

Achieving Community Justice
Outcomes

Targeted resource to support national outcome improvement planning in local authority areas

National Outcome: More people have access to suitable accommodation following release from a prison sentence

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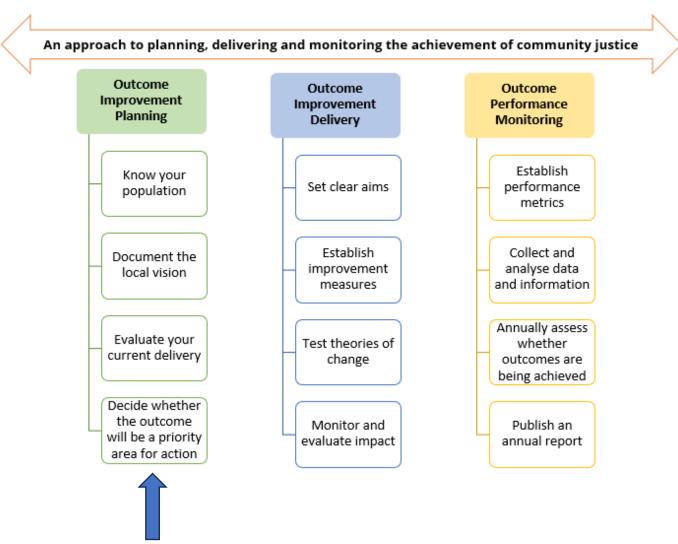
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Outcome improvement planning

An approach to support partners in the planning, delivery and monitoring of community justice outcomes in local authority areas was published in June 2024. The approach is intended to provide community justice partners, acting jointly at a local level, with a practical framework to work within to plan, deliver and monitor outcome delivery.

The approach methodology defines three **processes** to meet this aim, each with a distinct number of steps:



This targeted resource focuses on the first process within the approach: **outcome improvement planning** and relates to the following national outcome:

"More people have access to suitable accommodation following release from a prison sentence."

National outcomes

Nationally determined outcomes are set out in the <u>Community Justice Performance Framework</u> (the framework) and describe the result of implementing the priority areas for action in the <u>National</u> Strategy (the strategy).

This targeted resource provides a detailed step by step process intended to support partners in the planning and assessment of progress towards the national outcome "more people have access to suitable accommodation following release from a prison sentence."

Local Outcomes

Community justice partners may have identified other outcomes in their Community Justice Outcome Improvement Plan (CJOIP). These outcomes will reflect local priorities and will be consistent with the national outcomes, or may relate to priority actions in the strategy where there is no associated national outcome. Partners can use the principles outlined in each step of this process to plan for the achievement of these local outcomes.

Outcome overview

The strategy states that: "Evidence suggests that people who have access to stable housing are less likely to reoffend. The SHORE standards promote a nationally consistent approach in meeting the housing needs of individuals in contact with the justice system – this approach is person-centred, trauma-informed, and prevents homelessness at liberation. SHORE should ensure that everyone who needs housing support is appropriately engaged in the process with their individual needs identified at the earliest opportunity. Subsequently, individuals should receive timely housing advice and support which identifies and secures suitable and sustainable housing for their release into the community, no matter, where they are serving their sentence. SHORE outlines the processes which should be followed from admission to post release, these are:

- co-ordinate efforts to maintain existing tenancies and possessions;
- minimise instances of emergency homelessness upon liberation; and
- provide suitable and sustainable tenancies on release that individuals are supported to maintain, including Housing First, if appropriate.

In order to fully implement and embed SHORE, partners should develop and engage within multiagency protocols that address the needs of relevant individuals (including employability, homelessness and health and social care needs; including substance use and mental health) and describe the local processes between community justice partners and prisons.

In addition, the Scottish Government/COSLA's Ending Homelessness Together Action Plan promotes Housing First as the default response to homelessness for people with multiple and complex needs. This covers addictions, mental health and repeated interactions with the justice system. We know that several Scottish local authorities have adapted their Housing First services to support people leaving

prison, to ensure that those who would benefit from Housing First support are allocated a permanent tenancy with suitable wrap around support upon release where possible.

The main focus of SHORE is on people entering and leaving prison, however, as reflected in the SHORE standards, we recognise the potential to consider the wider justice pathway, including at the point of arrest, and those who are released directly from court. We recognise that this further work may be assisted through the envisioned future introduction of the Homelessness Prevention Duties."

The strategy sets out aims and priority actions for partners to focus on over the duration of the strategy. The framework describes what the desired change looks like in the form of national outcomes. The aim, priority action and national outcome relevant to implementing and embedding the SHORE standards are:

Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence

Ensure that the housing needs of individuals in prison are addressed consistently and at an early stage by fully implementing and embedding the nable Housing on Release for Everyone (SHORE) standards across all local authority areas

More people have access to suitable accommodation following release from a prison sentence



Step 1 - Know your population

Strategic planning information about the prevalence of accommodation needs in prison will significantly help in planning the delivery and achievement of this outcome. It will also help you to assess the scale and depth of the challenge in meeting the outcome.

Knowing your population involves applying principles of strategic needs and strengths assessment (SNSA)¹ and appreciative inquiry². This involves using quantitative and qualitative data and information to help partners collectively understand the people for whom you are striving to meet the outcome for, and supports partners to look at old problems and issues in new ways. A good quality evidence base will enable partners to gain knowledge and wisdom about the delivery of community justice locally, and to use these insights to plan improvement.

¹ Find out more: <u>Strategic Needs And Strengths Assessment: Guidance - Community Justice Scotland</u>: <u>Community Justice Scotland</u>

² Find out more: <u>Forming new futures through appreciative inquiry | Iriss</u>



To understand the accommodation needs of the prison population in your local area, you will need to find out as much as you can about the prevalence of need, who is experiencing it, what their specific needs are, and whether the right resources and services are available locally and in prison to address those needs.



And pause for a minute....

What do we mean by quantitative and qualitative data and information?

It is worth taking a moment here to explain what we mean by quantitative and qualitative data and information and what we want to use it for in outcomes planning.

Quantitative data (or numerical data) is helpful for answering basic questions such as "who", "what", "where", and "when" and is helpful for measuring the extent, prevalence, size and strength of an outcome. Quantitative data on its own (as in raw, unprocessed facts and figures) are seldom meaningful or useful and numbers alone do not tell the whole story. However, when processed and analysed, quantitative data can produce a succinct picture which is easy to compare, such as when presented as a baseline and trend.

Qualitative data enables a richer understanding of how outcomes are being delivered and provides important context to the numbers. It is helpful for exploring more complex issues, generating hypotheses and gaining deeper insights into human behaviour and experiences. It can also highlight issues and priorities which are important to the workforce or people with living experience of community justice, which may not fall within a performance remit. Qualitative data helps to answer questions such as "why" and "how".

Ultimately, we want you to use a range of data and information, both qualitative and quantitative, to establish a good quality evidence base on which to make decisions about outcome improvement.

What data and information should we source and what if it isn't available?

We know that the provision of data and information within community justice is an evolving process and some data points, and mechanisms to capture insights, are more readily available than others. There is work ongoing at a national level to discuss community justice data development and improve the publishable evidence base in community justice.

The example data collection plans in the following sections provide a wide range of questions to be answered, and include signposting to potential types of data and information in terms of whether it is

quantitative or qualitative and where it might be sourced. These example data collection plans are provided to engender curiosity amongst partners and provide a 'pick and mix' of examples that local areas may wish to choose from. They are not mandatory or directive and local areas can decide what is most meaningful and proportionate when establishing their data collection plans.

The availability of some data and information identified in the example data collection plans may be unavailable currently. This relates to both quantitative and qualitative data. If partners collectively agree that the data and information is meaningful to collect, and it is currently unavailable, partners should consider whether this in itself should be considered as an improvement action. For example, you might identify an improvement activity to work with a local statutory partner to produce a data sharing agreement. Or you might have an improvement activity to develop a survey that collects insights from the workforce in the delivery of the outcome.

If partners have tried to source the data and information and it proves to be unavailable, and won't be available in the foreseeable future, it may be worth including this in the outcome progress report (described in Step 3 this document) as an audit trail of local data and information development. This will help to inform both the local area and national picture of community justice data and information availability.

Once you have a data collection plan for each national and local outcome, it is worth reviewing them collectively to see what data and information you need to source directly from national partners, the workforce and people with living experience of community justice. For example, you may have a number of data items or insights that you want to request from SPS or COPFS and these might need to be coordinated or collated into a single request to make it easier for partners and organisations to respond to.

Understanding People

A demographic data profile collates information relating to people in prison who have an accommodation need. The demographic data profile should include data and information that enables you to describe the prevalence of accommodation needs within the prison population in the local area, and where possible give insights into the people experiencing them, and their characteristics.

Sources of data for the demographic data profile will vary. Some data will be national, some may be published and broken down to local authority level, and other data may be held locally.

A simple data collection plan should set out the questions you want to ask and identify possible sources of data and information. An example of how a data collection plan for people experiencing accommodation needs in prison might look is provided:

Sample questions – answered with quantitative data (possible sources provided in brackets)

How many people from the local area were admitted to prison? (SPS to local authority (housing)³)

How many people were liberated to the local area? (SPS to local authority (housing) 4)

How many people leaving prison (housed by the local authority) have maintained their tenancy for more than 1 year? (Local authority⁵)

How many homelessness applications were made where prison was the property the main applicant became homeless from? (national indicator – provided annually by JAS)

Sample questions – answered with qualitative data sourced from local workforce and people with living experience

What do we know about the people being supported through the SHORE standards?

Do local people receive an initial housing assessment on admission to prison, and who provides it?

How do local people receive housing advice from the local authority on admission to prison?

How are people supported to sustain or end their tenancy appropriately whilst in prison? Are the SHORE standards fully implemented in the local area?

The data in your final data collection plan may be able to be broken down to give further information about people's characteristics (such as gender, age, employment status etc.).

Using the information gleaned from your data collection plan you should be able to describe the prevalence, over time, of accommodation needs for people in prison in the local area. Data that is able to be broken down into specific characteristics should enable some insight into the local population experiencing accommodation needs and whether the population profile is changing over time.

Understanding Needs

A needs data profile builds on the demographic data profile. Now that you know who is experiencing accommodation needs in prison, it will be important to try and understand what their holistic needs are.

It can be difficult to obtain specific accommodation needs based data for the prison population. Relevant data is often not recorded or datasets are recorded in such a way that extracting the information is not possible. Therefore, the workforce delivering support for accommodation on admission and liberation from custody, and the people receiving support, are perhaps the best sources of information to inform the needs profile.

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 $^{^{\}rm 3}$ Weekly report detailing people admitted to prison within the last seven days.

⁴ Weekly report detailing people liberated over the preceding week and all people scheduled for liberation to the local authority area in the forthcoming 12 weeks.

⁵ as part of their annual return to the Scottish Housing Regulator on Scottish Social Housing Charter – indicator 16

Homelessness data and information submitted by local authority housing as part of the HL1 statistical return contains further information on people's holistic support needs.

It is important to talk to the workforce supporting people on admission, during and on liberation from prison and the people receiving support. For example, prison officers may be able to provide a general overview of the accommodation needs of people completing prison sentences. Local authority housing staff will be able to give insight into the practicalities of dealing with people's immediate housing needs on admission to custody (e.g. securing property, utilities/services management, pets, family needs and personal documents). Prison based social work may be able to provide an overview of the accommodation needs captured as part of LS/CMI⁶ risk and needs assessments for the local population. Local authority housing colleagues may be able to provide an overview of how the SHORE standards are supporting people from the local area, including whether people are supported through case management plans to agree prevention options and whether people submitting a homeless application have the right associated community support arrangements in place prior to liberation.

Understanding Services

A services profile provides an overview of the services that are available in your local area in relation to supporting people with their accommodation needs on admission and on liberation from prison. It will be particularly important to collect information about service availability in relation to the needs data profile.

Once you have collated all of the information it will be important for partners to consider what it means in terms of the local vision for providing support for accommodation needs for those going in to and leaving prison. For example, the demographic data profile may reveal trends in age or gender that require a specific focus in delivery. Similarly, the needs data profile may highlight specific needs that require particular focus in terms of local and national service provision. The services profile may reveal gaps and/or duplication in service provision or may highlight the need to improve the interface between community and prison services.



Step 2 - Document the local vision

This step in the process requires partners to collectively define what good delivery looks like for people with accommodation needs in prison. A good way to visually represent the process by which the outcome will be achieved is to document this as a 'theory of change' using a logic model.

⁶ Level of Service / Case Management Inventory (LS/CMI) is an assessment that measures risk and need factors for adults.

Policy landscape

Creating the local vision involves taking cognisance of legislation and national standards and guidance, alongside reflecting what is known about the local population (established by applying Step
1). The following policy documents may assist partners when developing the local vision:

- Bail and Release from Custody (Scotland) Act 2023 (s12)
- Suitable Accommodation on Release for Everyone (SHORE) Standards
- Social housing allocations in Scotland: practice guide
- Housing to 2040
- Homelessness: code of guidance
- Homelessness in Scotland: 2021/22
- <u>The Homeless Persons (Suspension of Referrals between Local Authorities) (Scotland) Order</u> 2022
- Ending homelessness and rough sleeping: action plan
- Ending homelessness together: updated action plan October 2020
- The National Accommodation Strategy for Sex Offenders in Scotland
- Preventing Homelessness and Reducing Reoffending
- Hard Edges Scotland
- Housing in Scotland (Audit Scotland)

Theory of change

A <u>sample logic model</u> setting out the theory of change for supporting people with accommodation needs in prison has been produced by CJS (in consultation with national policy colleagues). Partners should adapt the logic model to reflect any additional partner activities and outcomes that require to be a focus to meet the needs of the local population and to realise the local vision.

National improvement actions

The strategy delivery plan, published by the Scottish Government, expands on the strategy by setting out a number of tangible, time-limited deliverables, detailing exactly what work will be undertaken to drive improvement nationally towards the national outcomes. These activities form an important part of the theory of change for meeting national outcomes and have therefore been included in the logic models (identifiable in brackets by the action number from the delivery plan). Progress towards the deliverables will be monitored by a Community Justice Programme Board which brings together community justice partners at a national level. Keeping up to date with the progress of these activities will be important in the evaluation of your current delivery as some local improvements may be dependent on national improvement progress.



Step 3 - Evaluate your current delivery

Once the local logic model is complete you will need to identify how you are going to tell whether the model works as predicted. To do this, partners should consider **each activity** identified in the logic model and discuss whether, and how, it happens in practice. Formulating some questions to ask relevant partners as part of this process is a powerful way of teasing out the facilitators and barriers to local delivery. These are known as evaluation questions.

Ask evaluation questions

A simple data collection plan should be prepared and completed as part of this step. Consider each activity from the logic model and think about what you might want to know, from whom, about how the activity is working in practice. For example:

Activity from Logic Model	Question For	Question
Identify immediate housing issues (SPS)	SPS	Are you always able, within 72 hours of admission to prison, to complete a full screening tool to identify housing, welfare and employment needs? How do you record those needs? Do you have sufficient information to make onward referral to landlord, local authority and health professionals? How do you discuss consent with the individual to share their information?
	Local authority housing	How do you receive information from SPS about people from the local area who have been admitted to custody with an accommodation need? Is it easy to make contact with the individual in prison once you have received the referral for support?
	Individuals	Were your immediate housing needs addressed when you were admitted to prison?

Individual sessions with partners and stakeholders to ask questions and collect information about how the activities are carried out can be a good way of establishing the realities of local delivery. It is also important to talk to partners collectively to ensure the support of people with accommodation needs in prison is considered as a whole system and to test whether the predicted outcomes are being achieved. A facilitated workshop can be an effective way of doing this.

Set specific indicators

In addition to formulating evaluation questions, partners should identify specific indicators that will measure or signal whether the logic model is or isn't working as expected. Often, the demographic

and needs data that you collected in the 'know your population' step of the process will be helpful. As a minimum, partners should consider using the indicators specific to community sentences outlined in the framework, the improvement tool and the self-evaluation guide:

Source	Indicator
Performance framework	Number of homelessness applications where prison was the property the applicant became homeless from
Improvement tool	SPS admissions and liberations information is shared with relevant partners to support suitable accommodation planning.
	Proportion of admissions where housing advice was provided.
	Percentage of people leaving prison who have been housed by the local authority and have maintained a tenancy for more than 1 year.
Self-evaluation guide ⁷	Improving the life chances and outcomes of people with living experience of community justice (quality indicator 1.1)
	Impact on people accused or convicted of offences (quality indicator 2.1)
	Providing support when it is needed (quality indicator 5.1)

Summarise the evidence

You should now have a range of quantitative and qualitative data and information available about how local people's accommodation needs are supported on admission and liberation from prison. What can be said (either conclusively or hypothetically) about this support for people being admitted and liberated from prison to the local area? What inferences or conclusions can be made from the data and information?

To help structure this step it might be helpful to prepare an outcome progress report that can be shared and reviewed by partners collectively. The report should summarise what has been established in the steps of this process, particularly:

- Information about the **prevalence** of accommodation needs of people in prison over time.
 - ✓ Are the needs increasing or decreasing over time?
 - ✓ Are people regularly being screened for accommodation (and other) support needs when they are admitted to prison?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?
- Information about the **population** being admitted and liberated from prison with accommodation needs.
 - ✓ What is known about their demographics and does this necessitate targeted interventions?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?

⁷ These quality indicators have been identified by the Care Inspectorate as particularly relevant in the assessment of accommodation needs for people leaving prison delivery. However, this is not definitive and the Care Inspectorate would urge partners to promote flexibility in the use of other quality indicators to evaluate impact.

- The **needs** of those populations.
 - ✓ What is known about the accommodation needs of people being admitted and liberated from prison?
 - ✓ Are there any trends apparent?
 - ✓ Is the needs profile becoming more or less complex?
 - ✓ Does this necessitate accelerated pathways into certain services?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?
- Accommodation support **services**.
 - ✓ How are the SHORE standards being embedded for the local population?
 - ✓ Are people being supported to sustain or end their tenancies appropriately?
 - ✓ Based on the needs profile, which services are particularly relevant in release planning (for example homelessness, debt management)?
 - ✓ How easy is it for local authority, health and third sector services to engage in case management?
 - ✓ What information is shared between SPS and local authorities and the third sector?
 - ✓ Are there any established fast-track pathways into accommodation support services?
 - ✓ Are community and prison based support services joined up to ensure a smooth transmission between community and prison on admission and release?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?
- The **local vision** for accommodation support delivery.
 - ✓ What does good support for people with accommodation needs on admission and liberation from prison look like locally?
 - ✓ Has a logic model been developed that clearly sets out the process by which the outcome will be achieved for the local population?
 - ✓ Does the logic model set out who the crucial partners are and the crucial activities they will carry out to meet the outcome?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?
- An **evaluation** of current support for people with accommodation needs on admission and liberation from prison.
 - ✓ How did partners, stakeholders and individuals answer the evaluation questions?
 - ✓ What have you learned about how the activities outlined in the logic model are, or are not, working in practice?
 - ✓ Where are the strengths in delivery and where are the main areas that need improvement?
 - ✓ What did the specific indicators tell you about local delivery?
 - ✓ Are you confident from the information and data collected that the needs of people can be addressed?
 - ✓ Are there any gaps in the information and how can this be rectified for the future?

Assess progress towards the outcome

The conclusion of the outcome progress report should be a collective agreement by partners as to whether the local area is meeting, or how close the local area is to meeting, the national outcome of "more people have access to suitable accommodation following release from a prison sentence". If the outcome is not being met, the conclusion should clearly state why and list the required improvements. If your theory of change is correct, most of the improvement activity should link directly to the activities outlined in the local logic model. It is important to note that identified gaps in data and information may also form an improvement action.



Step 4 - Decide whether the outcome will be a priority for action

The assessment of whether this outcome will be a priority for action in the CJOIP will include consideration of the other outcome progress reports for both national and local outcomes.

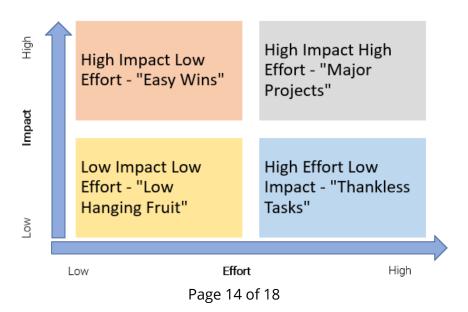
This step involves putting the outcome progress reports in a hierarchical order according to how close or far away from being met the local and national outcomes are assessed to be. Prioritisation of the outcome improvement reports is best done as a collective activity by partners. A facilitated workshop can be an effective way of doing this.

There are a number of techniques that partners can use to aid this step.

Impact vs effort matrix

An impact versus effort matrix is a simple tool that can help generate conversation and aid partners in their decision making regarding prioritisation.

The axes for the matrix can be set according to what will be the most helpful to make an informed choice regarding prioritisation. As well as impact and effort, as shown in the example, you might consider changing the axes to importance versus urgency, cost versus benefit or risk versus reward.



Scoring criteria

Developing a scoring criteria is another method that can be helpful in prioritising the outcomes. This involves partners assigning a score for each identified improvement activity across a range of criteria. For example:

Outcome	lmp activity	Critical to meeting standards	Strategic value	Ease	Benefit to the individual	Cost	Resource impact	Overall priority (average)
More people have access to	Imp activity 1	4	1	3	3	5	2	3
suitable accommodation following	lmp activity 2	5	2	4	4	4	5	4
release from a prison sentence	Imp activity 3	1	1	5	1	3	4	2.5
								3.2

For this table, you could set the following priority ratings:

Critical to meeting standards?	Is the improvement activity crucial to ensure everyone has access to suitable accommodation following release from a prison sentence?	1 = Critical	5 = Not critical
Strategic Value?	Is the improvement activity important to your overall strategy?	1 = Highly important	5 = Not important
Ease?	Will the improvement activity be fairly easy to complete?	1 = Very easy	5 = Very difficult
Benefit to the individual?	Will the improvement activity likely yield significant benefit to the individual?	1 = Highly likely	5 = Not likely
Cost?	Will the improvement activity likely cost a lot?	1 = Low cost	5 = High cost
Resource impact?	Will the improvement activity have a great impact on CJP resource?	1 = Low impact	5 = High impact
Overall priority:	Priority for each individual improvement activity is the priority for the outcome is the sum of all overall prior improvement activities.	•	

Note: The lower the score the higher the improvement activity and overall outcome priority.

There are many other techniques that can be used to aid prioritisation.

Narrative assessment for the CJOIP

At the end of the process, partners should use the outcome progress report to clearly articulate:

- whether the access to suitable accommodation on release from a prison sentence outcome is being achieved in the area
- if not, how near the outcome is to being achieved
- whether the outcome requires to be a priority for action
- the action they intend to take to achieve, or maintain achievement, of the outcome.

This narrative assessment should be included in the CJOIP.

Access to suitable accommodation following a prison sentence- sample logic model

Goal / Inputs			Activities – What we do		
we What we	Scottish Prison Service	Scottish Prison Service (cont)	Local Authorities (Housing)	Local Authorities (Justice Social Work)	Scottish Government
invest Workforce Staff training Data Information sharing processes National standards and guidance Legislation Legislation Individual in sharing processes Rational standards and guidance Legislation Legislation Legislation	Identify immediate housing issues. Screen for housing and welfare, health and social care needs, employment issues and make appropriate referrals. Lawfully share information with partners. Assist individuals to complete change of circumstances/ benefits forms. Make arrangements to help individuals prevent debt and sustain or end tenancies appropriately. Ascertain position in the housing/ homeless system and jointly agree prevention options. Support individuals to make mainstream housing applications using the housing providers preferred method. Work collaboratively with individuals to plan for sustainable accommodation and support as part of a case management approach. Identify relevant programmes for the individual to complete during their sentence (e.g. health care, substance recovery, employment, Tenancy and Citizenship SQA).	Review the individual's community integration plan throughout sentence to ensure appropriate accommodation is available on release. If homeless, make contact with appropriate Homeless team to ensure Homelessness applications are completed in advance. Promote throughcare provision at induction and make appropriate referrals. Support individuals to complete and submit Scottish Welfare Fund applications. Work collaboratively with individuals following release and continue to develop the agreed plan. Provide admissions and liberations data to local authorities to enable them to plan support. Other Landlords Make arrangements to help individuals prevent debt and sustain or end tenancies appropriately.	Assist individuals to complete change of circumstances/ benefits forms. Make arrangements to help individuals prevent debt and sustain or end tenancies appropriately. Ascertain position in the housing/ homeless system and jointly agree prevention options. Adopt a Housing First approach. Work collaboratively with individuals to plan for sustainable accommodation and support as part of a case management approach. Review the individual's community integration plan throughout sentence to ensure appropriate accommodation is available on release. Ensure Homelessness applications are completed in advance. Support individuals to complete and submit Scottish Welfare Fund applications. Work collaboratively with individuals following release and continue to develop the agreed plan.	Provide throughcare services. Work collaboratively with individuals to plan for sustainable accommodation and support as part of a case management approach. Work collaboratively with individuals following release and continue to develop the agreed plan. Third Sector Assist individuals to complete change of circumstances/ benefits forms. Provide throughcare services. Local Authorities (MAPPA) Oversee arrangements for housing people leaving prison who are subject to sex offender notification requirements.	Explore options for a potential pilot project to enhance the consistency and coordination of housing services for individuals leaving prison, in line with the SHORE standards, prior to their release from custody (action 25). Continue to support the full implementation of SHORE standards across all prisons and LA areas – including the development of multi-agency arrangements amongst local housing providers (and other public services and third sector organisations) (action 26). Publish refreshed SHORE standards, which include a focus on a wider range of individuals, and articulating what 'best practice' looks like (action 27). Health Work collaboratively with individuals to plan for sustainable accommodation and support as part of a case management approach.

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