CHANGING THE DYNAMIC:

An Evaluation of the South West Accommodation Gateway (SWAG)

July 2008

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Executive Summary

1. Context

1.1   The South-West Accommodation Gateway (SWAG) was a two-year project, funded by the Ministry of Justice until March 2008 with an annual budget of approximately £700k per annum. Managed by NOMS South West (SW), its aim was to reduce re-offending and crime by preventing and reducing the homelessness of offenders in the community and on release from custody.

1.2   NOMS SW commissioned Gateways in three areas in the South West. The first two Gateways opened in Plymouth and Dorset in September 2006, and the third, in Bristol in February 2007. Delivery is led by the local probation areas in Plymouth (Devon and Cornwall Probation Area) and Dorset (Dorset Probation Area), and by Bristol City Council in Bristol. However, in both Plymouth and Bristol, a local voluntary sector agency is a critical delivery partner.

1.3   The underlying principles governing the methodology of the evaluation are adapted from action research. The evaluation team have placed great importance on the needs of stakeholders - Partnership Board members, Gateway staff, stakeholders from agencies working with the projects, referrers, providers and offenders - and action research methods provide a continual linking of research with practice.

1.4   The process of working alongside stakeholders and in particular the staff of the SWAG has had a major impact on the recommendations and outcomes presented. Indeed the evaluators have adopted a variety of roles during this project including those of consultant, advisors, facilitators and researchers. We have seen the projects respond and adapt their processes and practices in the light of emerging findings.

1.5   The findings presented in this report represent some fascinating and insightful conclusions on the experience of three Gateways operating in different geographical locations, with a range of agencies, differentially related to each other through local structural arrangements, a range of referrers and providers, unique sets of offender profiles and variable amount and quality of housing provision and resources to meet need.

1.6   This report will not recommend a single model which can be replicated across the country. Instead trends have been observed and replicated across models charting a robust set of critical success factors which will enable other areas to develop the concept to fit its own local circumstances.

1.7   The operational staff of all the Gateways have worked tirelessly to produce workable and replicable practices which has enabled us to draw conclusions about building joined-up services in any locality.

1.8   The three Gateways are examined to identify their objectives, performance, strengths and challenges and the profile of referrals and their accommodation outcomes. The evaluation uses qualitative data gathered from the stakeholder interviews, staff workshops, offender interviews and workshops, and quantitative data extracted from the Gateways' monitoring systems. It also draws on documentary analysis of key documents including Service Level Agreements, Performance Management and KPI reports, Gateway case studies, prioritisation and referral protocols and guidance and partnership board documents.

2.1 Key Findings - Overview

2.1.1   Four strands can be identified as key to the work of the Gateways. Key findings are summarised under these themes which are:

- operational work in the placing of offenders in sustainable accommodation and increasing number of offender accessible bed spaces
- developing partnership and inter-agency work
- informing local and regional strategy/commissioning using Gateway data and learning
- drawing learning from the Gateways to support national roll out.

2.2 Key Findings - Gateway Operational Practices

2.2.1   Each Gateway has established a model of working which responds appropriately and dynamically to local circumstances, achieves local engagement by all significant agencies, builds effectively on prior arrangements and improves the access to appropriate housing for its target group.

2.2.2   Within each model a centralised, one-stop shop for housing needs for offenders, particularly for those with the greatest vulnerability to re-offending, has been created as a vehicle for co-ordinated action which will assist offenders in desisting from future criminal activity.

2.2.3   Each Gateway has received and managed a high number of referrals, with complex criminogenic histories and often at the highest level of risk.

2.2.4   In addition to direct impact on availability of accommodation for offenders, the Gateways' capacity to influence availability of housing for offenders was found to be linked to more effective matching to vacancies and better access to information on the range of provision.

2.2.5   Of those referrals needing accommodation more than one in three has been accommodated. If those offenders the Gateways were unable to assist are excluded this rises to an impressive 47% almost **one in two of all referrals[1].**

2.2.6   Of those accommodated, 91% were in settled accommodation

2.2.7   Whilst data remains incomplete across the Gateways for sustaining accommodation over 3 and 6 months, data extracted from one Gateway shows a 90% retention rate over 3 months, a very stable picture of sustained accommodation.

2.2.8   All Gateways have been able to respond to the needs of female offenders having referrals around 9% of the total and achieving similarly strong levels of engagement with BME referrals.

2.2.9   Each Gateway has identifiable strengths showing the diversity of approaches possible in achieving similar goals:

- The Dorset Gateway efficiently processes high numbers of referrals, with sound assessment systems and good provider links. It has worked effectively with probation who provide the necessary support role. At the same time, it has effectively engaged all key agencies in its work including prisons, Supporting People and providers.
- The Plymouth Gateway has adopted a holistic casework approach with the delivery arm provided by a key, local voluntary sector agency. It has established effective relationships with Supporting People, has produced high levels of sustained accommodation through providing a range of support to their clients throughout the process and established a move-on model of ensuring sustainability of accommodation outcomes.

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1 Cases thus include referrals which the Gateway may currently be working on. An outcome, achieved after the 'accommodation required by date' for that case is therefore not recorded. Although it is acknowledged that this will, in some cases, understate the accommodation outcomes they are included to ensure that we are measuring those referrals who were accommodated at the point at which accommodation was required.

- The Bristol Gateway delivered through the City Council was established later than the other two Gateway projects. It has offered pre-placement support and assessment to secure sustainable accommodation. It has further developed an important role in co-ordinating agencies to provide support beyond the placement of offenders. It has had a focus on women and BME offenders and has had a worker working in the local prisons to help support effective resettlement.

2.2.10   Offender feedback on their experiences with the Gateways was consistently positive appreciating the responsiveness and flexibility of the Gateway staff which often contrasted with their previous experiences of the formal systems.

2.2.11   In summary, Gateways provide a more joined up and streamlined service than was previously available, have increased access to bed spaces and provided an effective one-stop shop.

2.3 Key Findings - Inter-agency Outcomes

2.3.1   All Gateways have been effective in advocating for their client group with key local agencies. This has produced a positive engagement from all key agencies, which is reflected in practical financial support for the continuation of all the Gateways during 2008/09. Alongside local funding streams, NOMS has committed a total of £250k across the three Gateways during 2008/09, to provide for a period of transition into local budgets.

2.3.2   The role of the Gateway Partnership Boards proved important in communicating and embedding the Gateways' operations, in providing cohesive partnership working and cross forum interaction. The overall consensus of the interview data was that the Partnership Boards functioned well and fulfilled their remit effectively.

2.3.3   A key area of impact of the Gateways has been in their engagement with partners, joining up services and working across agencies.

2.3.4   Many providers identified the increase in trust which the Gateways had brought and felt that this underpinned good and improving relationships amongst them all.

2.3.5   Gateways have worked well with local providers including private landlords and have been able to change priorities and achieve access to more bed spaces for offenders than were previously available. This role has also helped in the streamlining of services. This is evidenced in experiences of referrers, providers and offenders. The Gateway has created more effective pathways for offenders.

2.3.6   Staff have been effective in advocating for offenders at a variety of groups, panels and forums to help create a more positive engagement with the needs of this difficult group. It is clear that all of the Gateways have had a positive impact on the work of other agencies through their more targeted and offender-focused provision.

2.3.7   The piloting of a Common Referral Form has now produced an agreed document which can be replicated across the country which will particularly assist those agencies who might typically refer beyond one particular local area e.g. the prison estate.

2.4 Key Findings - Gateway Strategic Outcomes

2.4.1   Regional NOMS leadership has enabled engagement from regionally and nationally based organisations who can provide support for this work across the region and sub-regions. Regional relationships between SWAG and HMPS have been critical.

2.4.2   Gateways have contributed to the re-thinking of area strategies for accommodating offenders through advocating for this client group and being represented at the strategic table.

2.4.3   There is qualitative support for cost savings resulting from the co-ordination of activity through the Gateway which has resulted in replacing services previously undertaken by other key agencies.

2.4.4   Gateways have been instrumental in promoting the view that offenders are a group with needs in their own right. Whilst these needs may well overlap with other priority groups (e.g. drug and alcohol misuse, mental health, homelessness) this should not obscure the issues specific to offending which need to be addressed within homelessness services.

2.4.5   Gateways have collected a wealth of information around offender profiles and needs in relation to accommodation and 'what works'. Their data systems provide a unique source to inform and support future commissioning priorities and service delivery.

2.5 Key Findings - Applying the Lessons

2.5.1   There is significant support in the literature for the links between accommodation and reducing re-offending and this has also been a strong theme emerging from the stakeholder research. Thus the work of the Gateways is seen as having far-reaching outcomes and consequences for individuals and communities which would benefit all areas dealing with offender homelessness.

2.5.2   A one size fits all approach to this complex issue is neither appropriate nor feasible. It is neither possible nor desirable to promote a single model which can be replicated across the country, instead three successful approaches can be drawn upon. Flexible, local responsiveness is the key dynamic of change.

2.5.3   Organisational leadership of a Gateway does not appear to be better located in any one particular agency - probation, voluntary sector, city council, prison or independent provider. There are advantages and disadvantages to each location. Inter-agency working is necessarily complex and must build on pre-existing networks.

2.5.4   A co-ordinated approach to data management is an absolutely necessary building block for a successful project. Investing in a co-ordinated provision for meeting the housing needs of offenders will demand an investment of resources. Data Management systems and collection of baseline data for comparative purposes have to be put in place to make reliable judgments of the efficacy of any project.

2.5.5   Critical Success Factors have been identified which can be applied in any area of the country.

3 Key Recommendations

For the Gateways

Key Recommendation 1: Each Gateway needs to ensure that strategic and operational management is clearly delineated and co-ordinated and sufficient time is dedicated to each aspect of this role, whether by allocating to separate staff or by clear demarcation of job responsibility.

Key Recommendation 2: Through the provision of a one-stop shop the Gateways have gained knowledge to support streamlining of provision and increased awareness of gaps and shortfalls. All Gateways need to identify formal and systematic mechanisms to ensure that this knowledge is disseminated to relevant agencies and acted upon to achieve best practice.

Key Recommendation 3: Gateways must prioritise the collection of useable data, such as 3 month and 6 month data, to demonstrate the sustainability of accommodation for offenders.

Key Recommendation 4: Gateways must establish processes for ensuring the offender voice is captured to inform best practice. This might include: exit interviews, feedback questionnaires and service user representation.

Key Recommendation 5: Gateways should collect statistical data on the range of interventions and activities to demonstrate more robustly the range of activities and their impact on other agencies.

Key Recommendation 6: Gateways should instigate formal processes of continuing reflection on the operation of their models and their application to changing local demands. This should include the capture and response to what does not work, as well as what does.

Key Recommendation 7: Gateways should work with referrers to collect more consistent data on AURs to enable outcomes on this key group to be tracked.

Key Recommendation 8: Gateways should monitor closely and explore their falling referral and accommodation rates to ensure that these are as a result of more effective prioritisation rather than any fall in levels of engagement by referrers or providers.

Key Recommendation 9: Gateways should capture data on numbers and outcomes of End of Custody Licence (ECL)[2] clients and liaise with other agencies to inform and influence the policy and operational agenda.

For agencies working with the Gateways

Key Recommendation 10: Referrers should assist the Gateways in ensuring that information on referrals is complete, accurate and consistent to enable more comprehensive conclusions to be drawn from data.

Key Recommendation 11: Effective inter-agency working depends on an approach which is built on openness, transparency and willingness to share and establish processes, protocols and practices. Agencies should ensure that they are willing to change to meet identified need.

Key Recommendation 12: Referral agencies could consider small-scale evaluations of the impact of the Gateways on their own work to provide additional evidence of the impact of the service on their own resources.

For Policy-makers

Key Recommendation 13: NOMS needs to consider the negative impact of ECL on Gateways ability to achieve sustainable accommodation outcomes for prisoners.

Key Recommendation 14: NOMS, prisons and Probation Areas should draw on the Gateway model and lessons of the SWAG pilot in order to: better enable offenders to both access and sustain different types of accommodation; develop more effective strategies to engage with local accommodation providers (which are often remote from the areas in which offenders are placed in custody); and proactively use the lessons from service delivery to inform future strategy.

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2 ECL introduced a presumption in favour of release from custody on licence for those prisoners serving between 4 weeks and 4 years for the final 18 days of their sentence, subject to meeting strict eligibility criteria and providing a release address.

Chapter 1
Setting the Context

1.1 Background to the Project

The South-West Accommodation Gateway (SWAG) is a two-year project, funded by the Ministry of Justice until March 2008. Managed by NOMS South West, its aim is to reduce re-offending and crime by preventing and reducing the homelessness of offenders in the community and on release from custody. The main objectives of the project are as follows:

- Improve offenders' access to settled accommodation and their ability to sustain that accommodation

- Develop effective working relationships with landlords and housing providers

- Ensure that data and learning in respect of offender housing need informs local and regional Supporting People/LAA and housing/homelessness strategy.

The project was originally conceived as a three year pilot but in practice was condensed to two years, initiated by the appointment of a Project Manager in February 2006. Gateways were commissioned by NOMS and established, using a phased approach, in three areas in the South West. After a brief development stage, the first two Gateways opened in Plymouth and Dorset in September 2006, and the third, in Bristol in February 2007. Delivery is led by the local probation areas in Plymouth (DCPA - Devon and Cornwall Probation Area) and Dorset (DPA - Dorset Probation Area), and by Bristol City Council (BCC) in Bristol. Plymouth Access to Housing (PATH) is subcontracted to deliver the Gateway service in Plymouth and NOVAS is the delivery partner in Bristol.

As a pilot, the SWAG project was managed by NOMS SW via a small regional project team. Delivery of the pilot was supported by a Project Advisory Board. Chaired by the NOMS SW Regional Offender Manager, the Board's aim was to provide strategic guidance and support to SWAG by:

- Contributing to effective project management and accountability by informing, challenging and supporting the Project Manager in her role

- Ensuring synergies with local, regional and national initiatives within their individual areas of expertise are identified and addressed

- Raising the profile of the project within their organisation and beyond

- Supporting the effective engagement of their organisation with SWAG in order to reduce re-offending

- Identifying skills and knowledge gaps in the Project Board
  (South West Accommodation Gateway Project Advisory Board Terms of Reference, April 2005)

Representation of key regional and national stakeholders assisted SWAG in establishing engagement with key partners to delivery and in raising the profile of the pilot. As a key regional stakeholder, additional mechanisms for engagement were established with HMPS Area Office. For example, it was represented at the regular regional Gateway meetings co-ordinated by SWAG to support the delivery and development of the pilot. Since prisons typically would be referring into more than one Gateway, there was a requirement for consistency, particularly in referral processes. Gateways also needed to understand the prison context to engage effectively and deliver a service relevant to HMPS.

SWAG successfully piloted and implemented the Common Housing Needs Assessment, Risk Assessment and Referral Form (the Common Referral Form) on behalf of NOMS following a Government commitment in the NOMS National Reducing Re-offending Delivery Plan. The form built upon a template developed by NOMS Partnerships for offenders in custody, which was piloted and further developed by SWAG. Whilst each Gateway received its prison referrals using the Common Referral Form from the outset of the project, its use by Probation Areas was phased in during the life of the pilot. Through the operation of the pilot, it became clear that the information needs for prison and community referral forms were similar. A combined

Common Referral Form was therefore created to meet the needs of both types of referrals. The introduction of the form was phased - initially as a tool for referrers to refer into the Gateway and subsequently as a system for referring out of the Gateway to accommodation providers, replacing the various forms providers previously used.

As well as the management and roll out of the Common Referral Form, the establishment of HMPS Housing Advice Practitioners' Forum and engagement with regional housing and supporting people forums are further examples of the SWAG and HMPS activity which took place at a regional level to support Gateway delivery.

After the start of the SWAG pilot, a budget was secured for its evaluation enabling the Hallam Centre for Community Justice at Sheffield Hallam University to be appointed to evaluate the project in May 2007. The evaluation was commissioned to run until March 2008, the end of the pilot period. Since funding was subsequently sourced from both local partners and NOMS for the continued operation of the Gateways in 2008/09, the original evaluation period to March 08 is referred to as the Phase 1 evaluation and the extended data analysis period in 2008/09 is the Phase 2 evaluation. Details of the Phase 2 evaluation are in Appendix 3. The aims of the Phase 1 evaluation are broadly to:

- review the implementation of the SWAG project to inform delivery and development of the project and any national roll out

- explore the relationship between offenders who receive services from SWAG and improvements in their accommodation status

Phase 1 of the evaluation, commissioned in May 2007 post-dated the start of the Gateway Projects. The subsequent design and implementation of the evaluation was thus shaped by the arrangements already in place for the organisation and delivery of the Gateways. The outcomes from the evaluation are thus a snapshot of the timeframe within which we have operated. The vibrant nature of the projects as a set of pilots moulded by events it has confronted, and the need to capture robust and useable data and interact with the evaluation team itself has necessitated a dynamic approach to the research process itself. This has meant that many of the issues noted by the evaluation team at the earlier stages and represented in a number of interim reports[3] during the life of the project have already been incorporated into the daily business of the Gateways or have formed part of the specification for a second phase of the evaluation which will have a more quantitative focus and which will report in June 2009. (See Appendix 3).

1.2 Regional Context

We discuss in Appendix 4 the strong links which have been established in the literature between sustained accommodation and reductions in re-offending. The regional context in the South West is also key. Maguire et al's (2004)[4] study of accommodation for offenders in the South West estimated that around 9,000 prisoners were released annually into the South West region and that every year, over 2,000 prisoners are released into the region in need of more assistance with housing of whom more than 600 would be "willing recipients of accommodation linked with support services" (Maguire, et al 2004: 6). Maguire also points to the serious shortages of both social housing and affordable private housing, a greater problem in the South West than almost any other region. The South West Reducing Re-offending Delivery Plan (2006-08) also points to the significant growth in demand for housing in the South West:

> "Over the period 1991-2003, the region recorded the fastest growth in the numbers of dwellings of any region in England. Areas such as Cornwall have more second holiday homes than social housing which exacerbates the accommodation problem. Affordable housing is more difficult in the south west than in any other region of England." (South West Reducing Re-offending Action Plan 2006-08: 58)

It is clear that in a short term project such as SWAG, the regional problems in housing supply would prove a significant barrier and this context is crucial to any understanding of the Gateways' achievements of accommodation outcomes. For this reason, one of the project's key aims was to increase offender access to accommodation and all of the Gateways have had notable successes - this is discussed in detail in Chapter 3.

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[3] For details of the Interim Reports produced during the project, please see Appendix 1
[4] Maguire, M, Hutson, S. and Nelson, J. (2004) Accommodation for Ex-prisoners in the South West Region. Glamorgan: University of Glamorgan

1.3 Methodological Issues

The underlying principles governing the methodology[5] of the evaluation is adapted from action research. The evaluation team has placed great importance on the needs of stakeholders - Partnership Board members, Gateway staff, stakeholders from agencies working with the projects, referrers, providers and offenders - in the research process and action research methods provide a continual linking of research with practice. This responsiveness enables evaluators, researchers and stakeholders to learn from each other through a cycle of planning, action and reflection. In this context, the evaluation team have ensured that the production of 4 Interim Reports has formed part of that cycle, thus feedback and insights gained during this process have informed, shaped and developed this final version.

The SWAG project explicitly sought to encourage reflection and sharing of practice (this is discussed in Chapter 3). The evaluation itself was also part of the process of reflection and the process of working alongside stakeholders and in particular the staff of the SWAG initiative, both strategic partners and the operational teams, has had a major impact on the recommendations and outcomes presented here. Indeed the evaluators have adopted a variety of roles during this project including those of consultant, advisors, facilitators and researchers. Some key examples of this are outlined below:

- In the early part of the evaluation period much time was spent acting as consultants to the data gathering process. Data extraction was initially difficult and the usefulness of the data for comparative purposes strictly limited. The cleansing of the data fields and agreements across the three Gateways about the characteristics of each data field collected has resulted in a comparable data set - albeit more limited than that which was originally envisaged.

- The data cleaning and completion process was a time consuming one for both the Gateways and the evaluation team and took the best part of the evaluation period to complete. This has inevitably had a significant impact on the extent to which the quantitative and qualitative components of the research could be aligned. The original deadline for the evaluation was extended which had the beneficial impact of enabling the evaluation to use more up to date cost data and to collect quantitative data until the end of the pilot evaluation period. It did, however, mean the qualitative research was conducted far earlier in the process than the quantitative research.

- Limitations in the availability of data reduced the capacity of the evaluation to comment on key areas such as sustainability of accommodation at 3 and 6 months. The lack of comparability of detailed data in certain key areas - support needs, accommodation outcomes and reasons for non-accommodation - has resulted in consultative discussions to increase the robustness of the data collection to ensure that over a longer time period such outcomes can be more reliably tracked. This has influenced the design of Phase 2 of the evaluation. (Appendix 3)

- Attempts to gain the offender voice have pre-occupied the team with some success. This was originally part of the Gateways' service level agreements but was de-prioritised in the light of the evaluation. We welcome that this has been re-introduced following the end of the evaluation as the importance of that voice in understanding the impact of the projects is crucial. We have made suggestions in the recommendations for ensuring that the offender voice is heard.

[5] Further detail of the methodology can be found in Appendix 2

- The Common Referral Form was a key contested issue in the early stages of the evaluation period. There was unhappiness at the length of the form and at the perceived multiplicity of versions of the form. There was also tension between adapting the form, so that it was useable for stakeholders, and maintaining consistency with the monitoring fields of the Gateways. This resulted in some key discrepancies between the form and the data captured for monitoring purposes. This was highlighted in the first and second interim reports. SWAG appointed a member of staff with a specific remit to support the Gateways in the development of the Common Referral Form. This resulted in attention to version control, identification of issues relating to monitoring data and a decision to run the agreed Form without further alterations. We observed an increasing satisfaction with the use of this form at the end stage of the project and have indicated in Chapters 2 and 3 the significant achievements of the Gateways in embedding this form with referrers and providers.

- The evaluation team ran statistical models which we hoped would help us to build a picture of the people referred to the three Gateways, those referrals who were accommodated and those referrals who were accommodated in settled accommodation. Each regression model used 15 variables and while all the models were statistically significant, the small numbers in the majority of the models meant that they were not reliable. This was as a result of gaps in the monitoring data as described above. It is envisaged that a more consistent approach for the second phase of the evaluation. supported by continually improving completion of the Common Referral Form by referrers will result in a more robust model.

- The truncation of the original project timescales and the decision by SWAG to focus from the outset on exit and sustainability strategies meant that the interim reports were given a wider circulation than would normally be expected. Although this meant that care needed to be taken to ensure that we were not driven to drawing premature conclusions, it also ensured (in the spirit of action research) that we captured the insights and feedback of a wide range of stakeholders throughout the process.

- The inclusive approach of the SWAG project team and the openness of the Gateways to the evaluation team meant that we were involved and engaged in a number of meetings and activities beyond those envisaged in the original methodology. This again gave us the opportunity to develop our understanding of the Gateways and to feedback our early findings.

The nature of the Projects themselves as original and innovative solutions to accommodation difficulties for offenders has inhibited the potential to foster comparisons with earlier or similar projects. Indeed an extensive piece of desk research failed to reveal any projects operating in a similar manner to the Gateways to enable us to provide a baseline comparator to assess the impact and cost-effectiveness of SWAG. This is not surprising. The Probation Service has always faced the challenge of providing housing outlets for offenders in a difficult and not always co-operative environment. With the advent of Supporting People, negotiation about support for offenders meant much greater investment in working alongside other agencies and traditional models of individual probation officers maintaining a list of friendly landlords or the service using a single employee to offer housing advice (sometimes with limited experience of the range of housing options available to offenders) is proving inadequate to the task. This report offers an independent and robust insight into the critical success factors for developing a viable accommodation service. (See Chapter 4)

The findings presented in this report represent some fascinating and insightful conclusions on the experience of three Gateways operating in different geographical locations, with a range of agencies, differentially related to each other through local structural arrangements, a range of referrers and providers, unique sets of offender profiles and variable amount and quality of housing provision and resources to meet need. It is unsurprising that this report will not recommend a single model which can be replicated across the country. Instead trends have been observed and replicated across models which enable a robust toolkit to be developed which will enable other areas to develop the concept to fit its own local circumstances.

Pilot projects have an energy and commitment which needs to be factored in to any new development. This is certainly the case here. The operational staff of all the Gateways have worked tirelessly to produce workable and replicable practices which we have captured in this report and which enable us to draw conclusions about building joined-up services in any locality. Offenders themselves have contact with a vast array of services, individuals and agencies. A centralised, one-stop shop for housing needs of those offenders, particularly for those with the greatest vulnerability to re-offending, creates a vehicle for co-ordinated action which contributes to sustaining offenders in a more settled environment and thus contribute to assisting offenders desist from future criminal activity.

1.4 Report Structure

The Report itself is organised in five chapters:

Chapter 2 highlights the individual models developed in each of the Gateways offering a snapshot of what has been achieved and how each model works and operates. This chapter includes an analysis of the data collected to offer some important highlights of this provision and create a baseline for similar projects to make meaningful comparisons.

Chapter 3 draws on a substantial number of qualitative interviews, focus groups and workshops from all stakeholders engaged in the Gateway process to give an overview of stakeholders' perceptions of the Gateways. The evaluation team have triangulated the data collected to produce a 360 degree assessment of stakeholder perceptions. Delivering the Gateway service on the ground is a challenging task and the many tensions and triumphs are highlighted here.

Chapter 4 draws on the research to move away from the consideration of the Gateways themselves. This chapter seeks to provide offender management services throughout England and Wales with a tool kit of factors which must be considered if a successful Gateway is to be developed. There is no single model to be adopted which can be applied uncritically in any area. This type of provision cannot be reduced to a one size fits all. Indeed the evaluation clearly affirms the approach adopted by SWAG to developing locally responsive models in partnership with stakeholders. It identifies the importance of responding to local issues and circumstances and building on existing relationships rather than the simple application of a template. Nevertheless clear elements of good practice have emerged and these are presented here.

Chapter 5 concludes by summarising the main findings and making a series of recommendations for Gateways, other agencies and policy makers.

Chapter 2
Profile of the Gateways

2.1 Introduction

This chapter introduces the three Gateways, looking in some detail at their objectives, performance, strengths and weaknesses and the profile of referrals and their accommodation outcomes. The chapter mainly uses quantitative data extracted from the Gateways' monitoring systems but also draws, where relevant, on supporting qualitative data gathered from the stakeholder interviews, staff workshops, offender interviews and workshops and documentary analysis of key documents including Service Level Agreements, Performance Management and KPI reports, Gateway case studies, prioritisation and referral protocols and guidance and Gateway Partnership Board documents.

For each Gateway, this chapter will give:

- A snapshot of each Gateway's main features, referral numbers and outcomes, referral profile and costs
- A description of services, highlighting the development of the service in relation to the Service Level Agreements (SLAs)
- Details of activities and the broader impact of the Gateways
- A more detailed breakdown of referral statistics, including performance against any targets set in SLAs
- A brief outline of the main strengths and weaknesses of the model as evidenced by the statistical analysis and any relevant supporting qualitative research.

Further detail on the impact of the Gateways in other areas is also indicated in subsequent chapters.

2.2 Contextual Background

As we discussed in Chapter 1, all three Gateways were established with common objectives of:

- co-ordinating access to accommodation provision for offenders through a single point of referral,
- increasing the number of offender accessible bedspaces
- using Gateway learning and data to inform commissioning and strategy of partners

Although they all shared these common objectives, they were explicitly commissioned by SWAG as three very different models, each designed to be responsive to local circumstances. This is reflected in their contracts and Service Level Agreements[6] and impacts significantly on the ways in which the Gateways operate. This perspective along with specifically local issues such as availability of accommodation in the individual Gateway areas means that interpreting the statistics on referrals is not straightforward. Clearly local availability of accommodation will have an impact on what accommodation outcomes can be achieved. Further, accommodation of referrals is not the only activity in which the Gateways are involved. Throughout the life of the project, they have undertaken a wide variety of activities including influencing the strategic agenda for offenders' accommodation, promoting and communicating the work of the Gateway and the issues of accommodation for offenders, devising, delivering and supporting independent living skills training for offenders, influencing supply of offender accommodation with providers and providing guidance and advice to referrers. Examples of this can be found in each Gateway's section and is also discussed across the three Gateways in Chapter 3.

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[6] While Dorset and Plymouth Gateways have Service Level Agreements, Bristol Gateway has a contract. The term Service Level Agreement or SLA is used throughout this report to cover both these types of procurement arrangements.

The complexity of the operating models also has an impact on the statistical data. The short, sharp intervention model of Dorset is very different to the multiple move-on support model in Plymouth[7] and, for example, this has an impact on numbers of referrals, the length of time a case is open and the continuing relationship of the Gateway with offenders after accommodation. Thus, what might seem to be a straightforward comparison is, in fact, more complex. This is also true when looking at Gateway costs which (as discussed in Appendix 4) represent a very different set of activities for each of the Gateways.

The evaluation team undertook a piece of work to investigate regional and local data to ascertain if any baseline figures could be extracted with which to compare the Gateways' referral numbers and outcomes. This included PROMT data - Key Performance Indicator data illustrating, amongst other themes, the ongoing performance of prisons against their annually set targets for accommodation, Initial Housing Assessment Data from prisons, and probation caseload data. This data was not comparable with the statistical data from the SWAG project for a number of reasons. For example:

- Both prison and probation data look at the percentage of the whole population's accommodation outcomes - unlike the Gateway data, it does not look at a population which is exclusively defined as being in housing need

- Data was aggregated at regional or area level[8]

- KPI targets based on prisoners released into, for example, settled accommodation do not provide suitable information on 'accommodation' or 'accommodation-related' 'needs' which are met, or remain unmet for released prisoners

- Data does not cover accommodation 'need' for those who are not subject to statutory arrangements.

The analysis of stakeholder interviews does, however, reveal significant qualitative evidence of the impact of the Gateways and this is discussed in Chapter 3.

A further issue has been the problems in extracting a useable dataset which was discussed extensively in the interim reports. The impact of this has been that we have had a more limited set of data which is comparable across the Gateways than was originally envisaged. Additionally, some of the data was extracted for the first time in April 2008 so where further anomalies or inconsistencies were identified, there was not always sufficient time to resolve them[9]. The second phase of the evaluation gives a further opportunity to address these.

The following are some key, general impacts on the data in this chapter. Specific issues for individual Gateways are also identified in the relevant Gateway profile:

- Where comparable data was not available at a detailed level, we have (where possible) grouped the data into more general categories. This has affected the following data which was collected inconsistently by the Gateways:
  - support needs,
  - accommodation outcomes,
  - reason for non accommodation.

- All accommodation outcomes are at point of need. They have thus been calculated out of a total of closed cases for those referrals in need of accommodation plus live cases where the accommodation required date has passed. Cases thus include referrals which the Gateway may currently be working on. An outcome, achieved after the 'accommodation required by date' for that case is therefore not recorded. Although it is acknowledged that this will, in some cases, understate the accommodation outcomes they are included to ensure that we are measuring those referrals who were accommodated at the point at which accommodation was required.

In describing the accommodation outcomes the terms settled and non-settled accommodation are used. The definitions used below are based on the definitions used for NOMS performance metrics, but provide some additional detail.

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[7] itself a response to local conditions
[8] applies to Bristol and Plymouth Gateways
[9] One example of this is Bristol Gateway's 3 and 6 month data

Settled accommodation

- Permanent independent housing (a) Private Rented tenancy (b) RSL/ LA tenancy (c) No tenancy of own, but stable relationship with householder); (d) owner occupation (e) other

- Bail / probation hostel (approved premises)

- Supported housing (including residential therapeutic/treatment units).

Non-settled accommodation

- Transient/short term (a) B&B (b) staying with friends / family as short term guest (c) shortstay hostel (i.e. a guaranteed bedspace for a period of time) (d) night/winter shelter (no guaranteed bed for night) (e) other

- Also covers No Fixed Abode but these were excluded as accommodation outcomes.

Although the chapter looks at each of the Gateways individually, the snapshot in the section below gives an indication of the significant achievements of the programme as a whole.

2.3 Snapshot of Referral Statistics from the Gateways

The following gives a brief snapshot of the key statistics across the three Gateways. It should be noted that statistical monitoring data collected by the Gateways only covers referrals into the Gateway and their outcomes, it does not capture data on the other activities performed by the Gateways - such as strategic engagement with partners, referrers and providers, and the work that the Gateways do in raising the profile of offenders with regard to accommodation issues. Impacts in these areas are discussed in Chapter 3.

- A total of 2253 referrals

- 1979 of these referrals were in need of accommodation (rather than advice or signposting)

- A total of 737 or 37% of referrals in need of accommodation accommodated at point of need - more **than one in three of referrals**[10]

- Excluding those the Gateway was unable to assist (e.g. because offender did not meet criteria, was returned to custody or no suitable vacancy) this rises to 47% - **almost one in two**

- The total cost[11] of the three Gateways over the period was: **£893,582.40.** (This represents total costs of all activities in all Gateways, including set up costs, activities and promotional costs).

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[10]As discussed in Chapter 1, the evaluation attempted to contextualise this achievement but comparable data was not available.
[11]Costs taken from Gateways' Financial Statements available at time of analysis (April/May 2008)

2.4 Dorset Gateway: Snapshot

Key Features

- Commissioned from and delivered by Dorset Probation Area (DPA)

- Manager and staff seconded from both within and outside Probation service

- County wide remit

- Covers 8 councils; and 3 supporting people teams; falls under 3 different Local Authorities - 1 County and 2 Unitary

- Operational from September 2006

- High volume of referrals and focus on brief interventions with referral to other agencies for support

- Developed and piloted IT based bed management system

Volume/Outcome

- 1138 referrals, of which 1052 were in need of accommodation[12]

- Total number of clients: 893

- Average monthly referrals: 60

- 399 offenders accommodated; 393 in settled accommodation and 6 in non-settled accommodation

- 38% of all offenders in need of accommodation were accommodated;

- If those cases the Gateway were unable to assist are excluded, this figure rises to 49% of offenders accommodated[13]

- Of those not accommodated; 65% did not engage and 35% classified as unable to assist

Demographics

- 8.3% of referrals were female

- 10.6% of referrals BME

Risk Factors and Support Needs

- 15% of referrals subject to MAPPA (Multi Agency Public Protection Arrangements)

- 5% of referrals PPOs (Priority and Prolific Offenders)

- 8% of referrals classified as high or very high risk of harm

- 53% Tier 3; 15% Tier 4[14]

- Key support needs - 82% substance misuse; 75% independent living skills support

Source of Referral

- 42% of referrals in custody at point of referral; 58% in Community

- 81.5% of referrals from Probation; 18.5% from prison[15]

Sustainability of Accommodation

- 3 and 6 month data was not available in sufficient quantities to make an assessment.

Cost of Gateway over life of pilot (Sept 2006 to March 2008)

- £331,942.90. This represents the total costs of all Gateway activities including set up costs. Full details can be found in Appendix 4

[12]In need of accommodation at point of analysis. Includes live cases but excludes cases who have an accommodation required by date in the future and those requiring signposting and advice only.

[13]Reasons for a Gateway being unable to assist an offender include many areas which are beyond the control of the Gateway - for example, an offender being returned to custody (full details are included later in this chapter).

[14]In the Offender Management (OM) Model, offenders are risk assessed and placed in one of four tiers. Tiers 3 - medium to high risk and 4 are the highest risk offenders

[15]Dorset Probation Area has actively promoted the Offender Management model such that offender managers are actively referring offenders in prison who fall into the scope of the OM model. In other Gateway areas where the OM model is less developed, such a referral might more likely be from a housing worker in prison and thus categorised as a prison referral.

2.5 Dorset Gateway: Introduction

2.5.1 Description of Services

> **Case D3**
>
> D3 was on a community sentence for driving with excess alcohol and has problems with alcohol abuse, depression and poor physical health. During the community sentence D3 had been sleeping on the floor of his mothers one bedroomed flat and his Offender Manager made a referral to the Gateway. The offender was interviewed, assessed and a referral made to a private landlord. A rent deposit of £200 was provided by the Gateway to secure the accommodation. D3 feels that the Gateway's intervention was crucial to his resettlement. Since the initial assessment there has been minimal contact with the Gateway but it is evident that the offender's criminogenic and support needs are being met via probation and other agencies. He has remained in stable accommodation, co-operated with his statutory supervision and avoided further offending.

The Dorset Gateway began operation in September 2006. It was commissioned as a high volume, short, sharp intervention model with a focus on those offenders with highest criminogenic need. Unlike the other Gateways, Dorset Gateway has a county-wide remit. The Gateway's focus is on appropriate assessment of need and sourcing of suitable accommodation. In common with all the Gateways, Dorset Gateway has a rent deposit scheme, payable directly to landlords which offenders are expected to repay over a given period of time[16] . Any support needs, once an offender is accommodated, are met by Offender Managers or by referral to appropriate floating or other support services. Accordingly, once an offender is placed in accommodation, the Dorset Gateway has no continuing relationship or involvement with the offender. Should a re-referral or move-on be required, it is the responsibility of the Offender Manager to make subsequent referrals. The Gateway is the only one delivered directly by a Probation area and is well integrated into Dorset Probation Area's operations. Although, a probation-led model, Dorset Gateway was not based in probation offices during the pilot period[17] but, as a result of its close integration, had access to probation contact logs and information systems. Dorset Gateway has been piloting an IT based bed management system which has also been used for management information and reporting purposes. The Common Referral Form was in use in the Gateway for prison referrals from inception but was rolled out later to probation.

The Dorset model operates largely as envisaged within the original SLA. It provides a short, sharp intervention to offenders across the county, engaging effectively with prison and probation referrers. The Gateway has engaged a range of stakeholders and had input at a strategic level to influence offender accommodation provision across the county - examples include input into the Bournemouth Supporting People Offender Sector Review, the Bournemouth and Poole Supporting People jointly commissioned Offender specific Floating Support service specification, development of a Dorset MAPPA 2 and 3 housing protocol and attendance at a wide range of housing fora. The Gateway has also run a number of prison/provider workshops at Guys Marsh and produced a Supported Housing DVD to address offenders' misconceptions about supported housing.

According to the SLA, part of the Gateway's original remit was to operate a service model which was designed to maintain engagement of offenders that do not make a smooth transition from supported housing to independence. The Dorset Gateway model has developed to work closely with supported housing and floating support providers, rather than provide this support directly. However, the Gateway hopes within its future model to develop a greater casework involvement, particularly with regard to Approved Premises move-on.

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[16]Dorset Gateways expenditure against rent deposits is the highest of all the Gateways. See Appendix 4: Cost Analysis for details for all Gateways.
[17]The Gateway is moving into probation offices during 2008

The Dorset Gateway has been piloting an IT-based bedspace management system. Currently the system is in use with five providers and seven supported accommodation schemes. Embedding and encouraging usage of this system has been very challenging for the Gateway - providers do not see it as a priority activity and changes in staffing/re-organisation have meant repeated training and communication has been required. As a result, the Gateway has decided not to pursue any further rollout at the moment. The Gateway continues to use the system with existing providers and also for monitoring and performance purposes. The system was considered by other Gateways but the challenges of achieving buy-in from providers and in tailoring the system to meet their individual requirements proved too complex, or conflicted with existing priorities/strategies such as the Housing Support Register in Bristol.[18]

2.5.2 Funding for Dorset Gateway beyond the SWAG Pilot Period

Dorset Gateway will be sustaining its services during 2008/09. Funding for the service during the year includes non-recurrent funding of £75k from NOMS Partnerships and a combined total of almost £100k which has been secured from Bournemouth, Dorset and Poole Supporting People budgets. This sustained support provides an insight into the importance with which these key partners view the Dorset Gateway:

> [this reflects] *"an acknowledgement by mainstream partners of the strategic relevance of the Dorset Gateway to their own priorities - a significant outcome after little more than 18 months of Gateway operation. In line with all Gateways, the service specification for 2008/09 is informed by learning to date. During 2008/09, the Gateway will seek to establish a sustainable future, including by developing links with the LAA strategy.". (SWAG Project Manager)*

2.5.3 Activities and Impact of the Gateway

"I think that the Gateway and its presence within the...strategic groups has really flagged up offenders as a group" (Partnership Board Member, Dorset)

Subsequent sections in this chapter look at the referral profile and performance of the Dorset Gateway. It is recognised that this gives only a partial picture of the work done by the Gateways and that a significant amount of their work is in other areas such as: engaging referrers and providers, influencing the offender accommodation agenda, and increasing the number of bedspaces accessible by offenders. This is discussed across the three Gateways in Chapter 3 but some key highlights of the Dorset Gateway's achievements have been extracted from its Performance Management Reports and its own case studies and are indicated below:

Strategic Engagement with Supporting People

- Close links with the three Supporting People (SP) Authorities in Dorset, attending Provider Forums, Core Strategy and Commissioning Body meetings

- Provided needs data and gap analysis - integral to the Bournemouth SP Offender Sector Review

- Negotiated a role as designated referral route for a number of key providers - e.g. drug and alcohol dry house services

- Influenced commissioning – number of Bournemouth beds with ex-offenders and those at risk of offending as primary client group rose from four to 30

- Involved in contract negotiations between Poole SP and a floating support provider resulting in increased access for offenders, especially mentally disordered offenders and sex offenders

- Working with Dorset SP to remodel offender services - including consideration of availability in rural areas; also working on faster supported housing throughput and move-on

"[the Gateway] brings together information about needs and the provision and gives us a chance to actually focus very clearly on offenders.' I think that's been one of the big positives" (Partnership Board Member, Dorset)

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[18]The data and information systems in use in the Gateways were discussed extensively in the July Interim Evaluation Report. See Appendix 1 for details.

Increasing the Number of Offender Accessible Bedspaces

- Worked with local branches of the National Landlords' Association to promote awareness of rent deposit provision and training to enhance offenders' tenancy sustainment skills. Successfully increased pool of private landlords taking referrals - including weekly updates to Gateway of homes to let from private landlords and also via Choice Based Lettings

- Developing a protocol (with DPA and Dorset Chief Housing Officers' Group) for high risk offenders

Dorset Offender Accommodation Forum (DOAF)

- Led by DPA, DOAF includes members from prison, probation, Supporting People commissioners and providers; it has facilitated the partnership work necessary to underpin the Gateway and introduction of Common Referral Form (now used for onward referrals into supported accommodation and Floating Support Services)

- Consultation with DOAF following joint prison/provider workshops led to Gateway commissioning of a DVD - Supported Housing: Myths and Reality, made with, and for, offenders.

- Gateway data on need has assisted DOAF to become the strategic lead and key Housing and Housing Support Strategy Group of each of its three SP Commissioning Bodies.

2.6 Dorset Gateway: Referral Profile and Performance

2.6.1 Volume of Referrals

At 1138 referrals, Dorset Gateway's total referral numbers have exceeded their target of 1112 for the period of the pilot. Dorset's service specification anticipated 535 referrals per annum (pro rata) for Y1 (equates to 312 for the period of operation) and 800 for Y2. The Dorset Gateway's targets and referral volumes are higher than the other Gateways, reflecting their model of high volume, brief interventions.

The Gateway has averaged 60 referrals a month through the evaluation period, compared to 33 for Bristol and 34 for Plymouth. The following chart shows a quarterly profile of volume of referrals and numbers accommodated throughout the life of the project. In common with all the Gateways, Dorset shows a downward trend in number of referrals throughout the life of the project. This is likely to be due to a realignment of Gateway services with the development of prioritisation protocols and DPA workload management measures introduced in May 07. These were necessary to manage the very high levels of demand for the service and to ensure that appropriate offenders - i.e. those with greatest need or highest criminogenic need were met. Some of the fluctuation is also likely to be due to seasonal variation with December providing a lower number of referrals in both years of the pilot. The final month of the evaluation period showed 61 referrals in line with target. Again, in common with the other Gateways, the percentage accommodated also falls during the period. The slightly sharper drop in offenders accommodated in the final period, follows on from a high in the September-November period and may also reflect problems with availability of accommodation which again were experienced in December in both years of the pilot. The percentages accommodated over the period were very stable for the first four quarters, averaging between 37% and 39%. The final quarter was the lowest at 33% and the penultimate quarter the highest at 45%. Evidently, as the numbers of referrals are higher for the Dorset Gateway than for the other Gateways, these percentages represent a higher total number of accommodated referrals. We are continuing to track volumes of referrals and outcomes over the course of the next year which should give further insight into these trends.

Dorset: Quartely Referral Statistics
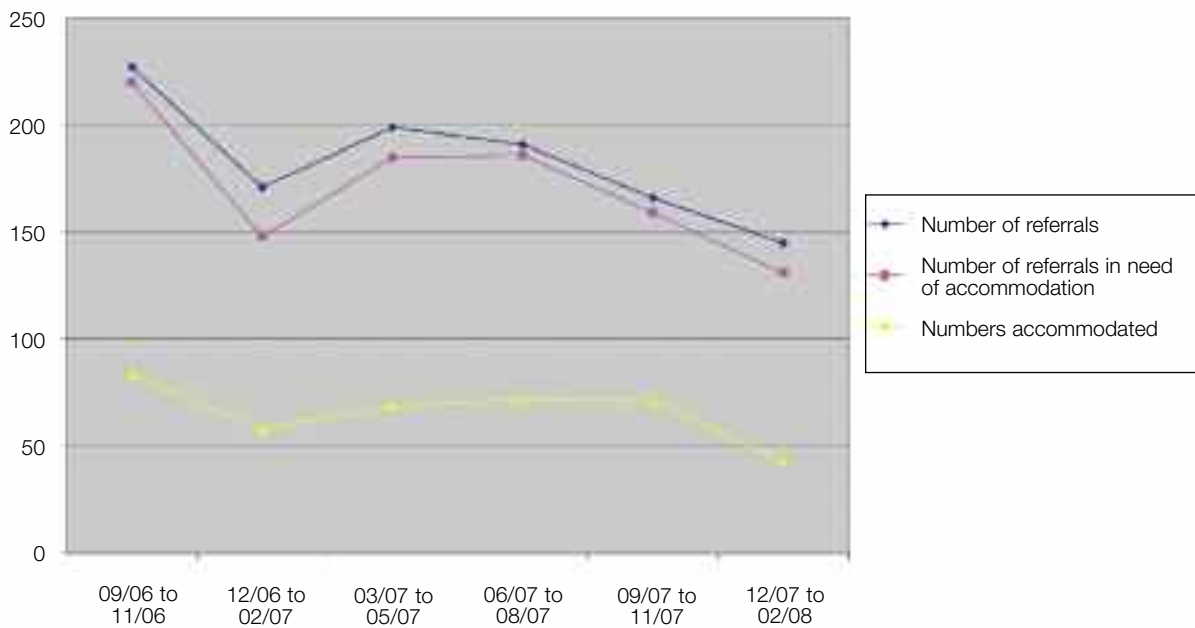
2.6.2 BME and Female Referrals

The total percentages for female and BME referrals across the Gateway are 8.3% and 10.6% respectively. The Gateways were also set targets for BME and female referrals broken down by prison and probation referrals. These were set by SWAG with reference to probation data for each area in relation to the profile of offenders in the local community and data on the profile of offenders in custody. Dorset's performance against these is indicated below:

Female Referrals

Source	Target	Actual
Prison	6%	2.8%
Probation	10%	9.5%

BME Referrals

Source	Target	Actual
Prison	8.2%	10.9%
Probation	5.4%	11.5%

Dorset has clearly exceeded its target for BME referrals from both prison and probation. Although close to the target of female referrals from probation, Dorset has not met its targets for female referrals from prison. Dorset's figures for female referrals have been impacted by their process of referring women and children cases out through the local authority homelessness route. The lack of a housing advice worker at HMP Eastwood Park for a period of the pilot is also a factor, as is distance from HMP Eastwood Park. It is understood that there is now increased awareness of the specific needs of female offenders, reflecting Dorset Probation Area's engagement with the Commissioning for Women project, with Dorset Probation Area and Bournemouth Supporting People considering specific women only provision.

2.6.3 Risk Profile and Support Needs of Offenders

Dorset's prioritisation protocol targets those offenders with the highest criminogenic need and risk of harm. It explicitly recognises that offenders with low OASys scores, primarily within Tiers 1 and 2 will fall outside the criteria for a Gateway referral (though advice is offered in these cases). Interestingly, despite this, the Dorset Gateway has the highest number of tier 1 and 2 referrals (at 12%). As a result of increased prioritisation, the numbers of these as a percentage of referrals dropped significantly in the period June to August 2007 and though it has risen again slightly since, it remains significantly lower than in the early stages of the project. 68% of the Gateway's referrals were tier 3 or 4 [19]; the levels of MAPPAs and PPOs are largely comparable with the other Gateways.

Accommodation rates for MAPPAs, PPOs and Offender Management (OM) Tiers 3 and 4 are as follows [20]:

35% of all MAPPA referrals were accommodated.

13% of all accommodated referrals had a MAPPA level.

31% of all PPOs were accommodated

4% of all accommodated referrals were PPOs.

39% of referrals with OM Tiers of 3 or 4 were accommodated.

90% of all accommodated referrals had an Offender Management Tier of 3 or 4.

Dorset has the highest number of referrals with substance misuse support needs at 82% and 75% of referrals have an independent living skills support need. Health and disability support needs is the lowest for all the Gateways. A detailed breakdown of support needs for the Dorset Gateway is at Appendix 5.

2.6.4 Source of Referrals

Dorset Probation Area has implemented the Offender Management model more comprehensively than is the case in the probation areas where the other Gateways are based. This impacts on the source of referral statistics in that what might be categorised as a prison referral in Plymouth and Bristol might be an Offender Manager referral in Dorset and thus classed as a probation referral for the statistical analysis. The breakdown of referral source for Dorset shows 81.5% of their referrals coming from Probation and 18.5% from prison.

Detailed information on the offender status at referral is shown in Appendix 5. Of all referrals, 42% were in custody at point of referral and 58% in the community. Thus, taken together, this shows a high level of engagement with prisons, comparable, in fact, to the 'prison-focused' model in Bristol. The Dorset Gateway engages with a wide range of prisons in South West, with most referrals coming from HMPs Dorchester and Guys Marsh. The Gateway has run prison/provider workshops and also a workshop at HMP Guys Marsh specifically on the accommodation needs of offenders with mental health support needs. Following on from its prison/provider workshop, the Gateway has produced, and SWAG has disseminated nationally, a DVD to address misconceptions that result in offenders resisting referrals to appropriate settled accommodation. Its probation referrals come predominantly from Bournemouth. A full breakdown of source of referral for the Gateway is at Appendix 5.

[19] 20% of data on OM tier was missing from Dorset's data set
[20] These figures relate to those referrals in need of accommodation

2.6.5 Accommodation Outcomes

During the period of the pilot, the Gateway successfully accommodated 38% of those referrals in need of accommodation - equating to 399 offenders. Of the 38%, these were mainly in settled accommodation with the majority (26.3%) in supported housing followed by 9.9% in private rented tenancy. A detailed breakdown is shown in the table below.

Category	Sub-category	Frequency	Percentage
Settled	Permanent independent housing achieved via statutory homelessness route	6	0.6
	Permanent iIndependent housing - private rented tenancy	104	9.9
	Permanent independent housing - LA Tenancy	2	0.2
	Permanent independent housing - No tenancy of own but stable arrangement with friends, family or partner	1	0.1
	Other permanent independent housing	3	0.3
	Supported Housing	277	26.3
Total Settled		**393**	**37.4**
Non-settled	Transient - Short stay hostel	3	0.3
	Transient - Night/winter shelter	1	0.1
	Transient - Other	2	0.2
Total Non-settled		**6**	**0.6**
Total Accommodated		**399**	**37.9**

There are no similar projects with which to compare performance of the Gateways in accommodating offenders. Due to the lack of baseline data no targets were set in SLAs in the pilot phase in respect of the accommodation of offenders. At 38%, Dorset Gateway's performance is in the middle of the three Gateway pilots - lower than Plymouth's but higher than Bristol's.

There was a requirement for the Gateways to collect data on accommodation outcomes at 3 and 6 months to demonstrate sustainability of accommodation over time[21] . Unfortunately, in the final data set, 3 and 6 month data existed for too small a percentage of cases in Dorset to enable any robust conclusions to be drawn. This is hoped to be an area of focus for the second phase of the evaluation (see Appendix 3).

2.6.6 Referrals not Resulting in Accommodation Outcomes[22]

1052 referrals in Dorset were considered to be in need of accommodation, of which 399 were accommodated. This leaves 653 referrals in Dorset who were not accommodated. In fact, the Gateway has indicated reasons for non-accommodation for 672 referrals which suggests that 19 referrals were coded incorrectly. It is not possible to ascertain which these are, so for the purposes of this analysis the whole data set of 672 has been used. For the purposes of comparison with other Gateways, the reasons for non accommodation have been broken down into two broad themes: did not engage (65%) and unable to assist (35%). A further level of detail of these is shown below:

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[21]This requirement was highlighted in the July Interim Report

Category	Sub-category	Frequency	Percentage
Did not Engage	Lack of engagement by offender	332	49.4
	Offender refused offer	21	3.1
	Offender did not arrive for interview/move-in	86	12.8
Total - Did not engage		**439**	**65.3**
Unable to Assist	Offender does not meet eligibility criteria	68	10.1
	No suitable vacancy	15	2.2
	No suitable vacancy - due to client's arrears history	4	0.6
	Current accommodation adequate	75	11.2
	End of custody licence (ECL)	15	2.2
	Client unwilling to engage with treatment/support services	10	1.5
	Client still misusing	46	6.9
Total - Unable to Assist		**233**	**34.7**
Total		**672**	**100%**

Gateway staff feel that their operating model gives them less opportunity to influence engagement than in the more intensive support model of other Gateways and the percentage of those offenders who did not engage is indeed higher than for the other Gateways. That said, while it is significantly higher than Bristol's figure, it is only slightly higher than for Plymouth which has the most intensive support model of all the Gateways.

2.6.7 Costs of the Gateway

The total costs of the Gateway over the period were £331,942.90. These costs include set up and, as previously stated, cover all of the work undertaken by the Gateway, not just the activity associated with accommodation placement. This is slightly higher than the other Gateways both as a total cost and a monthly average. In common with the other Gateways, staff costs were the biggest percentage cost, at 60% of the total costs. Set up costs were higher in Dorset than in the other Gateways, mainly as a result of the costs of purchasing furniture for the setting up of the Gateway. The Gateway also had the costs of the set up of the pilot bed management system.

As a result of its short, sharp, high volume intervention model, the Gateway has the lowest costs per referral of all the Gateways at £291.69 per referral. It also has the lowest total cost per accommodated referral at £831.94. This is also the case when set up costs and activities are excluded, when figures fall to: £244.55 per referral and £697.48 per accommodated referral. Details of costs and a comparison across the Gateways can be found at Appendix 4.

2.7 Dorset Gateway: Features, Strengths and Challenges

The following diagram gives a brief snapshot of the main features, strengths and challenges of the Dorset Gateway model. This is intended to give a brief summary of the issues which emerged from the analysis of the qualitative data interviews conducted within the Gateway.

[22]Cases include referrals which the Gateway may currently be working on. An outcome, achieved after the 'accommodation required by date' for that case is therefore not recorded. Although it is acknowledged that this will, in some cases, understate the accommodation outcomes they are included to ensure that we are measuring those referrals who were accommodated at the point at which accommodation was required.

CORE CHARACTERISTICS

- led by Probation Area
- county-wide remit
- high referral rate and short, sharp interventions
- bed management system
- builds on DOAF
- strategic integration with SP

Referral Processes

Strengths
- high volume, cost effective service
- operating above targets
- lowest cost per referral ratio of all gateways
- focus on quality of assessment
- Use of electronic CRF

Challenges
- relies on support elsewhere in the system
- little face-to-face interaction
- how to influence non-engagement?
- how to facilitate move-on
- lack of sustainability data

Data Management

Strengths
- success of system with number of providers
- enabled collection of monitoring and performance data

Challenges
- bed management system expensive resource
- full benefits rely on full engagement
- development of an SP funded system with contractual obligations would be beneficial

Delivery Structure

Strengths
- probation-led
- good crim justice links
- leveraging existing relationships - e.g. DOAF
- facilitates prob. staff engagement
- complements Offender Management Model in operation in DPA
- security to providers

Challenges
- pre-existing views of probation by offenders may impact on engagement
- limitations in location for accessibility

Prison Links

Strengths
- rapport with local prisons
- prison/provider workshops
- DVD
- high number of referrals when offender in custody

Challenges
- early release from prison (ECL)
- personnel changes in prison
- prisons at a distance from scheme

Extent of Facility

Strengths
- existing close working between Bournemouth and Poole authorities
- secured positive investment by Supporting People

Challenges
- different terms of reference, priorities and ideas exist in each LA area
- meeting the expressed needs of the rural areas

Supporting People

Strengths
- increased offender SP provision for Gateway service users
- DOAF - key strategic voice
- confirmed funding from 3 SP bodies to sustain project

Challenges
- quality of supported housing available
- possibility of cuts in SP budgets in future may impact upon continuing work

2.8 Plymouth Gateway: Snapshot

Key Features

- Commissioned from Devon and Cornwall Probation Area (DCPA) with PATH (local VCS housing agency) acting as key delivery partner

- Staff team employed by PATH, including probation secondees

- Delivers in partnership with PAAS, a housing needs assessment service commissioned by the Probation Area, Drug and Alcohol Action Team (DAAT), Primary Care Trust (PCT), Crime and Disorder Reduction Partnership (CDRP) and Supporting People

- City-wide remit

- Holistic, case-management approach

- Operational from September 2006

Volume/Outcomes

- 650 referrals, of which 477 were in need of accommodation[23]

- Total number of clients 546

- Average 34 referrals per month

- 209 offenders accommodated; 151 in settled accommodation and 58 in non-settled accommodation

- 44% of offenders in need of accommodation were accommodated;

- If those cases the Gateway were unable to assist are excluded, this figure rises to 52% of offenders accommodated[24]

- Of those not accommodated; 52% did not engage and 46% classified as unable to assist[25]

Demographics

- 9.8% of referrals were female

- 5.4% of referrals BME

Risk Factors and Support Needs

- 16.9% of referrals subject to MAPPA

- 6.2% of referrals PPOs

- 11.9% of referrals classified as high or very high risk of harm

- 66% Tier 3; 14% Tier 4 within the Offender Management Model

- Key support needs - 76% substance misuse; 27% Health/Disability 26% independent living skills support

Source of Referral

- 26% of referrals in custody at point of referral; 72% in community[26]

- 76% of referrals from Probation; 22% from prison[27]

Sustainability of Accommodation

- 90% still in accommodation at 3 months

Cost of Gateway over Life of Pilot (Sept 2006 to March 2008)

- £ £319,195.65. This represents the total costs of all Gateway activities. (See Appendix 4)

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[23]In need of accommodation at point of analysis. Includes live cases but excludes cases who have an accommodation required date in the future and those in need of signposting and advice only.

[24]Reasons for a Gateway being unable to assist an offender include many areas which are beyond the control of the Gateway - for example, an offender being returned to custody (full details are included later in this chapter)

[25]1% were categorised as other. Figures may not equal 100% due to rounding

[26]2% were unknown

[27]2% were unknown

2.9 Plymouth Gateway: Introduction

2.9.1 Description of Services

The Plymouth Gateway began operation in September 2006. Devon and Cornwall Probation Area (DCPA) is the commissioning partner, working with PATH, a local VCS organisation as delivery partner. The Plymouth Gateway has a holistic, case management approach. The assessment of referrals is done 'outside' the core Gateway - by the jointly commissioned Plymouth Advice and Assessment Service (PAAS) also delivered by PATH. The Gateway uses the PAAS assessment to determine what actions and engagement are required and then support the offender through the process. There is an established move-on model[28] in operation and multiple placements are therefore a feature of this model.

The Gateway is very focused on the importance of showing sustained accommodation outcomes and the support model developed is a consequence of this. Where appropriate, the Gateway makes extensive use of panels to assist in accommodating offenders, including: Mental Health Panel, Vulnerable Adults Panel, Physical /Learning Disability Panel,

> **Case P2**
>
> P2 returned to his partner's address on release from prison, but became homeless shortly afterwards when the relationship broke down. He was referred to the Gateway by probation and they helped him seek accommodation in both the social and private rented sector. He did move in to a private tenancy, but was unhappy there and relapsed into drug use. When the case was followed up 5 months later, he was very grateful for the way that the Gateway had maintained contact and assisted him in seeking support around his substance misuse and mental health needs, as well as advocating his case in relation to more appropriate social housing.

Drug/Alcohol Panel. Plymouth Gateway has also established a pilot OCN accredited Living Skills programme to develop offenders' independent living skills and develop wider links to employment, training and mentoring opportunities available from partners to offenders. In addition to providing accommodation placement services, the Gateway provides guidance and signposting services for offenders. The Common Referral Form was used from inception with prison referrals and the Gateway has also designed a shortened version for use where signposting or advice only is required.

The original SLA for Plymouth set a target for the provision of the majority of their referrals (480 offenders p.a. pro rata) with information, assessment and advice on housing options to enable them to secure access to accommodation. A further 120 offenders p.a. pro rata were to be provided with casework services where these were unavailable from existing services. This model was agreed with PAAS Commissioners, DCPA and SWAG at the outset of the project following concerns during the development phase that there should be a model based on end to end offender management and the need for enhanced support to AURs. The Plymouth model has, in effect, developed quite differently from this, with some 173 referrals receiving signposting/advice and 477 more intensive casework support to find and sustain accommodation. The Gateway has developed strong relationships with other projects and stakeholders, effectively leveraging PATH's existing contacts and influence in the city in combination with strong and improved links with probation.

2.9.2 Funding for Plymouth Gateway beyond the SWAG Pilot Period

Plymouth Gateway will be sustaining its services during 2008/09, with a slight reduction in staff hours. Funding for the service during the year includes non-recurrent funding of £75k from NOMS Partnerships Unit, in kind support from Devon and Cornwall Probation Area and a contribution from Supporting People in Plymouth. This gives insight into the importance of the Gateway to its key partners:

> *"During its 18 months of operation, DCPA has identified the benefits of the Gateway for its Offender Managers, resulting in a DCPA investment in the continuation of the service. In line with all Gateways, the service specification for 2008/09 is informed by learning to date. During 2008/09, the Gateway will seek to establish a sustainable future, playing an active role in the current review of Supporting People and homelessness strategy in Plymouth and developing links with the LAA strategy." (SWAG Project Manager)*

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[28]Defined as: "positive, planned move from a hostel or temporary supported accommodation, utilising one of a whole range of housing options as appropriate for the client" Homeless Link Handbook accessed at http://www.endhomelessness.org.uk/handbooks.homeless.org.uk/resettlement/howtouse (10 June 2008)

2.9.3 Impact and Activities of the Gateway

Subsequent sections in this chapter look at the referral profile and performance of the Plymouth Gateway. It is recognised that this gives only a partial picture of the work done by the Gateways and that a significant amount of their work is in other areas such as: engaging referrers and providers, influencing the offender accommodation agenda, and increasing the number of bedspaces accessible by offenders. This is discussed across the three Gateways in Chapter 3 but some key highlights of the Plymouth Gateway's achievements have been extracted from its Performance Management Reports and its own case studies and are indicated below:

Strategic and Partnership Work

- Gateway data and experience has been used to inform Supporting People (SP) reviews and strategy - a specific strand of the Single Homelessness Strategy Review is now dedicated to offenders

- PATH has facilitated Gateway clients' access to its Tenancy Support, Landlord Liaison, Deposit Guarantee and Rough Sleeper Outreach Services

- A Bail Information Officer (funded by the Local Criminal Justice Board) is a virtual team member of the Gateway to source accommodation to avoid remand in custody

Increasing the Number of Offender Accessible Bedspaces

- Negotiated increased offender access to SP funded services; ex-prisoners accommodated with providers previously unwilling to accept such referrals

- Gateway negotiates with providers considering eviction due (e.g.) to relapse or arrears; promoted key concept of 'managed addiction' to increase pool of providers prepared to accept offenders in treatment; utilises 'backward referrals'

- Works with six private landlords and letting agents (approx 160 units of accommodation); Gateway staff member and volunteer trained as Royal British Legion Assessors making available funds of £9713 for ex-armed forces clients to set up home

- Secured agreement from Plymouth City Council (PCC) to re-offer council tenancies to offenders who efficiently close or manage tenancies while in custody; PCC also offered five units of accommodation p.a. a figure currently being matched from RSL stock

Living Skills Programme

- Gateway was catalyst for Living Skills Group - developing pathway for access to accommodation, employment, training and mentoring services

- Developed and piloted a Skills for Independent Living Course using a peer mentor and private sector landlord to support delivery (OCN accreditation pending)

2.10 Plymouth Gateway: Referral Profile and Performance

2.10.1 Volume of Referrals

The original targets were for 480 signposting/advice referrals and 120 case work referrals per annum. For the period of the evaluation, this would equate to 760 signposting/advice referrals and 190 case work referrals. The model has, however, developed differently from that originally envisaged in the SLA and the actual numbers achieved are 477 case work referrals and 173 signposting/advice referrals. This reflects the shift to the intensive support and case work model in place in the Gateway. The Gateway has achieved the highest percentage of accommodated referrals of the three Gateways. Sustainability of accommodation has also been a focus of this Gateway and it is the only one of the three to provide statistics on sustainability of accommodation at 3 and 6 months which shows an impressive rate of almost 90% at 3 months[29]. It should be noted that it is likely that the number of referrals achieved by the Gateway is also affected by the model: Plymouth (and to a lesser extent Bristol) keep their cases open for a longer period such that what might be considered a new referral in Dorset may be considered an ongoing case in Plymouth or Bristol.

Plymouth averages 34 referrals a month. The following chart shows the quarterly profile of volume of referrals and numbers accommodated throughout the life of the project. In common with all the Gateways, Plymouth shows a downward trend in number of referrals throughout the life of the project. This is likely to be due to a realignment of Gateway services with the development of prioritisation protocols. These were necessary to manage demand for the service and to ensure that appropriate offenders - ie those with greatest need or highest criminogenic need were met. The last two periods of Plymouth's referral pattern show a drop in the numbers of those accommodated (both as a percentage of total referrals and as a percentage of referrals in need of accommodation). While echoed in the other Gateways, Plymouth's drop is sharper than Dorset's and Bristol's and their percentage of accommodated referrals in the last two quarters was lower than Dorset's and in line with Bristol's. This may, in part, be a feature of the model as they continue to work actively with clients beyond their first accommodation placement. Thus, in the Dorset model, the work is done at point of accommodation need, and then the referral is closed whereas in Plymouth (and to some extent in Bristol) there is continuing work for up to 6 months. Therefore the number of new referrals represents only a portion of the work happening in the Gateway at a given time. However, the percentages accommodated show a large degree of fluctuation - from a high of 59% in the first quarter to a low of 27% in the last quarter. We are continuing to track volumes of referrals and outcomes over the course of the next year which should give further insight into this pattern.

Plymouth: Quartely Referral Statistics

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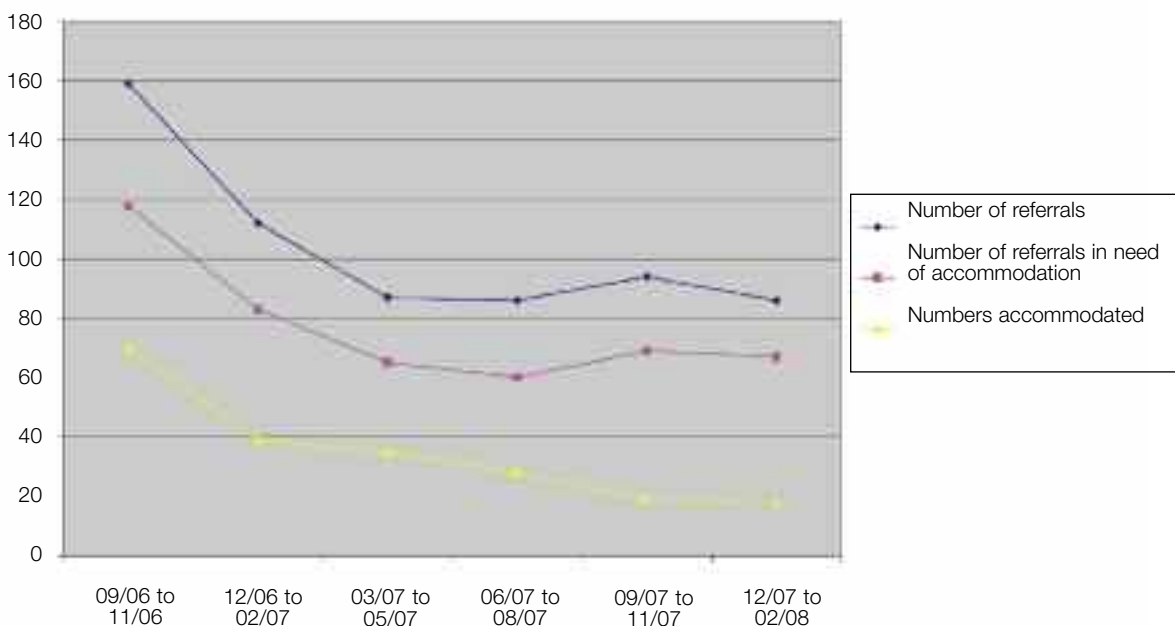
[29]The figure for 6 months was 102%. This anomaly is thought to be as a result of the some discrepancies in the accommodation date fields used to calculate these figure

2.10.2 BME and Female Referrals

The total percentages for female and BME referrals across the Gateway are 9.8% and 5.4% respectively. The Gateways were also set targets for BME and female referrals broken down by prison and probation referrals. These were set by SWAG with reference to probation data for each area in relation to the profile of offenders in the local community and data on the profile of offenders in custody. Plymouth's performance against these is indicated below:

Female Referrals:

Source	Target	Actual
Prison	6%	4.2%
Probation	10%	11.5%

BME Referrals

Source	Target	Actual
Prison	1.9%	7.8%
Probation	2.2%	4.5%

Plymouth has clearly exceeded their target for BME referrals from both prison and probation. They have exceeded their female referrals from probation but fall slightly short of their target for prison referrals. As with Dorset and Bristol, the lack of a housing advice worker in HMP Eastwood Park will have contributed to this, Plymouth's distance from HMP Eastwood Park may also have been a contributing factor.

2.10.3 Risk Profile and Support Needs of Offenders

Plymouth's prioritisation protocol attempts to balance three competing sets of demands - risk of harm/risk of re-offending, level of vulnerability and imminence and type of housing need. In common with all the other Gateways, it was envisaged that the higher the OM tier, the greater the priority. Plymouth's profile shows the highest percentage of MAPPA, high/very high risk of harm and tier 3/4 offenders than the other Gateways, suggesting that their prioritisation protocols are effective, though it may also indicate a higher number of high risk offenders in Plymouth.

Accommodation rates for MAPPAs, PPOs and OM Tier 3 and 4 offenders are shown below[30] :

      52% of all MAPPA referrals were accommodated.

      21% of all accommodated referrals had a MAPPA level.

      45% of all PPOs were accommodated

      7% of all accommodated referrals were PPOs.

      45% of referrals with OM Tiers of 3 or 4 were accommodated.

      93.5% of all accommodated referrals had an Offender Management Tier of 3 or 4.

76% of their referrals have support needs relating to substance misuse and 27% health and disability issues. Interestingly, only 26% of their referrals are assessed as having a support need for independent living skills - this is much lower than in the other Gateways, though they are piloting an Independent Living Skills Programme in the Gateway.

2.10.4 Source of Referrals

76% of Plymouth's referrals were from Probation, with 22% from Prison[31]. This balance is also reflected in the status of offenders at point of referral, with 72% of referrals in the community and 26% in custody. The detailed breakdown is shown in Appendix 6. A detailed list of referral sources shows that the Plymouth Gateway has engaged with its priority prisons - particularly HMP Exeter. However, its engagement with prisons will have been somewhat negatively impacted by the lack of housing advice staff in two prisons in the Devon cluster for a significant period of the Gateway pilot. Conversely, the Gateway's co-location in probation office has facilitated good links with probation as does the employment of seconded probation staff in the Gateway. A detailed breakdown is shown in Appendix 6.

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[30]These figures relate to those referrals in need of accommodation
[31]2% unknown

2.10.5 Accommodation Outcomes

The Plymouth Gateway has the highest percentage of accommodated referrals of all the Gateways with 44% of its referrals in need of accommodation being accommodated. Of these, 32% were in settled accommodation and 12% were in non-settled accommodation. In the settled accommodation category, the highest number (14.9%) were in Private Rented Sector Tenancies, followed by Supported Housing at 7.3%. A detailed breakdown of accommodation outcomes achieved is shown in the chart below. As for all Gateways, the number of referrals in need of accommodation only includes live cases where the accommodation required by date has passed, and excludes those cases which required signposting/advice only. This is more significant for Plymouth than for the other Gateways as a higher percentage of their referrals were for signposting/advice only. Most of Plymouth's settled housing is in the private rented sector; whereas in Dorset, supported housing is the highest category as it is in Bristol (though private rented is almost as high). It should also be noted here that Plymouth use a staged move on model and that, combined with a lack of crisis facilities, means that the Gateway makes planned use of non-settled accommodation as part of their managed move-on process. This is reflected below in their higher levels of non-settled accommodation, compared to the model in Dorset, for example. Where there are multiple placements, we have used final placement as the outcome measure.

Category	Sub-category	Frequency	Percentage
Settled	Permanent independent housing achieved via statutory homelessness route	1	0.2%
	Other permanent independent housing: private rented tenancy	71	14.9%
	Other permanent independent housing: LA tenancy	11	2.3%
	Other permanent independent housing: No tenancy but stable arrangement with friends/family/partner	28	5.9%
	Bail/Probation Hostel	5	1.0%
	Supported Housing	35	7.3%
Total Settled		151	31.7%
Non-settled	Transient Short term B&B	19	4.0%
	Transient Short term - staying with friends/family as short term guest	15	3.1%
	Transient Short term: Shortstay hostel	10	2.1%
	Transient Short term: Night/winter shelter	7	1.5%
	Transient Short term: Other	7	1.5%
Total Non-settled		**58**	**12.2%**
Total Accommodated		**209**	**43.8%**

2.10.6 Sustainability of Accommodation at 3 and 6 months

The Plymouth Gateway is the only one of the three that was able to provide sufficient data on accommodation at 3 and 6 months. The data set shows 90% of eligible referrals sustaining their accommodation at 3 months and more than 100% at 6 months. This anomaly is thought to be as a result of the some discrepancies in the accommodation date fields used to calculate these figures. Despite this discrepancy in the 6 months data, it is clear that the Plymouth Gateway's model shows a very stable picture of sustained accommodation. The second phase of the evaluation should allow for comparative data from other Gateways.

2.10.7 Referral not Resulting in an Accommodation Outcome[32]

Of the 477 referrals in need of accommodation, 209 were accommodated, which leaves a total of 268 for whom a reason for non-accommodation is not recorded. Some of these will be cases for which an outcome has not yet been reached. Reasons for non-accommodation were recorded for 166 referrals.

The table below shows that 52.4% of offenders were not accommodated due to lack of engagement while the Gateway was unable to assist 46.4%. The high non-engagement figure is more unexpected in an intensive support model like Plymouth's than in Dorset's model, though the absence of further detail on the reasons for non-engagement it is difficult to be more specific.

Category	Sub-category	Frequency	Percentage
Did not engage	Lack of engagement by offender	67	40.4%
	Offender refused offer	17	10.2%
	Offender did not arrive for interview/move-in	3	1.8%
Total - Did not Engage		**87**	**52.4%**
Unable to assist	Offender does not meet criteria	24	14.5%
	No suitable vacancy - no vacancy	2	1.2%
	Returned to custody	51	30.7%
Total - Unable to Assist		**77**	**46.4%**
Other		2	1.2%
Total - Other		**2**	**1.2%**
Total		**166**	**100%**

2.10.8 Costs of the Gateway

The total costs of the Gateway over the period were £319,195.65. These costs include set up and, as previously stated, cover all of the work undertaken by the Gateway, not just the activity associated with accommodation placement. This is slightly lower than Dorset Gateway. It is higher than Bristol's because Bristol Gateway was operational for a shorter period. Taken as a monthly average of costs, the Gateway has the lowest costs. In common with the other Gateways, staff costs were the biggest percentage cost, at 66% of the total costs; this is a slightly higher percentage than in the other Gateways.

The Gateway has the second lowest cost per referral at £491.07 and second lowest cost per accommodated referral at £1527.25. These figures are, of course affected by the volume of referrals so comments above on the impact of the operating model on volumes also apply here. Excluding set up and activities costs, these figures are: £473.45 per referral and £1,360.49 per accommodated referral. Their costs per referral excluding set up and activities are the highest of all the Gateways but their cost per accommodated referral remains higher than Dorset's but is lower than (though close to) Bristol's. Full details of costs and a comparison across the Gateways can be found at Appendix 4.

2.11 Plymouth Gateway: Features, Strengths and Challenges

The following diagram gives a brief snapshot of the main features, strengths and challenges of the Plymouth Gateway model. This is intended to give a brief summary of the issues which emerged from the analysis of the qualitative data interviews conducted within the Gateway.

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[32]Cases thus include referrals which the Gateway may currently be working on. An outcome, achieved after the 'accommodation required by date' for that case is therefore not recorded. Although it is acknowledged that this will, in some cases, understate the accommodation outcomes they are included to ensure that we are measuring those referrals who were accommodated at the point at which accommodation was required.

CORE CHARACTERISTICS

- led by Probation Area with VCS as key delivery partner
- city-wide remit
- holistic, case management approach
- good Supporting People connections
- amended version of VCS Access database

Referral Processes

Strengths

- highest % of accommodated referrals
- strong numbers of probation referrals
- development of good practice 'bible'
- positive feedback from offenders sustaining accommodation
- existing providers appreciate support back-up

Challenges

- potentially a labour intensive service
- higher cost per referral ratios than short sharp intervention model
- is it idealistic to provide extensive service with limited budgets?

Delivery Structure

Strengths

- VCS specialist housing delivery partner;
- probation links - secondments; co-location; info access
- use of PAAS for assessments builds trust/enhances partnership
- living skills training
- continuing intervention model

Challenges

- confusing structure -some stakeholders not clear if VCS/probation led
- contractual complexity
- early problems with contract management

Data Management

Strengths

- dedicated approach to data -devote half-day per week
- only Gateway to provide full 3 and 6 month data

Challenges

- complexity of database necessitated extensive re-design
- takes them away from their core business

Prison Links

Strengths

- engaged with their priority prisons, particularly Exeter
- piloting of combined accommodation, employment and skills referral

Challenges

- develop living skills training in prisons
- lack of housing staff for a while in two prisons in the Devon cluster

Extent of Facility

Strengths

- links with VCS facilitate multi-agency panel links
- size of city helps facilitates a centralised model
- easy geographically for client contact
- addressing housing support needs frees up OMs for other work

Challenges

- proportionally more high risk offenders and higher needs
- number of offenders on licence rising steeply creates high level of demand for services

Supporting People

Strengths

- good inroads in co-ordinating connections with SP
- engaged with a multiplicity of providers

Challenges

- interface with SP and LA needs to be co-ordinated as a PATH-/DCPA initiative
- possibility of cuts in SP in future may impact upon continuing work

2.12 Bristol Gateway: Snapshot

Key Features

- Commissioned from Bristol City Council following tendering process, delivered in partnership with NOVAS (a voluntary sector organisation that works to challenge social exclusion in work with offenders)

- Staff team includes secondees from NOVAS

- City-wide remit

- Pre-placement support and assessment

- Operational from February 2007

Volume/Outcome

- 465 referrals, of which 450 were in need of accommodation[33]

- Total number of clients 445

- 129 offenders accommodated; 124 in settled accommodation and 5 in non-settled accommodation

- Average referrals: 33 per month

- 29% of offenders in need of accommodation were accommodated;

- If those cases the Gateway were unable to assist are excluded, this figure rises to 37% of offenders accommodated [34]

- Of those not accommodated[35] ; 34% did not engage and 66% classified as unable to assist[36] ;

Demographics

- 9.5% of referrals were female

- 18.9% of referrals BME

Risk Factors[37] and Support Needs

- 15.3% of referrals subject to MAPPA

- 6.5% of referrals PPOs

- Key support needs - 73.1% substance misuse; 44.5% Health/disability; 47.7% independent living skills support

Source of Referrals

- 43.6% of referrals in custody at point of referral; 54.9% in Community[38]

- 57.6% of referrals from Probation; 37.8% from prison[39]

Sustainability of accommodation

- Gateway's own figures show 69% sustained at 3 months and 59% at 6 months.[40]

Cost of Gateway over Life of Pilot (February 2007 to March 2008)

- £242,443.85. This represents the total costs of all Gateway activities. Full details can be found in Appendix 4

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[33]In need of accommodation at point of analysis. Includes live cases but excludes cases who have an accommodation required by date in the future and those requiring signposting and advice only.
[34]Reasons for a Gateway being unable to assist an offender include many areas which are beyond the control of the Gateway - for example, an offender being returned to custody (full details are included later in this chapter)
[35]for whom data was recorded
[36]Includes 40% originally categorised as other, recoded as unable to assist
[37]Very high numbers of missing data for OM tier and risk of harm mean (40% and 69% respectively) means these figures cannot be used.
[38]1.5 % unknown
[39]3.2% community referrals; 1.3% missing data
[40]Problems with data extraction mean that these figures have not been generated or verified by the evaluation team

2.13 Bristol Gateway: Introduction

2.13.1 Description of Services

Case B3

B3 was referred to the Gateway whilst living in a probation hostel and receiving drug treatment. His worker assisted him in making applications to accommodation that would offer him support in dealing with his substance misuse. He was quickly offered a bed in a specialist hostel but initially turned it down because he did not feel ready for the move. However, when the case was followed up 5 months later, he had changed his mind and had been living in the housing project for some 3 months. The Gateway had withdrawn when his on-going support and resettlement needs were being met by the project.

The Bristol Gateway is the newest of all the Gateways having begun operation in February 2007. The later set up of the Bristol Gateway was due to phased approach adopted by SWAG and also a requirement to tender for the service, as neither the probation area nor the local prison were in a position to act as lead provider. Consequently, the service is delivered by Bristol City Council (BCC) in partnership with a voluntary sector agency (NOVAS). It has a city-wide remit, with specific focus on meeting the needs of female and BME offenders. It has a more specific prison focus than the other Gateways: HMP Bristol led a steering group which informed the development of the Bristol Gateway model. It has a visible and physical presence in prison and its Partnership Board is chaired by a representative from HMP Bristol. There are two housing support workers, one dealing with prison referrals and one with probation. The DIP Bond worker is also co-located on Gateway premises. The model was to provide casework support up until the point at which the offender moves into accommodation. In practice, the level of casework provided varies according to the needs of the offender: for the more complex cases, it will involve a complex and time-consuming co-ordination of external support services. In many cases, the support can continue beyond the point at which the client moves into the accommodation.

The Gateway often operates a more intensive case work model than seems to have been envisaged in the original SLA. The Gateway reports that this has been necessitated by the complexity of many of their cases and a substantial amount of work in co-ordinating, ensuring and maintaining appropriate support from other agencies. The amount of intensive work will clearly impact on the length of time a case takes to resolve and thus on the number of referrals handled by the Gateway. The Gateway was expected to deliver support for up to one month post placement into accommodation where this was unavailable from other services. In practice, the Gateway has needed to play a significant role in ensuring that appropriate provision was co-ordinated effectively. It was envisaged that the service would be based in prison but, though this proved impossible, the Gateway has retained a prison focus with a physical and visible presence in HMPs Bristol and Eastwood Park and a dedicated housing worker. The Gateway has demonstrated engagement with a range of stakeholders and shows evidence of working across pathways, for example in delivery of Amber Practical Housing Units and the St Giles Peer Adviser programme at HMP Bristol.

2.13.2 Funding for Bristol Gateway beyond the SWAG Pilot Period

Bristol Gateway will be sustaining its services during 2008/09. Funding for the service during the year includes non-recurrent funding of £100k from NOMS Partnerships – the largest amount provided by NOMS to any of the three Gateways, reflecting the relatively short period Bristol Gateway has had to establish itself. Bristol City Council has provided additional funding from its Homelessness Grant:

> *"Bristol City Council has identified the contribution the Gateway makes to homelessness prevention, leading to additional funding from its Homelessness Grant – a significant outcome after little more than 12 months of Gateway operation. In line with all Gateways, the service specification for 2008/09 is informed by learning to date. During 2008/09, BCC will lead the Gateway in establishing a sustainable future." (SWAG Project Manager)*

2.13.3 Activities and Impact of the Gateway

"The other area that can actually assist offenders to engage in the Gateway is the peer adviser project which St Giles Trust are leading on. The aim is to recruit and train individuals in the prison … prisoners who can act as peer advisors...I think it's got lots of potential to really...get the individuals themselves engaged and build the capacity of offenders themselves to contribute, to develop skills, to develop confidence"
(Partnership Board Member, Bristol).

Subsequent sections in this chapter look at the referral profile and performance of the Bristol Gateway. It is recognised that this gives only a partial picture of the work done by the Gateways and that a significant amount of their work is in other areas such as: engaging referrers and providers, influencing the offender accommodation agenda, and increasing the number of bedspaces accessible by offenders. This is discussed across the three Gateways in Chapter 3 but some key highlights of the Bristol Gateway's achievements have been extracted from its Performance Management Reports and its own case studies and are indicated below:

Integrating the Gateway with Supporting People Priorities and Bristol City Council's Strategic Priorities for Homelessness

- BCC developing Housing Support Register (as single point of access to SP funded services); it has adopted Gateway's prioritisation protocol to inform its allocation of SP resources and the Common Referral Form has informed development

- Strategic alignment of reducing re-offending and SP objectives in the City

"And now accommodation, you know, has climbed up the priorities...the Gateway has been extremely successful in... starting that whole process"
(Partnership Board Member, Bristol)

Increasing the Number of Bedspaces Accessible to Offenders

- Successfully negotiated with individual supported accommodation providers resulting in increased offender access to (e.g.) dry houses, mental health supported housing and over 50s supported housing

- Established new relationships with private sector landlords and letting agents due to professional risk assessments and assistance with deposits and rents; integration of DIP Bond Service into Gateway has enabled leveraging of DIP Bond's prior experience

Upskilling Clients and Partners

- Established and leads the Offender Accommodation Workers' Group - provides opportunity for Outreach workers, CJ Interventions Team Housing Workers, Floating Support staff and Gateway to review cases, avoid duplication and escalate strategic issues impacting on their work

- Delivery of AMBER Practical Housing Units[41] in partnership with HMP Bristol and Avon & Somerset Area approved premises and NOVAS supported housing providers

- Piloting a Peer Adviser Scheme in partnership with St Giles Trust and HMP Bristol (enabling prisoners to gain NVQs in Advice & Guidance).

- Commissioned an independent report[42] reviewing housing advice currently available in HMPs Bristol and Eastwood Park - recommendations being followed up via joint work between Gateway, Advice Centres for Avon and HMPs Bristol and Eastwood Park

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[41]Accredited training in tenancy sustainment
[42]Review of Housing Advice Provision in HM Prison Service South West (HMP Bristol and HMP Eastwood Park). ADP Consultancy, October 2007

2.14 Bristol Gateway: Referral Profile and Performance[43]

2.14.1 Volume of Referrals

The Gateway's referral targets for the pilot period were 600 referrals per annum which equates to a total of 700 for the 14 month period of the pilot. The Gateway has achieved 465 referrals, equivalent to 66.4% of its target. Its average monthly referrals are 33, which compares to the Plymouth Gateway average of 34 referrals. It should be noted, however that the Bristol Gateway has operated with fewer staff than the other two Gateways which will impact on the range and volume of activity (see Cost Analysis at Appendix 4). Also, the Bristol Gateway was operational for a shorter period than the other Gateways and this could be expected to increase the challenges in engaging referrers and thus impact on referral volumes. Like Plymouth, the Bristol Gateway also keeps cases open longer than Dorset which may have an impact on reported referral volumes. Importantly, the Gateway's early referral numbers were impacted by a lack of engagement from the Avon and Somerset Probation Area (ASPA). While this has been a significant focus for the Gateway and the situation has improved, take up is still patchy and prone to fluctuation. The End of Custody Licence (ECL) scheme has impacted on all the Gateways but with a higher percentage of prison referrals has had a differential impact on the Bristol Gateway. Their experience is that this has resulted in a drop in prison referrals of up to two thirds as prisons have largely stopped referring prisoners eligible for early release. This has also had the effect of increasing the proportion of complex cases referred. As with the other Gateways, the volume and outcome of referrals is being tracked for the next year so we can assess the trend over a longer time period.

As for all the Gateways, Bristol shows a downward trend in referral numbers which, as for the other Gateways, is likely to be a reflection of efforts to minimise the numbers of inappropriate referrals. Similarly the impact of ECL discussed above will also impact here. Like all the Gateways, numbers and percentages accommodated are lower in the last quarter, though percentages accommodated are less volatile than, for example the Plymouth Gateway, ranging from a low of 26% in the final quarter to a high of 37% in the first quarter.

Bristol: Quarterly Referral Statistics
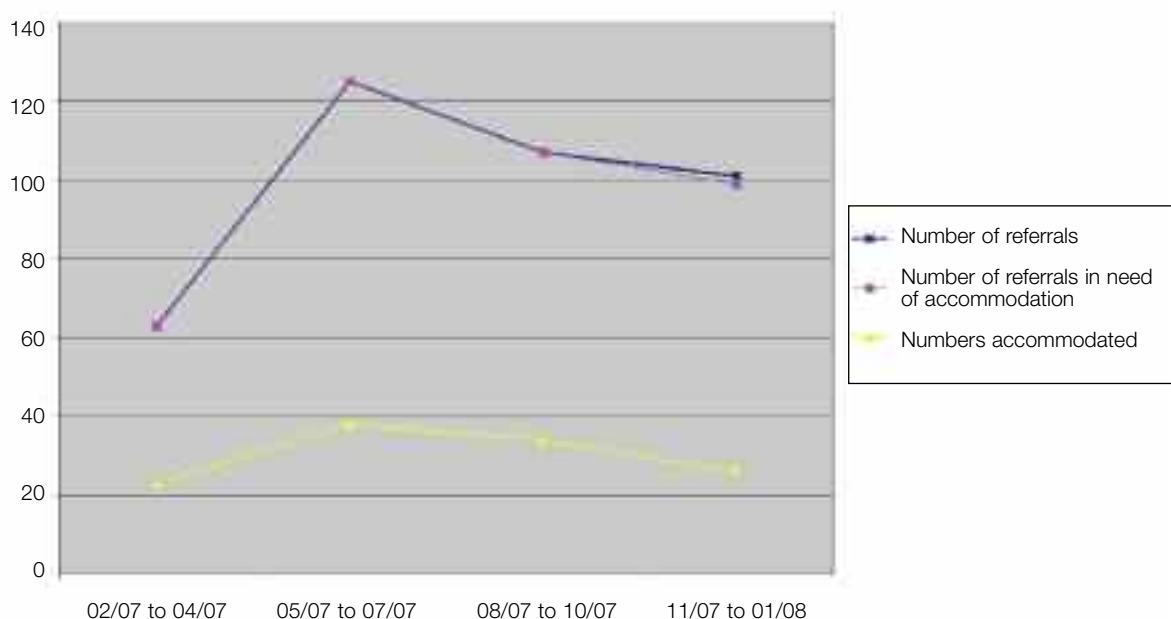
2.14.2 BME and Female Referrals

The percentage of BME and female referrals were 18.9% and 9.5% respectively. The Gateways were set targets for female and BME referrals for both prison and probation. These were set by SWAG with reference to probation data for each area in relation to the profile of offenders in the local community and data on the profile of offenders in custody. Performance on these targets is shown below:

[43]This data excludes the outcomes of the DIP Bond Worker

Female Referrals

Source	Target	Actual
Prison	6%	6.3%
Probation	10%	12%

The Gateway has exceeded its targets for female referrals in both prison and probation. It was always intended that the Bristol Gateway would have a focus on female offenders though their work in this area has been hindered by difficulties in engaging HMP Eastwood Park, particularly in the first six months of the project. This was exacerbated by HMP Eastwood Park losing their housing adviser during the early stages of the project and a subsequent delay in replacement. The Bristol Gateway commissioned a report in 2007[44] to review housing advice provision in HMPs Bristol and Eastwood Park as part of its role in supporting the development of housing advice capacity within these establishments. In light of the findings in that report, the Gateway has adapted some of its own criteria and the establishments involved are giving consideration to development of their own housing advice capacity. It is expected that the impact of this will continue to be shown over the course of the next year through the Gateway's facilitation of more formal links between the prisons and agencies providing advice and legal services.

BME Referrals

Source	Target	Actual
Prison	13.1%	25.8%
Probation	12.4%	19.2%

Bristol has significantly exceeded their targets for BME offenders in both prison and probation and this reflects work of the Gateway in implementing two BME focus groups during the pilot period.

2.14.3 Risk Profile and Support Needs of Offenders

Unlike the other Gateways with probation links, Bristol Gateway does not have direct access to probation systems and accessing data has been a continuing difficulty for the Gateway[45] . The Gateway finds it very difficult to get information on the OM tier, length of sentence and risk of harm and consequently there are large amounts of missing data which means we are unable to report on this for Bristol. It does collect data on MAPPA and PPO profile and these reveal a similar picture to other Gateways with 15.3% of referrals MAPPA and 6.5% PPOs.

The accommodation rates for MAPPAs and PPOs are shown below[46]:

> 39% of all MAPPA referrals were accommodated
>
> 21% of all accommodated referrals had a MAPPA level
>
> 21% of all PPO referrals were accommodated
>
> 5.5% of all accommodated referrals were PPOs

In common with all Gateways, the highest support needs (73%) are related to substance misuse. At 45%, they have a considerably higher percentage of referrals with health and disability issues than the other Gateways. 48% of their referrals are assessed as having a support need for independent living skills.

2.14.4 Source of Referrals

Across both measures of source of referral and offender status at referral, Bristol represents the most even split of all the Gateways. For source of referral, 58% came from probation, 38% from prison and 3% from the community[47] . Offenders' status at referral was 44% prison and 55% in community. Bristol's detailed breakdown (see Appendix 7) shows engagement with a wide range of prisons from across the South West and beyond. Although the extent to which this is a prison-led model has been questioned by stakeholders, Bristol Gateway has a physical and visible presence in the two local prisons, whereas in the other Gateways, links are made via networking rather than directly and this is reflected in the split of their referrals.

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[44]Review of Housing Advice Provision in HM Prison Service South West (HMP Bristol and HMP Eastwood Park). ADP Consultancy. October 2007
[45]This was discussed extensively in the July Interim Evaluation Report. See Appendix 1 for details
[46]These figures relate to those referrals in need of accommodation
[47]1.3% were unknown

2.14.5 Accommodation Outcomes

The Bristol Gateway accommodated 28.7% of live cases identified as having an accommodation need. Bristol is the newest of the Gateways and as such has had a lower total number of referrals and less time to embed its processes and engage referrers and providers. The percentages accommodated are also affected in Bristol by the fact that they do not always know on referral whether or not the referral is a signposting or accommodation need. This means that signposting referrals are not flagged on the database and so cannot be removed from the 'in need' totals as they are in Plymouth. Pressures in staffing in the latter part of the evaluation also meant that the Gateway still had some backlog of case outcomes to input at the time the data report was run. The stability of Bristol's accommodation outcomes over the period has meant that for the last two quarters, the percentage accommodated has been comparable to Plymouth's performance over the same period and to Dorset's for the final period. The continuation of monitoring of the Gateways volumes and outcomes will give us an opportunity to assess Bristol's performance over a longer period. In common with all the Gateways, the majority (27.6%) was settled accommodation, with 1.1% in non-settled. The majority of settled accommodation was in Supported Housing (at 9.3%), closely followed by Private Rented Sector Tenancy at 9.1%. A detailed breakdown is shown in the chart below:

Category	Sub-category	Frequency	Percentage
Settled	Permanent independent housing achieved via statutory homelessness route	3	0.7%
	Other permanent independent housing: private rented tenancy	41	9.1%
	Other permanent independent housing RSL tenancy	3	0.7%
	Other permanent independent housing: LA tenancy	2	0.4%
	Other permanent independent housing: No tenancy but stable arrangement with friends/family/partner	12	2.7%
	Other permanent independent housing	1	0.2%
	Bail/Probation Hostel	20	4.4%
	Supported Housing	42	9.3%
Total Settled		**124**	**27.6%**
Non-settled	Transient Short term B&B	1	0.2%
	Transient Short term - staying with friends/family as short term guest	3	0.7%
	Transient Short term: Shortstay hostel	1	0.2%
Total Non-settled		5	1.1%
Total Accommodated		**129**	**28.7%**

2.14.6 Sustainment of Accommodation at 3 and 6 months

The Gateway has been monitoring sustainability of accommodation at 3 and 6 months and its own records show 69% and 59% respectively. Unfortunately it was not possible for the evaluation team to validate those figures due to problems in extracting the data from the final dataset.

2.14.7 Referrals not Resulting in an Accommodation Outcome[48]

Of the 450 referrals in need of accommodation[49] , 129 were accommodated which leaves 321 for whom a reason for non accommodation is not recorded. Some of these will be for cases for which an outcome has not yet been reached. Reasons for non-accommodation were recorded for 149.

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[48]Cases include referrals which the Gateway may currently be working on. An outcome, achieved after the 'accommodation required by date' for that case is therefore not recorded. Although it is acknowledged that this will, in some cases, understate the accommodation outcomes they are included to ensure that we are measuring those referrals who were accommodated at the point at which accommodation was required.
[49]As discussed above, Bristol's in need figure is inflated by the fact that signposting referrals are not always known on referral and thus are retained in the "in need" figure.

Of the referrals which did not result in an accommodation outcome and for which a reason was recorded, 33.6% did not engage, 26.8% the Gateway was unable to assist and 39.6% were categorised as Other. The definition of the 'Other' category fits with 'Unable to Assist' in other Gateways so these two categories have been combined. Because of differences in recording, it is difficult to compare the detailed breakdowns across Gateways but at the high level of 'Did Not Engage' and 'Unable to Assist', Bristol Gateway has the lowest percentage of referrals who do not engage. The detailed breakdown is shown below.

Category	Sub-category	Frequency	Percentage
Did not engage	Lack of engagement by Offender	18	12.1%
	Offender refused offer	3	2.0%
	Offender did not arrive for interview/move-in	29	19.5%
Total - did not engage		**50**	**33.6%**
Unable to assist	Offender does not meet criteria	16	10.7%
	No suitable vacancy - no vacancies	1	0.7%
	No suitable vacancy - does not fit eligibility criteria	5	3.4%
	No suitable vacancy - accommodation available not affordable	1	0.7%
	No suitable vacancy - other	5	3.4%
	Current accommodation adequate	12	8.1%
	Other	59	39.6%
Total - Unable to assist		**99**	**66.6%**
Total		**149**	**100.2[50]%**

2.14.8 Costs of the Gateway

The total costs of the Gateway over the period were £242,443.85. These costs include set up and, as previously stated, cover all of the work undertaken by the Gateway, not just the activity associated with accommodation placement. This is lower than the other Gateways but represents a shorter operating period. Taken as a monthly average of costs, the Gateway's costs fall in the middle of Dorset and Plymouth. In common with the other Gateways, staff costs were the biggest percentage cost, at 51% of the total costs; this is a lower percentage than in the other Gateways. The Gateway has the highest percentage of costs on Activities/Promotional costs of all the Gateways, largely due to its funding of the St Giles Trust peer training programme.

The Gateway has the highest cost per referral at £521.38 and highest cost per accommodated referral at £1879.41. These figures are, of course affected by the volume of referrals so comments above on volumes also apply here. These figures are also impacted by the higher cost of promotional and other activities in the Gateway. If these (and set up costs) are excluded the Gateway's cost per referral falls to £387.28, the second lowest. The cost per accommodated referral at £1,395.99 is still the highest of the Gateways but is very close to the second highest, Plymouth. Full details of costs and a comparison across the Gateways can be found at Appendix 4.

2.15 Bristol Gateway: Features, Strengths and Challenges

The following diagram gives a brief snapshot of the main features, strengths and challenges of the Bristol Gateway model. This is intended to give a brief summary of the issues which emerged from the analysis of the qualitative data interviews conducted within the Gateway.

[50]due to rounding

CORE CHARACTERISTICS

- **delivered by City Council in partnership with VCS organisation**
- **city-wide remit**
- **pre-placement support and assessment**
- **integral links with housing authorities and Supporting People**
- **bespoke Access database**

Referral Processes

Strengths
- wide range of engagement from prisons
- DIP Bond worker helps joining up
- engagement with private landlords attracting a supply
- effective relationship with prison based support worker
- Peer Adviser Project with St Giles has helped engagement of offenders
- good levels of sustainability of accommodation

Challenges
- potentially a labour intensive service
- higher cost per referral ratios than short sharp intervention model
- is it idealistic to provide extensive service with limited budgets?

Data Management

Strengths
- Access database developed and rolled out to Plymouth for Phase 2 Evaluation
- monitoring fields were finalised when system developed

Challenges
- access to info for monitoring inhibited by lack of access to probation systems
- some delays in inputting for final data set may have led to under-reporting of outcomes

Delivery Structure

Strengths
- cut through LA bureaucracy
- helps ensure provider services accessible
- service users view service more positively as distanced from probation
- built on existing infrastructure for homelessness
- attractive to landlords

Challenges
- centrality of Council gives control over funding
- structural barriers in linking prison, community and Gateway
- difficult to achieve info sharing protocols with ASPA
- office location
- lack of leadership support in probation

Prison Links

Strengths
- working directly with offenders in prison
- received wide range of prison referrals - dedicated housing worker for prison referrals
- prison governor grade chairs Gateway Partnership Board

Challenges
- CARAT team referring independently
- Impact of end of custody licences

Supporting People

Strengths
- co-ordinated connections with SP and review processes
- engaged with a multiplicity of providers
- informed development of Housing Support Register; establishment of clear routes for offenders

Challenges
- possibility of cuts in SP in future may impact upon continuing work

Extent of Facility

Strengths
- co-terminosity of different LA services
- good historical links of key VCS - NOVAS
- priority access scheme to hostels
- targets for BME and female referrals exceeded

Challenges
- crime hot-spot
- little social and supported housing available
- ASPA is a large probation area with responsibilities beyond Bristol

Chapter 3

Stakeholder Perceptions: 360° Analysis

3.1 Introduction

This chapter will examine the key themes which have emerged from the data to give a cohesive view of stakeholder perceptions of the Gateways and make recommendations for future action. This section brings together:

- Qualitative data from interviews with Gateway Partnership Board members, referrers and providers
- Qualitative data from Gateway staff workshops
- Qualitative data from offender case file reviews, interviews and workshops
- Quantitative data from the monitoring and performance data collected by the Gateways

It is organised around the key themes which have emerged from the data analysis. It is important to note that these do not derive from arbitrary external judgements of the evaluators but emerged from and are grounded in the data collected throughout the course of the evaluation.

3.2 Impact of the Gateways

In the following section, the impact of the Gateways is demonstrated across a number of dimensions: raising the profile of offenders, reducing re-offending, increasing supply and impact on the work of other agencies. One of the recurrent themes of the stakeholder interviews was the impact that the Gateways had had in changing attitudes and approaches - 'changing the dynamic' - around accommodation of offenders.

> *"What changed though was a willingness on the part of agencies to work with offenders more proactively because the Gateway were engaging properly and taking the time and trouble to engage with those accommodation providers and doing what it set out to do which is to provide a gateway. So the law didn't change but the approach did".*
> **(Partnership Board Member, Plymouth)**

Case P4

P4 was a challenging case to work with and struggled to understand the extent to which a previous arson offence created a barrier to finding accommodation. Over several months, the Gateway worked closely with probation in relation to risk issues and with the housing department, arguing that he should be treated as a special case. Although he was recalled to prison by probation at the point where a new tenancy was made available and did not wish to have further contact with the Gateway, an offer of accommodation had been achieved through successful partnership working.

3.2.1 Raising the Profile of Offenders

One of the key aims of the Gateways is to influence local strategies for the benefit of offenders and one of the ways in which the Gateways have achieved this is in raising the profile of offenders. As well as accommodating offenders, a large part of the work of the Gateways is in getting offenders on the agenda in the region by communicating and engaging with a wide range of stakeholders at a strategic, operational and policy level. Gateway staff are confident that the Gateway model has put offenders back on the agenda and this is clearly supported by the rest of the stakeholder analysis:

> *"That particular client group has been raised in terms of a priority....perhaps sort of access to housing they've not … they've certainly not been as much of a priority previously. I mean it's along the lines of people recognising "Look, if we do this for this particular client group, then the benefits for all of us are significant."*
> **(Partnership Board Member, Dorset)**

In particular Gateways have been instrumental in promoting the view that offenders are a group with needs in their own right. Whilst these needs may well overlap with other priority groups (e.g. drug and alcohol misuse, mental health, homelessness) this should not obscure the issues specific to offending which need to be addressed within homeless services. Interview data suggests that Gateways are gradually beginning to enact a cultural shift in attitudes and existing prejudice (or simply apathy) within agencies and are promoting offender focused services, both on an operational and strategic level:

> *"I think the Gateway has been very effective at identifying the needs of offenders, so we've got much more intelligence than we ever had and a lot of people have been helped as a result of the Gateway and a lot of prejudices, a lot of institutional helplessness has actually been addressed. So those organisations that "Oh, I don't want to deal with offenders. It's hopeless. It's the end of the world if we try to accommodate them, it's never going to work," have actually It's the end of the world if we try to accommodate them, it's never going to work," have actually been surprised"* **(Partnership Board Member, Plymouth).**

> *"I think generally all three of them have raised the profile of offender issues within their Local Authorities through sort of participation in strategy meetings and generally through their contact with housing options teams. They've really pushed offenders right up the agenda and that's led to [offender] specific meetings within Local Authorities"* **(Cross-Gateway Staff Member).**

The other key influence of the Gateways has been in affecting providers' perception of risk in accommodating offenders and it was felt that the work of the Gateway has been significant in raising awareness about the realities of risk.

> *"I didn't realise it, but now people are encouraged not to refer to people as being Schedule 1 offenders but to purely look at their individual risk assessment because, you know, the idea of talking about somebody as being a Schedule 1 offender you automatically assume certain things where in point of fact somebody may be a schedule 1 offender but the risk could actually be very low...you wouldn't have that understanding perhaps of dealing with people in that way if the Gateway wasn't there"* **(Partnership Board Member, Dorset).**

The assessment processes put in place by the Gateways and the support they offer has been identified as being of particular benefit in providing security for providers to accommodate offenders.

> *"I think the more we can give landlords confidence about the nature of the clients we're putting in and the support mechanisms that we've got in place and the minimising the risk to them, the best chance we've got really of getting them on board"* **(Partnership Board Member, Bristol).**

There is substantial qualitative evidence, therefore, of the impact of the Gateways in raising the profile and improving offenders' access to accommodation. This is clearly supported by the quantitative analysis. In total, the Gateways have successfully accommodated 737 offenders from the inception of the project. This equates to more than one in three of their referrals. The majority (91%) of these are in settled accommodation. If those that the Gateways were unable to assist (for reasons such as the offender returning to custody, not meeting the eligibility criteria of the Gateway or no suitable vacancy being available) are excluded, the figure accommodated rises to 47%, almost one in two of their referrals.

3.2.2 Reducing Re-offending and Holistic Support

As we indicated in our cost analysis, it has not been possible to quantitatively assess reductions in re-offending as a result of the Gateway programme. That said, there is significant support in the literature for the links between accommodation and reducing re-offending and this has also been a strong theme emerging from the stakeholder research. Thus the work of the Gateways is seen as having far-reaching outcomes and consequences for individuals and communities:

Cases D1, D2, D3, D4

The 4 Dorset offender case studies had substantial histories of offending and three were assessed as medium to high likelihood of further reconviction. Their assessments indicated high levels of criminogenic need including: substance and alcohol abuse; depression, self harm, homelessness, unemployment and violent behaviour. During the period of the case studies all offenders maintained their accommodation, avoided further offending (apart from one minor motoring matter) and cooperated with the requirements of their statutory supervision. All four offenders identified securing settled accommodation as critical to their effective resettlement.

"with settled accommodation and support if it's necessary, the likelihood of somebody offending again is reduced significantly … and all the other things that goes with that, you know, helping them to access their benefits, making sure they keep appointments with the probation service, looking at their options in terms of retraining, all of those things. I think it's absolutely imperative. (Partnership Board Member, Dorset).

Referrers too recognised the centrality of accommodation in reducing re-offending:

"It's key, isn't it, because a lot of people that are homeless feel that they've got nothing left to lose anyway and quite often will offend to go back to prison. So if they had accommodation that's just reduced that risk, you know, hugely and also encourages someone. We've found that when they've got accommodation it kind of gives them something else. They're more motivated to try and remain clean, therefore you're reducing risks to the public because they're not having to offend to fund a habit. So it's a huge impact. It's key" (Referrer, Bristol).

Supported housing providers felt, perhaps instinctively, that the provision of accommodation did impact positively on reducing re-offending. They understood the place that accommodation could play in reducing the incidence of re-offending provided this was sustainable. These comments illustrate this point:

Case D4

D4 had been released from custody on a parole license with a lengthy history of offending associated with a long term dependency on heroin, crack-cocaine and alcohol. In addition there were difficulties of self harm and depression. The offender was referred to the Gateway at the point of move on from residential treatment and he was provided with a £200 rent deposit loan and access to floating support. This ongoing support proved instrumental in enabling this offender to maintain stability within the community, avoid further substance misuse and remain offence free.

"there's a very strong link between homelessness, addictions and offending. Quite often there's a whole cycle there – they go hand in hand. Now if you can put offenders into accommodation on release it means firstly they're not becoming a pressure on the community and even if that accommodation needs to be changed at some point, at least they've got somewhere to live while you can start to address any issues they may have" (Provider, Plymouth).

"I think it allows people, you know, not just to be monitored within society and to keep society safe but, you know, hopefully we're helping somebody move forward into a life where they no longer need us or probation" (Provider, Dorset).

Interestingly, private landlords often had little interest in reducing offending - their motivation was much more concerned with having good tenants. The importance of support being offered and the training programmes to increase tenancy skills were more likely to motivate them than its connection to the future criminality of the individual. This was clearly expressed by one landlord:

Case B5

B5 was released from prison without statutory supervision, but was a Level 2 MAPPA case due to the nature of his sexual offending. He had made himself known to the Gateway at a multi-agency event held in the local prison. The Gateway actively worked to secure initial accommodation after release (a men's hostel) and subsequently a private rented sector tenancy. These referrals were undertaken with regard to both risk of re-offending/harm and his health. There was a high level of initial contact and the offender felt the relationship with his Gateway worker was open and respectful. When he moved into a privately rented flat, the Gateway pulled out and the floating support scheme became involved. At the time of the follow up visit 5 months later, the Floating Support Team were still in contact.

"I think it certainly has a good impact, but as a private landlord with a commodity to let and what have you, that's not my driver. You know, as a human being I think it's great but, you know, it's not a business decision. I'm not interested in the social aspect with a business head on as I am as an individual, but the tenant that I want from that service if I say I have somewhere coming available, I want the one that's most likely to comply with the terms of his tenancy agreement" (Provider, Plymouth).

The importance of accommodation being appropriate and sustained with necessary support in place was also acknowledged by stakeholders. For prison referrers a recognition that, without accommodation, inmates would return to prison quickly made success in achieving housing an imperative. A distinction was made between housing an offender per se and getting an accommodation arrangement which would lead, firstly, to a sustainable strategy for continued housing and, secondly, to sufficient support in the process to help achieve that goal.

> *"So just putting somebody in a house is not actually going to help because they will become … Actually people need a sense of purpose and that's what we have to do as a society. I'm not sure how successful, in my heart of hearts, this project will be unless it takes a totally comprehensive look at the needs of individuals – and that's time consuming and it's expensive and is doomed to failure in many circumstances"* **(Partnership Board Member, Plymouth).**

The links which the Gateways had created to floating support and supported housing provision in general were highlighted as was the Gateway's own support of referrals. There is strong evidence both from stakeholder interviews and in the literature of the connection between provision of support and successful maintenance of accommodation. Whilst each Gateway has adopted a different approach to providing such support (see Chapter 2), it is a key component. We were not able to compare the sustainability of accommodation across the three models but this is an important measure which will be examined in the second phase of the evaluation.

3.2.3 Increasing Supply

As we discussed in Chapter 2, increasing the number of bed spaces available to offenders is a key aim of the Gateways. Although the lack of a baseline meant that it has been difficult for the Gateways to establish this quantitatively, there was a perception amongst referrers that the presence of the Gateway and the energy of its staff was leveraging additional accommodation resources. The support and assessment processes in place in the Gateways were also seen as encouraging providers to accommodate offenders and improved the number and quality of relationships with providers.

> *"I think many projects were reluctant to take prison leavers for various reasons and I think that on the promise that an organisation had done a risk assessment, assessed the housing support needs, would make the referral, would manage people's expectations, they have actually built good relationships with accommodation providers and not just picked one or two"* **(Partnership Board Member, Plymouth).**

However, whilst most providers welcomed the co-ordination and centralising features of the Gateways most were less hopeful that more resources would be brought into the housing stock feeling more that the Gateways might be able to change priorities and help access more beds for offenders whilst the total available beds remained static.

> *"no more beds have been created; they've just been more successful in getting in quicker and getting that bed before potentially other stakeholders have known it's there or have found an appropriate referral."* **(Provider, Dorset).**

The ability to find appropriate beds was also an issue raised by the providers. Some recognised that referrals were inappropriate to them but knew that none existed which fitted the need. The context in which referrals were being allocated was one where the provision of housing was limited.

> *"some people welcome hostel style accommodation, some people want floating support style accommodation, some people want independent living and we don't have that range of services "* **(Provider, Dorset).**

The relationship between housing providers was another key theme raised. There was hope that the Gateway could stimulate the provision of move-on accommodation so that there could be more sustainable impacts of an initial placement.

> *"So it's about wrap-around services and having a clear idea of, you know, what the area needs and being able to react quickly to that"* **(Provider, Plymouth).**

There seemed to be some structural problems to enhancing engagement, not least of which was the concern of private landlords of getting stuck with a referral who could not be legally removed but for whom the placement was not appropriate. This led one landlord to describe the importance of a step-back facility as well as move-on facility.

> *"the more you want move-on accommodation, if you can secure not just move-on but a step back facility you'll get the move-on accommodation far easier because you're not faced with having a problem for months and months and months"* **(Provider, Plymouth).**

Although there was doubt amongst some providers that the Gateways had extended the provision of bed spaces it was felt that they had been successful in influencing policies of allocating beds and had increased those available for offenders (one of the main objectives of the SWAG project). Although this was seen as a success the concern was raised by some providers about how they could keep balance in their provision.

> *"So I suppose we've made 22 beds available locally, which were always available but they were available to an array of client groups, but now we're saying there's 22 for this particular client group "* **(Provider, Dorset).**

The Gateways themselves report notable successes in their Performance Management Reports in engaging providers who had previously had exclusions for offenders or particular categories of offenders. Examples of how Gateways have changed these priorities are given in Chapter 2.

Influencing availability of housing for offenders was also felt to be linked to more effective matching to vacancies and better access to information on the range of provision.

> *"It should enable, especially the way that Gateway's been set up, better matching and matching to vacancies as well. The ideal is that you will also then have better information about where vacancies are so you're not just ringing round all the projects to say "Have you got a space at the moment?" You will actually know and be able to plan for when people are leaving and that sort of thing. But also because of the single point they will look at all the provision, the whole range of provision, whereas offender managers might have worked with sort of maybe a more limited resource.* **(Referrer, Bristol).**

Further, the security of back up provided by the Gateway and effectiveness of the risk assessments they undertake were also felt to be significant in encouraging providers to open up accommodation places to offenders:

> *"With the Gateway it's no different really. They're not going to try and place somebody in accommodation where it's going to fail. It just isn't worth the trouble. So part of it is that perception and, you know, the fact is they don't control that individual, they build a relationship with that individual, they put the offer of support for the landlord and that's why the support people outside, the accommodation providers, the hostel accommodation providers, are saying "Okay, we wouldn't normally have let to your clients, but actually we will now because you've got a dialogue with that person; you've completed a risk assessment"* **(Partnership Board Member, Plymouth).**

3.2.4 Impact on the Work of Other Agencies

It is clear that part of the benefit of the SWAG project would be in increased efficiencies and effectiveness by streamlining of services through the provision of services through a single point. Although we have no baseline data with which to compare costs of provision of services prior to establishment of the Gateways, our stakeholder fieldwork and the on-line survey conducted for the cost analysis qualitatively show evidence of cost and time savings and efficiency gains. Referrers across the Gateways consistently indicated the positive effects of the focused and streamlined service that the Gateways provided and contrasted it to the more ad-hoc and individualised services that had existed in the past. Some respondents to the survey specifically mentioned cost and time savings related to their own work areas.

> *"SWAG undertakes a great deal of work that one of our teams previously had to spend time on. There are significant cost savings in respect to our service provision and also with the reduction in duplication of work undertaken by other agencies"* **(Response to on-line Cost survey, Partnership Board Member, Bristol).**

"I don't have any specific examples, but it has improved the service. It's quite a lot of work for the housing officer generally to find accommodation, so it's helped her to condense that. It hasn't reduced her work load, but it's made it more streamlined so it's been more effective" (Partnership Board Member, Dorset).

It is clear that all of the Gateways have had a positive impact on the work of other agencies through their more targeted and offender-focused provision. The Gateway's role in streamlining services and co-ordinating provision is discussed more fully above.

3.2.5 Provision of Operational Intelligence

In addition to providing a more efficient and joined up service for offenders, Gateways are also amassing a wealth of information around offender profiles and needs in relation to accommodation, through their data systems which will provide a unique source to inform and support future commissioning priorities and service delivery. The continuation of this data collection into the second phase of the evaluation (see Appendix 3) is particularly valuable. Although this has been a challenging area for the Gateways, stakeholders have welcomed the actual and potential benefits it could, and has, provided. The following quote early in the Bristol project, illustrates the potential:

"Some of that information will be really useful in terms of commissioning priorities as well...stuff from the Gateway could actually really help inform maybe kind of new priorities or making sure that we've got a market that can address people's needs in the right way. (Partnership Board Member, Bristol).

Gateways subsequently report that this has now happened and that information is currently used to inform Supporting People and Homelessness policy and commissioning.

The SWAG project has captured significant learning in its construction of co-ordinated provision in housing offenders. It will be important to encourage NOMS and probation areas to ensure that such learning informs accommodation arrangements across England and Wales. This pilot project has changed the dynamic of housing provision for offenders.

"it's also to change the dynamic between the statutory, community and voluntary sector... I'm saying we will change anything that needs to be changed to make this more culturally proficient and break down the barriers. So you then change the services and I think it takes that sort of approach to make us more effective whether it's offenders, whether it's BME homelessness or any other group..." (Partnership Board Member, Plymouth).

Chapter four offers a template drawn from the findings of the pilots to inform this endeavour.

3.3 Joined up/Inter-agency Working

One of the key areas of impact of the Gateways has been in their engagement with partners, joining up services and working across agencies. To be effective, the Gateway needs to work across agency boundaries and bring different agencies together. The role of the Gateways in networking and joining up agencies was a theme which emerged across the range of stakeholder interviews. The Gateway Partnership Boards are one example of this at a strategic level but at an operational level, Gateway staff also report that their interventions are central to bringing together and co-ordinating the work of key agencies to provide support to offenders.

"In many complex cases the housing advice workers spend days ensuring that clients are able to access the support that they should have (e.g. CPN, social services, drug worker) and ensuring that it is all coordinated. More often than not, the various people involved are not aware of each other and are not working together. For our work to be successful we have to ensure they are coordinated and agreed on appropriate outcomes and who will do what" (Gateway Staff Member, Bristol).

Case P1

P1 presented to the Gateway with a complex range of needs. The Gateway worked alongside an extensive network of support agencies to offer appropriate and flexible assistance and he appreciated their involvement. The Gateway helped him move from a problematic placement in a hostel into more suitable B&B accommodation but also argued his case at a special housing panel, ensuring that he was given priority for social housing. At the time of the follow up visit to Plymouth, he had just moved into his own tenancy.

Referrers also consistently reported on the efforts and impact of Gateway staff in securing inter-agency engagement. Where there were challenges to inter-agency working from a referrer perspective, these were related less to disagreement about processes and purposes and more about dealing with potential statutory restrictions on information sharing. Reference was made to confidentiality issues as well as the willingness or otherwise of agencies to share assessments. This can lead to bottlenecks in the process where sufficient information was not made available for effective referral.

> *"The challenges that always affect cross-agency working and that is stuff about confidentiality, what can and what cannot be disclosed, risk issues of course – and people have different perceptions of what is risky – and also sort of just time … having the time to actually sit down and discuss something with somebody rather than hoping they'll just pick up the paper and run with it" (Referrer, Plymouth).*

It should be noted that, as a result of the pilot, NOMS sought legal advice on information sharing by the criminal justice system with accommodation providers and this has been incorporated into the Housing and Housing Support Resource Pack produced by NOMS[51].

The Common Referral Form has been embedded in the Gateway areas and information sharing protocols have been established across all the Gateways. The structural location of the Gateway affects the ease with which referrers share information with the Gateways and has had a particular impact on Bristol which sits outside the probation service. This is discussed further in the Referral section.

Case B2

B2 was referred to the Gateway by a housing worker shortly before release at the end of a long prison sentence. Through the housing worker, the Gateway made a referral to a hostel in Bristol for the date of his release. This hostel provides resettlement support and the Gateway established that the offender would be able to have a keyworker of his own ethnicity. There was no face to face meeting with the Gateway worker as the hostel dealt with most needs from the point of release. However, the Gateway did attend subsequent MAPPA meetings, with information supplied by the hostel.

Providers also recognised that the Gateways were ideally located to provide an effective conduit for inter-agency communication. Many providers talked of the increase in trust which the Gateways had brought and felt that this underpinned good and improving relationships amongst them all. Providers also noted, however, that such networking and partnership approaches could sit uneasily alongside competition for referrals and maintaining high rates of bed occupancy.

"the contract culture that we're all working in at the moment which means that all our services go out to tender so therefore we're all having to perform to targets and objectives and keep performance indicators etcetera, means that at a time when partnership is being promoted in the sector, actually the contract culture is encouraging you to become competitive" (Provider, Dorset).

3.4 Streamlining Services/Addressing Gaps in Services

Linked closely to joined up and inter-agency working is the Gateways' role in streamlining the provision of services. This is evidenced in experiences of referrers, providers and offenders. Interviewees commonly expressed the view that not only did the Gateway have the potential to create more effective pathways for offenders but that it was doing so in practice:

> *"That gap that used to exist with people coming out or being discharged or released from prison.....that was a huge hole and the Gateway … now prisons can refer straight to the Gateway without the involvement of an offender manager outside. They'll have an offender manager inside, but the Gateway can take straight from prison, people who have paid their debt to society" (Partnership Board Member, Plymouth).*

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[51]See http://www.noms.homeoffice.gov.uk/news-publications-
events/publications/guidance/HHS_Resource_Pack_2008?view=Standard&pubID=520391

An additional function of the Gateway has been to relieve criminal justice agencies of the time consuming duty of finding accommodation by providing a 'one stop' service. Although it was not possible to quantify the time savings accrued as a result of the operation of the Gateways, the qualitative evidence in the stakeholder interviews and the responses to the online cost survey support the view that Gateways have had an impact on this. Additionally, there is support for not just greater efficiency but also greater effectiveness.

> *"It's quite a lot of work for the housing officer (prison based) generally to find accommodation, so it's helped her to condense that. It hasn't reduced her work load, but it's made it more streamlined so it's been more effective" (Partnership Board Member, Dorset).*

The housing expertise that the Gateways bring was also viewed as crucial in providing effective services and in freeing up referrers to concentrate on other aspects:

> *"I think that the basics of it are fantastic and the Gateway staff are absolutely brilliant and they know their housing stuff and it takes the pressure off you as probation workers to do more of the offence-focused work rather than thinking about housing" (Referrer, Plymouth).*

Providers too acknowledged the more streamlined service that the Gateways' provision as a "one stop shop" had created:

> *"much better co-ordination between the prisons, probation and providers around making arrangements for people coming out of prison for whom if that wasn't there those arrangements would not be made " (Provider, Bristol).*

> *"kind of cuts down on the number of phone calls because you've got one central base now instead of reporting to each probation officer separately " (Provider, Dorset).*

Case D2

D2 has a history of alcohol abuse and violent behaviour and had committed an offence of assault on his partner. During the court adjournment awaiting sentence he became homeless. His Offender Manager made a referral to the Gateway who undertook a paper assessment and made referrals to a number of appropriate accommodation providers. Within three days of the referral D2 had moved into a dry house where he settled and currently remains. The offender had no direct contact with or knowledge of the Gateway but the effectiveness of the referral and speed of response proved critical at the point of sentencing.

Case P5

P5 is an older offender who had served his first prison sentence as a result of a sexual offence. He had lived with his parents and then in his own tenancy which he lost on going into prison. He was referred to the Gateway on release because he had no experience of dealing with housing agencies. With assistance, he applied for a supported housing project, quickly moving from general accommodation into an independent flat. Although not needing day to day support, the Gateway maintained occasional contact whilst pursuing his application for social housing. He was appreciative of their continued interest and the possibility of practical help when offered re-housing.

Collectively, the Gateways have handled 2253 referrals during the period of the evaluation and successfully accommodated 737 offenders. When those the Gateway was unable to assist are excluded, this represents 47% of referrals accommodated. While there is no baseline data with which to compare these figures[52], there is significant qualitative support in the stakeholder interviews that the Gateways have had an impact on the numbers of offenders being accommodated:

"What the Gateway has achieved, I think, quite successfully is about the much better co-ordination between the prisons, probation and providers around making arrangements for people coming out of prison for whom if that wasn't there those arrangements would not be made... certainly larger numbers of people are getting resettled now and that didn't happen before" (Partnership Board Member, Dorset).

[52]See Chapter 1

Summarising the interview data it appears that the following factors have enabled Gateways to provide a more joined up and streamlined service than was previously available:

- links with and knowledge of criminal justice system among Gateway staff

- having good working knowledge of housing provision and legislation

- established access and referral system with quality assurance of referrals from prisons and probation via Common Referral Form and the Gateway 'hub'

- established information sharing protocols

- high levels of risk assessment - trustworthy flow through of information through the system

- increased information regarding accommodation options, local provision, vacancies and better relationships with accommodation providers

- potential for increased support for offenders in navigating their way through the system.

3.5 Sustainability

As would be expected from a pilot project, this has been a key issue throughout the life of the SWAG project. The short term nature of the pilot was further exacerbated by the delayed appointment of the Project Manager which resulted in the anticipated 3 year time span for the project being considerably shortened. Since SWAG adopted a phased approach to establishing Gateways, and there was a need to instigate a tendering process in Bristol, Bristol began some 5 months after the other Gateways and had an operating period of just 13 months during the pilot. The impact of this was clearly reflected in the stakeholder interviews and workshops. Concerns were expressed that the short term nature of the pilot may have affected people's willingness to engage and remain engaged:

> *"Actually that's a difficulty I've had to be honest. I think one of the … I'm not sure whether it's sort of impeded it, but there's always been … all the way through there's been a sort of doubt about "Is the project going to continue?" (Partnership Board Member, Dorset).*

Providers too shared the concern about investing in something which could turn out to be short-lived, particularly where this involved changing established practices.

Uncertainties about the future of the Gateway were particularly difficult for Gateway staff and a concentration on exit strategies at a time when Gateways were only just becoming viable was considered to be a major problem by stakeholders:

> *"I think the funding thing is a real barrier because actually setting something up when you're also planning how you might exit seems barmy and I think that's a real tough order for the people actually working in the Gateway. That's really hard when you're trying to promote your service but with one eye on actually the end of March is not very long away at all really and I think that's … I think we've given people a really tough challenge" (Partnership Board Member, Bristol).*

The timescales put the Gateways under pressure to demonstrate success to secure sustained funding at a time when they had only just become fully operational. Seeking commitment from funders with a limited amount of data on the achievements of the Gateways was particularly challenging:

> *"[Stakeholders] are justified in saying "Why should I commit … why are you asking me to commit now? Why are you asking me to put money on the table now when we haven't finished the evaluation? The pilot's not complete!" (Cross-Gateway Staff Member).*

And, as one Gateway staff member said:

> *"We now feel that we are delivering a service rather than creating one - we would just like longer to prove it." (Gateway Staff Member, Plymouth).*

All of the Gateways have been successful in securing funding from partners for a further year of operation which is a good indication of their demonstrable value to strategic partners. The continuing operation of services will provide continuing valuable evidence of the activities and impact of the Gateways. The short pilot period has naturally limited the amount of statistical data available to the evaluation and the continuation of the evaluation into a second phase should provide important supplementary data to inform decisions on future sustainability.

3.6 Strategic and Operational Management, Advice and Support

The previous chapters outline more fully the operation of the Gateways and the structure of the project. Strategic management in the project and the Gateways is supported by a number of groups. At a SWAG project level, the Project Advisory Board has a role in providing strategic support and guidance to the Project Manager.[53] At Gateway level, each Gateway established a Partnership Board with representation across a range of key agencies, including providers and referrers (to enhance the 'on the ground' operation of the Gateways) and members with a strategic influence to keep the work of the Gateways on the policy agenda, offer a useful perspective on longer term sustainability and ensure that the project is able to enact fundamental change in achieving outcomes for offenders. The role of the Partnership Board proved important in communicating and embedding the Gateways' operations, in providing cohesive partnership working and cross forum interaction. The overall consensus of the interview data was that the Partnership Boards functioned well and fulfilled their remit effectively. Although the number of agencies involved in the Partnership Boards is extensive, and inevitably priorities and agendas conflict from time to time open and honest communication, trust within partnerships and an understanding of each other's pressure points were identified as key in avoiding potential conflict.

> *"And certainly for me the point is that we work together to try and reach a common goal by going down the same path together. I just think an openness and honesty about where we want to be. Quite often large organisations have funding regimes which don't match, they have strategic aims which aren't necessarily going in the same place, but as long as people are honest about where they want to be, then we can work towards, you know, building a bridge to that." (Partnership Board Member, Bristol).*

As the Gateways have evolved, the role of the Partnership Boards has changed. For example, in February 2008, Dorset Partnership Board took the decision to disband. It was recognised that it had served a useful purpose in engaging partners at the pilot outset. However, Dorset Gateway's increased integration with existing forums and partnerships was identified as providing opportunities to engage with similar stakeholders outside of Partnership Board meetings. Dorset's Partnership Board was also complicated by the geographical scope of its delivery – over three LA areas. Bristol Gateway reported that they had recently refocused their Partnership Board to ensure an appropriate mix of strategic and operational focus. Plymouth Gateway Partnership Board is in the process of establishing a sub-group of commissioners to work together to inform the review of Supporting People and homelessness strategy underway in Plymouth.

At an individual Gateway level, strategic management is provided by the Gateway Managers. The role has evolved differently in each of the Gateways and has been influenced by the roles and the relationships of the host agencies but all Gateway Managers have responsibility for managing a complex set of strategic relationships as well as day to day responsibility for the performance and management of the Gateway. This can be a difficult role with conflicting priorities and high levels of pressure. Plymouth is the only Gateway with a senior housing worker whose role is to undertake much of the day to day operational management of the Gateway leaving the Gateway Manager to concentrate on the strategic relationships outside of the Gateway. While this has some advantages, it can make the connection between the strategic and operational areas more difficult to achieve. There was additional complexity in the Plymouth Gateway as it operated on two sites for the period of the pilot[54]. Operating the Gateways with limited resources and with the additional pressures of a pilot has been challenging for all the Gateways and all indicated that additional staff resources would be desirable. Data from stakeholder interviews with offenders, referrers and providers and partnership board members, points to the hard work, commitment, enthusiasm and quality of the Gateway staff teams and the part they have played in the success of the Gateways.

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[53]The Project Advisory Board had strategic representation from a range of organisations, including: NOMS (Community Integration Unit), CLG, SWRRP Accommodation Pathway; HMPS SW Area, Regional Probation Service, CLINKS, GOSW, and Job Centre Plus
[54]This has been addressed in the 2008/09 arrangements

One of the objectives of the SWAG project was to provide opportunities for the Gateways to meet and share good practice and learning - for example at regional managers' meetings and away days. These were also attended by HMPS Area Office to ensure sharing of information on tactical and operational issues relevant to the project. Some of these were attended and observed by the evaluation team and provided useful insights into the operation of the projects and the relationships between the Gateways. Mechanisms for sharing practice were clearly embedded and managers and staff took opportunities to highlight the work of their Gateways. Although these events were clearly valued by Gateway staff and managers, the evaluators have observed (from meetings and responses to interim reports) that a sense of competition seems to have evolved between some of the Gateways. While this can provide motivation, care needs to be taken that it does not inhibit truly reflective practice and thus hinder effective knowledge sharing which needs to capture learning on what does not work as well as what does.

3.7 Referral Processes

This section draws out the main themes with regard to referral processes in the Gateway, including the Gateways' role as a 'one stop shop', the impact of ECL and the use of the Common Referral Form and assessment more generally.

3.7.1 One Stop Shop

Stakeholders saw considerable value in a single point of referral which was seen as creating a clearer and more consistent picture of offender needs and risks. They also valued the streamlining of services that it represented and the impact on leveraging resources through participation at the strategic table (see above). The single referral point did, however, create tension with some providers who had existing good relationships with individual referrers.

> *"I think the Gateway's trying to impose a fairly tight system on its referrals so is saying to probation officers "You must refer through the Gateway." I mean interestingly that's created some tension with some providers who said to us last week "Well that's all very well, but we're no longer getting the referrals we were getting before because we had individual probation officers who knew us well and referred"* **(Partnership Board Member, Dorset).**

3.7.2 Impact of End of Custody Licence Scheme

The early release scheme, which was started by government during the life of the project, was perceived to be having a big impact on the Gateways' ability to bring order to their planning and thus impacted on the effectiveness of the referral process. The scheme means that Gateways planning can be undone or ignored because of unexpected prisoner movements or early releases. In the staff workshops, Gateways reported the impact anecdotally in a variety of ways:

- Referrals take more time because referral information is not always available
- Offenders decline help as the lure of early release makes them invent an address
- Referrers decline to refer those that are eligible for early release

Referrers also noted a concern that early release was impacting on the referral process and recognised the conflict between dealing with housing need and the requirements for early release which will make offenders identify a 'bed' simply for release.

3.7.3 Assessments and Common Referral Form

As indicated in the section below on 'Streamlining Services', the Gateways have achieved significant success in streamlining the referrals process, not least in the implementation of the Common Referral Form. Although there was some resistance to what was perceived as a lengthy form which duplicated information on OASys[55] , the Gateways and the SWAG project have worked hard to overcome this and Gateways report high levels of acceptance of the form and significant improvements in completion. That said, Gateways still report variable quality in completion of the form (which in turn impacts on the data available to Gateways). This is a particular issue with Bristol Gateway which does not have direct access to information from probation. Gateways and referrers also recognise the subjective nature of the form:

> *"I know it's supposed to be objective, but I think some of it is a bit subjective. It's about opinions. I mean, you know, god forbid, but if there was a situation where someone didn't like someone you could, you know, make the referral form look pretty, you know, not good shall we say because it is asking for opinions and I don't really think that's good" **(Referrer, Plymouth).***

Length of the form was found to be an issue in our earlier research especially for referrals for signposting services, for which the form was not really designed. Gateway staff report that acceptance of the form has been assisted by the creation of shortened versions of the form - for example in Plymouth Gateway for signposting referrals and where deposits only are required in the Dorset Gateway. Dorset and Plymouth Gateways report that all their main accommodation providers are now using the form which is a significant achievement, particularly given the early resistance.

All understood the process of referral as it impacted on their provision and the importance of accurate and timely information. Providers were most interested in receiving the right kind of referral for their provision and were less concerned about the referral process as a whole. Thus referrals they considered inappropriate affected their view of how well the Gateway was performing.

> *"was about matching and getting the right person in the right accommodation to make it a success and there has been occasions when that kind of pressure for them to deal with the numbers on their books has led to maybe an inappropriate referral" **(Provider, Dorset).***

SWAG developed and piloted the concept of 'delegated referrals' with YMCA[56] , prior to the establishment of the Gateways. The concept is that, with trust and appropriate expertise, referrals to accommodation providers could be assessed by a third party, avoiding the need for an interview with the provider. Given the practical difficulties of arranging interviews for offenders with providers pre-release, removing this barrier can assist in identifying accommodation prior to release from custody. This 'delegated referrals' process has begun to be piloted by the Plymouth Gateway. This is a goal that in theory seemed welcomed by many providers though some still wish to retain their right to assess on their own terms. Indeed this raises the issue of the purpose of assessment too. Some providers concerns were related more to the referral being a good and safe tenant than knowledge of their particular criminal history. Risk management in this situation could be differently conceived by the referral agency and the receiving agency.

> *"Gateway would do it all and we would just be sitting here, we wouldn't have to be touting for custom anymore; there would be a steady flow of suitable people because they would be pre-assessed and then we could just fine-tune it and life was going to be easy" **(Provider, Dorset).***

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[55]The perceived duplication was a requirement for sharing data with third parties. This was covered in the October Interim Report
[56]YMCA (2008). Housing Referral Process: A Pilot Resettlement Project by the YMCA in Partnership with the South West Accommodation Gateway.

Chapter 4
Applying the Lessons

4.1 Introduction

The previous chapters have focused on an evaluation of the Gateway itself and made suggestions for improvement and development of the Gateways beyond the pilot period. This chapter draws on the other main focus of this evaluation which is centred on what can be learnt from these pilots to improve policy and practice for the development of sustainable accommodation strategies for offenders across England and Wales. Underpinning the ideas presented in this chapter are some underlying principles:

1. **A one size fits all approach to this complex issue is neither appropriate nor feasible.** It is not possible or desirable to suggest a single Model which can be replicated across the country. The evaluation has confirmed a local approach was an appropriate approach to the pilot and has revealed the following:

- local circumstances often dictate the particular relationships developed to meet the need though there will be core stakeholders who will be needed in any local model
- differential resources are available to meet housing need and thus an individualised response is needed
- some areas already have key agency engagement in this work which should be built on, others may be starting from a rather different and less-developed position
- a centralised gateway which draws together local resources will vary in size according to local circumstances, key cost centres can be extrapolated from this evaluation but this will need to be fitted with local circumstances

2. **Organisational leadership of a Gateway does not appear to be better located in any one particular agency** - probation, voluntary sector, city council, prison or independent provider. Inter-agency working is necessarily complex and must build on pre-existing networks. What is significant is:

- understanding the pre-existing relationships between agencies (this applies at both an operational and strategic level)
- link to local authority and Local Area Agreement priorities for reducing offending
- linking to pre-existing forums
- garnering maximum buy-in from all agencies
- ensuring offender specific targets are incorporated within targets by all agencies who can have an impact upon this provision

3. **A co-ordinated approach to data management is an absolutely necessary building block for a successful project.** Investing in a co-ordinated provision for meeting the housing needs of offenders will demand an investment of resources. Data Management systems have to be put in place to make reliable judgments of the efficacy of the project. The characteristics of this system should be:

- the data management system should include the same fields in each individual instance of a Gateway for comparative purposes
- a clearly understood and unambiguous data manual should be prepared so that the data collected meets the same criteria in all Gateways
- a national system of monitoring which can be extracted for evaluation purposes to provide a detailed picture of key fields over time to demonstrate sustainability and the impact on reducing re-offending
- links to other data systems held by relevant agencies to minimize overlap and duplication. This would require local flexibility as the systems in use by SP teams, health, LAs, local partnerships will vary
- system should be in place before Gateway becomes operational to eliminate the need for back filling the data

4.2 The Importance of Region

Part of the success of the SWAG Pilot Project has been the leadership at a regional level from within the ROM structure in the South-West. This has enabled resources to be garnered across the three areas and produce added benefits of regional buy-in. Policy and practice is organised at central, regional and local levels and the interplay between those foci are crucial to the success of any initiative. Accommodation solutions often play themselves out at all levels but particularly at the local level where the housing stock is located, where the relevant local or county authority is situated, where commissioning through Supporting People takes place and where the increasingly important Local Area Agreements operate. A Pilot will be able to invest resources to support start-up and other unexpected costs but this is less likely to be available for projects post the pilot phase. It is therefore important that local areas make use of regional support where available and achieve buy-in from agencies organised at a regional level - prison service, NOMS etc - and, where appropriate this is included in the toolkit for good practice.

4.3 Factors Contributing to Success of a Gateway - a Toolkit for Good Practice

We outlined in two Interim Reports our developing summary of the key factors which may contribute to success within a Gateway provision of this nature. We have received feedback and have continued to build on this section and an updated version is presented below. This information provides us with a 'stepping stone' to building a comprehensive 'best practice' approach which is intended to help all areas consider the sorts of strategic and operational questions which can lead to success. This should always be viewed as work in progress as opposed to any definitive model. Each key component has some outline factors which give more detail of what might be entailed to meet these requirements. There will be overlap in each of the sections as similar success factors can apply in different substantive areas. The evaluation team would be happy to work with any area in scoping out the possibilities for a Gateway in their area. This will be particularly of interest to authorities developing their Local Area Agreements for which reducing re-offending is a key target area. Eight key areas are highlighted:

4.3.1 Laying the Groundwork - pre-commencement

4.3.2 Laying the Groundwork - strategic considerations

4.3.3 Developing the Staff Team

4.3.4 Establishing Inter Agency Co operation

4.3.5 Processes, Protocols and Procedures

4.3.6 Cost-Effectiveness of a Centralised Gateway

4.3.7 Enhancing Provision

4.3.8 Offender Focused Services

4.3.1 Laying the Groundwork - Pre-commencement

Adequate 'lead in' time for development work

- An agreed and shared approach to data storage, collection, analysis and evaluation needs to be determined prior to service delivery commencing; establish baseline data to enable analysis of impact
- Consideration should be given to compatibility with existing data systems (e.g. with existing probation, prison or council data systems or with existing Gateways)
- Establishing best, safe and accessible location for local project – for instance probation premises allow for dynamic interchange and easier access to case recording, but voluntary agencies may be seen as more user-friendly by some providers and by offenders not under probation service supervision (AURs)
- Issues of provider choice, consumer preferences and procurement policies will all determine the actual location
- Develop protocols (such as Info-sharing, prioritization) for agreement between key agencies and agree single standard forms e.g. Common Referral Forms
- Partnership working must ensure the focus of the work is part of the agenda for key agencies, some of whose first priority may not be offenders and should include DAAT, PPO Teams, PCT etc from outset along with LA, SP, provider forums etc
- Managing the expectations of all stakeholders is important
- Early buy-in before project begins essential to opening doors

Build upon historically successful relationships between partner agencies where possible

- An audit of current provision relating to housing need - accommodation, advice services, resources etc
- Establishing relationships, networks and understanding of the extent of homelessness amongst offenders in the local area partners' strategies and priorities to address it
- Identifying potential linkages with the reducing re-offending agenda and tackling of offender homelessness e.g. SP, LAA, Community Safety, Homelessness Prevention and Rough Sleeping priorities
- Developing an accommodation directory before starting so that staff have an offender specific information resource (this may be an outcome of the audit above)
- Unless the project can link to existing approaches and provisions, agencies may see the new initiative as a threat so managing resistance will be important
- Awareness of local mechanisms to access services e.g. homelessness policies, floating support, move-on arrangements, referral / hub systems, etc of key agencies should be built into the development of a local model
- Get buy-in from all key agencies through formalising engagement such as a partnership agreement, tasks allocation in the delivery plan etc.

Adopt a flexible, locally responsive approach from the start in applying the core principles

- Take account of the current local housing provision and potential for development (e.g. within the Private Rented Sector)
- Local strategies for move-on and step-back policies and their impact upon the appropriate placement of offenders
- Strategies for accessing homelessness provision
- The pre-existing local approach by the probation areas and local prisons to accommodating offenders
- The consequences of any differential implementation of the Offender Management model needs to be taken into account
- Current Supporting People policies and practices and interaction with wider LAA national indicator targets in each locality

Independent and transparent evaluation, where appropriate, to be commissioned at earliest possible stage

- Ideally this should be at same time project development work begins to ensure systems are consistent with the demands of research analysis, ensuring the right questions are asked and data is recorded consistently
- Staff teams need to understand the separate role evaluation plays
- Action research approach allows feedback on issues in a timely fashion to improve working practices
- Realistic objectives are set for all parties

4.3.2 Laying the Groundwork - Strategic Considerations

Effective contract monitoring

- Lead delivery partners to 'take ownership' of contract management from the start in order to ensure strategic and operational support is available to Gateways from the outset
- Advisory boards should, if possible, have ownership and power to influence progression of the project and for clarity be re-named Management Boards, accountability should reflect the commissioning model adopted
- Sufficient staff time to support data inputting and controls needs to be costed into the delivery model
- Ensure transparency of line management processes to avoid 'too many masters' or ineffective matrix management

Need 'buy in' and support at a strategic level at earliest possible stage

- Particularly crucial are links with HMPS, probation service, Supporting People, Local Authorities and LAA buy-in
- Always work with existing structures where possible rather than try and replace them
- Be available for networking in this phase to sell product

Early adoption of appropriate operating model based on local needs

- All models need to comprise the following key elements
  - Assessment
  - Support, both pre-placement and for sustaining placements
  - Referral process
  - Links to accommodation and related service providers
  - Protocols for good practice
  - Agreed referral and communication links to probation and prisons
  - Agreed communication links to LA provision
  - Single data management system
- Each element may be constituted and delivered differently according to local arrangements but all will be essential for effective delivery

4.3.3 Developing the Staff Team

Establish 'buy in' from staff at earliest possible stage

- Ensure working to shared objectives
- Team building important
- Engage all staff, as far as practicable, in key decisions re location, office space, form design, protocols etc
- Adopt creative and 'joined up' thinking to address problems and challenges

Ensure staff team has local expertise in housing markets and housing advice in addition to criminal justice expertise

- Staff's existing knowledge and experience should ideally complement each other to cover all areas – assessment, support, knowledge of housing (across housing sectors) and housing related support
- Access to, or skills in, the legal aspects of housing advice is crucial
- Access to, or knowledge of, offender management, CJS risk assessment and complimentary interventions e.g. for substance misusers, women offenders, mental health / learning disabilities
- Management structures need to ensure resources are clearly delineated for both strategic leadership and operational management
- Extensive local knowledge, where it exists in staff recruited or seconded, needs to be utilised to help new staff not familiar with local provision, protocols and practices

Integrate provision of legal advice in relation to housing where appropriate

- Ensure effective mechanisms for appropriate signposting to advice services in relation to housing, benefits, debt etc
- Have a defined quality standard which relates to the provision of legally based housing advice

Consider transfer of staff between relevant agencies

- Arrangements suitable to each context for prison worker to regularly spend time working in Gateway and vice versa
- Secondment of staff from key agencies e.g. probation or VCS agency can help cement relationships and networks and provide immediate access to relevant skills and networks
- Build on existing expertise rather than by-pass it

Provision of appropriate training to facilitate all of the above

- Staff must feel equipped to take on all aspects of their role
- Sufficient planning and development time will allow for comprehensive training programme
- Continuing Professional Development and appraisal should be built into the working environment for staff

4.3.4 Establishing Inter Agency Co-operation

Clarification around where Gateway sits in the context of other services

- Map key networks
- Effective and on going networking across agencies to secure relevant engagement and to overcome 'agency insularity'
- A new project needs to be visible across the locality by attending relevant meetings etc
- Scope existing referral agencies and what they require
- Build a service directory around housing, homelessness and housing related support
- Scope existing providers and what they offer

Visible representation and links with key agencies

- 'Cross forum' engagement (e.g. local housing forums, offender forums, Supporting People forums etc.)
- Link to development of a sustainable strategy so changes become embedded in organisational practices and policies
- Make use of agencies who can already provide key services such as assessment support, tenancy support programmes, floating support, support for providers, landlord liaison schemes and so on
- Ensure access to key case recording systems in probation, where appropriate, to enhance seamless delivery and ensure feedback is quick and timely
- Ensure prison and probation provide appropriate information on the Common Referral Form

The need to 'embed' the work of Gateways into the consciousness of other services

- Commissioners need to remain consistently informed about the work of the Gateway (this could be achieved through effective distribution of reports, newsletters, web presence etc)
- Ensure managers' tasks include time for advocating and engaging other agencies
- Identify both operational and strategic management roles within Gateway
- Ensure Gateway establishes its own key role and added value i.e. not just a dumping ground for referral agencies who do not want the task of housing offenders

4.3.5 Processes, Protocols and Procedures

Information sharing protocols and procedures need to be produced in consultation with key agencies and have a basis in consensus between partners

- This should be done at the earliest possible stage to ensure consistency as project develops
- Monitor for continuation of previous practices around the protocols and feedback to relevant agencies where difficulties arise
- This could include prioritisation strategies identifying any special targets e.g. high risk offenders, women or BME groups or information sharing protocols
- Understand relationships between referrals and on-going support, where responsibility lies and ensure this is communicated to all parties
- Ensure protocols work on a full feedback loop so if offenders fall out of accommodation and are not currently in contact with the Gateway this will be notified by key worker back to the Gateway for further action

Effective protocols to manage risk need to be in place

- Risk assessment and management are key to effective work
- Referring agencies need to ensure their risk assessments are up-to-date and thorough
- Project needs to understand how different agencies conceptualise risk
- Communicate own standards re: risk assessment and management to key referral and provider agencies
- Each agency may have different needs re risk assessment for instance providers may be most concerned about risk to property or have different needs if accommodation is shared
- Develop and/or attend panel groups such as Vulnerable Adults Panel Groups, MAPPA etc to offer coordinated support which is embedded in clear understandings of risk

Protocols around prioritisation and appropriateness of referrals need to be in place

- Given limited housing and Gateway resources, the priority categories of referrals need to be clearly identified in consultation with partners
- Priority referrals for the CJS will be informed by risk of re-offending and risk of harm; partners to delivery may have additional priority categories to be negotiated
- Prioritisation and eligibility for services must be communicated clearly to all referral points at an early stage and not altered unnecessarily to avoid inappropriate referrals
- Links to crisis services need to be articulated to underpin Gateway role in crisis management, if any

Need to ensure effective technical support from the outset, in developing IT systems and data collection tools

- Need for a co-ordinated approach between Gateways is paramount
- Consistency of fields in IT systems which are compatible and where data can be extracted for evaluation purposes must be adopted across different schemes to ensure compatibility of data
- Data fields must be agreed during the development phase but should consider any nationally adopted schema
- Data field manual must be agreed to ensure all fields are interpreted the same by each outlet
- Ensure appropriateness of monitoring systems and data for evaluation needs and the ability to extract data to transpose into statistical packages for analysis

4.3.6 Cost-Effectiveness of a Centralised Gateway

Ensuring all direct and indirect costs are identified

- Identify key direct components of the Gateway - set-up costs, staff costs, overhead and administrative support, travel and subsistence, office costs, activities, promotion and marketing
- Identify key indirect costs of the Gateway - costs to partners services; partners' servicing or attendance at Gateway meetings

Ensuring all direct and indirect savings are identified

- Identify key direct savings of the Gateway - use of a separately costed service for assessment or floating support; or sourcing private rented accommodation
- Identify key indirect savings - reduction in referrers activity as a result of one centralised resource, streamlining of services through a centralised point of referral, freeing up offender mangers to concentrate in other areas; the centrality of accommodation as a factor in reducing re-offending will contribute indirectly to reducing costs of crime

Identify key costs

- This will include:
- staffing
- office premises, fixtures and fittings
- IT hardware and software costs
- promotion
- travel and subsistence
- management overheads and central charges
- use of facilities for rent deposits, bonds etc

Key management issues re financing of a project

- The major resource will always be staff - likely to be upward of 50 % of total costs. However how you deploy such staff will be crucial to what you can deliver. Therefore there is a clear relationship between the intended focus of the project and the particular deployment of the staffing resources
- How can you factor in use of other agency resources - what opportunities are there to align existing services paid out of other budgets e.g. existing floating support; assessment services etc that can provide additional capacity
- Promotional activity may be crucial to establish service but needs to be adequately costed at the outset
- Costs per referral when set up and promotional activities were excluded was between £244 and £387 and for those accommodated £697 to £1395. If you have a reasonable idea of potential referrals and the kind of service you wish some preliminary calculations can be made on these figures.
- The level and nature of casework support envisaged either prior to or during placement will impact on overall costs thus the type of Gateway you develop will determine costs

4.3.7 Enhancing Provision

Ensuring and developing effective links with private landlords

- Robust assessment of independent living skills and referrals into floating support where necessary is key
- Developing cash support schemes to support their ability to take referrals such as bond schemes, rent deposit and rent in advance
- Development of tenancy support and associated programmes of training e.g. Amber PHUs or the Living Skills Programme to help landlords feel they will get tenants with skills to cope with own accommodation
- OCN Accreditation of courses can support education needs of offenders
- Ensure landlords understand what support they can expect when accommodating clients by issuing clear guidelines and protocols for all parties to agree

Ensuring and developing effective links with referrers, supported and move on accommodation as well as crisis management facilities

- Gaps in provision, and barriers for offenders (or particular categories of offenders) in accessing local provision must be evidenced and fed into strategic discussions
- Identify who does not refer from statutory agencies to identify potential referral gaps and establish feedback to the agency management to ensure all referrers make use of the service. This may involve training for key referral staff

Have ultimate goal of facilitating a 'seamless transition' into housing directly from prison

- Develop protocols with prisons to ensure Gateway aware of any changed release dates (e.g. HDC, ECL)
- Link with bail support provision, where applicable, to ensure difficult to place group are not missed out on possible crisis accommodation
- Ensure that Prisons Offender Management Units (OMU) are linked in at an early stage so that they can ensure, where possible, a single point of referral to accommodation (using OMU should ensure that not only CARATS but Chaplaincy and full panoply of agencies working in an establishment are aware and use the Gateway appropriately)
- Gateway delivery is best enabled through nominated referral staff in prison – either via the Offender Management Unit or intervention staff in the accommodation pathway – along with a senior HMPS champion to promote awareness and overcome barriers.
- Ensure those released not under any licence i.e. AURs are not disadvantaged by this status and that mechanisms for supporting them in securing sustainable accommodation are central to any policy developed
- Provide feedback to prisons to ensure they know the outcomes for referrals in a manner consistent with the accommodation metric for HMPS

Knowledge Management

- Ensure knowledge and learning from implementation is captured and used to inform service development
- Establish processes to support continuous reflection on what works well (and what does not) e.g. good practice and issues logs, communication with other similar services
- Be prepared to leverage knowledge that exists externally (from other projects, organisations) as well as internally
- Share and disseminate your own knowledge through collaborative working and effective networking e.g. presentations, attendance at meetings, newsletters

4.3.8 Offender Focused Services

Commitment to raising awareness of the specific needs of offenders

- Ensuring offenders are identified as a socially excluded groups, whose needs must be met not just via offender specific but also via mainstream provision
- Key role includes advocating effectively for offender issues making all agencies aware of the particular needs of offenders who have not always be seen as a priority group
- Target providers who have restrictive policies re accepting offenders to re-evaluate their position and establish a constructive partnership with both the providers and commissioners of accommodation services to do so
- AUR offenders can get lost in the system – need for monitoring and effective liaison between prison, housing services, rough sleepers schemes and Gateway to keep AURs in system

Establish a mechanism for ensuring service user involvement needs establishing

- This would provide useful feedback about provision of the service and avoid a 'top down' feel
- Important to know why some offenders 'do not engage' or the Gateway cannot assist them
- Develop offender feedback questionnaires, exit interviews, service user representation to influence policy and practice

Focus on prevention of homelessness and rights of offenders to accommodation

- Consider the role of the Gateway in respect of offenders at risk of custody in respect of sustaining tenancies
- Utilise existing material so that offenders understand their rights
- Use of written material needs to be supported by access to advice re legal rights in respect of statutory homelessness, tenancy law etc and an assessment of appropriate individual housing options
- Reduce the risk involved in letting to engage private landlords

Focus on the empowerment of service users

- Build up skills and knowledge of offenders to enable them to understand the available opportunities and how to make the best of them (e.g. preparing information leaflets, DVDs etc, training courses etc)
- Consider a volunteer mentor scheme delivered by ex-offenders to support others into accommodation

Focus on creating organised holistic pathways into sustainable accommodation for offenders

- Work with statutory and voluntary agencies to establish comprehensive provision for offenders
- Ensure accommodation needs are situated alongside other social needs such as employment, education and training, fractured family relationships, substance abuse, mental health, and so on and establish pathways from housing to other services

Chapter 5

Conclusions, Key Findings and Key Recommendations

5.1 Conclusions

5.1.1   The housing of difficult and high risk offenders is one task which has been problematic for all those working in this field for many years. The SWAG Pilot has focused on solutions to this potentially intractable problem. Set up with regional leadership from NOMS South West , three, complementary though individual, models of establishing a centralised one-stop shop for accommodating offenders have been developed in Dorset, Plymouth and Bristol. These have been extensively described in the foregoing pages and the report notes the enormous progress which has been made in the short time each Gateway has been in operation.

5.1.2   All three Gateways have secured funding from local key agencies for a further year of operation, a clear endorsement on the ground for the work that they have undertaken. This has established (or at the very least confirmed) the need for a co-ordinated response to accommodating offenders, made a distinctive impact upon the perceptions of local agencies about the issues offenders face in sustaining accommodation and reducing re-offending and produced a case example of positive, holistic, joined-up practice which can offer a template for other areas to emulate. This has demonstrated to partners the clear linkages between homelessness prevention and tackling social exclusion. The continued operation of services will provide continuing valuable evidence of the activities and impact of the Gateways. The short delivery period has naturally limited the amount of statistical data available to the evaluation and the continuation of the evaluation into a second phase should provide important supplementary data to inform decisions on future sustainability.

5.1.3   At the same time the evaluation, conducted through a collaborative action research approach, has provided food for thought for the deliverers producing a range of changes and enhancements throughout the pilot period. The evaluators have also been able to observe the growth of confidence in the Gateways themselves in finding solutions to the issues they face. The Report is thus a snapshot of progress which continues on a daily basis. We hope we have captured some of these ever-changing developments in this and earlier Interim Reports.

5.1.4   Pilot projects are by their nature unfinished practices and there has been learning which will only be seen as beneficial in the next phase of the project. This particularly applies to the collection of data and the extraction from that data of validated statistical significances. The problems of data collection have been well documented but through the active engagement of the Gateway staff we have set up data systems which will reveal a more robust set of quantitative answers underpinning their work over the next 12 months.

5.1.5   This does not mean that the evaluation was unable to find evidence to support many of the achievements of this pilot and this has been reported on above. The high level of qualitative data, collected throughout the project shows strong agency support for the activity of the Gateway both at the level of engagement with individual offenders and at a more strategic level. It is the latter area which has the most lasting significance. The working models will change and be re-fashioned over time responding to the exigencies of adequate resourcing, increases or decreases in the housing stock available, changing government policies and individual practices but the strategic significance of establishing the Gateways has potentially changed the dynamic in this difficult area for ever.

5.1.6   The key findings are summarised below with recommendations to follow for continuous improvement of the South West Gateway Projects and for adoption by other areas. There is no doubt that this level of operation and agency endorsement has been achieved by the dedication of all staff working on the projects who have striven to achieve operational targets whilst simultaneously establishing strategic engagement, a dual task never easy to achieve.

5.2 Key Findings - Overview

5.2.1   Four strands can be identified as key to the work of the Gateways. Key findings are summarised under these themes which are:

- operational work in the placing of offenders in sustainable accommodation and increasing number of offender accessible bed spaces
- developing partnership and inter-agency work
- informing local and regional strategy/commissioning using Gateway data and learning
- drawing learning from the Gateways to support national roll out.

5.3 Key Findings - Gateway Operational Practices

5.3.1   Each Gateway has established a model of working which responds appropriately and dynamically to local circumstances, achieves local engagement by all significant agencies, builds effectively on prior arrangements and improves the access to appropriate housing for its target group.

5.3.2   Within each model a centralised, one-stop shop for housing needs for offenders, particularly for those with the greatest vulnerability to re-offending, has been created as a vehicle for co-ordinated action which will assist offenders in desisting from future criminal activity.

5.3.3   Each Gateway has received and managed a high number of referrals, with complex criminogenic histories and often at the highest level of risk.

5.3.4   In addition to direct impact on availability of accommodation for offenders, the Gateways' capacity to influence availability of housing for offenders was found to be linked to more effective matching to vacancies and better access to information on the range of provision.

5.3.5   Of those referrals needing accommodation more than one in three has been accommodated. If those offenders the Gateways were unable to assist are excluded this rises to an impressive 47 % almost **one in two of all referrals[57].**

5.3.6   Of those accommodated, 91% were in settled accommodation.

5.3.7   Whilst data remains incomplete across the Gateways for sustaining accommodation over 3 and 6 months, data extracted from one Gateway shows a 90% retention rate over 3 months, a very stable picture of sustained accommodation.

5.3.8   All Gateways have been able to respond to the needs of female offenders having referrals around 9% of the total and achieving similarly strong levels of engagement with BME referrals.

5.3.9   Each Gateway has identifiable strengths showing the diversity of approaches possible in achieving similar goals.

- The Dorset Gateway efficiently processes high numbers of referrals, with sound assessment systems and good provider links. It has worked effectively with probation who provide the necessary support role. At the same time, it has effectively engaged all key agencies in its work including prisons, Supporting People and providers.
- The Plymouth Gateway has adopted a holistic casework approach with the delivery arm provided by a key, local voluntary sector agency. It has established effective relationships with Supporting People, has produced high levels of sustained accommodation through providing a range of support to their clients throughout the process and established a move-on model of ensuring sustainability of accommodation outcomes.

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[57]Cases include referrals which the Gateway may currently be working on. An outcome, achieved after the 'accommodation required by date' for that case is therefore not recorded. Although it is acknowledged that this will, in some cases, understate the accommodation outcomes they are included to ensure that we are measuring those referrals who were accommodated at the point at which accommodation was required.

- The Bristol Gateway delivered through the City Council was established later than the other two Gateway projects. It has offered pre-placement support and assessment to secure sustainable accommodation. It has further developed an important role in co-ordinating agencies to provide support beyond the placement of offenders. It has had a focus on women and BME offenders and has had a worker working in the local prisons to help support effective resettlement.

5.3.11 Offender feedback on their experiences with the Gateways was consistently positive appreciating the responsiveness and flexibility of the Gateway staff which often contrasted with their previous experiences of the formal systems.

5.3.12 In summary, Gateways provide a more joined up and streamlined service than was previously available, have increased access to bed spaces and provided an effective one-stop shop.

5.4 Key Findings - Inter-agency Outcomes

5.4.1 All Gateways have been effective in advocating for their client group with key local agencies. This has produced a positive engagement from all key agencies, which is reflected in practical financial support for the continuation of all the Gateways during 2008/09. Alongside local funding streams, NOMS has committed a total of £250k across the three Gateways during 2008/09, to provide for a period of transition into local budgets.

5.4.2 The role of the Gateway Partnership Boards proved important in communicating and embedding the Gateways' operations, in providing cohesive partnership working and cross forum interaction. The overall consensus of the interview data was that the Partnership Boards functioned well and fulfilled their remit effectively.

5.4.3 A key area of impact of the Gateways has been in their engagement with partners, joining up services and working across agencies.

5.4.4 Many providers identified the increase in trust which the Gateways had brought and felt that this underpinned good and improving relationships amongst them all.

5.4.5 Gateways have worked well with local providers including private landlords and have been able to change priorities and achieve access to more bed spaces for offenders than were previously available. This role has also helped in the streamlining of services. This is evidenced in experiences of referrers, providers and offenders. The Gateway has created more effective pathways for offenders.

5.4.6 Staff have been effective in advocating for offenders at a variety of groups, panels and forums to help create a more positive engagement with the needs of this difficult group. It is clear that all of the Gateways have had a positive impact on the work of other agencies through their more targeted and offender-focused provision.

5.4.7 The piloting of a Common Referral Form has now produced an agreed document which can be replicated across the country which will particularly assist those agencies who might typically refer beyond one particular local area e.g. the prison estate.

5.5 Key Findings - Gateway Strategic Outcomes

5.5.1 Regional NOMS leadership has enabled engagement from regionally and nationally based organisations who can provide support for this work across the region and sub-regions. Regional relationships between SWAG and HMPS have been critical.

5.5.2 Gateways have contributed to the re-thinking of area strategies for accommodating offenders through advocating for this client group and being represented at the strategic table.

5.5.3 There is qualitative support for cost savings resulting from the co-ordination of activity through the Gateway which has resulted in replacing services previously undertaken by other key agencies.

5.5.4   Gateways have been instrumental in promoting the view that offenders are a group with needs in their own right. Whilst these needs may well overlap with other priority groups (e.g. drug and alcohol misuse, mental health, homelessness) this should not obscure the issues specific to offending which need to be addressed within homelessness services.

5.5.5   Gateways have collected a wealth of information around offender profiles and needs in relation to accommodation and 'what works'. Their data systems provide a unique source to inform and support future commissioning priorities and service delivery.

5.6 Key Findings - Applying the Lessons

5.6.1   There is significant support in the literature for the links between accommodation and reducing re-offending and this has also been a strong theme emerging from the stakeholder research. Thus the work of the Gateways is seen as having far-reaching outcomes and consequences for individuals and communities which would benefit all areas dealing with offender homelessness.

5.6.2   A one size fits all approach to this complex issue is neither appropriate nor feasible. It is neither possible nor desirable to promote a single model which can be replicated across the country, instead three successful approaches can be drawn upon. Flexible, local responsiveness is the key dynamic of change.

5.6.3   Organisational leadership of a Gateway does not appear to be better located in any one particular agency - probation, voluntary sector, city council, prison or independent provider. There are advantages and disadvantages to each location. Inter-agency working is necessarily complex and must build on pre-existing networks.

5.6.4   A co-ordinated approach to data management is an absolutely necessary building block for a successful project. Investing in a co-ordinated provision for meeting the housing needs of offenders will demand an investment of resources. Data Management systems and collection of baseline data for comparative purposes have to be put in place to make reliable judgments of the efficacy of any project.

2.6.5   Critical Success Factors have been identified which can be applied in any area of the country.

5.7 Key Recommendations

For the Gateways

Key Recommendation 1: Each Gateway needs to ensure that strategic and operational management is clearly delineated and co-ordinated and sufficient time is dedicated to each aspect of this role, whether by allocating to separate staff or by clear demarcation of job responsibility.

Key Recommendation 2: Through the provision of a one-stop shop the Gateways have gained knowledge to support streamlining of provision and increased awareness of gaps and shortfalls. All Gateways need to identify formal and systematic mechanisms to ensure that this knowledge is disseminated to relevant agencies and acted upon to achieve best practice.

Key Recommendation 3: Gateways must prioritise the collection of useable data, such as 3 month and 6 month data, to demonstrate the sustainability of accommodation for offenders.

Key Recommendation 4: Gateways must establish processes for ensuring the offender voice is captured to inform best practice. This might include: exit interviews, feedback questionnaires and service user representation.

Key Recommendation 5: Gateways should collect statistical data on the range of interventions and activities to demonstrate more robustly the range of activities and their impact on other agencies.

Key Recommendation 6: Gateways should instigate formal processes of continuing reflection on the operation of their models and their application to changing local demands. This should include the capture and response to what does not work as well as what does.

Key Recommendation 7: Gateways should work with referrers to collect more consistent data on AURs to enable outcomes on this key group to be tracked.

Key Recommendation 8: Gateways should monitor closely and explore their falling referral and accommodation rates to ensure that these are as a result of more effective prioritisation rather than any fall in levels of engagement by referrers or providers.

Key Recommendation 9: Gateways should capture data on numbers and outcomes of End of Custody Licence (ECL)[58] clients and liaise with other agencies to inform and influence the policy and operational agenda.

For agencies working with the Gateways

Key Recommendation 10: Referrers should assist the Gateways in ensuring that information on referrals is complete, accurate and consistent to enable more comprehensive conclusions to be drawn from data.

Key Recommendation 11: Effective inter-agency working depends on an approach which is built on openness, transparency and willingness to share and establish processes, protocols and practices. Agencies should ensure that they are willing to change to meet identified need.

Key Recommendation 12: Referral agencies could consider small-scale evaluations of the impact of the Gateways on their own work to provide additional evidence of the impact of the service on their own resources.

For Policy-makers

Key Recommendation 13: NOMS needs to consider the negative impact of ECL on Gateways' ability to achieve sustainable accommodation outcomes for prisoners.

Key Recommendation 14: NOMS, prisons and probation areas should draw on the Gateway model and lessons of the SWAG pilot in order to: better enable offenders to both access and sustain different types of accommodation; develop more effective strategies to engage with local accommodation providers (which are often remote from the areas in which offenders are placed in custody); and proactively use the lessons from service delivery to inform future strategy.

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[58] ECL introduced a presumption in favour of release from custody on licence for those prisoners serving between 4 weeks and 4 years for the final 18 days of their sentence, subject to meeting strict eligibility criteria and providing a release address.

Appendix 1
Interim Evaluation Reports

The evaluation of the SWAG project ran from May 2007 to March 2008. In addition to this final report a number of interim reports were produced. These were as follows:

May 2007: Preliminary Report

This report introduced the evaluation timetable and the proposed methodology. It included an early view of the Gateways' own monitoring data which was developed further in the first interim report in July.

July 2007: Interim Report 1

This report focused primarily on the monitoring data and issues of data quality, accuracy and completeness. It also covered some early high level findings from the first tranche of stakeholder interviews. The report also contained the first extraction of the performance and monitoring data from the Gateways' databases and highlighted areas for future work required to clean and extract the data.

October 2007: Interim Report 2

This report contained the preliminary analysis of stakeholder interviews from Gateway Partnership Board Members and referrers. It did not include stakeholder analysis from Providers or from the Staff Workshops (the latter were run in late October). The report presented a description of the Gateways' key features, strengths and challenges; the strengths and challenges of the referral process and the key themes emerging from the stakeholder analysis. The report also began the process of identifying critical factors for success. The report also contained detailed offender case studies and the analysis of the first phase of offender interviews and case file reviews which were repeated in January 2008.

January 2008: Interim Report 3

This was a data focused report and contained the first presentation of the performance and monitoring data following extensive data checking and cleaning and filling of backlogs undertaken by the Gateway in consultation with the evaluation team. This report also developed further the critical factors for success which were begun in the October Report.

Copies of these reports are available on request by emailing: sw.ag@justice.gov.uk or by telephoning NOMS South West on 01392 314068.

Appendix 2
Methodology

As discussed in Chapter 1, the evaluation used an action research methodology. Within the methodology, there were 5 components. The first component was an operational review looking at the aspects of the project that related to strategy, information systems and processes of the Gateways. It was based on analysis of key documents, interviews with stakeholders (see component 2) and a detailed examination of the information systems which were used to capture data for component 3. Full details of the information systems review were given in the July Interim Report (see Appendix 1).

Component 2 was concerned with stakeholder perceptions, including staff, Gateway Partnership Board members, providers, referrers and offenders. A total of 73 of face to face and telephone interviews were conducted with partnership board members, providers and referrers and SWAG project staff. See below for details:

	Dorset	Bristol	Plymouth	Cross Gateway Stakeholders
Partnership Board Members	8	12	9	
Referrers	9	6	7	
Providers	9	4	7	
Total	**26**	**22**	**23**	**2**

An additional 15 Gateway staff attended staff workshops. As discussed in Chapter 1, the planned peer-led offender workshops were more problematical and were poorly attended with 1 offender at the workshop in Bristol and 2 in Plymouth. We were unable to recruit for the workshop in Dorset. We did, however, conduct additional face to face interviews with offenders and reviews of offenders' case files in Component 4.

All data was transcribed verbatim from tape recordings. Analysis of the transcripts was undertaken using a thematic framework approach. This involved working through a number of distinct although interconnected phases (familiarisation, identifying a thematic framework, coding data, charting data interpretation and mapping) in order to make sense of the data. The qualitative analysis was an interactive process between the key researchers involved in this phase to provide a 'checking mechanism' for the interpretation of data, thus adding to the validity of the results.

Component 3 was the analysis of profile and performance data and was a quantitative analysis of data captured in Gateway systems and provided to the evaluation team on 1st April 2008. Data collected covered the entire evaluation period of September 2006 (February 2007 for Bristol) to March 2008. Data was analysed using SPSS and contextualised with the qualitative analysis from components 1, 2 and 4. Logistical regression modelling was attempted but although the models were statistically significant, the numbers were too small to be used reliably.

Component 4 consisted of 21 interviews with offenders and case records and offender manager files were also examined. Initial interviews and case file reviews were conducted in July and August 2007 with 4 offenders in Dorset, 5 in Plymouth and 5 in Bristol. This was followed up in return interviews and case file reviews in January/February 2008. At the second visit, not all of the offenders turned up for interview so 2 offenders were interviewed in Dorset, 3 in Plymouth and 2 in Bristol. Case files were reviewed at both visits.

The final component was a cost analysis and details of the methodology used are given in Appendix 4.

Further details of the how the methodology was used throughout the life of the evaluation are available in the interim reports (see Appendix 1).

Appendix 3
SWAG Evaluation - Phase 2

As a result of securing part-funding from NOMS Partnerships for the continued operation of all three Gateway services during 2008/09, NOMS has commissioned the Hallam Centre for Community Justice to continue the analysis of this data for a further year. This provides a valuable opportunity to revisit this component of the research and to refine and improve the quantity and the quality of the data collected.

Using the data collected by the Gateways for the period to 31st March 2009, this second phase of the evaluation will seek to address the research questions outlined below. In some cases, these questions are the same as those that have been addressed by the main evaluation but allow for a longer time period and therefore a fuller sample. In others, they allow the investigation of new research questions as a result of the work undertaken to address some of the consistency and quality issues with the main evaluation dataset.

The main aims of this component will be to:

1. To provide demographic data on offenders accessing SWAG services compared, where possible, to the regional offender profile

2. To examine referral routes into the Gateway to assess how effective is the engagement between Gateways and referrers

3. To provide information on the support needs of offenders accessing Gateway services to inform delivery of the Gateway and its relationship with other services - including Supporting People

4. To provide information on the range of interventions which Gateways undertake with offenders and highlight differences in accommodation outcomes associated with particular interventions

5. To examine accommodation outcomes of offenders referred to SWAG and the extent to which they differ by project, key client groups and key demographics

6. To examine key factors associated with successful and sustainable accommodation outcomes and those associated with unsuccessful accommodation outcomes

7. To examine key factors associated with non-engagement

The following research questions will be addressed:

1. What is the profile (age, gender, ethnicity, disability) of SWAG users and (if possible) how representative are they of the offender population in the region

2. What is the breakdown of SWAG referrals for each Gateway in terms of OM tier, MAPPA and PPO status

3. What are the accommodation outcomes for women, BME offenders and those who are carers for children and how do these differ from the general SWAG population

4. What interventions do Gateways undertake with offenders?

5. Are certain types of interventions associated with successful accommodation outcomes?

6. What are the reasons why accommodation outcomes are not achieved?

7. What relationships exist between accommodation outcomes and the following:

    Offending history (e.g. custodial status on referral, PPO)
    Risk (OM tier, MAPPA)
    Support needs
    Labour market/economic status

8. What are the support needs of offenders accessing Gateway services?

9. What are the characteristics of those accommodated compared to those that are not?

10. What are the characteristics of those who do not engage compared to those who do?

11. What are the numbers and characteristics of those who sustain accommodation at 3 months?

12. What are the accommodation outcomes of particular tiers of offenders and how do these differ from general SWAG referrals (MAPPA, PPOs, OM Tiers)

Planned Outputs

Q1 April 08 to June 08	Short progress report, end August
Q2 July 08 to Sept 08	Data analysis for key indicators Q1-Q2, analysis of one area of interest in more depth, Report end November
Q3 Oct 08 to Dec 08	Data analysis for key indicators Q1-Q3, analysis of one area of interest in more depth. Report end February
Q4 Jan 09 to Mar 09	Final report (July), bring together analysis to date plus inclusion of some logistic regression modelling to identify key differences across projects

For further information on the second phase of the evaluation, please contact Linda Meadows, Project Manager, Hallam Centre for Community Justice, Sheffield Hallam University. Tel: 0114 225 5388 or email: l.meadows@shu.ac.uk or Ruth Power , NOMS South West. Tel: 01392 314729 or email: ruth.power@justice.gov.uk

Appendix 4

Cost Analysis

Section 1: Methodology

Financial statements were obtained for each of the Gateways for each of the financial years covered by the evaluation (ie 2006/7 and 2007/8). The Gateways were operational during the period of the evaluation as follows:

Dorset - September 06 to March 08
Plymouth - September 06 to March 08
Bristol - February 07 to March 08

In all cases, the financial years run from 1st April to 31st March. It is important to note that although the analysis was conducted as late as possible in the evaluation (during April/May 2008), final accounts were not available so the figures for the financial year 2007/8 are based on projected figures.

The financial statements for each Gateway were analysed on a line by line basis with Gateway managers and/or the relevant financial manager to enable a shared understanding of each of the lines of the statements. The descriptions and cost categories used by the Gateways were inconsistent so, to enable comparisons to be made between Gateways, costs were then allocated by the evaluation team to a small number of high level categories.

It is recognised that the operation of the Gateways has an impact on other agencies - this might be costs incurred by attendance at Partnership Board meetings or cost savings accrued by displacement of activities by referrers to the Gateways. While it was not expected that these would be easily quantifiable, an on-line survey was conducted with a selection of stakeholders to gather qualitative data which might give indications of this. This was also combined with qualitative data from interviews and staff workshops in other components. Finally, financial data was combined with statistical data from the Gateways to calculate costs based on referrals and accommodated referrals. It should be noted that any costs and savings relating to the SWAG regional team , HMPS Area Office and the Project Advisory Board are excluded from this analysis and costs relate to the set up and operation of the Gateways only.

It was never intended that this would be a cost benefit analysis as, in the absence of a matched control group, it would be impossible to be able to definitively attribute any reduction in re-offending to the Gateway. It was, however, hoped that there might be the opportunity to look at reconviction data for the offenders referred to the Gateways to assess any potential impact. However, as we indicated in our January interim report, the operating period of the pilot means that the timescales will not provide sufficient samples for this analysis. We have, however, conducted literature reviews on the links between reducing re-offending and accommodation and on the costs of offending with the aim of indicating some tentative measures for the potential impact of the Gateways. These are indicated in Section 3.

For details of categories of costs analysed, see Section 4.

Section 2: Comparison of Costs

The total costs of each of the Gateways are shown below. The projects span two financial years - 2006/07 and 2007/08. Dorset and Plymouth Gateways began operation in September 2006 and Bristol in February 2007. Full details and notes on each of the Gateways costs against each category are shown in Sections 5 to 7.

	Dorset	Plymouth	Bristol
Set up/exit	£39,868.02	£20,161.00	£14,836.74
Staff costs	£201,609.50	£210,892.71	£124,030.78
Overhead and other Support Costs	£12,624.05	£30,331.50	£23,897.00
Travel and Subsistence (T&S)	£6,231.21	£0.00	£3,881.38
Office Costs	£53,980.90	£43,117.30	£28,273.81
Activities and Promotion	£21,479.22	£14,693.14	£47,524.14
Total	£335,792.90	£319,195.65	£242,443.85
Total after unmatched creditors credit	£331,942.90		
Total Gateway costs (all)	£893,582.40		

The following table shows a comparison of the percentages of each Gateways' costs against each of the core categories. Despite having very different operating models and being differently structurally located , the percentage of each Gateway's spend against the core categories is very similar. The largest percentage of the Gateway's budgets for each of the Gateways is on staff costs, ranging between 51% in Bristol and 66% in Plymouth. The basis of the core provision of the Gateway's operation is its staff so it would be expected that this would form the largest category. There is, in fact, a large degree of similarity across office costs as well, again despite very different structural and physical locations.

The major areas of difference are in set up and exit costs where Dorset shows double the expenditure in percentage terms of the other Gateways and Activities and Promotion where Bristol has a considerably higher percentage. Set up and exit costs include consultancy, purchase of equipment, and set up of IT systems. Dorset's higher percentage represents the costs of purchasing furniture for the setting up the Gateway. These costs were much lower for the other Gateways which were located in existing host agency office space. The activities and promotion show a variety of activities for all the Gateways - all include rent deposits, stakeholder events and promotional materials or packs. Bristol's is much higher mainly due to its funding of the St Giles Trust peer adviser training in HMP Bristol. Overhead and other Support Costs mainly include overhead costs and costs for management within the host agencies and/or VCS partner - these form the same percentage of total costs for Bristol and Plymouth but are significantly lower for Dorset.

	Dorset	Plymouth	Bristol
Set up/exit	12%	6%	6%
Staff costs	60%	66%	51%
Overhead and other Support Costs	4%	10%	10%
T&S	2%	0%[60]	2%
Office Costs	16%	14%	12%
Activities and Promotion	6%	5%	20%
Total	100%	100%	100%

[59]See Chapter 2
[60]Plymouth Gateway travel and subsistence costs are subsumed within its central management charge

The following table shows a monthly average of costs against each category for each of the Gateways. Since the Bristol Gateway was operational for a shorter period than the Plymouth and Dorset Gateways, a monthly average breakdown of costs is indicated below to enable comparisons to be made across the Gateways. The major differences have been highlighted above in the comparison of percentage costs. Detailed costs for each of the Gateways are provided later in this chapter in sections 5, 6, and 7.

Monthly Average Costs by Gateway

	Dorset	Plymouth	Bristol
Set up/exit	£2,098.32	£1,061.11	£1,059.77
Staff costs	£10,611.03	£11,099.62	£8,859.34
Support Costs	£664.42	£1,596.39	£1,706.93
T&S	£327.96	£0.00	£277.24
Office Costs	£2,841.10	£2,269.33	£2,019.56
Activities and Promotion	£1,130.49	£773.32	£3,394.58
Total	**£17,673.31**	**£16,799.77**	**£17,317.42**
Total after unmatched creditors credit	**£17,470.68**		

Costs in relation to Referral Volumes and Accommodation Outcomes

On a straight calculation of cost divided by number of referrals and numbers accommodated, Dorset Gateway is the lowest cost model on both number of referrals and accommodation outcomes.

	Total cost per referral	Total cost per accommodated referral
Dorset	£291.69	£831.94
Plymouth	£491.07	£1,527.25
Bristol	£521.38	£1,879.41

It is to be expected that the high volume, short, sharp intervention model would be reflected in lower costs per referral than a more holistic, case management approach in operation in Plymouth and Bristol. However, it should be noted that the numbers of referrals is also impacted by the models in operation[61] and this will also have an impact on the costs per referral figures quoted above. For example, since Plymouth (due to its case management model) and, to a lesser extent, Bristol keep cases open for longer, what might be considered a new referral in Dorset may be classed as an ongoing referral for Plymouth. It is important to note that referrals are not the only activity of the Gateways and that, for example, a significant amount of the Gateway managers' time is spent on promoting the Gateways to referrers and providers and strategically influencing the amount of accommodation available to offenders and raising the profile of offenders' accommodation needs. Impact and activities are discussed further in Chapters 2 and 3.

Although Bristol have been operational for less time than the other Gateways and so would be expected to have lower referral numbers and lower accommodated numbers, their operating costs are also lower by virtue of their shorter operating times. Bristol's figures are, however, also impacted by the amount of costs incurred on activities/promotional events which are disproportionately high compared to other Gateways. Plymouth's costs also include delivery of their Living Skills Programme as well as core Gateway activity.

[61]See Chapter 2 and also January Interim Report

In order to try and address some of the disparity in set up costs and promotional activities across the Gateways and to give a more general view of the average costs of the Gateway on their core business, the following table shows the costs per referral for Gateways when set up costs and activities/promotional costs have been excluded.

Costs excl activities/set up	Per referral	Per accommodated referral
Dorset	£244.55	£697.48
Plymouth	£437.45	£1,360.49
Bristol	£387.28	£1,395.99

Dorset Gateway is still the cheapest Gateway per referral and per accommodated referral but, in this analysis, Bristol becomes cheaper than Plymouth per referral. However, Bristol though remains the most expensive per accommodated referral (largely because of their lower accommodation percentages than Plymouth) although the difference is much reduced.

A critically important distinction which also needs to be considered in calculating the costs of the Gateway is in the differences in activities which are undertaken by them. As described in Chapter 2, the operating models of each Gateway are different and so is the range of activities they undertake. The significance of this for the cost analysis is that 'costs' involving the accommodation of the referral are incurred outside the Gateway as well as within it. The extent to which this is the case and the type of costs involved differ between the Gateways. For example, the activities of the Plymouth Gateway include a large amount of support for the offender to sustain and move-on through first, second and subsequent stages of accommodation; Bristol Gateway does a lot of work with offenders in supporting and assisting the offender to move in to accommodation. This level of casework necessarily impacts on the number of referrals undertaken. In Dorset, however, the model is such that any support required by the offender is provided elsewhere; the costs of that support therefore would not appear in the costs of the Dorset model but would be in Plymouth and Bristol. Similarly, for this period, Plymouth Gateway's in-depth housing needs assessments were done by PAAS (a jointly commissioned service delivered by PATH). As such, the cost of assessments is not reflected in the Plymouth Gateway direct costs. For Bristol and Dorset, assessment would form part of their activities and thus their costs. Plymouth Gateway also use PATH services to, for example, help with sourcing private landlords and in undertaking their strategic work - again costs which do not appear directly in the figures above. The costs, therefore, need to be considered in the light of the differences in the operating models discussed in Chapter 2.

The staff numbers also differ across the Gateways, most noticeably with Bristol which has the smallest number of staff. Although this is reflected in lower staff costs, differences in salaries mean that this is not always proportionally reflected and numbers of staff will, of course, impact on the number of referrals. The numbers of staff in the Gateways fluctuated over the life of the project and Bristol had fewer project months available because of its shorter period of operation. In order to standardise this, an attempt has been made below to calculate the total number of person months for the Gateways for the life of the project and then the referrals per person month. As would be expected in the intensive support model provided by Plymouth Gateway, the referrals per person month are lower than the other two reflecting the amount of case work done by the Gateway. Again, as would be expected, the short sharp intervention model of Dorset shows the highest number of referrals per person month.

Gateway	Person Months	Referrals per person month
Dorset	79.7	14.3
Plymouth	87.4	7.4
Bristol	52.0	8.9

A key measure of success of the Gateways was to be the stability of offenders in their accommodation. Unfortunately, we do not have sufficient data across the Gateways to calculate the costs of sustained accommodation as only Plymouth were able to supply sufficient, timely data on sustained accommodation outcomes at 3 and 6 months[62] . Plymouth shows impressive sustained accommodation at both points. It is clear that sustainability is an important measure of cost of the Gateway's provision as well as having a significant impact on the calculation of benefit/impact - for example in reducing re-offending (see below). Further collection of data during phase 2 in 08/09 hopes to be able to capture more information on sustainability across all the Gateways.

Section 3: Impact of the SWAG Project

Savings in Other Agencies

It is clear that part of the benefit of the SWAG project would be in increased efficiencies and effectiveness by streamlining of services through the provision of services through a single point. Although we have no baseline data with which to compare costs of provision of services prior to establishment of the Gateways, our stakeholder fieldwork and the on-line survey conducted for the cost analysis qualitatively show evidence of cost and time savings and efficiency gains. Referrers across the Gateways consistently indicated the positive effects of the focused and streamlined service that the Gateways provided and contrasted it to the more ad-hoc and individualised services that had existed in the past. Some respondents to the survey specifically mentioned cost and time savings related to their own work areas.

> *"SWAG undertakes a great deal of work that one of our teams previously had to spend time on. There are significant cost savings in respect to our service provision and also with the reduction in duplication of work undertaken by other agencies" (Response to on-line Cost survey, Partnership Board Member, Bristol).*

> *"I don't have any specific examples, but it has improved the service. It's quite a lot of work for the housing officer generally to find accommodation, so it's helped her to condense that. It hasn't reduced her work load, but it's made it more streamlined so it's been more effective" (Partnership Board Member, Dorset).*

It is clear that all of the Gateways have had a positive impact on the work of other agencies through their more targeted and offender-focused provision. The Gateways' role in streamlining services and co-ordinating provision is discussed more fully in the thematic analysis in Chapter 3

Improving Accommodation Opportunities for Offenders

We have clear evidence of the Gateways' successes in accommodating offenders and a breakdown of referrals and accommodation for each of the Gateways is shown in Chapter 2. Across the Gateways, and, of those in need of accommodation whom the Gateways were able to assist, 47% were accommodated, the majority in settled accommodation. This represents some 737 offenders accommodated across the three Gateways from the inception of the project. Qualitatively, our stakeholder research shows wide support for the view that the Gateways have led to increased access to accommodation by offenders. All of the Gateways have shown sustained evidence of greater engagement of providers and of influencing the strategic agenda for provision of accommodation services for offenders and this is dealt with in more detail in Chapter 3.

Costs of Offending and Costs of the Gateways

The total costs of the three Gateways for the life of the pilot were £893,582.40.

Using Social Exclusion Unit data[63] cited in an ODPM report from 2005, the costs to the criminal justice system, crown court and non-CJS costs of convicting an offender equate to £126,500, while the average cost of a prison sentence for one year is £37,500 with an average sentence length of 7.3 months equating to £22,812, making a total of £149,312. The Social Exclusion Unit report reducing Re-offending by Ex-prisoners itself indicated the following costs of £133,000 made up as follows:

£65,000 costs of crime of a re-offending ex-prisoner
£30,500 costs of prison sentence (imposed at crown court)
£37,500 average prison costs per year

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[62]See Chapter 2
[63] Home Office internal research, cited in OPDM Benefits Realisation of the Supporting People Programme. Working Paper 4: Offenders and Those at Risk of Offending (August 2005)

From both these sets of figures, the Gateways would, between them, need to additionally and sustainably accommodate and show a consequent reduction of re-offending of between 6 and 7 offenders to cover the costs of the project.

Since inception, the project has accommodated 737 offenders, the majority of whom are in settled accommodation. Although we cannot link this to any quantifiable data on re-offending of this group, it seems likely that even at a conservative estimate, the project is likely to have shown sufficient benefit to cover this relatively modest cost.

Links between Accommodation and Reducing Re-offending

There has been a great deal of research into the links between accommodation and reducing re-offending. The Social Exclusion Unit report[64] on which the original Gateway project was based suggested that being in employment reduces the risk of re-offending by between a third and a half and having stable accommodation reduces the risk by a fifth. Similarly, the Joseph Rowntree Foundation in 1996[65] found in research covering four prisons that two thirds of ex-prisoners who had no satisfactory accommodation on release went on to re-offend within 12 months whereas only a quarter of those in good accommodation did so.

More recently, Crow (2006)[66] has also examined the relationship between offending and unstable accommodation/homelessness and found that:

> *"Studies have consistently shown that people are more likely to re-offend if they do not have satisfactory, settled accommodation."* **Crow (2006): 18**

While there is considerable agreement about the importance of accommodation in reducing re-offending, there is also significant evidence that the relationship is a complex one and the multiple support needs of offenders and confounding variables make it difficult to establish causality (Crow, 2006). This is clearly supported by the multiple support needs that the Gateways' clients exhibit on referral (see Chapter 2). Maguire et al's[67] study in the South West prior to the establishment of SWAG also indicated the centrality of accommodation to building effective rehabilitation and he states the importance of accommodation as part of a wider set of resettlement needs:

> *For many prisoners accommodation needs are part of a wider set of resettlement needs which must be addressed if stable housing is not only to be obtained but sustained."* **Maguire (2004): 5**

This is supported by Harper and Chitty (2005)[68] who also indicated the importance of responding to the multiple needs of offenders requiring multi-modal approaches to interventions and support and suggested that housing need should be considered in the context of multiple needs.

> *Stable accommodation is both directly and indirectly linked to reductions in re-offending. Harper and Chitty (2005): 22*

While it has not been possible to establish re-offending figures for Gateway clients, it is clear that there is considerable evidence which would suggest that improving accommodation outcomes plays a significant part in reducing re-offending. The Gateways have accommodated 737 offenders since the project began and it would therefore seem likely that some impact on re-offending will be demonstrable as time elapses. While not quantifiable, there are qualitative examples from the stakeholder research which suggest such an impact:

> *"He was a prolific shoplifter, huge drug habit...He is now living in an area which Gateway assisted with...so away from other users, other associates...and his offending is zilch. Nothing for over 12 months now which is fantastic."* **(Referrer, Plymouth).**

> *"And I think now what we're getting is a much more focused approach to people being placed in accommodation. So not only are they potentially going to stay longer in that accommodation, they're going to succeed much better...So I think in terms of their general re-offending it's going to have a much more significant impact "* **(Partnership Board Member, Dorset).**

[64]Social Exclusion Unit (2002) Reducing Re-offending by Ex-prisoners. London: Office of Deputy Prime Minister
[65]Joseph Rowntree Foundation. The Housing Needs of Ex-prisoners. Findings, Housing Research No 178. York: Joseph Rowntree Foundation
[66]Crow, I (2006) Resettling Prisoners: A Review. York: York Publishing Services
[67]Maguire, M, Hutson, S. and Nelson, J. (2004) Accommodation for Ex-prisoners in the South West Region. Glamorgan: University of Glamorgan
[68]Harper, G and Chitty, C. (2005) The Impact of Corrections on Re-offending: A Review of What Works. Home Office Research Study 291 London: Home Office

"I have got about 10 years experience in resettlement issues and once you have accommodation that is appropriate for you, you tend to find that crime is reduced within that person's life style and they do then go on to either look for a type of training course or employment as well. They seem to go hand in hand. You can't really get a job without a house because you haven't got an address and vice versa – you can't keep a house without some form of income coming in. So yes, it has a huge impact (Partnership Board Member, Bristol).

There is some indication in the literature of the importance of ongoing, rather than time-limited support (Harper and Chitty, 2005). Whether this continuing support is done within or outside the Gateways depends on the models in operation and the three models have different approaches to this (see Chapter 2). As discussed above, this has implications for the volumes of referrals handled and the consequent costs per referral.

It should also be noted that the literature suggests that accommodation is part of a complex mix of offender needs in this area which points to a requirement for Gateway projects to ensure that appropriate support is available either through the Gateway or from other services. The evaluation of the PORCH project[69] also pointed to the importance of a holistic, client-centred approach. The importance of working with other pathways such as employment and skills, mental health etc is also indicated across the literature and this appropriately forms part of the Gateways' key performance indicators and SLAs.

Section 4: Categories of Costs Analysed

For the purposes of comparison between Gateways, costs have been broken down into the following categories:

Set up/Exit Costs

These are the costs associated with setting up the Gateway in the first instance. They include development work with partners in each Gateway area, consultancy, consultancy for sustainability and exit strategies, and (where identifiable) purchase of initial furniture and initial development of IT systems such as the pilot bed management system for the Dorset Gateway.

Staff Costs

The costs in this category are the direct costs of employing Gateway staff, including on costs.

Overhead and Other Support Costs

These costs include allowances for line management in host agencies, overheads and management charges from host agencies, staff training and development costs and recruitment costs. Although, some of the recruitment costs might fit more logically in set up costs, they include recruitment costs throughout the life of the project and so are included here.

Office Costs

This category covers costs of furniture, fixtures, fittings, insurance, IT costs (excluding set up costs), phones, postage, and stationery. For Bristol Gateway, this also includes costs of translation services. Where possible, costs of purchase of furniture associated with start up have been included under set up costs but it was not always possible to differentiate these. Where it was unclear, furniture costs have been included as office costs.

Travel and Subsistence

These are staff, not client, travel costs.

Activities and Promotional Costs

These include costs the Gateways have incurred in running events, training courses, developments of packs for referrers and providers and other promotional activity.

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[69]Southern, R., Annison, J., Vicente, F., Fisher, A. and Screeton, J. (2007) Evaluation of the Prolific Offenders Resettlement Through Co-ordinated Housing (PORCH) Project. April Plymouth: University of Plymouth Social Research and Regeneration Unit

Section 5: Dorset Gateway - Detailed Breakdown of Costs

Notes on Dorset Gateway's Project Costs

Dorset - September 06 to March 08

	FY 06/07	FY 07/08	Total
Set up/exit	£31,416.44	£8,451.58	£39,868.02
Staff costs	£70,275.05	£131,334.45	£201,609.50
Overhead and other Support Costs	£7,202.30	£5,421.75	£12,624.05
T&S	£2,561.50	£3,669.71	£6,231.21
Office Costs	£24,350.61	£29,630.29	£53,980.90
Activities and Promotion	£14,138.66	£7,340.56	£21,479.22
Total	£149,944.56	£185,848.34	£335,792.90
Total after unmatched creditors credit		£181,998.34	£331,942.90

Set up/Exit Costs

Includes consultancy for set up and sustainability strategies but also include the purchase of furniture and of the pilot IT-based bed management system.

Staff Costs

Year 1	Year 2
1 Manager 2 project workers 1 administrator (3 months @ 0.4 and 4 months full time) Sessional/agency cover for annual leave There are also allowances for contingency for salary increases and a VAT charge against the manager/project worker's salary (secondments).	1 Manager 2 full time project workers 1 administrator 1 full time project worker for 5.5 months Sessional/agency cover for annual leave Allowances for contingency for salary increases and a VAT charge against manager's and one of the project worker's salaries (as seconded staff). The VAT charge will not be applicable in subsequent years following changes to change in employment status of project staff

There were also probation and prison secondees that were available at no direct cost to the Gateway on a part-time basis for some of the operating period.

Overhead and Other Support Costs

Includes:
- Staff training and development, including attendance at external conferences
- Management supervision, financial management support and additional management capacity - these represent additional direct costs to Dorset Probation Area.

Travel and Subsistence

These costs cover the staff team and attendance at training meetings, MAPPAs, probation offices etc. As a county wide service, the Dorset Gateway is less 'localised' than the other Gateways.

Office Costs

These are separated into initial start up costs (included in start up above) and ongoing costs. Also included here are premises and utilities costs of the Gateway office in Bournemouth. For 08/09, Gateway staff will be located in probation offices. Telephone, postage and stationery costs are also included in this category, as are ongoing IT costs.

Activities and Promotional Events

This includes the Dorset Gateway's purchase of Amber Practical Housing Unit (PHU) training and accreditation for use in Approved Premises and with offenders under supervision in the community. The piloting of PHUs was intended to empower offenders and build tenancy sustainment skills. A brief review of this work is being conducted separately by Dorset Probation Area during 2008/09. It also includes rent deposits (for year 1 only). Expenditure against rent deposits was £11,233.76.

Unmatched Creditors Credit

These are credits which appeared as an outstanding amount on the Gateway's financial statement. As previously stated, final financial statements for the Gateways for 2007/08 were not available at the time of analysis (April/May 2008).

Section 6: Plymouth Gateway - Detailed Breakdown of Costs

Plymouth Gateway - September 06 to March 08

	FY 06/07	FY 07/08	Total
Set up/exit	£20,161.00	£0.00	£20,161.00
Staff costs	£67,651.00	£143,241.71	£210,892.71
Overhead and other Support Costs	£11,791.50	£18,540.00	£30,331.50
T&S	£0.00	£0.00	£0.00
Office Costs	£23,739.56	£19,377.74	£43,117.30
Activities and Promotion	£7,875.91	£6,817.23	£14,693.14
Total	£131,218.97	£187,976.68	£319,195.65

It should be noted that Plymouth's costs include Living Skills Programme as well as core Gateway activity.

Set up/Exit Costs

This is a consultancy cost associated with set up of the project

Staff Costs

Year 1	Year 2
Gateway Manager Senior Housing Support Worker Housing Support Worker x 0.6 Housing Support Worker x 1 Administrator	Gateway Manager Senior Housing Support Worker Housing Support x 0.6 Housing Support Worker x 1 Administrator

Overhead and Other Support Costs

Includes central management charges - a fixed cost agreed at start of project to cover costs to the lead delivery partner (probation area) and PATH, the VCS delivery agency it subcontracted to host and deliver Gateway services.

Travel and Subsistence

Plymouth Gateway travel and subsistence costs are subsumed within its central management charge.

Office Costs

Includes costs for premises, office running costs and IT costs.

Activities and Promotion

Includes:
- Rent Deposits
- Finders Fee Pilot with private sector landlords
- Events and PR

Plymouth Gateway also runs a Living Skills Programme, costs were mainly staff costs and are thus reflected there. An additional worker was appointed to free up one worker to deliver the Living Skills Programme.

Expenditure against rent deposits was £8,562.86 made up of £2295.63 in year 1 and £6267.23 in Year 2.

Section 7: Bristol Gateway - Detailed Breakdown of Costs

Bristol - February 07 to March 08

	FY 06/07	FY 07/08	Total
Set up/exit	£5,236.74	£9,600.00	£14,836.74
Staff costs	£4,539.67	£119,491.11	£124,030.78
Support Costs	£0.00	£23,897.00	£23,897.00
T&S	£0.00	£3,881.38	£3,881.38
Office Costs	£417.59	£27,856.22	£28,273.81
Activities and Promotion	£10,000.00	£37,524.14	£47,524.14
Total	£20,194.00	£222,249.85	£242,443.85

Notes on Bristol's Project Costs

Set up/Exit Costs

Includes pre-project work and consultancy in Year 1 and IT set up costs in Year 2.

Staff Costs

Year 1	Year 2
1 Manager 1 x Gateway administrator	1 x Manager 2 x NOVAS Advice Workers Agency staff cover 1 x administrator (full time from May 07 until Jan 08), then agency cover for 3 days per week

Overhead and Other Support Costs

Includes:

- NOVAS line management, central administration and management overhead costs
- Staff training and development, including attendance at external conferences
- Recruitment during the life of the project

Travel and Subsistence

These costs cover the staff team including pool car costs.

Office Costs

These include charges for office space, fixtures and equipment - including some start up costs, insurance and fees, IT running costs, stationery, telephones and postage. They also include costs of translation and interpreting services.

Activities and Promotional Events

- Rent deposits/bonds
- Offender Housing Options Pack
- Stakeholder events
- Promotional material - including Gateway logo
- St Giles Trust Trainer for development of accredited training scheme for peer advisers in HMP Bristol.

Expenditure against rent deposits was £4540 (Year 2 only).

Appendix 5: Dorset
Detailed Data Tables

Support Needs of Referrals (out of total referrals, n=1138)

Support Need	Frequency	Percent
Substance Misuse	937	82.3
Language Support	9	0.8
Mental Health	178	15.6
Physical Health	74	6.5
Physical/Mental Disability	27	2.4
Independent Living Skills	719	63.2
Skills to Keep a tenancy	830	72.9
Access to welfare benefits	403	35.4
Other	177	15.6

Offender Status at Referral

Offender Status @ Referral	Frequency	Percent
Remanded awaiting trial	12	1.1
Remanded in custody awaiting sentence	45	4.0
Sentenced to custody	330	29.0
Recalled to custody	91	8.0
On order (community based sentence)	443	38.9
Returned from custody and on licence in community	214	18.8
Bail	3	0.3
Total	1138	100.0

Source of Referral

Source of Referral	Frequency	Percent
HMP Guys Marsh	76	6.7
HMP The Verne	10	0.9
HMP Portland YOI	4	0.4
HMP Eastwood Park	6	0.5
HMP Dorchester	87	7.6
HMP Bristol	2	0.2
HMP Channings Wood	1	0.1
HMP Dartmoor	8	0.7
HMP Erlestoke	3	0.3
HMP Exeter	12	1.1
HMP Gloucester	1	0.1
HMP Leyhill	1	0.1
Poole Probation Office	175	15.4
Bournemouth Probation Office	521	45.8
Wareham Probation Office	19	1.7
Weymouth Probation Office	158	13.9
Blandford Probation Office	19	1.7
Dorchester Probation Office	14	1.2
Approved Premises 1	12	1.1
Approved Premises 2	9	0.8
Total	1138	100.0

Appendix 6: Plymouth
Detailed Data Tables

Support Needs of Referrals (out of total referrals, n=650)

	Frequency	Percent
Substance Misuse	491	75.5
Literacy/Language	54	8.3
Interpreter Required	3	0.5
Physical Health Issues	53	8.2
Medication issues	59	9.1
Mental Health issues	110	16.9
Tenancy Sustainment Skills	119	18.3
Independent Living Skills	100	15.4
Benefits/Debt Advice	74	11.4
Other	32	4.9
Self Harm/Suicide	81	12.5

Offender Status at Referral

	Frequency	Percent
Remanded awaiting trial	12	1.8
Remanded in custody awaiting sentence	22	3.4
Sentenced to custody	111	17.1
Recalled to custody	25	3.8
On order (community based sentence)	313	48.2
Returned from custody and on licence in community	156	24.0
Bail	1	0.2
Total	640	98.5
Unknown	10	1.5
Total	650	100.0

Source of Referral

	Frequency	Percent
HMP Guys Marsh	7	1.1
HMP The Verne	1	0.2
HMP Eastwood Park	6	0.9
HMP Bristol	3	0.5
HMP Channings Wood	14	2.2
HMP Dartmoor	19	2.9
HMP Exeter	94	14.5
Devon and Cornwall Probation	464	71.4
Probation Other	31	4.8
Total	639	98.3
Unknown	11	1.7
Total	650	100.0

	Frequency	Percent

Appendix 7: Bristol
Detailed Data Tables

Support Needs of Referrals (out of total referrals, n=465)

Support Need	Frequency	Percentage
Substance Misuse	340	73.1
Language Support	1	0.2
Literacy/Language Barriers	26	5.6
Literacy/Numeracy	29	6.2
Medication	144	31.0
Mental and Physical Health	70	15.1
Mental Health	48	10.3
Physical Health	25	5.4
Physical or Mental Disability	16	3.4
Physical/Mental/Learning Disability	19	4.1
Budgeting and Debt Management	77	16.6
Debt, budgeting, gambling or paying rent	39	8.4
Independent Living Skills	28	6.0
Isolation	33	7.1
Isolation Issues	27	5.8
Living Skills/Institutionalisation	35	7.5
Planning for ETE	101	21.7
Skills to keep a tenancy	77	16.5
Accommodation Needs	13	2.8
Accommodation Needs/Preference (eg BME, gender)	5	1.1
Family/Personal Relationship Issues	44	9.5
Other	14	3.0
Other Needs and Issues	24	5.2
Self Harm	35	7.5
Self Harm/Suicide	46	9.9

Offender Status at Referral

	Frequency	Percent
Remanded awaiting trial	8	1.7
Remanded in custody awaiting sentence	7	1.5
Sentenced to custody	161	34.6
Recalled to custody	27	5.8
On order (community based sentence)	224	48.2
Returned from custody and on licence in community	27	5.8
Bail	4	0.9
Total	458	98.5
Unknown	7	1.5
Total	465	100.0

Source of Referral

	Frequency	Percent
HMP Guys Marsh	23	4.9
HMP The Verne	1	0.2
HMP Eastwood Park	10	2.2
HMP Bristol	71	15.3
HMP Channings Wood	13	2.8
HMP Dartmoor	11	2.4
HMP Erlestoke	6	1.3
HMP Exeter	13	2.8
HMP Gloucester	6	1.3
HMP Leyhill	5	1.1
HMP Winchester	1	0.2
HMP Parc	3	0.6
HMP Blakenhurst	1	0.2
HMP Bullingdon	2	0.4
HMP Downview	2	0.4
HMP Drake Hall	1	0.2
HMP Stafford	1	0.2
HMP Swansea	3	0.6
Youth Offending Team	2	0.4
ASPA Bridewell	16	3.4
ASPA Knowle	91	19.6
ASPA Decourcy	127	27.3
ASPA Greystoke	18	3.9
ASPA Staple Hill (Police Station)	4	0.9
ASPA Broadbury (Police Station)	3	0.6
Approved Premises 1	2	0.4
Approved Premises 2	2	0.4
CJIT	3	0.6
Prospects Devon House	2	0.4
Clearsprings	2	0.4
Hub (LA Housing Service)0	9	1.9
HMP Wealstun	1	0.2
Newfoundland Police Station	1	0.2
Birmingham	1	0.2
Total	459	98.7
Unknown	6	1.3
Total	465	100.0
	Frequency	Percent

Appendix 8

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The Centre is committed to working alongside community justice organisations in the local, regional and national context in pursuance of high quality outcomes in the field of community justice research, policy and practice.

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