



Lothian and Borders Community Justice Authority

Community Justice Accommodation Services

Audit of Offender Accommodation Services

Progress Report July 2007

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1. Background to progress report

The Scottish Executive in February 2007 initiated an audit by the Community Justice Authority of the offender accommodation services within the Lothian and Borders CJA area. The audit will be one of four work streams undertaken by the Executive designed to inform a national accommodation strategy for offenders. The audit is required to be completed by 31st March 2008. A report on the progress of the audit is required by the end of July 2007.

2. Remit of Audit

In its letter of 27 February 2007 the Executive detailed the audit requirement as being an audit “of the offender accommodation services ... as well as practices relating to the wider provision of accommodation for offenders.” Subsequent correspondence with the Executive clarified the remit and confirmed that they are seeking only a review of supported accommodation at this stage. It is intended that the audit in its entirety will inform proposals to reshape offender accommodation services to ensure that the CJA has an adequate range and level of appropriate accommodation. This relates to the offender outcome in the National Strategy relating to the offender’s ability to access and sustain suitable accommodation. The twin purpose in addressing this offender need is reducing re-offending and protecting the public.

3. Documents considered during audit

1. Community Justice Accommodation Services – Justice Dept Community Justice Services Division – February 2007
2. Guidance on Home Leave Arrangements - Justice Dept Community Justice Services Division – February 2007
3. National Accommodation Strategy for Sex Offenders (NASSO) – Scottish Executive Development Department Social Housing Division
4. Justice 2 Sub Committee Review of Child Sex Offenders – recommendation 22

4. Purpose of Supported Accommodation

The intended purpose of Supported Accommodation is to provide an adequate availability and range of accommodation to meet the assessed needs and risks of offenders in a variety of different circumstances. These include:

1. Accused on bail pending sentence
2. Offenders subject to community based disposals – where the lack of secure accommodation is assessed as being a hindrance to programme adherence
3. Offenders on release from custody both on licence or on voluntary aftercare in order to support their rehabilitation and to develop a range of social and living skills
4. Temporary accommodation for offenders presenting exceptional high risk, in order to manage their risk in a more controlled environment until such time as more normative and risk assessed accommodation can be accessed
5. For prisoners on temporary leave from custody where their posed risk or lack of community based accommodation requires an alternative short-term provision

Supported accommodation is therefore intended to be temporary in nature, often short-term and designed to manage risk, achieve programme adherence or manage offenders who are in transition.

5. Supported Accommodation resources available in Lothian and Borders CJA area

Supported accommodation currently available in the L&B area has largely developed around historical need and its demography. All supported accommodation resources are located in Edinburgh and are managed by either the voluntary sector independent providers or City of Edinburgh Council. Each of the five constituent local authorities within the CJA does purchase on either block contract or spot purchase from all of the providers available with the exception of the SACRO bail support provision which is limited to Edinburgh and Mid Lothian. (The usage for the last financial year is detailed below).

6. Detail of available resources

Barony is a housing association which provides housing for people who have had difficulties in the past obtaining their own tenancies. The service provides support and advice to people with mental health problems, drug and alcohol abuse and learning disabilities. This is the only service dedicated solely to people in contact with the Criminal Justice System.

The accommodation consists of a 4 bedroom flat on the upper floor of a large tenement building in Edinburgh with individual secure rooms with 2 flats sharing a kitchen and toilet. Service users have access to their own flats and the communal areas only. The

service provides advice support to service users on all aspects of their daily life and offending behaviour in conjunction with the SWD Criminal Justice System. The Support team offer advice and guidance to the service users on a rota basis with two staff and a manager being available Monday to Friday 9am to 5pm with an on-call system available out of hours.

Crane Service is an accommodation service providing monitored and supported living for offenders. This criminal justice supported accommodation service is delivered from two adjacent terraced houses in the city centre of Edinburgh. Accommodation is in two types: a seven bedded house where service users share communal areas but have ensuite or private bathrooms ; a second house with four self contained single flats.

The home includes additional staff accommodation interviewing rooms and training space. The service has specified four aims to help protect the community and potential victims by providing supervised and supported accommodation for adult male offenders who are assessed as presenting a high risk of re-offending in a potentially harmful way. It is designed to enhance and support the supervision of high risk offenders undertaken by the Lothian & Borders Community Justice Authority and to work with individual residents and agencies to assist them to reduce the risk to the community as well as providing sentencers and Parole Boards with an effective alternative to custody.

Allelon is a supported accommodation service which sets out to do three things to provide a safe and stable place to live, to provide the courts with an alternative to prison and to assist people to find appropriate move-on accommodation. It is the only specialist resource within the CJA area to offer accommodation to young people aged 16 -20 years. This service has places for up to 7 service users.

SACRO Supported Accommodation Tenancy (SAT) provides advice, support and assistance in order to help individuals acquire the practical and social skills required for independent living. It helps those in the community who have problems relating to homelessness and offending by providing temporary accommodation with a view to securing permanent housing through advocacy and negotiation with housing providers. The service has accommodation for up to 12 clients. There are 3 whole time equivalent staff members that include a manager, a criminal justice worker and administrative support staff. The Offender Accommodation Services are managed by a Service Manager with the Operations Manager having overall management responsibility.

Table 1 Resources available

Name	Provider	Type	Client Group	Capacity beds	Capacity bed nights (b/n)
Crane	City of Edinburgh	24 hour staffed residential unit	High Risk adult male	11*	3650
Allelon	SACRO	24 hour staffed residential unit	16-20male	7	2555
Barony	Barony Housing	Sup Housing with visiting worker	Adult male	No fixed capacity	No fixed capacity
SAT	SACRO	Supported Tenancies	Adult male and female	11	4015

* One bed retained permanently for Home Leave, financed by Scottish Prison Service (£100 / night = income of £36500 per annum)

7. Usage of available resources 06-07

Table 2 – Use of resources

	Capacity		CoE		Mid		West		East		SBC		SPS		Other		Total	Spare
Unit	beds	b/n	beds	b/n	beds	b/n	beds	b/n	beds	b/n	beds	b/n	beds	b/n	beds	b/n	b/n's	b/n's
Crane*	11	4015	20	1763	2	175	1	39	2	133	1	7	1	365	1	33**	2508	1507
Allelon	7	2555	12	892	2	512	0	0	3	144	0	0	0	0	0	0	1548	1007
Barony***	No fixed capacity (NFC)		14	2333	0	0	1	365	1	152	1	90	0	0	1	365****	3305	NFC
SAT	11	4015	23	3029	1	162	0	0	1	117	0	0	0	0	0	0	3308	707

*Crane comprises 2 separate units – spare capacity in one does not necessarily reflect capacity in the other

**Highland

***Figures based on April 06 – March 07 for consistency

****Renfrewshire

KEY: CoE = City of Edinburgh Council **Mid** = Midlothian Council **West** = West Lothian Council **East** = East Lothian Council
SBC = Scottish Borders Council **SPS** = Scottish Prison Service **L&B** = Lothian & Borders

8. Financial allocation to Supported Accommodation

Local authorities access a Section 27 grant from Government for the provision of criminal justice social work. An element of this annual grant is ring-fenced for the purchase of supported accommodation. In exceptional circumstances, where the risk posed by the offender is such that a higher level of surveillance/containment is required the local authority can seek further financial assistance from the Scottish Executive on a case by case basis (this is referred to below as 'exceptional circumstance').

Table 3 - Cost of each residential unit per night

Unit	Block Purchase		Spot purchase		Waking night cover		Notes
	CoE	Other	L&B	Other	CoE	Other	
Crane	-	-	129.00	258.00	+100.00	+100.00	No data available on total spend on waking night cover during 06/07
Allelon	88.12	88.12	110.68	110.68			Currently subject to £75,000 top-up from Scottish Executive
Barony	32.14	51.87	37.57	51.87			CoE pays £24,858 retention fee in order to block purchase 7 beds in addition to the nightly charge
SAT	37.75	46.72	-	60.79			

Table 4 - Allocation and spend on supported accommodation 06/07

	CoE	Mid	West	East	SBC	Extra	Total
Allocation	665,396	17,911	67,263	38,087	18,466	75,000	882,123
Forecast Spend Pending Audited Accounts	941,427	36,412	73,799	38,087	8,534	75,000*	
Exceptional circumstance	104,234	0	0	0	0		
Total Spend (projected)	1,045,657	36,412	73,799	38,087	8,534	75,000	1,277,489

* Currently subject to £75,000 top-up from Scottish Executive for Allelon

Projected overspend £395,366

9. Demand v's Capacity

The capacity of the four resources available within the Lothian and Borders CJA appears to be sufficient for the majority of offenders seeking supported accommodation within the same area. There is however two critical categories for which capacity cannot match demand and one area in which perhaps over-provision needs to be addressed.

Capacity is not matching demand for the accommodation for very high risk offenders and accommodation for temporary home leave prisoners. The current CRANE resource provides three levels of accommodation for these two groups:

- 24 hour staffed accommodation for high risk offenders
- Self contained flats for offenders moving on to independence
- One bed for prisoner home leave

Although the use of bed nights would indicate spare capacity this is not necessarily the case. Vacancies may well be caused by offenders not fulfilling the criteria for the type of accommodation available at that point in time. This does not mean an under use of that resource but recognises that such facilities need to build into their costing models spare capacity to manage fluctuations in demand for specific types of accommodation.

Although this draft report has not allowed time to evidence the demand for home leave it is locally recognised that home leave accommodation could be filled many times over and that a significant backlog for such provision exists within the serving prisoner population. The full supported accommodation audit will address this issue.

An area of over-provision is apparent in the supported accommodation provided by SACRO at Allelon. This resource which is designed to meet the needs of the 16 – 20 year old male offenders does not manage to fill its capacity and also requires special supplementation in order to cover its running costs. A discussion with several local authorities indicates that they would seek to reduce their continued use of this resource. However, some local authorities recognise that this specialist resource, although infrequently used, is critically important on occasions when such accommodation is required. The CJA will be advancing through the Area Plan what may be seen as an alternative model of provision for this age group. This, together with a better understanding of how local authorities and Registered Social Landlords can work together to meet the needs of this group will, it is intended, replace the need for this accommodation. These proposals will be fully described in the full accommodation audit.

10. MAPPA/Throughcare

With the advent of enhanced throughcare and the MAPPA requirements, offender needs and their inherent risks will be managed in a more pro-active manner and it will be possible to better control and forecast the demand for supported accommodation. It is likely however, that there will be an increasing demand for accommodation that can contain and manage those offenders who pose the highest risk including those who have committed sexual offences and for whom the normal range of local authority or Registered Social Landlord accommodation is not appropriate. Inevitably the demand for resources such as CRANE which are the most specialist and expensive will continue to grow.

11. Position statement on current and future resources/needs for Supported Accommodation

At this mid-way point in the audit of supported accommodation it is possible to draw some provisional conclusions based on the evidence collected.

Generally, the majority of offenders requiring support with accommodation can be best managed with relatively low cost tenancy support and it may be possible to extend the range of housing providers who are prepared to work in partnership to provide such services.

The provision of short-term alternative accommodation for home leave prisoners falls significantly short, it would appear, from that required. The current provision at the CRANE may be a more intensive level of support than the prisoner requires. Discussion is necessary with Scottish Prison Service to determine its long-term needs in this area and to commence a review of the most appropriate way of meeting these needs.

It is likely that the demand for intensive supported accommodation for those posing the highest risk will increase, although, better management of this demand will be possible due to the newly established risk management arrangements. The completed audit of supported accommodation will project forward the likely anticipated demand based upon the known prison population.

It is difficult to see how the current provision for the 16-20 year old offender group can be sustained, demand is low and costs are high. It is time to fundamentally review how the support and accommodation needs of this group are met, this work will continue through the completion of the audit of supported accommodation.

Chris Hawkes
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1/8/07