

Section 5

National Strategies Policies and Related Guidance

The solutions to preventing homelessness are not limited to the supply of housing and delivery of housing services. The following national strategies provide the national drivers for planning and delivering housing and housing related support for drug users.

The strategies described in this section have taken into consideration the relationship between homelessness and other agendas. Management and delivery arrangements will be described in Section 6 but it is important to emphasise the need to ensure that links are made between and with relevant planning groups forums to manage potential implications and seek shared outcomes that the strategies can contribute to.

| Strategies Guidance and Programmes |
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| <ul style="list-style-type: none">• The Homelessness Code of Guidance for Local Authorities (2006)• Preventing Homelessness: a strategy health check, (2006),• Homes for the Future: more affordable, more sustainable (2007)• Sustainable Communities: Settled Homes: Changing Lives is the Government's strategy for tackling homelessness (2005)• Independence and Opportunity: Our strategy for Supporting People (June 2007)• Tackling homelessness: The Housing Corporation Strategy (2006)• Reaching Out: An Action Plan on Social Exclusion (September 2006),-<ul style="list-style-type: none">○ <u>Adults facing Chronic Exclusion (ACE) Pilots</u>• Drugs: protecting families and communities (2008)<ul style="list-style-type: none">○ Drug Interventions Programme (DIP)○ Models of Care Update (2006)• Department of Health<ul style="list-style-type: none">○ Our Health Our Care Our say new direction for community services (2006)○ The NHS Operating Framework for 2008/09○ operational plans 2008/09 - 2010/11 (Implementing the 2008/09 Operating Framework National Planning Guidance and "vital signs"¹)○ Tier 4 Capital Programme• Strategic Plan for Reducing Re-offending 2008-11: working in partnership to make communities safer, a consultation• A five year strategy for protecting the public and reducing re-offending (2006)• The National Reducing Re-offending delivery plan (2006)<ul style="list-style-type: none">○ The Reducing Re-offending Housing and Housing Support Resource Pack (2007)• The Respect Action Plan (2006) – addressing anti-social behaviour |

¹ Department of Health operational plans **2008/09 - 2010/11** (Implementing the 2008/09 Operating Framework *National Planning Guidance and "vital signs National Planning Guidance and "vital signs"(2008)*)

National Strategies and Frameworks

Preventing Homelessness

The Homelessness Act 2002- In 2002 the Government amended the homelessness legislation through the Homelessness Act 2002 and the Homelessness (Priority Need for Accommodation)(England) Order 2002 to

- Ensure a more strategic approach to tackling and preventing homelessness, in particular by requiring a homelessness strategy for every housing authority district, and
- Strengthen the assistance available to people who are homeless or threatened with homelessness by extending the priority need categories to homeless 16 and 17 year olds, care leavers aged 18, 19 or 20, people who are vulnerable as a result of time spent in care, the armed forces, prison or custody and people who are vulnerable because they have fled their home because of violence..

The Homelessness Code of Guidance for Local Authorities (2006) sets out that section 1(1) of the Homelessness Act 2002 gives housing authorities the power to carry out a review for their district and formulate and publish a homelessness strategy based on the results of the review. The Code reminds housing authorities that when drawing up their strategies for preventing and tackling homelessness they must consider the needs of all groups of people in their district who are homeless or likely to become homeless (paragraph 1.5).

Preventing Homelessness: a strategy health check, (2006), published by CLG in 2006, was designed to help local authorities review their homelessness strategies. It includes a toolkit which should help local authorities to assess the quality of service they provide, improve partnership working and highlight opportunities for improving services to the homeless. The toolkit covers a range of topics and questions covered include issues such as whether DATs are on local homelessness forums and whether the local authority has a protocol for working with DATs for drug and alcohol dependent cases.

CLG will shortly bring forward a rough sleeping strategy for the next three years. It will build on the success and strong work on reducing rough sleeping over the past ten years and include all the elements involved in helping people off the streets, improving hostels and moving people into employment and training and into independent living.

Homes for the Future: more affordable, more sustainable (2007) the housing green paper, was published in July 2007. This sets out the Government's vision that everyone should have access to a decent home at a price they can afford in a place where they want to live and work. Good quality affordable housing enables stable and secure family lives. It also sets out the Government's housing target for 2016 of 240,000 additional homes a year – delivery of two million new homes by 2016 and three million by 2020.

Sustainable Communities: Settled Homes: Changing Lives is the Government's strategy for tackling homelessness in England and achieving it's target to halve the number of households in temporary accommodation by 2010. It sets out plans for delivering this aim, highlighting five key methods including working across Government to support homelessness prevention and provide more settled homes. These are:

- Preventing homelessness
- Providing support for vulnerable people
- Tackling the wider causes and symptoms of homelessness
- Helping more people move away from rough sleeping
- Providing more settled homes

In regards to accommodation and drug users it makes the following statement:

“We will improve access to drug treatment services by working with the Department of Health, National Treatment Agency and Primary Care Trusts, ensuring that strategies covering areas with historically high levels of single people living in insecure accommodation are aligned to provide effective treatment and support.”

In 2004 CLG and HO published *Providing for the Housing Needs of Drug Interventions Programme Clients* for Local Authorities and Drug Action Teams partnerships, which highlighted how funding from the DIP Main Grant could be used to complement existing housing related support for drug misusing offenders. The DIP Main Grant cannot be used to directly fund housing or housing related support, but can be part of a package of support that is planned and delivered in line with the local Homelessness Strategy and DAT treatment plan. Funding may contribute to:

- a drugs element to supported housing, for example an existing floating support scheme;
- enhancing or developing existing rent deposit provision for DIP clients;
- joint funding of a post(s) which provides housing advice and access to provision for DIP clients;
- funding for a Substance Misuse Worker.

More widely CLG and DH have worked together to publish *Framework for planning and commissioning of services related to health needs of homeless people* (Jan 07) This provides a framework to involve local housing authorities, Directors of Adult Services, Children's Services and Social Services, Primary Care Trusts and Strategic Health Authorities, Directors of Public Health, acute, mental health and community trusts, Supporting People teams, drug and alcohol teams, prison health services and the voluntary sector in joint planning to improve access of homeless people to local health services and to promote joint commissioning of these services where appropriate.

ENHANCED HOUSING OPTIONS

Housing advice provided by local authority staff is increasingly being administered through a 'housing options approach,' a crucial component of the new ethos of homelessness prevention work. This involves a standard procedure whereby all new housing applicants participate in an initial interview to review their housing circumstances and prospects. Clients are helped to secure their existing housing arrangements. Alternatively, they are taken through the full range of housing options available to them and supported in finding a solution that's right for them.

The housing options approach fundamentally transforms the way that those in housing need interact with providers of housing advice. It empowers people by giving them information and advice about the housing options available to them, and encouraging them to make informed decisions.

John Hills' review on the future role of social housing in England, published in February 2007², highlighted the success of the 'housing options approach' in preventing homelessness, and praised other 'choice-based' services such as Choice-Based Lettings (CBL) schemes. He suggested that the excellent work already being carried out by many local authorities around the provision of housing advice and support could form the baseline for more holistic 'enhanced' housing options services, offering advice around a wider range of issues (for example employment-related advice) to a wider audience.

Many local authorities have developed effective housing options services and are already realising the benefits. Communities and Local Government is keen to support the innovation and creativity of local authorities looking to offer high quality advice to local people in all levels of housing need, with a view to promoting early interventions which prevent people from reaching crisis point. To promote an 'enhanced' housing options approach, they are undertaking two trailblazer programmes to disseminate good practice:

- the first programme of twelve trailblazers (2008-2011) is for local authorities interested in further enhancing their already strong housing options services and becoming 'mentors' to other authorities wishing to develop their options services.
- the second programme of around twenty trailblazers (2009-11) is for local authorities keen to develop enhanced housing options services with guidance and support from the mentoring authorities.

The programmes will run with a view to developing a 'tool kit' of good practice, to be disseminated to all local authorities at the end of the trailblazer funding period.

The following information has been taken from *Expanding Choice, Addressing Need: Addressing Housing Need through the Enhanced Housing Options Approach* (CLG,2008)

Principles of an Enhanced Housing Options Approach

Some local authorities have already begun to adopt an enhanced housing options approach in delivering housing services, using a range of innovative business models to address local need. Despite varying models, the most successful services are underpinned by some common principles which facilitate an outcomes-based approach.

These are:

² Ends and Means: The future roles of social housing in England John Hills 2007 <http://sticerd.lse.ac.uk/case/news.asp>

- **Innovation:** some customers will be harder to house than others. It takes innovation and creativity to find ways of preventing these people experiencing acute housing need while working within existing legislation.
- **Personalisation:** enhanced housing options approach calls for personalised housing advice to be offered to those in housing need. By building up a picture of each customer's situation and suggesting appropriate solutions based on this evidence, the advice offered is realistic and therefore sustainable.
- **Empowerment:** a sense of satisfaction and fulfilment emerges when people feel they have an element of control over the decisions that affect them and their families. Good options services should as far as possible aim to guide, support and encourage while leaving the final decision making firmly in the hands of the person it will affect the most – the client.
- **Inclusiveness:** enhanced housing options services need to be appropriate for all those with housing need, including the most vulnerable and socially excluded.
- **Proactive engagement:** it takes a proactive approach to encourage people to contact the local authority at anything other than the point of crisis, despite the benefits of addressing low and medium levels of housing need before it becomes acute. Moreover, some groups of potential customers will be harder to reach than others, or will not be able to access mainstream services – these groups will need to have the service brought to them.
- **Holism:** the causes of housing need are complex and interrelated. CLG want to see a shift from a mentality that puts housing and employment, education, training and benefits in separate boxes, and instead encourage staff to think holistically in their management of housing crises – thinking long-term towards ways in which people can obtain and also sustain their homes.
- **Partnership working:** if services are to be holistic then they will need to be the result of extensive partnership working between organisations with different areas of expertise. Partnership working could be fostered formally through meetings, training events, and workshops, or informally through networking and forums.
- **Working within the context of the Local Area Agreement (LAA):** the LAA will set out local priorities – these should shape the goals of the enhanced housing options service. The service should as far as possible be used to meet these targets alongside the four principle outcomes.
- **Capturing wider resources:** having made the links between housing need and a range of other agendas, including tackling worklessness, addressing social exclusion and improving community safety, resources will be marshalled from a wide range of sources to address shared problems and meet shared outcomes.
- **Cross-boundary working:** housing problems are often not limited to a finite geographical area – for example, a person may work in one borough, live in another, and spend their leisure time in a third. Some clients – for example, victims of domestic violence or people that need to leave behind previous criminal networks, need to move to different areas. In addressing housing and wider mobility needs, partnership working will need to extend across local authority boundaries to be fully effective.

The briefing paper suggests that it may be useful for local authorities to consider the following indicators when assessing whether enhanced housing options outcomes are being realised through enhanced housing options services:

Meeting housing need with a wider range of solutions

- Number of homelessness applications and acceptances;
- number of accredited PRS landlords;
- number of overcrowded households reduced;
- take-up of rent deposits;
- number of clients sign-posted to low cost home ownership advice;
- take-up of service;
- take-up of outreach services;
- percentage of vulnerable people achieving and maintaining independent living,
- the proportion of socially excluded adults living in settled accommodation

Using stock more effectively

- Number of overcrowded households;
- percentage of vulnerable people who are supported to maintain independent living; number of households choosing to downsize;
- number of households moving across local authority boundaries;
- number of unsuccessful or unrealistic CBL bids;
- void rates and turnover of voids

Tackling worklessness

- Take-up of better-off calculations;
- take-up of in-work benefits;
- housing benefit case-load;
- take-up of Job Seeker Direct services;
- employment levels;
- number of socially excluded adults in employment, education or training.

Improving customer service

- number of people rating the service as 'good' or 'excellent;'
- number of people acting on advice given by the service;
- evidence of fair treatment by local authorities.

Further details can be found in : Expanding Choice, Addressing Need Addressing Housing Need through the Enhanced Housing Options Approach (March 2008)
<http://www.communities.gov.uk/publications/housing/expandingchoice>

The Hostels Capital Improvement Programme (HCIP)

The Hostels Capital Improvement Programme (HCIP) is an important strand of the CLG strategy for tackling homelessness, 'Sustainable Communities; the £90 million programme was launched in January 2005 and runs until 2007/8.

- It funded over 140 projects in 47 local authority areas.
- The funding was underpinned by the need to change the very nature of hostels to provide better opportunities for people who have experienced homelessness and prevent them from becoming homeless again. Through the programme, hostels ceased to be a place of last resort, but instead centres of excellence and choice which positively change lives.

- Hostel residents span a range of socially excluded “client groups” such as ex-offenders, drug users, vulnerable young people, women fleeing domestic violence and so on. By encountering an HCIP service (not all HCIP schemes are accommodation based ‘hostels’) they have found routes into education, employment and ultimately sustained independent living in their own home.
- HCIP provided a number of positive key messages emphasising the importance of:-
 - engaging homeless people in meaningful activity and with the community;
 - producing well-trained, motivated and supported staff; and
 - providing a quality physical environment, combined with an effective service, through which people can move forward with their lives. Though the capital will change the physical environment, there must be a step change in service delivery.
- The key outcome of the programme is that there is an increase in the number of people who have moved on positively from a hostel or homeless service.

The programme has supported innovation, including new ideas on design and use of buildings and, in how to deliver the projects. A number of the projects include exciting on-site activities, such as cafes, training rooms and social enterprise units.

Places of Change Programme (PCP)

The Hostels Capital Improvement Programme (HCIP) showed that hostels and day centres can be centres of excellence and choice which positively change lives, they can be **places of change**.

The £70m Places of Change Programme (PCP) will build upon the success of the HCIP. This three year programme was announced by Housing Minister Yvette Cooper on 13 November 2007 following the 2007 Comprehensive Spending Review.

The aim is to continue to improve the services available to rough sleepers so they can make the transition from the street to a settled home. The PCP will aim to continue to increase the number of people moving on from their hostel or homelessness service in a positive way; and also increase the number moving into education and employment.

The HCIP encouraged new approaches to tackling rough sleeping and engaging with hard-to-reach groups. The PCP looks to build on this success and we are therefore seeking applications that have a specific focus on developing new ways of working with homeless people.

CLG commissioned Homeless Link in 2007/08 to support and administer a grants scheme to help services working with homeless people to provide positive activities. A further grants programme was launched July 2008 for 2008/09. The scheme is only available to services that have received funding under the CLG's Hostels Capital Improvement Programme (HCIP). The 'Activating Places of Change' grants are revenue funding to pump prime the activity and innovation that goes alongside the CLG's

approach of using the HCIP funding to ensure that services become 'Places of Change'. For more information see: www.homelesslink.org.uk

Related publications

<http://www.communities.gov.uk/publications/housing/homelessnessprevention>

Places of Change - Tackling homelessness through the Hostels Capital Improvement Programme Hostels Capital Improvement Programme (HCIP) - Policy Briefing 12
Review of Hostels for Rough Sleepers in London
Homelessness Statistics September 2007 and Rough Sleeping - 10 Years on from the Target: Policy Briefing 20

Pawson, H Netto G and Jones, C (2006) Homelessness Prevention: A guide to good practice, London, Communities and Local Government

Supporting People Strategy, "*Policy into Practice*," was published in 2001 and set out the initial framework for the Supporting People Programme in England.

Independence and Opportunity: Our strategy for Supporting People was published in June 2007. Supporting People services are delivered and commissioned locally, to reflect local needs and *priorities*. *Independence and Opportunity* draws on the experience of the programme to date and covers four main themes;

- keeping people that need services at the heart of the programme,,,
- enhancing partnership with the third sector, delivering in the new local government landscape,
- increasing efficiency and
- improving local decision making, either on commissioning bodies or through Local Area Agreements (LAAs)

Drug misusers are a group who are currently identified as people who need housing related support services through the Supporting People programme.

Housing related support

The Supporting People programme supports the most vulnerable people to live independently. Local Authorities (LAs) determine how they focus their Supporting People funding, based on the needs and priorities identified in their five year Supporting People Strategies. Key client groups benefiting from this programme include: older people with support needs; people with mental health problems; single people with support needs; the frail elderly; ex-offenders and people with learning difficulties.

Supporting People is locally planned and administered under the direction of Commissioning Bodies, which comprise local authorities, health and probation members.

In line with the Local Government White Paper Supporting People services are expected to become more integrated with LAAs and from April 2008, Communities and Local Government will be working with a small number of LAs to assess the possible impact of delivering the funding through the new, un-ring fenced, Area-Based Grant. 15 Pathfinder authorities will be testing a different delivery mechanism for this stream of funding. For more information see

The Supporting People Knowledge web
www.spkweb.org.uk/Subjects/Local_Area_Agreements
www.spkweb.org.uk/Subjects/Pathfinders+%28Area+Based+Grant%29/

LAA section of Communities website
<http://www.localpriorities.communities.gov.uk/>
www.communities.gov.uk/local-government/

Regional Approaches - The Regional Housing Strategy and Regional Spatial Strategy Action can provide the opportunity to gain a better understanding of the causes of homelessness and type of housing need which will inform the type and size of housing – This work will also inform plans to focus activity in areas facing the most social exclusion.

Perhaps more importantly, this strategy identifies action to develop the links between homelessness prevention activity and plans to increase access to basic skills training, education and employment in the region. Not only will this lead to reduced homelessness, it will also enable individuals to access to a greater choice of housing, with communities and the region benefiting from increased economic activity. This work will be developed further in conjunction with the regional supported housing initiative.

Adults facing Chronic Exclusion (ACE) Pilots

'Reaching Out: An Action Plan on Social Exclusion (September 2006), announced funding for 12 pilots that can offer new ways to change local service provision in order to improve outcomes for adults with chaotic lives and multiple needs. The sponsoring government departments are the Home Office, Communities and Local Government, Department of Health and Department for Work and Pensions. Each has pledged £1.5million over three years for the pilots.

The pilots aim to:

- Identify new approaches to working with chronic exclusion
- Link-up health, social care, housing, employment and education systems
- Offer preventive, as well as crisis care
- Increase long-term engagement with services
- Focus on those with the most complex problems

The Housing Corporation Strategy on Tackling Homelessness

The Housing Corporation published a Tackling Homelessness Strategy in December 2006. The Strategy sets out key objectives for the Registered Social Landlords (RSLs) to follow in partnership with Local Authorities (LAs) to ensure homelessness is prevented from occurring in the first place and, where it does occur, it is tackled effectively and efficiently. The main strands are:

- effective joined up working between LAs and RSLs
- creating sustainable, balanced communities
- prevention
- making better use of existing stock
- investment
- good practice

The Strategy aims to underpin the RSLs activities to ensure that homelessness prevention and responses to actual homelessness are delivered in an equitable and transparent way, where exclusions are an exception and evictions brought down to minimum. The Strategy sets out a clear expectation that RSLs should be proactive in preventing homelessness for all groups of people, including those with specific support needs.

Housing Corporation is also actively engaged in working with CLG on improving hostel accommodation via the Hostels Capital Improvement Programme (HCIP) - an important strand of the Government strategy for tackling homelessness. The Corporation has been a key partner in delivering this programme. Some of the schemes were funded via the Corporation directly to RSLs. In some cases, the Corporation's National Affordable Housing Programme for 2006-08 has jointly funded projects with the HCIP by covering qualifying costs on a scheme. The Corporation is committed to continue to support HCIP, subject to the funding being secured through the 2007 Comprehensive Spending Review. The Housing Corporation template for a protocol ("Working together in the delivery and management of affordable homes") to be agreed between a local authority and the Housing Associations working in their area is being implemented across the country, with Blackburn and Blackpool as the pilots for the region, and a plan to develop a protocol in Liverpool, and sub-regional agreement across Greater Manchester. The protocol sets out roles and responsibilities, including those for co-ordinating the prevention and tackling of homelessness, and for co-ordinating allocations and CBL schemes. Protocols in the pilot areas have looked at how nominations systems and allocations schemes work to support the homelessness agenda, and at monitoring and accountability for the actions set out in the agreement. The Board welcomes this initiative and endorses its use as part of the actions to address and prevent homelessness in the region.

Choice based lettings

The introduction of choice based lettings – and national target for all areas to have a scheme by 2010 - has brought the issue of access to housing to the forefront; it has required reviews of allocation policies, consultation on the priority assigned to housing need, followed by the development of an accessible and transparent system that is able to deliver both policy and choice, insofar as the amount of available housing will allow.

Shelter³ and other organisations representing homeless and vulnerable households have worked to draw attention to how schemes need to consider the needs of these households, both in policy and practice. A number of local authorities and housing associations across English regions have implemented individual choice based lettings, with some now well established. The Government is supporting the development of sub-regional schemes both to enable mobility and to achieve efficiencies in delivery. Where there is information to be shared Acknowledged that consideration to housing homeless and other vulnerable households is important; we will ensure that this remains the case and enable good practice to be shared and developed.

³ A question of choice: Good practice and issues in choice-based letting, Shelter 2006

Drugs: protecting families and communities (2008)

The Government published in March 2008 the new drug strategy, *Drugs: protecting families and communities*, which sets out objectives to tackle the harms caused by illegal drug use and actions that the Government and partners will take in meeting those objectives.

The strategy builds upon the existing ten-year strategy, which was published in 1998 and updated in 2002. It seeks to balance tough enforcement action to tackle dealers, reduce crime and anti-social behaviour and to reduce the supply of drugs, with interventions to prevent drug use, to educate and intervene early and to reduce the demand for illegal drugs. It is focussed on the drugs which cause the greatest harm to communities.

The strategy places a new focus on protecting families and on strengthening communities and, to support this new focus, is arranged around four strategic themes:

- protecting communities through robust enforcement to tackle drug supply, drug-related crime and anti-social behaviour;
- preventing harm to children, young people and families affected by drug misuse;
- delivering new approaches to drug treatment and social re-integration; and
- public information campaigns, communications and community engagement.

While the strategy will cover a ten-year period to 2018, its delivery will be underpinned by a series of three-year action plans, which will run concurrently with the Spending Review cycles. The first action plan, for the period 2008-2011 has been published alongside the strategy.

Key actions particularly relevant and featured in the new strategy include:

- identifying and targeting the drug-misusing offenders causing the greatest harm to communities, improving prison treatment programmes and increasing the use of community sentences with a drug rehabilitation requirement;
- embedding action to tackle drugs within the neighbourhood policing approach, to gather community intelligence, engage with and increase community confidence;
- focusing on families where parents misuse drugs, intervening early to prevent harm to children, prioritising parents' access to treatment where children are at risk, providing intensive parenting guidance and supporting family members, such as grandparents, who take on caring responsibilities;
- developing a package of support to help people in drug treatment to complete treatment and to re-establish their lives, including ensuring local arrangements are in place to refer people from Jobcentres to sources of housing advice and advocacy and appropriate treatment;
- using opportunities presented by the benefits system to support people in re-integrating into communities and gaining employment, whilst also exploring the case for introducing a new regime for drug users that provides more tailored support for people; and, in return putting the responsibility on claimants to move successfully through treatment and into employment; and

- piloting new approaches which allow more flexible and effective use of resources, including individual budgets to meet treatment and wider support needs.

Copies of the strategy, its supporting action plan and consultation report are available on the Home Office website at www.drugs.homeoffice.gov.uk.

Supporting information:

The National Drug Strategy: a guide for local partnerships, McGrail Sara, MacKintosh David London Drug Policy Forum 2008 - This is a source of information for those new to local drug strategy development and implementation. It is also a handy reference document for those keeping up to date with changes brought about by the 2008 National Drug Strategy and the new local performance frameworks.

http://www.cityoflondon.gov.uk/Corporation/our_services/social_services/London_Drug_Policy_Forum/

Drug Interventions Programme (DIP)

The Drug Interventions Programme (DIP) continues to be a key part of the Government's strategy for tackling drugs and reducing crime. The Programme which began in 2003 aims to get drug using offenders out of crime, into treatment and help them re-establish their lives and that of their families. Local delivery of the Programme is through Criminal Justice Integrated Teams (CJITs) commissioned by Drug Action Team (DATs) partnerships.

Since the programme began in April 2003 over 115,000 drug misusing offenders have entered drug treatment through DIP. (Jan 08). Research shows that treatment works – in the year following completion of treatment, rates of acquisitive crime approximately halved and for every £1 spent on drug treatment, at least £9.50 can be saved in crime and health costs.

- The new drug strategy has indicated that identifying and targeting those drug-misusing offenders who cause the greatest harm to communities continues to be a key priority.

DIP will therefore continue to work with partners to:

- promote an integrated approach to managing offenders, sharing information and risk assessments across different agencies to better identify priority offenders and the interventions needed to address their offending;
- support new areas and partnerships to expand the range of DIP interventions available locally, including, for example, through self-funding of drug testing regimes;
- increase the number of offenders whose drug-related offending is addressed through the use of DIP conditional cautions; and
- improve the continuity of case management of drug-misusing offenders by reviewing and strengthening links between prisons, local Criminal Justice Integrated Teams and probation services, to manage offenders better at crucial

times, such as on discharge into the community from prison, when the risks of relapse and re-offending are high.

The new drug strategy (2008) continues to support the view that drug treatment alone cannot address drug misuse and offending behaviour and is only one part in supporting rehabilitation and re-integration. It promises a radical new focus on services to help drug users to re-establish their lives. DIP aims not only to bring drug misusing offenders into treatment but also to work with partners to identify approaches which have practically helped to build and continue to sustain the gains and positive successes that DIP clients may have achieved. This may be through ongoing support with housing and related support, addressing benefits, finance and debt and helping to rebuild relationships with families.

To sustain the gains made in treatment, DATs have and will continue to requested through their terms and conditions to use their resources such as the DIP Main Grant to ensure partnerships and pathways exist to support rehabilitation and re-integration such as help with preventing homelessness, developing skills, managing finances, rebuilding family relationships, and accessing social and peer networks.

Findings from work undertaken to support rehabilitation and re-integration highlights the importance and value of building local links with local agencies and provision such as sports centres or adult learning centres, which can provide practical skills as well as help individuals rediscover confidence and motivation.

Work currently undertaken with national, regional and local partners to identify and promote practice includes:

- Improving Practice in Housing for Drug Users
- Supporting needs of families particularly around arrest and beyond release
- Unlocking Potential – developing steps to employability

Previous work undertaken in relation to Housing and housing related support includes:

- Flexibility in use of DIP Main Grant: From April 2005, all Drug Action Teams (DATs) were able to use the DIP main grant funding in line with their local homelessness strategy and DAT Treatment Plan to fund rent deposit provision in line with local arrangements.
- Identifying and promoting practice to assist DATs and related partners in preventing homelessness. 13 DAT partnerships were selected in 2005 to develop a Comprehensive Rent Deposit Model (CRDM), building on their existing local arrangements. The term model was used to acknowledge that there were a number of elements that needed to sit alongside the 'rent deposit' for the private rented sector to be considered a practical and viable option. The additional funding available from DIP for two years from 2005/06 was used to enhance and/or develop capacity of existing provision delivered by those local authority schemes or Voluntary/Charitable agencies where appropriate. For more information on findings and practice go to www.drugs.homeoffice.gov.uk

The Prolific and Priority Offender (PPO) programme

The Prolific and Priority Offender (PPO) programme was launched by the Prime Minister in March 2004 as a way of targeting offenders who commit a disproportionate amount of crime and harm to local communities. It is a crime reduction programme with a reducing re-offending focus and an end to end multi agency offender management approach. Over 10,000 PPOs are actively targeted through the programme. At a local level, PPO schemes are multi-agency partnerships, based on a very close working relationship between the Police and Probation services, to identify, monitor and intensively manage a key target group of offenders (PPOs) in a local area. PPO schemes cover all CDRPs in England and all CSPs in Wales. Over 11,000 of the most prolific, anti-social and disruptive offenders in the country are now being targeted by local police, criminal justice agencies and other partners and over 4,000 of the most active young offenders who are at greatest risk of becoming the next generation of prolific offenders. The PPO scheme aim is to reduce dramatically the harm that prolific offenders cause to themselves and their local communities, to tackle the issue of offending early by preventing young people from embarking on careers of crime, catching and convicting those already offending and to resettle and rehabilitate convicted prolific offenders successfully to break the cycle of crime.

The programme has three complementary strands designed to tackle both prolific offending and the risk of re-offending:

- Catch and Convict - actively targeting offenders who commit the most amount of crime in their locality
- Rehabilitate and Resettle – working with PPOs to stop their offending by offering a range of supportive interventions.
- Prevent and Deter – to stop young people becoming prolific offenders;

During 2007 the PPO programme and the Drug Interventions Programme were formally aligned in recognition that a significant proportion of PPOs were drug misusers. Alignment of the two programmes aims to ensure that the most problematic offenders, including the highest crime causing drug misusers are targeted by the improved interaction of the two programmes, and that these offenders are supported more effectively and have rapid access to drug treatment.

PPOs face significant accommodation problems which tend to be more serious and more strongly linked to their offending behaviour than for the general offending population. In addition, evidence from the programme suggests that PPOs are less likely than other offenders to be in suitable accommodation, less likely to be in permanent accommodation and less likely to be in accommodation that is in a suitable location. The suitability of accommodation and the location need to be carefully considered when housing PPOs; for example, housing PPOs away from areas with drug problems and where there are known associates.

Without accommodation PPOs may also experience problems in accessing benefits, bank accounts, securing and maintaining employment registering with a GP and accessing health care. Prioritising and addressing PPOs' accommodation needs is therefore a particularly important part of Rehabilitation and Resettlement for PPOs. The

benefits are also clear – PPOs commit disproportionate amounts of crime and harm to their local communities. Accordingly, by prioritising them for support, services and interventions, it is expected that there will be disproportionate benefits to local communities.

As part of the Rehabilitate and Resettle⁴ strand of the programme, PPO schemes are encouraged to develop strong links with local housing providers and organisations including the local housing authority. This will help to ensure that PPOs receive appropriate support in response to identified housing needs as part of the effort to “rehabilitate and resettle” PPOs in the community, to reduce the risk of re-offending.

The following case study is an example of work undertaken in one specific area
Case study: Prolific Offenders Resettlement through Co-ordinated Housing (PORCH) PORCH operates across Exeter, East and Mid Devon. It is managed by Exeter Community Initiatives (ECI –a local social inclusion charity) and is integrated within the Prolific and Other Priority Offenders Unit (PPOU) in Exeter. PORCH offers a comprehensive approach to the housing needs of PPOs, through coordination of housing with criminal justice and treatment pathways. To ensure that housing needs are addressed, the key aim is to:

- reduce the number and seriousness of crimes committed by prolific offenders
- maximise the effectiveness of existing housing services and
- intervene more proactively at key points including arrest, remand, sentencing and release from prison,.

The scheme:

- offers housing advice and assistance through individual casework, together with practical help, tenancy support to clients and accommodation providers and sign-posting to other relevant agencies.
- has a comprehensive process for referral and assessment of PPOs contributed to the pilot of the NOMS Common Referral Form.

Part of its success has been the ability to promote and raise awareness of what PORCH offers within the housing and criminal justice community, including the drug treatment sector to help foster links and understanding.

An independent evaluation⁵ of PORCH found the scheme to be effective in supporting individuals in gaining greater stability in their housing circumstances and increasing the pool of available housing . PORCH has secured short term funding until September 2008. It is in the process of merging with ‘Closing A Revolving Door’ (CARD-a mentoring support project also managed by ECI) to provide an integrated mentoring and housing support service and to better position them for future funding opportunities. Further information about the PPO programme can be downloaded from <http://www.crimereduction.homeoffice.gov.uk/ppo/ppominisite01.htm>

⁴ Further information about the Rehabilitate and Resettle strand can be downloaded at: <http://www.crimereduction.homeoffice.gov.uk/ppo/ppominisite01.htm>

⁵ Southern, R., Annison, J., Vicente, F. & Fisher, A. (2008) Evaluation of the Prolific Offenders Resettlement through Co-ordinated Housing (PORCH) Project, University of Plymouth Centre of Expertise, SERIO.

Our Health Our Care Our Say: a new direction for community services

The Department of Health (DH) White Paper 2006⁶ Our health, our care, our say: a new direction for community services explains in detail improvements to health and social care services, why these changes are necessary and the steps to make sure they happen. It emphasizes the need for individuals to have greater control over their own health and care and for services to aim at enabling health, independence and wellbeing. It introduced the mechanism of Individual Budgets to give people more choice and control, together with the idea of pooling funds from several sources to create these budgets. The funding sources can include those from Supporting People, community equipment and disabled facilities grant as well as social care. Individual budgets are currently being piloted nationally so evaluation of outcomes is at an early stage. Given the choice, individuals may seek different solutions to their needs. For more information see: individualbudgets.csip.org.uk/index.jsp.

Putting People First⁷ announced funding to support system wide developments in order to improve health and well being. It emphasized the importance of the Joint Strategic Needs Assessment (JSNA) (See Section 7 Information and data sources for more information) as central to joint planning and a way to plan for a single community based support system delivered through co-ordination and integration of systems rather than structural changes. It foresees self-directed support as mainstream and telecare as integral.

Changes to local performance frameworks

Delivering Health and Wellbeing in Partnership; The Crucial Role of the New Local Performance Framework⁸, describes the elements of the performance framework that will cover both health and social services from 2008/09.⁸ The new performance framework which is described in more detail in Section 6 (National, Regional and Local Delivery arrangements of this Paper) includes the single set of 198 national indicators that will inform the basis of performance management of local authorities and their partnerships including those with health. Section 6 also describes those indicators which can be linked to support housing and related support for drug users.

The NHS Operating Framework for 2008/09

The NHS Operating Framework for 2008/09 published in 2007, outlines

- the business processes required to support delivery against the national priorities, ensure local accountability and drive transformation for the benefit of patients.
- the key elements of the business process for 2008/09 which include:
 - **“vital signs”**: clarification on measures of progress against the national priorities, helping PCTs to make local choices and set local priorities;
 - an initial focus for 2008/09 on an annual **operational plan** for each PCT
 - **strategic plans** for the medium term, developed by each PCT by autumn 2008 and signed off by Strategic Health Authorities (SHA);

⁶ Department of Health Our Health, Our Care, Our Say a new direction for community services (2006)

⁷ Department of Health Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care December 2007 www.dh.gov.uk/en/PUBLICATIONSPOLICYANDguidance/dh_081118

⁸ Communities and Local Government. Delivering Health and Wellbeing in Local Performance Framework. December 2007. www.communities.gov.uk/publications/localgovernment/health

- **talent plan and leadership development plan** at SHA level for 2008/09.

The PCT operational plan will also be expected to include nationally required information on their plans for delivering progress against national and local priorities. These are described in more detail in the guidance *Operational Plans National Planning Guidance and "vital signs"*

operational plans 2008/09 - 2010/11 (Implementing the 2008/09 Operating Framework *National Planning Guidance and "vital signs"*⁹

This guidance (2008) provides further detail on the requirements of PCT operational plans and, in particular, on the information that will be required nationally to support the planning process for 2008/09. As highlighted the Operating Framework requires PCTs to develop an operational plan by the end of March 2008 that:

- describes local targets, how they have been agreed and how they will be achieved
- defines success
- details milestones
- details their proposed LAA content on health outcomes

Of the performance requirements that need to be reflected in Primary Care Trust (PCT) Operational Plans, thirty-one, are also included within the 198 national indicators.

The Guidance and "vital signs" (2008) shows how organisations can use 'vital signs' to develop local operational plans to deliver against national priorities and how to select and create local priorities. Vital Signs has three tiers of priorities. These consist of:

- Tier 1 National Requirements
- Tier 2 National Priorities for local delivery, which includes the number of drug users recorded as being in effective treatment
- Tier 3 Local action which includes the proportion of adults in contact with secondary mental health services in settled accommodation (this includes all drug users in treatment with a mental health trust).

The PCT's operational plan will set out the contribution they intend to make to the LAA.

Joint Strategic Needs Assessment (JSNA) of the health and wellbeing of its local community. Source Primary Care Trusts and Local Authorities The Local Government and Public Involvement in Health Act 2007 requires PCTs and local authorities to produce a Joint Strategic Needs Assessment (JSNA) of the health and wellbeing of its local community. Responses to the consultation on the Commissioning Framework for Health and Well-being called for greater clarity on undertaking JSNA.

This guidance, which complements the statutory guidance *Creating Strong, Safe and Prosperous Communities* (currently out for consultation), provides tools for local partners undertaking JSNA. It describes the stages of the process, including stakeholder involvement, engaging with communities and recommendations on timing and linking

⁹ Department of Health operational plans **2008/09 - 2010/11** (Implementing the 2008/09 Operating Framework *National Planning Guidance and "vital signs National Planning Guidance and "vital signs"(2008)*)

with other strategic plans. It also contains a core dataset, and guidance on using JSNA to inform local commissioning, publishing and feedback.

The link to the JSNA page of the DH website

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081097

For more information about other arrangements for assessments of need see Section 7 of this practice paper

Other supporting information

Integrated Care Network Commissioning housing support for health and wellbeing (2008) Margaret Edwards

Department of Health Tier 4 Substance Misuse Capital Programme

The Department of Health "Capital development programme for inpatient and residential rehabilitation substance misuse (drug and alcohol) services 2007/08 and 2008/09" was launched in June 2006. Regional Forums were established in all Strategic Health Authority (SHA) regions with key stakeholder membership. Each Regional Forum undertook an iterative process to agree gaps and priorities for the capital development of Tier 4 services. These were published on the NTA website and local drug and alcohol partnerships were invited to submit bids that addressed the priorities and met centrally set core criteria. Regional Forums assessed all bids received and submitted portfolio's of prioritised bids to a cross-government National Panel for consideration. The National Panel received 76 bids totalling £106 million. The National Panel recruited an independent consultant to score all bids using a matrix agreed by the cross-government Tier 4 group and make recommendations to the National Panel.

The National Panel met in January 2007 and agreed funding allocations to SHA's and recommendations for spend based on the outcome of the strategic bidding process. A total of £54.3m capital to Tier 4 drug and alcohol services has been allocated, the majority of projects will be completed during 2008/09. The types of projects involved in this programme include affecting:

- 132 inpatient beds,
- 142 residential beds,
- 185 supported housing beds for substance misusers,
- 128 beds for drug treatment in the prison estate.

There was a wide range of different types of bids; some for the purchase of new units, new builds rebuilds and remodelling of existing services. The successful bids ranged from £68,738 for the refurbishment of a supported housing service to £8,000,000 to the rebuild of a prison unit. Some of the remodelling and other types of initiatives included the creation of new bed spaces and/or changes of use from shared rooms to single occupancy. Other bids included remodelling to create access for those with mobility difficulties and remodelling to provide access for women.

Progress will be monitored via the Regional Forums and reported to the National Panel on a regular basis

Delivery of Drug Treatment Treatment Effectiveness Strategy (2005)

The National Treatment Agency (NTA) was established as a specialist health authority in 2001 to oversee the increased investment in drug treatment and to deliver the ambitions of the drug strategy to increase the numbers entering and retained in drug treatment. As a result an expanded and accessible drug treatment system has been achieved.

- More people are receiving treatment with the number in contact with treatment increasing from 85,000 in 1998 to 193,000 by 2006/7 with the target to double the numbers in treatment achieved two years early.
- Three quarters of new entrants to treatment are now retained for 12 weeks or more which is the minimum period that can have a lasting impact on entrenched drug use.
- Waiting times for treatment have reduced from nine weeks to less than two and a half weeks.

The new drug strategy (2008) builds on these achievements to focus more on the longer term outcomes of treatment. The challenge is to maximise the impact of treatment for those who receive it, seizing the opportunity treatment provides to reduce the harms caused to communities, families and individuals.

Improved outcomes for those entering treatment will be achieved through improving retention of clients in treatment with more clients overcoming drug dependence and successfully completing treatment programmes and re-integrating into communities. This will include packages of support for those leaving or planning to leave treatment to access housing, education, training and employment.

The strategy will continue to promote harm minimisation measures which encourage drug users to enter treatment and reduce the risk of infection and drug overdose. The strategy also has a focus on driving up standards across all treatment providers through new clinical governance arrangements and by monitoring a range of treatment outcomes including health, housing, employment and re-offending.

Drug Misuse and Dependence: UK Guidelines on Clinical Management (Sept 2007)

The National Treatment Agency (NTA) on behalf of the Department of Health and devolved administrations published Drug Misuse and Dependence: UK Guidelines on Clinical Management (2007). This is a new version of the 1999 Clinical Guidelines commonly called the "Orange Book". The new Clinical Guidelines build on the previous evidence based and well established Clinical Guidelines but reflect some of the considerable changes that have occurred over the past eight years. The new Clinical Guidelines also reflect the recent suite of guidance from the National Institute for Health and Clinical Excellence (NICE).

The Clinical Guidelines (2007) provide a UK wide framework for the clinical treatment of drug misuse. They recognise the increasing diversity of drug treatment delivery and set out some of the key clinical governance issues to be taken into account by all drug treatment providers.

There is a greater emphasis than previously on the importance of care and treatment planning and the importance of key working in the delivery, co-ordination and review of all elements of a treatment package for individual patients.

Models of Care for Treatment of Adult Drug Misusers

Models of Care for Treatment of Adult Drug Misusers sets out a national framework for the commissioning of adult substance misuse treatment in England. Originally published in 2002, Models of Care outlined a four-tiered model for service delivery, with increasing levels of intervention.

The Models of Care: Update 2006 builds upon, clarifies and refines the four-tier model of service provision outlined in the original 2002 framework, providing national guidance on commissioning and provision of treatment.

For more information go to www.nta-nhs.org.uk

National Reducing Re-Offending Strategy

Reducing re-offending and protecting the public lies at the heart of the Ministry of Justice's (MoJ) work and is a priority for the Government. Key changes are in the National Offender Management Service (NOMS) where HM Prison Service and the Probation Service have been brought together in NOMS under a streamlined headquarters and regional structure so as to improve the focus on frontline delivery of prisons and probation and improve efficiency. The new structure provides the Ministry of Justice with a sharper focus on its key priorities, including public protection and reducing reoffending, and improving relations with the judiciary, while streamlining leadership across the whole of the department's agenda.

The Ministry of Justice is responsible for delivering the Reducing Re-Offending Delivery Plan. Two agencies within MoJ, the Criminal Justice Group with responsibility for overall strategy and NOMS, with responsibility for operational delivery within prisons and Probation, are tasked with achieving the MoJ set Public Service Agreement target for reducing re-offending by 5 % by 2007/08, and 10% by 2010. Additionally, the offender accommodation agenda will be represented in PSA 16 and the related indicators for Social Exclusion. Offenders are one of four clients groups identified for measurement in remaining in settled accommodation.

The Strategy recognises that reducing re-offending cannot be the responsibility of one agency, and has therefore established cross government partnerships between the Ministry of Justice, the Home Office (HO), Communities and Local Government (CLG), Department for Work and Pensions (DWP), Department of Health (DH) It has also developed alliances with corporate, civic and faith/voluntary sectors to assist with the delivery of the Plan. The Reducing Re-offending Strategic Plan (2008-11) has 7 thematic pathways to assist the delivery of the key objectives and targets. These pathways; include accommodation, drugs and alcohol, health, children and families, finance benefit and debt, employment and local delivery. It is acknowledged that in many instances they are interdependent upon one another to provide the interventions required to achieve the indicators relating to reducing re-offending. However the most pertinent to this Practice Paper is the accommodation pathway which is jointly chaired by the Department of Communities and Local Government and NOMS.

For more information go to <http://www.noms.homeoffice.gov.uk/news-publications-events/publications/strategy/noms-five-year-strategy2>

The Accommodation Pathway

It brought together Government policy objectives for helping offenders to access and sustain housing into a single framework, outlined targets for 2007/08 and provided a model of an integrated approach to the management of offender housing and housing support needs.

The direction of the accommodation pathway was initiated through the publication of the Reducing Re-offending Framework for Offenders Housing and Housing Support (December 2006) which set expectations for the work of Regional Offender Managers (ROMs) and regional Reducing Re-offending Partnership Boards' Accommodation Pathways.

The Reducing Re-offending Housing and Housing Support Resource Pack was published in January 2008. Since 2006 there has been considerable change in the offender housing arena. This includes:

- The move of the National Offender Management Service from the Home Office to the newly created Ministry of Justice.
- The Offender Management Act receiving royal assent in July.
- A new cross government approach to Public Service Agreements including the Socially Excluded Adults PSA.
- Baroness Corston's review into women in the criminal justice system.
- The publication of "Independence and Opportunity" the new strategy for Supporting People and
- The Housing Corporation publishing "Investing in independence – Housing for vulnerable people strategy"¹⁰
- The Bail Accommodation and Support Service a new national project to enable those on remand in custody and those eligible for Home Detention Curfew to be discharged from custody to supported accommodation in the community. The contract specification has specific provision for women and women with children.

The pack seeks to outline:

- NOMS commissioning direction in relation to offender housing
- Reducing Re-offending targets and agreements
- The importance of settled accommodation in reducing re-offending
- A range of models and practice to support developments
- Revised guidance on 'Supporting People'
- Informal guidance and legal opinion regarding Information Sharing

For more details about the Reducing Re-offending Housing and Housing Support Resource Pack (2008) go to <http://noms.justice.gov.uk/news-publications-events/publications>

With the commitment to the development of Probation Trusts in the Offender Management Act (2007)¹¹ and NOMS Commissioning arrangements close to

¹⁰ Housing Corporation 2007 – includes offenders and people at risk of offending.

¹¹ The Offender Management Act 2007 has substantially changed the roles and responsibilities of those involved in the delivery of probation services. The Secretary of State will contract with providers of probation services to deliver the probation provision. The Offender Management Act 2007 provides for the establishment of probation Trusts as the public sector provider of probation services.

completion, the Resource Pack was developed from the original framework to update stakeholders on NOMS housing and housing support policy and direction.

The pack and framework is intended for all stakeholders involved in the offender housing world. At a national, regional and local level it seeks to help support the development of partnerships and agreements which will improve housing outcomes for offenders, contribute to the reduction in re-offending and enhance public protection. The delivery of the accommodation agenda is supported by the development of Reducing Re-offending Alliances through the engagement of local authorities and local organisations in the private, voluntary and faith sectors.

Housing and Housing Support for Women Offenders

Addressing the housing and housing support needs for women offenders were identified as a key issue for action within Baroness Corston's Review of Women in the Criminal Justice System with Particular Vulnerabilities, the report was published March 2007. The Government welcomed the Report and has undertaken to give serious and detailed consideration to the 43 wide-ranging recommendations for change. These recommendations will be carefully explored with all the departments and agencies concerned and the Government will develop a detailed response and set out an agreed way forward.

The report made the following recommendations on accommodation:

Recommendation 16 The accommodation pathway is the most in need of speedy, fundamental, gender specific reform and should be reviewed urgently, taking account of the comments in the report. In particular, more supported accommodation should be provided for women on release to break the cycle of repeat offending and custody and the intentional homelessness criterion for ex-prisoners should be abolished.

The Government has accepted this recommendation and NOMS has recently published the supplementary document 'The Importance of Housing for Women Offenders', to compliment the Housing and Housing Support Resource Pack. This document sets out why those working with women should pay particular attention to their housing needs. Additionally, the pathway is under review to ensure a stronger focus on the needs of women with the framework document undergoing an equality impact assessment at the end of 2007.

Actions

- The National Offender Management Service has identified the rights, specific needs and available options for women trying to find accommodation and has published

The probation Trusts will act not only as providers of court services and offender management, but also as local commissioners. They will be responsible for commissioning interventions and other services from the best providers in the public, private or third sector, in accordance with the need for efficiency and effectiveness and in line with value for money principles. They will also represent NOMS in joint commissioning and partnership arrangements with other statutory bodies such as Crime and Disorder Reduction Partnerships (CDRPs), non-statutory bodies such as third sector organisations and Local Criminal Justice Boards, and in work with local communities to reduce re-offending.

As part of the Secretary of State's duties in ensuring the provision of probation services he is required to publish a number of documents such as annual plans and national standards for the management of offenders. These documents are available as downloads from this page. Each of the ten area's Commissioning Plans can be found on the publications section of their [regional page \(new window\)](#), under Strategy, Reports and Plans.

guidance for Regional Offender Managers and providers in February 2008.
<http://noms.justice.gov.uk/news-publications-events/publications/strategy/NSF-Women-08?view=Standard&pubID=558382>

- The NOMS regional accommodation pathways are currently being asked to review their objectives in the light of recommendations of the Corston Report. Quality checking of pathway action plans to ensure Corston compliance underway during 2008.
- The new accommodation indicators for offenders in prison and on probation supervision will be analysed by gender which will provide a stronger base to consider the position of women and the impact of approaches.
- Communities and Local Government will explore the issues the Corston Report raises relating to local authorities' decision making under the homelessness legislation, including on intentionality. They will then undertake an assessment of local authorities' decision making regarding offenders in England in order to consider what steps can be taken to improve how decisions are made.
- The South West Regional Management team have received funding to develop a specification and commissioning model for women offenders.

The Offender Health Pathway

Improving Health, Supporting Justice (November 2007) : The publication of this document signals the start of a consultation process on how health and social care services can be improved for people subject to the criminal justice system in England. This is a joint initiative between the Department of Health, Department of Children, Schools and Families, Ministry of Justice, Youth Justice Board and the Home Office. Between them, these government departments/agencies have responsibility for health, social care and all the component services within the criminal justice system.

Work is lead by Offender Health, who are now broadening their remit to look at the needs of people in contact with the criminal justice system because they have committed, or are suspected of committing a criminal offence, with the aim of improving their health and well-being, addressing health inequalities, reducing re offending and protecting the public. Consultation will inform an action plan to be produced in Summer 2008

Promoting Respect

There are a wide range of different agencies involved in tackling anti-social behaviour. These include the local authority, primary care trust the police and landlords. The Crime and Disorder Act 1998 introduced local arrangements for effectively dealing with shared issues in relation to crime and Anti-social Behaviour, Crime and Disorder Reduction Partnerships (CDRPs)

In 2003 the Anti-social Behaviour (ASB) Act was implemented introducing new and strengthening existing powers to tackle nuisance behaviour. Alongside this, advice and guidance was launched to provide advice and guidance for practioners and the wider community about anti-social behaviour.

The Regulatory Code section 3.5 states that housing associations must provide good quality housing services for residents and prospective tenants. Within that section there are a number of requirements that can be seen as referencing the need to address ASB effectively. Circular 08/04 - Statutory Housing Management Guidance on Anti-social

Behaviour Policies and Procedures requires all housing associations to have strategies in place to tackle anti-social behaviour. Progress is effectively monitored through housing inspections most notably Key Line of Enquiry 6 on Tenancy and Estate Management.¹²

The Governments' Respect Action Plan was launched in January 2006 . See www.respect.gov.uk for more details .

The Respect Standard for Housing Management was launched in August 2006. It recognised the importance of early intervention and the need for landlords to work in partnership with local partner agencies. The Standard outlines the core components identified following consultation, which are essential to delivering an effective response to anti-social behaviour and building stronger communities. Signing up to the Standard by landlords is voluntary.

The Standard is built around six core commitments and cover :

- accountability leadership and commitment
- empowering and reassuring residents
- prevention and early intervention
- tailored services for residents and provision of support for victims and witnesses
- protecting communities through swift enforcement and
- support to tackle the causes of ASB.

Work to address ASB should be part of a wider approach to homelessness prevention. This may include for example, action to promote family intervention projects, and education work about homelessness with young people in schools and youth projects, as well as identifying the need for intensive support for new tenants, and providing clear expectations at the start of the tenancy.

For more information please see:

Promoting Respect Tackling anti-social behaviour through partnership working
Good Practice Note 13 March 2007 Housing Corporation www.housingcorp.gov.uk

Guides, toolkits and publications on the Standard

A copy of the guide for landlords and a guide for the public can be found at: www.communities.gov.uk/antisocialbehaviour. Further publications on the Standard, including performance improvement toolkits and related publications can be found on communities.gov.uk at the link below this page.

Landlords can sign-up to the Standard

Go to the following link: www.communities.gov.uk/standardsignup

¹² Landlord Services Tenancy & Estate Management Housing Inspectorate Key Lines of Enquiry July 2007

The views expressed in this Practice Paper are those of the authors not necessarily those of the Home Office (nor do they reflect government policy)