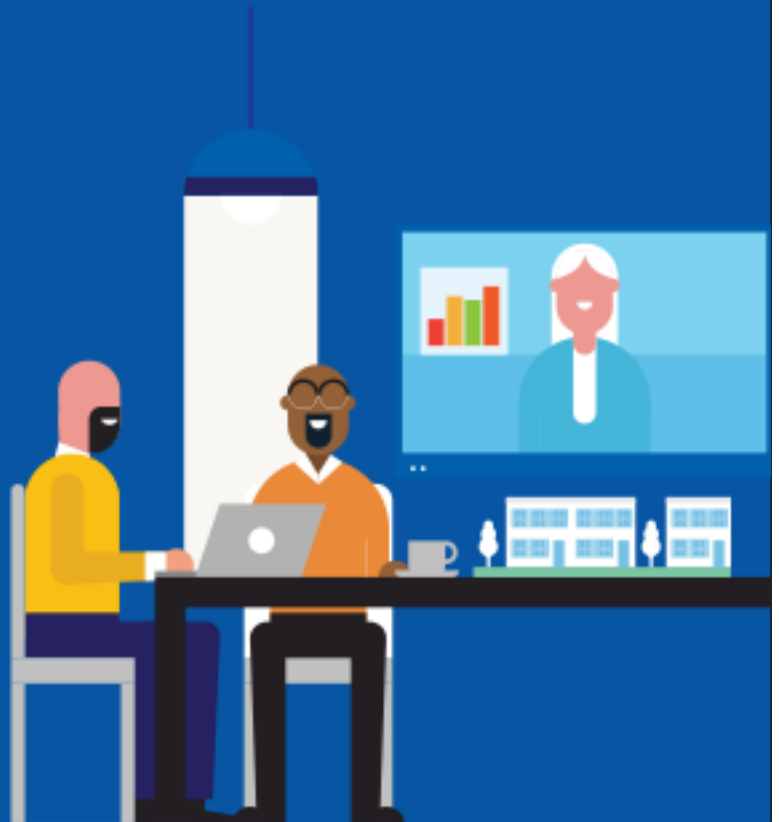


# Worcestershire Criminal Justice and Housing Pathway

FINAL

June 2022



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## 1. Executive summary

- 1.1 Partners across Worcestershire share a common goal: to work together in a more preventative way to stop people within the criminal justice system becoming homeless. There is a clear link between housing instability and the potential for reoffending.
- 1.2 We have identified a cohort of people who are either in and out of homelessness and offending, a cohort of those who fall into homelessness but are not yet embedded in this cycle and a cohort of those at risk of homelessness. Further work needs to be done to break the cycle for the first group, and to prevent the second and third groups from becoming homeless in the first place.
- 1.3 There is real and substantial number of people who fall under the long-term homeless cohort, and this is inevitably where a lot of the resources have to be targeted, but this is a minority of those affected by the homelessness / re-offending trap. Nevertheless, the balance of cases recorded would also support the idea that too much attention is put on crisis management at the moment rather than prevention because of the relatively low numbers “at risk” seemingly being picked up.
- 1.4 The data does support the idea that a custodial sentence has the potential for significantly increasing the risk of housing instability and yet is also an opportunity to break the cycle – an opportunity that is being missed at present. However, this is not the only circumstance in which the link between housing instability and re-offending is operating, and not the only point at which action can be taken to break the link. Many of those in housing instability have not received a custodial sentence and may not be under Probation supervision at all.
- 1.5 We also believe that there is a link between higher risk of homelessness and re-offending and additional support needs, but the way this data is captured at present is inconsistent. On the whole there is a tendency for the offending to be linked to a greater range of needs for assistance that need to be addressed if the link is to be broken.
- 1.6 A major cause of the difficulties that people within the criminal justice system experience in accessing housing is around the perceptions of the risks that they present to housing providers and local communities. The data suggests that, while in a number of cases this may be overstated, a significant proportion of those experiencing housing instability do indeed present very real risks. The question of the risks posed by a significant number of those caught in this cycle should be acknowledged, and ways of mitigating these risks / convincing potential housing providers will be an important part of resolving the situation.
- 1.7 The Duty to Refer is the key statutory framework for managing multi-agency approaches to homelessness prevention. It is being used, but not consistently, early enough or with thorough enough information in all cases. There is also a significant drop off between referral and engagement with Housing Options. The majority of people going through the homelessness system are relief duty cases, which supports the notion that the current focus is on crisis management rather than prevention. There is also some evidence that Probation clients are less likely to be given a full homelessness assessment and therefore less likely to be subject to a duty to rehouse.

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- 1.8 We have not been able to do a detailed supply analysis (due to a lack of response), but we have produced a framework that can be used to capture and analyse the current supply of services. We have done our best to use this framework to categorise existing services that we know about but suggest that partners continue to use this framework to complete the analysis. Once this is complete the recommendations outlined below on additional support at points within the system/pathway will be better evidenced.
- 1.9 We believe that partners are ready, willing and able to work in a more preventative way, and have made the following recommendations:
- 1) Partners should agree a protocol for how to manage all cases of individuals going through the criminal justice pathway, with named lead agencies and timescales for each stage in line with statutory responsibilities and best practice.
  - 2) We would also recommend that the partners identify how they will monitor implementation and successful operation of the protocol once agreed.
  - 3) Partners should provide consistent training for all staff on how to manage clients through the pathway, and how to work effectively with partner agencies at transition points through the pathway.
  - 4) Partners should work with colleagues to commission improved support for individuals at key transition points, including additional through the gates support, and more transitional/resettlement support for people when they are housed.
  - 5) Partners should agree effective data sharing protocols, and a clearly agreed set of data that will be shared between agencies at each transition point in the pathway need to be put in place, including with voluntary sector providers. This should form part of the joint working protocol (1 above)
  - 6) A new multi-agency working group should be set up for cases where there is a high risk of homelessness in individuals who do not fall within either Multi-Agency Public Protection Arrangements (MAPPA) or Multi Agency Case Conference (MACC) arrangements, which needs to be consistently attended by all key partners from both statutory and voluntary sector agencies.
  - 7) Further work should be done to attract additional landlords from the private sector to supply accommodation, and further support for people with tenancy sustainment once they are housed, perhaps through an enhanced floating support provision.
  - 8) Special protocols should be put into place for those seen as hard to house, either because of a finding of intentional homelessness, or because of the index offence. This could be a section on the new multi-agency partnership meeting.
  - 9) Partners should review the proposed pathway and flow diagram set out in Appendix 1 and agree to adopt this and agree responsibilities and timelines.
  - 10) Partners should strengthen routine joint working with YSS around the outcomes that they are commissioned to deliver on for MOJ. These outcomes should be made available to all partners, both within Prison and more broadly across the whole of the steering group.
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## Short medium- and longer-term actions

### Short term

- 1) This report should be shared and recommendations agreed/adopted by each district and incorporated in to the housing strategy, homelessness strategies and housing delivery plans.
- 2) The Joint Working Protocol to be agreed, and a permanent steering group set up with key partners to get the protocol and data sharing agreement signed off.
- 3) A joint case working multi agency group should be set up to manage cases where people are at risk of homelessness, in line with MAPPA and MACC arrangements for higher risk offenders. This panel would be for those handful of hard to solve homelessness cases that are not within the MAPPA L2/3 or Red Integrated Offender Management categories and therefore do not benefit from existing active multi-agency management arrangements.
- 4) Partners to agree CAS3 accommodation procurement and rules around access.
- 5) Training on Duty To Refer for criminal justice staff and training on criminal justice for Housing Options Staff.
- 6) Agree and implement before release housing options interviews in Prison and work together to facilitate being able to conduct these.
- 7) Consider commissioning of through the gates service and additional floating support.
- 8) Consider completing the supply mapping exercise set out in Appendix 3. We would suggest that this is carried out by Worcestershire County Council under the auspices of the Strategic Housing Partnership Group, and that this is used to jointly agree additional accommodation and related support to address the gaps.

### Medium term

- 1) Local authorities, potentially through the Worcestershire Strategic Housing Partnership, to consider landlord incentives to increase the amount of private rented sector accommodation.
- 2) The Worcestershire Strategic Housing Partnership to meet with registered social landlords to review barriers in place preventing the rehousing of people with higher needs in their accommodation, and to establish protocols which ease landlord concerns and increase the number of social housing tenancies available for people within the criminal justice system.
- 3) The Worcestershire Strategic Housing Partnership should consider providing guidance to local areas on the scope for multi-agency panels to ensure a more coordinated approach to the housing needs of a wider cohort of criminal justice cases than are currently covered by MAPPA /MACC.
- 4) Discussions with Probation colleagues should be focussed on moving from a crisis management approach to a prevention approach. The role of Probation staff in identifying the triggers that could indicate risk of homelessness among their clients as

well as what action should be taken should be explored and agreed. Where training is needed to facilitate this it should be put in place.

**Longer term**

- 1) Work with colleagues to ensure the needs of those with a criminal justice history are incorporated into future commissioning of rough sleeping, substance misuse and other relevant client group areas. Particularly where new funding may be available e.g. related to the drug strategy or the government's commitment to eradicate rough sleeping by 2024.
- 2) Identify further Housing First/Housing Led units to meet a potential need for 38 units to support people with multiple and complex needs.
- 3) Ensure the needs of those in the criminal justice system with a housing need are incorporated into future housing needs assessments and inform housing and homelessness strategies going forward.

## 2. Introduction

- 2.1 Worcestershire County Council and its partners in criminal justice commissioned Campbell Tickell (CT) to examine the housing needs of people in the criminal justice system in the Worcestershire area and to develop a housing pathway and protocol to improve partnership work as well as to improve the housing outcomes for those in the criminal justice system.
- 2.2 This study relates to the six district councils of Bromsgrove and Redditch, Wyre Forest, Malvern Hills, Wychavon and Worcester City and the criminal justice partners in West Midlands Probation and Worcestershire Probation services, as well as their partners in the voluntary sector, HMP Hewell and West Mercia Police.
- 2.3 The work carried out by CT has included:
- Analysis of H-CLIC and Duty to Refer data for all local authorities within the County<sup>1</sup>
  - Analysis of criminal justice data and a snapshot survey of a sample from the Probation caseload
  - A mapping of the supply of accommodation – based on a list of organisations and providers supplied by the steering group convened to oversee the project, while this list may not be complete it provides a good indicator of the gaps in housing and support available to people with a criminal justice history in Worcestershire
  - Meetings with 21 stakeholders (these are listed in Appendix 1)
  - Two workshops conducted with stakeholders and 16 service provider representatives
  - Telephone interviews with six individuals with lived experience of the criminal justice system in Worcestershire. CT also provided an online and hard copy survey, however this received a very low response (only 5 completed surveys) and we have therefore included analysis of the surveys that were returned in the lived experience commentary in this report.
- 2.4 This multi-method approach has provided a sound basis for the findings and recommendations set out in the rest of this report. We would like to thank everyone who has given up their time and provided their views for this report.

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<sup>1</sup> We ended up with differing levels of detail for different local authorities. We received detailed data from Worcester, Wychavon and Malvern Hills in relation to a full 5-year period. This was well-beyond what we originally asked for. The main analysis undertaken related to this data, but we did also receive a more limited amount of information from the other three Authorities, in line with what we had asked for.

### 3. Findings

- 3.1 This section of the report sets out the main findings from our research and addresses the context, the data analysis and stakeholder and lived experience feedback in relation to the current housing pathway.

#### Context

- 3.2 The work was carried out during a process of change for the criminal justice system, largely brought about by the integration of the community rehabilitation company services back into a unified Probation service. The new target operating model (TOM) is still being rolled out with a number of initiatives either newly implemented or in the process of being implemented and/or fully rolled out. The work has also been carried out during the post-Covid 19 recovery period.
- 3.3 Other key issues impacting on the housing needs and options available to those in the criminal justice system include the implementation of the Homelessness Reduction Act 2017 and the introduction of a Duty to Refer requirement on statutory services such as Prisons and Probation services.
- 3.4 The understanding of risk is also an important factor in assessing and meeting housing needs of offenders. Criminal justice focuses largely on risks in relation to community safety and risk of reoffending while housing focusses largely on risks in relation to anti-social behaviour, vulnerability and tenancy breakdown and the impact on rough sleeping. Ensuring these two ways of looking at risk are aligned is therefore critical.

#### Impact of homelessness on re-offending

- 3.5 The incidence of re-offending by those on court orders as well as those leaving Prison nationally was at 37% according to Government figures released in April 2022<sup>2</sup>. Those released from short sentences (less than 12 months) re-offended at the rate of 57.7% and those released from sentences of less than or equal to 6 months had a proven reoffending rate of 60.3%. In the April to June 2020 cohort, the proven reoffending rates for adults ranged from 8.0% for offenders with no previous offences to 45.3% for offenders with 11 or more previous offences.
- 3.6 Research by Her Majesty's Inspectorate of Probation published in 2020<sup>3</sup> identified that 35.4% of individuals released from Prison from April to September 2019 were released without settled accommodation (15.7% men and 18.6% women). The research also stated that '*obtaining and retaining settled accommodation is a key factor in successful rehabilitation*' and quoted a 2012 study on crime reduction that showed 79% of Prisoners who reported being homeless prior to entering custody were re-convicted within a year of release, while by contrast 47% of those with accommodation were reconvicted within a year of release. The 2020 report examined a sample of 116 cases of those released in February

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<sup>2</sup> [Proven reoffending stats bulletin April22 Final.pdf \(publishing.service.gov.uk\)](#)

<sup>3</sup> Accommodation and support for adult offenders in the community and on release from prison in England (July 2020)

2019 and found that 63% of those released without accommodation had been recalled or re-sentenced to custody within 12 months, while only 35% of those with settled accommodation were, and 65% of people without settled accommodation had re-offended while 44% of those with accommodation had done so. The research also found that many individuals had additional support needs related to mental health and/or substance misuse.

- 3.7 The Government's Drug Strategy<sup>4</sup> published in 2021 identified that more than a third of people in Prison are there due to crimes related to drug use. The strategy also recognises that accommodation has an important role in supporting treatment and recovery outcomes. The strategy wants to see greater use of effective community sentencing with drug rehabilitation requirements as well as improve access to treatment services whilst in Prison and on release. The strategy states that *'it is vital that the Probation Service works closely with healthcare services to make sure offenders continue to access treatment'* with plans to expand roles such as Health and Justice Partnership Co-ordinators to liaise with Prisons, Probation and treatment providers to ensure services are co-ordinated more effectively and to form part of the new Integrated Care System (ICS) structures. The strategy also refers to Housing Specialists being deployed in Prisons to strengthen partnerships between Prison, Probation and housing and increase the likelihood of Prison leavers securing accommodation in the community before they leave.
- 3.8 These two reports demonstrate that there is a clear understanding of the importance of housing in reducing recidivism and a recognition of the need to improve access to and supply of suitable housing. There is some growth in investment underway from the Home Office, Department for Levelling Up Housing and Communities (DLHUC) and the Ministry of Justice all of which should contribute to improving the pathways available for people leaving Prison or on community sentences who have a housing need. There are therefore potential opportunities to improve the housing options available to people in Worcestershire with an offending history. There are however a number process and pathway related issues to be overcome, or at least mitigated by partners in Worcestershire.
- 3.9 The section below outlines the findings from our analysis of the available data in Worcestershire.

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<sup>4</sup> From Harm to Hope: a 10-year drugs plan to crime and save lives

## 4. Data analysis and findings

### Objectives of data analysis and sources of data used

- 4.1 In order to inform this project we have sought to uncover information on the following:
- The level and type of housing need experienced by people going through the criminal justice system
  - What happens to these people at the moment within the current housing pathways
  - A mapping of the services that currently exist to assist those involved in the criminal justice system facing housing instability, homelessness and the risk of homelessness in the County.
- 4.2 We have based our conclusions on the first two bullets in Para 3.10 above on three separate principal sources of data
- Some bespoke reports drawn from the Probation data system on the whole Probation caseload
  - A snapshot survey undertaken by Probation Officers providing information about a randomly selected sample of cases where accommodation had been identified as an issue in the OASys risk assessment
  - Source data drawn from the local authority homelessness data system of Worcester, Wychavon and Malvern Hills over the last 5 years, which allowed us to produce summary results for those referred by criminal justice agencies under the Duty to Refer and those noted as having an offending history
- 4.3 It was agreed with Probation that the snapshot survey would only be sent to officers in relation to a sample of cases. The target was 50 but we actually received a total of 36 returns. This does put some limitation on the value of the output. We would strongly suggest that Probation consider undertaking their own follow-up exercise to extend and deepen the conclusions drawn from this exercise to inform future strategy and development of the pathway and protocol.
- 4.4 The biggest gap was any real locally-specific information on the use and impact of the Community Rehabilitation Service on Accommodation as provided in Worcestershire by YSS, as sub-contractor to NACRO. This national initiative is a core element of Probation's response to housing problems, identified as a critical issue in reducing re-offending. The contract is set up in such a way that there is no expectation that such data is produced. This would seem very short-sighted and needs to be addressed as part of the new pathway and protocol. We did get some feedback on the value of this service as part of the snapshot survey, and in the short-term this could be a major focus for the suggested larger-scale information collection exercise using similar methods.
- 4.5 In terms of mapping the supply we tried to collect information from suggested providers in the form of a simple data return. Ideally this would have allowed us to understand in more detail their service offer and the extent to which their service was accessible and accessed by people involved in the criminal justice system. This proved an unrealistic expectation.

With the best will in the world there was no real incentive for most providers to participate in this and even those that did were not able to readily identify the extent to which their services were used by people involved in the criminal justice system.

- 4.6 Instead, we have developed a framework for categorising and analysing the provision of services, based on a model that identifies the range of service-types needed in any local area to effectively reduce the risk of, and respond effectively to, homelessness. This is intended to help identify the nature of the gaps in provision as well as facilitate a more structured and co-ordinated response to homelessness and the risk of homelessness. We have then sought through mostly desk-based research to use this as a template to catalogue the services available in Worcestershire. This allows us to draw some initial conclusions, but we also strongly suggest that as part of the further development of the pathway and protocol local agencies take responsibility for completing this exercise.

### **Total Caseload**

- 4.7 Before looking at the data on current Probation caseloads, it should be remembered that only a small minority of convictions for offences in the court lead to a statutory intervention from Probation. Nearly 80% of convictions lead to a fine or similar results. This also ignores offences that lead to a caution rather than a conviction through the courts at all. People committing offences that result in caution or fine are involved in the criminal justice system, but independent records of their profile or their housing status are not available.
- 4.8 When considering the impact of housing problems on re-offending rates, and the need to put in place protocols to reduce this impact, the situation of this wider cohort needs to be considered, as housing problems could well be linked to the transition from minor offending to more serious offending. To an extent, the prevalence of housing problems in this larger cohort may be reflected in the figures drawn from the analysis of homelessness data in the three Local Authorities<sup>5</sup>. This suggested that over 5 years, there were 400 duty cases (i.e an average of 80 per year)<sup>6</sup> who had an offending history but had not been referred through the Duty to Refer by Prison or Probation. Some of these would be people whose conviction would not have led to custody or Probation supervision, but this does not really provide the basis for estimating the size of this wider cohort, who experience housing problems.
- 4.9 For the rest of this section we only consider the people being supervised by Probation. The total number of Probation clients on the caseload in Worcestershire as of March 2022 was 1,546. These can be broken down into three broad categories as follows:

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<sup>5</sup> Worcester, Wychavon and Malvern Hills

<sup>6</sup> Figures supplied by Wyre Forest might suggest that this is not typical of the rest of the County – as there were only 9 cases in 2020-21 tagged as having an offending history there

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| Order Category   | Number of Cases | % of total |
|--|-----------------|------------|
| Community Supervision case (including those given suspended sentences) | 682             | 44%        |
| Post-Release Supervision case (on licence)                             | 428             | 28%        |
| Currently in custody and subject to Probation supervision              | 436             | 28%        |

72% of the caseload are already being supervised in the community.

- 4.10 The breakdown in terms of *order types* is very complex, due largely to continuing changes in relation to the legislative framework for sentencing. This results in a complex patchwork of different orders. One significant point, however, is that 200 of the 436 cases in custody subject to Probation supervision were on life, indeterminate or extended sentences i.e. very long-term. Only a few of those will be released in any year.

### Housing need among Probation caseload

- 4.11 We have sought to estimate the size and scale of the homelessness problem within the Probation caseload. This is of the nature of a snapshot of the situation at a particular point of time, rather than a number presenting in need over time. In relation to housing need we would broadly identify four relevant categories within the cohort at any one point in time:
- Those who are currently in custody and due for release without any settled housing to return to
  - Those currently supervised in the community, in settled housing, but are at risk of homelessness
  - Those who are part of what might be described as a long-term homeless cohort, who have probably been circulating through homelessness, custody and other transient settings for a number of years
  - Those who are currently homeless but who do not yet qualify for inclusion in the long-term homeless cohort.
- 4.12 Probation staff undertake assessments, using what is referred to as a *HETE* form, at key points in the course of case supervision. This includes a record of the clients' housing status in terms of the type of accommodation that they are living in, or (in the case of people currently in custody) where they were living before their sentence. As such it is an indicator of the scale of problems with insecure housing rather than an accurate up to date picture of current housing circumstances (as these may have changed since the initial assessment).
- 4.13 Most importantly this does not capture the risk to their current housing. Living in some form of settled housing does not mean that this is not at risk.
- 4.14 A total of 234 case records do not have clear HETE housing status. The majority of these are currently in custody. These records have been ignored in all subsequent calculations.

4.15 We have categorised the housing status categories used on the HETE form as follows:

- Settled Accommodation
- Transient Accommodation (including Supported Housing)
- Criminal Justice Accommodation (Approved Premises and BASS Accommodation)
- Homeless

4.16 This categorisation differs from the way that housing status is treated in the standard Probation Community Performance Indicators, in that in these PI's, supported housing is included as *settled housing*. This is not really logical in that supported housing is a transient step intended to facilitate access to settled housing rather than being settled housing in itself. To an extent this reflects the short-term, "crisis management" focus of previous policy and practice – a move to supported housing being seen as a housing solution in itself rather than a step towards that housing solution.

4.17 For the purposes of subsequent paragraphs, the last three sub-sets (transient accommodation, criminal justice accommodation and homeless) are all classified as "not settled" accommodation. In terms of the three "order categories" the proportions of cases that are in settled / not settled accommodation (ignoring not knowns) at the time of the last assessment is as follows:

| Order Category           | % in settled housing | % not in settled housing | Number not in settled housing |
|--------------------------|----------------------|--------------------------|-------------------------------|
| Community Supervision    | 84%                  | 16%                      | 100                           |
| Post Release Supervision | 71%                  | 29%                      | 115                           |
| In Custody               | 56% <sup>7</sup>     | 44%                      | 123                           |
| TOTAL                    | 72%                  | 28%                      | 338                           |

4.18 The percentage of supervision cases in custody without settled housing to return to on release appears to be significantly higher. These figures are difficult to translate into an estimate of the number of people being released from custody without settled accommodation to return to for a number of reasons including

- The number of cases where the last housing status was not known is very high at 156
- The proportion of those where it was known, where the sentence was initially very long or indefinite is high – 70 out of the 123<sup>8</sup>, and relatively few of these will be released in any particular year

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<sup>7</sup> These people are clearly not in settled housing at the moment

<sup>8</sup> This is confusing because the order type relates to the initial sentence whereas the order category to their current status as regards supervision. This means that some of the 70 people initially sentenced to extended or indeterminate will have been released and now be subject to post-release supervision, but the majority probably have not.

- 4.19 Based on this it is difficult to estimate the numbers of people likely to be homeless on release from custody in any year.
- 4.20 A total of 232 cases that were in the community (whether previously serving a custodial element of their sentence or not) were not in settled accommodation at their last point of assessment – this is equal to around 23% of the total caseload being supervised in the community (once you discount the cases where housing status was unknown).
- 4.21 The proportion of people supervised in the community but having previously been in custody who are now in unsettled accommodation is however twice that of those who have not been to custody as part of their current sentence. On the other hand, in terms of absolute numbers the numbers not in settled housing are broadly comparable, between the two groups. This indicates that release from custody is rightly considered to be linked to the potential for homelessness and therefore also an opportunity to prevent homelessness, but on the other hand housing problems are not restricted to Probation clients who have been to custody.
- 4.22 The housing circumstances of those on community orders/suspended sentences, and post release supervision is as follows:

| Order Category           | Settled Accommodation | Transient-Supported | Other Transient Accommodation | Criminal Justice Accommodation | Homeless |
|--------------------------|-----------------------|---------------------|-------------------------------|--------------------------------|----------|
| Community Supervision    | 533                   | 27                  | 57                            | 4                              | 12       |
| Post Release Supervision | 283                   | 35                  | 41                            | 19                             | 20       |
| TOTAL                    | 816                   | 62                  | 98                            | 23                             | 32       |

- 4.23 In the OASys assessment officers are asked to identify whether the cases have some or significant problems in relation to the suitability, permanence or location of their accommodation. Potentially this should involve the identification of cases that are still in settled accommodation but where this is very much at risk. On the other hand, the total number of cases where accommodation problems have been identified on OASys currently stands at 364. This is a very similar figure to that generated through the HETE assessments of housing status. This is largely supported by the result of the Snapshot Survey, where it would appear that 3 of the 36 cases where accommodation concerns are noted are currently living in what would otherwise be regarded as settled housing, and this can reasonably be interpreted broadly as an identified risk of homelessness. If this was reflected across the whole caseload with accommodation problems, then this would amount to about 30 cases. Considering the overall level of homelessness within the Probation caseload, this feels like it must be a considerable understatement of the numbers who are at risk of homelessness at

any one time, and indicates the fact that this risk is not currently being picked up within the system.<sup>9</sup>

- 4.24 The snapshot survey was targeted at those who had accommodation problems at the point of their last assessment. However, at the point the survey was completed this was no longer true for 6 of the cases. This represents 17% of those where a survey was completed. Applying this percentage to the HETE figures for the numbers in the community without settled housing, this would indicate that the truer figure for the number of clients homeless at a point in time was around 190 people.
- 4.25 The snapshot survey also asked whether the Officer "*would say that the client has a lengthy or cyclical experience of homelessness?*" For those being supervised in the community and not living in settled housing the answer to this questions was as follows:

|     | Number | % of total |
|-----|--------|------------|
| Yes | 11     | 55%        |
| No  | 9      | 45%        |

- 4.26 If this is representative of the wider caseload then this would suggest that the number of clients who have experienced lengthy or cyclical periods of homelessness would be in the order of 105 clients, which is a very substantial cohort, with the balance of around 85 clients having experienced homelessness more recently. For shorthand purposes we could refer to these different groups as the *Long Term Homeless* population and the *Short Term Homeless* population.
- 4.27 There were 4 people who had experienced lengthy or cyclical periods of homelessness and also as having a "consistent pattern of disengaging from / refusing to access services" (two of these were currently in custody). These could be seen as the primary criteria for suitability for a Housing First intervention. If this pattern were reflected across the wider cohort (including those in custody), then this might indicate a total demand for Housing First of around 38 cases.<sup>10</sup> This is however a very small sample to base this estimate on.

### Profile of Probation clients experiencing housing instability

- 4.28 We have profiled those in housing need, on the basis of their need for additional support, the levels of risk presented by the cohort, age, and gender.

#### *Additional Support Needs*

- 4.29 All Probation clients are categorised by the *Unified Tiering Case Allocation Framework* according to both the assessed risk of serious harm and what is referred to as the level of

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<sup>9</sup> It is perfectly plausible to be able to triangulate these figures because some of the people that we have included as not being in settled housing in the HETE figures would probably not appear as having accommodation problems in OASys because their supported housing placement is considered currently appropriate.

<sup>10</sup> This is estimated on the basis of assuming that the total number of people in housing need drawn from the HETE data is 338 and the proportion meeting the Housing First criteria is 1 in 9 based on Snapshot Survey ) 4 out of 36)

“need” / “change” required. This latter element could be seen as a proxy measure of “additional support need” for our purposes. This element of the tiering matrix is divided between None, Low, Medium and High levels. The breakdown for those clients not in settled housing is as follows:

| Level of “Need” | Number of cases | Proportion of total |
|-----------------|-----------------|---------------------|
| None            | 2               | 2%                  |
| Low             | 60              | 18%                 |
| Medium          | 193             | 57%                 |
| High            | 80              | 24%                 |
| TOTAL           | 339             |                     |

4.30 This picture is to a large extent mirrored by the analysis of duty to refer (DTR) cases made to the three Authorities analysed. Local authorities are expected to identify and record additional issues that applicants present – referred to as “support needs”. The “support needs” section is not completed for all households – in total of 101 of the households owed a duty have a record of their additional “support needs” in this data set.

4.31 Of these the following are the key additional issues identified

| Issue                                     | Number | %   |
|---|--------|-----|
| Mental Health                             | 54     | 53% |
| Substance Misuse                          | 45     | 45% |
| Longer Term Homelessness / Rough Sleeping | 24     | 24% |
| Physical Health Problems                  | 21     | 21% |

4.32 Overall, only 19% of the criminal justice DTR households do not have any of these “support needs”. 29% have at least 2 of them, 11% have three, and 4% have all 4.

4.33 In order to provide more detail about the nature of the need for additional support we asked in the snapshot survey whether the clients had some or significant needs for assistance in relation to the following areas:

- Financial management
- Community engagement
- Family / personal relationships
- Improving personal capacity
- Health
- Achieving housing goals

4.34 These needs were scored by allocating one point if a “significant” need was identified against this domain and half a point if “some” need was identified. We then equated a score of up to 2 as a low level of additional support required, a score of between 2 and 3 as being a medium level of additional support required, and a score of over 3 as being a high level of additional support required. The results were as follows:

| Level of support required | Number | %    |
|---------------------------|--------|------|
| Low                       | 13     | 36%  |
| Medium                    | 12     | 33%  |
| High                      | 11     | 31%  |
| TOTAL                     | 36     | 100% |

- 4.35 Potentially, it could well be that those with a medium or high level of additional support required, could benefit from a supported housing model. This would amount to 64% of the homeless cohort (but see the qualifications in the next section). This categorisation is inevitably slightly arbitrary, but the greater detail on the nature of the needs for additional support suggests a slightly different pattern in terms of the result. The number of clients with high levels of additional support needs is still significant but proportionally a higher proportion of the overall cohort in need have low additional support needs. More striking however is when one compares the average support needs score for the “long-term homeless” and “short-term homeless” groups which were as follows:

Long Term Homeless                      3.25

Short Term Homeless                      1.95

#### *Risk factors*

- 4.36 Risk is obviously a significant factor to be taken into account in understanding the nature of the housing challenge for the Probation caseload. Risk can however be measured in a number of ways.
- 4.37 The *Unified Tiering Case Allocation Framework* already referred to, includes an assessment of the “risk of serious harm”. Risk of serious harm is defined as the probability that a future offence will be one of “serious harm”. The OASys risk assessment tool additionally defines “serious harm” as “an event which is life threatening and/or traumatic and from which recovery, whether physical or psychological can be expected to be “difficult or impossible”.
- 4.38 It appears that the proportions of the caseload with a non-settled housing status with different levels of risk of serious harm are:

| Risk of Serious Harm level | Number of cases | Proportion of total |
|----------------------------|-----------------|---------------------|
| Very High                  | 23              | 7%                  |
| High                       | 156             | 46%                 |
| Medium                     | 144             | 42%                 |
| Low                        | 16              | 5%                  |
| TOTAL                      | 339             |                     |

It should be noted that this is a measure of the event happening not the likelihood that it will. Nevertheless, these results do indicate why housing providers might legitimately have concerns about housing members of this cohort, and underline why being able to provide some reassurance about how this risk is being managed / mitigated is crucial to being able to persuade them to provide greater access to housing.

- 4.39 Looked at from the other perspective, there does appear to be a relationship between non-settled housing status and higher levels of risk of serious harm. The numbers of cases at different risk levels are not in settled housing at the point of assessment (ignoring those cases where the housing status is not known):

| Risk of Serious Harm level | Number with recorded housing status | Number not in settled housing | Proportion not in settled housing |
|----------------------------|-------------------------------------|-------------------------------|-----------------------------------|
| Very High                  | 11                                  | 9                             | 82%                               |
| High                       | 329                                 | 153                           | 47%                               |
| Medium                     | 798                                 | 167                           | 21%                               |
| Low                        | 167                                 | 38                            | 23%                               |
| TOTAL                      | 1305                                | 367                           | 28%                               |

- 4.40 In housing terms risk is looked at slightly differently. Risk can be perceived of as the risks to the individual and the risks created by the individual. The former could also be conceived of as vulnerabilities and the latter mostly in terms of the potential for conflict or exploitation with other residents.

- 4.41 In terms of a measure of vulnerability the results of the snapshot survey were:

| Officer Assessment  | Number | %   |
|---|--------|-----|
| No history of being particularly vulnerable               | 22     | 61% |
| Some history of being vulnerable to exploitation or abuse | 9      | 25% |
| At risk of harm if not closely supervised                 | 5      | 14% |

- 4.42 In terms of a measure of risk to others the results of the snapshot survey were:

| Officer Assessment   | Number | <sup>11</sup> % |
|--|--------|-----------------|
| No indication of being a risk to others                                    | 3      | 8%              |
| History of forms of abuse within personal relationships                    | 14     | 39%             |
| Some history of conflict with others that can potentially lead to violence | 11     | 31%             |
| General history of intimidation or abuse of others                         | 6      | 17%             |
| History of consistent and/or criminal exploitation of others               | 2      | 6%              |

- 4.43 The potential significance of this is that the last three categories of risk are particularly difficult to manage within a traditional shared supported housing setting, and of the 20 clients exhibiting a support needs score of over 2 (which could be seen as the threshold for a supported housing package) only 7 did not exhibit one of these forms of risk to others.

#### *Age, race and Gender*

- 4.44 In terms of Gender, 94% of those not in settled housing were male and only 6% female.
- 4.45 In terms of race 87% of the total Probation caseload self-identify as White British – while 88% of those without settled housing did so.

<sup>11</sup> Figures do not add up to 100% due to rounding issues

- 4.46 In terms of age group 12% of those not in settled housing were under the age of 25.

### **What happens to people in housing need at the moment**

- 4.47 The principal mechanism for meeting the need of those who are involved in the criminal justice system and are experiencing homelessness or risk of homelessness is the Duty to Refer (DTR) to the local housing authority placed on Probation and (in some instances) Prison authorities, where they become aware of clients' risk of homelessness or actual homelessness. The local housing authority is then expected to undertake an assessment that establishes whether they have a duty to assist – either a prevention duty if the household is threatened with homelessness within 56 days, or a relief duty if the household is actually homeless. For those who are actually homeless the local authority can decide to also assess as to whether the household falls into a priority group and whether they could be considered to be unintentionally homeless. Under such circumstances the local authority would then additionally have a duty to rehouse.
- 4.48 We asked in the Snapshot Survey as to whether a DTR had been made for the client, and what the result was. This confirms that a DTR had been made for 15 of the cases. As a result a duty to assist only had been established in 10 of these cases, but a full duty to rehouse was established in the other 5. Of these 5, 4 were still housed at the point of the snapshot. Of the 10 cases, where a duty to assist 6 were still in custody, 3 had been placed in supported housing and 1 was literally homeless.
- 4.49 This suggests a system that is working reasonably well, except that it is reasonable to expect that a higher proportion of the total number of cases where the client was effectively homeless would have been referred.
- 4.50 We have however a more detailed analysis of the workings of the Duty to Refer from the detailed source data supplied by Worcester, Wychavon and Malvern Hills local authorities, supplemented by additional information supplied by the other three Authorities, Bromsgrove and Redditch and Wyre Forest, in the County.
- 4.51 The following analysis is therefore principally based on the records since the beginning of the Homeless Reduction Act (HRA) i.e. from April 2017 until March 2022 i.e. the best part of 5 years, for the three local authorities together (Worcester, Wychavon and Malvern Hills), and if we do not say otherwise elsewhere in this section we are referring to conclusions drawn from this data set.
- 4.52 To put this into some context these three Authorities represent 55% of duty cases accepted across Worcestershire in 2020/21. On the other hand, they also include 84% of duty to refer referrals from criminal justice agencies in the same period that led to a duty being accepted, and 74% of those duty cases identified as having an offending history. The published data did not include any figures for Wyre Forest,.
- 4.53 Within these three Authorities there were a total of 422 Duty to Refer (DTR) referrals from Criminal Justice agencies over the 5 years (an average of 85 per year). The numbers in the other Authorities were significantly lower. In Redditch there were 31 DTR referrals recorded over a period of 7 quarters. In Wyre Forest and Bromsgrove just 7 over a 12 month period.

On the other hand, it is generally only if the person referred actually engages with Housing Options that they will appear on the H-CLIC system, and independently we know that in Bromsgrove 8 people were referred but only 3 turned up. It might be reasonable therefore to assume that the rate of referrals in the other Authorities was around 40 people in total per year – bringing the total across the County to about 125 per year.

- 4.54 In terms of the stated reason for the loss of last accommodation for the DTR referrals – this is unknown in 195 cases. Otherwise, the summary is as follows:

| Reason for loss of last accommodation                           | Grand Total | % of total |
|---|-------------|------------|
| Departure from institution: Custody                             | 9           | 4%         |
| Domestic abuse  | 5           | 2%         |
| End of private rented tenancy – assured shorthold tenancy       | 11          | 5%         |
| End of private rented tenancy – not assured shorthold tenancy   | 1           | >1%        |
| End of social rented tenancy                                    | 11          | 5%         |
| Eviction from supported housing                                 | 3           | 1%         |
| Family no longer willing or able to accommodate                 | 22          | 10%        |
| Friends no longer willing or able to accommodate                | 5           | 2%         |
| Left institution with no accommodation available                | 112         | 49%        |
| Non-racially motivated / other motivated violence or harassment | 1           | >1%        |
| Other   | 43          | 19%        |
| Relationship with partner ended (non-violent breakdown)         | 4           | 2%         |

- 4.55 Assuming that the “institution” that the 49% have left is some form of custody, this would broadly indicate that the around 50% of DTR referrals were for people leaving custody and the other 50% were people already being supervised in the community – however this has to be qualified by the significant numbers of cases where the reason for homelessness was unknown. This is broadly in line with the analysis from Redditch over 7 quarters, where just over 50% of referrals were in custody at the time of the application.
- 4.56 The DTR cases however represent only 325 unique households. A number of households have been referred more than once.
- 4.57 Of these 325, only 3 are households with children.
- 4.58 Only 140 cases lead to a duty being created. This related to 131 unique households. This is only 34% of referrals, or 43% of the unique cases, 57% of households referred in fact never enter the system as a duty case. It is assumed that in the majority of these cases, the applicant never actually makes contact with the local authority. If the assumption about the leaving custody / in the community split is broadly correct – then the proportion of DTR referrals that are associated with leaving custody do have a higher “no result” outcome -46% as opposed to 29% for cases already supervised in the community (NB these are the proportions of the total number of referrals not of unique individuals).
- 4.59 This result has to be put into context however. Overall, only 5,596 of the total number of 12,861 cases resulted in a duty being accepted – that is 43% (broadly comparable to the 34% figure for DTR cases quoted above). There is therefore in fact a significant degree of non-

engagement across the piece – not just for Criminal Justice DTR cases – but the level of non-engagement is nevertheless higher for the DTR cases.

- 4.60 The figures indicate that 19 cases started as a Prevention Duty case, while 5 of those cases subsequently became a Relief Duty case, 125 cases started as a Relief Duty case. This means that 87% of DTR duty cases are Relief Duty cases i.e. judged as already homeless at the point of referral. The comparison to the overall picture across this period for all three Authorities shows that the proportion of duty cases that are relief duty cases are much lower at 57%. The figures are very similar for Redditch (84% of duty cases were relief duty cases).
- 4.61 The data shows that 11 DTR cases had been accepted as a duty case before, two of them twice before.
- 4.62 If a local authority thinks that they may owe the homeless household a duty to house them because they are homeless, in priority need and not homeless intentionally then they should carry out a full homelessness assessment. In relation to the DTR cases accepted as being owed a relief duty, only 18% had a full homelessness assessment. The figure for relief duty cases overall was significantly higher at 39%.

#### *Outcomes of Duty to Refer cases*

- 4.63 Of the 19 Prevention Duty cases – three successfully retained their accommodation (all successfully reconciled with their family) and six secured alternative accommodation for at least six months. Overall, this represents a 47% success rate. Another four became homeless and six lost contact or withdrew their application. Across all the prevention duty cases accepted by the local authorities the success rate was 57% i.e. the success rate for DTR cases was only marginally less than the overall success rate.
- 4.64 The result for the 125 cases where relief duty was accepted were as follows:

| Reason for closure of relief duty cases  | Number | Proportion of cases closed |
|--|--------|----------------------------|
| Suitable accommodation secured for at least 6 months   | 44     | 40%                        |
| 56 days expired without result   | 36     | 33%                        |
| Application withdrawn / applicant no longer eligible / contact lost / customer refused accommodation | 29     | 27%                        |
| Case not closed yet  | 16     |                            |
| TOTAL  | 125    |                            |

- 4.65 In comparison the success rate across all relief duty cases was 45%, so the success rate for DTR cases was even closer to the norm for relief duty cases. In Redditch 7 out of 15 DTR cases closed with accommodation secured for at least 6 months over the 7 quarters.
- 4.66 The type of accommodation that was secured for DTR relief duty cases was as follows:

| Type of accommodation secured for relief duty cases | Number    | Proportion of cases closed |
|---|-----------|----------------------------|
| Private rented – self contained                     | 5         | 11%                        |
| Private rented – HMO                                | 6         | 14%                        |
| Private rented – lodgings                           | 1         | 2%                         |
| RP tenancy  | 15        | 34%                        |
| Supported housing                                   | 15        | 34%                        |
| Staying with friends or family                      | 2         | 5%                         |
| <b>TOTAL</b>  | <b>44</b> | <b>100%</b>                |

- 4.67 The proportion of successful outcomes from relief duty where the reason for homelessness was release from custody was actually higher than for other reasons – 50% as opposed to 35%.

#### *Summary of Analysis*

- 4.68 The above analysis for the DTR cohort in comparison to the overall results for these three Authorities can be summarised in the following table

| Metric  | Overall   | DTR Cases |
|---|-----------|-----------|
| Total Referrals   | 12861     | 422       |
| % of referrals that were repeats                          | 27%       | 13%       |
| % of cases leading to duty accepted                       | 43%       | 34%       |
| Balance between prevention and relief duty                | 43% / 57% | 13% / 87% |
| % prevention duty success rate                            | 57%       | 47%       |
| % relief duty success rate                                | 45%       | 40%       |
| % of relief cases leading to full homelessness assessment | 39%       | 18%       |

#### *Probation Initiatives*

- 4.69 Across the country the MoJ has commissioned a Community Rehabilitation Service (CRS) focussing on assistance with accommodation. In West Mercia this contract was awarded to NACRO, and in Worcestershire this was sub-contracted to YSS. It has not proved possible to obtain data about how this service is being used in Worcestershire specifically, or what the results are of these interventions.
- 4.70 We therefore sought information on this from the Snapshot Survey, by asking officers whether they had made a referral to the CRS, and what the result was. A total of 17 referrals had been made (just under half of the total number of cases). Again, one might have expected it to be higher. The potential for confusion between the role of the CRS and Local Authority Housing Options teams is illustrated by the fact that of the 17 cases referred to the CRS, 12 of them had also been referred to LA Housing Options.

4.71 The recorded results were as follows:

| Result of Referral  | Number |
|---|--------|
| Case not yet closed   | 6      |
| Service was able to provide advice or assistance that helped client to find accommodation | 3      |
| Client ultimately resolved their own housing difficulties without assistance              | 1      |
| Client never attended or disengaged with the service                                      | 5      |
| Don't Know  | 2      |

4.72 This is too small a sample to draw conclusions on. However, there is here as well a significant degree of client disengagement indicated. The three clients helped to find accommodation all appeared to have found supported housing. It is however unclear whether this was as a result of actions taken by YSS or the LA Housing Options team.

4.73 The other initiative taken by Probation has been the accommodation-finding service provided by Response. Only one of these 36 clients had been referred to that however, but the service had only been available for a few weeks at the time of the snapshot survey.

### Conclusions from Data Analysis

4.74 It should be remembered that the people on Probation caseload are a minority of the people going through the criminal justice system. The majority of those convicted of offences do not end up under Probation supervision. There is however very little available data on the housing circumstances of this wider criminal justice cohort.

4.75 It would appear that at least 20% of the Probation caseload have unsettled housing to some extent. The numbers are likely to be higher because of the relatively high numbers of not knowns in relation to housing status, and because Probation data does not routinely capture those whose settled housing is at risk. This is however more than an issue of data systems – it reflects a mindset that thinks of housing problems in crisis management terms. The lack of data on those at risk of homelessness underlines the need for a cultural shift towards prevention.

4.76 A higher proportion of those who serve a custodial sentence experience housing insecurity, but a period in custody does not just represent a break that increases the risk of homelessness, it is also the opportunity to break into the cycles that underpin this risk.

4.77 There is also however a substantial level of housing instability among clients who have not received a custodial sentence.

4.78 We would estimate that around 190 clients supervised in the community at any one time are living in unsettled housing and that over half of those are probably what we would call long-term homeless.

4.79 In terms of additional support needs there is a spectrum of levels of additional assistance required, but around 60% of those experiencing housing insecurity have sufficient levels of support need to justify significant support packages attached to their housing, and this is particularly true for those who have experienced long-term or cyclical homelessness. On the

other hand, the level of risk presented by the majority of those with higher support needs presents profound management challenges to traditional supported housing. There is evidence for a small but significant cohort that would benefit from more Housing First/Housing Led provision.

- 4.80 The Duty to Refer (DTR) to local authority homelessness teams is the principal statutory mechanism in existence to address the risk of / experience of homelessness for Probation clients. The evidence suggest it is being used, but much more in some Authorities than others. It appears that we may be talking about 125 cases per year. This compares to a snapshot assessment of around 300 Probation clients in total not being in settled housing (including those currently in custody). Some of those clients will have been referred through other routes and be included in the cohort tagged as having an offending history. Nevertheless, it looks like perhaps no more than 50% of those in obvious housing need, are being referred in a year.
- 4.81 A significant proportion of people referred under the Duty to Refer do not engage with the local authority – only about 60% of households eventually do receive a local authority assessment - some of those are after more than one referral. Based on limited evidence to date there appears to be a similar pattern in relation to referrals to the YSS service.
- 4.82 In relation to local authority duty cases the majority are only referred once they are already homeless – nearly 90% of the cases where a duty is accepted are already homeless. This reflects the low priority given to taking action earlier to prevent homelessness occurring in the first place.
- 4.83 The local authority success rate, in terms of securing accommodation for at least 6 months, for people involved in the criminal justice system is marginally worse than for other households, but not significantly so. The success rate would appear to be in the order of 40-50%.
- 4.84 There is however a significant difference in terms of the proportion of relief duty cases accepted under the Duty to Refer who are offered a full homelessness assessment.
- 4.85 There is some evidence of duplication in relation to local authority housing options services and the CRS service provided by YSS.

## 5. Supply of Services

- 5.1 We looked to provide a supply map as part of this project, in order to identify the resources that are available to support the pathway and to identify the most significant gaps in current provision. Unfortunately, it proved very difficult to get usable information out of service providers. We have therefore taken an alternative approach, which is to design a framework for analysing the available supply of services and we have done what we can to populate that framework through desk-based research.
- 5.2 Our intention was to create a model of the range of service interventions that may be required to minimise homelessness, and also facilitate an exit out of homelessness for those who nevertheless do experience it. The primary purpose of this is to provide a tool that can assess where the gaps exist in any particular housing market, and to prioritise where to take initiatives to address those gaps.
- 5.3 The model identifies the **categories** of interventions that may be required in relation to any housing system – in terms of the function of those interventions. It then provides examples of service **types** that might help to fulfil those functions within an overall system context. There is no suggestion intended that all these service types are needed in every area. In many ways they are presented as alternative ways of achieving similar objectives, some of which may be more feasible or appropriate in different local circumstances or for different target groups.
- 5.4 Like any model designed to be used to describe or evaluate messy reality, it uses categories that are inevitably “ideal types” i.e. a simplification of reality. This is true here in two particular ways. The whole process of homelessness and the response to it is inevitably to an extent cyclical rather than linear. The model is based around a notion of pathways in and out of homelessness presented in a two-dimensional linear way. This has an implication as to where service types are located on a two-dimensional pathway. Also, real-life services may well, or maybe should sensibly, involve the integration of a number of the ideal-type service types presented here.
- 5.5 The Model has to sit within a context of wider housing and planning policy that aims to match the supply of housing generally, and affordable housing specifically, to an assessment of local needs. The Model does not make reference to this, but does include the mapping of specific initiatives to increase supply that is targeted at those experiencing the risk of homelessness or sub-groups within that population. The Model also does not include statutory housing options / housing solutions services provided by local authorities under homelessness legislation, including the recent Homelessness Reduction Act. It is an unspoken assumption that local authority housing options services have a central role to play in making the system work, as the “lead agency”. In many ways the Model therefore sets out to provide a map of the service infrastructure required to support LA Housing Options/housing Solutions teams in this central role.
- 5.6 Overall, therefore, the different categories of service intervention used in the Model are as follows:

- Increased housing supply for targeted groups
- Housing support in mainstream housing
- Access to housing
- Homelessness prevention
- Response to homelessness
- Case co-ordination
- Underpinning support services

5.7 These categories are defined below:

**Increased Housing Supply for Targeted Groups**

Initiatives that link ways of increasing the overall supply of affordable housing to access arrangements for target groups

**Housing Support in Mainstream Housing**

Services in relation to mainstream housing that aim to provide an intermediary between the owner of the housing and the tenant to assist the tenant to sustain the tenancy on a long or short term basis

**Access to Housing**

Services/ processes that involve making offers to providers of mainstream housing in return for negotiated access for specified clients

**Homelessness Prevention**

Services that aim to work with people at risk of losing their accommodation to retain it or that assist with the organisation of alternative accommodation in a planned way without the person becoming homeless first

**Response to Homelessness**

Services that make and maintain contact with those experiencing homelessness and provide immediate shelter and/or a route back into permanent accommodation

**Case Co-Ordination**

Services / processes that maintain contact with those experiencing homelessness or at risk of homelessness and help them to navigate their way through the system / understand their options and access the services they need to exit /avoid homelessness.

**Underpinning Support Services**

Services that provide assistance with additional issues that imping on the individual's ability to secure and sustain suitable housing.

5.8 We include in Appendix 2 the list of Service Types and a definition of what we are referring to when using this terminology. These are intended as examples of the types of service that might fulfil these functions within the wider system, and this also helps to explain what is meant by the service categories. We also include in table from the results of our desktop research into the relevant services currently existing in Worcestershire.

5.9 We have not been able to verify all the services listed, it is however illustrative of how this exercise can be undertaken and its potential to structure a more thorough review of the gaps.

5.10 The main steps / questions to address in terms of the review would be as follows:

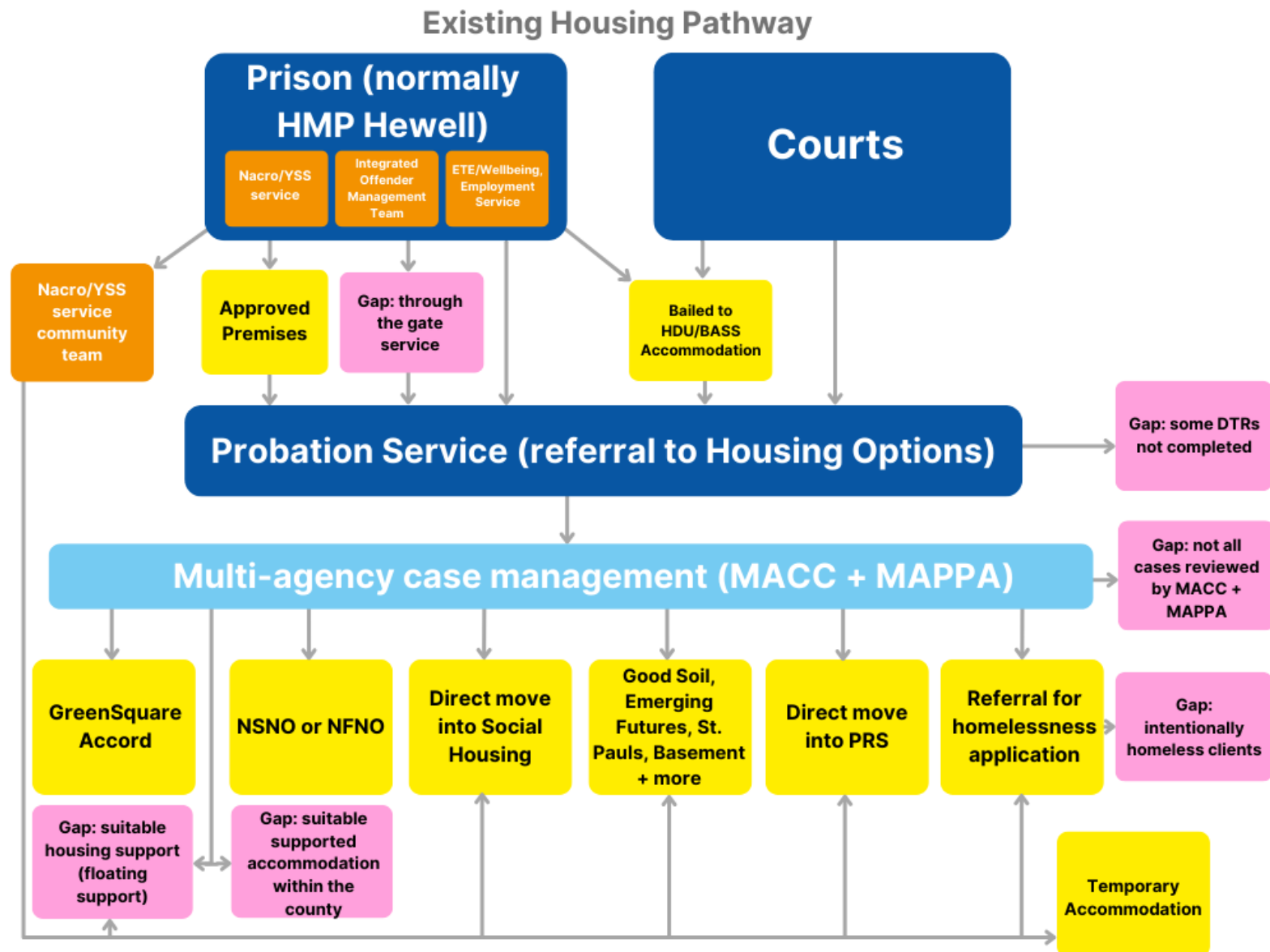
- a. What service interventions already exist in relation to these categories?
- b. How does this compare to demand – in terms of size and distribution of demand?
- c. Are there issues in relation to specific groups accessing the services / meeting the specified criteria?

5.11 Based on what we have been able to ascertain however, some initial conclusions are as follows:

- There is a lot of relevant service provision across the County. It is not easy for us to determine how much of this provision is accessible by Probation clients, and if not, why not i.e whether this is something that is negotiable or not. Perhaps the CRS provider, working with the local authorities could take this a step further and identify which of the resources identified here could be relevant / accessible to the Probation caseload (if this has not already been done)
- The problems, potentially, may well be the lack of co-ordination between different resources, and this should be a key focus for the development of a clear accommodation strategy. Hopefully the supply framework supplied here will assist in this process.
- We found little evidence of efforts to increase the supply of affordable mainstream housing targeted at those going through the criminal justice system. This has to be fundamental to any solution to the problems identified in this report. Across the County there are a number of initiatives taken by local Authorities to improve access to private rented housing. The extent to which these initiatives can be utilised to improve access for Probation clients or at least provide evidence of the best approaches that can be taken to improve access. The Probation arrangement with Response has the potential to assist with this, although it would appear to have had little impact so far.
- There appears to be a particular gap in relation to what we have described as case co-ordination. MAPPA and MACC panels do appear to work well = but this only affects a small minority of offenders. Otherwise, we only found evidence of one other relevant “panel” operating, which can support comprehensive attempts to find housing solutions for individual clients.
- While there is an inevitable concentration on what we have described as the “response to homelessness”, there are resources and services available that could potentially contribute to a shift towards a more prevention-orientated focus, and it is important that Probation tap into the expertise that lies here as to how to effectively contribute to a shift in focus towards prevention rather than crisis management.
- There does appear to be quite a lot of supported housing across the County, although it is not specifically focussed on the needs of offenders. This does not mean however, that the existing stock is irrelevant. Discussion with current supported housing providers need to be undertaken to see what extent they do and could make a contribution to improving access for Probation clients.

## **6. The current housing pathway**

- 6.1 Discussions with stakeholders enabled CT to develop a pathway map to reflect the current system and to identify the gaps that need to be addressed in a future pathway. The current pathway, as set out below, has been mapped after extensive stakeholder consultation and the two workshops with stakeholders and service providers.



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## Stakeholder feedback

- 6.2 We consulted with a wide range of stakeholders from local authorities, Probation, Police, HMP Hewell and providers. This was done via a series of one-to-one interviews and two stakeholder workshops.
- 6.3 There was a high degree of consistency across partners, in that regardless of which organisations that they worked for, that all were keen to move the accommodation process further upstream in order to minimise the possibility of people in touch with the criminal justice system becoming street homeless.
- 6.4 There was a strong shared understanding that the current process is focused on crisis management, rather than prevention.
- 6.5 There was a high degree of trust and positive regard between different organisations which is very positive.
- 6.6 A number of barriers were identified as to why upstreaming preventative work had not yet happened:
- A lack of a clear protocol about how to manage cases across organisations with timescales and lead organisations known at all points by all partners
  - Significant turnover in staff in two sets of organisations; some local authorities and within the Probation service, meaning that staff had not been consistently trained in how and when to fully complete a Duty to Refer which can lead to no or inadequate or late DTRs. These are not completed on a consistent basis early enough in the process, and there is a high level of people with DTRs being lost and not reaching Housing Options assessment (see data section for more information on this)
  - Lack of direct support for people at key transition points, such as on release from Prisons which can still be at short notice on a Friday afternoon with little to no through the gates support other than release funds
  - Lack of data sharing protocols between statutory and voluntary sector partners, making it harder for voluntary sector partners to effectively support successful transitions. Often only the Probation practitioner will have a full overview of what each agency is doing or not doing in terms of support for individuals. There is also some confusion about the role of voluntary sector partners working within the Prison and the community and what their new contract can deliver
  - Data not being consistently input into systems, making it harder to track people across systems
  - Lack of multi-agency working on cases falling outside of the MAPPA and MACC processes (which only apply to a small minority of high risk or high frequency offenders)
  - Lack of suitable accommodation with support to move people into
  - Some clients being seen as hard to house, either because of intentionally homelessness decision having been made, or because of the nature of the offence (sexual offences and arson being the two most frequently mentioned index offences which would have

an impact on rehousing). There are concerns from some accommodation providers to accept offenders who are higher risk, limiting the accommodation options for this cohort.

- 6.7 In the recommendations section below, we set out how partners could put new systems and processes into place to overcome these barriers.

### **Lived Experience feedback**

- 6.8 Although a limited range of consultation with people with lived experience took place, despite the offer of incentives and contacts with a range of organisations, the one-to-one interviews with six individuals identified a number of barriers for people with an offending history requiring accommodation. These barriers include:

#### *Affordability, debt and food poverty*

- 6.9 The Local Housing Allowance (LHA) often does not cover the levels of private sector rent charged, as illustrated in the case of Jamie below where his rent is £75 above the LHA and he also has to pay court fines and increasing energy bills leaving him without enough money for food.

#### *Access to social housing*

- 6.10 Social Housing is often the most feasible option for people in the criminal justice system, this is due to stigma as well as affordability issues. However, access to social housing can be difficult. In addition to the overall lack of social housing and the general housing pressures on local authorities in Worcestershire the people we spoke to encountered issues such as having a low banding when it came to bidding for accommodation through choice-based lettings systems. There were also location restrictions placed on them due to the nature of their offences.

"I was in a low band so didn't get anywhere".

### **Case study 1**

Jamie (not his real name) has a history of challenges since childhood. He was diagnosed with ADHD and learning difficulties when he was a child as well as experiencing mental and physical abuse. His schooling changed regularly, and he attended several Pupil Referral Units. "I didn't go to mainstream school".

Jamie had initially been released from Prison early and was out of Prison for about 6-7 months 'on a tag'. This was going well, and the tag was removed, and he had found somewhere to live. "I had sorted myself out and I was seeing my kids". But he was then recalled to Prison and served an additional 13 months. Whilst in Prison Jamie "filled a form out asking me where I want to live and what type of accommodation and my connections and I never heard anything back". When in Prison he met with a DWP representative, and his Universal Credit claim was set up when he left.

Jamie says he couldn't live in shared housing. "I can't be around other alcohol users. I used to be a big drinker and then I'd start fighting". He was told he could not move to his parents address because the alleged victim lived nearby.

He moved into Approved Premises and tried to find accommodation with the local council, housing associations and he registered with letting agents. Jamie says he faced several barriers getting a place to live. This included the stigma of being in Prison and having the Approved Premises as a former address which he says puts off letting agents. He registered with Home Choice Plus and placed bids on properties, but as he was in a low priority band, so he didn't get anywhere. **Jamie found a property after viewing about 10 private sector flats. "On this occasion, the letting agent didn't ask me and I didn't tell them of my offending history. Once I am asked, I tell them and tell them the truth and with that they say no problem and then I hear nothing back from them. Getting a flat only happened when I didn't tell them".**

Jamie is not positive about the support he had from Probation. "The only positive with Probation was that they got me in touch with a support worker. She has been fantastic. I can't believe how much she has helped".

The support provider helped Jamie with a deposit, £200 to buy furniture and the first month's rent and his mum became guarantor. "In the end I found a two-bed flat which didn't really want as I have to pay top on it and electric bills are £20 per week which is astronomical". His housing allowance is £440, and his rent is £515. "I have court fines and repaying debt as well as paying £75 top up that leaves me about £110. It's not enough money to feed myself".

Although Jamie initially didn't want a two-bed flat he says it worked out ok as his children can stay. One of his children has recently moved in with him and he is getting support to sort out associated welfare benefits.

Jamie is positive about the future. He is getting support from his GP to manage his medication for depression and anxiety. He has stopped drinking. He wants to find work and is attending local training sessions. He says his children are his "number 1". He says it is "safe here" and "a lot quieter for the children now that I have a flat".

### Stigma

- 6.11 All of the people we spoke to felt that they faced additional challenges due to perceptions about people with offending history and what they think is a potential risk. This was particularly a feature of access to private sector housing.

## Case study 2

George lives in a one-bedroom housing association flat and has assistance from a local support provider. He was released from Prison in 2020 and moved into the Approved Premises. "I was told I can't move Probation areas because of covid. My family have said I can go there but I was told I can't move Probation area".

He moved on from the Approved Premises to a Homeless Prevention Taskforce hotel. "During this time, I identified about 17 potential properties but sometimes the landlord wouldn't take me, or my Probation officer didn't provide a reference in time when requested. On one occasion I was told by my Probation Officer that the property was a mile away from a school. I identified a flat that had a school uniform shop down the road but was told you can't live there because its near to a school store. I applied for a live in bar staff job serving alcohol but not allowed because families visit there". George bid for social housing and was not successful.

George moved on to another hotel during covid restrictions for 3 weeks and then Housing Options said he had secured a bed at a hostel. "But this felt like a death sentence. I am on Universal Credit and so at the hostel the rent was paid for by housing benefit and service charges are £45 per week. If I start earning, I owe service charges of £45 per night. It's like a Victorian workhouse. How do you get out of a place like that? You just can't work whilst there and can't afford to get out".

George was brought up in the Worcestershire area and moved out when he was 18 to attend university. Many years later he was charged with an historical offence committed as a teenager. "The housing team say I qualify here as family ties are here".

George feels that the attitude of private landlords is a problem. "I've had so many conversations with landlords who say we can't accept you because you are on benefits. But I challenge this because it's not legal. Then they come back with our insurance doesn't cover it –they have a get out every time".

"I'm very much someone who doesn't want to be on benefits. I want to be productive and contributing. I have been applying for employment and had about 12 interviews and not got the job. It gets to acceptance and then full disclosure and then type of offence and that's it – stigma".

George continues to seek employment with a scheme for offenders. "I am looking for companies who are justice aligned".

George is looking ahead but says it has been difficult since he left Prison. "I have felt I would rather be back in Prison than be on licence which is not the right way". He says the support he gets, and the job coach is very much appreciated.

*Shared Housing*

- 6.12 Some noted that shared housing did not meet their housing needs. This was due to drug and alcohol use, physical disability and safety concerns.
- 6.13 One thing which was consistently stated through the lived experience interviews was the fact that people missed through the gate assistance and resettlement support, which they felt damaged their chances of successful resettlement and tenancy sustainment.
- 6.14 Approved premises (AP) role in resettlement is also poorly understood and appears to be used as a temporary stay. Further work could be done by both the Approved Premises and voluntary sector agencies to enhance the accommodation outcomes for this cohort. It would be helpful for staff from the AP to engage in new multi-agency case working arrangements.
- 6.15 Additionally, we received five survey returns from individuals with lived experience of the journey through the criminal justice system. Although limited, this did provide us with some insight. The survey mainly demonstrated that there is currently either no standard process, or an unevenly adhered to process, to assist criminal justice leavers with their housing. For instance, while three individuals had contact with housing options during their time in Prison, two didn't. Similarly, while two individuals had contact with the DWP during their time, three didn't. Moreover, four out of the five individuals did not have a personal housing plan (PHP). Additionally, all our surveyed individuals had multiple complex needs

**Case study 3**

Maria has had a long history of offending (including numerous Prison sentences), domestic abuse and addiction. During her last Prison sentence, she was pregnant, and her child has since been adopted.

Her last settled home was a tenancy where she lived with her partner and maintained for over 5 years. "He used to beat me up. I ended up going to Prison for drug dealing even though I was forced to do it because he didn't want to go to Prison. I wish I hadn't done what I did. I was addicted. I don't have anything to do with my ex anymore".

Maria was released from Prison around 6 years ago and says, "I have not been in trouble since". After leaving Prison she has spent five years sleeping rough on the streets, living in temporary accommodation including hotels, hostels and bed and breakfast accommodation. When asked about her time in a hotel Maria says "It was a rubbish hole. Every room there's a drug dealer".

Maria feels the biggest barrier to her finding settled accommodation is not wanting to change and not being bothered to do something about it. "There was more chance of winning the lottery than me getting up and going to the council for help. When on drugs and drink you just don't think. I went to the council a couple of times, but you need to be in the council for hours and if you want a fix you're not going to just sit there. I didn't go to appointments". Maria says she was moved from B&B to B&B

“Then I got housed with help from Housing First. Housing First are brilliant”. Maria now lives in a one-bedroom flat owned by a housing association. Maria was given clothes and bedding and helped with phone calls. “They brought food parcels, bought appliances, and set the flat up really”. She has successfully maintained the flat for a year. However, Maria has recently become concerned about her neighbour’s reputation for drug dealing and says she would love to have her own garden. “I love gardening” and is talking to her support worker about a possible move.

Looking to the future, Maria says she would love to have a job and “I would like to be a mentor for other people with drug problems” and she would like to travel. She is hoping for her health and mobility to improve as she gets medical attention for an ongoing health issue.

## 7. Recommendations

- 7.1 The key issues which need to be resolved are set out in the barriers section above. We believe that the systems and processes that need to be put into place are:
- 7.2 **A protocol for how to manage all cases of individuals going through the criminal justice pathway, with named lead agencies and timescales** for each stage in line with statutory responsibilities and best practice. This is currently in draft format and will require input from all partners to agree and to implement.
- 7.3 **Consistent training for all staff on how to manage clients through the pathway, and how to work effectively with partner agencies at transition points** through the pathway; and further training on what information needs to be captured and entered onto systems by each agency. The protocol will set out at what point a Duty to Refer needs to be made; partners will need to agree a basic standard for the information included in a DTR for it to be useful and meaningful for housing partners.
- 7.4 **Improved support for individuals at key transition points, including additional through the gates support, and more transitional/resettlement support for people when they are housed.** We suggest that partners consider commissioning some through the gates support, and to review the existing floating support available to see if it could be expanded to provide additional support for resettlement and tenancy sustainment once people are housed through the pathway.
- 7.5 **Effective data sharing protocols, and a clearly agreed set of data that will be shared between agencies at each transition point in the pathway need to be put in place,** including with voluntary sector providers.
- 7.6 **A new multi-agency working group should be set up for cases where there is a high risk of homelessness in individuals who do not fall within either MAPPA or MACC arrangements,** which needs to be consistently attended by all key partners from both statutory and voluntary sector agencies.
- 7.7 **Further work should be done to attract additional landlords from the private sector to supply accommodation, and further support for people with tenancy sustainment once they are housed,** perhaps through an enhanced floating support provision.
- 7.8 **Special protocols should be put into place for those seen as hard to house, either because of a finding of intentional homelessness, or because of the index offence.** This could be a section on the new multi-agency partnership meeting.

## 8. Conclusions

- 8.1 There is a strong evidence base of a link between housing instability and offending/reoffending, and substantial anecdotal evidence and data to support it that the way the system currently works is highly focused on crisis management, rather than prevention.
- 8.2 There is a strong degree of alignment between all parties to improve upstream and preventative working for people in the criminal justice system to prevent their becoming homeless.
- 8.3 There are a number of detailed recommendations for training, protocol implementation, additional commissioning for support and multi-agency case working.

### A Proposed pathway

- 8.4 Please see Appendix 1 for a proposed pathway for Worcestershire. We would recommend that partners review the proposed pathway and flow diagram and agree responsibilities and timelines.

### A proposed joint working protocol

- 8.5 Please see separate joint working protocol document. This is provided in draft format. We suggest that the steering group convene a workshop to go through the protocol and agree for each area how this should work.
- 8.6 We would also recommend that the steering group identify how it will monitor implementation and successful operation of the protocol once agreed.

### Short medium and longer term priorities

#### Short term

- 8.7 This report should be shared and recommendations agreed/adopted by each district and incorporated in to the housing strategy, homelessness strategies and housing delivery plans.
- 8.8 Joint working protocol to be agreed, and a permanent steering group set up with key partners to get the protocol and data sharing agreement signed off.
- 8.9 A joint case working multi agency group should be set up to manage cases where people are at risk of homelessness, in line with MAPPA and MACC arrangements for higher risk offenders. This panel would be for those handful of hard to solve homelessness cases that are not within the MAPPA L2/3 or Red Integrated Offender Management categories and therefore do not benefit from existing active multi-agency management arrangements.
- 8.10 Partners to agree CAS3 accommodation procurement and rules around access.
- 8.11 Training of DTR for criminal justice staff and training on criminal justice for Housing Options Staff.

- 8.12 Agree and implement before release housing options interviews in Prison and work together to facilitate being able to conduct these.
- 8.13 Consider commissioning of through the gates service and additional floating support.

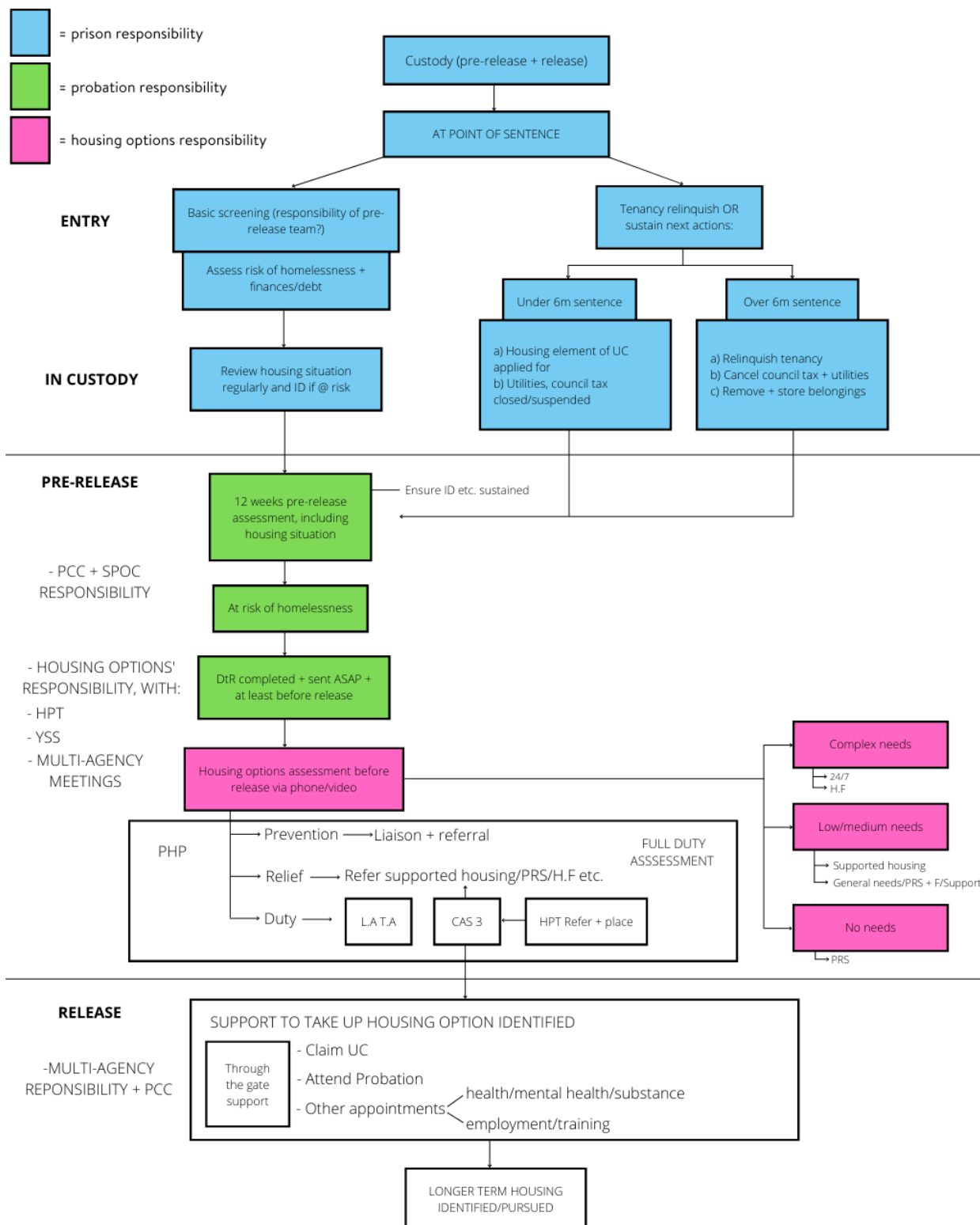
**Medium term**

- 8.14 Local authorities, potentially through the Worcestershire Strategic Housing Partnership, to consider landlord incentives to increase the amount of private rented sector accommodation.
- 8.15 The Worcestershire Strategic Housing Partnership to meet with registered social landlords to review barriers in place preventing the rehousing of people with higher needs in their accommodation, and to establish protocols which ease landlord concerns and increase the number of social housing tenancies available for people within the criminal justice system.

**Longer term**

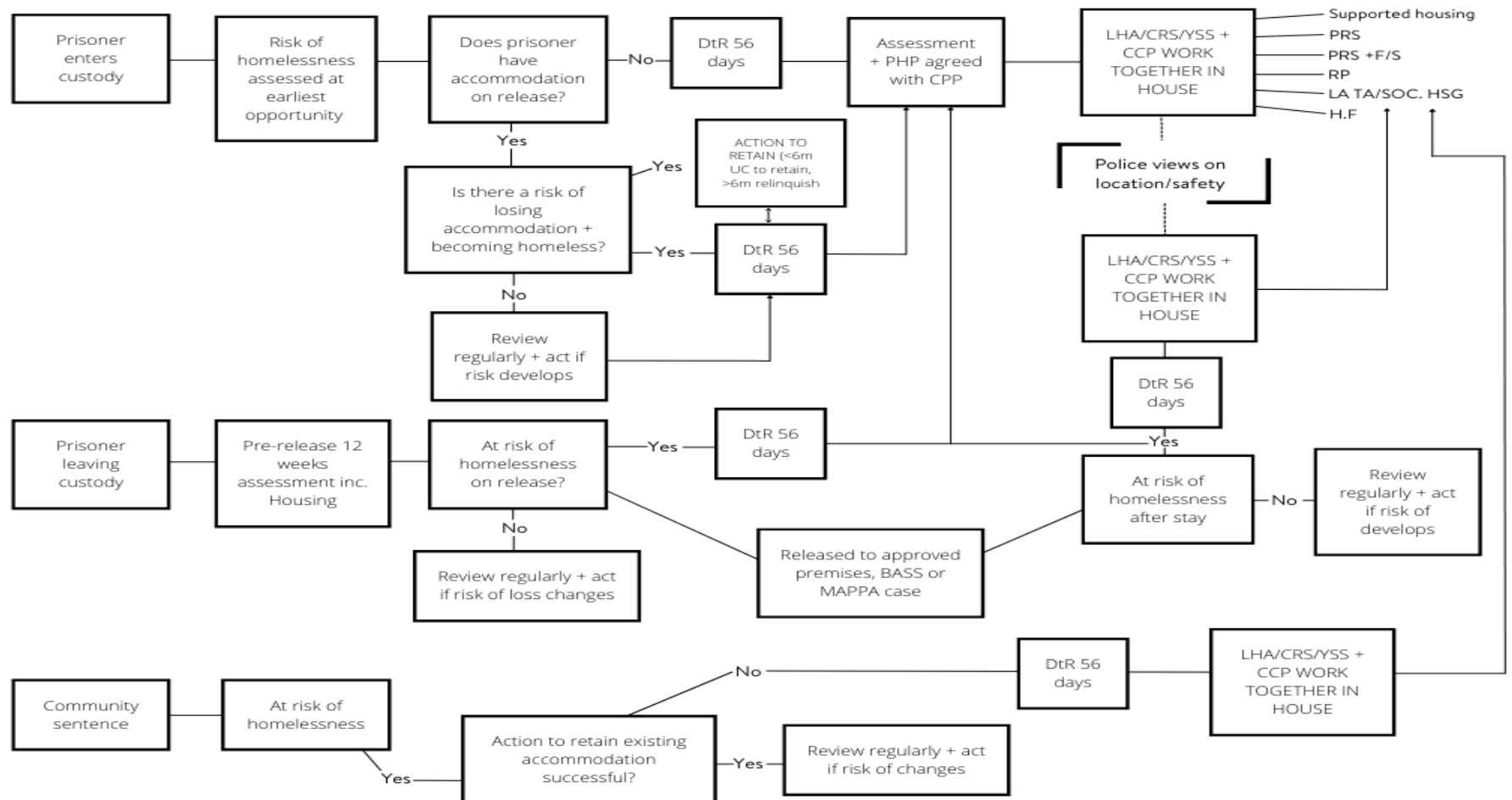
- 8.16 Work with colleagues to ensure the needs of those with a criminal justice history are incorporated into future commissioning of rough sleeping, substance misuse and other relevant client group areas. Particularly where new funding may be available e.g. related to the drug strategy or the government's commitment to eradicate rough sleeping by 2024.
- 8.17 Identify further Housing First/Housing Led units to meet a potential need for 38 units to support people with multiple and complex needs.
- 8.18 Ensure the needs of those in the criminal justice system with a housing need are incorporated into future housing needs assessments and inform housing and homelessness strategies going forward.

## APPENDIX 1: PROPOSED PATHWAY

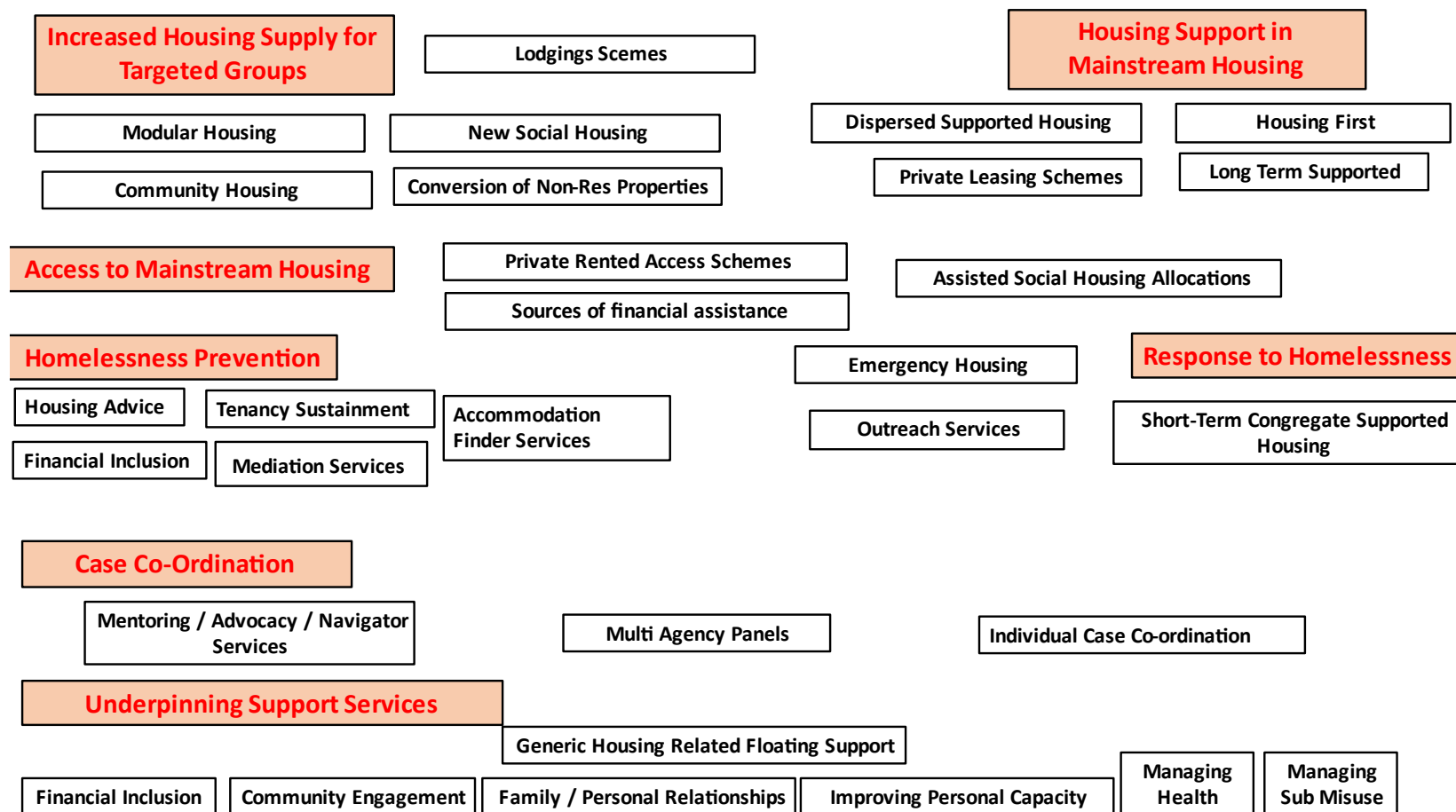


Note areas of responsibility need to be agreed by partners

### Flow Diagram for Offender Homelessness Pathway



## APPENDIX 2 – SUPPLY MAP MODEL – SERVICE TYPES



## Service Type Definitions

| <b>INCREASING HOUSING SUPPLY FOR TARGETED GROUPS</b> |   |
|--|---|
| <b>Lodgings Schemes</b>                              | Arrangement where incentives / payments are provided to home owners to make rooms available in their homes (that would otherwise be unlet) – usually can involve some form of commitment to provide mentoring type support. Variant can be where support is a mutual arrangement, or where the lodger takes responsibility for providing the home owner with some assistance in return for accommodation.                         |
| <b>Modular Housing</b>                               | Housing that can be constructed quickly using pre-fabricated elements, for specific groups. Usually relatively short-term stepping stone to more permanent housing, but not necessarily.  |
| <b>New Social Housing</b>                            | New social housing development that include proportion of new units set aside for target groups e.g. some dispersed supported housing units.  |
| <b>Community Led Housing</b>                         | Housing projects led and managed by local community groups seeking to meet range of locally specific housing needs. Takes a variety of forms including co-housing, self-build housing, community land trusts. Likely to include an element of provision for those who would otherwise be homeless, but also likely to include high degree of tenant motivation, including involvement in construction / conversion of properties. |
| <b>Conversion of non- residential properties</b>     | Housing schemes intended to convert non-residential, primarily former-office, accommodation into residential units, linked to targeted allocation schemes.  |
| <b>Bringing “empty” properties back into use</b>     | Taking regulatory action / providing incentives for second-home owners or empty property owners to make available their properties for short-term or long-term lets. Could be linked to initiatives to provide finance on favourable  |

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|   | terms, and access to user-led refurbishment services.  |
| <b>HOUSING SUPPORT IN MAINSTREAM HOUSING</b>  |  |
| <b>Private Leasing Schemes</b>                | Arrangement where specialist agency takes leases on accommodation or enters into management agreement with owner and undertakes day to day management of property in return for a lease charge / management fee. Provides supportive management service to tenants. Can function in multi-occupied property. Best suited to private rented housing.  |
| <b>Dispersed Supported Housing</b>            | Arrangement where specialist agency enters into lease / management agreement with owner of the property and provides tenant with a combined housing management and support package. Only expected to be short-term arrangement. Support is withdrawn when not needed and tenant becomes tenant of the property owner instead. Only really feasible in self-contained accommodation. Best suited to social housing.   |
| <b>Housing First/Housing Led</b>              | Arrangement where unconditional, intensive support and assistance to secure housing are offered as integrated package for those who are the most disengaged from housing and other systems. Continued occupation of housing is then independent of offer of support – support will continue if housing falls through, and housing will be retained if support is withdrawn. Only really feasible in self-contained housing. Best suited to social housing. |
| <b>Long Term Congregate Supported Housing</b> | Arrangement where housing and support are offered on an integrated basis, with no expectation of the arrangement no longer being necessary, unless higher levels of care are required. May be suitable for people whose health condition is such that regular supervision or on-site services are required. May involve degree of sharing but likely to be significant degree of self-containment.   |
| <b>ACCESS TO MAINSTREAM HOUSING SERVICES</b>  |  |

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| <b>Private Rented Access Schemes</b>       | Arrangement where private landlord is offered something in return for offering allocation of properties. Offer could include assistance to the tenant to secure deposit / rent in advance, financial incentives to landlords (services such as gas certification funded), guaranteed rent paid by agency not the tenant, short-term contribution to rental payments (e.g through DHP), tenant arrears underwritten, access to low-cost maintenance services, guarantees on tenant suitability provided etc. Is generally applied to private rented housing, but elements of offer can be relevant to negotiate access to social rented housing. |
| <b>Assisted Social Housing Allocations</b> | Action to facilitate access to social housing for priority groups. Can include reserved nomination agreements, targeted priority groups within allocation policies / property bidding bands, targeted assistance with bidding process, (plus some of the offers set out in private rented access schemes). Can include arrangements to provide ongoing support / assistance to tenants e.g through Keyring-type arrangements (another tenant take responsibility for monitoring the wellbeing of other tenants with specific tenants in the locality).  |
| <b>Sources of financial assistance</b>     | Arrangements where targeted financial assistance can be provided to households experiencing some form of financial bar to accessing housing. This can include rent deposit schemes, time-limited assistance to meet higher rent levels, action to settle previous arrears, or the provision of financial guarantees. Can be linked to commitments on behalf of beneficiary to for example secure employment and therefore achieve financial independence. Can be partly or fully based on "loans".  |

| <b>HOMELESSNESS PREVENTION SERVICES</b> |   |
|---|---|
| <b>Tenancy Sustainment Services</b>     | Advice and assistance provided to existing tenants, targeted at those where there is an identified risk of homelessness / housing breakdown. Usually more than one-off assistance – involves opening and maintaining a case. Usually provided by the landlord (mostly social landlords) and involves liaising / advocating with other landlord departments. Similar service can be offered by local authority / RP / voluntary sector provider to private sector landlords.   |
| <b>Housing advice</b>                   | Open-ended service that provides people information and advice about their housing options, rights and responsibilities, and where relevant representing the clients in relation to disputes with landlords or acting as advocate in discussion with landlords or others. Aimed at ensuring that clients can sustain their housing.   |
| <b>Financial inclusion</b>              | Assistance to ensure that households can pay for their accommodation, including maximising income through benefits claims / securing employment, training / guidance in relation to money management / budgeting, renegotiating / rescheduling of debts, repayment of arrears.  |
| <b>Mediation services</b>               | Acting as mediator to broker arrangements with families or landlords who have or are considering asking people to leave / taking possession action. Finding solutions that meet the expectations of both parties that enables longer-term planning to take place.   |
| <b>Accommodation-finder services</b>    | Arrangements to ensure people have full information about housing that is available, and the ability to consider what is appropriate/suitable to their circumstances. Possibly bringing together in one place information about available housing (social and private sector) in one accessible place/ database. Possibly involving incentives to landlords to participate / make information available. Possibly attempt to match individual circumstances to opportunities. |

| <b>RESPONSE TO HOMELESSNESS</b>                |   |
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| <b>Emergency housing</b>                       | Safe and secure accommodation that is provided as short-term alternative to rooflessness linked to a clear and structured pathway to longer term and appropriate re-housing opportunities as well as other support and advice services. Can take different forms, not necessarily separate accommodation, but maybe designated spaces within wider accommodation project.   |
| <b>Outreach services</b>                       | Arrangements to make and sustain contact with people who are homeless and not in contact with other services. Can include building-based drop-in services (for those for example who may be sofa-surfing) or mobile services that make contact with people sleeping rough. Can involve providing quick and ready re-housing arrangements, or maintaining ongoing contact, while individual remains homeless. May act as gateway to other basic sustaining services.   |
| <b>Short-term congregate supported housing</b> | Arrangement whereby designated housing is provided for specifically defined needs groups as an integrated package with the delivery of intensive housing management and generic housing-related support. Housing is provided on a single-site with varying degrees of shared facilities, in order to facilitate the effective delivery of services required, the monitoring of individual health and wellbeing, and/or to facilitate mutual support among residents. Generally is time-limited and transient accommodation, with a requirement to move once the need for on-site support is no longer required. |
| <b>CASE CO-ORDINATION</b>                      |   |
| <b>Mentoring / advocacy/navigator services</b> | Arrangements whereby staff support individual to navigate available service provision and opportunities, based on combination of focus on building trusting relationships and also building effective network with available service provision. Sticks with people as they move between housing options.  |

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| <b>Multi-agency panels</b>                      | Structured arrangements for agencies involved in homelessness provision, or with individual cases meet together on a regular basis to review the progress made on individual cases and/or consider appropriate solutions to be offered or make pragmatic adaptations to existing services in place. Catchment group can be based on a number of factors including a shared landlord, shared client history or circumstances or simply identified homelessness or risk of homelessness.  |
| <b>Individual case co-ordination</b>            | Arrangements to ensure that the services an individual receives are co-ordinated and that a responsible / lead officer/agency is appointed. Not linked directly to receiving specific service interventions. Based on protocols as to where the responsibilities when multiple agencies are involved.   |
| <b>UNDERPINNING SUPPORT SERVICES</b>            |   |
| <b>Generic housing-related floating support</b> | Service not linked directly to the individual living in any specific accommodation type nor provided at any specific stage of their housing journey, but focussed on the individual's needs for advice and assistance to secure and sustain stable housing. Can include mobile and/or building-based elements, and operates either by maintaining regular contact or providing a more responsive service initiated by the individual. Can involve liaison / advocacy in relation to housing management to resolve any issues / difficulties that threaten the individual's right to retain or enjoy suitable housing. |
| <b>Support to improve financial inclusion</b>   | Specialist service that provides support, advice or assistance to achieve financial inclusion, through income maximisation, debt management, building financial resilience and/or improved budget management.   |
| <b>Support to improve community engagement</b>  | Specialist service that provides support, advice or assistance to achieve effective community engagement, through employment, training,   |

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|   | other community activity and/or positive engagement with relevant services   |
| <b>Support to assist with family / personal relationships</b> | Specialist service that provides support, advice or assistance in relation to improving family, other personal relationships and/or supportive relationships, through information, mediation, mentoring, and/or practical assistance                         |
| <b>Support to Improve personal capacity</b>                   | Specialist service that provides support, advice or assistance to enhance self-confidence and capacity to achieve personal goals, through access to the information, development of relevant skills, counselling, and/or emotional support                   |
| <b>Support to manage health</b>                               | Specialist service that provides support, advice or assistance to help the person self-manage their health, through ensuring access to treatment or therapy, installation of aids and adaptations, and/or promoting greater understanding of their condition |
| <b>Support to reduce substance misuse</b>                     | Specialist service that provides support, advice or assistance to help the person manage their use of substances more effectively, such that it does not prevent them taking choice and control over their lives.  |

**Appendix 3 – INITIAL MAPPING OF WORCESTERSHIRE SERVICES**

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| Increased Housing Supply for Targeted Groups | Redditch Nightspot Supported Lodgings<br>Emerging Futures  |
| Housing Support in Mainstream Housing        | Basement Floating Support<br>CCP Floating Support<br>St Paul's Housing First<br>Wyre Forest Private Sector Leasing Scheme  |
| Negotiated Access to Mainstream Housing      | ResponseBromsgrove Step Up Rent Deposit Scheme<br>Redditch Rent Deposit Scheme<br>Wychavon Social Lettings Agency<br>Worcester Social Lettings Agency<br>CAB /WABAC Social Lettings Agency<br>Wyre Forest Landlord Incentive Scheme<br>Worcester Municipal Charities Flats<br>Bromsgrove Tenancy Deposit/Rent in Advance Spend to Save Fund<br>Redditch Tenancy Deposit/Rent in Advance Spend to Save Fund<br>Wychavon Rent Deposit Scheme |
| Homelessness Prevention                      | CCP – HoPES service<br>BDHT Sunrise Project<br>YSS – Connect Service<br>Worcester Housing and Benefits Advice Service<br>NACRO – BASS<br>CAB/WABAC Smart Moves<br>Wyre Forest NSAP Support   |
| Response to Homelessness                     | SWEP<br>CCP No First Night Out/No Second Night Out support in Bromsgrove and Redditch<br>CCP Outreach Service across Bromsgrove and Redditch<br>Maggs Navigator Service<br>St Paul's Hostel<br>St Paul's Housing First Service<br>Good Soil Supported Housing<br>Maggs Supported Accommodation<br>Sanctuary – Compton Valley House<br>Redditch Nightspot Emergency Accommodation<br>YMCA<br>Platform Housing – Phoenix Court               |

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|-------------------------------|--|
|                               | NACRO-BASS<br>Green Square Accord Supported Housing<br>Fortis Living – Malvern Hills Foyer<br>Fortis Living – Bath Road, Worcester<br>Platform Housing – Somers Park<br>Wyre Forest and South Worcestershire<br>Nightstop                |
| Case Co-ordination            | MAPPA Panel<br>MACC Panel<br>Wyre Forest Prevention Panel  |
| Underpinning Support Services | Basement Drop-In<br>Redditch Nightspot<br>CCP – HoPES service<br>New Start Furniture Project<br>Redditch Nightspot Floating Support<br>Emerging Futures<br>NACRO/YSS Independent Living Skills<br>Support<br>Simply Limitless Night Café |

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