



HOUSING & HOMELESSNESS

National Probation Service

Kent Local Delivery Unit

HOUSING & HOMELESSNESS

FOR CJS SERVICE USERS IN KENT

Executive Summary

This paper explores the scale and scope of the strategic and systemic housing and homelessness issues facing Criminal Justice System (CJS) service users in Kent.

The challenge of addressing these issues cannot be met by CJS services alone, it is vital to have local engagement, leadership and commitment from a wide range of stakeholders, including Local Housing Authorities, housing providers and all other Reducing Re-offending Board agencies.

Data, views, concerns, ideas and suggestions have been sought from Kent CJS and housing agencies. This paper outlines potential solutions, both nationally and locally, and proposes suggestions for a multi-agency action plan to tackle the difficulties faced by our Kent CJS service users in trying to secure and maintain appropriate and safe accommodation.

Scale

National: Headline figures claim homelessness in the UK went up by 16% in 2016, with 57,740 households accepted as homeless in England, 28,226 in Scotland and 7,128 in Wales.

Rough sleeping increased from 3,569 in 2015 to 4,134 in 2016.

15% of the prison population were homeless before custody.

5,423 people left prison without accommodation who needed supported accommodation in 2015.

Kent: 3,259 people were recorded as homeless in Kent in December 2016, of which 5.7% (186) were sleeping rough.

Ashford, Dover, Maidstone & Medway all have higher homelessness than the national average. Medway have the highest number of homeless people, Canterbury have the highest number of recorded rough sleepers and Dartford is ranked by Shelter as most problematic in the county.

Kent County Council: Received 1,092 applications for housing assistance during July-September 2016. 29% (320) were accepted as homeless and in priority need, 38% (415) were found not to be homeless, 21% (229) were not in priority need, 6% (66) were found to be intentionally homeless.

National Probation Service, Kent LDU: 24.8% (315) service users in the community were in unsettled accommodation, of which 6.4% (81) were of No Fixed Abode.

Of these 41% had accommodation as an identified need, in 29% of cases accommodation was linked with risk of serious harm and in 36.5% of cases accommodation was linked with offending behaviour.

Kent Surrey Sussex Community Rehabilitation Company (Kent): 19.7% (891) service users in the community were in unsettled accommodation, of which 8.2% (368) were of No Fixed Abode.

Scope

This paper explores the scope of strategic and systemic housing and homelessness issues for Kent CJS service users covering the following:

Housing and Land Markets: Not enough Local Housing Authorities planning for the homes they need, house building being too slow, a construction industry too reliant on a few big players.

National Characteristics of Homelessness: The main causes of homelessness in the UK are the end of an assured short hold tenancy, parents or friends no longer able or willing to provide accommodation or relationship breakdown.

Local Housing Authorities: CJS service users deemed too high risk, low priority, no local connection or intentionally homeless. Reduced or removed housing stock, reliance on Housing Associations and a shortage of accommodation for all. London Borough placements, conflicting priority groups and the 'last minute' nature of CJS need.

The Benefit System: The benefits cap, issues for <35s and Universal Credit.

Private Renting: Cost, availability, willingness of landlords, accessibility.

Supported Housing: Funding, sustainability, long waiting lists, some service users too high risk.

Resources: Funding, access and inconsistency.

Through the Gate: Funding model, access and outcomes.

Approved Premises: Role, myths and bed shortages.

Service User Issues: Motivation, honesty, skill and experience to manage a tenancy and chaotic lifestyles. Specific issues for young people and for the ageing offender population, impact on family and friends, cuckooing and expectations of Probation Services.

Solutions

This paper outlines potential solutions to the strategic and systemic barriers identified, including:

The Homelessness Reduction Act: Local Housing Authorities must provide or secure the provision of a homelessness service and the service must be designed to meet the needs of persons in the district including the needs of persons released from prison or youth detention.

The White Paper, 'Fixing Our Broken Housing Market': We need to plan for the right homes in the right places, build homes faster, diversify the housing market and help people now.

The Benefit System: Actual rents and eligible service charges for supported and sheltered housing should be funded via Universal Credit or Pension Credit.

Converted Shipping Container Accommodation: Seek creative and achievable cost effective alternatives to affordable sustainable housing.

Social Impact Bonds: For example, the East Kent Entrenched Rough Sleeper Social Impact Bond, a jointly commissioned entrenched rough sleeper programme which aims to improve

outcomes for entrenched rough sleepers who have spent a lengthy spell in the homelessness system through Housing First principles.

Housing First Principles: People have a right to a home, flexible support is provided for as long as it is needed, housing and support are separated, individuals have choice and control, based on people's strengths, goals and aspirations and an active engagement and harm reduction approach is used.

Holistic Approach: Robust and collaborative multi-agency assessment, planning, intervention and support taking into account the circumstances and views of the individual.

Joint Strategic Needs Assessments: Local Housing Authorities and Clinical Commissioning Groups have equal and joint duties to prepare JSNAs through Health and Wellbeing Boards. The Local Authority Housing Lead should be represented on the Health and Wellbeing Board to ensure the housing needs of the community are identified.

Making Every Adult Matter: Utilising a partnership of voluntary and statutory agencies to design an effective, coordinated and flexible response for people with multiple and complex needs.

Communication and Training: The creation of a joint accommodation strategy, developed in partnership with the MoJ, DCLG and the DWP and the local development and implementation of a multi-agency Kent accommodation communication and training strategy.

Prison Interventions: Highlighting the importance of timely release plans, assessment for suitability and prompt referrals to resettlement services. A 'departure lounge' model providing opportunity for families and agencies to meet service users immediately after release.

Prison Estates: The suggestion for prison land in London to remain in public ownership and to be redeveloped into genuinely affordable homes.

Tenancy Sustainment Programme: Tenancy sustainment programmes to be reviewed for suitability, re-rolled and promoted both in custody and in the community.

Subsidised Tenancies: A co-commissioned agreement with an accommodation provider who would provide tenancy and additional wraparound support for specific CJS service user groups, e.g. Integrated Offender Management (IOM).

Local Authority Housing Policy Review: Stop excluding CJS service users on the basis of intentional homelessness due to convictions, consider accepting high or medium risk individuals with a robust Risk Management Plan. Develop strong strategic and operational links between CJS agencies and Local Authorities.

Supported Housing: Full and timely communication regarding changes to the funding for supported housing and how this is likely to impact providers, clients and partners. Recommendations of leading charities to be incorporated into national changes.

Psychologically Informed and Planned Environments: Housing providers to consider the PIPE approach to supporting people out of homelessness, in particular those who have experienced complex trauma or are diagnosed with a personality disorder.

Utilise/expand existing services: E.g. BASS and NACRO.

Service User Collaboration: Services benefit from the insights of experts by experience. A collaborative approach with CJS service users should be considered throughout the formation and delivery of the multi-agency housing and homelessness action plan.

Introduction

Securing and maintaining appropriate accommodation has long been one of the most significant challenges to many individuals with criminal convictions and to those professionals, both statutory and non-statutory, working with them.

A number of multi-agency groups have sought to explore and address the issues with examples of good practice such as the Kent Joint Policy and Planning Board for Housing (JPPB) Protocol for Emergency Accommodation Placements (2010) and the Kent and Medway Reducing Re-offending Board Housing Roundtable (2011) leading to the refresh of the Multi-Agency Protocol for the Resettlement and Housing of Offenders (2012). Think Housing First, was developed by the JPPB and the Kent Housing Group to reduce health inequalities through the housing sector.

The plight of the most complex and high risk of harm cases has also been recognised with the formation of the Multi Agency Public Protection Arrangements (MAPPA) Housing Panel. The Deputy Director for the South East and Eastern (SEE) National Probation Service (NPS) region has also held a multi-agency accommodation workshop to try and frame the problems and to identify opportunities for the future (2016).

National measures have also been implemented in order to try and address the issues. The Homelessness Reduction Act, to amend the Housing Act 1996 in order to make provision about measures for reducing homelessness and for connected purposes, will soon come into force.

The NPS Housing Needs Strategy (2016) makes clear that the NPS is 'committed to working effectively with a wide range of commissioners, stakeholders and partners in order to influence strategy, promote access to services and address the housing needs of offenders'. This paper has been drawn together in line with the NPS Housing Needs Strategy principles; effective stakeholder engagement and pro-active partnership working.

The following requested this paper on Housing and Homelessness for CJS service users in Kent:

- Kent and Medway Reducing Re-offending Board (KMRRB)
- Integrated Offender Management Performance and Delivery Group (IOMPDG)
- Steve Johnson-Proctor, Deputy Director for South East and Eastern (SEE) Region, National Probation Service

The paper will be distributed to all KMRRB and IOMPDG members and to all contributors.

Aims and Objectives

This paper aims to identify the scale and scope of the strategic and systemic housing and homelessness issues that impact upon CJS service users in Kent. This will be approached through multi-agency qualitative and quantitative data analysis to identify and explore the issues. This paper will include key themes and potential solutions, both national and local, for consideration.

The objective of this paper is to propose realistic and achievable actions for multi-agency support and implementation to assist those who have committed offences, and the professionals working with them, to secure and maintain appropriate accommodation.

Scale

This paper attempts to outline the scale of the housing and homelessness problem in Kent through analysis of data from the National Probation Service (NPS), Kent Surrey Sussex Community Rehabilitation Company (KSS CRC), NACRO and Centra, Pathways to Independence, Porchlight, Gravesham Borough Council (GBC) and Kent County Council (KCC). Some national data of note has also been included.

The following data has been provided by SEE NPS:

Context

The National Probation Service is a statutory Criminal Justice Service that predominantly supervises high-risk offenders released into the community. The NPS works with around 30,000 offenders a year, supporting their rehabilitation while protecting the public. The NPS works in partnership with the CRCs, with the Courts, police and with private and voluntary sector partners in order to manage offenders safely and effectively. The NPS priority is to protect the public by the effective rehabilitation of high risk offenders, by tackling the causes of offending and enabling offenders to turn their lives around.

The NPS Housing Needs Strategy recognises that there is a fundamental link between accessing and retaining stable housing/accommodation and desistance from offending and that stable housing/accommodation is key to the management of risk. In addition to the general barriers faced by offenders, the NPS cohort of offenders are likely to experience significant additional challenges in terms of housing need, particularly those who pose a high risk of harm, sex offenders, those with arson convictions and offenders with mental health issues, personality disorder and complex needs.



Drawing credit: Tom Bailey, BIGSPD Conference, Inverness, March 2017

NPS Kent Accommodation Summary

The data includes cases currently managed by NPS Kent Local Delivery Unit (LDU), subject to a Community Order, Suspended Sentence Order or are currently being managed on Licence/Post Sentence Supervision. It does not include those currently serving custodial sentences. The data was extracted 24/04/17.

Figure 1 - Accommodation Status:

Summary of accommodation status, as recorded on Delius

Accommodation	Total	% of Total
Approved Premises	60	4.7%
Friends/Family	116	9.1%
Friends/Family (settled)	233	18.4%
Friends/Family (transient)	72	5.7%
Friends/Family, Permanent		
Independent Housing	1	0.1%
Historic Accommodation Record	9	0.7%
Homeless - Other	1	0.1%
Householder (Owner - freehold or leasehold)	28	2.2%
No fixed abode	79	6.2%
No information	15	1.2%
Not Recorded	43	3.4%
Permanent Independent Housing	264	20.8%
Permanent Independent Housing (LA or private rent)	174	13.7%
Permanent Independent Housing (Owner - f/h or l/h)	16	1.3%
Rental accommodation - private rental	10	0.8%
Rental accommodation - social rental from LA	4	0.3%
Supported Housing	97	7.6%
Transient/short term accommodation	46	3.6%
Homeless - Rough Sleeping	1	0.1%
Total	1269	

Highlights: Kent LDU, NPS, April 2017

24.8% (315) service users were classed as in unsettled accommodation

Of which 6.2% (79) were recorded as No Fixed Abode

Of which 0.1% (1) was recorded as homeless – other

Of which 0.1% (1) was recorded as homeless – rough sleeping

69.9% (887) service users were classed as in settled accommodation

5.3% (67) service users did not have a recorded accommodation status

Figure 2 - Accommodation Need Overview:

This data is based on the latest OASys assessment completed (where an assessment could be matched on CRN). Where multiple assessments have been completed, the latest assessment information has been used.

Team (OM)	Accommodation is a Need?			% with Accommodation Need
	No	Yes	Total	
KNT-Canterbury	59	24	83	28.9%
KNT-Dartford & Gravesham	85	41	126	32.5%
KNT-Maidstone	82	74	156	47.4%
KNT-Maidstone MC	3	2	5	40.0%
KNT-Margate MC	1	3	4	75.0%
KNT-Medway	120	70	190	36.8%
KNT-Medway MC	4	2	6	33.3%
KNT-South East Kent	119	106	225	47.1%
KNT-Swale	70	30	100	30.0%
KNT-Thamet	60	55	115	47.8%
KNT-West Kent	63	56	119	47.1%
Total	666	463	1129	41.0%

Highlights: Accommodation Need, Kent LDU, NPS, April 2017

A total of 41% (463) service users have accommodation as an identified need

Thanet have the highest proportion of service users with an accommodation need at 47.8% (115)

SEK have the highest number of service users with an accommodation need at 225 (47.1%)

Canterbury have the lowest proportion of service users with an accommodation need at 28.9% (83)

Figure 3 - Accommodation Need linked to Risk of Serious Harm, Risk to the Individual and Other Risks:

Team (OM)	Accommodation Need linked to Risk of Harm?			Total	% with Accommodation Need linked to Risk of Harm
	No	Yes	Not Known		
KNT-Canterbury	64	18	14	96	18.8%
KNT-Canterbury MC			4	4	0.0%
KNT-Dartford & Gravesham	92	32	9	133	24.1%
KNT-Folkestone MC			1	1	0.0%
KNT-Maidstone	92	64	9	165	38.8%
KNT-Maidstone MC	5			5	0.0%
KNT-Margate MC	2	2	6	10	20.0%
KNT-Medway	135	53	30	218	24.3%
KNT-Medway MC	5		6	11	0.0%
KNT-South East Kent	149	76	17	242	31.4%
KNT-Swale	75	24	18	117	20.5%
KNT-Thanet	70	45	26	141	31.9%
KNT-West Kent	60	58	8	126	46.0%
Total	749	372	148	1269	29.3%

Highlights: Accommodation Need Linked with Risk of Harm (ROSH), Kent LDU, NPS, April 2017

A total of 29.3% (372) service users have an accommodation need linked with ROH

West Kent have the highest proportion of service users with an accommodation need linked with ROH at 46% (58)

SEK have the highest number of service users with an accommodation need linked with ROH at 76 (31.4%)

Canterbury have the lowest proportion of service users with an accommodation need linked with ROH at 18.8% (18)

There were 148 cases where it was not known whether accommodation need was linked with ROH

Figure 4 - Accommodation Need link to Offending Behaviour:

Team (OM)	Accommodation Need linked to Offending Behaviour?			Total	% with Accommodation Need linked to Offending Behaviour
	No	Yes	Not Known		
KNT-Canterbury	59	24	13	96	25.0%
KNT-Canterbury MC			4	4	0.0%
KNT-Dartford & Gravesham	85	41	7	133	30.8%
KNT-Folkestone MC			1	1	0.0%
KNT-Maidstone	82	74	9	165	44.8%
KNT-Maidstone MC	3	2		5	40.0%
KNT-Margate MC	1	3	6	10	30.0%
KNT-Medway	120	70	28	218	32.1%
KNT-Medway MC	4	2	5	11	18.2%
KNT-South East Kent	119	106	17	242	43.8%
KNT-Swale	70	30	17	117	25.6%
KNT-Thamet	60	55	26	141	39.0%
KNT-West Kent	63	56	7	126	44.4%
Total	666	463	140	1269	36.5%

Highlights: Accommodation Need Linked to Offending Behaviour (OB), Kent LDU, NPS, April 2017

A total of 36.5% (463) service users have an accommodation need linked to OB

Maidstone have the highest proportion of service users with an accommodation need linked to OB at 44.8% (74)

SEK have the highest number of service users with an accommodation need linked to OB at 106 (43.8%)

Canterbury have the lowest proportion of service users with an accommodation need linked to OB at 25% (24)

There were 140 cases where it was not known whether accommodation need was linked to OB

The following data has been provided by KSS CRC:

Context

KSS CRC deliver a range of rehabilitation services to people who have been sentenced by a Court to either custody or community supervision and who are classed as low to medium risk. Their goal is to reduce re-offending and in so doing, improve people's lives, potential victims as well as the perpetrators of crime. They do this specifically by steering people away from offending.

The KSS CRC approach to rehabilitation puts the service user at the heart of their own journey to a crime-free life. They call it My Solution Rehabilitation Programme, or MSRP for short, and it permeates everything they do. It works on the premise that to become crime-free, a person needs to take responsibility for their own actions. For this to happen, a person must first understand what it is that makes them offend and then start to change their thinking about that behaviour. This approach puts the onus on the fact it's 'my problem' and 'my solution', which sets up the right conditions for rehabilitation to work.



KSS CRC has a responsibility to endeavour to source and place service users in accommodation due to the fact that lack of accommodation is a major causal link to crime. Both CRC and NPS have 'HETE' targets; Housing, Education, Training and Employment. They are required to record at the beginning of every Order/Licence what form of accommodation a service user is in. This ranges from No Fixed Abode to permanent owned accommodation with all the ranges in between. If there are any changes to this they are recorded in N-Delius and it also recorded upon termination of the Order or Licence.

KSS CRC has a contract with NACRO and Centra to undertake accommodation searches and link in service users with housing providers. However, strong links also remain with Pathways to Independence and Porchlight, housing providers with whom a long standing relationship has been forged with probation.

Figure 5 – Assessment Team - Location and Directorate:

	Ashford	Chatham	Gravesend	Maidstone	Margate	Sittingbourne	Tunbridge Wells	Kent	Surrey	Sussex	Assessment Total	
Assessment	Unsettled	1 (2.3%)	2 (6.1%)	1 (4.5%)	(0%)	(0%)	(0%)	1 (8.3%)	5 (3.2%)	1 (1.3%)	3 (2.9%)	9 (2.7%)
	Unsettled - BASS/SABS	(0%)	(0%)	(0%)	1 (7.7%)	(0%)	(0%)	(0%)	1 (0.6%)	0 (0%)	0 (0%)	1 (0.3%)
	Unsettled - Family/Friends	1 (2.3%)	1 (3%)	1 (4.5%)	1 (7.7%)	3 (18.8%)	(0%)	3 (25%)	10 (6.5%)	4 (5.3%)	1 (1%)	15 (4.5%)
	Unsettled - Multi-occupancy	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	0 (0%)	1 (1.3%)	0 (0%)	1 (0.3%)
	Unsettled - NFA	4 (9.3%)	1 (3%)	1 (4.5%)	1 (7.7%)	(0%)	1 (6.7%)	2 (16.7%)	10 (6.5%)	4 (5.3%)	8 (7.7%)	22 (6.6%)
	Unsettled - Partners Home	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	0 (0%)	2 (2.7%)	0 (0%)	2 (0.6%)
	Unsettled - Short Term accommodation	1 (2.3%)	1 (3%)	1 (4.5%)	(0%)	(0%)	1 (6.7%)	(0%)	4 (2.6%)	0 (0%)	2 (1.9%)	6 (1.8%)
	Settled	8 (18.6%)	1 (3%)	1 (4.5%)	2 (15.4%)	(0%)	2 (13.3%)	(0%)	14 (9.1%)	11 (14.7%)	10 (9.6%)	35 (10.4%)
	Settled - Approved Premises	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	0 (0%)	1 (1.3%)	2 (1.9%)	3 (0.9%)
	Settled - Family/Friends	7 (16.3%)	7 (21.2%)	5 (22.7%)	2 (15.4%)	5 (31.3%)	3 (20%)	1 (8.3%)	30 (19.5%)	11 (14.7%)	10 (9.6%)	51 (15.2%)
	Settled - Permanent Independent Housing	9 (20.9%)	9 (27.3%)	7 (31.8%)	4 (30.8%)	7 (43.8%)	3 (20%)	4 (33.3%)	43 (27.9%)	11 (14.7%)	6 (5.8%)	60 (17.9%)
	Settled - Supportive Housing	2 (4.7%)	2 (6.1%)	(0%)	1 (7.7%)	(0%)	1 (6.7%)	(0%)	6 (3.9%)	0 (0%)	0 (0%)	6 (1.8%)
	Unrecorded	10 (23.3%)	9 (27.3%)	5 (22.7%)	1 (7.7%)	1 (6.3%)	4 (26.7%)	1 (8.3%)	31 (20.1%)	29 (38.7%)	62 (59.6%)	124 (37%)
	Total	43	33	22	13	16	15	12	154	75	104	335

Highlights: Kent CRC Assessment Team, April 2017

19.4% (20) service users were classed as in unsettled accommodation

Of which 6.5% (10) were recorded as No Fixed Abode

60.4% (93) service users were classed as in settled accommodation

20.1% (31) service users did not have a recorded accommodation status

Figure 6 – Rehabilitation Team - Location and Directorate:

	Ashford	Chatham	Gravesend	Maidstone	Margate	Sittingbourne	Tunbridge Wells	Kent	Surrey	Sussex	Rehabilitation Total
Unsettled	6 (1.1%)	13 (2.6%)	8 (2.4%)	4 (1.3%)	3 (1%)	8 (3.3%)	3 (1%)	45 (1.8%)	27 (2.2%)	68 (8.1%)	140 (2.4%)
Unsettled - BASS/SABS	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	0 (0%)	0 (0%)	2 (0.2%)	2 (0%)
Unsettled - Family/Friends	31 (5.5%)	28 (5.5%)	18 (5.4%)	20 (6.4%)	24 (8.3%)	22 (8.9%)	18 (5.9%)	161 (6.3%)	42 (3.4%)	113 (13.5%)	317 (5.4%)
Unsettled - Multi-occupancy	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	0 (0%)	6 (0.5%)	1 (0.1%)	7 (0.1%)
Unsettled - NFA	32 (5.7%)	20 (4%)	19 (5.7%)	17 (5.5%)	27 (9.3%)	6 (2.4%)	17 (5.6%)	138 (5.4%)	46 (3.7%)	191 (22.8%)	377 (6.4%)
Unsettled - Partners Home	(0%)	(0%)	(0%)	1 (0.3%)	(0%)	1 (0.4%)	(0%)	2 (0.1%)	31 (2.5%)	1 (0.1%)	34 (0.6%)
Unsettled - Short Term accommodation	17 (3%)	18 (3.6%)	7 (2.1%)	10 (3.2%)	5 (1.7%)	4 (1.6%)	8 (2.6%)	69 (2.7%)	24 (1.9%)	93 (11.1%)	186 (3.1%)
Settled	40 (7.2%)	21 (4.2%)	19 (5.7%)	21 (6.8%)	30 (10.3%)	20 (8.1%)	29 (9.6%)	180 (7.1%)	145 (11.6%)	279 (33.3%)	605 (10.2%)
Settled - Approved Premises	(0%)	(0%)	(0%)	(0%)	1 (0.3%)	(0%)	1 (0.3%)	2 (0.1%)	3 (0.2%)	1 (0.1%)	6 (0.1%)
Settled - Family/Friends	183 (32.7%)	148 (29.3%)	122 (36.5%)	97 (31.2%)	79 (27.2%)	81 (32.9%)	92 (30.4%)	802 (31.5%)	322 (25.9%)	481 (57.5%)	1609 (27.2%)
Settled - Permanent Independent Housing	215 (38.5%)	213 (42.2%)	129 (38.6%)	112 (36%)	106 (36.6%)	87 (35.4%)	114 (37.6%)	976 (38.3%)	324 (26%)	650 (77.7%)	1956 (33.1%)
Settled - Supportive Housing	12 (2.1%)	25 (5%)	7 (2.1%)	8 (2.6%)	3 (1%)	10 (4.1%)	9 (3%)	74 (2.9%)	23 (1.8%)	80 (9.6%)	177 (3%)
Hospital / Institution	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	0 (0%)	0 (0%)	1 (0.1%)	1 (0%)
Unrecorded	23 (4.1%)	19 (3.8%)	5 (1.5%)	21 (6.8%)	12 (4.1%)	7 (2.8%)	12 (4%)	99 (3.9%)	196 (15.7%)	195 (23.3%)	490 (8.3%)
Total	559	505	334	311	290	246	303	2548	1245	837	5907

Highlights: Kent CRC Rehabilitation Team, April 2017

16.3% (621) service users were classed as in unsettled accommodation

Of which 5.4% (138) were recorded as No Fixed Abode

79.9% (2034) service users were classed as in settled accommodation

3.9% (99) service users did not have a recorded accommodation status

Figure 7 – Rehabilitation Team - Location and Directorate:

		Ashford	Chatham	Gravesend	Maidstone	Margate	Sittingbourne	Tunbridge Wells	Kent	Surrey	Sussex	Resettlement Total
Resettlement	Unsettled	23 (5%)	20 (5.5%)	14 (5.3%)	4 (2.3%)	9 (3.9%)	1 (0.6%)	3 (1.9%)	74 (4.1%)	16 (3%)	25 (3%)	115 (3.6%)
	Unsettled - BASS/SABS	5 (1.1%)	1 (0.3%)	(0%)	1 (0.6%)	3 (1.3%)	1 (0.6%)	(0%)	11 (0.6%)	4 (0.8%)	5 (0.6%)	20 (0.6%)
	Unsettled - Family/Friends	7 (1.5%)	27 (7.5%)	12 (4.6%)	8 (4.6%)	16 (6.9%)	12 (7.6%)	9 (5.7%)	91 (5%)	21 (4%)	34 (4.1%)	146 (4.5%)
	Unsettled - Multi-occupancy	1 (0.2%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	1 (0.1%)	0 (0%)	0 (0%)	1 (0%)
	Unsettled - NFA	58 (12.6%)	61 (16.9%)	12 (4.6%)	23 (13.1%)	41 (17.6%)	17 (10.8%)	8 (5.1%)	220 (12.2%)	46 (8.7%)	125 (14.9%)	394 (12.2%)
	Unsettled - Partners Home	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)	0 (0%)	10 (1.9%)	0 (0%)	10 (0.3%)
	Unsettled - Short Term accommodation	22 (4.8%)	3 (0.8%)	2 (0.8%)	2 (1.1%)	7 (3%)	10 (6.3%)	3 (1.9%)	49 (2.7%)	56 (10.6%)	27 (3.2%)	132 (4.1%)
	Settled	76 (16.5%)	55 (15.2%)	51 (19.4%)	32 (18.3%)	54 (23.2%)	20 (12.7%)	30 (19.1%)	318 (17.6%)	48 (9.1%)	126 (15.1%)	504 (15.6%)
	Settled - Approved Premises	2 (0.4%)	3 (0.8%)	3 (1.1%)	(0%)	1 (0.4%)	(0%)	(0%)	9 (0.5%)	16 (3%)	9 (1.1%)	35 (1.1%)
	Settled - Family/Friends	116 (25.2%)	76 (21%)	62 (23.6%)	50 (28.6%)	47 (20.2%)	48 (30.4%)	35 (22.3%)	434 (24%)	153 (28.9%)	217 (25.9%)	810 (25.1%)
	Settled - Permanent Independent Housing	60 (13%)	72 (19.9%)	48 (18.3%)	31 (17.7%)	25 (10.7%)	41 (25.9%)	39 (24.8%)	316 (17.5%)	83 (15.7%)	169 (20.2%)	575 (17.8%)
	Settled - Supportive Housing	10 (2.2%)	8 (2.2%)	3 (1.1%)	2 (1.1%)	3 (1.3%)	2 (1.3%)	1 (0.6%)	29 (1.6%)	11 (2.1%)	20 (2.4%)	60 (1.9%)
	Unrecorded	81 (17.6%)	36 (9.9%)	56 (21.3%)	22 (12.6%)	27 (11.6%)	6 (3.8%)	29 (18.5%)	257 (14.2%)	65 (12.3%)	80 (9.6%)	424 (13.1%)
	Total	461	362	263	175	233	158	157	1809	529	837	3226

Highlights: Kent CRC Resettlement Team, April 2017

24.7% (446) service users were classed as in unsettled accommodation

Of which 12.2% (220) were recorded as No Fixed Abode

61.2% (1106) service users were classed as in settled accommodation

14.2% (257) service users did not have a recorded accommodation status

Figure 8 – KSS CRC by County:

	Kent	Surrey	Sussex	KSS CRC
Unsettled	124 (2.7%)	44 (2.5%)	96 (3.1%)	264 (2.8%)
Unsettled - BASS/SABS	12 (0.3%)	4 (0.2%)	7 (0.2%)	23 (0.2%)
Unsettled - Family/Friends	262 (5.8%)	67 (3.7%)	148 (4.8%)	479 (5.1%)
Unsettled - Multi-occupancy	1 (0%)	7 (0.4%)	1 (0%)	9 (0.1%)
Unsettled - NFA	368 (8.2%)	96 (5.4%)	324 (10.5%)	794 (8.4%)
Unsettled - Partners Home	2 (0%)	43 (2.4%)	1 (0%)	46 (0.5%)
Unsettled - Short Term accommodation	122 (2.7%)	80 (4.5%)	122 (3.9%)	325 (3.4%)
Settled	513 (11.4%)	204 (11.4%)	415 (13.4%)	1146 (12.1%)
Settled - Approved Premises	11 (0.2%)	20 (1.1%)	12 (0.4%)	44 (0.5%)
Settled - Family/Friends	1266 (28.1%)	486 (27.1%)	708 (22.9%)	2473 (26.1%)
Settled - Permanent Independent Housing	1335 (29.6%)	418 (23.3%)	825 (26.6%)	2591 (27.3%)
Settled - Supportive Housing	109 (2.4%)	34 (1.9%)	100 (3.2%)	243 (2.6%)
Hospital / Institution	0 (0%)	0 (0%)	1 (0%)	1 (0%)
Unrecorded	387 (8.6%)	290 (16.2%)	337 (10.9%)	1044 (11%)
Total	4512	1793	3097	9482

Figure 9 – KSS CRC County Highlights:

	Kent	Surrey	Sussex	KSS CRC
Unsettled	891 (19.7%)	341 (19%)	699 (22.6%)	1940 (20.5%)
Settled	3234 (71.7%)	1162 (64.8%)	2060 (66.5%)	6497 (68.5%)
Hospital / Institution	0 (0%)	0 (0%)	1 (0%)	1 (0%)
Unrecorded	387 (8.6%)	290 (16.2%)	337 (10.9%)	1044 (11%)
Total	4512	1793	3097	9482

Figure 10 – KSS CRC Gender:

	Kent		Surrey		Sussex		Total Male	Total Female
	Male	Female	Male	Female	Male	Female		
Unsettled	110 (2.8%)	14 (2.4%)	38 (2.5%)	6 (2.2%)	85 (3.2%)	11 (2.3%)	233 (2.9%)	31 (0.4%)
Unsettled - BASS/SABS	11 (0.3%)	1 (0.2%)	1 (0.1%)	3 (1.1%)	5 (0.2%)	2 (0.4%)	17 (0.2%)	6 (0.1%)
Unsettled - Family/Friends	232 (5.9%)	30 (5.2%)	61 (4%)	6 (2.2%)	123 (4.7%)	25 (5.2%)	418 (5.1%)	61 (0.7%)
Unsettled - Multi-occupancy	1 (0%)	0 (0%)	6 (0.4%)	1 (0.4%)	1 (0%)	0 (0%)	8 (0.1%)	1 (0%)
Unsettled - NFA	321 (8.2%)	47 (8.1%)	81 (5.3%)	15 (5.5%)	282 (10.8%)	42 (8.8%)	690 (8.5%)	104 (1.3%)
Unsettled - Partners Home	2 (0.1%)	0 (0%)	39 (2.6%)	4 (1.5%)	1 (0%)	0 (0%)	42 (0.5%)	4 (0%)
Unsettled - Short Term accommodation	100 (2.5%)	22 (3.8%)	67 (4.4%)	13 (4.8%)	97 (3.7%)	25 (5.2%)	265 (3.3%)	60 (0.7%)
Settled	466 (11.9%)	47 (8.1%)	178 (11.7%)	26 (9.6%)	366 (14%)	49 (10.3%)	1024 (12.6%)	122 (1.5%)
Settled - Approved Premises	10 (0.3%)	1 (0.2%)	19 (1.2%)	1 (0.4%)	11 (0.4%)	1 (0.2%)	41 (0.5%)	3 (0%)
Settled - Family/Friends	1164 (29.6%)	102 (17.5%)	438 (28.8%)	48 (17.7%)	648 (24.7%)	60 (12.6%)	2262 (27.8%)	211 (2.6%)
Settled - Permanent Independent Housing	1072 (27.3%)	263 (45.2%)	317 (20.8%)	101 (37.3%)	635 (24.2%)	190 (39.8%)	2036 (25%)	555 (6.8%)
Settled - Supportive Housing	85 (2.2%)	24 (4.1%)	27 (1.8%)	7 (2.6%)	74 (2.8%)	26 (5.5%)	186 (2.3%)	57 (0.7%)
Hospital / Institution	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0%)	0 (0%)	1 (0%)	0 (0%)
Unrecorded	356 (9.1%)	31 (5.3%)	250 (16.4%)	40 (14.8%)	291 (11.1%)	46 (9.6%)	925 (11.4%)	119 (1.5%)
	Kent		Surrey		Sussex		Total Male	Total Female
	Male	Female	Male	Female	Male	Female		
Unsettled	777 (19.8%)	114 (19.6%)	293 (19.3%)	48 (17.7%)	594 (22.7%)	105 (22%)	1673 (20.5%)	267 (20%)
Settled	2797 (71.2%)	437 (75.1%)	979 (64.3%)	183 (67.5%)	1734 (66.2%)	326 (68.3%)	5549 (68.1%)	948 (71.1%)
Hospital / Institution	0 (0%)	0 (0%)	0 (0%)	0 (0%)	1 (0%)	0 (0%)	1 (0%)	0 (0%)
Unrecorded	356 (9.1%)	31 (5.3%)	250 (16.4%)	40 (14.8%)	291 (11.1%)	46 (9.6%)	925 (11.4%)	119 (8.9%)

Highlights: Gender, Kent CRC, April 2017

19.8% (777) male service users were recorded as in unsettled accommodation
Of which 8.2% (321) were of No fixed Abode

19.6% (114) female service users were recorded as in unsettled accommodation
Of which 8.1% (47) were of No Fixed Abode

71.2% (2797) male service users were recorded as in settled accommodation

75.1% female service users were recorded as in settled accommodation

9.1% (356) male service users did not have recorded accommodation status

5.3% (31) female service users did not have recorded accommodation status

Figure 11 – Age:

	18-24	25-29	30-39	40-49	50-59	60+
Unsettled	50 (2.8%)	51 (2.8%)	83 (2.9%)	52 (2.9%)	24 (2.5%)	4 (1.5%)
Unsettled - BASS/SABS	5 (0.3%)	6 (0.3%)	5 (0.2%)	4 (0.2%)	3 (0.3%)	(0%)
Unsettled - Family/Friends	117 (6.5%)	101 (5.6%)	135 (4.8%)	93 (5.2%)	29 (3%)	4 (1.5%)
Unsettled - Multi-occupancy	(0%)	(0%)	5 (0.2%)	4 (0.2%)	(0%)	(0%)
Unsettled - NFA	110 (6.1%)	146 (8.1%)	260 (9.2%)	184 (10.2%)	82 (8.4%)	12 (4.5%)
Unsettled - Partners Home	(0%)	6 (0.3%)	27 (1%)	11 (0.6%)	2 (0.2%)	(0%)
Unsettled - Short Term accommodation	48 (2.7%)	69 (3.8%)	96 (3.4%)	72 (4%)	34 (3.5%)	6 (2.3%)
Settled	187 (10.4%)	206 (11.4%)	338 (11.9%)	208 (11.5%)	157 (16.2%)	50 (18.9%)
Settled - Approved Premises	2 (0.1%)	9 (0.5%)	15 (0.5%)	11 (0.6%)	5 (0.5%)	2 (0.8%)
Settled - Family/Friends	806 (44.7%)	560 (31.1%)	669 (23.6%)	293 (16.2%)	123 (12.7%)	22 (8.3%)
Settled - Permanent Independent Housing	232 (12.9%)	425 (23.6%)	809 (28.5%)	635 (35.2%)	382 (39.3%)	108 (40.9%)
Settled - Supportive Housing	61 (3.4%)	34 (1.9%)	72 (2.5%)	49 (2.7%)	21 (2.2%)	6 (2.3%)
Hospital / Institution	(0%)	(0%)	1 (0%)	(0%)	(0%)	(0%)
Unrecorded	185 (10.3%)	189 (10.5%)	322 (11.4%)	188 (10.4%)	110 (11.3%)	50 (18.9%)
Total	1803	1802	2837	1804	972	264

	18-24	25-29	30-39	40-49	50-59	60+
Unsettled	330 (18.3%)	379 (21%)	611 (21.5%)	420 (23.3%)	174 (17.9%)	26 (9.8%)
Settled	1288 (71.4%)	1234 (68.5%)	1903 (67.1%)	1196 (66.3%)	688 (70.8%)	188 (71.2%)
Hospital / Institution	(0%)	(0%)	1 (0%)	(0%)	(0%)	(0%)
Unrecorded	185 (10.3%)	189 (10.5%)	322 (11.4%)	188 (10.4%)	110 (11.3%)	50 (18.9%)

Figure 12 – Age – Kent:

	18-24	25-29	30-39	40-49	50-59	60+
Unsettled	22 (2.5%)	22 (2.5%)	37 (2.7%)	29 (3.5%)	11 (2.5%)	3 (2.5%)
Unsettled - BASS/SABS	2 (0.2%)	4 (0.5%)	2 (0.1%)	2 (0.2%)	2 (0.4%)	(0%)
Unsettled - Family/Friends	66 (7.4%)	59 (6.7%)	78 (5.8%)	43 (5.2%)	14 (3.1%)	2 (1.7%)
Unsettled - Multi-occupancy	(0%)	(0%)	(0%)	1 (0.1%)	(0%)	(0%)
Unsettled - NFA	52 (5.8%)	72 (8.2%)	113 (8.4%)	89 (10.8%)	36 (8.1%)	6 (5.1%)
Unsettled - Partners Home	(0%)	(0%)	2 (0.1%)	(0%)	(0%)	(0%)
Unsettled - Short Term accommodation	21 (2.4%)	34 (3.9%)	32 (2.4%)	22 (2.7%)	11 (2.5%)	2 (1.7%)
Settled	81 (9.1%)	88 (10%)	157 (11.6%)	85 (10.3%)	79 (17.7%)	23 (19.5%)
Settled - Approved Premises	(0%)	2 (0.2%)	3 (0.2%)	5 (0.6%)	(0%)	1 (0.8%)
Settled - Family/Friends	420 (47.2%)	295 (33.6%)	332 (24.6%)	154 (18.6%)	57 (12.8%)	8 (6.8%)
Settled - Permanent Independent Housing	133 (14.9%)	220 (25%)	436 (32.2%)	313 (37.9%)	186 (41.6%)	47 (39.8%)
Settled - Supportive Housing	36 (4%)	16 (1.8%)	31 (2.3%)	17 (2.1%)	4 (0.9%)	5 (4.2%)
Unrecorded	57 (6.4%)	67 (7.6%)	129 (9.5%)	66 (8%)	47 (10.5%)	21 (17.8%)
Total	890	879	1352	826	447	118

	18-24	25-29	30-39	40-49	50-59	60+
Unsettled	163 (18.3%)	191 (10.6%)	264 (9.3%)	186 (10.3%)	74 (7.6%)	13 (4.9%)
Settled	670 (75.3%)	621 (34.5%)	959 (33.8%)	574 (31.8%)	326 (33.5%)	84 (31.8%)
Unrecorded	57 (6.4%)	879 (48.8%)	1352 (47.7%)	826 (45.8%)	447 (46%)	118 (44.7%)

Highlights: Age, Kent CRC, April 2017

The highest rate of unsettled accommodation was aged 18-24 at 18.3% (163)
Of which 5.8% (52) were of No Fixed Abode

The lowest rate of unsettled accommodation was aged 60+ at 4.9% (13)
Of which 5.1% (6) were of No Fixed Abode

The lowest rate of settled accommodation was 31.8% for both age 40-49 (574) and 60+ (84)

The highest rate of unrecorded accommodation was aged 25-29 at 48.8% (879)

The lowest rate of unrecorded accommodation was aged 18-24 at 6.4% (57)

Figure 13 – Risk – All Counties:

Risk – All Counties	Low	Medium	High
Unsettled	86 (2.3%)	168 (3.3%)	2 (11.8%)
Unsettled - BASS/SABS	7 (0.2%)	16 (0.3%)	(0%)
Unsettled - Family/Friends	147 (3.9%)	327 (6.4%)	2 (11.8%)
Unsettled - Multi-occupancy	3 (0.1%)	6 (0.1%)	(0%)
Unsettled - NFA	238 (6.3%)	528 (10.3%)	3 (17.6%)
Unsettled - Partners Home	19 (0.5%)	25 (0.5%)	(0%)
Unsettled - Short Term accommodation	107 (2.8%)	202 (4%)	(0%)
Settled	426 (11.2%)	619 (12.1%)	(0%)
Settled - Approved Premises	21 (0.6%)	21 (0.4%)	(0%)
Settled - Family/Friends	1010 (26.6%)	1434 (28%)	6 (35.3%)
Settled - Permanent Independent Housing	1198 (31.5%)	1344 (26.3%)	1 (5.9%)
Settled - Supportive Housing	88 (2.3%)	152 (3%)	(0%)
Hospital / Institute	(0%)	1 (0%)	(0%)
Unrecorded	449 (11.8%)	270 (5.3%)	3 (17.6%)
Total	3799	5113	17

	Low	Medium	High
Unsettled	607 (16%)	1272 (24.9%)	7 (41.2%)
Settled	2743 (72.2%)	3570 (69.8%)	7 (41.2%)
Hospital / Institution	(0%)	1 (0%)	(0%)
Unrecorded	449 (11.8%)	270 (5.3%)	3 (17.6%)

Figure 14 – Risk – Kent:

Risk – Kent	Low	Medium	High
Unsettled	45 (2.5%)	71 (2.9%)	2 (25%)
Unsettled - BASS/SABS	3 (0.2%)	9 (0.4%)	(0%)
Unsettled - Family/Friends	84 (4.7%)	176 (7.2%)	(0%)
Unsettled - Multi-occupancy	1 (0.1%)	(0%)	(0%)
Unsettled - NFA	119 (6.7%)	239 (9.8%)	1 (12.5%)
Unsettled - Partners Home	(0%)	2 (0.1%)	(0%)
Unsettled - Short Term accommodation	39 (2.2%)	79 (3.2%)	(0%)
Settled	227 (12.7%)	234 (9.6%)	(0%)
Settled - Approved Premises	6 (0.3%)	4 (0.2%)	(0%)
Settled - Family/Friends	502 (28.1%)	751 (30.9%)	3 (37.5%)
Settled - Permanent Independent Housing	584 (32.7%)	727 (29.9%)	1 (12.5%)
Settled - Supportive Housing	38 (2.1%)	69 (2.8%)	(0%)
Unrecorded	137 (7.7%)	73 (3%)	1 (12.5%)
Total	1785	2434	8

	Low	Medium	High
Unsettled	291 (16.3%)	576 (23.7%)	3 (37.5%)
Settled	1357 (76%)	1785 (73.3%)	4 (50%)
Unrecorded	137 (7.7%)	73 (3%)	1 (12.5%)

Highlights: Risk, Kent CRC, April 2017

The highest rate of unsettled accommodation was high risk at 37.5% (3)
Of which 12.5% (1) was of No Fixed abode

The lowest rate of unsettled accommodation was low risk at 16.3% (291)
Of which 6.7% (119) were of No Fixed abode

The highest rate of settled accommodation was low risk 76% (1357)

The lowest rate of settled accommodation was high risk at 50% (4)

The lowest rate of recorded accommodation was aged 25-29 at 48.8% (879)

* NB – Cases assessed as high risk are usually transferred to the NPS hence the low numbers

The following data has been provided by the NACRO and Centra Kent Housing Brokerage Service and applies to CRC service users:

Context

NACRO, in partnership with Centra, have been commissioned by the Kent, Surrey and Sussex CRC to deliver housing brokerage services both in custody and in the community throughout Kent. The service provides information, advice and guidance to service users to ensure they have a realistic understanding of their housing options and support them to take steps to secure safe and secure placements.

In custody, NACRO support individuals as they begin their sentence and also as they prepare for release with an aim to ensure that they leave custody with safe and secure accommodation. In the community, Centra provide support to those on Community Orders and on Licence with an aim to ensure that they obtain and sustain a safe and secure placement.

Figure 15 – NACRO & Centra % of homeless referrals housed:

Clients in the community who are homeless or at risk of homelessness who have been housed.

Canterbury	4
Chatham	6
Gravesend	0
Tunbridge Wells	1
Margate	0
Folkestone	0
Maidstone	1
Sittingbourne	1
Total people homeless or at risk of who have been housed	13
Total number of people homeless or at risk of referred	58
Variance	(45)
% of homeless referrals housed (Nov'16-Feb'17)	22%

In this four month period NACRO and Centra had 45 individuals referred to them who remained homeless throughout Kent.

Figure 16 – NACRO & Centra % leaving custody housed:

In custody NACRO and Centra also record all those who are referred because they are going to be homeless on release and those who are released with safe and secure accommodation.

Total Housed	65
Total Nacro referrals released	184
Total not engaged	26
Variance	(93)
% leaving custody housed (Nov'16-Feb'17)	41%

Please note the custody figures are not total number of releases, they are only the total number referred to NACRO and Centra for housing support prior to release, their assumption is that all other individuals released will have had a safe and secure placement. Custody releases also include those released out of area and so are not broken down by specific Kent region.

NACRO and Centra also note that most of their CJS service users are men with a few women in each area. They report working with 13 women in HMP East Sutton Park in April 2017.

The following data has been provided by Pathways to Independence:

Context

Pathways to Independence is a registered charity providing housing and support to single homeless adults across Kent and Medway. To be eligible for their services, clients must have identified housing related support needs which impact on their ability to sustain independent accommodation without assistance and support. Some properties are designated to house people with an offending history, or those at risk of offending. Clients must agree to work with the support of staff to agree (and work towards) personalised goals which will allow them to move on to, and sustain, their own accommodation within two years. Pathways doesn't exclude any client on the basis of any specific conviction, but every client is assessed on the basis of level of support required and risk of harm (to themselves or others) that they would present within an accommodation setting. Pathways works with many clients who have substance misuse and/or mental health issues but all properties are dry houses and clients are expected to adhere to this rule for the benefit of all residents.

Pathways doesn't collate any homelessness data independently at present, any referrals indicating rough-sleepers currently gets directed to StreetLink (Homeless Link) as Pathways do not currently have resources to work on street projects.

It is noted that the following figures provided by Pathways are for the period April 2015 to March 2017 (inclusive). It was a period of time that saw an unusually high level of Notices and abandonments. In Pathways experience a high number of potential Notices can be avoided if staff are able to engage others agencies to increase the support around that individual quickly, this has proved much more difficult over the past couple of years and staff have often felt that they have been having to deal with spiralling risk in isolation. Pathways highlight that multi-agency support and interventions are essential to prevent poor outcomes. This will become even more important as further welfare benefit changes are introduced and the landscape of Supported Housing changes, as more service users will inadvertently fall foul of the system without adequate support.

Figure 17 – Pathways Client Numbers - April 2015 to March 2017 (inclusive):

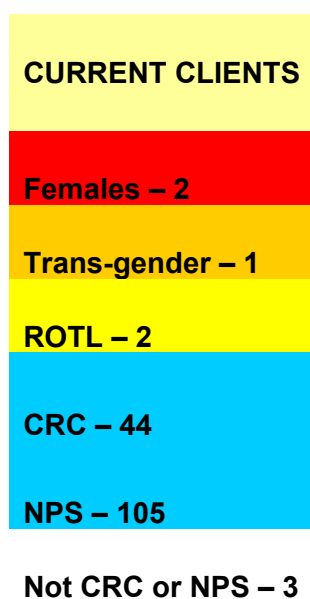


Figure 18 – Pathways Accommodation at Referral Point – April 2015 to March 2017:

Approved Premises	21
Bail hostel	1
BASS hostel	2
Bed & Breakfast	2
Kenward Trust	2
Living with family	4
Living with partner	1
No Fixed Abode	4
Other	1
Other supported accommodation	1
Prison	88
Private rented accommodation	1
Probation	2
Sleeping rough	16
Sofa surfing	14

Figure 19 – Pathways Referral sources – April 2015 to March 2017:

Bed & Breakfast	1
Centra	1
CRI	1
Emergency housing	1
Homeless shelter	1
Job Centre	1
Police	2
Prison	41
Probation	149
Of which CRC	44
Of which NPS	105
ROTL	2
Self	5
Turning Point	1

Figure 20 – Pathways Move-On Accommodation – April 2015 to March 2017:

Abandoned	10
Housing Association	4
Home choice	4
Local Authority Accommodation	12
With family	2
With friends	2
With partner	5
Other supported housing	1
Prison	18
Private rental	16
Sheltered accommodation	2
Unknown	1
Unknown NOTL issued	30

Pathways Placement length in no. of nights – April 2015 to March 2017:

Shortest - 2 nights (ROTL)
Longest - 1077 nights (almost 3 years)

Pathways to Independence have received a contract extension for their Kent services until end of September 2018 and their Medway homelessness and offender services are currently funded until June 2019.

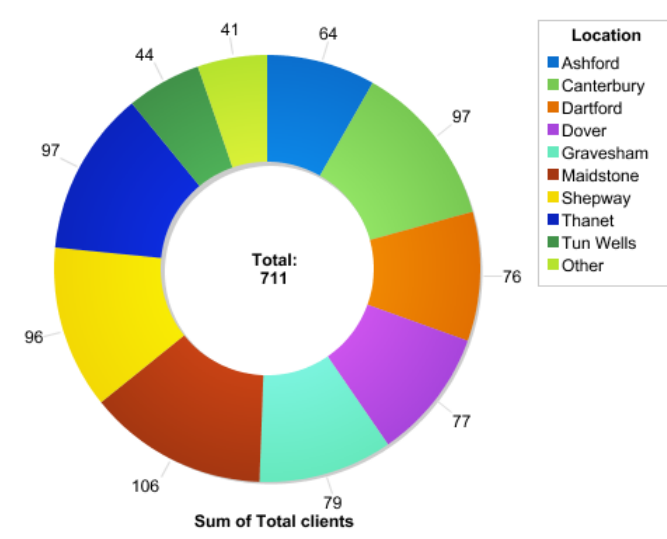
The following data has been provided by Porchlight:

Context

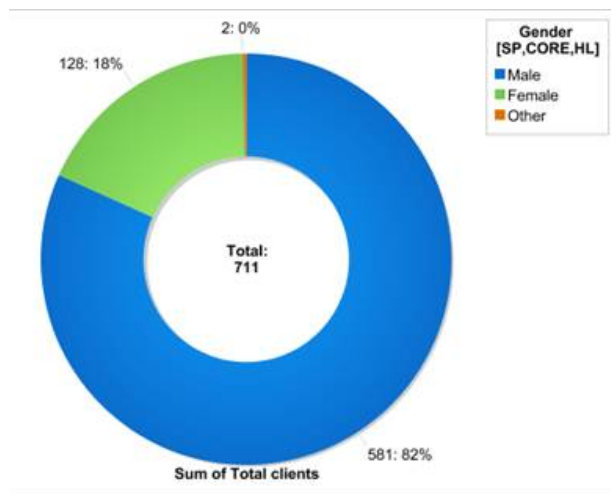
Working across Kent and Bexley, Porchlight helps vulnerable and isolated people to get support with their housing, mental health, education and employment. It provides young people and adults with the advice, guidance and skills to live independently by offering personalised support and intervention to individuals who may present with a range of support needs from mental health issues, substance misuse and those with a history of offending. Porchlight's homelessness services include: Outreach, 12 supported accommodation projects, Private Rented Sector (PRS) and they are currently exploring the feasibility of setting up a Social Lettings Agency (SLA). In addition, in response to impressive outcomes of the Housing First delivery model in other parts of the UK and the world, Porchlight are developing and incorporating this model as part of their homelessness services to support entrenched rough sleepers in East Kent.

Last year, more than 5,000 were supported by Porchlight across all of their services.

Figure 21 – Total Rough Sleeper numbers recorded across Kent (2016-2017):



21. i. Gender split



21. ii. Age groups

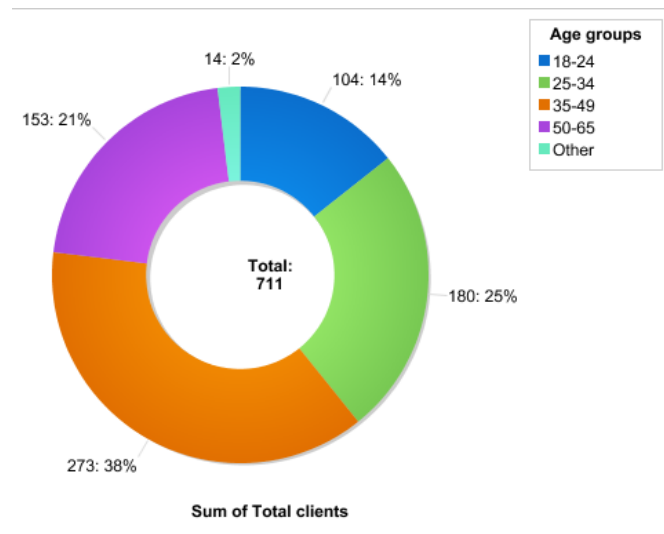
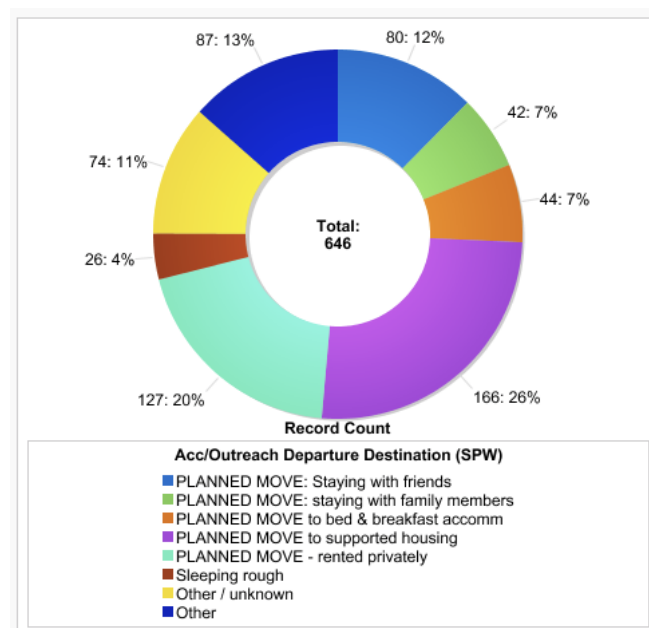


Figure 22 – Accommodation destination for service users supported by Porchlight’s Rough Sleeper team (2016-2017):



22. i. Gender split

22. ii. Age groups

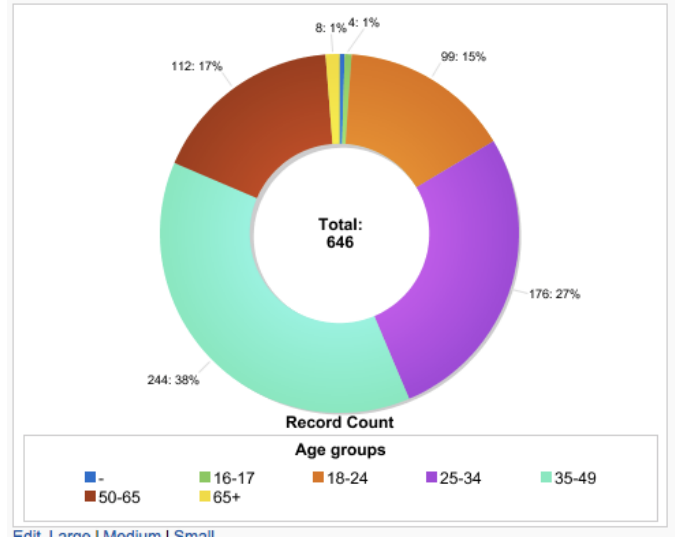
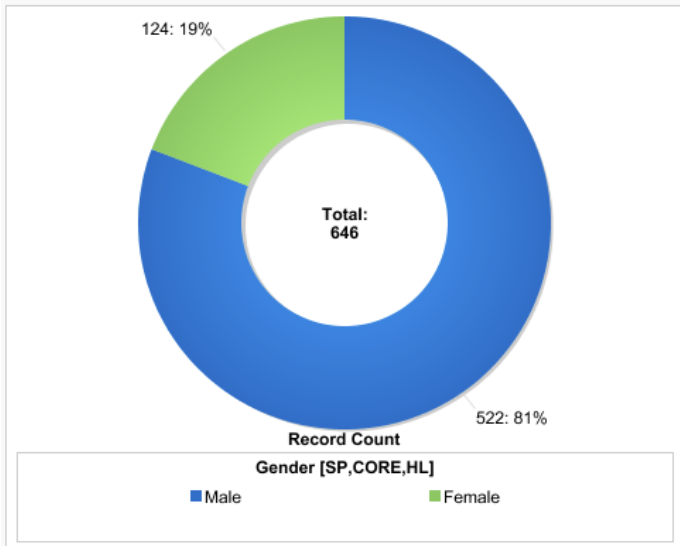


Figure 23 – Move on destinations from Porchlight supported accommodation:

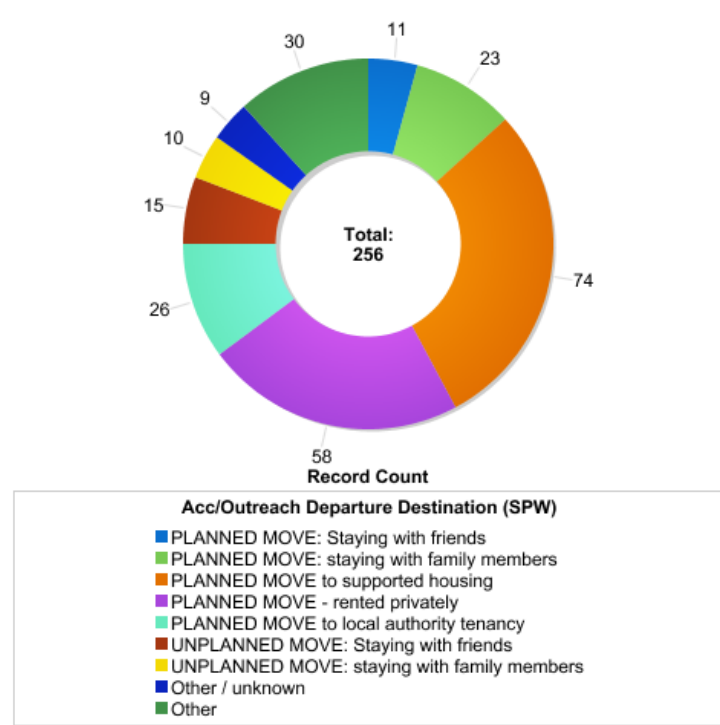


Figure 24 – Porchlight Service Users sustaining tenancies beyond 3 months (figures collated from Move on and PRS service):

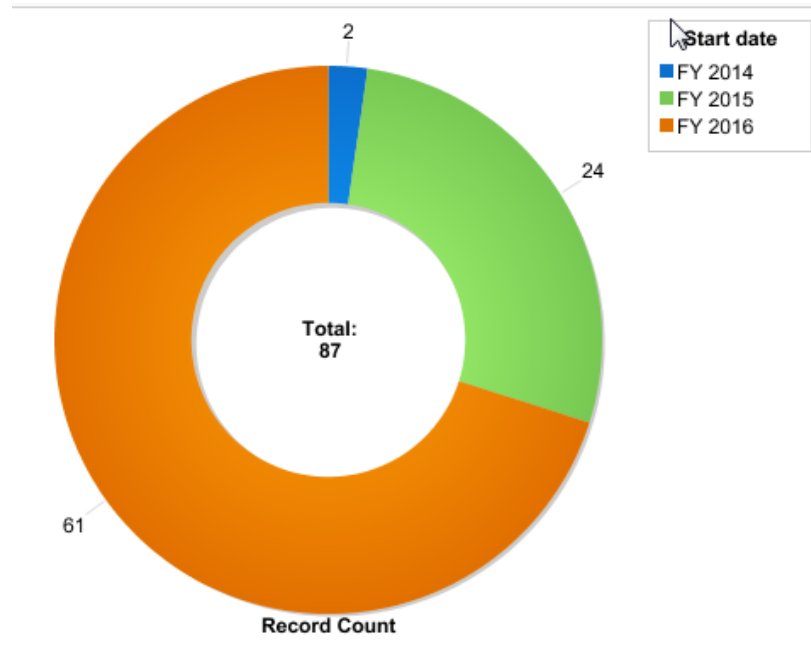
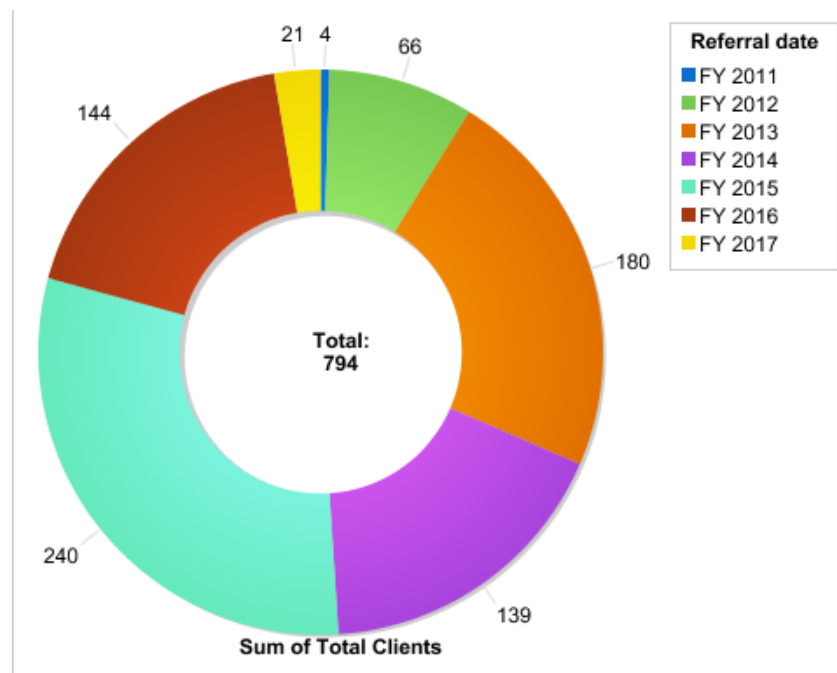


Figure 25 - Porchlight service users exiting prison who are referred to our centralised accommodation referral team:



The following data has been provided by Gravesham Borough Council (GBC):

Context

Local Government housing advice and homelessness service provide statutory and non-statutory services to homeless people and those threatened with homelessness.

Statistics are compiled for GBC quarterly in line with Department for Communities and Local Government (DCLG) (P1E) requirements and data sets collated as part of this provision are outlined as follows:

- (i) Statutory homelessness and prevention and relief
- (ii) Statutory homelessness
- (iii) Statutory provision of temporary accommodation
- (iii) Statutory provision of bed and breakfast
- (iv) Homelessness prevention and relief

The above data sets are broken down (where required) into the following categories: Eligibility, decision, age, family composition, vulnerability & ethnicity.

Figure 26 – GBC Households dealt with under the homelessness provisions of the 1996 Housing Act (1 October to 31 December 2016):

	White	Black	Asian	Mixed	Other	Ethnicity Not Stated	Total of all Ethnic Groups
	(a)	(b)	(c)	(d)	(e)	(f)	(g)
1. Eligible, unintentionally homeless and in priority need	5	1	1	0	1	2	10
2. Eligible, homeless and in priority need, but intentionally so	4	1	0	0	2	4	11
3. Eligible, homeless but not in priority need	4	0	1	0	0	4	9
4. Eligible, but not homeless	2	1	0	0	2	0	5
5. Ineligible	3	0	0	0	0	0	3
6. Total decisions (sum of rows 1 to 5 above)	18	3	2	0	5	10	38

Figure 27 - GBC decisions on households owed the reapplication duty under s195a:

Note: these decisions should not be included in section E1.

	(a)
(i) Ineligible	0
(ii) Eligible, but not homeless	0
(iii) Eligible, homeless but intentionally so	0
(iv) Duty Accepted	0
(v) Total (sum of rows (i) to (iv) above)	0

Figure 28 - Of the acceptances recorded in Section 1 row 1 above, what was the applicant's age when accepted as eligible, unintentionally homeless and in priority need:

1. 16 – 24	3
2. 25 – 44	4
3. 45 – 59	3
4. 60 – 64	0
5. 65 – 74	0
6. 75 & Over	0
7. Total applicant households accepted (sum of 1 to 6, which must also equal section E1 cell 1g) 10	

Figure 29 - GBC Applicant households found to be eligible for assistance, unintentionally homeless and in priority need during the quarter - analysis by household type:

Couple with dependent children*	Lone parent household with dependent children		One person household		All other household groups	Total
	Male Applicant	Female Applicant*	Male Applicant	Female Applicant		
(a)	(b)	(c)	(d)	(e)	(f)	(g)
5	0	4	0	1	0	10

Total households, E1c cell g must also equal E1 cell 1g above

Note: * include expectant mothers with no other dependent children

Figure 30 – GBC Applicant households found to be eligible for assistance, unintentionally homeless and in priority need during the quarter, by priority need category:

	1 child	2 children	3 or more children	Main priority category (d) All households
	(a)	(b)	(c)	(d)
1. Applicant who is homeless because of emergency (fire, flood, storms, disaster, etc.)	0	9	0	9

2. Applicant whose household includes dependent children

3. Applicant is, or household includes, a pregnant woman and there are no other dependent children

0

4. Applicant aged 16 or 17 years old

0

5. Applicant formerly "in care", and aged 18 to 20 years old

0

Applicant, or a member of their household is vulnerable as a result of:

6. Old age

0

7. Physical disability

1

8. Mental illness or disability

0

9. Other special reason:

0

a. Drug dependency

0

b. Alcohol dependency

0

c. Former asylum seeker

0

d. Other (please specify in notes box)

0

Applicant is vulnerable as a result of:

10. Having been "in care"

0

11. Having served in HM Forces

0

12. Having been in custody/on remand

0

13. Having fled their home because of violence/threat of violence

0

Of which:

a. domestic violence

0

14. Total applicant households accepted

10

Highlights: Gravesham Borough Council, 1st October to 31st December 2016

26.3% (10/38) applicants were assessed as eligible, unintentionally homeless and in priority need

The greatest proportion of applicants, 40% (4), were aged 25-44

50% (5) were female applicants, 50% (5) were couples with children

For 90% (9) the main priority reason was dependent children, for 10% (1) it was physical disability

The following data has been provided by Kent County Council's Homelessness Bulletin:

Context

The data contained within the Homelessness Bulletin referenced in this paper refers to homelessness data collated by Kent County Council (KCC) Local Housing Authorities through the P1E returns (of which Gravesham Borough Council's data above is an example). It does not apply to Medway. The data relates to quarter 3, 1st July to 30th September 2016.

Background notes for homelessness data

The Local Authority where you live will provide help and advice to keep you in your home. In addition they also have a legal duty under the Housing Act 1996 to assist you if you have nowhere to live. The level of assistance depends upon your status but they will always provide you with advice and assistance.

The full duty is only for those who are:

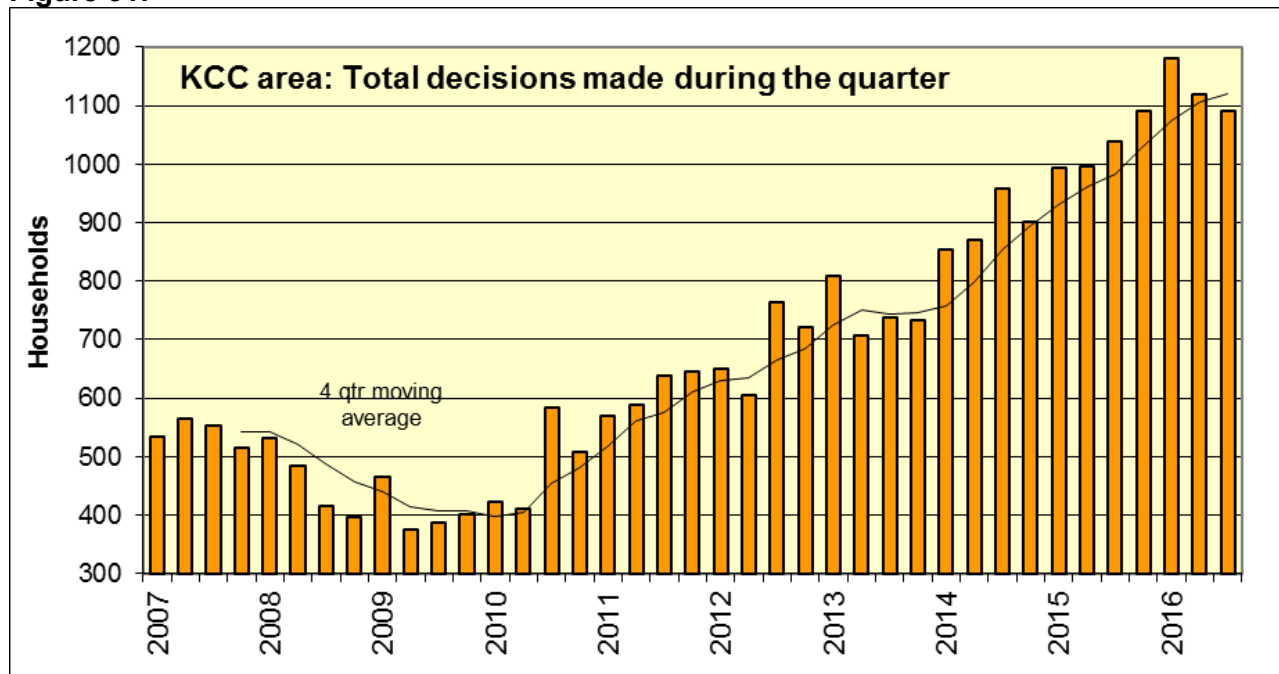
- Eligible for assistance in accordance with section 185 of the Housing Act 1996
- Homeless in accordance with section 175 of the Housing Act 1996.
- Priority Need (e.g. a family with children, pregnant, vulnerable due to old age, disabilities, mental health, care leavers, domestic violence) Section 189 of the Housing Act 1996
- Intentionality – whether or not someone has done or failed to do something which was a deliberate act the consequence of which led to the loss of their home, in accordance with section 191 of the Housing Act 1996.
- Local Connection under Section 193 of the Housing Act 1996

Kent Local Authority Data

During the quarter Local Housing Authorities in Kent (KCC area) received 1,092 applications for housing assistance under the homelessness legislation of the Housing Act 1996 ('excluding ineligible households'). This is 53 (5%) more than the same quarter one year ago when 1,039 of the eligible household applications were 'accepted'. Since 2009 there has been a general upward trend in the number of decisions made not only in Kent but also in England.

Canterbury was the highest district in Kent with 272 'accepted' decisions (of which 154 were eligible but not homeless) and, excluding London Boroughs, one of the highest Local Housing Authorities in South East England.

Figure 31:



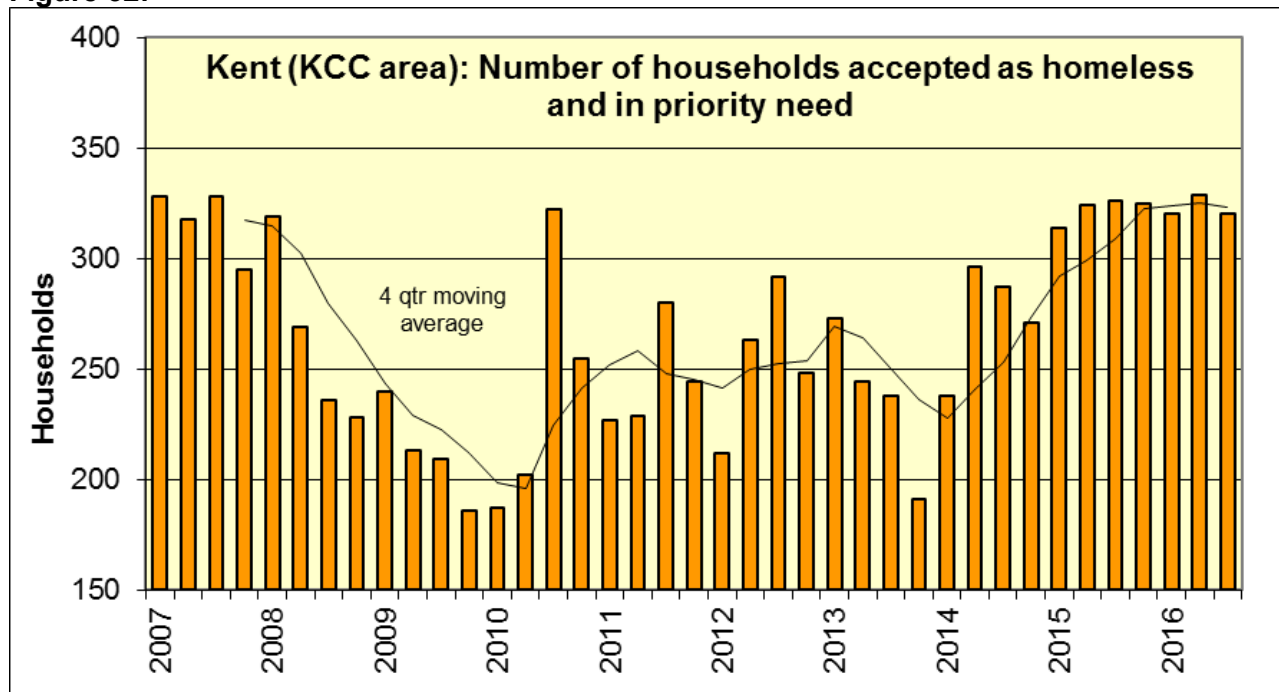
Priority need acceptances (main homelessness duty):

Priority need households are those with dependent children or pregnant, elderly, a disability, mental illness, young person or suffering domestic violence. Within the KCC area 320 households of the 1,092 were accepted as homeless and in priority need. This is 6 (<2%) less than quarter 3 one year ago. Where a Local Authority is satisfied that an applicant is eligible for assistance, is in priority need and is homeless through no fault of their own, the authority will owe a main homelessness duty. Such households are referred to as acceptances.

Acceptances vary across the county. During the current quarter Maidstone accepted 79 priority need households, the highest district in the county. In contrast Gravesham district recorded <5 priority need households.

To give an indication of relative levels of homelessness in relation to number of households, the rate can be calculated. At the end of September 2016; nationally (England) had an estimated homelessness rate of 0.64 households in priority need per 1,000. At the local level Ashford (0.67), Dover (0.66), Maidstone (1.16) and Medway Unitary (0.98) are above the national average. The London Borough of Newham was the highest nationally with an average 2.40 (i.e. 24 priority need households in every 10,000 households).

Figure 32:



Highlights: Local Housing Authorities in the KCC area, 1st July to 30th September 2016

1,092 applications received for housing assistance (this excludes households ineligible for assistance) under the homelessness legislation of the Housing Act 1996

This is 5% higher than the corresponding quarter last year with 1,039 applications.

Of the 1,092 decisions made during the quarter:

29% (320) were accepted as 'homeless and in priority need'

38% were eligible but found not to be homeless

21% were found to be eligible but not in priority need

6% were eligible and in priority need but found to be intentionally homeless

6% (65) of the cases the category was not known

The 320 households accepted as homeless and in priority need is a decrease of less than 2% (6 households) compared to one year ago

Where a household is accepted the authority must ensure that suitable accommodation and advice is available

At the end of the September qtr, 936 households in Kent (KCC area) were living in temporary accommodation

This is 78 households more than the previous qtr and 209 households more than 1 year ago.

Other notable data:

Clinks and Homelessness Link report in 'Are the Accommodation Needs Being Met for People in Contact with the Criminal Justice System?' report that:

32% of rough sleepers contacted in London had been in prison at some point

15% of the prison population were homeless before custody

32% of all households (40% in London) accepted as homeless in England had lost their home because an assured shorthold tenancy had ended

User Voice for the National Audit Office (2016) reported that although service users reported that services had generally stayed the same or improved since TR, 42% of respondents said that obtaining help with housing had got worse

Figures from the charity Crisis include:

39% of homeless people have experienced being sanctioned by the Benefits System

88% of homeless people have previously had a job

The government White Paper 'Fixing Our Broken Housing Market' states:

In 2015, the average home in the South East of England increased in value by £29,000, while the average annual pay in the region was just £24,542

The average London home made its owner more than £22 an hour during the working week in 2015

The Council of Mortgage Lenders predicts that by 2020 only 25% of 30-year-olds will own their own home. In contrast, more than 50% of the generation currently approaching retirement were homeowners by their 30th birthday

Home ownership among 25- to 34-year-olds has fallen from 59% just over a decade ago to just 37% today

Limitations of data

Accommodation status is often only self-reported and not verified. It is suspected that some Criminal Justice service users may claim to be of No Fixed Abode to avoid address checks. This may be due to range of reasons including mistrust of professionals, avoiding safeguarding referrals, avoiding detection of crime or miss claiming of benefits.

It is also recognised that some housing problems may not be as evident to professionals as rough sleeping and therefore the extent of a service users housing problems may be underestimated and under recorded. There are also multiple reasons a service user may under report housing issues, for example, for fear of Children's Social Services referrals.

Clinks and Homeless Link state that obtaining data that accurately reflects the accommodation outcomes for people on release from prison remains challenging. In 2014 a joint inspectorate report found that the settled accommodation figures are 'misleading' as they do not take into account the suitability or sustainability of the accommodation. The report went on to highlight that a better understanding of current accommodation and education training and employment outcomes would be beneficial. At present prisons rely heavily on self-reported information from offenders at the point of release with no follow-up on longer-term accommodation and education training and employment outcomes. The Joint Inspectorate found this to be an ineffective way of judging the effectiveness of resettlement services.

Clinks and Homeless Link report that the measure of accommodation outcomes was migrated to CRCs who, they cite, have a target of 90% of people leaving prison going to settled accommodation. The Clinks and Homeless Link scoping exercise found some confusion about how the target figure should be viewed under the new arrangements, with some CRCs reportedly seeing the 90% target as aspirational while others say it is a clear target. KSS CRC state there is no performance measure on the outcomes at this stage.

According to performance management information published by the Ministry of Justice in October 2016, the coverage of recording accommodation outcomes across England and Wales is highly variable. The report highlights that 'due to the issues with data coverage, it is not possible to report actual performance'.

Clinks highlights that in the recently published White Paper, 'Prison Safety and Reform', performance measures or standards will be introduced for prison governors, who will be empowered to have greater autonomy over how they commission services to meet the specific needs of their population. These performance measures include those relating to work, education and housing. The paper outlines that the MoJ 'will look at the rate of prisoners in suitable accommodation on release, compared to before they entered custody, so we can use that information to increase the number of offenders that have somewhere to live when they are released and track progress.' To encourage partnership working, a joint outcome measure has been introduced for both prisons and probation. Housing, Employment, Training and Educational Attainment (HETE) must now be recorded for all offenders at various points of their order or licence and whenever there are any changes to the status.

To enable prison governors to achieve their desired accommodation outcomes, it will be important for them to ensure there is effective communication with Local Authorities to ensure the supported housing needs of people leaving prison can be met. Clinks highlight that it is also important for the MoJ and Her Majesties Prison and Probation Service (HMPPS) to ensure that the metrics used to

measure prison effectiveness get much closer to the kinds of transformation needed to support lasting change. There is a danger otherwise that the setting of targets, e.g. for settled accommodation, will remain very blunt institutional tick-box measures rather than conveying meaningful information about the accommodation progress of individuals.

Costs

During the compilation of this paper it has been clear there is a need to establish the full cost of housing and homelessness to all relevant agencies. Whilst this needs to be undertaken comprehensively in order to establish potential investment and cost savings, some of the key cost figures are outlined below.



Local Authorities

According to 24Housing, 75% of Government housing spend is on Housing Benefit. The Department for Communities and Local Government (DCLG) estimate Local Authorities expenditure on homelessness in 2010-11 totalled almost £345m. They also cite estimates that around £1 billion is spent annually on preventing and dealing with homelessness through Supporting People funding, Local Authority provision and other welfare administration.

It is suggested that the government will be providing £61m for Local Housing Authorities to meet the costs that will arise from the Homelessness Reduction Bill.

Homelessness

The DCLG cite the New Policy Institute's (2003) estimate of the annual cost of homelessness as £24,500 per person and the New Economics Foundation (2008) as estimating the annual cost of homelessness as £26,000 per person.

The Making Every Adult Matter Manifesto (2009) quotes example costs of £24,350 for one homeless person in a year with one extreme multiple-needs example reaching £407,500. The

same report claims that costs in two examples with multiple-needs were reduced from £16,000 to £2,700 and £32,000 to £3,000 when stable accommodation and support were in place.

Supported Housing

Clinks report that an estimated £4.2 billion is annually spent on supported housing across the UK.

The most comprehensive evaluation of Supporting People, a funding stream for supported housing introduced in 2003, found that a £1.6 billion investment generated net savings of £3.4 billion to the public purse. This includes avoiding £315.2 million health costs, £413.6 million costs of crime and criminal justice and £96 million costs of homelessness.

According to the National Housing Federation, the supported and sheltered housing sector, on average, saves the taxpayer close to £940 per person every year.

Criminal Justice System

Estimated costs of re-offending are £15 billion per year in the Criminal Justice System alone (24housing). For example, according to the DCLG a drug offence conviction is estimated at around £16,000.

The House of Commons UK prison statistics estimates the cost of custody in England and Wales as £115.76 per day (2014), £125 in Scotland. This equates to a UK average of £43,939 per annum.

Mental and Physical Health

Health deteriorates the longer individuals sleep rough with rough sleepers experiencing premature mortality and increased mental and physical ill health. Unstable housing or homelessness impacts upon the ability to register with a GP and access appropriate treatment. The DCLG (2012) estimates that approximately 40% of rough sleepers have the multiple concurrent health needs of physical illness, mental health problems and substance misuse.

The Department of Health estimates that homeless people are 3.2 times more likely to be admitted to hospital at an estimated cost of £76.2 million per annum. This estimate rises to £85.5 million if outpatient appointments and A&E attendance are included. The net cost (i.e. over and above the costs for the same number of the general population) is approximately £64 million per annum.

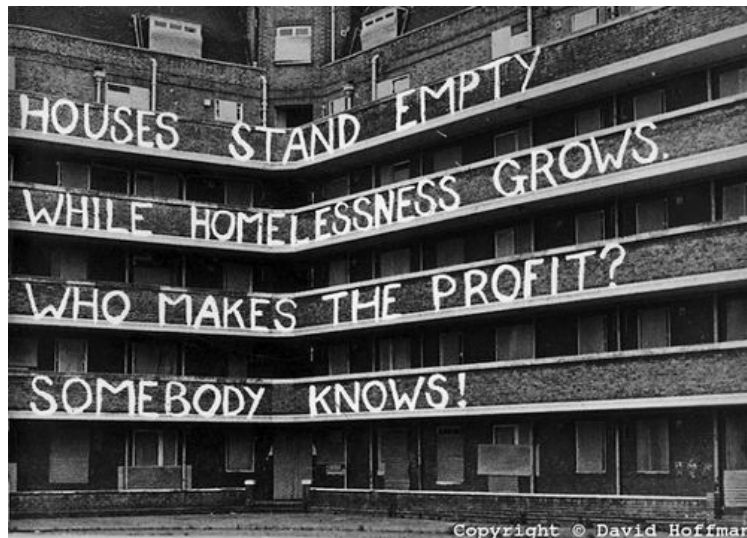
High Rent

The government White Paper 'Fixing Our Broken Housing Market' states that high rents are bad news for all taxpayers including those who own their own home. If rents are too high, then private renters struggle to pay, and the taxpayer has to foot the bill with more Housing Benefit. That is money that could be spent on schools, hospitals and other frontline services.

Housing First

The Centre for Social Justice (CSJ) has piloted the Housing First approach in Manchester, where 80% of tenancies have proved to be stable. CSJ reports state that there, the Local Housing Authority has saved £2.51 for every £1 invested.

Scope



In asking agencies for their views on the strategic and systemic barriers to service users obtaining and maintaining suitable and safe accommodation, Gravesham Borough Council sum this up in simple terms as being:

Cause and effect

Supply and demand

Affordability and cost

In exploring the scope of the strategic and systemic issues the following areas have been further identified as root causes of housing and homelessness issues, nationally and in Kent:

Housing and Land Markets

A recent article by 24housing reports that at the Public Accounts Committee Local Government Association chairman, Lord Porter, blamed the Treasury for the current housing crisis expressing the view that councils have been actively discouraged from building homes whilst also being encouraged to transfer out housing stock. Without government overhaul of the system, the housing and homelessness crisis cannot be effectively addressed. According to the DCLG the number of dwellings owned by Local Authorities has reduced from 3.67 million in April 1994 to 1.61 million in April 2016. They report this being due to Right to Buy sales and the large scale voluntary transfer of Local Authority stock to Private Registered Providers.

The government White Paper 'Fixing Our Broken Housing Market' explores the strategic and systemic barriers to obtaining and sustaining affordable housing. The government's White Paper neatly describes the fundamental issue as 'the housing market is broken', with the supply of affordable housing remaining the single biggest challenge. This is reflected by third sector commentary, for example, Toby Lloyd from Shelter identifies the primary problem faced by housing and homelessness as the land market. He argues that availability and price will always be a problem without public sector intervention and a mixed market approach (24housing).

The White Paper describes the housing market in the UK as broken, with the simple cause being that for too long, not enough homes have been built. The paper outlines that since the 1970s, there have been on average 160,000 new homes each year in England whereas our identified need is 225,000 to 275,000 or more homes per year to keep up with population growth and start to tackle years of under supply.

The White Paper highlights three key problems:

1. Not enough Local Authorities planning for the homes they need

Over 40% of Local Authorities do not have a housing plan that meets the projected growth in households in their area. It highlights a significant reason for this is the way local decision-makers respond to public attitudes about new housing.

2. House building being too slow

The pace of development is too slow. Reforms have led to a large increase in the number of homes being given planning permission. But there is a large gap between permissions granted and new homes built. More than a third of new homes that were granted planning permission between 2010/11 and 2015/16 have yet to be built.

3. A construction industry too reliant on a small number of big players

The very structure of the housing market makes it harder to increase supply. Housing associations have been doing well, they are behind around a third of all new housing completed over the past five years, but the commercial developers still dominate the market. A handful of very big companies are responsible for most new building. Britain's 10 largest house building firms build around 60% of our new private homes.

National Characteristics of Homelessness

Kent County Council's Strategic Business Development & Intelligence Unit report that the main reason for the loss of a household's last settled home during the quarter June-September 2016 was the end of an assured short hold tenancy (32%) (i.e. a tenancy with a private landlord), the highest on record. (There was a low of 11% in 2009).

The second reason given is that parents or friends are no longer able or willing to provide accommodation (27%). Other reasons cited were; a relationship breakdown (violent or other reasons), which taken together were responsible for 17% of acceptances. Financial problems such as mortgage arrears (1%) and rent arrears (3%) are currently not a significant factor and together account for 520 households nationwide.

Nationally, during the quarter 'priority need' households (14,930) were:

- Those with dependent children 69% (52% in 2005)
- Where a household member is pregnant 6% (12% in 2009)
- With a mental illness 9%
- A physical disability 7%
- A further five categories cover the remaining 9% (including young persons 2%)

Nationally 2,670 foreign national applicants were accepted as homeless between 1st July and 30th September 2016, up 2% compared to one year ago (2,620). Of these, 560 were European Economic Area (EEA) accession country (A10) nationals, 770 were from other EEA countries and 1,350 were from outside the EEA. During this quarter foreign nationals accounted for 18% of all acceptances.

Local Authority Housing Registers

For the purpose of fully understanding the issues relating to the role of Local Housing Authorities it is helpful to understand their remit and definitions. The KCC Strategic Business Development and Intelligence Unit offer the following definitions in their Homelessness Bulletin:

Definition of homelessness:

The term 'homelessness' is often considered to apply only to people 'sleeping rough'. However, most of the statistics on homelessness relate to the statutorily homeless i.e. those households which meet specific criteria of priority need set out in legislation, and to whom a homelessness duty has been accepted by a Local Authority.

Such households are rarely homeless in the literal sense of being without a roof over their heads, but are more likely to be threatened with the loss of, or are unable to continue with, their current accommodation.

Definition of rough sleepers:

Rough Sleepers are defined as people who sleep in the open air (such as on the streets, or in doorways, parks or bus shelters) or in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or shelters made from cardboard boxes).

For information on rough sleepers in England the DCLG has collected annual data on rough sleepers since 1998, and publish experimental information and statistics.

Statutory homelessness:

Each Local Housing Authority is required to consider housing needs within its area, including the needs of homeless households, to whom Local Housing Authorities have a statutory duty to provide assistance.

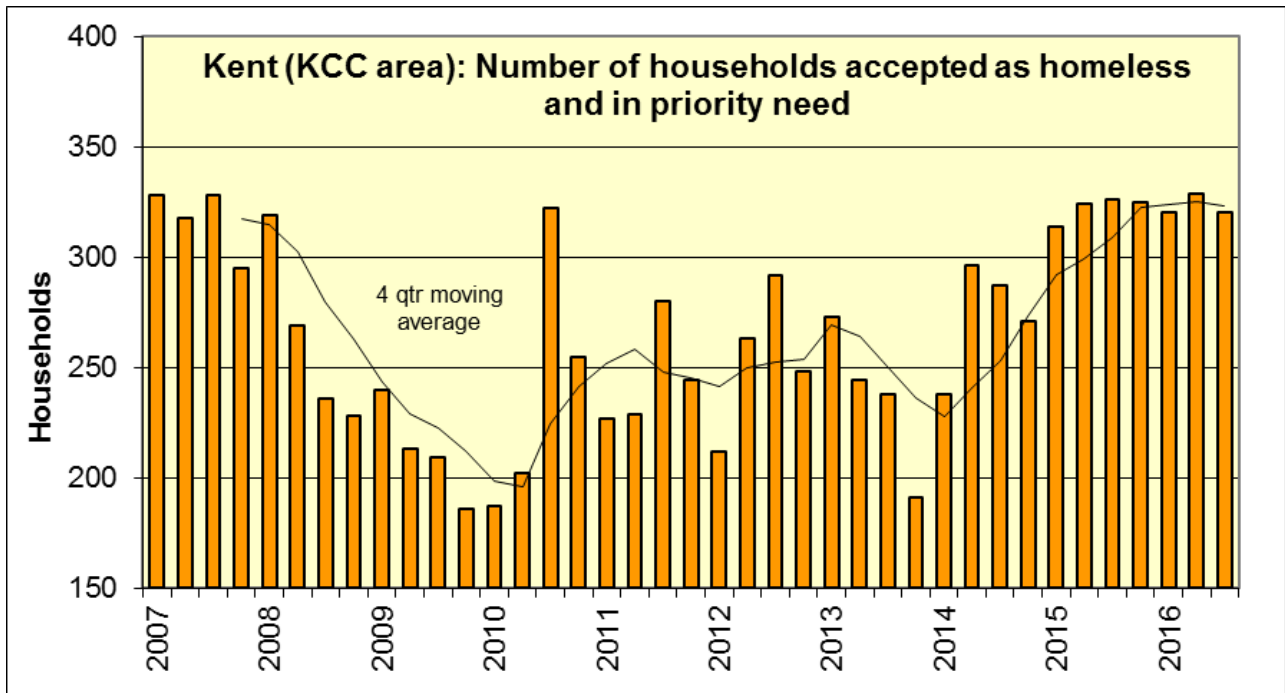
Housing Acts of 1977, 1985 and 1996, and the Homelessness Act 2002, placed statutory duties on Local Housing Authorities to ensure that advice and assistance to households who are homeless or threatened with homelessness is available free of charge. A "main homelessness duty" is owed where the authority is satisfied that the applicant is eligible for assistance, unintentionally homeless and falls within a specified priority need group. Such statutorily homeless households are referred to as 'acceptances'.

Households in priority need:

The priority need groups include households with dependent children or a pregnant woman and people who are vulnerable in some way e.g. because of mental illness or physical disability. In 2002 an Order made under the 1996 Act extended the priority need categories to include: applicants aged 16 or 17; applicants aged 18 to 20 who were previously in care; applicants vulnerable as a result of time spent in care, in custody, or in HM Forces, and applicants vulnerable as a result of having to flee their home because of violence or the threat of violence.

Where a main duty is owed, the authority must ensure that suitable accommodation is available for the applicant and his or her household. The duty continues until a settled housing solution becomes available for them, or some other circumstance brings the duty to an end. Where households are found to be intentionally homeless, or not in priority need, the authority must make an assessment of their housing needs and provide advice and assistance to help them find accommodation for themselves.

Figure 33:



Households ‘homeless at home’:

Household ‘homeless at home’ are those accepted as owed a main duty, or awaiting a decision on their application, but able to remain in their existing accommodation for the immediate future.

Temporary accommodation:

Temporary accommodation refers to those households in accommodation arranged by Local Housing Authorities pending enquiries or after being accepted as homeless awaiting re-housing. This can include bed and breakfast hotels, self-contained annexe style units, hostels/women’s refuges, Local Authority and Registered Social Landlord stock and leased private sector stock.

Clinks and Homeless Link draw attention to reports by the Prison Reform Trust, outlining how hostel or other temporary accommodation can present particular challenges for people in contact with the CJS and place them at risk of future offending behaviour. This is particularly true for people who experience substance misuse issues and have begun to detox in prison, as other hostel clients may be actively using substances. Few hostels are specifically for people who are abstinent from drugs and alcohol.

Women also experience unique challenges, and as hostels are often unable to provide gender-specific support, women can feel unsafe and at risk. In some cases this can lead to them to sleep rough or re-offend.

Figure 34:

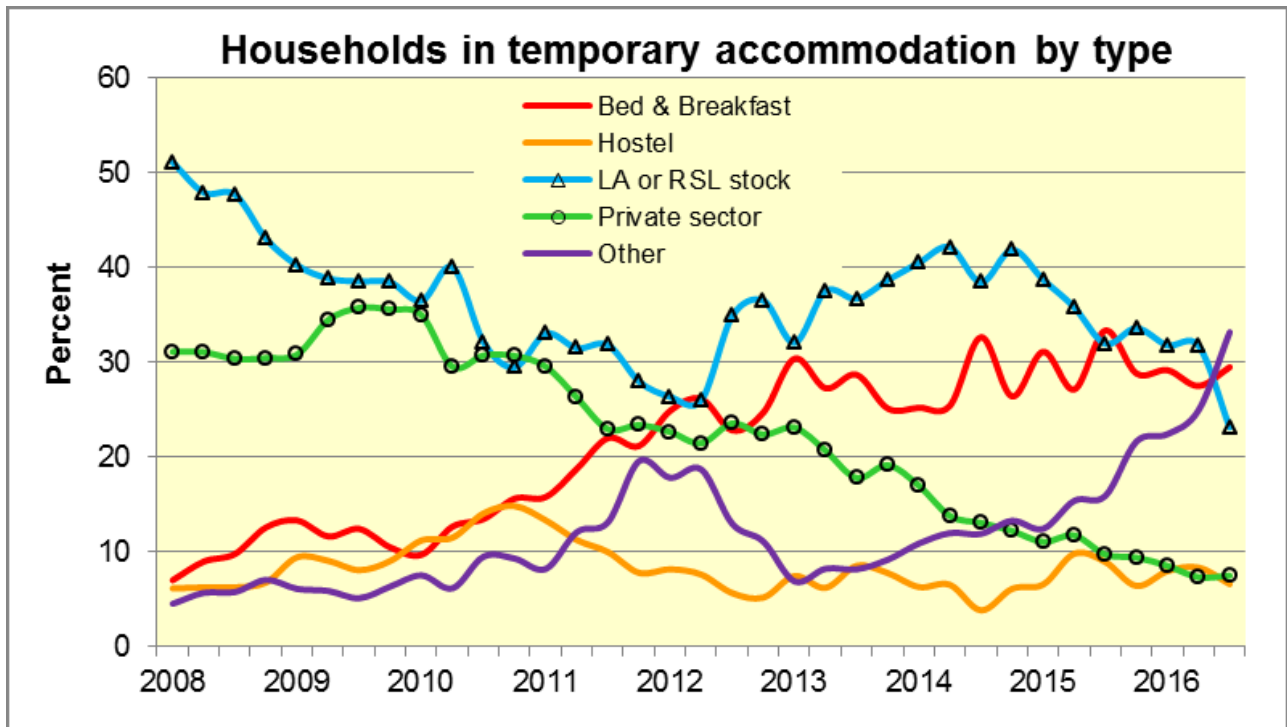


Figure 35:

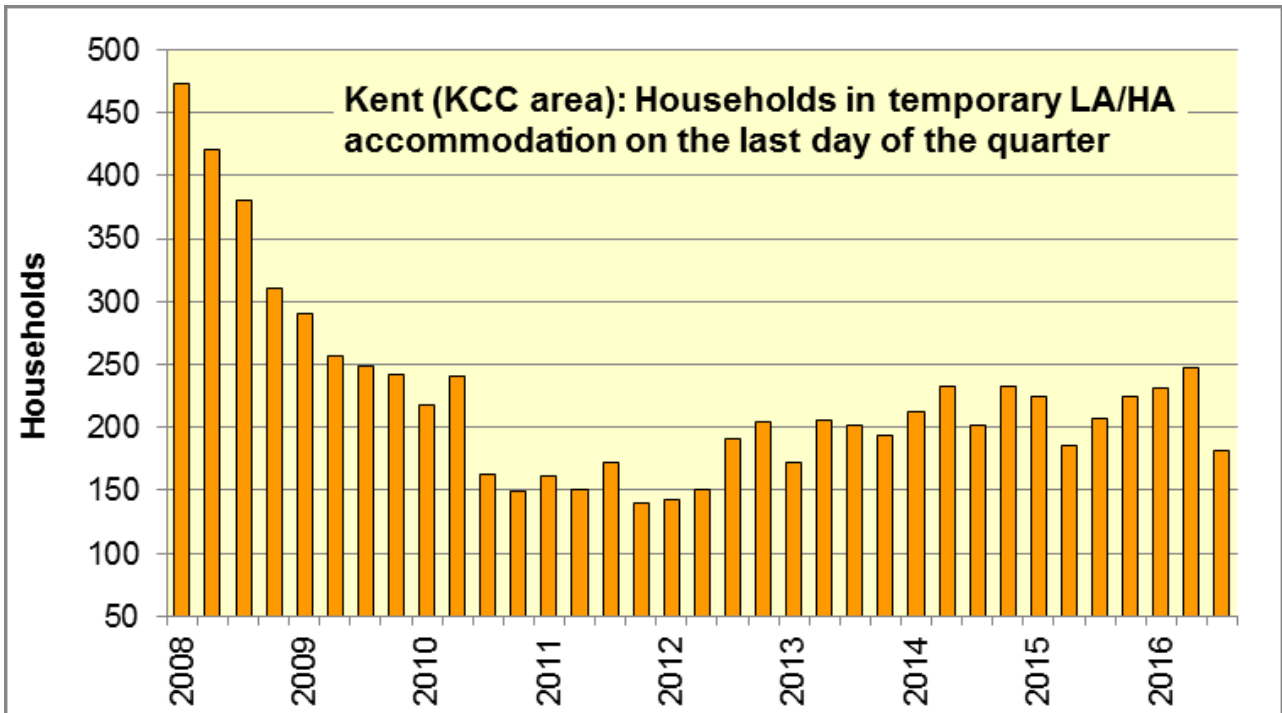


Figure 36:

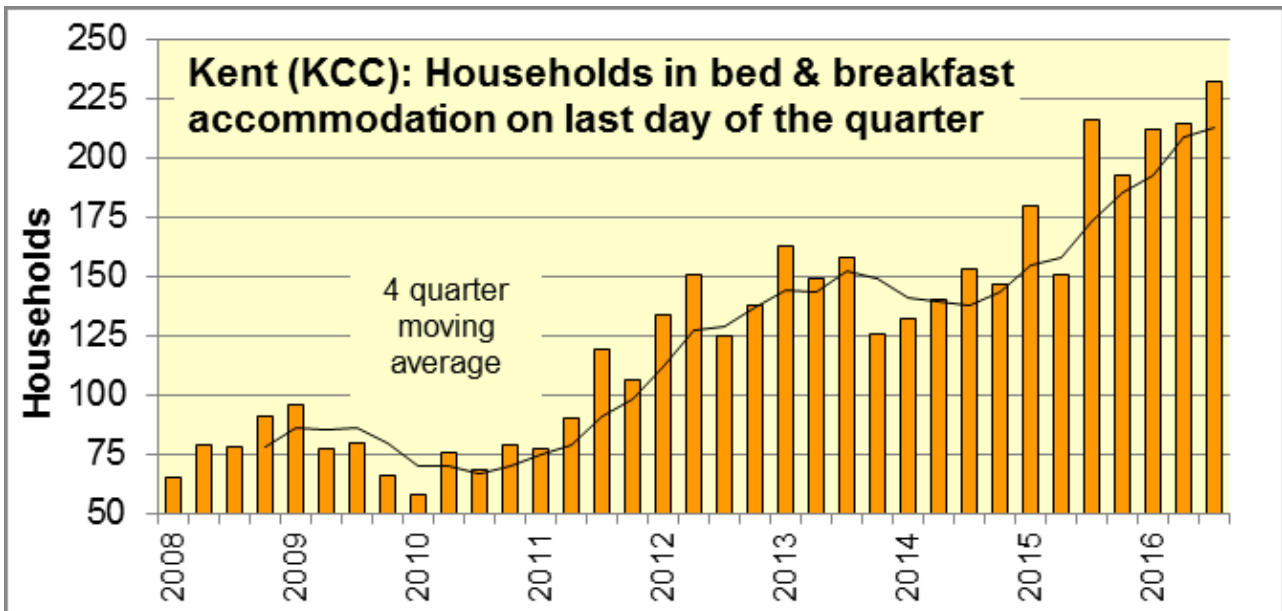
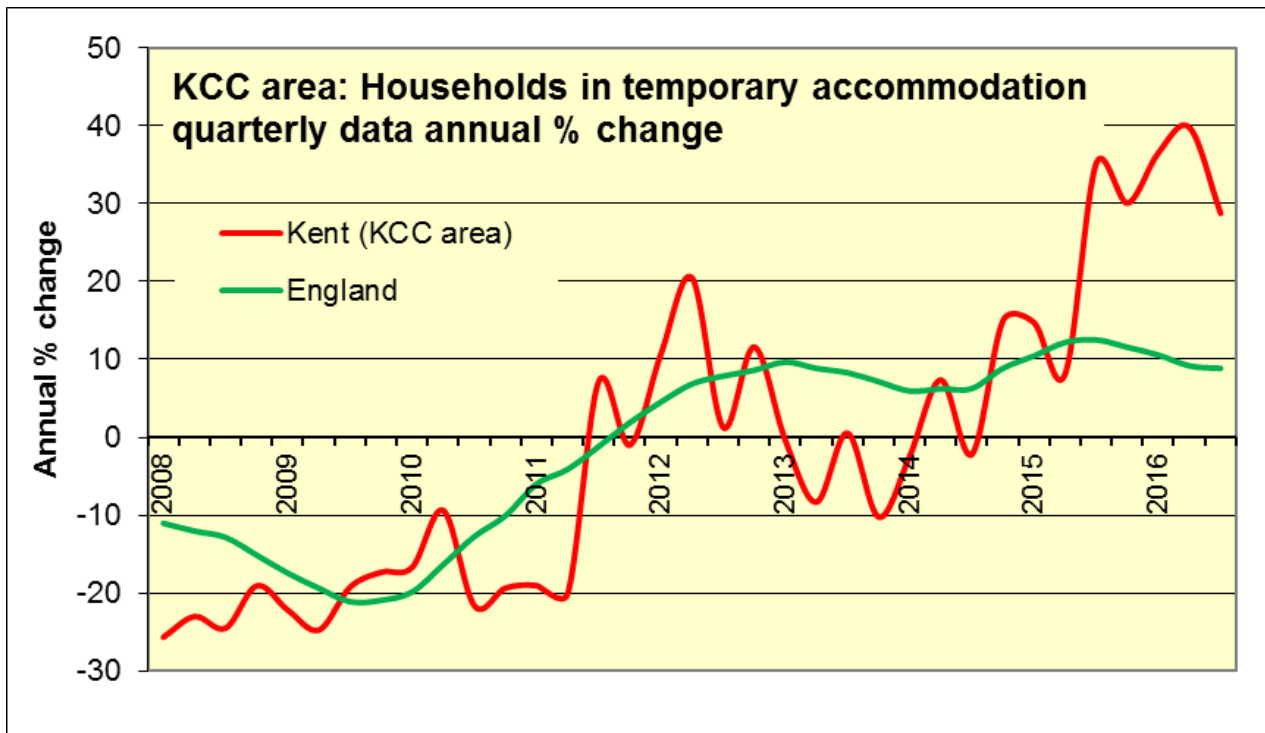


Figure 37:



Decisions:

Refer to decisions taken in respect of all eligible households that apply for assistance under the Housing and Homelessness Acts. These do not therefore include households found to be ineligible for assistance (some persons from abroad are ineligible for assistance).

Acceptances:

A main 'homelessness duty' is owed where the Local Authority is satisfied that the applicant is eligible for assistance, unintentionally homeless and falls within a specified priority need group. Such statutorily homeless households are referred to as 'acceptances'. These households are consequently owed a main homelessness duty by a local housing authority which continues until a settled housing solution becomes available or circumstances bring the duty to an end.

Challenges to CJS Service Users

A recurring issue at present posing a significant issue to NPS service users in particular, is the policy of many Local Housing Authorities deeming individuals 'too high risk' to be placed on the Housing Register. The assessed risk of serious harm may be towards specific individuals or in specific circumstances but Local Housing Authorities deem this risk of serious harm as too great to place them in emergency or longer term accommodation. Risk Management Plans do not seem to be taken into consideration by some Local Housing Authorities who view 'high risk' as unmanageable despite the robust plans in place. KSS CRC report instances where this has been extended to the exclusion of individuals assessed as presenting a medium risk of harm with only 'low risk' individuals given consideration for social housing.

A further issue arises when CJS service users are accepted onto the Housing Register but are assessed as 'low priority'. Service users may not be equipped to understand the minutiae of detail surrounding bidding for a property or what their rights are or how they achieve a better points score

on the Housing Register. KSS CRC note that their cohort is normally young single males who tend to fall to the bottom of the housing priority lists. NACRO and Centra's Housing Brokerage Service report that the majority of the service users they work with who are regarded as 'homeless or at risk of' are street homeless or sofa surfing and are often denied assistance under the priority need banner by the Local Authority. Whilst CJS professionals understand and accept that Local Housing Authorities provide services to the whole community, and must adhere to local and national prioritisation policy, this remains a challenge to be managed by the professionals and the individual involved.

Furthermore, NACRO and Centra raise the problem that Local Housing Authorities have frequently reduced or removed their own housing stock, relying on Housing Associations to provide beds, this has reduced the number of available beds and therefore forced Local Housing Authorities to tighten up referral criteria. KSS CRC add that due to the continuing reduction of Local Authority housing stock, Housing Associations are putting increasingly strict conditions upon whom they deem suitable for housing. Furthermore, the housing stock that is available is often of poor quality and in an area where service users have previously offended and used illicit substances meaning that, even if referral criteria is met, to place them there may jeopardise their rehabilitation.

London Borough Placements

It has been noted by the multi-agency Margate Task Force and across CJS agencies there are an increasing number of families or individuals housed in deprived areas such as Margate by London Boroughs. The primary incentive appears to be cost saving where Local Housing Authorities in high rent areas can save money by placing service users in areas with lower rent costs, in turn saturating the housing market. This not only reduces the available housing but poses a number of other complex challenges to all of our agencies.

The most difficult areas overall seem to be Margate due to the number of London Boroughs accommodating people there and in turn saturating the housing market and Tunbridge Wells due to the cost of private rented accommodation being so high.

The Localism Act 2011 allows Local Housing Authorities to place homeless households into private rented sector and places a re-application duty on them if a household becomes unintentionally homeless again within two years. The DCLG has collected quarterly figures from Local Housing Authorities on the operation of this new duty from 2013.

Intentional Homelessness

Clinks and Homeless Link highlight concerns about the impact of 'intentional homelessness' stating that in England, for a Local Authority to have a duty to house someone they must be vulnerable, in priority need and be assessed as unintentionally homeless. In Wales the Local Authority is not required to test for intentionality. Some Local Authorities reportedly find people to be intentionally homeless by virtue of them committing a crime or breaching a Court Order in the knowledge that this could result in spending time in custody, which could result in the loss of the home. This is more likely to be the case when offending is linked to accommodation, for example through Anti-Social Behaviour at a property.

So called 'intentional homelessness' has long been cited as a key problem in Kent faced by those who have been convicted of a criminal offence. Many Kent Local Housing Authorities deem a person to have made themselves intentionally homeless though the commission of a criminal offence. The offence does not have to have been committed in the accommodation, nor does the person have to be serving a prison sentence in order for this exclusion to apply. One of the greatest frustrations to Offender Managers is when they know that being homeless is increasing

the service user's risk of re-offending or the risk of causing serious harm and yet they are excluded from Local Housing Authority support due to making themselves intentionally homeless by virtue of their offending. This exclusion is at odds with the priority need category of being vulnerable due to time spent in custody. If this person does not have sufficient support needs to be eligible for Supported Housing they have few other routes out of homelessness to explore.

Case example:

DB was subject to Licence for two years. Thanet District Council deemed her intentionally homeless due to her offending. Prior to this she built up rent arrears of approximately £1500 and failed to keep her Council accommodation in good condition. She appealed the decision but was unsuccessful. Therefore her only option was to seek private rented accommodation, which proved to be virtually impossible due to needing a rent guarantor. DB completed her Licence without re-offending but remained technically homeless throughout, staying with fellow service users and unfortunately, relapsing into substance misuse. (KSS CRC)

Mike Barrett, CEO Porchlight, argues that in order to address the systemic housing issues in Kent, the ex-offender protocol needs to address the Kent wide approach to re-housing ex-offenders. He states that currently it is to deem them intentionally homeless, thereby making it impossible to access secure accommodation or even temporary accommodation. This creates two main problems, it increases the chances of the individual re-offending and it increases the likelihood of that person ending up on the streets. This inevitably leads to re-arrests if they are out on licence or charged with a related offence under the Vagrancy Act or a breach of the peace.

NACRO and Centra report that 'intentional homelessness' is a huge problem for prison leavers reporting that 9/10 Local Housing Authorities refusing prison leavers as priority need unless there are evident and diagnosed health needs, and even if this is the case, rejection is often the end outcome.

Local Connection

Proving a local connection, or presenting an argument for acceptance despite no local connection, is a particular issue for CJS service users. Clinks have highlighted this problem to the DCLG. Local Authorities are required to determine whether someone has a local connection to that area before they start to process any housing application. Someone is defined as having a local connection if they already live there, have close family living there or if they work in that area. Pathways to Independence highlight that Local Authorities across Kent all have different local connection criteria and, due to the transient nature of clients' lifestyles or imprisonment, clients often fall foul of being able to secure accommodation through Kent Homechoice or may be accepted by the Local Authority then refused by Housing Associations on the basis of offending history or affordability.

Furthermore, during Clinks' consultation with members they said that for some people in contact with the CJS, returning to the area they lived in before prison is not appropriate, safe and in some cases can lead them to re-offend. It is important that service users are consulted when resettlement decisions are taking place. Further to this, a report by the Prison Reform Trust and Women in Prison shows that as women are often imprisoned considerable distances from the community they lived in, it can be challenging for them to both liaise with the relevant housing organisations and meet eligibility criteria.

Feedback from Local Authorities

Whilst raising concerns about some Local Housing Authority decisions it is important to highlight the problems they also face with CJS service users. Feedback from Three Rivers Council, Hertfordshire (during an NPS SEE Accommodation Workshop) highlighted the following issues as challenges for Local Housing Authorities:

- A shortage of accommodation for all
- Conflicting priority groups, e.g. disabilities, mental health, social services etc.
- Unwillingness of landlords to take on CJS service users
- Lack of funds for private rented
- Reduction in housing related support for supported accommodation
- Housing being involved at 'the last minute'
- Reliance on Housing Associations

The Benefit System

The charity Crisis states, 'recent reforms to the benefit system are causing homelessness and making it harder for homeless people to get back on their feet'.

Crisis identifies a number of key issues resulting in homelessness or making it more difficult to move on from homelessness including the recent changes to Housing Benefit, the introduction of Universal Credit, the imposition of Benefit Sanctions and inadequate employment, training and education support for homeless people. Crisis highlights concerns that Universal Credit will restrict 18 to 21 years olds from claiming the housing element of the benefit.

The Policy Briefing, 'Housing Support for 18-21 year olds', outlines the intention to tackle 'youth unemployment and dependency on the social security system,' including proposals to remove automatic entitlement to housing support for 18 to 21-year-olds in order 'to prevent young people slipping straight into a life on benefits'. However, it should be noted that in relation to CJS service users, there will be exceptions including those subject to custodial sentences or on remand, those in structured drug or alcohol treatment or those subject to MAPPA.

Clinks and Homeless Links report that the extension of the Shared Accommodation Rate (SAR) of Housing Benefit to everyone up to 35 years old has made it increasingly difficult for people to find affordable and appropriate accommodation. The roll out of Universal Credit is also beginning to have an impact. One of the key elements of Universal Credit is monthly payments paid to the claimant, rather than to the landlord. Many landlords are therefore concerned about taking on tenants they may perceive to be at high-risk of non-payment. This also puts people who may need support in managing their money at risk of falling into arrears and losing their home. Recent research suggests that 86% of council tenants in receipt of Universal Credit are in arrears.

NACRO and Centra report that the ongoing changes to the benefits system have huge implications on the housing situation, primarily because landlords have developed a reluctance to accept tenants who are claiming benefits. The recent change in benefits means people under 22 cannot be referred directly to youth forums and now have to go to the council to make a claim for Housing Benefit. NACRO and Centra note they have found that in a lot of cases the individuals will be advised to return home and live with their parents and will not be able to claim.

A presentation to the NPS SEE Accommodation Workshop by Three Rivers Council, Hertfordshire explained the impact of the Welfare Reform and Work Act 2016. The Act introduced the benefit cap of £20k per household. It introduced a four year freeze on some benefits including Local Housing Allowance and also implemented the 'shared room rate' for under 35s in the social housing sector. These benefit caps are greatly impacting on service users who may fail to understand implications.

Case example:

One young family of 8 with a disabled child and a new-born baby are facing eviction due to the benefits cap and the family's lack of understanding about their change in benefits and responsibilities regarding rent. Their house is unsuitable and overcrowded but they cannot bid on properties while they are in arrears, which they cannot afford to pay. The council will still be supporting them financially in terms of temporary accommodation due to being a priority need if they are evicted, but have refused discretionary payment. It seems therefore a purposeless waste of money to move them to possibly more expensive and unsuitable accommodation and to split the family up which will increase strain on parents. They have recently been referred to Early Help but it seems the parents should have been identified as in need of support at an earlier time by the Local Authority accommodation provider which may have resulted in a better outcome for family and in terms of financial waste. (KSS CRC)

As noted by Kelie Williams, Family Support Worker, Porchlight, delays in ex-offenders obtaining income through the benefit system may also increase the likelihood of the person re-offending.

Private Renting

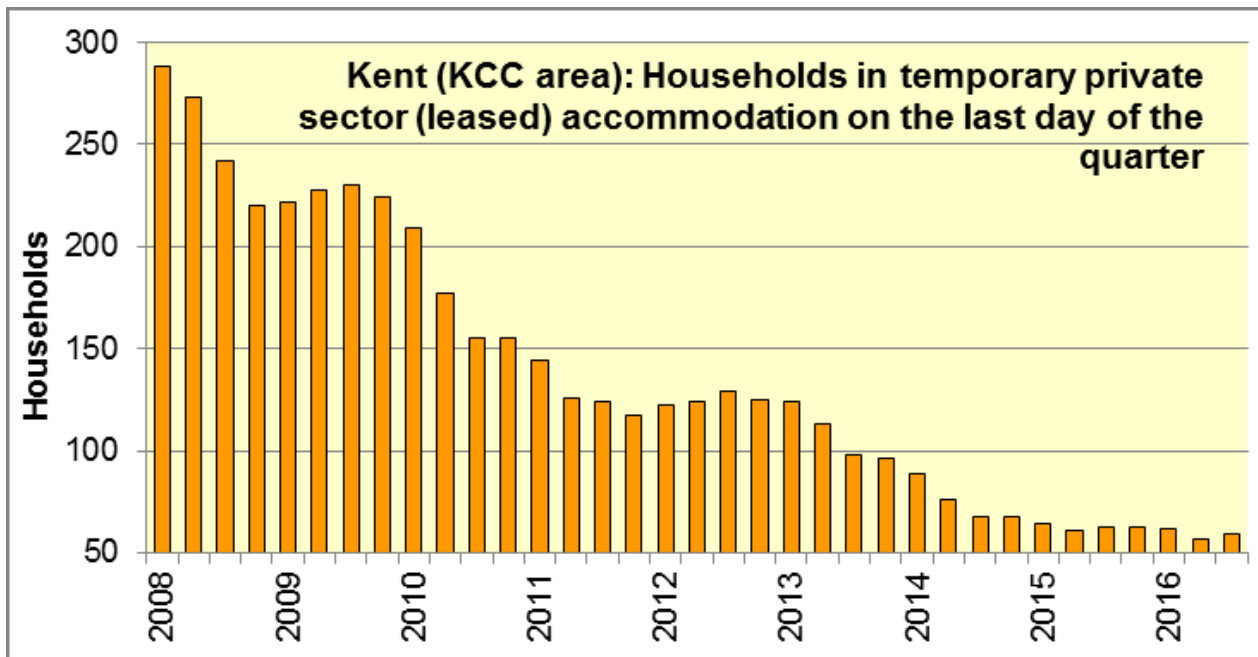
The cost of private renting is often too great for some CJS service users to even consider. In addition to the cost of the rent, prospective tenants are frequently required to pay several hundred pounds in referencing fees and holding deposits to even be considered for a property. The referencing process often screens out CJS service users on the basis of their previous convictions. Others may be required to provide a guarantor to cover the rent if they are unable to pay, this may not be an option for those without employed and supportive family members willing to agree to this. Taking these costs into consideration, in addition to a deposit and rent in advance, prospective tenants may require several thousand pounds in order to be able to secure a private rented property. They then need to ensure they can pay the rental costs, even if eligible for Housing Benefit, a 'top up' payment is often required which can be very difficult to find in light of the benefit cap. This is particularly challenging in high cost areas of Kent such as Tunbridge Wells. Summed up by KSS CRC, 'private rented – too expensive'.

Furthermore, as highlighted by KSS CRC, private landlords are often very reluctant to offer a tenancy to an individual who may have a chaotic social history resulting through substance misuse, poor mental health and/or offending behaviour. KSS CRC report knowledge of only three private landlords who will accept benefit claimants, two in Dover and one in Margate. NACRO and Centra and Clinks and Homeless Link all highlight a lack of private landlords willing to take on their client group and/or individuals claiming Housing Benefit, in addition where they do locate willing landlords they tend to require large deposits which their client group often do not have access to.

Some Local Housing Authority schemes do run rent deposit schemes, though KSS CRC note that ability and eligibility to access these is inconsistent across the county.

The White Paper 'Fixing Our Broken Housing Market' also identifies concerns that in areas where the housing shortage is most acute, high demand and low supply is creating opportunities for exploitation and abuse: unreasonable letting agents' fees, unfair terms in leases and landlords letting out dangerous, overcrowded properties. In short, it's becoming harder to rent a safe, secure property. And more and more people cannot find a place to rent at all, the loss of a private sector tenancy is now the most common cause of homelessness.

Figure 38:



Furthermore, the Policy Briefing, 'Housing Support for 18-21 year olds' highlights concerns that the Universal Credit restrictions may create a 'catch 22' situation for many young people. The 'catch 22' is created by landlords being unwilling to give young people a tenancy because they cannot provide proof of income (e.g. proof of entitlement to housing support), but unable to claim housing support as they have no tenancy and therefore cannot provide any evidence of rent liability (e.g. a tenancy agreement).

This is a particular issue for those young people who do not have an obvious exemption and will not be automatically entitled to housing support when they make their initial claim, but rather subject to an interview at the Jobcentre Plus to prove their need.

Under current Housing Benefit arrangements, claimants are able to access a pre-tenancy assessment from Local Authorities to prove their entitlement to support, however, officials have stated this is not possible within the Universal Credit system. YMCA are currently progressing this issue with the relevant Minister and officials at DWP.

Added to this is the problem accessing shared accommodation for under 35s whose Local Housing Allowance only covers a room in shared accommodation and the reluctance of some of the older people within this age group to share with people they don't know (Clinks and Homeless Link).

Pathways to Independence highlight this issue of private sector accommodation being impacted upon by welfare benefit changes. The amount of accommodation available (in line with Housing Benefit eligibility) has reduced dramatically with single/shared units having been reduced. Many landlords now won't accept individuals reliant on the welfare state or without a guarantor. The result is that many clients with serious offending histories (or problematic behaviours) are in danger of being excluded from the different stages of accommodation through which they would have historically travelled on release from prison.

Karen Fleet, Head of Homelessness Services, Porchlight highlights the importance of early referrals to support services in order to secure private rented accommodation. She raises the issue that access to the private rented sector is particularly challenging for offenders in custody as they are unable to view properties in advance of being released and may have to rely on a support worker viewing the property on their behalf. Karen Fleet also states it has been identified that there is a significant lack of accommodation available for those released from prison in the North/West of Kent. Furthermore, she adds that short custodial sentences cause breaks in tenancy and can

create a break down in support networks. This will often set the ex-offender back significantly in their progress and may put them at risk of homelessness if they are unable to keep their accommodation during the sentence and return to it on release.

Supported Housing

Homeless Link describe supported housing as any housing scheme where housing, support and sometimes care services are provided to help people to live as independently as possible. Supported housing is an umbrella term applied to a wide range of accommodation with individualised support for vulnerable people. There is a wide range of supported housing schemes provide support for people who are homeless, or have learning disabilities, people living with mental illness, or who are recovering from substance misuse, and those who have spent their childhood in care, are fleeing domestic violence, or who are elderly and need extra support to live independently. Supported housing schemes work with people for as long as they need support, whether that is a matter of days or years. This can include support with health needs, including mental health and drug and alcohol use, managing benefits and debt, developing daily living skills and accessing education, training and employment.

Funding for supported housing has two components: housing costs (rent and eligible service charges) and the cost of the support provided, such as staff, keyworkers, and day to day support activities. The Government's current proposals only relate to the housing costs, presently paid entirely through the benefits system. However, funding needs to be considered holistically to ensure that appropriate funding is in place for the sector in the future.

Housing costs are paid via Housing Benefit, as supported housing is currently exempt from Universal Credit. Costs are higher than in other forms of social housing, for reasons including the costs of maintaining communal spaces, higher levels of wear and tear or the need to have enhanced security measures in certain properties. This is currently recognised through an enhanced rate of Housing Benefit paid to people who live in supported housing. The total amount of Housing Benefit spent on supported housing is estimated at £4.12 billion per year.

Support costs are usually funded through the Local Authority, with other sources including NHS or grant funding. In 2003, the Supporting People (SP) programme was introduced to fund support costs in supported housing. This was a central Government grant administered at a Local Authority level through a ring-fenced funding pot. However, the ring-fence was removed in 2009 and it has become difficult to track spending on support costs in supported housing. Since 2009, the National Audit Office estimates that funding for housing-related support (previously SP) has reduced by 45%, between 2010/11 and 2014/15.¹¹ Current reports of Local Authorities making further substantial cuts to housing-related support budgets are concerning.

Homeless Link highlight the pressing question of the implication of the current housing related support/ supporting people and care responsibilities; all sit with upper-tier authorities, while homelessness responsibilities and Housing Benefit sit with lower-tier authorities.

Clinks and Homeless Link draw attention to concerns regarding the future funding of supported housing. There is also uncertainty for the homelessness and wider supported housing sector due to proposed changes to how these services will be funded from April 2019. The DCLG and DWP are currently consulting on the plans. It is proposed that core rent and service charges will be paid up to the Local Housing Allowance rate through Housing Benefit or Universal Credit, with Local Authorities receiving additional ring-fenced funding to top-up this rate where necessary, given the additional costs of supported housing. An alternative model is being developed for short-term accommodation services. Rents in the supported housing sector are also subject to an annual 1% rent reduction from April 2017. The Government's plans must be seen in the context that supported housing has lost a significant amount of investment and access to these services is increasingly

limited, with a current shortfall of 16,692 places.

Homeless Link raise concerns that from April 2019, the Government is proposing that rents and service charges in supported housing will be paid via Universal Credit, or Housing Benefit (depending on Universal Credit roll-out), up to the Local Housing Allowance (LHA) rate only. The LHA rate is linked to the local private rental market and is capped at the 30th percentile of rental costs. This varies from £69.73 per week in Hull and East Riding to £260.64 per week in Inner North London. The average cost of supported housing is £173 a week, although this varies significantly by type of service and resident group. This is the first time the LHA cap will be applied to supported housing. Under Universal Credit rules, housing costs will be paid to the resident, rather than the landlord as is currently the case with Housing Benefit. It is proposed that any shortfall between the LHA rate and the housing costs will be met from a local ring-fenced top-up fund, administered by Local Authorities. It is currently unclear how the size of the pot will be determined for each Local Authority. There are also concerns about different types of services being in competition for funding at a local level, potentially leading to particular groups missing out.

The National Housing Federation state that Housing Associations must factor this into their future planning now; meaning schemes are no longer viable so are being cancelled and delayed. If the cap remains unchanged, we know that from April 2018:

- 156,000 units of existing supported and sheltered housing in the sector will have to close – 41% of all existing schemes.
- 80% of the total existing development pipeline will remain un-developed – over 9,270 specialist homes.
- Almost a quarter (24%) of supported housing providers told us that all of their supported and sheltered units were at risk of becoming unviable and closing.

The charities also raise concern that Local Authorities are removing funding for specialist services for people who have offended, partly due to a misconception that equivalent services will be offered by CRCs. However, stakeholders also highlighted that this reflects pressure on Local Authority budgets and a lack of available housing in some areas.

Pathways to Independence raise concern that changes in funding priorities don't obviously include those with serious offending histories. Funding priorities target issues (such as mental health) which are evident within the offending cohort, but individual agencies funded to provide services often preclude those with specific convictions (serious violent including murder, arson, sexual offences as examples) which mean that those cohorts will find it harder to access agencies for support/housing. Pathways to Independence has, traditionally, taken those clients who have been excluded from other agencies either through their own extreme behaviour or due to restrictions in eligibility criteria. Those same clients are rejected through every process of supported housing through to independent accommodation.

Karen Fleet, Head of Homelessness Services, Porchlight, emphasizes that it needs to be recognised that information, advice and guidance for referrals to supported accommodation (and private rental sector) should be offered to offenders while they are still in prison and at an earlier stage than it is currently. Earlier intervention will help to reduce the risk of homelessness as support workers will have more time to source appropriate accommodation prior to release.

Supported Housing in Kent provides an invaluable service to CJS service users however, securing a suitable placement remains an ongoing challenge. KSS CRC report length of licence to be a barrier in some examples, and in others only accepting cases assessed as presenting a low risk of

serious harm. In the East of the county KSS CRC note a lack of suitable supported accommodation for Service Users with multiple needs who just cannot maintain a tenancy.

In respect of refusals due to the service users being ‘too high risk’ Pathways to Independence have responded stating that there are few high risk referrals that come through to Pathways that senior management would not have a willingness to work with as the funds are simply not available to provide the 24hr and/or additional staffing which they feel would be required, particularly on release from prison or direct from Approved Premises when they are still relatively untested in a more relaxed environment in the community. That is primarily the reason that Pathways to Independence has to refuse some high risk service users.

Pathways to Independence also note that they have had a history of close involvement with Multi Agency Public Protection (MAPPA) panels that unfortunately dwindled at the time NACRO secured the Accommodation Aid and Advice (AAA) tender in 2013. Historically, senior management would attend many MAPPA panels months in advance of prison release for Level 2s and 3s. By being involved so closely, it better enabled the charity to be prepared for release and willing to offer accommodation. Pathways to Independence would be keen to re-establish that close link with the panels.

NACRO and Centra’s Housing Brokerage Scheme state that referrals in to Supported Housing have become extremely difficult due to increasingly long waiting lists (70-100+) with most providers and two of the Supported Housing providers used in the past are now only accepting referrals from the Local Authority, who tend to argue that prison leavers have made themselves intentionally homeless and community cases are not priority need. NACRO and Centra describe the supported housing market as ‘saturated’ and highlight that while funding continues to decrease, people with high need are often placed together creating chaotic environments, and those with medium to low need are placed in accommodation with little or no support.

Figure 39 – Supported Housing Example Costs from Pathways to Independence:

KENT SERVICES	COSTS PER PERSON	
	Rent (pw)	Compulsory Service Charge *(pw)
Average (pw)	£135.37	£6.49

Figure 40 – Supported Housing Individual Example Costs from Pathways to Independence:

INDIVIDUAL EXAMPLE		
Housing Benefit Information (pw)		
Core Rent	£85.26	
Eligible Housing Service Charge	£122.08	
Personal Service Charge	£7.85	Ineligible for HB
Support Charge	£102.98	Ineligible for HB
Total Liability of Resident	£318.17	

Total Eligible for Housing Benefit **£207.34**

£207.34

(payable in full if client in receipt of standard JobSeekers Allowance level of income or lower)

Figure 41 – Supported Housing KCC Example Costs from Pathways to Independence:

AVERAGE KCC SUPPORT (PW PER PROPERTY)	AVERAGE PER PERSON/ PER WEEK
£677.26	£110.49

Resources

Asides from cuts to core services, additional services for those suffering housing or homelessness issues has also faced cuts. For example, the provision of resources for rough sleepers varies across the county. There are mixed reports of whether a lack of resources for rough sleepers deters them from particular areas. For example, it is reported there are no homeless hostels or night shelters in the Swale area at all with local provision only available through an emergency protocol in 'severe weather' not for general cold weather.

Case example:

Service users DA and TB were sent to Medway, an area where they have no local connections, because there was no suitable temporary accommodation in the Swale area. Both have mental health problems and both had been made homeless following a bereavement, whereby they were unable to stay at the property following the death of a close relative who had been supporting them. Concerns were made over DA's mental health and ability to cope when moved away to an unfamiliar area and the response from the Council Housing Officer was 'all the homeless people have mental health problems' therefore this could not be taken into account. DA chose to sleep rough on many occasions instead of stay at the allocated B&B because of the other residents and feeling unsafe. He expressed frustration he is not allowed to be at the hostel during the daytime and therefore has to walk around all day. TB is an 18 year old boy with behavioural problems, sent alone after losing a parent to a different area. (KSS CRC)

KSS CRC currently commission a Kent Housing Brokerage Service covering 7 community and 4 prison areas; Medway, Gravesend, Maidstone, Tunbridge Wells, Sittingbourne, Ashford (covering Folkestone and Canterbury), Margate, HMP Elmley, HMP Stanford Hill, HMP Rochester and HMP East Sutton Park. The contract employs 10 staff, the equivalent of 4 FTE in the community and 3.5 FTE in custody plus 1 FT manager.

The Kent Housing Brokerage Service was commissioned by the KSS CRC to provide support and assistance to service users regarding their housing situation. The contract is delivered by NACRO, in partnership with Centra who provide the community provision. In custody referrals are made by KSS CRC and the service is accessible to anyone serving in the 4 prisons within which it operates, in the community referrals are received from CRC Responsible Officer's throughout Kent. The service has mixed feedback with some managers describing it as a slow process with long waiting lists.

At this time there has been mixed advice as to whether the NPS can refer into the service. NACRO and Centra state they do not work with high risk offenders and their service is not currently available to NPS service users. However, there has been suggestions this service could be made

available to the NPS through the Rate Card. At the SEE Accommodation Workshop, Steve-Johnson Proctor, SEE NPS Deputy Director, highlighted the problem that Transforming Rehabilitation promised CRC housing support services, yet in many areas this has not come to fruition almost 3 years later. Steve Johnson-Proctor raises the issue that the NPS have lost the freedom to commission locally as was the case prior to Transforming Rehabilitation.

Through the Gate

Due to the Transforming Rehabilitation reforms, CRCs are now responsible for providing resettlement services to prisoners in the last three months of their sentence. According to the Target Operating Model published by the Ministry of Justice, resettlement services 'must include providing direct support in custody in helping offenders find accommodation, providing assistance with retaining employment held pre-custody and gaining employment or training opportunities post-release. CRCs can also choose to deliver additional resettlement services in pursuance of payment by results. However, Clinks and Homelessness Link report that the extent to which they are choosing to do this is currently unclear. It is also unclear as to whether these additional services include any education, training or employment support. It is also noted that early reports regarding 'Through the Gate' services are 'disappointing' (24housing).

This was reflected during discussion at the NPS SEE Accommodation Workshop where Deputy Director Steve Johnson-Proctor noted that whilst all prisoners should be able to access the five core services of Through the Gate, that the commission mechanism is not established in non-resettlement prisons with part of the problem being the upfront funding mechanism verses performance.

Clinks and Homeless Link report some positive feedback about the implementation of the Basic Custody Screening Tool part 2 (BCST 2), conducted by the CRC within five days of the initial screening tool being completed by prison staff. For all sentenced prisoners, the resettlement plan should be reviewed 12 weeks before release. During the last 12 weeks of someone's sentence, CRCs are required to take action on the resettlement plan developed on the basis of the BCST 2. The systematic application of BSCT 2 by the CRCs is reported to be seen by many stakeholders as a good opportunity for early intervention such as tenancy rescue and managed tenancy ends, which can prevent arrears, and issues such as properties being taken over.

The BCST 2 also represents an opportunity for early planning, including managing the expectations of people leaving prison in terms of their housing options, which are often very limited. However, stakeholders did express some concerns with the BCST 2 as it relies on self disclosure. Some people, especially those on short-term sentences, may be reluctant to fully disclose their housing situation due to a fear that their Employment and Support Allowance (ESA) will be stopped. Further to this, people may have accommodation in place for their release but their situation may change before they are released, which the BCST 2 may not record. From the perspective of Porchlight, Kelie Williams, Family Support Worker outlines the difficulties of working with prisoners prior to release where a release date is not known, even when they have been assessed and referred in a timely manner.

Approved Premises

It is important to note that Approved Premises are designed to manage the risk of serious harm presented by individuals, not to serve as accommodation. The recent report by Clinks and Homeless Link report the common misconception from some stakeholders who expressed belief that accommodation provision for those under supervision of the NPS was often easier to secure, claiming those without stable accommodation to return to are placed into Approved Premises to serve the remainder of their sentence. This is incorrect and concerning.

During Clinks and Homeless Links scoping exercise, concern was raised by one interviewee that when Approved Premises are full, high to medium risk people are sometimes placed in temporary accommodation which is unsuitable for their level of risk. It is important to note that where Approved Premises placements are assessed as required but not available, that individual continues to face all of the issues outlined in this paper in obtaining accommodation, temporary or otherwise. Indeed, in numerous cases, service users assessed as presenting a high risk of serious harm are managed of No Fixed Abode, in some instances, rough sleeping.

Clinks and Homeless Link also identify that women service users experience unique challenges in relation to Approved Premises. Stakeholders in both the Midlands and the North East said it is harder for probation to find Approved Premises for women who are sometimes placed far from their local area, which makes it harder for them to access the services they are familiar with and have contact with friends and family.

Steve Johnson-Proctor, Deputy Director for the NPS SEE division, notes that the SEE has the lowest proportion of Approved Premises places in the country, with the exception of Wales. In the recent NPS SEE Accommodation Workshop he stated that no Approved Premises has been opened for 40 years and it has been identified there is a need for at least 10 new Approved Premises nationally. In Kent our Approved Premises has achieved an increase from 26 to 31 beds in the past year, yet waiting lists remain around 6 months long.

Service User Issues

Motivation to secure and maintain appropriate accommodation and attitude toward CJS professionals can present barriers to assessing and addressing accommodation issues. Service users may be reluctant to divulge the details of where they are living or staying for a wide range of issues. Some may have developed an inherent mistrust of professionals due to poor experiences or through the influence pro-criminal family and friends. Some fear the intrusion of professionals into theirs and their families lives; some with cause, others without. Some are concerned about impact on others Housing Benefit or tenancies.

Case example:

DT is a prolific domestic abuse perpetrator who has been subject to repeat short custodial sentences and periods of Post Sentence Supervision. We are now on the third round of recall and re-release due to his refusal to supply probation with the address he is residing. DT does not present as a rough sleeper, he reports staying with friends who have not given him permission to disclose their address. It is suspected DT's deceit may be due to hiding contact with women and children to whom he presents a risk of serious harm. We face the further accommodation challenges that DT also presents a risk of serious harm to those he suspects have committed a sexual offence excluding him from a number of providers, including most Approved Premises. (NPS)

There are a number of service users who are just not ready to engage to secure appropriate housing and these people need to be supported and guided through sequenced interventions to develop their motivation and life skills. KSS CRC report that Floating Support from Kent County Council will offer a maximum support of one year, however, for a long term chaotic individual this is a very modest amount of time to be supported.

Chaotic lifestyles, particularly for substance misusers, present a challenge to professionals in terms of appointment attendance. A missed or late appointment with an accommodation provider may result in the referral before closed. In addition, as highlighted by the KSS CRC, the rehabilitation pathways now being offered by the substance misuse treatment providers more rigid than in previous times. If a service user misses prescribing appointments they may be refused a script for several weeks. They may then feel they have no choice but to re-offend and use their income to fund their drug habit therefore not paying their rent and placing their accommodation at risk. Substance misusers often also have mental health issues and therefore suffer from dual diagnosis and CJS professionals receive very little specialist advice on how to manage this.

Case example:

HV was subject to Licence for one year. Thanet Council refused to offer any accommodation support due to HV 'trashing' accommodation when it was provided. HV had numerous mental health issues, extreme learning difficulties and as such was unable to cope living alone. She could not cook, clean or maintain any form of accommodation without resorting to making 'dirty protests' when she 'didn't like it'. Whilst on licence the service user remained homeless and slept in tents and in shop doorways. HV remained unsupported by mental health services due to her transient lifestyle, formally undiagnosed due to her inability to comply with appointments. She was supported by The Gap project in Broadstairs and by a Learning Disability Social worker. (KSS CRC)

Developing and maintaining the ability to obtain and run a home and to sustain a tenancy is a challenge to some CJS service users. Some may never have run a home before and others may have been in custody for a long period where many aspects of society have changed. We have recently seen an example in the NPS where a service user was provided with a one-bedroom self-contained property but with no support or information about how to furnish and equip it, how to claim benefits or how to manage household chores or budget. Other may have the residual skills to manage their own accommodation but fail to apply their skills and experience due to mental health issues and/or substance misuse. These issues have been emphasised as a particular problem for those service users managed under Integrated Offender Management (IOM) due to the nature of their histories and lifestyles.

Kelie Williams, Porchlight Family Support Worker, highlights the challenge of finding accommodation for those service users who have committed specific offences which restrict where they can be housed due to their bail or licence conditions; for instance a hostel near to a school or nursery may be inappropriate if the offender has committed an offence against a child. In addition, complications arise when offences such as arson have been committed, again limiting the accommodation options available. Offenders with an arson convictions are notoriously difficult to house as many housing providers will automatically exclude them due to insurance restrictions as well as concerns about risks to others. Anti-social behaviour exhibited by a tenant is an undesirable management challenge for any accommodation provider. Unfortunately some of our CJS service users will have a history of poor behaviour and may need a bespoke Risk Management Plan to address this. Training to be a 'Good Neighbour' has successfully been delivered in some areas.

A history of eviction can be extremely difficult for CJS service users to overcome in persuading any accommodation provider to offer a second chance. Specialist support is required in order to assist individuals to appropriately explain and address their history when applying for accommodation. Furthermore, Kelie Williams raises the issue that ex-offenders often have to accept an accommodation offer, regardless of whether it is a significant distance from any support networks they may have and, if it is, this could lead to a break down in support. As a result, re-offending

becomes a risk. She notes that it can also be extremely demoralising for many ex-offenders when they are placed in accommodation where their children are unable to visit them.

Young People

Whilst this report has largely focused on the issues facing adult CJS service users it is vital to recognise and address the specific issues facing young people. Claire Williams, Head of Youth and Family Services, Porchlight highlights that young people who leave prison often have no structure in place for when they leave and therefore frequently return to what they know and end up re-offending again, perpetuating the cycle that led them to initially entering prison. Claire Williams argues that more work needs to be done with young people before they leave prison; this should involve examining past behaviours, what support worked well, what didn't, where they want to get to, what do they want to achieve in the future. Their families need to be involved in the discussions to better understand the young person's situation. Support should be offered around their housing, training, employment and social time and these plans need to be put in place prior to release.

In Claire William's view a multi-agency approach to meet the young person's needs, will ensure comprehensive support is available and so this should be prioritised. Referrals to housing providers need to be made or mediation needs to be completed with the family to help the young person to return home. She highlights that when people are released from custody they may move completely out of area and this can cause problems when trying to include the family in their support planning. Barriers may include travel and organising the on-going support for when the young person is housed. Claire Williams also notes the challenges for a staff member to know what is available in terms of support provision in areas where they do not work.

Ageing Offender Population

An ageing offender population presents particular challenges in relation to housing and homelessness. Recoop, Resettlement and Care for Older Ex-Offenders and Prisoners, states that older people are the fastest growing section of the CJS service user population with an increase in 146% of prisoners aged 60 or over (2014). Recoop define older offenders as those aged 50 or over, particularly because they are more likely to suffer with health and other difficulties. They highlight one of the key issues being no specific national policies in relation the particular needs of this group.

According to Recoop, the likelihood of having accommodation on release from custody decreases the older a prisoner is. They cite that in 2010-11 the proportion of positive accommodation outcomes on release from custody were lower for those aged 50-59 (81%) and 60+ (79%) than the average 86%.

The challenge for many older CJS service users and the professionals working with them, is they are often excluded from general population accommodation services on the basis of risk or behaviour. However, specialist high risk placements, such as Approved Premises, cannot cater with the health and care needs they may have. CJS professionals are often faced with a hopeless situation whereby a high risk service users with complex physical and mental care needs is of No Fixed Abode. In this instance recall to custody has to reluctantly be considered.

Family and Friends

The vast proportion of CJS service users currently registered as of 'No Fixed Abode' are heavily reliant on family and friends to accommodate and support them. In some instances this means residing or spending time with pro-criminal associates where substance misuse may be exacerbated. Sofa surfing or temporary residence in houses of multiple occupancy can lead to

further crime and anti-social behaviour. This can lead to a situation where service users are located in a small geographic area together in poor quality housing in areas of high deprivation, with easy access to illicit drugs.

In other circumstances it may result in individuals rotating between the homes of friends and family until they have overstayed their welcome. For many people, providing accommodation and support for a homeless friend or family member can lead to emotional, financial and practical pressures which may result in deterioration of their own accommodation stability. There are examples of this situation impacting upon current NPS service users supporting their own family members. Ultimately, these pressures, in conjunction with challenging behaviour, may lead to the person being asked to leave the accommodation.

Cuckooing

It is to be noted that some vulnerable service users who have successfully secured and maintained accommodation may be at risk of 'cuckooing', whereby their homes are effectively taken over by more sophisticated criminals who use their home as a base to deal drugs and commit crime. It is essential that all professionals working with vulnerable service users are alert to the signs of cuckooing and take prompt intervention.

Expectations of Probation Services

Probation is not, nor ever has been, a housing provider, yet it seems to be falling more and more upon both the CRC and NPS to source accommodation.

Police, NPS and prisons are Responsible Authorities for Multi Agency Public Protection Arrangements (MAPPA). Despite the fact that accommodation is frequently discussed as a critical area of risk of serious harm, these agencies are not housing specialists, nor have access to housing stock. The MAPPA Guidance does state that the Local Housing Authority and Registered Social Landlords have a Duty to Cooperate with the Responsible Authorities in assessing and managing risk. However, the Guidance is also clear that this co-operation goes as far as is consistent with the exercise of their other statutory functions.

In Kent a MAPPA Housing Panel has been formed to attempt to provide multi-agency housing coordination in respect of the most complex MAPPA cases. Whilst it has had some limited success, some of the most complex and challenging cases remain stubbornly difficult to secure support for.

Whilst in some cases, Offender Managers have adequate notice of release dates to plan for accommodation work, it is of note that in many cases Offender Managers are faced with crisis management accommodation work where a service user reports as homeless unexpectedly having lost their accommodation. This results in a 'firefighting' approach where all efforts are made to try and secure some form of accommodation. Frequently, even with sufficient planning, all routes are exhausted without success and the Offender Manager is trying to manage the risks presented whilst the service user is in the community of No Fixed Abode. It is not uncommon for either such situation to lead to a recall to custody. For many years accommodation has been cited by Offender Managers as the single most stressful element of their role.

Summary

It is imperative to note that it is the combination of the above factors, national, local and personal, that collide to impact so severely upon CJS service users in obtaining and maintaining safe

accommodation. Steve Johnson Proctor, Deputy Director, SEE NPS, framed the problem as the combination of Government policy, housing investment, public opinion and the NPS Accommodation Strategy. Whilst frustrations and despair can run deep when faced with such a range of strategic and systemic barriers, there are potential solutions and local actions that can address this situation with full multi-agency engagement and support.

Solutions

The Homelessness Reduction Act

The Homelessness Reduction Act is expected to come into force in April 2018. The Act will require earlier intervention by Local Housing Authorities to prevent homelessness to all affected, not just those protected under existing laws. The Act defines the meaning of threatened homelessness, states the duty to provide advisory services, to assess eligible applicants' cases and agree a plan. It makes clear the duties to those who are homeless or threatened with homelessness and covers failure to co-operate by an applicant for assistance. Local connection is also clarified. The Act also covers reviews of Local Housing Authority decisions, duty on public authorities in England to refer cases and codes of practice. The following excerpt highlights the requirement of Local Housing Authorities to design a service designed to meet the needs of CJA service users leaving custody:

179 Duty of local housing authority in England to provide advisory services:

(1) Each Local Housing Authority in England must provide or secure the provision of a service, available free of charge to any person in the authority's district, providing information and advice on—

- (a) preventing homelessness,
- (b) securing accommodation when homeless,
- (c) the rights of persons who are homeless or threatened with homelessness, and the duties of the authority, under this Part,
- (d) any help that is available from the authority or anyone else, whether under this Part or otherwise, for persons in the authority's district who are homeless or may become homeless (whether or not they are threatened with homelessness), and
- (e) how to access that help.

(2) The service must be designed to meet the needs of persons in the authority's district including, in particular, the needs of—

- (a) persons released from prison or youth detention accommodation,**
- (b) care leavers,
- (c) former members of the regular armed forces,
- (d) victims of domestic abuse,
- (e) persons leaving hospital,
- (f) persons suffering from a mental illness or impairment, and
- (g) any other group that the authority identify as being at particular risk of homelessness in the authority's district.

Duties to persons becoming homeless intentionally make reference to the assessment of the applicant's case. However, it remains unclear at this stage if this will turn the tide of Local Housing Authorities deeming CJS service users ineligible due to their criminal behaviour resulting in intentional homelessness.

In practice this means that Local Housing Authorities will be required to start assessing those at risk of being made homeless 56 days before losing their home, rather than the current requirement

of 28 days. However, Local Housing Authorities have raised concerns about the cost implications as the wider factors discussed above. It is suggested that the government will be providing £61m for Local Housing Authorities to meet the costs that will arise from the Homelessness Reduction Act.

The White Paper: 'Fixing Our Broken Housing Market'

The government White Paper proposes three key solutions to try and 'fix' the housing market:

1. Plan for the right homes in the right places

This is critical to the success of our modern industrial strategy. Growing businesses need a skilled workforce living nearby, and employees should be able to move easily to where jobs are without being forced into long commutes. The government intend to consult on a new standard methodology for Local Housing Authorities to calculate 'objectively assessed need', and encourage councils to plan on this basis. The government will also insist that every area has an up-to-date housing plan and will increase transparency around land ownership, so it is clear where land is available for housing and where individuals or organisations are buying land but not building on it.

2. Build homes faster

The White Paper outlines plans to invest in making the planning system more open and accessible, and tackle unnecessary delays. It makes clear that development is about more than just building homes. Communities need roads, rail links, schools, shops, GP surgeries, parks, playgrounds and a sustainable natural environment. Without the right infrastructure, no new community will thrive and no existing community will welcome new housing if it places further strain on already stretched local resources. The government intend to give councils and developers the tools they need to build more swiftly, and expect them to use them. Local Authorities should not put up with applicants who secure planning permission but don't use it.

3. Diversify the housing market

The White Paper outlines intention to open up the housing market up to smaller builders and those who embrace innovative and efficient methods. They set out how they will support Housing Associations to build more, explore options to encourage Local Authorities to build again, encourage institutional investment in the private rented sector and promote more modular and factory built homes. They also claim they will make it easier for people who want to build their own homes.

4. Helping people now

The White paper outlines the following intentions to address the immediate housing and homelessness crisis:

- Continuing to support people to buy their own home through Help to Buy & Starter Homes
- Helping households who are priced out of the market to afford a decent home that is right for them through our investment in the Affordable Homes Programme
- Making renting fairer for tenants
- Taking action to promote transparency and fairness for the growing number of leaseholders

- Improving neighbourhoods by continuing to crack down on empty homes, and supporting areas most affected by second homes
- Encouraging the development of housing that meets the needs of our future population
- Helping the most vulnerable who need support with their housing, developing a sustainable and workable approach to funding supported housing in the future
- Doing more to prevent homelessness by supporting households at risk before they reach crisis point as well as reducing rough sleeping

The Benefit System

The charity Crisis states they are working to ensure the benefit system provides a safety net to prevent people becoming homeless, including aim to ensure benefits cover housing costs in all parts of the UK.

The National Housing Federation (NHF) argues that within a secure and sustainable future funding model they believe that actual rents and eligible services charges for supported and sheltered housing should be funded via Universal Credit or Pension Credit for those of pensionable age.

The NHF presents that the key elements of this approach would be:

- Actual rents and eligible service charges funded via the benefits system through either Universal Credit or Pension Credit depending on the claimants age
- A new definition and set of criteria should be developed to clarify which housing should be eligible for enhanced payments, as a minimum this should include housing currently defined as 'specified'
- All providers seeking enhanced benefit payments above those available in general needs housing should be required to register with a national regulatory body
- There would not be any caps on funding available through the benefit system but a system of 'flags' would identify potentially excessive costs for closer scrutiny by a specialist supported housing team within Universal Credit
- Eligible service charges within Universal Credit are more restrictive than the current approach. Any 'people-focused' housing management costs, if no longer eligible for benefits funding, should be met via funding for support services
- The default setting for payment of the housing element of Universal Credit claimants living in supported housing should be for it to be paid direct to the landlord
- The threat of the LHA cap must be removed from the supported and sheltered sector

The NHF states that the reason they are calling for actual rents and eligible service charges via the benefits system is because their members have reported that any new funding approach must give them certainty around the income stream for housing costs to give residents confidence that their home is secure and enable providers to invest in new and existing services.

The NHF believe that the only way this can be done is by continuing to fund actual rents and eligible service charges through either Universal Credit or Pension Credit. This is essential to ensuring that they can leverage the private finance required to invest in new development.

There are concerns about payment of housing costs direct to claimants within Universal Credit. NHF report they have been working with the Department for Work and Pensions to develop the concept of 'trusted partner' status whereby social landlords can indicate that a Universal Credit claimant may be vulnerable and would benefit from payment of rent direct to the landlord. They would want to see this approach mirrored within supported housing where, because of the nature

of the client group, they would anticipate a high proportion of benefit payments made directly to the landlord.

The NHF recognises that Universal Credit is a wholly different approach from Housing Benefit and it is not possible to simply import supported housing as it stands into Universal Credit. To feel confident that it can pay actual rents and service charges within a largely automated Universal Credit system the Department for Work and Pensions will need mechanisms to assess which providers are eligible for benefits above general needs levels and assess which properties are eligible for benefits above general needs levels.

Converted Shipping Container Accommodation

Converted shipping container accommodation has been successful in Amsterdam for more than a decade and use is expanding worldwide. They are fast to install, low cost and easy to move or to re-purpose. The Guardian reports that Brighton Housing Trust funded the installation of 36 shipping container homes on a former scrap metal yard at a cost of approximately £25,000 per container. These are rented at £650 per month to 'tenancy ready' people. Claire Jones and Steve Peel, KSS CRC, visited Brighton, where they learnt the project did not accept any applications until the applicant had proven they completed some form of drug rehabilitation. This may be connected with anti-social behaviour complaints which occurred after the project opened.

Social Impact Bonds (SIBs)

Kent County Council (KCC) have been successful in their Social Impact Bond application to the DCLG Homelessness Prevention Fund. This SIB aims to support entrenched rough sleepers in East Kent. The overarching aim for the jointly commissioned entrenched rough sleeper programme is to improve outcomes for entrenched rough sleepers who have spent a lengthy spell in the homelessness system, which may include recurring periods of bouncing between the streets and un-sustained accommodation. Initial intelligence has shown there are up to 155 rough sleepers in the East Kent catchment area. KCC expect to see a significant number of people supported.

The programme will operate on a payment-by-results basis, with funding spanning four years; the first outcome payments are expected to be made in December 2017 and the final payments in September 2020. KCC is the contracting authority for the Entrenched Rough Sleeper Social Impact Bond programme. The DCLG is the authority providing the outcomes payments, via KCC to the provider.

It should be noted that the provider of the service is expected to work with a proportion of the cohort according to the principles of 'Housing First', as described below. However, current feedback indicates the funding is insufficient to achieve this. The service outcomes are focussed on accommodation, mental health, substance misuse and education, training and employment.

Housing First

The Guardian reports that following successful trials in the UK and abroad, the government is planning to tackle rough sleeping by placing homeless people in permanent housing before they have conquered problems such as alcohol abuse, drug addiction and mental illness. In what is described as 'a revolution in policy', upfront investment would be made in housing places for rough sleepers with troubled lives. Communities Secretary Sajid Javid told the Observer he was keen to examine the scheme, under which people are placed straight into permanent homes with access to healthcare and employment, training and education.

The approach, known as 'Housing First', turns the 'treatment first' policy around and works on the assumption that people make most progress sorting out their lives once in a stable home, rather than a hostel or shared temporary accommodation. Homeless Link summarise Housing First as an evidence-based approach to successfully supporting homeless people with high needs and histories of entrenched or repeat homelessness to live in their own homes. It has been widely adopted across the US, is central to the national homelessness strategies in Canada, Denmark, Finland and France, and is growing in popularity in countries including Italy, Sweden, Spain and, increasingly, the UK. Successful Housing First pilots are operating in Newcastle, London, the Midlands, Greater Manchester, on the South Coast and in Wales and Scotland.

Homeless Link's summary of Housing First principles in England:

People have a right to a home. This means:

- Housing First prioritises access to housing as quickly as possible
- Eligibility for housing is not contingent on any conditions other than willingness to maintain a tenancy
- The housing provided is based on suitability (stability, choice, affordability, quality, community integration) rather than the type of housing
- The individual will not lose their housing if they disengage or no longer require the support
- The individual will be given their own tenancy agreement

Flexible support is provided for as long as it is needed. This means:

- Providers commit to long-term offers of support which do not have a fixed end date; recovery takes time and varies by individual needs, characteristics and experiences
- The service is designed for flexibility of support with procedures in place for high/low intensity support provision and for cases that are 'dormant'
- Support is provided for the individual to transition away from Housing First if this is a positive choice for them
- The support links with relevant services across sectors that help to meet the full range of an individual's needs
- There are clear pathways into, and out of, the Housing First service

Housing and support are separated. This means:

- Support is available to help people maintain a tenancy and to address any other needs they identify
- An individual's housing is not conditional on them engaging with support
- The choices they make about their support do not affect their housing
- The offer of support stays with the person – if the tenancy fails, the individual is supported to acquire and maintain a new home

Individuals have choice and control. This means that they:

- Choose the type of housing they have and its location within reason as defined by the context. (This should be scattered site, self-contained accommodation, unless an individual expresses a preference for living in shared housing)
- Have the choice, where possible, about where they live
- Have the option not to engage with other services as long as there is regular contact with the Housing First team
- Choose where, when and how support is provided by the Housing First team
- Are supported through person-centred planning and are given the lead to shape the support they receive. Goals are not set by the service provider.

The service is based on people’s strengths, goals and aspirations. This means:

- Services are underpinned by a philosophy that there is always a possibility for positive change and improved health and wellbeing, relationships and community and/or economic integration
- Individuals are supported to identify their strengths and goals
- Individuals are supported to develop the knowledge and skills they need to achieve their goals
- Individuals are supported to develop increased self-esteem, self-worth and confidence, and to integrate into their local community

An active engagement approach is used. This means:

- Staff are responsible for proactively engaging their clients; making the service fit the individual instead of trying to make the individual fit the service
- Caseloads are small allowing staff to be persistent and proactive in their approach, doing ‘whatever it takes’ and not giving up or closing the case when engagement is low
- Support is provided for as long as each client requires it
- The team continues to engage and support the individual if they lose their home or leave their home temporarily.

A harm reduction approach is used. This means:

- People are supported holistically
- Staff support individuals who use substances to reduce immediate and ongoing harm to their health
- Staff aim to support individuals who self-harm to undertake practices which minimise risk of greater harm
- Staff aim to support individuals to undertake practices that reduce harm and promote recovery in other areas of physical and mental health and wellbeing

According to The Guardian, in Finland, between 2008 and 2015, around 2,500 new dwellings were built for homeless people, supported by teams of trained advisers, with the effect of dramatically

reducing homeless numbers and securing the vast majority in stable tenancies. It has also been piloted in Manchester, where 80% of tenancies have proved to be stable. There, it is estimated that the Local Authority has saved £2.51 for every £1 invested.

A major report by the think-tank Centre for Social Justice (CSJ) is now recommending this approach as a way to tackle rough sleeping and homelessness in the UK.

The CSJ is calling on the government to adopt Housing First nationwide by investing £110m to secure homes in the private rented sector for those who have suffered recurrent homelessness, and to provide wraparound care and advice once they are housed. It argues that the scheme would pay for itself within three years by cutting the costs of remedial treatment, which often has little positive effect. Homeless people currently have to progress through different types of hostel and shared accommodation, where they must show they have undergone treatment for their problems before being awarded a tenancy. But the CSJ says that approach should be 'flipped', with the first priority being the provision of a permanent home.

The CSJ report states: 'Housing First prioritises rapid access to a stable home for someone, from which they can then begin to address other support needs through coordinated wraparound support and case management. Importantly, someone does not have to prove that they are 'housing ready' to access permanent housing and there is no requirement to engage in support services to continue to maintain a tenancy.'

Holistic Approach

It is clear from the research and data available that the accommodation crisis for CJS service users cannot be resolved in silo. It is not solely an accommodation problem but a social one and therefore can only be successfully resolved through a holistic approach. The full assessment of each CJS service user at the point of entry into services should identify the key issues related to offending and harm. In order to address the accommodation crisis it is imperative the issues linked with obtaining and maintaining accommodation are immediately highlighted and addressed in the supervision plan. Regardless of whether the individual is in custody or in the community the available services should then be sequenced and delivered in order to prioritise securing and stabilising safe housing.

For example, Swale put in place a multi-agency protocol; Swale Multi-Agency Professionals Meeting: Homeless, Complex, and Multiple Needs Offenders, which is an information sharing and joint working protocol between: HMP Elmley, Kent Police, Swale Housing Department, Swale Community Safety Team, KSS CRC and Kent NPS.

Following a number of serious incident investigations in the Swale area, from 1st June 2016 HMP Elmley, Kent Police, Swale Borough Council Housing Services, Swale Community Safety Team, KSS CRC and the NPS started holding professional meetings to share information on service users who are presenting as homeless with complex and multiple needs, and who are not supported within any other multi-agency framework. This forum was designed to enable Police, Prison, Housing, CSP, CRC and NPS staff to make a contemporary and holistic assessment of the individual's presenting needs, and agree a plan of action to mitigate identified risks and support successful community integration. This multi-agency forum abides by the Kent and Medway Information Sharing Agreement used by public authorities and public service organisations operating within Kent and Medway, including services in the voluntary and private sector.

The principles underlying this protocol are to ensure that sufficient information is shared between identified key agencies on homeless service users presenting with complex and multiple needs, to agree an effective multi-agency action plan. It ensures that current issues of risk of significant

harm and need relevant to service users are identified and shared with other partnerships and agencies in order to support effective decision making and swift referral processes.

It should be noted this forum may need review to ensure it remains operational.

The multi-agency SEE NPS Accommodation Workshop held in November 2016 identified a number of opportunities for the future:

- A referral protocol/pathways
- Adult offenders accommodation programme
- Joint Housing Protocol
- Nomination rights for schemes (multi-agency)
- Partnership and building local relationships
- The implementation of the Homeless Reduction Bill
- Sharing good practice
- Utilising Care Act Assessments
- Linking in with Local Housing Authority commissioning
- Focus on different groups, e.g. sex offenders with learning difficulties, elderly offenders
- Developing work with Community Safety Partnerships

It is recommended that these national and regional developments are monitored closely to ensure integration with locally developed action plans.

Joint Strategic Needs Assessments

Clinks highlights the role of Joint Strategic Needs Assessments (JSNAs) in addressing housing and homelessness issues for CJS service users. JSNAs look at the current and future health and social care needs of the local community, these are needs that could be met by the Local Authority, Clinical Commissioning Groups or the NHS Commissioning Board. Under the Health and Social Care Act 2012, Local Authorities and Clinical Commissioning Groups have equal and joint duties to prepare JSNAs through Health and Wellbeing Boards.

Clinks recommends that the relevant Local Authority housing lead is represented on the Health and Wellbeing Board to ensure the housing needs of the community are identified. JSNAs should consider, 'how needs may be harder to meet for those in disadvantaged areas or vulnerable groups who experience inequalities'. It is positive that some of these groups are specifically highlighted as including people who are experiencing multiple needs and/or have a conviction. However, these groups act as a guide and JSNAs are not required to explore the needs of these populations.

Clinks recommends that JSNAs include a specific focus on the needs of people with convictions and those who experience multiple and complex needs. This will ensure JSNAs can be a useful tool for determining supported housing needs.

Making Every Adult Matter

Consideration could be given to widespread adoption of the principles of the Making Every Adult Matter (MEAM) Approach. Clinks is a member of the MEAM coalition, alongside Homeless Link and Mind. MEAM currently supports 27 areas across the country to improve local responses for people experiencing multiple needs. Fifteen of these areas are using the MEAM Approach, a non-prescriptive framework to help local areas design and deliver better coordinated services.

Although each MEAM Approach area delivers differently, all bring together a partnership of voluntary and statutory agencies that commit to designing a coordinated and flexible response for people experiencing multiple and complex needs. In many MEAM Approach areas, for instance Sunderland and Basingstoke, the partnership is led by the housing department of the Local Authority, and has helped them to create strong strategic and operational links with other agencies.

Communication and Training

Clinks and Homeless Link note that during their scoping exercise for the report into accommodation for CJS service users, it was highlighted that due to the implementation of Transforming Rehabilitation, some stakeholders reported disruption and confusion about the new probation landscape and the roles and responsibilities of each organisation. They state that it is essential that CRCs and the NPS work to develop and maintain positive relationships between themselves and Local Authorities, including Housing Options Teams, to ensure that there is firstly a clear understanding about each partner's responsibilities and secondly to promote positive accommodation outcomes for their service users.

To ensure appropriate accommodation outcomes have the best chance of being achieved for people in contact with the CJS, it is important that this issue is resolved. Clinks and Homeless Links suggest this could be done through the creation of an accommodation strategy, developed in partnership with the Ministry of Justice, Department of Communities and Local Government and the Department of Work and Pensions.

In the course of compiling this paper it has become clear there remains a high level of confusion both locally and nationally regarding the current Criminal Justice System and the role and remit of probation staff in addressing housing and homelessness problems. An open source search immediately revealed a wealth of inaccurate or misleading information suggesting that 'your Probation Officer can help you find accommodation' with many sources still citing a prison sentence of 12 month or more as the qualifying criteria. The development and implementation of a multi-agency Kent communication and training strategy might be considered to address this issue.

Prison Interventions

When a service user arrives in custody they should be assessed for and placed in suitable services such as substance misuse treatment and mental health services. Release plans need to be ascertained in a timely manner allowing sufficient time to be assessed for suitability. Where it is known that the individual does not have appropriate accommodation to be released to they should be referred promptly to the appropriate resettlement service such as Through the Gate, NACRO or other accommodation providers that work in prisons.

Clinks and Homeless Link highlighted some good practice during their scoping exercise. A 'departure lounge' has been developed at HMP Durham, within the prison visitor centre, for people released from HMP Durham within the Durham Tees Valley area. This provides an opportunity for the CRC to meet with their client immediately after release. The departure lounge has been developed in partnership with local agencies such as Durham Food and Clothes Bank, Drug and Alcohol Action Teams and Nepacs. The Through the Gate team provide an appointment card listing all of the client's appointments and issue an all-day bus pass. The departure lounge also provides a place for the families of those being released to meet them. This model could be further explored by Kent prisons.

Prison Estates

Glyn Robbins (housing worker and campaigner) argues for prison land in London to remain in public ownership and to be redeveloped into genuinely affordable homes. The government announced the closure of Holloway women's prison in 2015. Robbins notes that the 10-acre site now stands empty in the borough of Islington which, despite the media stereotypes, is the tenth most deprived in England. He cites that there are 20,000 households on the housing waiting list and 880 families in temporary accommodation. Robbins argues that building hundreds of 'genuinely affordable' homes on the Holloway site is recommended. Instead, the government has appointed a property agent with a view to selling-off this valuable public asset to private developers.

In Glyn Robbins article 'A Prison Break from the Housing Crisis', he expands that this case has implications beyond north London. The government has embarked on a programme of closing inner-city prisons, freeing-up land where thousands of homes could be built. But once that land is privatised, the chances of it being used for public benefit evaporate. He fears that an opportunity to reduce housing need could be missed at Holloway, as has happened elsewhere. He reports that Jeremy Corbyn, supports the development of a community plan to include the maximum possible number of social rented homes, alongside social facilities and a women's building to honour the history of the place where the suffragettes were imprisoned.

Using public land to address the housing crisis goes beyond former prisons. The New Economics Foundation (NEF) has identified ten plots around the UK where 4,631 homes could be built. But the NEF has also found that when public land is developed, only 20% of the homes are genuinely affordable. Glyn Robbins states, 'this gets to the heart of the housing crisis'.

Tenancy Sustainment Programme

There is a clear need for the delivery of tenancy sustainment and 'good neighbour' programmes both in the community and in custody. During the scoping exercise conducted by Clinks and Homeless Link, respondents were keen to express that providing training opportunities, to improve and demonstrate tenancy and independent living skills for people leaving prison, would assist them to access housing and demonstrate that they could be a 'good tenant'. There are such programmes available and it is recommended these are reviewed for suitability and then re-rolled and promoted both in the community and in custody.

Subsidised Tenancies

A KSS CRC manager has proposed subsidised tenancies as a potential solution for IOM service users (though it could be expanded to other CJS service users), suggesting an agreement with an accommodation provider who would provide a tenancy and additional wraparound support. It is also suggested this be supported by volunteers who specifically work with the IOM cohort who can also give them support and ensure they keep their appointments, sign on for their benefits or attend required employment training.

A challenge to accommodation providers is that these types of tenancies incur additional costs. One suggested solution is to subsidise tenancies through funding in order to pay accommodation providers to install CCTV and to pay for the additional tenancy support packages. Suggested commissioners include Community Safety Partnerships, Police and Crime Commissioner and Local Housing Authorities, though this is not an exclusive list.

A further suggestion from a former KSS CRC staff member is the consideration of 24 or 48 hour tenancies to address the issue of those service users who are not tenancy ready due to multiple complex issues. The tenancy could be reviewed on a rolling basis, withdrawn if necessary and reinstated with service user agreement. This would provide the opportunity for service users to build their skills and experience in managing a tenancy whilst not permanently excluding them on the basis of poor behaviour.

Local Authority Housing Policy Review

All Local Housing Authorities are required to publish a Homelessness Strategy that is supported by a review of activity in their area (some Kent districts have joint Strategies). In addition they also publish a Housing Strategy for their area. These documents are available through the Local Authority websites.

Clinks recommend that each Local Authority develop a multi-agency housing strategy. Local Authorities should clearly define vulnerable groups to include people with a conviction and stop excluding CJS service users from support on the basis of intentional homelessness due to a criminal conviction. This could be restricted to those cases where the criminal activity has directly led to the withdrawal of the accommodation, e.g. cultivation of cannabis in the home. Local Housing Authorities should also consider accepting individuals assessed as presenting a high or medium risk of serious harm if provided with a robust Risk Management Plan outlining how the person's behaviour and risks will be managed.

They also recommend to the DCLG that future funding models should be designed to enable flexibility and encourage reciprocal relationships between Local Housing Authorities that will enable people who have offended to receive housing support from a Local Housing Authority where they do not have a local connection if assessed as necessary.

Furthermore, Clinks and Homeless Link raise the importance of inter-agency relationships as a critical factor in addressing housing and homelessness for CJS service users. When someone is leaving prison with 'No Fixed Abode' they generally need to attend a meeting with the Housing Options team, based in the Local Authority, to get advice or to be assessed under homelessness legislation. In areas covered by the research (except Wales) there are not yet strong strategic or operational links between the Local Authority Housing Options Teams and the NPS or CRCs, they were considered to be 'embryonic'.

One notable exception to this is in Wales due to the implementation of 'the pathway', which is designed to support Local Housing Authorities, Youth Offending Teams, the NPS and the Wales CRC to carry out their new responsibilities, providing services to people due to leave the secure estate. The pathway aims to bridge the gap between the Housing (Wales) Act 2014 and the Offender Rehabilitation Act 2015, supporting prisoners to access appropriate accommodation on release.

During the Clinks and Homeless Link scoping exercise, some stakeholders reported that accessing Housing Options teams has become increasingly challenging. Stakeholders said that some Local Housing Authorities require people to make an online application for homeless services which serves as a huge barrier for people leaving prison, as access to the internet in prisons can be challenging or even completely unavailable.

Some stakeholders said that advocacy and even legal advice is required for service users to get an adequate service when meeting with some Housing Options teams. Further to this, stakeholders said that in many cases it is not possible to undertake link work with Housing Options until someone leaves prison. Not knowing if and where accommodation will be provided can be a

source of stress and anxiety for prisoners and also impact on planning for other services and interventions.

However, the Clinks and Homeless Link scoping exercise did highlight some areas of good practice. For example, in Stockton on Tees the Local Authority works flexibly to undertake work with individuals before they leave prison. They also do not assess intentionality before providing temporary accommodation. Some Housing Options teams have specialist workers working with people in contact with the CJS. For example, Tower Hamlets has a specialist worker based in probation services who sees people under supervision.

In light of these findings, actions to further develop strategic and operational links between CJS agencies and Local Housing Authorities in Kent are highly recommended.

Supported Housing

Questions about the future of funding for supported housing remain a concern. In November 2016 the government announced a consultation on future funding models for supported housing. For the purpose of this paper I have reviewed the consultation responses from Clinks and Homeless Link.

Clinks emphasise the importance of supported housing providers and their clients being fully informed about the changes to the funding for supported housing and how this is likely to impact them and their services. Clinks recommend that DCLG and DWP provide up to date and frequent guidance to supported housing providers, and work in partnership with them to promote accessible guidance to their service users. In a response to the DCLG consultation Clinks state that as the intention is for DCLG to devolve top-up funding to providers, it is essential that this is supported by clear strategy, accountability framework and guidance to support Local Housing Authorities undertaking their new commissioning responsibilities.

During Clinks consultation, members supported the development of a national commissioning framework for supported housing. It is suggested that the framework should enable and encourage co-commissioning arrangements to facilitate partnership working across different sectors, including health and CJS agencies. This should help ensure that the multiple and complex needs of people requiring supported housing are met. If a national commissioning framework is established, it is essential that this is done in partnership with other government departments, including the Ministry of Justice (MoJ).

During Clinks consultation, members said that longer term contracts would give organisations greater certainty and the stability to enable them to develop their services to most appropriately meet the needs of their clients. However, to ensure that smaller, voluntary sector organisations are able to deliver services, Clinks recommends that grant funding should be used to fund innovative, untested services, to allow for continuous development of the evidence base.

To encourage market diversity, and ensure that smaller organisations are able to take part in the commissioning and procurement process, it is important that Local Authorities carefully consider the impact of contract size on market diversity. Clinks recommends that wherever possible large contracts are broken into smaller lots to encourage and ensure market diversity. If Local Authorities are considering combining several existing contracts, an impact assessment should be carried out to assess the effect on market diversity.

In their recommendation to the government, The National Housing Federation (NHF) state that housing costs should be met in a way which gives long-term certainty to funding for providers, to enable continued investment in homes and services that meet tenants' needs. To do this they argue that the government should continue to fund actual rents and eligible service charges

through the mainstream benefits system with checks on who can receive this funding via a new approach to registration for providers.

The NHF suggest that support costs should be funded from a central government budget, which different departments could feed into, setting the outcomes they would like to see for the money that they are putting in. Some of this money would be distributed at a national level and some at a local level to ensure spending meets local needs and complements any health and care commissioning. Additional safeguards would need to be built in to protect any local funding.

The NHF summarise the key proposals for supported housing as:

- The removal of the threat of the Local Housing Allowance cap from the supported and sheltered housing sector
- Funding actual rents and eligible service charges for supported and sheltered housing via the benefits system through Universal Credit and Pension Credit
- Strengthening funding mechanisms for support services by establishing an enhanced national budget for support services
- Exploring approaches to safeguarding any funding that is devolved to a local level, including the use of a ringfence
- Working with the sector to develop proposals around a new approach to registration and regulation for supported and sheltered housing providers.

It is of note that in Kent Pathways to Independence are described by both KSS CRC and NPS managers and staff as providing tremendous support and a being a key partnership agency. CJS agencies in Kent are keen to ensure the security and stability of future funding for Pathways to Independence in light of the planned funding reforms.

Psychologically Informed Planned Environment (PIPE)

CJS staff and service users may be familiar with PIPEs, in relation to specific prison units and Approved Premises. However, a report by No One Left Out, drawing upon 'Psychologically Informed Services for Homeless People: Good Practice Guide' (DCLG, 2012) aims for accommodation support services to also become psychologically informed. A Psychologically Informed Environment (PIE) "is one that takes into account the psychological makeup, the thinking, emotions, personalities and past experience, of its participants in the way that it operates."

PIEs are an approach to supporting people out of homelessness, in particular those who have experienced complex trauma or are diagnosed with a personality disorder. It also considers the psychological needs of staff: developing skills and knowledge, increasing motivation, job satisfaction and resilience. Many of the service users homeless services work with seem to have difficulty managing their emotions, appear impulsive and do not consider the consequences of their actions. Some may be withdrawn, isolated and reluctant to engage or exhibit anti-social behaviour. The purpose of a PIE is to help staff understand where these behaviours are coming from and therefore work more creatively and constructively with challenging behaviours.

Pathways to Independence highlights that they are undertaking a strategic review this year and central to that review is the exploration of both PIE and trauma informed care philosophies which senior managers feel would be of enormous benefit to both service users and staff. The improved outcomes from various projects nationally have been impressive and are in line with how senior managers see the development of both the ethos and culture of the organisation. They are in the early stages of staff training and preparing their current residents for potentially adapting the way they deliver their services. Pathways are also keen to explore the development of community-

based initiatives such as outreach and floating support services to better meet the demand of both the offender and homeless cohorts at a time when they anticipate they will become more marginalised and excluded from mainstream services.

BASS

The Bail Accommodation and Support Service (BASS) is commissioned by the MoJ to provide 550 bed spaces for either defendants or short-term prisoners who would otherwise be in custody due to not having a suitable address for bail or release on home detention curfew. Service users are assisted in their search for move-on accommodation and bailees are offered further support via interventions or signposting in relation to employment and education, alcohol and drug use and other areas of need. Referrals can now be made by either NPS Court duty staff, or from prison-based bail information, home detention curfew or CRC Through the Gate teams.

KSS CRC reports the use of BASS hostels in Thanet and Folkestone as proving very useful. This means releasing service users early on Home Detention Curfew, with the positives of being on a tagged curfew, in supported accommodation and have access to a range of support services that BASS provide. This has been seen to work well both from a rehabilitative stance and in terms of enforcement when needed.

NACRO

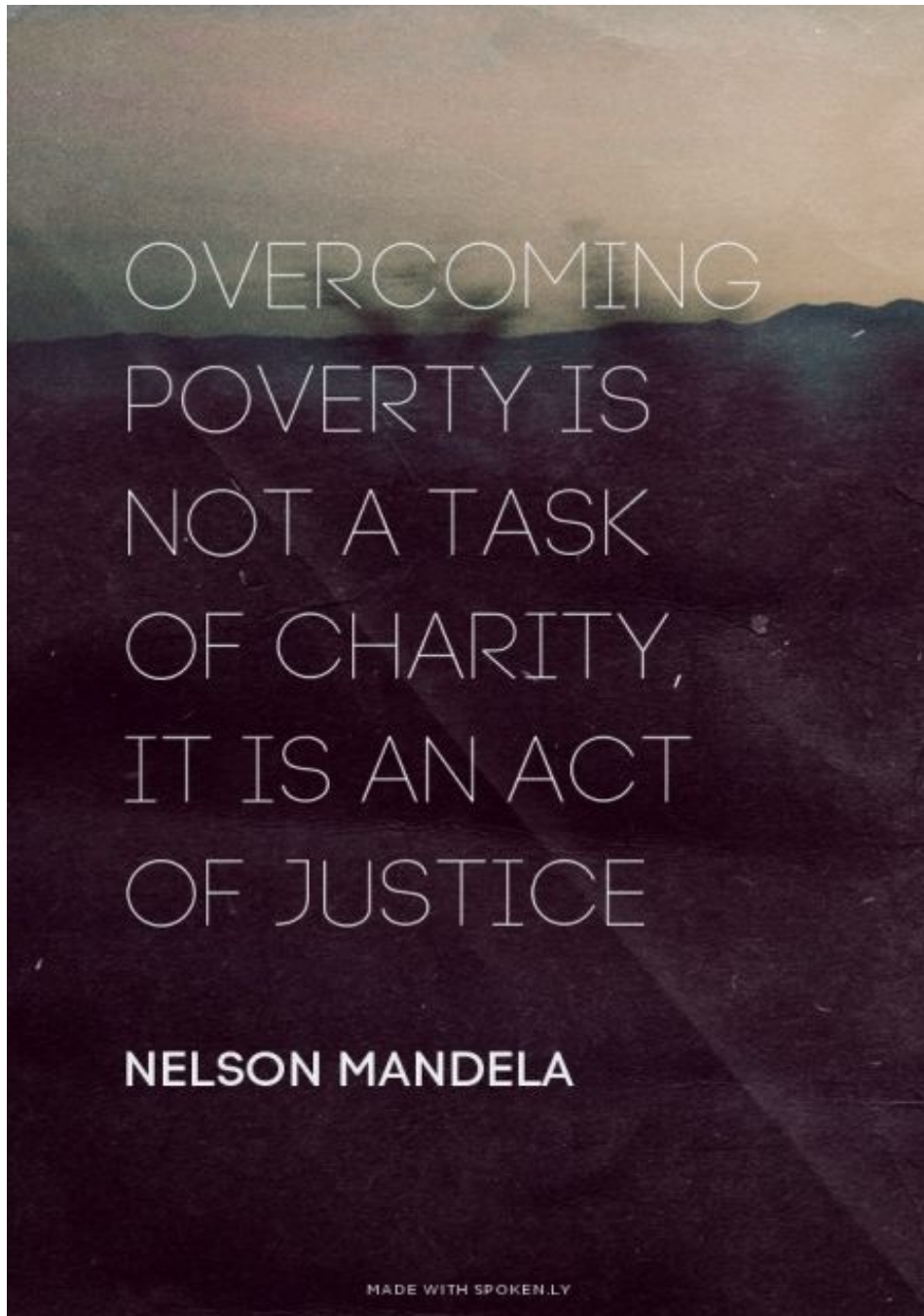
NPS could directly fund NACRO and Centra to provide a service to NPS service users, if NACRO and Centra have capacity and are willing to work with high risk service users. Alternatively KSS CRC could negotiate with NACRO and Centra to make their service available to the NPS via the Rate Card. If this is to be explored further the potential workload impact would need to be fully assessed for support staff. Furthermore, it would have to be clear what the fee for purchase service would provide, for how long and with determined measurable outcomes.

Service User Involvement

Clinks emphasises the importance of service user involvement in addressing housing and homelessness issues. They state that to support someone on their journey to desistance, which is the highly individualised process by which someone may re-offend before stopping altogether, it is important that interventions are not done to someone but they are done with them. It is therefore important that when determining whether someone in contact with the CJS requires a supported housing or other housing placement, that this takes into account the wishes of the service user and is done in partnership with them where possible.

Many voluntary sector organisations facilitate service user involvement, to listen to their service user's views and involve them in service design, delivery and evaluation. These approaches amplify the voices that often go unheard, to make sure services benefit from the insights of experts by experience. Clinks recommends that Local Housing Authorities engage with existing service user involvement networks facilitated by voluntary organisations, especially supported housing providers, to enable service users to strategically inform how supported housing placements and other housing services are delivered.

A collaborative approach with service users should be considered throughout the formation and delivery of the recommended multi-agency housing and homelessness action plan.



Actions for Consideration

1. Explore funding possibilities for accommodation access for CJS service users:
 - a. CRC to fund bed spaces and sell through the Rate Card
 - b. NPS to fund bed spaces through staffing underspend
 - c. Co-commissioning arrangement between two or more RRB agencies
 - d. Develop a CJS private rental sector access scheme
 - e. Develop a CJS service user rent deposit scheme
 - f. Purchase and management of converted shipping container accommodation
2. Monitor recommendations for a cross-departmental government accommodation strategy and communicate/implement as necessary

3. Ensure compliance with existing agency accommodation strategies and communicate/implement as necessary
4. Consider a review and refresh of the Kent Offender Accommodation Strategy and communicate/implement as necessary
5. Each Kent Local Authority to develop and implement a multi-agency housing strategy
6. Consider adopting the Making Every Adult Matter Approach where not already in place
7. Consider adopting the Housing First Approach where not already in place
8. Develop and implement a multi-agency housing and homelessness communication strategy to improve knowledge and understanding of agencies role and remit in relation to accommodation and associated matters
9. Develop and deliver multi-agency housing and homelessness training to frontline staff
10. Develop and maintain a multi-agency housing and homelessness repository of information, resources, referral forms, processes, pathways, training packs and best practice
11. Review existing Tenancy Sustainment and Good Neighbour Programmes for suitability, re-roll and promote
12. Kent Prisons to explore the 'departure lounge' model highlighted as good practice at HMP Durham and, if possible, roll out in establishments.
13. Explore attendance of the Local Authority Housing Leads at Health and Wellbeing Boards (if not already in place)
14. Explore options for a multi-agency scheme to identify empty Local Authority properties, or others available through purchase or let, set up a programme of ETE development to be delivered in the properties developing skills in property maintenance with the longer term plan to let to CJS users
15. Ensure that developments in DCLG Supported Housing strategy are shared with all RRB members in a timely fashion
16. To consider collaboration with service users in the consideration and delivery of the proposed multi-agency housing and homelessness actions

Annex A: Multi-Agency Data Collection

The multi-agency data collection for the purpose of this paper included the following request to Reducing Re-Offending Board and Integrated Offender Management Performance and Delivery Group members, NPS staff and housing partners:

Please provide the following:

- a) A brief summary of your agency and the criteria for service users
- b) Any data sets your agency currently collates in relation to housing and homelessness in Kent

- c) Any data outlining the current accommodation status of your service users. Please breakdown the data in as much detail as possible, e.g. No Fixed Abode – are they street homeless/rough sleeping, sofa surfing or avoiding home visits/curfew. If possible please include demographics, e.g. age, gender, location.
- d) Your views on the strategic and systemic barriers to your service users obtaining and maintaining suitable accommodation?
- e) Any relevant documents, research, papers etc. you feel should be reviewed in preparation for this paper.

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