

From the UK

ACTION PLAN SUBMITTED:

26 AUGUST 2020

A RESPONSE TO:
AN INSPECTION OF
ACCOMMODATION
AND
SUPPORT FOR ADULT OFFENDERS
IN
THE COMMUNITY
AND
ON RELEASE FROM PRISON

by HM Prison & Probation Service

**Actions with future target dates may be delayed due to
Covid-19 related disruptions to service delivery**

INTRODUCTION

HM Inspectorate of Prisons (HMIP) and HM Inspectorate of Probation for England and Wales are independent inspectorates which provide scrutiny of the conditions for, and treatment of prisoners and offenders. They report their findings for prisons, Young Offender Institutions and effectiveness of the work of probation, Community Rehabilitation Companies (CRCs) and youth offending services across England and Wales to Ministry of Justice (MoJ) and Her Majesty's Prison and Probation Service (HMPPS). In response to the report HMPPS / MoJ are required to draft a robust and timely action plan to address the recommendations. The action plan confirms whether recommendations are agreed, partly agreed or not agreed (see categorisations below). Where a recommendation is agreed or partly agreed, the action plans provides specific steps and actions to address these. Actions are clear, measurable, achievable and relevant with the owner and timescale of each step clearly identified. Action plans are sent to HMIP and published on the HMPPS web based Prison Finder. Progress against the implementation and delivery of the action plans will also be monitored and reported on.

Term	Definition	Additional comment
Agreed	All of the recommendation is agreed with, can be achieved and is affordable	The response should clearly explain how the recommendation will be achieved along with timescales. Actions should be as SMART (Specific, Measurable, Achievable, Realistic and Time-bound) as possible. Actions should be specific enough to be tracked for progress.
Partly Agreed	Only part of the recommendation is agreed with, is achievable, affordable and will be implemented. This might be because we cannot implement the whole recommendation because of commissioning, policy, operational or affordability reasons.	The response must state clearly which part of the recommendation will be implemented along with SMART actions and tracked for progress. There must be an explanation of why we cannot fully agree the recommendation - this must state clearly whether this is due to commissioning, policy, operational or affordability reasons.
Not Agreed	The recommendation is not agreed and will not be implemented. This might be because of commissioning, policy, operational or affordability reasons.	The response must clearly state the reasons why we have chosen this option. There must be an explanation of why we cannot agree the recommendation - this must state clearly whether this is due to commissioning, policy, operational or affordability reasons

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ACTION PLAN: A thematic inspection of accommodation and support for adult offenders in the community and on release from prison

1. Rec No	2. Recommendation	3. Agreed/ Partly Agreed/ Not Agreed	4. Response Action Taken/Planned	5. Responsible Owner (including named individuals and their functional role or department)	6. Target Date
1.	The Ministry of Justice, in collaboration with the Ministry of Housing, Communities and Local Government should work to develop a national cross-government strategy that addresses the housing needs of offenders.	Agreed	<ul style="list-style-type: none"> The Ministry of Justice, working together with Ministry of Housing, Communities and Local Government (MHCLG), Welsh Government and Other Government Departments, is developing its strategic vision for reducing reoffending, as part of the commitment towards delivering against the Governments manifesto. A key aspect to this approach will be provision of accommodation for those with a history of offending, ensuring that it aligns with the Governments goal to eliminate rough sleeping by the end of the current Parliament. HMPPS have completed a national Accommodation Framework that sets out how to build on success and work together with partners to ensure that offenders can access and maintain settled accommodation. HMPPS intend to publish an updated version of the Target Operating Model for the future of probation services early in 2021. This will provide further detail on the new system, informed by the changes that HMPPS have announced in the document titled "Update to the Draft Target Operating Model for Probation Services in England and Wales" published in June 2020, as well as the opportunities presented by new ways of working that have 	<p>MoJ – Prisoner Outcomes, Resettlement and Reoffending</p> <p>HMPPS - Reducing Reoffending, Partnerships and Accommodation</p> <p>Service Design Lead, Probation Reform Programme</p>	

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2	<p>The Ministry of Justice, in collaboration with the Ministry of Housing, Communities and Local Government should set out clear expectations as to how appropriate services for offenders who are homeless should be commissioned in each locality. Implement systems for tracking and monitoring Duty to Refer cases from probation providers to local authorities, and the outcomes of these referrals and publish this data on a regular basis.</p>	Agreed	<ul style="list-style-type: none"> • HMPPS have developed a national Accommodation Framework that sets out their responsibilities, their partners responsibilities and how to build on success and work together with partners to ensure that offenders can access and maintain settled accommodation. • HMPPS have completed a dashboard which has been published internally. This helps to better understand the totality of delivery and performance in relation to accommodation and will help inform national and local discussions about need and outcomes. • In relation to the commissioning of accommodation support through the Dynamic Framework, this will be done initially through centrally-run competitions for each Probation region. where Providers will be required to demonstrate in their bids how their service delivery will dovetail with existing local provision. There is a requirement to be able to offer a menu of interventions which can be made available in line with what is available for homeless service users. • MoJ and HMPPS in the process of translating the previously issued guidance on operating the Duty to Refer into an operationally enforceable Policy Framework. This will detail the functions that must be undertaken by both Prisons and Probation staff. The duty to refer requires named public authorities to refer service users who they think may be homeless or threatened with homelessness to their chosen local housing authority. • As part of the ongoing review of the Homelessness Reduction Act, MHCLG are considering how the duty to refer is working in practice and how it can be more effective going forward. HMPPS & MoJ will work with MHCLG on the review and will incorporate any lessons which will improve the efficiency of the referral process into procedures. • MHCLG publish quarterly data on homelessness, including data on the duty to refer with the number of referrals by organisation and region. This is located: https://www.gov.uk/government/collections/homelessness-statistics 	<p>MHCLG & HMPPS - Reducing Reoffending, Partnerships and Accommodation</p> <p>HMPPS - Reducing Reoffending, Partnerships and Accommodation, and HMPPS Probation Reform Programme & MHCLG</p>	<p>Completed</p> <p>Completed</p> <p>June 2021</p> <p>November 2020</p> <p>November 2020</p> <p>Ongoing</p>
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3	Her Majesty's Prison and Probation Service should ensure there are designated accommodation leads, at strategic and operational level, in each probation delivery unit, for effective engagement with local authorities and housing providers, to deliver appropriate services for individuals under supervision, to obtain and retain settled accommodation.	Agreed	<ul style="list-style-type: none"> HMPPS have set up seven Regional Homelessness Prevention Taskforces (HPTs) to coordinate the sourcing of accommodation for those offenders released from custody, in order to try and ensure no offender is released without accommodation in place. The HPTs have been able to successfully access temporary accommodation and have developed excellent working relationships with a range of strategic partners, including Local Authorities, Housing Providers, Police, Health and the Voluntary and Community Sector. The Target Operating Model will be issued in February 2021 which will confirm the ongoing role of HPTs within the new structure. In addition to the proposed work of the HPTs, there is a monthly Accommodation leads meeting chaired by the Deputy Director, Community Interventions Residential (AP/BASS) and Accommodation Support Services which brings together the designated regional leads to discuss issues surrounding accommodation and to hear presentations from MoJ Policy, MHCLG/Welsh Government, together with invited guests, e.g. Clinks and National Association of Private Landlords 	HMPPS - Reducing Reoffending, Partnerships and Accommodation & HMPPS – Probation Reform Programme	February 2021
4	Her Majesty's Prison and Probation Service develop a comprehensive performance and data strategy for offender accommodation, which includes accurate recording of accommodation status, challenging and aligned performance measures and	Agreed	<ul style="list-style-type: none"> The future performance framework for probation unified delivery will include a target for offenders being housed on release from custody, aligned with current Prisons metrics to promote joint working between Prisons and Probation in supporting prisoners leaving custody. There will be a metric concerning settled accommodation for all service users under supervision, which will support referrals to accommodation services provided under the Dynamic Framework. There is a continued focus on improving the accuracy of recorded accommodation status, and this is part of HMPPS' strategy for data assurance under the future performance framework. 	HMPPS - Reducing Reoffending, Partnerships and Accommodation & HMPPS – Probation Reform Programme	June 2021 June 2021 June 2021

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	targets, and appropriately segmented data on accommodation need for use in commission		<ul style="list-style-type: none"> HMPPS will revisit existing Management Information held across both prisons and probation with the ambition of strengthening the ability to accurately predict the volumes of numbers at a Local Authority, Region and National level of people with an accommodation need. HMPPS will use this information to work more effectively with key partners to improve accommodation support provided. 		June 2021
5	Her Majesty's Prison and Probation Service substantially expand the provision of BASS, or similar transitional accommodation schemes in partnership with local authorities, to reduce the numbers of individuals beginning prison licences or community sentences who lack a stable address and require support before obtaining their own accommodation.	Agreed	<ul style="list-style-type: none"> The Bail, Accommodation and Support Service (BASS), Generation 3 contract was awarded to Nacro in March 2018 following a formal competition process. The contract is for 4 years and will conclude in 2022. The contract is for 550 bed spaces across England and Wales for the service, with Nacro providing added value by offering a further 55 bed spaces, an option which is being exercised and will lead to 605 from 1 October 2020. MoJ and HMPPS are reviewing demand and capacity with a view for future expansion. Demand analysis and prison forecasts will be used to support decisions relating to the number of beds to be delivered through the Generation 4 contract. 	HMPPS - Reducing Reoffending, Partnerships and Accommodation	<p>October 2020</p> <p>October 2020</p>
6	Her Majesty's Prison and Probation Service should ensure, as a priority, that stable accommodation is available for every higher risk offender leaving prison and that individuals	Partly Agreed	<p>This recommendation is partly agreed as generally, responsibility for the provision of accommodation lies with the Ministry of Housing, Communities and Local Government (MHCLG).</p> <p>HMPPS provides accommodation placements for higher risk offenders in Approved Premises and are in the process of expanding capacity by 200 places, to be delivered by 2023.</p>	HMPPS -Reducing Reoffending, Partnerships and Accommodation	March 202

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	moving on from approved premises have settled accommodation to go to.		MHCLG, MOJ and HMPPS are engaged in ongoing work at national level to increase accommodation options for higher risk offenders. HMPPS will continue to assess the accommodation needs of higher risk offenders prior to their release and where relevant, under Multi Agency Public Protection Arrangements, work with other partners to ensure accommodation is available for higher risk offenders. 'Move on' accommodation from Approved Premises is arranged by offender managers in partnership with Local Authority and other Housing providers under local partnership arrangements. HMPPS will be subject to a performance measure of individuals in settled accommodation at 3 months, either after release or after community sentence.		Ongoing Ongoing
7	Her Majesty's Prison and Probation Service should equip probation practitioners and accommodation specialists with the knowledge and skills to work effectively on housing and accommodation issues with individuals under supervision, and to engage appropriately with local housing authorities.	Agreed	<ul style="list-style-type: none"> HMPPS is working together with MHCLG to develop reciprocal training for front line NPS staff working with offenders. This includes providing staff with the tools and skills to effectively support people to change and keep staff informed about relevant new developments in both homelessness and in offender management. In February 2020 refreshed and updated guidance was issued to probation staff on their statutory responsibility to refer homeless individuals (or those at risk of homeless) to a Local Authority. Revision of the Bail Information Officer training package went live in February 2020, to enable identification of appropriate bail cases, completion of bail enquiries and creation of bail reports to sufficient standard. In the longer term, and as part of the Probation Workforce Programme, the introduction of a new learning and development curriculum and continuous professional development, will address the skill set required by practitioners to navigate and access accommodation services for the individuals they supervise. 	HMPPS - Reducing Reoffending, Partnerships and Accommodation & HMPPS Probation Reform Programme Deputy Director Residential and Accommodation Support Services Deputy Director, Probation Workforce Programme	September 2021 Completed Completed June 2022

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8	Her Majesty's Prison and Probation Service should use the dynamic framework to commission access to private and social rented sectors, and floating support services that provide access to units of accommodation and support for individuals in them.	Partly Agreed	<ul style="list-style-type: none"> This recommendation is partly agreed as whilst the specification for the regional Call-Off Competitions has now been completed, this does not include commissioning of accommodation units but focuses on enabling service users to overcome the barriers to securing accommodation. Included is an expectation that providers can offer floating support and other activities that assist service users in gaining and maintaining accommodation. HMPPS will to create a Regional Outcomes and Innovation Fund (ROIF) – setting aside a steady-state allocation of £20 million per year for which each Regional Probation Director will have responsibility for spend over and above the services they commission to deliver sentence requirements (which the Dynamic Framework will provide). The Regional Probation Director can fund accommodation services to mitigate accommodation needs. The ROIF may use the dynamic framework, but is not confined by it, and accommodation is an area where co-commissioning routes or partnerships would be strong options too. The ROIF will play a vital role in supporting probation to play its part in improving shared local outcomes such as joint investment in early intervention and diversion, meeting complex needs and providing longer-term support after the formal requirements of a sentence have finished. This approach will allow us to both improve partnership working, leverage additional funding, and respond to new and emerging priorities. 	HMPPS – Probation Reform Programme HMPPS - Probation Reform Programme/ Regional Probation Director(s) HMPPS – Probation Reform Programme	Completed April 2023 April 2023
9	Her Majesty's Prison and Probation Service should agree minimum quality standards for the	Partly Agreed	<ul style="list-style-type: none"> This recommendation is party agreed as MHCLG are responsible for setting minimum standards for provision of social and affordable housing. Accommodation provided by Local Authorities in England should comply with relevant LA housing standards together with the Housing, Health and Safety Rating System published by the 	MHCLG	

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	provision of accommodation when making referrals.		<p>Ministry of Housing, Communities and Local Government https://www.gov.uk/government/publications/housing-health-and-safety-rating-system-guidance-for-Landlords-and-property-related-professionals.</p> <ul style="list-style-type: none"> • Through collaborative regional working, the HPTs will engage with LAs, Private Landlords, VCS and other social providers, to ensure that there is parity in the quality of accommodation provided to those with a history of offending with the wider community. • Service specifications for the Offender Accommodation pilot and BASS include the requirement that accommodation is delivered in accordance with the published housing standards. • In relation to Approved Premises, HMPPS ensure that all facilities provided meet legislative requirements for Health and Safety and they are working towards all APs meeting the standards set by the Royal College of Psychiatrists known as 'Enabling Environments'. 		<p>February 2021</p> <p>Completed</p> <p>Completed</p>
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10	<p>Her Majesty's Prison and Probation Service should in redesigning Through the Gate accommodation services, ensure that:</p> <ul style="list-style-type: none"> - Actions to prevent loss of tenancies are completed swiftly - Duty to Refer responsibilities for prisoners at risk of homelessness are undertaken as soon as possible, involving the responsible officer - Local authorities are enabled to access prisoners in custody to make Duty to Refer assessments in person, on the phone or by video link - Prisoners have identity documents and bank accounts prior to release - There is provision for prisoners who need it to be met at the gate and taken to any 	Agreed	<ul style="list-style-type: none"> • In relation to the Dynamic Framework, the Day 1 accommodation services will include reach-in support in relation to maintaining or relinquishing existing tenancies at the point of sentence and avoiding housing-related debt and also support to obtain accommodation prior to release. The specifications include clear obligations in relation to Duty to Refer responsibilities including working with the NPS Responsible Officer. The contract award will be in December 2020 with delivery to commence in June 2021. • Guidance for NPS Responsible Officers for Resettlement actions will make clear the pre-release journey for service users, and how they link to the key stages and actions required, including referrals to Dynamic Framework services and the Duty to Refer scheme in England. • Contracts for the Dynamic Framework Personal Well-Being category which includes pre- and post-release mentoring services will be awarded in Jan 2021 with delivery to commence in June 2021. These services will support service users and NPS Responsible Officers and this will supplement and help service users with accommodation and other issues post release. 	HMPPS – Probation Reform Programme	<p>June 2021</p> <p>June 2021</p> <p>June 2021</p>
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	accommodation appointments on the day of release - Accommodation services in the area to which prisoners are to be discharged are involved in making referrals and brokering accommodation provision in conjunction with responsible officers.				
11	Her Majesty's Prison and Probation Service, together with Community Rehabilitation Companies should ensure there are effective arrangements for the transfer of accommodation projects, and knowledge of local services and arrangements, when CRC contracts are terminated.	Agreed	<ul style="list-style-type: none"> HMPPS Reducing Reoffending, Partnerships and Accommodation will work with the HPTs and the Probation Regional Directors, to work with CRCs to identify accommodation and support services, which could be transitioned across to the new Probation unified model. Details of any schemes identified will be discussed with the Probation Reform Programme to understand mechanisms through which these schemes could be moved across to the new model or any learning gleaned could be disseminated. 	HMPPS - Reducing Reoffending, Partnerships and Accommodation & HMPPS – Probation Reform Programme Probation Regional Transition & Recovery Boards	April 2021

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Recommendations	
Agreed	8
Partly Agreed	3
Not Agreed	0
Total	11

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