

## **Appendix 4**

### **Evidencing the value of housing related support in offender services**

#### **National Policy Initiatives**

The Coalition Government is in the process of developing its strategies on a number of policy areas. In [the programme for Government](#) the Coalition Government announced that they intended to overhaul the system of rehabilitation to reduce reoffending introducing a system that will pay independent providers to reduce reoffending paid for by the savings this approach will make to the criminal justice system. They also are going to review sentencing policy in particular those for drug misuse and explore alternative forms of secure treatment based accommodation for mentally ill and drugs offenders. In the mean time there are a number of national strategies the previous Government developed that housing related support services contribute to delivering. The devolution of power to local areas from national government involves an expectation that localities will commission and deliver services that meet the needs of all their constituents. It is anticipated however that central government will continue to pass legislation or issue statutory guidance that compel local authorities and Health Authorities/Trusts to perform certain functions. Housing related support providers perform an important function in supporting the local authority and health services in meeting the health, social care and support needs of offenders.

The major legislation is the **Offender Management Act (2007)**. The Act aims to reduce reoffending by improving the way offenders are managed. In order to achieve this, the Act established the provision of probation Trusts as the public body that provides and commissions offender management services. The Act names probation Trusts as the body responsible for commissioning the provision of offender management services by the best providers in the public, private and voluntary sectors with an aim of reducing the current public sector monopoly on this provision.

In December 2010 the Ministry of Justice published its green paper *Breaking the cycle: Effective punishment, rehabilitation and sentencing of offenders*. The green paper sets out how the Government intends to punish offenders, protect the public and reduce reoffending. The key themes of the paper include

- Identifying that prisons should be places of hard work and unpaid work should be part of community sentencing.
- Increasing quality and cost effectiveness by moving to payment by results.
- Giving greater freedom to frontline providers allowing flexibility in how to manage offenders with fewer targets and less prescription.
- Getting less serious offenders with mental illness and drug dependence into treatment
- Simplifying the sentencing framework

The role of housing and homelessness prevention is acknowledged as key to preventing reoffending and supporting rehabilitation. Prisoners should receive appropriate housing assessments be given advice and signposted to community services. The Ministry of Justice identifies that work is needed with other departments that includes joint working with the Department of Communities and Local Government to reduce barriers to stable and suitable housing, Department of Work and Pensions on it's work programme improving employment outcomes by the payment by results approach, and the Office for Civil Society to open up the market in managing offenders and rehabilitation intervention to private and voluntary sector providers. The Ministry will also be piloting 6 new rehabilitation programmes designed to reduce reoffending utilising payment by results paid for by the savings to the tax payer, as well as working with the DH from September 2011 on piloting a payment by results

initiative getting offenders to recover from drug dependency. Payments by results is definitely a focus of work in criminal justice however the department is considering the barriers to small and specialist providers recognising the need for a diverse and dynamic market. The importance of voluntary and community sector organisations are highlighted through out the document and in November 2010 to Spring 2012 the department will be inviting private, voluntary sector organisations and local communities to provide services it commissions where they can do so effectively at lower cost. It is anticipated that voluntary sector and community providers will also be involved in offering unpaid work to offenders as part of their community sentencing. Legislative changes include the reform of the Rehabilitation of offenders Act and the new Police Reform and Social Responsibility Bill. The consultation on the green paper closes on the 4<sup>th</sup> March 2011.

The Coalition Government have produced the following White Papers which set out their proposals for Health and Adult Social Care which may also impact on the delivery of services for those at risk of offending.

*Equality and excellence: Liberating the NHS* July 2010

*A vision for Adult Social Care: Capable and Active Citizens* November 2010

*Healthy lives, Health People: Our strategy for public health in England* November 2010

The Government has also consulted on:

*Transparency in Outcomes: a framework for the NHS* July 2010 (consultancy closed on the 11<sup>th</sup> October 2010) this set out 5 domains which included enhancing the quality of life for people with long- term conditions, helping people recover from episodes of ill health and treating and caring for people in a safe environment and protecting them from avoidable harm.

*Transparency in outcomes: a framework for adult social care* November 2010 (consultancy closed on 9<sup>th</sup> February 2011) which includes promoting personalisation and enhancing quality of life for people with care and support needs, preventing deterioration, delaying dependency and supporting recovery, ensuring a positive experience of care and support and protecting from avoidable harm and caring in a safe environment.

The Government is currently consulting on:

*Health Lives, Healthy People: Transparency In Outcomes Framework* December 2010 (closing date 31<sup>st</sup> March 2011) which sets out proposed public health indicators including first time entrants to the youth justice system, rates of violent crime including sexual violence and reduction in proven reoffending.

The DH is working to improve the outcomes of vulnerable groups through the Inclusion Health Programme, a National Inclusion Health Board is being established, whose key role is to champion the needs of the most vulnerable and to address health inequalities among the most disadvantaged.

### **Further information is available below:**

Breaking the cycle: Effective punishment, rehabilitation and sentencing of offenders

<http://www.justice.gov.uk/consultations/docs/breaking-the-cycle.pdf>

Offender Management Act 2007: <http://www.justice.gov.uk/publications/offender-management.htm>

*Reducing reoffending: supporting families, creating better futures:*

<http://www.justice.gov.uk/publications/reducing-reoffending-supporting-families.htm>

Equality and excellence: Liberating the NHS July 2010

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_117353](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_117353)

Transparency in Outcomes: a framework for the NHS July 2010

[http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH\\_117583](http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH_117583)

A vision for Adult Social Care: Capable and Active Citizens November 2010

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_121508](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_121508)

Healthy lives, Healthy People: Our strategy for public health in England November 2010

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_121941](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_121941)

Healthy Lives, Healthy People: Transparency In Outcomes Framework December 2010

[http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH\\_122962](http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH_122962)

HARP: <http://noms.justice.gov.uk/news-publications-events/publications/strategy/harp-protocol>

NOMS: <http://noms.justice.gov.uk/>

## Joint Strategic Needs Assessment

The Coalition Government has indicated that Joint Strategic Needs Assessments (JSNA) will not only have an ongoing role but will be central to local commissioning decisions. Local authorities' and Primary Care Trusts have been under a statutory duty to produce a wide ranging and comprehensive JSNA since April 2008. In the Coalition Government's Health and Social Care Bill it is proposed that the JSNA will become the responsibility of the local authority convened Health and Wellbeing Boards which are being placed on a statutory footing. It's role is to become very significant with a statutory obligation that all commissioning Local Authority and NHS will be driven by the JSNA.

The JSNA is defined by the Department of Health (DH) guidance as "a process that identifies current and future health and wellbeing needs in light of existing services, and informs future service planning taking into account evidence of effectiveness".

The purpose of the JSNA is to provide an evidence base that covers all aspects of the local population including health, mental health, housing, education, deprivation, economy etc, which will allow decision makers to see the current areas of highest need, and how these are likely to change in the future. By identifying these diverse needs in a single resource the JSNA enables local partners to work together and coordinate their planning so that their services are better placed to meet these current and future needs. The Health and Wellbeing Boards responsibility for the JSNA signifies a 'step change' the Boards will include GP consortia and in order to achieve better health and wellbeing and reduce inequality it is anticipated that it will require a broader range of contributors than some localities have previously involved.

## National Indicators

Under the previous Government Local Authorities had to report performance on 189 indicators, although the Coalition Government have dispensed with this requirement these indicators have informed the local priorities set and some of these indicators are included in the proposed health outcomes framework (see earlier). There are a number of national indicators that offender management services can contribute to. In particular, **NI 18** aims to predict the re-offending rates for offenders under probation supervision. Similarly, **NI 19** specifically measures the reoffending rate of young offenders who are in the youth justice system; this indicator therefore also measures the performance of the youth justice system and its partners in reducing reoffending. This is complemented by **NI 45** and **NI 46**, which aim to engage young offenders in education, training and employment, as well as in settled accommodation: as key factors against reoffending. Both of these indicators also measure the performance of Youth Offending Teams and their partners.

NI	Definition	Substantial contribution	Partial contribution
15	Serious violent crime		✓
16	Serious acquisitive crime		✓

18	Adult re-offending rates for those under probation supervision	✓	
19	Rate of proven re-offending by young offenders	✓	
20	Assault with injury crime rate		✓
21	Dealing with local concerns about anti-social behaviour and crime issues by the local council and police		✓
30	Re-offending rate of prolific and priority offenders	✓	
32	Repeat incidents of domestic violence		✓
33	Arson incidents		✓
38	Drug-related (Class A) offending rate		✓
45	Young offenders' engagement in suitable education, training and employment	✓	
46	Young Offenders' access to suitable accommodation	✓	
111	First time entrants to the Youth Justice System aged 10 – 17		✓
143	Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence		✓
144	Offenders under probation supervision in employment at the end of their order or licence		✓

### Resources evidencing the value of offenders services

- The **CLG** commissioned a tool to enable local authorities to evidence the **financial benefits** of housing related support. National research has demonstrated considerable savings as the provision of housing related support services can prevent the use of most intensive costly public services. The national net financial benefit of the Supporting People Programme for offenders (or people at risk of offending, and mentally disordered offenders) is **£40.3 million**. The tool can be found at:  
<http://www.communities.gov.uk/publications/housing/financialbenefitsguide?view=Standard>
- The **Social Return on Investment (SROI)** programme enables commissioners and providers to calculate the social return that investing in services providers. Information on the programme and tool can be found at:  
[http://www.sroi-uk.org/component/option,com\\_frontpage/Itemid,65/](http://www.sroi-uk.org/component/option,com_frontpage/Itemid,65/)
- The **Department of Health** in its **Care Services Efficiency Delivery** programme has produced case studies demonstrating savings made by investing in support related housing services. Case studies are available from:  
<http://www.dhcarenetworks.org.uk/csed/supportRelatedHousing/?parent=5322&child=5324>

**Any report utilising the above tools will be more compelling if real life case studies are included, where it has been demonstrated that individual's outcomes have been enhanced due to their personal receipt of housing related support services.**

### General resources

- The full list of national Indicators and their definitions can be found at:  
<http://www.communities.gov.uk/publications/localgovernment/finalnationalindicators>
- A comprehensive list of all Local Area Agreements (LAAs) by region, up to and including the 2010 refresh can be found at: <http://www.idea.gov.uk/idk/core/page.do?pagelId=8399555>
- ROCC has an on line tool which is a guide to the NIs chosen by local areas in the South East. The tool enables providers to see which Nis specific client group services contribute to  
<http://www.rocc.org.uk/static/documents/Local%20Area%20Agreements%20Indicators%20Tool.xls>