



Commercial and Partnerships

Threshold

Housing First

Service Impact Profile

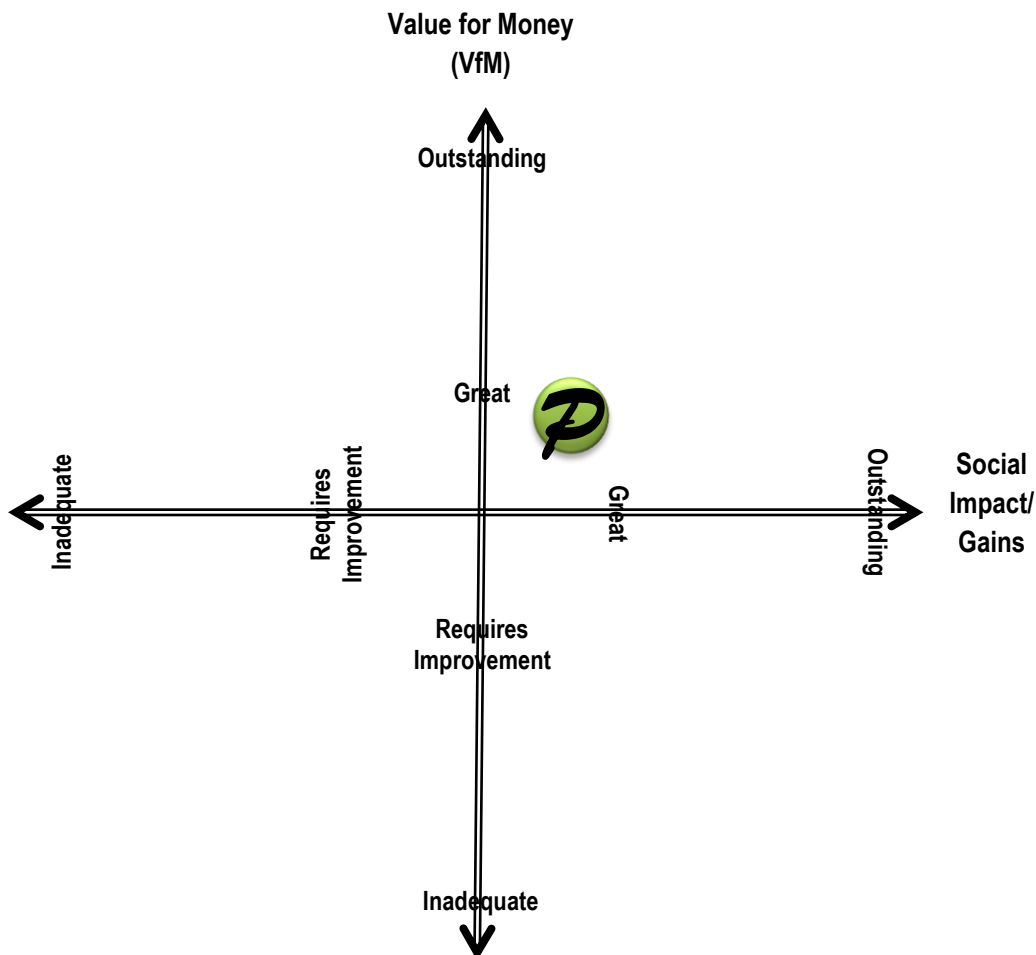
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Executive summary

On the basis of the limited evidence to date, the Housing First programme organised by Threshold has a potential to deliver great Value for Money and great social impact for: women whose re-offending and criminogenic circumstances are grounded in complex dependencies; institutions of the secure estate and agencies of the criminal justice system in Greater Manchester; social landlords; and, local authorities (Tameside and Oldham) where the programme has been available.

Threshold's Housing First programme is beginning to realise such financial and social impacts by adopting the 'Pathways to Housing' approach developed by Tsemberis in the North Americas. [Stable accommodation provides the means to meet a person's basic physiological \(shelter, warmth\) and psychological \(safety\) needs.](#) In turn, such a stable 'place' provides the foundation for support:challenge by relevant service providers that enables a participant/service user to address complex dependencies in their lives (e.g. stopping offending; desistance from alcohol and drugs; accessing mental health support services; fleeing domestic abuse; and, dysfunctional parenting).



[Research and studies](#) provide examples of ways in which traditional criminal justice processes and services in the United Kingdom disadvantage women who offend; and, how the criminal justice system currently fails to organise and deliver support:challenge that is effective in both reducing the risk of re-offending and in rehabilitating women back into their community (and family) on release from custody.

The data and information in this profile contributes to the growing evidence that outcomes achieved by this way of working with this cohort of women offenders achieve greater social impact and value for money than current 'As Is' policy and practice in the criminal justice system. The outcomes realised by Threshold Housing First to date are also wholly consistent with the 'Transforming Justice and Rehabilitation' work-strand of the Greater Manchester Combined Authorities Public Sector Reform programme. A priority for this aspect of the Manchester Devolution is the development of 'New Delivery Models' that are effective in 'switching-off' the demand (and escalating costs) - in this case by women who offend and re-offend - that would otherwise be brought to public service partners in the City Region:

- The quantitative data and qualitative information in this impact profile suggests Threshold's 'Housing First' approach is effective in reducing the risk that a woman who has offended will re-offend:
 - By starting from a stable 'place' to address troubles that previously underpinned their offending behaviours, including, for example: childhood abuse and exploitation; severe debt; and, very poor health (including severe mental health difficulties and substance dependencies).
- None of the cohort of women referred to THF re-offended since beginning their involvement in the project. Such effective management of women who have been persistent prolific offenders not only restores public confidence in the Criminal Justice System in Greater Manchester but also reduces the impact of crime on residents, communities and businesses in Tameside and Oldham.
- On the basis of the limited evidence to date, the outcomes being realised with women offenders by THF deliver great value for money - the Cost:Benefit ratio realised by the Service is 1:2.51. This means that since the beginning of the project every £1 invested in the Housing First project has realised outcomes worth £2.51.
- In addition, these outcomes have also reduced the demand (and therefore the costs) placed on public services across the Greater Manchester City Region by the earlier re-offending of this cohort of women.

Housing First – a pro-active approach

The first 'Housing First' programme in the United Kingdom was created in London in 2010. This means Housing First in the UK is a relatively new approach in working with people who are homeless or who are living in accommodation that is temporary, turbulent or tentative. It is an approach that recognises people in such circumstances often also present high support needs, which are grounded in multiple, complex and long-term dependencies that can significantly erode their capability, confidence and resilience to sustain a tenancy and live independently.

Housing First differs from traditional linear/'staircase' models by offering a choice of an affordable home as close as possible to the point of need with individuals and households experiencing homelessness or living in tentative accommodation; and, then working with the people (directly or by co-ordinating interventions by relevant specialist practitioners) to put in place services and connections to the community-based activities they need to sustain their tenancy.

Traditional approaches

- Accommodation is 'conditional' on (a 'reward' for) a person's compliance with:
 - A linear/ 'staircase' of progression through tiers of accommodation support – created by agencies to gain evidence of their capability to be a 'good tenant'
 - Requirements imposed by the range of professionals involved with them to address dependencies in their lives.
 - Treatment routines and therapeutic interventions created to 'cure' the person's 'problems'.

Housing First

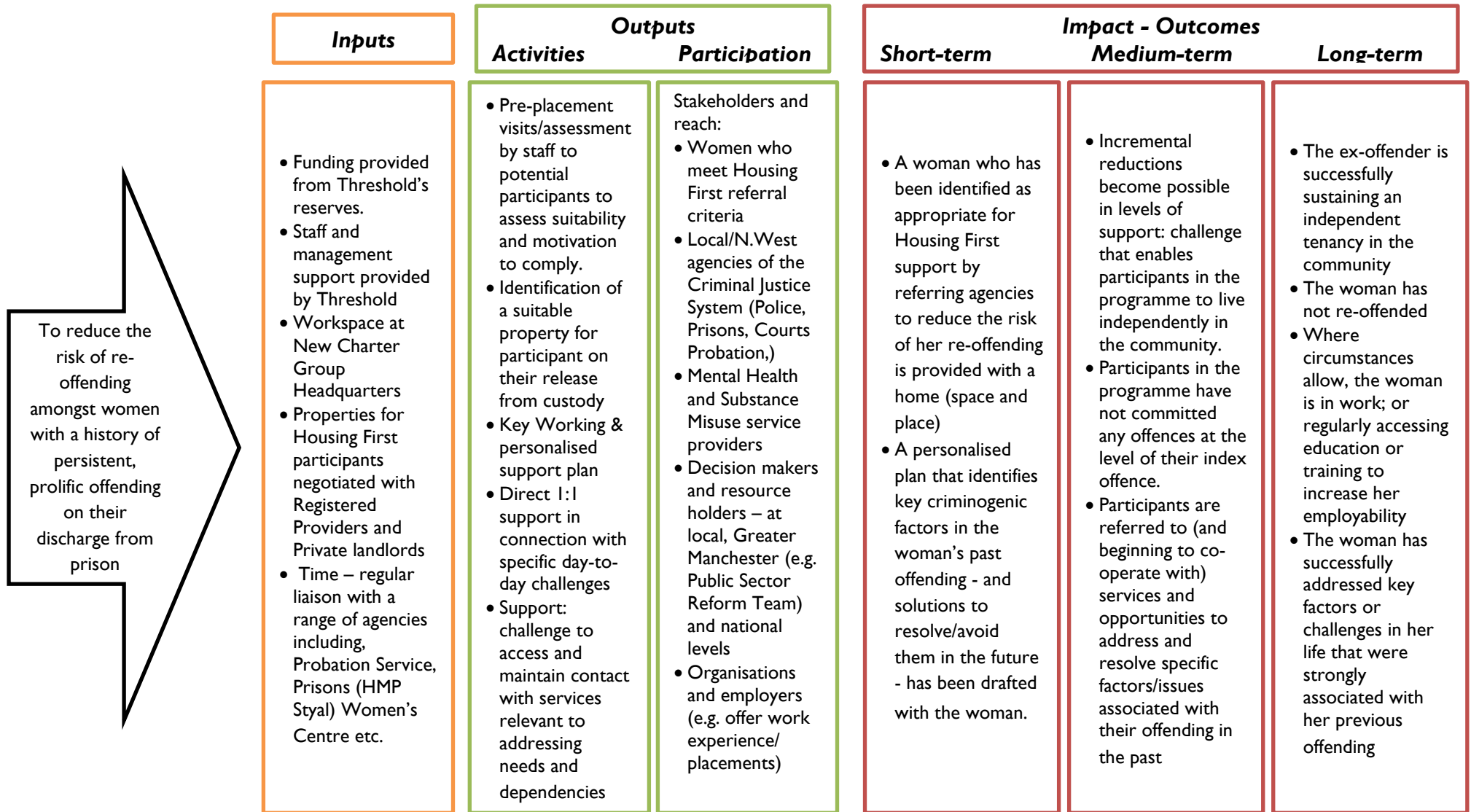
- A home is a basic human right that fulfills a person's basic human needs for shelter, safety and warmth.
- A home provides a place and space for a person to invest their engagement and commitment in finding solutions to dependencies in their lives.
- A home provides a place and space for opportunities for a person to re-engage in pro-social interactions and positive behaviours.

Whilst there is no one, universally agreed definition of 'Housing First', fidelity with the 'Pathways to Housing' model developed by Tsemberis is grounded in the following principles (Pleace and Bretherton 2013, 2015; Johnsen and Teixeira 2010):

- Housing as a basic human right;
- Immediate provision of permanent scattered site housing;
- Respect, warmth and compassion for all clients;
- No requirement regarding housing readiness;
- A commitment to working with clients for as long as they need;
- Separation of housing and services;
- Use of an assertive case management (ACM) and an intensive case management team (ICM)
- Consumer choice and self-determination;
- A recovery orientation; and,
- Harm reduction rather than abstinence (in respect of a participant's substance misuse).

Research, data, information and service users' stories from the North Americas (the USA and Canada) and Europe (including, more recently the UK) provide early evidence of the social impact and social value that Housing First - as a way of working - has a potential to realise.

Threshold - Housing First – logic model



The data and some stories

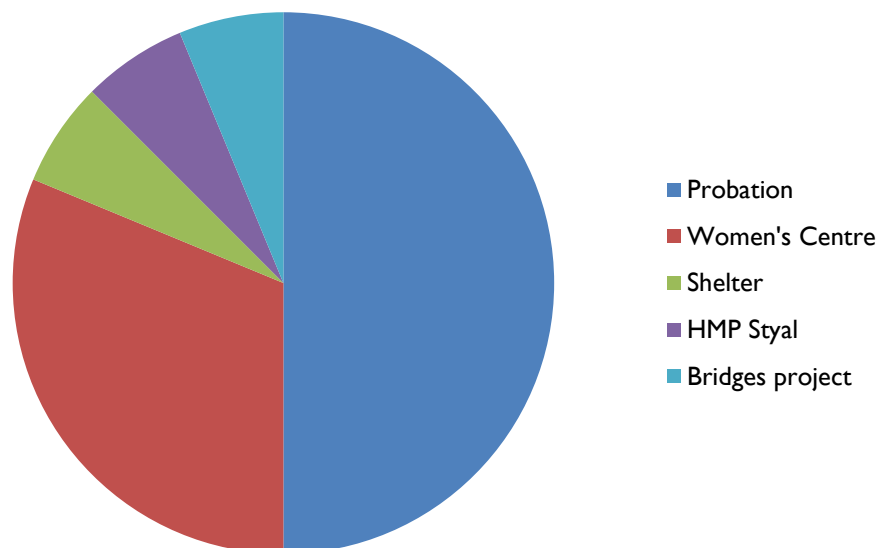
Investment

- Investment in the Housing First project by Threshold between November 1st 2015 and August 31st 2016 has been £92,945 GBP.
- The location of Threshold and the Housing First project in New Charter Group adds value because of the ease of access that the service's position provides to other appropriate programmes of service within the Group, for example:
 - Tameside Housing Advice and the Common Allocations Framework (Oldham) and the applications processes – effectively supporting offenders' transition from custody and/or unsuitable/temporary properties into accommodation that is stable and suitable for their needs; and
 - Bridges – providing support where domestic abuse has been a circumstance in women's lives; and,

Outputs

- Since the beginning of the project Threshold Housing First has worked with 16 women, referred by 5 different agencies:

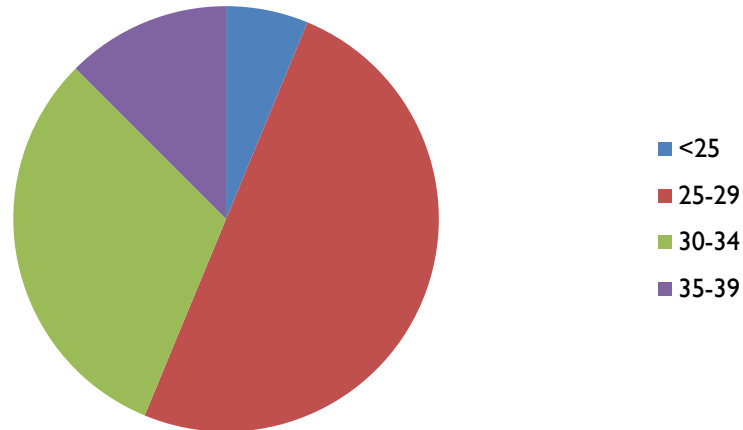
Threshold Housing First - sources of referrals



- It's important to recognise the complex dependencies in each of the woman's criminogenic circumstances that are associated with their increased risk of re-offending and that every one of the women in this cohort could be categorised as a persistent, prolific offender. All of which means that the offending behaviours and persistent re-offending of this group of women have had significant, sustained and on-going negative impacts for their families, residents, neighbours, communities & businesses in the City Region.

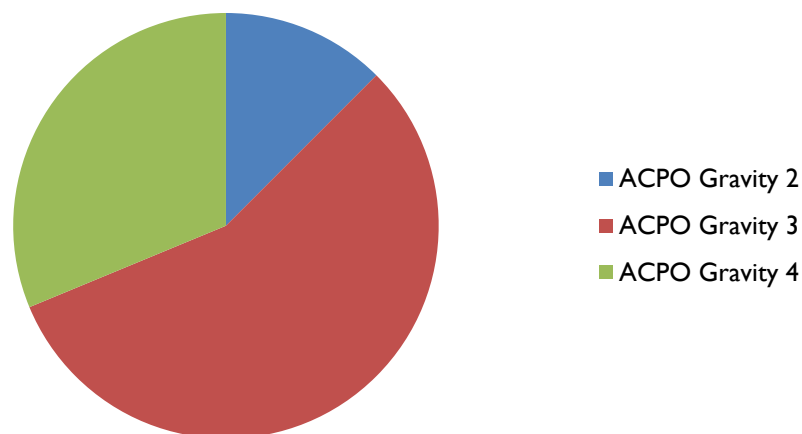
- The [Chaos Index](#) score of Housing First participants at (or shortly after) referral to the project (**Note:** a higher score on the index is indicative of greater multiple, severe, long-term complex dependencies in a person's situations, circumstances and behaviours).

Threshold Housing First - 'Chaos Index' score of participants at referral



- The score of participant's most recent offence on the Association of Chief Police Officers (ACPO) Gravity Matrix (this matrix represents the gravity/seriousness of a person's offence – where 4 represents the most serious/grave crimes).

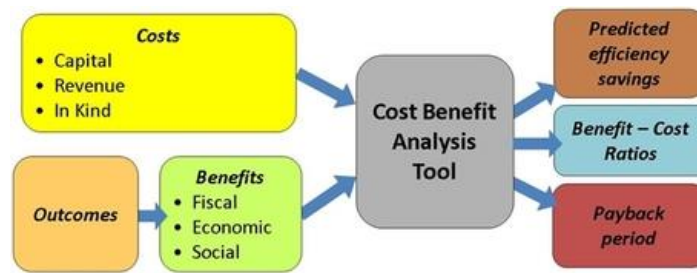
Threshold Housing First: ACPO Gravity Matric Score (most recent offence prior to referral)



I. The Cost:Benefit Ratio realised by Threshold Housing First

The Cost Benefit Analysis (CBA) developed by the Commission for the New Economy of the Greater Manchester Combined Authorities (GMCA) helps to quantify the financial value of the outcomes delivered by new ways of working. The development of the CBA has been supported by a Technical Advisory Group which is made up of analysts from GMCA and Central Government. This support and challenge has ensured the CBA is robust and grounded in the most up to date research.

The following diagram illustrates the components of the GMCA CBA model:



The data about outcomes realised with women offenders by Threshold Housing First (THF) to date has been used to populate the New Economy Cost Benefit Analysis (CBA) tool:

- An cautious Benefit:Cost ratio for THF is 1:2.51 – which means that for every £1 invested by Threshold in the Housing First project to date benefits worth £2.51 have been realised (an uplift of 251% against the original funding) for a number of beneficiary organisations/sectors.
 - **Note:** a cautious analysis (as recommended by the Greater Manchester Combined Authorities, New Economy) is one where the different user definable moderators and biases programmed within the CBA are set to their highest or lowest levels (as appropriate to the particular moderator/bias calculation) to avoid the range of risks inherent in ‘over-claiming’.
- Whilst this Cost:Benefit Ratio appears high (and could potentially lead to accusations of an over inflated claim), there are 3 factors specific in this cohort that contribute to a Cost:Benefit Ratio of this level: none of the cohort re-offended at the gravity/seriousness of their index offence during their contact with Threshold Housing First; none of the cohort was returned to custody (because of breach of licence conditions or further offences); and, cases where intervention supported the safety & well-being of the women’s children.

2. The wider value delivered for communities and organisations by Threshold Housing First

- Threshold Housing First (THF) also realises collateral outcomes with women who are persistent and prolific offenders that are beyond the scope of the Greater Manchester Combined Authorities (GMCA) New Economy Cost Benefit Analysis. For example;
 - The costs incurred at Tameside Hospital Foundation NHS Trust in providing medical care for the victims of the cohort of offenders; and,
 - The positive benefits in reducing the caseload of Offender Managers in Probation Service North-West of having access to a solution oriented programme for women who are persistent and prolific offenders.
- The following infographic uses valuations and monetisations drawn from the H.M.Treasury ‘Green Book’ to illustrate fiscal and social impacts – beyond the GMCA Cost Benefit Analysis – realised by Threshold Housing First with this cohort of women offenders.



Valuing THF.docx

Starfish¹ – stories of members of the cohort to illustrate the difference realised by **Threshold Housing First** with women who were **persistent and prolific offenders** (note: names (and some minor details) have been changed to protect the privacy of individuals and their families)

'Carol'	
Offending History	<ul style="list-style-type: none"> • Carol offended whilst under the influence of alcohol and drugs. In the light of previous offences, she was made subject of a 12 month Community Order supervised by the Probation Service.
Situation/ circumstances	<ul style="list-style-type: none"> • Carol was referred to Housing First by her Probation Officer/Offender Manager. • Carol had moved out of her previous accommodation for her own safety because of severe, on-going domestic abuse. • Carol has a very high level of debt to her landlord. This has meant Housing Options and a range of landlords were not been prepared to offer her accommodation. • As she had nowhere to live, Carol went to stay with her mum – though this was in a 1 bedroomed property. In addition, Sarah does not have a good relationship with her mum, as she finds it difficult to cope with her mum's mental health difficulties. • In parallel, Carol's daughter was placed in temporary foster care; and, Carol's misuse of alcohol and drugs increased significantly.
The intervention by Housing First	<ul style="list-style-type: none"> • Housing First supported Carol to gain and settle into a tenancy. • This provided a stable base for work with Carol on the complex dependencies in her life: <ul style="list-style-type: none"> ○ Carol has experienced long-term domestic abuse – with her consent, her Key Worker referred Carol to Bridges (a service provided by New Charter Group, commissioned by Tameside Council). Carol has actively participated in various groups and programmes to support her progress away from volatile relationships. ○ Carol wasn't registered with a G.P. and her health and well-being were poor – she is now registered with a Doctor; and, has begun to acknowledge and seek help for her range of health problems. For example; with her Key Worker's support, Carol has recently sought help to address an eating disorder. ○ Initially, Carol struggled to maintain her tenancy – a new relationship was highly volatile and she became a perpetrator of nuisance to her neighbours and anti-social behaviour. Prompt joint support:challenge by Carol's Key Worker and the Neighbourhood Co-ordinator appear to have resolved this problem – there have been no further complaints for over 6 months.
Outcomes	<ul style="list-style-type: none"> • Carol is sustaining her tenancy. • Carol has not committed any further offences since being referred to Housing First. • Carol has begun to show pro-social behaviours and respect towards her neighbours

1 "There was a woman who loved to walk along the beach before going to work. One day, as she walked along the shore, she happened to look further down the beach and saw someone moving like a dancer. She smiled to herself and walked a little faster to catch up. As she got closer, she noticed the person was a young man and what he was doing was reaching down to the sand, picking up small objects, and throwing them into the sea.

As she approached, she became curious and asked the young man 'Hi! What are you doing?' The young man paused, looked around and replied 'Throwing starfish into the sea.' Puzzled, the woman asked, 'OK, so why are you throwing starfish into the sea?' The young man replied, 'There was a storm last night that washed up all these starfish. The sun is coming up, the tide is going out and it's going to be a hot day. If I don't throw them back into the sea, they'll die.'

Ever practical, the woman replied, 'But, there are miles and miles of beach and thousands of starfish were washed onto the beach by the storm last night. What difference can you make?' The young man paused briefly, then bent down, picked up yet another starfish and threw it into the sea. As the starfish splashed back into the sea, he turned to the woman and said, 'I've made a difference for that one.'" (adapted from 'The Star Thrower', Loren Eiseley)

(particularly older neighbours), for example, asking if they need any help, putting out their bins for collection.

- Carol has shown an interest in a return to education – she has shown renewed interest in Equestrian studies, having completed a number of courses several years ago. Carol and her Key Worker are looking into Further Education courses and support - including the personalisation fund to buy a laptop for her studies.

So; what next?

Threshold faces a major challenge in its funding of Housing First as a way of working that early evidence suggests is effective in enabling women who have offended to address their criminogenic circumstances and reduce the risk of their re-offending. Central to this impact analysis is that challenge:

- Investment by Threshold is a catalyst for positive quantitative and qualitative change in the lives of a cohort of women who had been persistent and prolific offenders; and, who haven't re-offended since their referral to the project. Yet, agencies of the criminal justice system in Greater Manchester (Police, Probation, Cheshire and Greater Manchester Community Rehabilitation Company (CRC), Prisons, Court, Crown Prosecution Service (CPS)) that benefit from the benefits and savings which are emerging from the outcomes beginning to be produced by Housing First have, as yet, made no investment in this way of working.

Solutions that resolve this challenge will necessitate Threshold and the Housing First project team:

- Adopting a more entrepreneurial approach; involving assertive marketing of Housing First as a commercially viable way of working and product in the social market places of the Greater Manchester City Region. For example;
 - Differentiated and targeted communication about the value, impact and performance in a way of working, which early evidence suggests has value for a number of partner agencies;
 - Pro-actively engaging the public services likely to benefit from the outcomes produced by Housing First in commissioning the service; and,
 - Draft '[Investment Propositions](#)' with partners as the basis for commercially oriented discussions with commissioners and potential funders in the Greater Manchester City Region and across the North-West and Cheshire.
- Pro-active advocacy of a need for transformation in services for women who offend – to resolve the circumstances that underpin women's' offending to reduce the risk of re-offending:
 - Recognising the patriarchal adversarial/retributive mind-sets that can be common within criminal justice services and the system as a whole disadvantage women who offend aren't either efficient or effective in rehabilitating women or reducing the risk of re-offending. In addition, current policy and practice in the criminal justice system brings significant collateral damage and negative outcomes for the children of women who offend.
 - A [recent joint report by H.M. Inspectors of Probation and Prisons](#) is very critical of 'Through the Gate', the Government's flagship programme that was created to support the resettlement of offenders who have served short custodial sentences (less than 12 months).
 - Instead, Housing First offers a solution oriented way of working with women who have offended, which emerging evidence suggests is efficient and effective in delivering the support:challenge that is the catalyst for pro-social change in women's circumstances and situations that in turn reduces the risk of their re-offending.

- Whilst data and information about Housing First and the emerging outcomes of this way of working are adequate at the level of an in-house funded project working with low numbers of participants; greater social market penetration and competing for (increasingly scarce) funding from commissioners and funding partners will bring both challenges and opportunities for Threshold and the project:
 - If the Greater Manchester Public Sector Reform Team, public service commissioners and others are to become encouraged to invest in Housing First as a pro-active way of working with women who have been persistent and prolific offenders (as part of Transforming Justice and Rehabilitation work stream) they will need to be confident that the data and information about the women, their circumstances and the pro-social change in their behaviours is accurate, reliable and up-to-date.
 - An opportunity for the project is to engage women who have benefitted from Housing First in the evaluation of the project – as peer researchers. This would both add value to the evaluation and provide women with opportunities to gain skills and experience which are of value in the labour market.

Housing First has expanded significantly in the North Americas, because of growing evidence about the positive impact and outcomes in this way of working with people trapped in a vicious cycle of their complex dependencies and homelessness, temporary, tentative or fragile accommodation.

As Housing First has begun to be adopted in the UK, there is emerging evidence of successful outcomes with people who are marginalised and alienated by traditional ways of working. If organisations, agencies in the UK are to become convinced to invest increasingly scarce resources in Housing First, an evidence base about the potential benefits in this way of working – which is relevant to the political, policy and practice contexts of the UK - will need to be developed.

It's unlikely a 'One Size Fits All' Housing First model will be either appropriate or relevant for different cohorts of potential service users. On-going research and evaluation from the range of emerging Housing First projects in the UK will be needed in adding to that evidence base, to:

- Identify service user cohorts with whom this approach may be most appropriate and effective – and have greatest impact and outcomes; and,
- Capture indicative cost benefits from a range of health, social care and support services as the basis for the multi-disciplinary partnerships and investment that will be necessary to more effectively meet the housing needs of people who have complex dependencies in their lives.

Appendix A – Housing First & Maslow’s Hierarchy

Maslow’s hierarchy of needs is a framework for making sense of human motivation first proposed by Abraham Maslow.

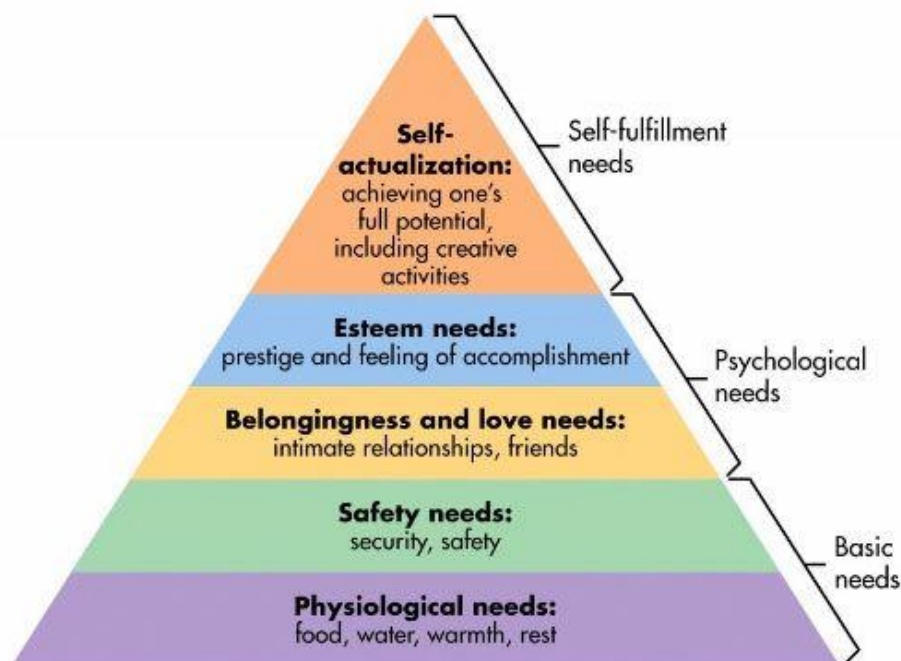
In his theory, Maslow describes a hierarchy of stages as the means for making sense of people’s motivations and aspirations. Maslow suggested the terms "physiological", "safety", "belongingness" and "love", "esteem", "self-actualization", and "self-transcendence" for the stages of his hierarchy. Maslow’s hierarchy continues to be widely used in many different fields of practice.

Maslow’s original hierarchy was divided into the basic physiological and psychological needs which are necessary for survival (e.g. shelter, food, warmth, safety, love, and esteem) and growth needs (self-actualization). Maslow suggested that when basic needs are not met they become powerful motivators – and become stronger the longer they remain unmet (e.g. the longer someone goes without food the more hungry they will become, and the greater the drive to obtain food – by whatever means).

This model is important in understanding why Housing First is effective. A home provides the means for meeting a service user’s basic physiological (shelter, warmth) and psychological (safety) needs. This basis provides a foundation from which (with appropriate support: challenge from services) a person can make progress on meeting their growth needs (e.g. fleeing domestic abuse; stopping offending; reducing alcohol and drugs use)

The original five-stage hierarchy (more recently, 2 further stages have been added) was:

1. **Biological and Physiological needs** - air, food, drink, shelter, warmth, sleep.
2. **Safety needs** - protection from elements, security, order, law, stability, freedom from fear.
3. **Love and belongingness needs** - friendship, intimacy, affection and love - from work group, family, friends, romantic relationships.
4. **Esteem needs** - achievement, independence, status, prestige, self-respect, and respect from others. Maslow argued there are two types of esteem need: a need for feeling able and competent, achievement, mastery and competence; and a need for reputation, status, recognition and appreciation. Meeting these needs brings a sense of self-confidence, worth, and value to the world.
5. **Self-Actualization needs** - realizing personal potential, self-fulfillment, seeking personal growth and peak experiences.



Appendix B – Women and the Criminal Justice System: An overview

What works with women in the Criminal Justice System?

- A number of inquiries and reports since 1995 have concluded that imprisonment is rarely a necessary, appropriate or proportionate response to women and their offending.
- Enabling women who have offended to access support for the dependencies that drive/are associated with their offending – for example, housing, training, drug and alcohol addiction, benefits and debt advice - can be a significant turning point in breaking cycles of offending.
 - The Justice Select Committee - following an inquiry into women and their offending - concluded “prison is an expensive and ineffective way of dealing with many women offenders who do not pose a significant risk of harm to public safety”. The report also called for “a significant increase in residential alternatives to custody as well as the maintenance of the network of women’s centers”, which the Committee saw as “more effective, and cheaper...than short custodial sentences”.¹
 - More than half of women who accessed Women’s Community Projects have consistently engaged with projects (and remained offence free) for longer than 3 months.
- If the range of alternatives to custody/imprisonment were to achieve a further reduction in re-offending of 6%, the Ministry of Justice would recoup the necessary investment in one year. The long-term value in such solution oriented investment would be in excess of £100m over 10 years.
 - Research by the new economics foundation found that for every pound invested in solution/support-focused alternatives to prison, £14 worth of social value would be created with women and their children, victims and society generally over 10 years.

Number of women arrested

- The total number of arrests decreased by around 25% between 2008/09 and 2012/13 (from 1.46 million to 1.07 million). The decrease amongst men was around 25%; and, the decrease amongst women was around 33%.
 - The decrease in the numbers of women arrested meant women accounted for a smaller proportion of all arrests over the five year period, with a year on year decrease from 16.9% in 2008/09 to 15.1% in 2012/13.

Women and sentencing patterns

- Less than half of women remanded in custody at Magistrates’ courts and later convicted were subsequently given a custodial sentence.
- The rise in the proportion of women in the prison population can partly be explained by an increase in the sentencing practices. In 1996, 10% of women sentenced for a grave/serious offence were sent to prison; in 2014, over 16% of women received a custodial sentence for such an offence.
- In 1993 only a third of women entering custody were sentenced to six months or less. In 2015, slightly over 41% received a custodial sentence of 6 months or less.

Women in custody – and the impact of custody on the likelihood of their re-offending

- The average cost of a place in prison for a woman in 2015-16 was £41,683 per annum.

- On 17 June 2016 there were 3,861 women in prison in England and Wales. 8,818 women entered prison in 2015. 45% of them first entered prison on remand.
 - Over 50% of women went into custody on remand - accounting for 16% of the female prison population. The average duration of these women's remand period was six weeks; and, on conviction, 60% received a community sentence.
- The number of women in prison in England and Wales nearly trebled between 1995 and 2015. Whilst this trend has begun to reverse, there were over 2,000 more women in prison in 2015 than there were in 1995.
- In 2015, women represented 5% of the total prison population in England and Wales.
- In 2015, most women in prison were sentenced to very short custodial sentences: 61% of women were to serve six months or less. By comparison, in 1993 around 33% of women were to serve a sentence of to six months or less.
 - 85% of women sentenced to custody have been convicted of a non-violent offence. For example, in 2015, 42% of women sentenced to custody had been convicted of theft or handling stolen goods.
 - On their release from custody, women are more likely to reoffend, and reoffend earlier, than those who have served a community sentence for a similar offence. Women who have served a custodial sentence of less than 12 months are more likely to reoffend than those who received a community order. In 2014, the difference in proven reoffending rates was 9.3%.
 - 45% of women are reconvicted within one year of their discharge from custody. This increase to 58% where a woman's sentence was 12 months or less; and, to 77% for women who have served 11 or more previous custodial sentences.
 - Only 8.5% of women being discharged from custody were able to get a job within two months of their release compared with 26.2% of men on their discharge from custody.
- In 2013-14, the average distance between women's custodial placement and their home address (or family address if the woman was No Fixed Abode on conviction) was 60 miles.
 - At HMP Send the average was 76 miles; at HMP Askham Grange the average was 78 miles; at HMP Drake Hall it was 83 miles; and, at HMP East Sutton Park the average was 91 miles. At HMP Low Newton just over 33% of women were over 100 miles from their homes. At HMP Eastwood Park, where many of the women were sent after their conviction by courts in Wales, 20% of women were over 150 miles from their home.
 - Maintaining contact with children can be much more difficult because of the distance that many women are in custody away from their home area. In 2013-14, the sentencing of women to custody meant around 18,000 children were separated from their mothers.

Women's safety in custody

- In 2015, women accounted for 26% of all self-harm incidents whilst representing around 5% of the total prison population. However, this represents a significant reduction since 2011 when women accounted for almost half of all self-harm incidents.
- Self-harm rates amongst women in custody are highest in the younger age groups and fall with age. Women prisoners aged 20 and under accounted for 18.8% of self harm incidents (where age is known), whilst representing only 8.5% of the total prison population.

Patterns in offending that led to women's imprisonment

- The 42% of women sentenced to custody in 2015 because of theft or handling stolen goods is higher than the combined % of women sentenced to custody because of violence against the person, robbery, sexual offences, burglary, fraud and forgery, drugs, and motoring offences.
- 26% of women sentenced to custody in 2015-16 had no previous convictions, which was more than double the figure for men (12%).
- Research by the Cabinet Office found 28% of women's offending was financially motivated. In a spate survey by the Ministry of Justice in 2014, 66% of women compared with 38% of men said they had committed offences to obtain money to buy drugs.
 - The survey also found almost half of all women (48%) compared with 22% of men said they had committed offences to support someone else's drug use.

Women who commit offences and are sentenced to custody are often victims of crime

Significant numbers of women who are imprisoned have multiple, severe, complex and long-term challenges and dependencies that drive or are associated with their offending. Many women in custody have also been victims of serious crime and sustained emotional, physical and sexual abuse as children.

Abuse

- 58% of women in custody said they had experienced domestic abuse; and, 35% said they had experienced sexual abuse in their adult relationships.
- 56% of women in custody said they had witnessed physical and sexual violence between their parents/carers when they were children.
- 63% of women in prison said they had experienced emotional, physical or sexual abuse as a child. 31% of women in prison report being 'Looked After' by a local authority during their childhood/adolescence.

Education system

- Almost 40% of women in custody effectively left school (because of truancy or unresolved fixed term exclusions) before the age of 16. Around 10% said their absolute disaffection began before the age of 13.
- 30% of women in custody had been permanently excluded and had not returned to a mainstream secondary school.
- A study by the Learning and Skills Agency in 4 prisons found of 32% of women in custody at those prisons had a learning disability or difficulties that would negatively affect their ability to cope with the criminal justice system.

Accommodation

- In a study on behalf of the Ministry of Justice in 2013, 15% of women reported that they were homeless before their imprisonment and a further 9% had been sleeping rough.
- In a survey by HM Inspectorate of Prisons in 2014, 38% of women in custody did not have any accommodation arranged following their discharge from prison
 - In a follow-up survey, only 22% of these women reported receiving any help to move into accommodation on their release; 20% said they were discharged to 'No Address' and a further 15% reported themselves as homeless on release.

- Almost 33% of women had lost their homes, and sometimes their possessions, whilst in custody.

Substance misuse

- In a survey in 2012-13, 52% of women in 4 prisons said that they had used heroin, crack, or cocaine powder in the four weeks before their imprisonment. (Note: the researchers commented this could be under-reporting because women may hide or 'play-down' their substance misuse because of a fear of their children being taken into local authority care.
- Whilst substance misuse programmes, particularly in the closed environment of prison, can reduce women's offending, the number of women starting and completing substance misuse programmes fell by 92% and 89% respectively between 2009–10 and 2014–15.¹
- In a survey in 2012-13, 59% of women in 4 prisons who drank in the four weeks prior to their imprisonment felt they had a problem with alcohol; 52% felt their drinking was out of control; and, 41% wanted to stop their problematic drinking.

Health

- Women in custody are more likely than women in the general population to have very poor physical and mental health
 - 26% of women said they had accessed treatment for a mental health condition in the 12 months before their imprisonment.
 - In a Ministry of Justice study, 49% of women in custody were assessed as suffering from anxiety and depression, compared with 14% of women in the general population
 - 56% of women prisoners in a survey across 5 prisons reported that they had attempted suicide at some point in their lives. This compares with 7% of women in the general population.

The children and families of women in custody

- Home Office estimates that 48% of women in prison under the age of 30 have children. In one study by the Home Office 85% of mothers said their imprisonment was the first time they had been separated from their children for any length of time. The study also found 65% of mothers had not previously served a custodial sentence.
- Between April 2007 and March 2010, 382 children were born to women in prison in England and Wales – an average of just over two births a week. (Note: since April 2010, the Ministry of Justice no longer collects data about the number of babies born to women in prison centrally).
- When a woman is sentenced to custody, this has a profound impact on her children and family. In research on behalf of the Ministry of Justice (2009):
 - Only 5% of the children of women imprisoned in 2008-09 remained in their own homes when their mother was imprisoned. 70% of these children had become 'Looked After' by the local authority where the woman lived, and the remainder were living with the woman's extended family.
 - 61% of women interviewed as part of the research had partners; however a third of these partners were in prison at the same time.
 - Only slightly over half of the women who had lived, or had contact with, their children before their imprisonment had received a visit from her children since going into custody.

- In a review of outcomes with the children of parents in prison (and who had been in prison in the previous 5 years), research on behalf of the Ministry of Justice (2009) found, imprisonment of a child's main caregiver was strongly associated with the increased risk of a child's:
 - Exclusion from school;
 - Anti-social behavior;
 - Offending; and,
 - The onset of mental health problems.

Appendix C – Investment Proposition (Template)

Summary

- **Project:** Housing First (delivered by Threshold: part of the New Charter Group)
- **Partner Organisations:** [List]
 - Name
- **Project Description & Outcomes:**
 - What will the programme for whom/which agency – including economic, social and community benefits as well as financial outcomes]
- **Term:**
 - The duration of the programme and Investment Agreement
- **Funding:**
 - Investment by each partner - plus any other funding; and, total investment in the programme

		£ 000s			
		2016-17	2017-18	2018-19	2019-20
Investment					
Organisations					
1					
2					
3					
		£ 000s			
		2016-17	2017-18	2018-19	2019-20
Decommissioning					
Organisations					
1					
2					
3					
		£ 000s			
		2016-17	2017-18	2018-19	2019-20
Benefits/Value accruing					
Organisations					
1					
2					
3					
	TOTAL				

Detail

1. Parties to the agreement

- Lists the agencies and/or partners involved in funding and delivering the project (i.e. those that will be 'signed-up' to the investment agreement).
- Identifies known links with other partners and/or agencies (i.e. those where there are touch points with other projects and programmes and/ or ones where there are interdependencies)

2. Definitions

- It can be useful to define ambiguous terms early in the Investment Agreement to avoid future confusion or disagreements.

3. Project Specifics

- Summary paragraph of the context for the project – and any current ways of working in this space.
- Description of the new way of working – including evidence, origins, development and (where relevant) relationship with Greater Manchester Public Sector Reform New Delivery Models.
 - How is the project to be delivered? Who is delivering the project?
 - Location – what is the geographical focus for the project?
 - Duration – what is the time-frame for the project and what are to be the formal review points?
 - Scale - what is the status of the work? Is it pilot, whole area, incremental roll-out, etc
 - Resources – what will be the staffing project structures etc
 - Commissioning – which agencies or agencies are providing funding for the project?
 - Outputs and outcomes – what is to be measured/captured (and by whom – internal/external)?
 - Quantitative
 - Qualitative

4. Investment – financing the project

- Sources of funding
 - Which partners/agencies will invest in the way of working?
 - What funding streams will they use as a basis for their investment in the work?
- Programme costs
 - What are the costs in implementing and running the way of working/project – staff, overheads, administration/management costs etc.
 - How will any gaps/shortfall in funding be resolved
- Benefits / Savings accruing from the way of working [based on the Cost Benefit Analysis]
 - Based on the evidence of the CBA, what is the likely impact on future costs (which agencies)?
 - Where/with which agency do such benefits accrue? How does this fit with Public Sector New Delivery Models and settlements?
- Decommissioning
 - What services (or parts of services) could be decommissioned?
 - How/where will savings be reinvested – if this is a viable aspect of the project/investment agreement?

5. Evidence and Evaluation

- Evidence
 - What evidence (quantitative and qualitative) is available about the impacts and outcomes of the ways of working and consequential demand for other and downstream services.

- How ill robust, reliable and sufficient evidence about outcomes be recorded/collected that will enable decommissioning /downsizing/scaling down of services where the benefits are/will be accrued (thereby 'realising' cashable benefits). This is vital in the context of investment agreements to be developed with partners who will 'pay back in' to investment in the model..
 - New Economy Cost Benefit Analysis
 - nef LM3
 - SROI/Social Accounting
 - HACT Value Insight
- Performance management:
 - Spend/investment in monitoring of the project/way of working
 - The financial data to be collected and provided to the analyst/evaluator?
 - Risk and escalation arrangements - if projected over/underspend / or unexpected costs?
 - Monitoring project performance
 - Performance indicators, success criteria and targets (including benchmarks / baselines, timing/frequency, quality etc.)
 - Review points?
 - Risk mitigation (escalation etc.)
 - Mid-point review?
 - Evaluation – formative and summative?

6. Governance

- What is the legal status (if any) of the investment agreement?
- Decision making terms: [set out the decision making body for determining delivery of the IA – commissioning services, moving resources etc, the powers/authority it is acting under and any rules for making decisions (voting / quorum? / lead partner? etc...)]
- What is to happen if there are disagreements/disputes between parties to the Investment Agreement?
- What provisions are in place (or need to be in place) for extending and/or changing membership in the investment agreement?
- Is there to be any contracting between the project and third parties? If so; what arrangements are to be followed?
- In case of any material change in the operating context or partners, how is investment agreement to be brought to an end/dissolved?