - 'SUPPORTING PEOPLE' ⁸⁶

Background

Supporting People is a programme created in 2003 which provides the means through which Government ensures that some of society's most vulnerable people receive help and support to live independently. The programme helps more than a million people attain or maintain independence through the provision of housing related support. This includes work with offenders and those at risk of offending maintain a settled lifestyle and reduce re-offending. The programme incorporated the Probation Accommodation Grant scheme in England, which previously contributed to supported housing and other housing related services for offenders.

Supporting People is locally planned and administered under the direction of Commissioning Bodies, which comprise local authority, health and probation members. In line with the Local Government White Paper Supporting People services are expected to become more integrated with Local Area Agreements and from April 2008, Communities and Local Government will be working with a small number of local authorities to assess the possible impact of delivering the funding through the new, unringfenced, area-based grant.

The programme is of great value to NOMS interests as it has consistently supported the housing related needs of vulnerable offenders including the funding or part funding of,

- Supported hostels for offenders and returning prisoners
- Refuges for women fleeing violence
- Emergency hostels for single homeless
- Housing related support for the families of offenders
- Help for young offenders to develop housing related life skills
- Floating support services for ex-offenders and drug users seeking to establish themselves in a settled lifestyle.

Supporting People supports vulnerable people, including those who need to move across local authority boundaries such as excluded sex offenders or women fleeing violence.

⁸⁶ This replaces the Supporting People Guidance for NOMS staff ⁸⁶ (2004)

Facts and Figures⁸⁷

| Client group | SP Funding 05 / 06 ⁸⁸ | No. units served |
|-----------------------------|-------------------------------------|------------------|
| • Offenders | £49,264,000 | 6,410 |
| • Substance misuse problems | £43,590,000 | 6,900 |

Supporting People has been a successful programme and for particular groups has led to increased resources such as housing support services for offender groups which has more than doubled nationally through the programme. However, there is still a reported shortage of Supporting People services for offender groups.

Reviewing the programme

In June 2007 Communities and Local Government (CLG) published 'Independence and Opportunity – Our Strategy for Supporting People'.⁸⁹ The strategy, which was built on extensive consultation, is built on four key messages:

1. Keeping the people who need the services at the heart of the programme
This includes capturing and sharing best practice as to what an effective, user focused model of support looks like. Of particular interest to NOMS will be the expectation that 'access to services will not be unnecessarily restricted through local connections or administrative boundaries...' An area where there will be possible developments for offender groups is the proposed extension of Individual Budgets. This is where the service user is offered the relevant resources as a single integrated funding package which may be cash. The strategy recognises that this approach may not be suitable for all but ways of ensuring that individual choice will be pursued.
2. Enhancing Partnership with the third sector
The SP programme has been built on the work of voluntary and community sector organisations and housing associations from the outset. There is an expectation that local authorities work appropriately with the Third Sector including compliance with the Compact and full cost recovery principles.
3. Delivering in the new local government landscape
The Local Area Agreement (LAA) structure is seen as key to the future delivery of SP bringing together partners, funding and service commissioning to the best advantage of the local community. This provides a key role for NOMS service providers within the community. In the strategy, CLG has committed to exploring the impact of the delivery of funding through the general unringfenced area based grant. In 2008/09 selected authorities – through amended grant conditions – will be offered the same freedoms that they would if their funding were paid under the same power as the general LAA grant. This will, for a time-bound period, "remove the ringfence", with performance measured using the relevant national performance indicators. The impact will then be analysed and this analysis used to inform decisions about the most appropriate and effective future delivery mechanism.
4. Increasing efficiency and reducing bureaucracy
Building on the lessons learnt from eleven Value Improvement Projects, the strategy commits central government to putting in place a national Supporting People Value Improvement Programme. It also sets out the expectation that local

⁸⁷ These figures relate to services in England only

⁸⁸ Most recent full year figure reported by authorities to CLG

⁸⁹ 'Independence and Opportunity – Our Strategy for Supporting People', CLG, London 2007

authorities and providers consider how they can improve efficiency and administration

Access to services

Services are largely provided by voluntary organisations and Registered Social Landlords and details of access can be gained from Local Authority Supporting People teams or www.spdirectory.org.uk. All Probation Areas have representatives who sit on the SP commissioning bodies and are able to gain access to lists of services accessible to offenders.

Supporting People Commissioning Bodies

The Supporting People Commissioning Bodies (CBs) are partnerships of senior representatives from the Administering Authority, Probation, the Primary Care Trust(s) and, in counties, District Authorities. The CB has ownership of the local five-year SP strategy, which is based on an assessment of local need for housing related support, and has oversight of the commissioning of services to meet those local needs. Each partner brings their own expertise to the decision making process, but decisions should be taken in the interest of the overall local programme and in line with the local community strategy. Partners from Probation can help the CB to link to other local strategies such as those owned by the local Drug Action Team or Crime Reduction Partnership.

Partners from Probation often represent the broader criminal justice interests including Prisons, Youth Offending Teams and Drug Action Teams. In some areas, YOT Managers are also partners on the CB and this model could be considered by CBs elsewhere.

In order to be effective, partners should be represented at a level which allows the partnership to take strategic and commissioning level decisions. Whilst it is acceptable and beneficial for these strategic managers to be supported by housing specialist middle managers who may occasionally deputise for them, the lead representation should be at an appropriately senior level – normally Assistant Chief Probation Officer (ACO) grade or above. In the interests of effective partnership working, it would be preferable to work through a single lead who will be able to - and is committed to - attend regularly.

Funding for the programme

In December 2007 the SP Grant allocation for 2008/09 to 2010/11 was announced. The national budget for the programme is £1.686bn, £1.666bn and £1.636bn for the three year Comprehensive Spending Review period compared to the 2007/08 figure of £1.696bn. The allocations have affected authorities in differing ways and the allocations for each authority are contained in Annex A to this section.

Each authority also receives an Administration grant which provides funding for the infrastructure of the programme locally. This grant also faces a reduction from £38m to £30m by 2010/11.

Authorities have been allowed to roll forward savings from 2007/08 to next year to re-invest in the programme but there is no guarantee that this will be permitted in future years.

Separate to the issue of performance and devolved decisions on local priorities, the Government is keen to devolve decisions about how funding is used locally. The Local Government White Paper stated that - as far as possible - all funding which cannot be included in mainstream grant formula will be allocated through a single area based

grant (and this grant will be unringfenced by 2009).

In order to prepare for this, CLG have committed to undertaking a “real world test” to assess the impact this change might have. For 2008/09 selected authorities have been offered – through amended grant conditions – the same freedoms that they would have if their funding were paid under the area based grant. Therefore, for a time bound period, the “ringfence will be removed”.

The intention is to deliver the Supporting People programme through area-based grant at the earliest opportunity. The experience of these authorities will be subject to evaluation of the impact of the removal of the ringfence. However, the national Supporting People strategy sets out the expectation that authorities should be prepared to remove the ringfence by April 2009.

Supporting People in the new local government framework

Independence and Opportunity, our strategy for Supporting People, published in July 2007 restated the government’s ambition of delivering the SP programme through the new local government framework.

Public Service Agreements

The Government has set out its priority outcomes - expressed through the Public Service Agreements (PSAs) set out in the Comprehensive Spending Review 2007. The delivery of housing support for offenders relates to a number of these, including for example:

- PSA 16: Increase the proportion of socially excluded adults in settled accommodation and employment, education or training
- PSA 23: Make communities safer
- PSA 25: Reduce the harm caused by alcohol and drugs

PSA16 Socially Excluded adults

The Socially Excluded adults PSA contains a target to measure:

“The proportion of offenders under probation supervision in settled and suitable accommodation at the end of their order or licence.”

This is a target which will require the support of both NOMS providers and partners and local authorities to achieve and may be negotiated as one of the 35 improvement targets.

The national indicator set

From PSAs is derived the national indicator set. The outcomes they measure and the indicators themselves provide a clear statement of Government’s priorities for delivery by local government and its partners over the next three years. These will be the only indicators on which central government will be able to monitor performance in local government.

Housing support is embedded within the set of 198 local government performance indicators. The set includes the two current Supporting People Key Performance Indicators:

- NI 141 Number of vulnerable people achieving independent living
- NI 142 Number of vulnerable people who are supported to maintain independent living

Local Area Agreements (LAAs)

From the national indicator set, up to 35 priority improvement targets will be agreed for inclusion in the Local Area Agreement (currently being negotiated between the Local Strategic Partnership (LSP) and the Government Office). The targets will focus on addressing local priorities, identified by the local authority and its partners.

The discussions about what should be prioritised for inclusion in the Local Area Agreement are taking place between November 2007 and January 2008. This will include any discussions about whether the LSP thinks that housing support should be prioritised and a target set against either of the indicators above, based on evidence of local need or a consideration as to how the area can deliver its vision for the future.

In addition to the “up to 35” Local Area Agreements can also include local targets (can be set against the national indicator set, but do not have to be). While these will not be reported to, or monitored by, central government, they will form a full part of the LAA and as such, those partners who have a statutory duty to co-operate will also have to have regard to these. These local targets will also be considered within the Comprehensive Area Assessment.

Current timetable (2007/08)

| | |
|---------------------------------------|-------------|
| Negotiations with areas commence | November |
| Propositions from areas to GOs | mid January |
| GOs provide reassurance to the centre | March |
| First payment of new area-based grant | April |
| GOs submit final LAAs to Whitehall | end May |
| Approval of all LAAs | June |

The future role of NOMS

There is much that authorities, with their Commissioning Body and delivery partners can do to help shape the local agenda. This applies particularly to Probation staff who have a cross cutting oversight of issues affecting offenders through their attendance at partnership groups such as Crime and Disorder Reduction Partnerships, Drug Action Teams and Youth Offending Team boards. Together with an understanding of the needs of offenders in prison, Prolific and Priority Offenders, young offenders and women offenders, probation should provide strong representation for the broader offender groups.

Specifically,

- i. Probation commissioners have played a major role in commissioning SP services. This should continue at the appropriate level.
- ii. The SP commissioning framework will move towards closer integration within Local Strategic Partnerships and LAAs with possibly wider representation on commissioning bodies. Probation commissioners will need to understand and play an active role in this developing landscape. It would be particularly helpful for Probation to play an active role in the implementation and monitoring of PSA 16 which includes a target of accommodating offenders (see above).

Supporting People outcomes

Following a successful pilot in the spring of 2007, CLG implemented the National Framework for Supporting People Outcomes in Summer 2007. The framework was developed using the DFES ‘Every Child Matters’ 5 high level outcomes. Under each of the 5 high level headings sit specific indicators that represent the factors that contribute to achieving the high level outcomes. These high level outcomes and indicators are below

1) Achieve Economic Wellbeing

Maximising Income

Reducing Debt

In paid work

Has participated in paid Work

2) Enjoying And Achieving

Participating in Training and education

Participating in Leisure/culture/Faith/informal learning

Establishing contact with external groups families and friends

3) Being Healthy

Managing Physical health

Managing Mental Health

Managing substance misuse

Requiring assistive technology/aids

4) Staying Safe

Maintaining accommodation/avoiding eviction

Complying with Statutory orders

Managing Self Harm

Avoiding causing harm to others

Minimising harm/risk from others

5) Making a Positive Contribution

Developing and achieving choice and control/being involved

The outcomes set provides key measureable outcomes that can be used to demonstrate the tangible benefits and outcomes that are being achieved as a result of support services being funded by the Supporting People programme.

The housing related outcomes set is applicable to both the long and short term services. For short term service outcomes information is collected at the time of departure from the service. For long term services outcomes information is collected using a sampling approach on an annual basis as part of the regular review of the clients support plan. Providers only respond to the indicators where the individual service user has demonstrated

Providers complete the outcomes form then send the form electronically to St Andrews who then provide us and authorities with analysis on a quarterly basis. You can find detailed information on the analysis of the outcomes at www.spclientrecord.org.uk

'Supporting People' in Wales

The programme is lead by the Welsh Assembly Government and supported by staff from the office of the Director of Offender Management Service Wales. Whilst the 'Supporting People' programme in Wales is distinct, it is similar to the English programme in the roles played by National Offender Management Service staff. There are some differences and full details of supporting People in Wales can be found on the website www.housing.wales.gov.uk

Contacts

www.spkweb.org.uk

richard.taylor@justice.gov.uk

philip.richardson18@homeoffice.gsi.gov.uk

Annex A

| Authorities | Indicative grant allocation 2008/09 | Indicative grant allocation 2009/10 | Indicative grant allocation 2010/11 |
|---------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|
| Barking and Dagenham | 5,415,502 | 5,650,993 | 5,650,993 |
| Barnet | 7,803,452 | 7,803,452 | 7,803,452 |
| Barnsley | 5,673,232 | 5,673,232 | 5,673,232 |
| Bath and North East Somerset UA | 4,011,947 | 3,977,838 | 3,797,778 |
| Bedfordshire County | 7,118,216 | 7,118,216 | 7,118,216 |
| Bexley | 3,193,616 | 3,417,169 | 3,656,371 |
| Birmingham | 51,912,681 | 51,912,681 | 51,912,681 |
| Blackburn with Darwen UA | 5,946,909 | 5,649,563 | 5,367,085 |
| Blackpool UA | 6,568,230 | 6,821,148 | 6,821,148 |
| Bolton | 9,101,572 | 9,101,572 | 9,101,572 |
| Bournemouth UA | 10,594,772 | 10,065,034 | 9,561,782 |
| Bracknell Forest UA | 1,964,461 | 1,866,238 | 1,772,926 |
| Bradford | 19,219,872 | 19,219,872 | 19,219,872 |
| Brent | 12,806,959 | 12,806,959 | 12,806,959 |
| Brighton and Hove UA | 12,464,495 | 11,841,270 | 11,249,207 |
| Bristol, City of UA | 27,714,131 | 27,009,329 | 25,831,534 |
| Bromley | 5,428,129 | 5,428,129 | 5,428,129 |
| Buckinghamshire County | 5,587,753 | 5,587,753 | 5,587,753 |
| Bury | 6,610,689 | 6,360,443 | 6,080,555 |
| Calderdale | 5,674,656 | 5,674,656 | 5,674,656 |
| Cambridgeshire County | 11,965,723 | 11,367,437 | 10,799,065 |
| Camden | 33,937,103 | 32,240,248 | 30,628,235 |
| Cheshire County | 20,019,592 | 19,018,613 | 18,067,682 |
| Cornwall County | 14,204,036 | 14,204,036 | 14,204,036 |
| Corporation of London | 694,413 | 681,913 | 658,046 |
| Coventry | 14,890,394 | 14,145,875 | 13,438,581 |
| Croydon | 8,951,651 | 8,951,651 | 8,951,651 |
| Cumbria County | 10,104,185 | 10,104,185 | 10,104,185 |
| Darlington UA | 3,820,097 | 3,737,103 | 3,573,448 |
| Derby UA | 10,556,336 | 10,556,336 | 10,556,336 |
| Derbyshire County | 17,260,646 | 17,260,646 | 17,260,646 |
| Devon County | 19,337,068 | 19,337,068 | 19,158,803 |
| Doncaster | 11,064,106 | 11,064,106 | 11,064,106 |
| Dorset County | 9,665,842 | 9,665,842 | 9,302,694 |
| Dudley | 6,484,018 | 6,484,018 | 6,484,018 |
| Durham County | 14,588,081 | 14,588,081 | 14,588,081 |
| Ealing | 11,125,397 | 11,125,397 | 11,125,397 |
| East Riding of Yorkshire UA | 5,283,256 | 5,625,040 | 5,693,378 |
| East Sussex County | 11,561,210 | 11,561,210 | 11,561,210 |
| Enfield | 11,055,312 | 11,055,312 | 11,055,312 |
| Essex County | 29,622,839 | 29,622,839 | 28,550,109 |
| Gateshead | 6,406,864 | 6,664,235 | 6,665,894 |
| Gloucestershire County | 23,401,547 | 22,231,469 | 21,119,896 |
| Greenwich | 9,953,928 | 9,953,928 | 9,953,928 |
| Hackney | 22,221,917 | 22,221,917 | 21,434,667 |
| Halton UA | 7,602,565 | 7,222,437 | 6,861,315 |
| Hammersmith and Fulham | 12,668,832 | 12,035,390 | 11,465,155 |
| Hampshire County | 31,009,951 | 31,009,951 | 30,115,605 |
| Haringey | 20,682,294 | 19,648,179 | 18,665,770 |

Reducing Re-offending Housing and Housing Support Resource Pack

| | | | |
|-----------------------------------|------------|------------|------------|
| Harrow | 3,833,438 | 3,833,438 | 3,833,438 |
| Hartlepool UA | 3,984,694 | 3,984,694 | 3,984,694 |
| Havering | 2,759,034 | 2,952,166 | 3,158,817 |
| Herefordshire, County | 6,197,199 | 5,887,339 | 5,592,972 |
| Hertfordshire County | 21,000,881 | 21,000,881 | 21,000,881 |
| Hillingdon | 5,954,047 | 5,954,047 | 5,954,047 |
| Hounslow | 5,912,535 | 6,060,344 | 6,060,344 |
| Isle of Wight UA | 6,142,762 | 5,835,624 | 5,543,843 |
| Isles of Scilly | 1,835 | 1,802 | 1,739 |
| Islington | 15,934,504 | 15,934,504 | 15,934,504 |
| Kensington & Chelsea | 10,669,620 | 10,136,139 | 9,629,332 |
| Kent County | 32,024,915 | 32,024,915 | 32,024,915 |
| Kingston upon Hull, City of UA | 11,059,567 | 11,059,567 | 11,059,567 |
| Kingston upon Thames | 4,405,694 | 4,405,694 | 4,405,694 |
| Kirklees | 10,593,700 | 10,593,700 | 10,593,700 |
| Knowsley | 7,381,274 | 7,381,274 | 7,381,274 |
| Lambeth | 20,792,197 | 20,792,197 | 20,792,197 |
| Lancashire County | 29,052,873 | 29,052,873 | 29,052,873 |
| Leeds | 32,986,531 | 32,986,531 | 31,981,161 |
| Leicester UA | 15,398,432 | 14,688,725 | 14,049,538 |
| Leicestershire County | 7,098,383 | 7,126,208 | 7,126,208 |
| Lewisham | 17,219,829 | 17,219,829 | 17,219,829 |
| Lincolnshire County | 20,798,681 | 19,758,747 | 18,770,809 |
| Liverpool | 41,124,873 | 39,068,629 | 37,115,198 |
| Luton UA | 4,520,292 | 4,520,292 | 4,520,292 |
| Manchester | 38,416,502 | 37,395,659 | 35,756,397 |
| Medway UA | 5,840,889 | 5,840,889 | 5,840,889 |
| Merton | 3,385,278 | 3,385,278 | 3,385,278 |
| Middlesbrough UA | 5,982,841 | 5,982,841 | 5,982,841 |
| Milton Keynes UA | 5,241,687 | 5,241,687 | 5,194,785 |
| Newcastle upon Tyne | 18,121,540 | 17,215,463 | 16,354,690 |
| Newham | 11,843,297 | 12,458,291 | 12,533,501 |
| Norfolk County | 16,336,572 | 16,336,572 | 16,336,572 |
| North East Lincolnshire UA | 6,145,522 | 6,145,522 | 6,068,174 |
| North Lincolnshire UA | 3,695,865 | 3,866,848 | 3,868,464 |
| North Somerset UA | 5,874,185 | 5,874,185 | 5,796,108 |
| North Tyneside | 8,623,570 | 8,623,570 | 8,623,570 |
| North Yorkshire County | 15,072,880 | 14,734,962 | 14,076,822 |
| Northamptonshire County | 14,256,621 | 14,256,621 | 14,256,621 |
| Northumberland County | 7,054,329 | 7,054,329 | 7,054,329 |
| Nottingham UA | 24,749,999 | 23,512,499 | 22,336,874 |
| Nottinghamshire County | 24,969,520 | 23,721,044 | 22,534,992 |
| Oldham | 8,227,686 | 8,227,686 | 8,227,686 |
| Oxfordshire County | 17,914,117 | 17,018,411 | 16,167,490 |
| Peterborough UA | 4,930,114 | 5,020,820 | 5,020,820 |
| Plymouth UA | 8,213,292 | 8,213,292 | 8,213,292 |
| Poole UA | 4,696,874 | 4,462,030 | 4,238,929 |
| Portsmouth UA | 8,497,857 | 8,072,964 | 7,669,316 |
| Reading UA | 4,856,519 | 4,613,693 | 4,383,008 |
| Redbridge | 4,780,613 | 5,115,256 | 5,473,324 |
| Redcar and Cleveland | 2,579,192 | 2,759,736 | 2,952,917 |
| Richmond upon Thames | 2,847,584 | 2,847,584 | 2,847,584 |

Reducing Re-offending Housing and Housing Support Resource Pack

| | | | |
|---------------------------|------------|------------|------------|
| Rochdale | 15,076,659 | 15,076,659 | 14,796,902 |
| Rotherham | 7,567,131 | 7,567,131 | 7,567,131 |
| Rutland | 726,498 | 713,421 | 688,452 |
| Salford | 13,191,145 | 13,191,145 | 13,191,145 |
| Sandwell | 10,580,319 | 10,580,319 | 10,580,319 |
| Sefton | 6,746,556 | 6,746,556 | 6,746,556 |
| Sheffield | 25,227,224 | 25,227,224 | 25,227,224 |
| Shropshire County | 6,345,391 | 6,345,391 | 6,345,391 |
| Slough UA | 4,215,339 | 4,004,572 | 3,804,344 |
| Solihull | 2,972,973 | 3,181,081 | 3,403,756 |
| Somerset County | 18,258,051 | 17,345,148 | 16,477,891 |
| South Gloucestershire | 4,674,886 | 4,674,886 | 4,503,453 |
| South Tyneside | 4,947,095 | 4,947,095 | 4,947,095 |
| Southampton UA | 10,145,230 | 9,637,969 | 9,156,070 |
| Southend-on-Sea UA | 4,908,331 | 4,908,331 | 4,908,331 |
| Southwark | 18,765,619 | 18,765,619 | 18,765,619 |
| St Helens | 10,174,734 | 9,878,592 | 9,447,150 |
| Staffordshire County | 12,809,720 | 13,494,999 | 13,601,026 |
| Stockport | 8,022,591 | 8,022,591 | 8,022,591 |
| Stockton-on-Tees UA | 3,157,381 | 3,378,397 | 3,614,885 |
| Stoke-on-Trent UA | 5,863,255 | 6,273,683 | 6,712,841 |
| Suffolk County | 18,444,845 | 17,522,603 | 16,646,473 |
| Sunderland | 11,263,297 | 11,263,297 | 11,263,297 |
| Surrey County | 18,509,347 | 18,509,347 | 17,900,356 |
| Sutton | 3,667,041 | 3,667,041 | 3,667,041 |
| Swindon UA | 5,387,575 | 5,292,578 | 5,060,422 |
| Tameside | 7,217,707 | 7,217,707 | 7,217,707 |
| Telford & Wrekin UA | 3,917,442 | 3,917,442 | 3,917,442 |
| Thurrock UA | 2,541,721 | 2,604,713 | 2,604,713 |
| Torbay UA | 5,600,245 | 5,320,233 | 5,054,221 |
| Tower Hamlets | 15,384,899 | 15,384,899 | 15,384,899 |
| Trafford | 5,431,885 | 5,431,885 | 5,431,885 |
| Wakefield | 7,007,331 | 7,007,331 | 7,007,331 |
| Walsall | 7,067,337 | 7,067,337 | 7,067,337 |
| Waltham Forest | 8,434,621 | 8,859,269 | 8,888,332 |
| Wandsworth | 11,177,258 | 11,177,258 | 11,177,258 |
| Warrington UA | 7,373,419 | 7,004,748 | 6,654,511 |
| Warwickshire County | 10,146,789 | 10,146,789 | 10,146,789 |
| West Berkshire UA | 5,138,333 | 4,881,417 | 4,637,346 |
| West Sussex County | 15,049,327 | 15,049,327 | 14,618,417 |
| Westminster | 17,051,638 | 17,051,638 | 17,051,638 |
| Wigan | 8,159,961 | 8,731,159 | 9,342,340 |
| Wiltshire County | 8,174,934 | 8,174,934 | 8,174,934 |
| Windsor and Maidenhead UA | 1,723,056 | 1,723,056 | 1,723,056 |
| Wirral | 10,341,400 | 10,341,400 | 10,341,400 |
| Wokingham UA | 1,609,880 | 1,609,880 | 1,572,523 |
| Wolverhampton | 7,997,826 | 7,997,826 | 7,997,826 |
| Worcestershire County | 14,984,323 | 14,984,323 | 14,653,173 |
| York UA | 7,854,827 | 7,462,086 | 7,088,981 |

PROJECTS SUPPORTED BY NOMS

Bail Accommodation and Support Service (BASS)

The Bail Accommodation and Support Service (BASS) came on stream on 18th June 2007 to provide accommodation and / or support in the community to facilitate the greater use of bail by the Courts and Home Detention Curfew by prison governors.

The services are aimed primarily at those people who have been remanded into custody for reasons which could be overcome should suitable accommodation and/or support be available. The project also aims to provide suitable housing to enable those eligible for Home Detention Curfew (HDC) to be released from custody. Sex offenders and arsonists are excluded.

The services have been developed nationally but will be managed through each of the NOMS regions and Wales. Services are provided by ClearSprings Ltd with support from voluntary sector organisations.

The accommodation provided will be mainly shared accommodation in small houses or flats in the community – typically with 3/4 sharing and single gender. Single accommodation will be available for a small number of cases and there will be housing suitable for the needs of women and those with dependent children where appropriate.

Those provided with accommodation will be given help to move-in and to maintain occupancy as effective licensees – the accommodation is not staffed 24/7. They will be required to pay rent, through housing benefit or private means, and to make a £14 weekly (pro rata) payment towards utilities. They will get help to find move-on accommodation beyond the end of bail (or HDC) (although a proportion will be sentenced to custody or may be re-remanded). Support only will be provided where a service user has access to accommodation on the condition of support, for example returning to live with a family member or friend.

Bail support will normally consist of 3 'breachable' contact sessions a week for the first 3 weeks followed by 1 session a week thereafter. Courts can make attendance at these a condition of bail. The support worker provided by ClearSprings Ltd. will help the defendant to comply with bail conditions, address issues such as self management, drug, alcohol or substance dependency, and help access housing, education or employment, by engaging existing specialist public and voluntary services as appropriate.

For those service users with an Offender Manager there will be close liaison and information transfer. ClearSprings are required to establish good liaison with the police, local authorities and with other stakeholders including probation and the electronic monitoring suppliers.

Referral to the project is normally through Bail Information Officers in prisons or courts, or prison staff dealing with Home Detention Curfew applications.

- Local Regional Offender Managers' offices
- ClearSprings: alisonhoward@clearsprings.co.uk
- MoJ: sue.nickson3@justice.gsi.gov.uk
- Tel: 020 7035 1765

Housing Drugs Adviser project

Delivery of effective housing for drug users at different stages in their lives provides important challenges for national, regional and local partners. Identifying and promoting joined up solutions for drug users is one of the major drivers to help meet drug treatment targets, reduce crime and promote sustainable

As Housing has been identified as such a key issue for drug users, Communities and Local Government (CLG), the Home Office Drug Interventions Programme (DIP), the National Treatment Agency for Substance Misuse (NTA) the Ministry of Justice National Offender Management Service (NOMS), and Department of Health (DH) are working together to prevent homelessness amongst drug users.

In order to assist and advise the cross-Whitehall work on preventing homelessness amongst drug users, including drug misusing offenders, Communities and Local Government (CLG) and the Home Office Drug Interventions Programme (HO) agreed to jointly fund the secondments of two Housing / Drugs advisers, who will be in place until the end of March 2008. The posts are based in Home Office (Drug Interventions Programme) and Ministry of Justice - NOMS (Partnerships Unit)

The initial phase of the Advisers' work was undertaken between November 2006 and March 2007. This made use of available national and regional information and data and interviews with stakeholders. The work focused on identifying the strategic linkages, data collection mechanisms and joint ways of working that were in place nationally and regionally to support positive housing outcomes for drug misusers.

The second phase will focus on identifying and promoting practice in housing for drug users that can help housing and drug partnerships and providers strategically plan, commission and deliver a planned system of housing for drug users including drug misusing offenders. A full report will be produced in Spring 2008 which will be used to inform commissioning guidance for ROMS.

Further details regarding the project can be gained from:

Martin Nugent: martin.nugent@justice.gsi.gov.uk
Greg Green: Gregory.green31@homeoffice.gsi.gov.uk
Rachel Dickenson: Rachel.Dickenson@communities.gsi.gov.uk

South West Accommodation Gateway (SWAG)

Many regions have explored ways of bringing together housing providers and the criminal justice sector. However, in the South West NOMS is piloting the concept of offender 'Accommodation Gateways'.

What is SWAG?

SWAG is a two year demonstration project funded by the Ministry of Justice until March 2008. Its overarching aim is to reduce re-offending and crime, which is achieved by preventing and reducing the homelessness of offenders on release from custody and in the community.

The project aims to establish:

1. Multi-agency one-stop shops (Gateways) based in the communities in which offenders intend to live, providing information & advice to enable offenders (both in prison and the community) to access accommodation & associated support.

2. Strategic relationships with housing providers & housing support providers, seeking to influence access to accommodation & the availability of offender accessible housing.
3. Strategic and operational links between the Gateways and statutory and voluntary sector providers of complementary health, advice and social care services.
4. Mechanisms to evidence the accommodation outcomes achieved for offenders; to undertake qualitative work to evaluate the link between accommodation outcomes and re-offending.
5. An estimate of financial savings achieved via investment in the Gateway model.
6. What works in relation to the Accommodation Gateway model and identify critical success factors in the development and operation of gateway services.

Progress to date

In addition to establishing a commissioning, performance management and evaluation framework for the project, SWAG has so far established:

- **three community-based Gateway services** that provide a single point of access to supported housing, private rented housing and other local accommodation for offenders in each Gateway area. SWAG data informed the decision to locate the three Gateway services in Bristol, Dorset and Plymouth. Both Dorset and Plymouth Gateways began service delivery in September 2006, and are delivered by NOMS in partnership with Dorset Probation Service and Devon and Cornwall Probation Services respectively. Bristol Gateway began service delivery in February 2007; Bristol City Council is commissioned by NOMS to deliver this service. However, two of the Gateway services have VCS agencies as key delivery partners – PATH in Plymouth and NOVAS in Bristol. During 2006/07, these new and developing services succeeded in housing approaching 250 offenders. All three Gateways now accept referrals from any South West prison and any prison within the female estate, in addition to referrals of offenders under supervision in the local community.
- **more streamlined referral processes**, including the piloting of the Common Housing Needs Assessment, Risk Assessment and Referral Form for NOMS and the development of a tailored IT system to facilitate the quick matching of offenders with vacant bed-spaces.
- **strategic relationships with housing providers and housing support providers** – including local authorities – at a local and regional level, resulting in improved offender access to accommodation and better integration of offender need into partners' policy and commissioning.

Lessons learnt

NOMS South West is using its SWAG experience to develop its understanding of the potential of Gateways and improve its understanding of the link between accommodation status and re-offending. The project will inform future decisions on how best to target resources in the South West and other NOMS regions. It also contributes to the understanding of the strengths and weaknesses of different delivery mechanisms and partnerships that may be available to NOMS as a commissioner.

An independent evaluation has been commissioned from Sheffield Hallam University who will produce the final evaluation report by March 2008.

Further information

To receive SWAG's e-newsletter, or get further details regarding the project, contact: Ruth Power, Project Manager, Tel:01392 314729 or Email: sw.ag@noms.gov.uk

INTEGRATED MODEL FOR THE MANAGEMENT OF OFFENDER⁹⁰ HOUSING & HOUSING SUPPORT (IMMOHS)

This model addresses the needs of offenders in the community and prison. It aims to provide Regional Offender Managers and regional Accommodation Pathway boards with a template from which they may wish to assess and commission services to meet offenders housing and support needs.

The integrated model is built on existing good practice which is seeking to improve:

- Services within the community and prisons
- Arrangements between criminal justice services and housing providers
- Management of identified needs and risk.
- Ways of assessing and sharing information.

The model outlines a mechanism for the 'end to end' management of offender housing need and has its foundation in two recent developments:

- **NOMS Offender Management model** – whereby an offender's involvement with NOMS (both within the community and custody) will be overseen and coordinated by a single Offender Manager (OM) who will commission various interventions. Whilst it is envisaged that the OM will supervise some offenders within the community, in prisons Offender Supervisors will provide the direct supervision.
- **CLG's Housing Options Approach** – the provision of housing advice through the examination of an applicant's full housing options to consider ways of securing existing tenancies or, failing this, considering the full range of options available to an applicant for example, access to rent deposit schemes, family mediation services or liaison with landlords. In accordance with legislation where an authority has reason to believe that an applicant maybe homeless or threatened with homelessness they must make inquiries as to whether or not there is a duty to provide them with accommodation under the homelessness legislation.⁹¹
- The model also promotes the Housing Corporation's Regulatory Guidance 07/04: Tenancy Management: Eligibility and Evictions⁹²

IMMOHS – Core principles

The model is outlined in 6 stages, all of which may apply to offenders being supervised in the community and custody whilst only the first part would apply to offenders supervised under community based penalties. Similarly, certain elements of the process will apply to local prisons whilst others will apply to resettlement establishments. However the core feature is that the offenders housing needs are what should drive the process rather than where they happen to be supervised at the time.

Offender Managers will be responsible for ensuring that an offenders housing needs are assessed in a timely manner and that appropriate interventions and support are provided at the proper time. They and other staff involved in assessing housing needs and providing advice and support will require appropriate training. In considering the model the specific needs of women must be understood and addressed.

There is also a need for consistent transfer of information between providers i.e. within and between prisons, probation and Youth Offending Teams and between provider agencies.

⁹⁰ Offender in this section includes unconvicted Remand Prisoners.

⁹¹ Under Part VII Housing Act 1996.

⁹² See Reference section for detail

| | | | |
|----------------|---|-------------------------|------------------|
| Community | <ul style="list-style-type: none"> • Initial Assessment of needs • Act on identified need • Review effectiveness | OFFENDER MANAGER | Community |
| Pre Custody | <ul style="list-style-type: none"> • Initial Assessment of needs / Review • Information provided • Referral to housing advice / support service • Ensure record forwarded to receiving prison | | |
| Reception | <ul style="list-style-type: none"> • Initial Housing assessment • Action to secure / terminate property • Change of circumstance reported to relevant provider / authority e.g. tenancy / benefit | | Custody |
| During Custody | <ul style="list-style-type: none"> • Full housing risk and options assessment & review of the housing assessment to identify changes in circumstances • Early application to housing providers • Intervention to improve chances of housing • Homelessness applications, as emergency • Identify housing support needs | | |
| Discharge | <ul style="list-style-type: none"> • Support actual access to housing / finance • Connect to emergency provision | | |
| Reintegration | <ul style="list-style-type: none"> • Housing support • Case management / stakeholder liaison | | Community |

People on Remand in Custody

There are a significant number of unconvicted people remanded in custody by the courts for lack of an acceptable bail address. This is increasing the prison population and often people are released straight from remand due to either being found not guilty or not receiving a custodial sentence on conviction. For the purposes of this framework, those remanded in custody will be considered to be included in the requirements in the same way as convicted prisoners. The needs of this group have been addressed through the Bail Accommodation and Support Service (BASS).⁹³

⁹³ See Section 9 Bail Accommodation and Support Services

Integrated Model for the Management of Offender Housing (IMMOH)

COMMUNITY BASED

| Ref | Activity | Responsibility for Intervention | Timing |
|---|--|------------------------------------|---------------------------|
| Overall Co-ordination and Commissioning Intervention | | Offender Manager (OM) | Throughout process |
| 1. | Prevention of housing loss for those on community orders | | |
| 1.1 | Undertake Initial Probation Housing assessment | Offender Manager | Start of order / licence |
| 1.2 | Action taken in line with assessment e.g. <ul style="list-style-type: none"> Referral to specialist housing⁹⁴ / finance advice support agency Signpost to housing / finance advice / family mediation⁹⁵ / Drug treatment | Offender Manager | As appropriate |
| 1.3 | Regular review for any change in circumstance | Offender Manager | Three monthly |
| 1.4 | Agreed support programme commences | Support Provider | Asap |
| 1.5 | Involved staff contact list circulated* | Offender Manager | Asap |
| | Going well | | |
| 1.6 | Housing progress reviewed with offender and with other stakeholders by phone. | Offender Manager or nominee | Monthly |
| 1.7 | Move to Independence | Offender | Agreed time |
| | Difficulties | | |
| 1.8 | Any identified difficulties shared | All parties | As arise |
| 1.9 | Difficulties addressed | All parties / Offender Manager | As appropriate |
| 1.10 | If necessary, plan for termination, seeking Housing Options Assessment by Housing Authority. | All parties / Offender Manager | As necessary |
| 1.11 | Provide advocacy / support to complete / action outcome of Housing Options assessment | Offender manager or nominee | As necessary |
| 2. | Pre Custody | | |
| 2.1 | Pre Custody Housing Assessment completed. | Pre sentence report (PSR) writer | At PSR completion |
| 2.2 | In cases of need / probable custody – <ul style="list-style-type: none"> Signpost to specialist agency Ensure OM has assessment / access to necessary information Provide support to advise on ID requirements needed to secure benefits / housing | PSR writer | At PSR completion |
| 2.3 | In cases of need / probable community order- <ul style="list-style-type: none"> Consider recommendation of specified activity to address housing need / finance | PSR writer | At PSR completion |
| 2.4 | Interviewee supported to take action to secure / terminate home | OM through advice / support agency | As appropriate |
| 2.5 | Assessment & Information on action forwarded to prison. | Offender Manager | In 24 hrs of sentence |

⁹⁴ See Housing related support: 'Supporting People' in Reference section

⁹⁵ See Reference section for further detail

CUSTODY BASED

| Ref. | Activity | Responsibility | Timing |
|-----------|---|--|--|
| 3. | Induction | | |
| 3.1 | Complete Initial Housing Assessment* | Prison reception / resettlement staff | Within 4 days |
| 3.2 | Action taken on outcome of assessment e.g. <ul style="list-style-type: none"> ▪ Refer to housing / finance service in prison ▪ Seek to sustain property ▪ If appropriate terminate tenancy / mortgage ▪ Benefit application(s) where appropriate. | Prison reception / resettlement staff | As soon as possible |
| 3.3 | Commence action to secure or replace proof of identity documents. | Offender with support of Prison staff | As soon as possible |
| 4. | During Custody | | |
| 4.1 | Full housing assessment undertaken of prisoners with needs.* | Prison resettlement / specialist staff | As soon as possible |
| 4.2 | Liaison with key agencies within - CARATS, specialist support e.g. that available for ex-service personnel and outside prison e.g. Social Services. | Offender Manager or nominee | As soon as possible |
| 4.3 | Ensure prisoner has all necessary documentation to apply for housing & claim benefit. Action to retrieve or replace documents | Offender Manager | As soon as possible |
| 4.4 | Application made to housing providers to be placed on register / waiting list in compliance with housing law, guidance & regulation. | Offender with support of Prison staff ⁹⁶ | As soon as possible |
| 4.5 | Advice and planning regarding Finance Benefit and debt and consideration of whether interventions such as an arrears repayment scheme are necessary. | Prison staff / Offender manager | As soon as possible |
| 4.6 | Action plan drawn up in response to decision of housing provider | Prison staff / Offender Manager | After H'sing provider reply |
| 4.7 | Attend tenancy preparation course ⁹⁷ | Prison staff | During sentence |
| 4.8 | Alert housing providers of likely discharge date and liaise with other key agencies in community if additional support needs. | Offender with support of Prison staff | At 4 months prior to discharge or asap ⁹⁸ |
| 4.9 | If no housing likely, contact made with Homeless section seeking assessment | Offender with support of Prison staff | At 28 days prior to discharge or asap |
| 4.10 | <ul style="list-style-type: none"> ▪ Offender Housing support needs established ▪ Referral to appropriate support agency ▪ Liaison with SSD re Community Care Assessment | Prison resettlement / specialist staff Offender Manager | Prior to application |
| 4.11 | Offender Manager determines discharge address and holds a discharge board prior to release ⁹⁹ | Offender manager | When proposed |
| 4.12 | Housing support agreed | Offender Manager / Support Provider | In preparation for discharge |

⁹⁶ This may include input from Peer Advisers

⁹⁷ See Reference section for further detail

⁹⁸ If period of custody likely to be less than 28 days

⁹⁹ This may include placement in Approved Premises – see Reference section

Reducing Re-offending Housing and Housing Support Resource Pack

| Ref. | Activity | Responsibility | Timing |
|-----------|--|---|----------------------------|
| 5. | On Discharge | | |
| 5.1 | Offender Manager determines arrangements for discharge | Offender manager | Prior to discharge |
| | Housing secured | | |
| 5.2 | Arrangements made for transport to probation office, approved premises or housing provider | Prison staff | On discharge |
| 5.3 | Confirmation with housing provider re. arrangements | Prison staff | On discharge |
| 5.4 | Referral to specialist finance / support agency (see | Prison staff | On discharge |
| | No Housing | | |
| 5.5 | Recontact with Homeless section – arrange appointment (see 4.11 above) | Prison resettlement / specialist staff ⁹ | 2 weeks prior to discharge |
| 5.6 | Offender given details of local authority housing and support services | Prison resettlement / specialist staff ⁹ | On discharge |

COMMUNITY BASED

| | | | |
|-----------|--|--------------------------------|------------------------|
| 6. | Reintegration into the Community | | |
| 6.1 | Agreed support programme commences | Support Provider | Before or on Discharge |
| 6.2 | Involved staff contact list circulated | Offender Manager | On discharge |
| | Going well | | |
| 6.3 | Housing progress reviewed with offender and with other stakeholders by phone. | Offender Manager or nominee | Monthly |
| 6.4 | Move to Independence | Offender | Agreed time |
| | Difficulties | | |
| 6.5 | Any identified difficulties shared | All parties | As arise |
| 6.6 | Difficulties assessed and action plan produced and implemented | All parties | As appropriate |
| 6.7 | If necessary, plan for termination, seeking Housing Options Assessment by Housing Authority. | All parties / Offender Manager | As necessary |
| 6.8 | Provide advocacy / support to complete / action outcome of Housing Options assessment | Offender manager or nominee | As necessary |

⁹ This may be carried out using Prison Peer Housing Advice service

INFORMATION SHARING IN APPLICATIONS FOR HOUSING

Resource briefing for ROMs, Local Commissioners and NOMS providers.

Purpose of briefing

To provide informal guidance and legal opinion regarding standards for use in the commissioning and delivery of housing advice and support services for offenders and defendants¹⁰⁰ in relation to sharing personal information between criminal justice services and housing providers. ROMs and local commissioners will determine the final content of regional and local agreements.

Scope of guidance

Relates to information sharing, for the purpose of accessing housing and/or housing support, between:

- NOMS providers (Prison and Probation services) and
- Partner agencies (Agencies contracted by NOMS to provide housing advice and support services) and
- Housing and Housing support providers in the public, voluntary, registered social landlord and private sectors – referred to as ‘housing providers’ in this guidance.

Underpinning principles

1. Information should be shared with partners¹⁰¹ who provide housing and housing support services.
2. Original documents compiled for courts or other purposes should not normally be shared in their original form.
3. Information is shared to protect the public, the applicant, staff of organisations providing housing for offenders / defendants
4. Information should be only be shared with organisations which have an information sharing policy acceptable to NOMS or an information sharing protocol with NOMS providers¹⁰².
5. Information sharing should be proportional and relevant to the purpose and not routinely include details of convictions ‘spent’ under the Rehabilitation of Offenders Act 1974. Where it is felt necessary to enclose spent conviction information as part of an appropriate risk assessment this is not prohibited.
6. All applications should be made by the offender / remandee with the professional support of suitably skilled housing support staff from within or visiting Prison or Probation settings. The application should be signed by both applicant and supporting staff.
7. Information regarding housing and homelessness applications should be transferred between prisons with the offender on transfer and any potential housing provider informed of the change of address.

Sharing information

Information should be made available on the provider’s own application form, a locally agreed information sharing form¹⁰³ or in the form of a supporting letter / report. Pre-sentence reports, Preconviction reports, and other reports prepared for the courts

¹⁰⁰ Defendant refers to those who are unconvicted but remanded in custody

¹⁰¹ ‘Partners’ is intended to include – Local Housing Authorities and their contracted housing providers, Providers holding contracts with the Supporting People programme, Registered Social Landlords and Private sector providers accredited by local authorities.

¹⁰² See Appendix A **to this section** for example

¹⁰³ For example of Common Information Sharing Form contact philip.richardson18@homeoffice.gsi.gov.uk or ruth.power@justice.gov.uk

should not be given to housing providers¹⁰⁴.

Copies of OASys reports should not be shared other than in circumstances where housing providers have been trained in analysis of the information.

Information should be securely transferred to named staff of the housing provider nominated by their organisation to manage offender housing applications.

Information sharing between housing provider's nominated manager and other staff should be limited to that necessary to protect the applicant, staff, the public and the property.

Consent

All applications for housing or housing support should come from the offender / remandee and the content of the form should be discussed with the applicant by the NOMS provider / partner support worker. However, as self referrals are unlikely to carry the same weight with providers as those containing, for instance a professional risk assessment the application should include an indication that the information has been compiled and agreed by the Offender Manager / Supervisor or Housing Support worker. The applicant should understand all information in the application, confirm its accuracy and agree to its being shared with the housing provider.

Agreement by the offender / remandee should be confirmed by signing the statement below:

Declaration

- The information I have given is accurate to the best of my knowledge.
- I understand that if I obtain accommodation by knowingly giving false information or inaccurate information, I risk losing the accommodation provided to me.

Information Exchange

In order for housing agencies and local authorities to find out if they can meet your needs, and provide appropriate housing and or services, they need to know about your housing and offending histories and any risk of harm you may pose to either yourself or other people.

If you are not willing to share this information about you with the local authority or housing providers, we may not be able to support your referral.

- I agree to allow any information contained within this document to be shared with housing providers and any other organisation that may be able to assist in providing me with suitable accommodation, including agencies and organisations that may offer support for any issues I may have.
- I understand that each organisation that my information is shared with, will have their own confidentiality policy, and in normal circumstances will not disclose my information further. However if there is a serious risk of harm to others, or yourself, section 115 of the Crime and Disorder Act 1998 provides for my information to be discussed as is considered necessary.
- I agree to personal details and monitoring information being stored by (named NOMS provider) and other agencies contacted to assist me.

¹⁰⁴ See Appendix B **to this section** for legal opinion.

Information Sharing Protocols

There may be existing protocols for exchanging information between specific NOMS providers and agencies supplying housing and housing support. If this applies then referrers should ensure that the protocol meets the standards below. If there is no existing protocol they should create an information sharing protocol between the agencies as suggested in Appendix A.

APPENDIX A

TEMPLATE FOR INFORMATION EXCHANGE PROTOCOL BETWEEN NOMS PROVIDERS / PARTNERS¹⁰⁵ AND HOUSING / HOUSING SUPPORT PROVIDERS.

1. INTRODUCTION / CIRCUMSTANCES IN WHICH INFORMATION CAN BE EXCHANGED

- 1.1 This protocol has been produced to provide a sound basis for the exchange of information between ... (NOMS Provider) and ... (Housing / Housing Support provider) to allow the exchange of personal information to facilitate application for housing and housing support services.
- 1.2 There will be clarity with offenders / remandees regarding the reasons for, and the type of, information to be shared.
 - Consent will be given by the offender / remandees regarding the release of information.
 - If consent is withheld the housing provider will be advised accordingly. It will be open to the housing provider to refuse referrals if information is missing or considered incomplete.
 - Details of victims, witnesses or complainants will not be disclosed without their written consent.
- 1.3 Normal practice as detailed above may only be overridden in exceptional circumstances. Information may legally be disclosed without the prior written consent or knowledge of the individual concerned for the following reasons:
 - To comply with the Crime and Disorder Act 1998¹⁰⁶
 - For the purpose of the prevention or detection of a crime

Such a disclosure is subject to appropriate line management agreement. The reasons for this decision should be formally recorded in the case record together with a note of any management involvement in the decision reached.

2. TYPES OF INFORMATION TO BE EXCHANGED

The types of information to be exchanged will be restricted to personal information, assessed need and conviction data, which is necessary to facilitate housing or housing support applications.

2.1 Information relating to the risk status of the offender

NOMS providers and partners will supply relevant information and advice to

¹⁰⁵ NOMS Providers refer to the Probation and Prison Services and other partner organisations commissioned or contracted to make applications for housing or housing support.

¹⁰⁶ The Crime and Disorder Act 1998 enables a person to disclose information to a 'relevant authority' or a person acting on the authority's behalf if it is necessary or expedient for the purposes of any provision of the act. Relevant authorities are the Police, Local Authorities, Probation and Health authorities. The purpose of the act is to enact provisions to prevent crime and disorder.

partner organisations on a “need to know” basis under the following broad headings, in respect of people who have been convicted of sexual offences, violent offences and arson:

- The nature and frequency of offending behaviour
- The background of offending behaviour
- An assessment of the risk of threatening and offending behaviour, particularly against agency/project staff, other service users or premises and equipment

This will be supplemented with additional information from the supervision plan, as appropriate, to ensure that all relevant information regarding the offender’s initial risk assessment status and subsequent progress through supervision is conveyed. Partner organisations will in turn form their own assessment of risk and share this with referring staff as appropriate.

2.2 Information relating to the provision of services for the offender

Housing and housing support providers will need to specify the types of information to be provided by the NOMS provider / partner to assist the referral process and the ongoing management of cases. This will normally include:

- The provision of initial (service specific) referral information to help guide and inform the planning and delivery of the service in question for example details of recent housing history in relation to accommodation projects.
- Details of the offender’s subsequent progress through supervision, where this is relevant to the ongoing successful delivery of the service or informative in relation to subsequent housing moves.

The above information is of a confidential nature and it follows that there cannot be a blanket policy of disclosure. Rather in every case, the NOMS provider / partner making the referral and receiving the request for information must consider the relevance of the personal and conviction data for the particular service setting under consideration and make a judgement about what information it is appropriate to share.

3. SECURITY OF INFORMATION

3.1 Methods of information exchange

3.1.1 Via designated officers

- Exchange of information will be via designated officers.
- Any number of designated officers may be nominated; however, designated officers must be provided with appropriate training, prior to being authorised to handle information.

3.1.2 In writing

- Disclosures or requests for disclosures must be in writing. Secure fax and e-mail may be used..

3.1.3 In meetings

- In meetings attended by individuals or organisations who are not signatories to this protocol, where effective working depends upon an initial disclosure of personal information to the meeting or group as a whole (for example in certain case review situations) any decisions on disclosure must be recorded and documented along with the reasons for disclosure.
- Recipients of information must sign a confidentiality agreement.
- Care should be taken not to include confidential personal information in minutes of meetings.

- Minutes of meetings should include a standard confidentiality notice such as that below.

This information remains the property of(NOMS Provider)

You hold the information in confidence and must not reproduce or disclose the information to any person or body without permission of the data owner.

Signed:

3.2 Storage and processing of information

Designated officers within housing / housing support providers receiving information will be responsible for ensuring that data protection principles are at all times adhered to. The principles, as set out in the Data Protection Act, state that any personal information exchanged must be:

- Obtained and processed lawfully and fairly
- Only held for lawful and specific purposes and not be used or disclosed in any manner which is incompatible with those purposes (as a general principle, the original data owner will retain ownership of any personal information disclosed. The recipient of such information must therefore obtain the consent of the original data owner before making a further disclosure to a third party. All disclosures or requests for disclosures must be recorded.)
- Adequate, relevant and not excessive in relation to the purpose for which it is processed
- Accurate and kept up to date
- Retained no longer than is necessary for the required purpose, after such time it is the responsibility of the data holder to destroy the information.
- Processed in accordance with the rights of data subjects
- Stored securely to prevent unauthorised access.

Any information sharing must be consistent with any duty of confidence, and must be necessary and proportionate in accordance with the individual's right of privacy under Article 8 of the European Charter of Human Rights.

4. COMPLAINTS

Complaints about the disclosure or use of information under the terms of this protocol should be dealt with in accordance with the relevant organisation's own internal arrangements.

5. SIGNATURES

Signed By _____
Name _____
Date _____
Designation _____
For and on behalf of (NOMS provider)

Signed By _____
Name _____
Date _____
Designation _____
For and on behalf of (Housing / housing support provider)

APPENDIX B

Reasons for not sharing Preconviction, Pre Sentence reports and other reports prepared for the courts – Opinion of NOMS legal advisers.

There are a number of reasons why disclosure of the actual reports prepared for the court (rather than the content) may cause difficulty (and could be, possibly successfully, challenged) and therefore should not be routinely disclosed to housing providers (if at all).

In the first place, there are potential Data Protection Act issues in relation to the sharing of any of these reports. Although the application is in the name of the offender, in relation to any information being shared it is NOMS who is sharing the information, with the consent of the offender. Although the explicit consent of the offender is of assistance under the DPA in relation to the sharing of information, it does not absolve NOMS of the requirement to ensure that we comply with the data protection principles in sharing information.

In so far as these reports are concerned, there are two of the data protection principles which are of particular relevance, one of which NOMS may not be in compliance with if they provide these reports to housing providers, and one which is possibly a difficulty, but is probably just satisfied.

The first of these is the second data protection principle which says "Personal data shall be obtained only for one or more specified and lawful purposes, and shall not be further processed in any manner incompatible with that purpose or those purposes." In general, the incompatibility test is interpreted (by the government at least) quite widely. Therefore, although these reports were clearly prepared for a very distinct purpose, we could argue that there is no incompatibility because they are of a purpose in relation to the assessment of risk.

The third data protection principle presents more difficulty. It says "Personal data shall be adequate, relevant and not excessive in relation to the purpose or purposes for which they are processed". This is essentially a proportionality argument – how much/what data is it necessary to share in order to achieve the purposes for which it is being shared. In this case there is a strong argument that the information contained in Presentence, Preconviction and OASys reports is significantly greater than that which is required to be shared in order to provide the information needed by housing providers. It is therefore arguable that sharing such data would be disproportionate and therefore in breach of the third principle.

This proportionality argument is also relevant if we consider Article 8 European Charter of Human Rights privacy rights. An offender could argue that the requirement to provide such information was a breach of his rights to private life and was unnecessary and disproportionate to the legitimate aim of risk assessment (as, although there is consent, it might also be argued that there was no real option not to consent as any application would otherwise fail).

It is the view of NOMS legal advisers that these reports should not be shared, and the alternative of an appropriately specific form is both more effective and more justifiable.

Glossary of terms

- Alliances
- Approved Premises
- Common Housing and Homelessness terminology
- Community Care Assessment
- Drug Intervention Programme
- Family Support
- Housing Corporation Regulation
- Housing Options
- NOMS Providers
- Prolific and Other Priority Offenders
- Settled and Suitable Housing
- Targets
- Tenancy Awareness Training

ALLIANCES

The three Reducing Re-offending Alliances: Civic Society, Corporate and Faith and Voluntary & Community Sector – were launched by NOMS in November 2005. They aim to make reducing re-offending everyone's business by building on existing partnerships and welcoming new local partners and individuals to work with the National Offender Management Service in delivering reducing re-offending.

- **The Civic Society Alliance** works at a local level with local authorities, local organisations and local people to ensure ex-offenders have equality of access to mainstream services.
- **The Corporate Alliance** involves working with employers, from big corporations to small businesses, from the private, voluntary and public sectors, and at national, regional and local levels, to improve offenders' employment prospects.
- **The Faith and Voluntary & Community sector Alliance** addresses the needs of offenders through the innovative work of faith and voluntary sector groups.

Further details:

Civic Society: Philip.Rees@justice.gsi.gov.uk
Corporate: Alan.Taylor44@justice.gsi.gov.uk
VCS: Tina.Jenkins@justice.gsi.gov.uk
Faith: Alison.Tyler@hmpps.gsi.gov.uk

APPROVED PREMISES

Approved Premises provide controlled accommodation for offenders under the supervision of the Probation Service. They provide a greater degree of supervision for offenders than is possible in other forms of housing. Approved Premises (APs) are mostly managed and run by the Probation Service with a small number operated by the voluntary sector who operates to the same standards. There are 104 APs spread across the country accommodating about 2300 offenders

APs accommodate predominantly offenders who are assessed as posing a high risk of harm to others although are not specialist treatment units. Residents follow a structured regime, which provides overnight curfew. Approved Premises are staffed 24 hours a day, and staff have been trained to equip them for their role.

Further details:

www.probation.homeoffice.gov.uk/files/pdf/Approved%20Premises%20FAQ.pdf

COMMON HOUSING AND HOMELESSNESS TERMINOLOGY

Communities and Local Government, Ministry of Justice, Home Office, National Treatment Agency, Youth Justice Board and a number of other key partners and other government departments have worked together to establish common terminology for use on housing and homelessness issues.

Websites which offers definitions of terminology include:

www.communities.gov.uk/publications/housing/assuredassured2 - 'Assured and Shorthold tenancies: a guide for tenants.'

www.communities.gov.uk/documents/housing/pdf/152056 - 'Homelessness code of guidance'

By using agreed terminology which is drawn from legislation and statutory guidance communications between criminal justice agencies and housing providers can be made clearer and develop; a shared understanding of each other's communications.

COMMUNITY CARE ASSESSMENT

Under the NHS and Community Care Act 1990 a local authority social services department has a duty to carry out assessments for people it believes to be in need of services and to assess disabled people. If the assessment concludes there is a need for certain services, these must be provided. Such services may include aids and adaptations, meals on wheels, home care, sitting and respite schemes, day-care and residential and nursing home care.

DRUG INTERVENTIONS PROGRAMME

Effective resettlement of any drug misuser requires the development of a holistic package of support including, prevention of homelessness. Drug misusers without access to settled accommodation may have difficulty sustaining or entering drug treatment and lack of access to treatment for drug misusers can lead to rough sleeping.

The Drug Interventions Programme (DIP) is a critical part of the Government's strategy for tackling drugs. DIP involves criminal justice and drug treatment providers working together with other services to provide a tailored solution for adults who commit crime to fund their drug misuse. It aims to break the cycle of drug misuse, offending behaviour and custody by intervening at every stage of the Criminal Justice System () to engage offenders in drug treatment and other support using a case management approach. Delivery at a local level in the community is through Drug Action Team partnerships, using Criminal Justice Integrated Teams (CJITs).and through Counselling Assessment Referral Advice and Throughcare Services (CARATS) teams in prison.

FAMILY SUPPORT

OASys data for 2005 / 06 identified that 51% of 18 – 24 year offenders live with a parent and a further 20% live with other relatives. In most cases, the family home is the best living environment for young adult offenders. It provides a secure base with the support of family members which can offer an important protective factor against re-offending, prevent homelessness and provide a base to return to in the move towards independence. However, there will always be some instances where the family home is not an appropriate living environment due to abuse or negative influences.

Wherever possible, additional support to a young person and his or her family, through mediation or the use of mentors, should be considered to help reduce pressure on family relationships and prevent a young person leaving home in an unplanned or crisis situation. Families should be informed of the reality of housing options for young people

as a recent survey found many parents thought that they were helping their children to gain housing by making them homeless.¹⁰⁷

Support packages should also be sought through social services when necessary and a young person, aged under 21 years is entitled to advice and support by the local authority under Section 24 Children's Act 1989.

HOUSING CORPORATION REGULATION

The Housing Corporation regulates Registered Social Landlords (RSLs) more commonly known as housing associations. RSLs have to comply with all Housing Corporation regulatory guidance and circulars.

The Corporation's regulatory circular, number 07/04 – "Tenancy Management: Eligibility and Evictions" sets out the Corporation's expectations of RSLs when assessing the eligibility of applicants for housing and when working to prevent or respond to breaches of tenancy.

This is an important circular against which housing associations are expected to operate. If it is believed that an RSL is operating in breach of the circular then this can be challenged. If progress cannot be achieved between the parties concerned the Housing Corporation can be contacted.

The circular covers areas such as:

- Prohibiting 'blanket bans' of groups of applicants and expecting all applications to be considered individually on their merits
- Not considering rent arrears as an automatic barrier to access
- Ensuring that there is evidence to back up any decision regarding ineligibility
- Not asking applicants for details of 'spent convictions'
- Housing need normally overriding local connection.
- Promoting the need to support and sustain the tenancies of those in difficulty.

A copy of the full regulatory circular can be downloaded from www.housingcorp.gov.uk/upload/pdf/Circ0704.pdf

HOUSING OPTIONS

The Housing Options approach is a method of seeking to prevent homelessness by following a standard approach to all new housing applicants which reviews their housing circumstances and prospects.

Housing authorities should examine all possible housing solutions both in relation to retaining any existing tenancy or residency and in respect of accessing appropriate housing. This will include undertaking a formal homelessness assessment if it is believed that an applicant is either homeless or threatened with homelessness (likely to be homeless within 28 days)

This approach may provide potential for greater linkages between housing authorities and Probation teams / Prisons including the possibility of visits to establishments to undertake Housing Options interviews.

Further details: *Homelessness Prevention: a guide to good practice*, DCLG June 2006
(See particularly Chapters 2 & 7)

Available on line at www.communities.gov.uk

¹⁰⁷ 'Reducing Re-offending – Applying for a Home' CIU (2006) unpublished

NOMS PROVIDERS

With the development of regional/Wales commissioning structures within NOMS there are two levels of provider agencies who deliver services.

Firstly the Probation and Prison services¹⁰⁸ have a formal relationship with the Regional Offender Managers to deliver services. This is governed by a Service Level Agreement between the ROM and the provider. These are known as Lead Providers.

The Lead providers will also commission and enter into partnerships and agreements with other organisations in the voluntary and community or private sector to provide certain of these services. For example much of the housing advice and guidance work in prisons is delivered by voluntary sector organisations.

PROLIFIC AND OTHER PRIORITY OFFENDERS

The PPO programme is a cross-Government initiative to tackle the small number of hard-core offenders who commit disproportionate amounts of crime and harm to their local areas. The programme is in three interlocking strands, which aim to:

- **Catch and Convict** offenders who commit most crime in their locality, or whose offending causes most harm to their community;
- **Rehabilitate and Resettle** these identified PPOs, working with them to stop their offending by offering a range of interventions addressing identified needs and risks of further offending. The opportunity to rehabilitate is backed by a swift return to court if offending continues; and
- **Prevent and Deter** young people engaging in crime focussing on the most active young offenders to stop them becoming the next generation of PPOs.

As with many other offenders PPOs face barriers in finding settled accommodation via either social housing or the private sector. Evidence also suggests that the accommodation needs of PPOs are more strongly linked to their offending behaviour than in the case for other offenders. The targets in the framework include reporting by PPO status which is viewed as crucial in monitoring the housing outcomes for PPOs and helping to reduce their re-offending.

| Factors linked to offending ¹⁰⁹ | PPO cohort % | OASys sample % |
|--|--------------|----------------|
| Education, training & employment problems | 82 | 55 |
| Thinking & behaviour | 76 | 55 |
| Criminal lifestyle & associates | 73 | 37 |
| Drug misuse | 61 | 26 |
| Accommodation problems | 52 | 34 |
| Relationship problems | 50 | 39 |
| Finance problems | 47 | 22 |
| Emotional well-being | 42 | 41 |
| Alcohol abuse | 34 | 39 |
| Pro-criminal attitudes | 22 | 32 |

Further information about the programme can be found at <http://www.crimereduction.gov.uk/ppo/ppominisite01.htm> and on accommodation issues from kelly.egan@homeoffice.gsi.gov.uk

¹⁰⁸ Including Contracted Prison Estate

¹⁰⁹ *Early findings from the Prolific and Other Priority Offenders Evaluation* (2005) Home Office

SETTLED AND SUITABLE HOUSING

Within this strategy document 'Settled and Suitable' are intended to imply those definitions as outlined in the Offender Assessment System (OASys)

- **Settled housing**

Settled housing will be as described using categories outlined in Prison Service Instruction 39/2000 and Probation Circular 34/2000 and measured as those currently used in OASys (Offender Assessment System). Settled housing will include those offenders living in:

- Permanent independent housing
- Bail / Probation hostel
- Supported housing including supported direct access hostels

- **Suitable accommodation**

This is also defined in OASys under two areas – suitability of the accommodation and suitability of location of the accommodation. This would include:

- Safety of the accommodation
- Overcrowding
- Facilities
- Where the victim lives in the house or nearby

Currently there is work in hand between the Ministry of Justice and DCLG in creating a glossary of common terminology.

TARGETS

Definitions

- **Initial Housing Assessment**

Assessment of housing status on reception into prison noting any identified needs such as need to secure tenancy through change of circumstances application for Housing Benefit. Currently recorded on existing Prison Service Initial Housing Assessment form.

- **Address Identified Housing need**

Provide advice, information, signpost or refer to specialist housing / finance adviser to take action on identified housing need such as regularise benefit, sustain or terminate tenancy.

- **Settled – See entry above**

- **High / Very High risk (of harm to others)**

As assessed in OASys

- **Prolific and Other Priority Offender**

As defined under local determination.

- **Licence or Order**

- Licence will identify those offenders returning from custody on licence and
- Order define those subject to community based sentences

The nature of the licence or order will not be collected.

Note - It is expected that Remand prisoners will receive housing advice and support on Induction and beyond. However, due to the uncertainty¹¹⁰ of the circumstances of their release they will not be included in discharge targets.

TENANCY AWARENESS TRAINING

Often offenders, particularly young offenders lack the insights and skills needed to gain and successfully maintain accommodation. Tenancy awareness and skill development courses address issues such as:

¹¹⁰ For example offenders remanded in custody may be released from court.

- Finding a home
- Setting up a home – furniture, utilities, expectations of landlord
- Understanding housing finance
- Getting on with the neighbours.

There are a number of courses which can be provided in prisons and the community. Ideally courses should have external accreditation which can help an applicant when seeking to demonstrate what they have achieved.

Examples of such accredited course which can be provided in modules have been produced by both Amber and NACRO who are in the process of having a similar course accredited.

Further details:

Hugh.Symons@amberweb.org
Gordon.Fenwick@vigin.net

Amber
NACRO

HOUSING AND HOUSING SUPPORT FRAMEWORK

Comments or queries to:

Partnerships Unit
4th Floor Fry South East
2 Marsham Street
London SW1P 4DF

Email: Richard.Taylor@justice.gov.uk
Philip.Richardson18@homeoffice.gsi.gov.uk