

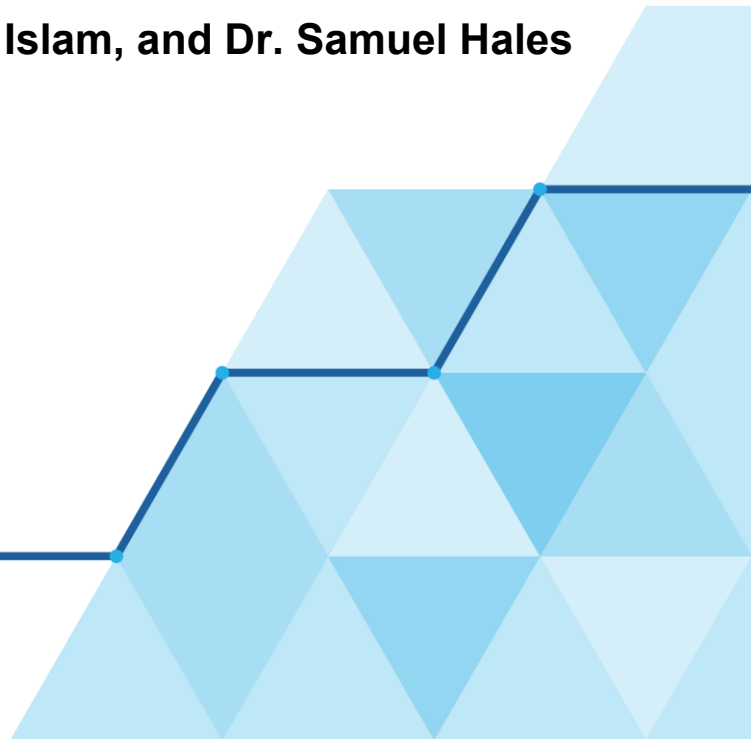


Ministry
of Justice

Community Accommodation Service Tier 2 (CAS-2) process evaluation

Ellie Olivagi, Alec Martin, Thaniza Islam, and Dr. Samuel Hales
Ministry of Justice

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Glossary

Bed space	A designated bed in a private single room within a CAS-2 property.
Bail Information Officer (BIO)	A member of probation staff who provides courts with verified information about an individual's circumstances to help magistrates or judges decide whether to grant them bail.
Community Offender Manager (COM)	A member of probation staff, often a probation officer, who supervises convicted individuals within the community.
Contract Manager	A member of HMPPS HQ staff who manages the CAS-2 contract with Nacro on behalf of HMPPS.
Decent Homes Standard	A Government benchmark that sets the minimum standards for social housing in England (see Department for Communities and Local Government, 2006).
Home Detention Curfew (HDC)	A scheme allowing some individuals sentenced to prison to serve part of their sentence in the community under electronic monitoring (assuming they have a suitable address to go to).
HMPPS	HM Prison & Probation Service.
Incident	An event or situation that disrupts normal activity in a CAS-2 property. Incidents are categorised depending on the nature of event and impact on CAS-2 residents or properties.
Induction	The formal tour of a CAS-2 property conducted by Nacro Support Staff to new residents. Inductions cover house rules and conditions of residence.

Intensive Supervision Courts (ISC)	Problem-solving courts that provide enhanced community-based sentences for persistent, non-dangerous individuals with complex needs via delivery of robust, multi-agency supervision and targeted interventions.
Logic Model	A diagrammatic representation of a Theory of Change.
MoJ	Ministry of Justice.
Move-on	The point at which a service user leaves CAS-2. Move-on outcomes refer to the housing situation in which a resident finds themselves following their CAS-2 stay – examples include settled accommodation (into a private house or flat) or moving in with family or friends. In this report, a move-on is considered ‘successful’ where an individual ends up in permanent (settled) accommodation following their CAS-2 stay.
Nacro	A social justice charity based in England and Wales that provides support to individuals who have offended and are at risk of offending through access to education, housing, and health and wellbeing services. Nacro are contracted to deliver the CAS-2 service until September 2028.
Nacro Discretionary Fund	A hardship fund provided by Nacro and available for CAS-2 residents. The fund is tailored to suit individual needs and can support access to training, qualifications, and wellbeing, as well as broader successful move-on outcomes (for example, through rent or deposit contributions). Applications to the fund are made by Nacro staff, with awards granted on a case-by-case basis.
Offender Assessment System (OASys)	The structured assessment framework used across HMPPS to evaluate individuals’ risk.

Open Housing	The Nacro case management system for CAS-2. This system captures operational data on CAS-2 referrals, residents and their stays, bed space availability and occupancy, support sessions, and incidents or breaches.
Prison Offender Manager (POM)	A member of probation or prison staff responsible for assessing, managing, and supporting an individual's sentence progression while they are in custody. POMs work directly with prisoners to reduce reoffending, manage risk and prepare prisoners for release.
Property Leasing Staff	Nacro staff responsible for the acquisition, leasing, and hand back of CAS-2 properties to landlords.
Recall	The process by which a person who has offended is returned to custody for breaking the rules of their probation, following their release on licence or parole.
Referee	An individual who has been referred to CAS-2.
Referrer	A member of probation or prison staff that submits CAS-2 referrals on behalf of referees. Referrers may be situated in courts, prisons, or the probation service.
Resident	An individual whose referral into CAS-2 has been approved.
Responsible authority	The relevant authority that has overall responsibility for a CAS-2 resident. This could be the police or a solicitor (if the individual is subject to Bail) or a Probation Officer (if the individual is released from prison on licence).
Risk of Serious Harm (RoSH)	The framework within OASys that provides a means to assess an individual's likelihood of serious harm to others.

Senior Support Staff	A senior member of Nacro staff responsible for supervising Nacro Support Workers and overseeing service delivery. Members of Senior Support Staff are taken to include Nacro Senior Support Workers, Nacro Service Leads, and Nacro Regional Leads.
Settled Accommodation	The CAS-2 contract describes settled accommodation as any form of secure housing that a resident may move to following their stay at a CAS-2 property. Landing in settled accommodation is considered part of a 'successful' move-on from CAS-2.
Support sessions	A series of structured, personalised 1:1 sessions delivered by a Nacro Support Worker to CAS-2 residents during their stay. Depending on a resident's needs, session topics can cover health, finances, work, training, and move-on plans. Residents are expected to attend at least one formal face-to-face session per week as a condition of their stay at a CAS-2 property.
Support Worker	A member of Nacro staff who is responsible for providing support to CAS-2 residents. This includes helping residents to move into the property, maintain their occupancy, and find appropriate move-on accommodation ready for when they leave the service. Support is delivered mostly via weekly support sessions.
Target Operating Model (TOM)	The planned operating profile for CAS-2 commissioned by HMPPS, setting out the number and distribution of bed spaces that the provider is expected to make available across England and Wales. The TOM is used to monitor service expansion, bed space provision, and delivery performance against contractual expectations, and is driven by anticipated demand for the service.

Theory of Change A comprehensive narrative framework that maps how and why an activity or intervention is expected to lead to its intended outcomes, and the steps, assumptions, and conditions needed for these outcomes to occur. A Theory of Change is often represented visually via a Logic Model.

1. Executive Summary

The Community Accommodation Service Tier 2 (CAS-2) provides temporary accommodation and structured support to eligible men and women in England and Wales – predominantly, bailees and those subject to a Home Detention Curfew (HDC) – who might otherwise remain in custody due to lack of suitable or available housing. Delivered by social justice charity Nacro under contract with HM Prison & Probation Service (HMPPS) until September 2028, the ultimate policy aim of CAS-2 is to ease pressure on prison capacity while stabilising residents in the community and, where appropriate, supporting move-on into settled accommodation.

Guided by the service's Theory of Change, Government Social Researchers within the Ministry of Justice (MoJ) were commissioned to conduct a mixed-methods process evaluation to assess whether CAS-2 is delivered as intended in line with expected service standards. This evaluation aim was operationalised into three research questions (RQs):

1. Is CAS-2 delivered as intended, as outlined in its Theory of Change?
2. How do residents' experiences of CAS-2 differ, and what factors influence their perceptions of the service?
3. What are the indicative outcomes of CAS-2, and how do they vary across resident groups?

Evidence was drawn from a series of property visit observations ($n = 11$) and qualitative interviews ($n = 21$) with CAS-2 residents and professional stakeholders conducted between June and August 2025, as well as quantitative analysis of CAS-2 monitoring information (MI) collected between April 2023 and March 2025.

The following section summarises the key findings from this process evaluation, mapped onto each RQ. Readers should consider findings in the context of the limited sample used in the evaluation, as well as the dynamic operational context in which CAS-2 is delivered. Subsequently, findings should be viewed as indicative and considered alongside any future evidence on CAS-2 service delivery.

1.1 Headline findings

Overall, the process evaluation evidenced that CAS-2 was broadly operating as intended and was positively regarded by both residents and frontline staff. Areas for further consideration centred around consistency of service delivery, workforce capacity and stability, the quality of resident referral information, and the benefits of improving external partnership working.

RQ1 – Is CAS-2 delivered as intended, as outlined in its Theory of Change?

Properties were generally of good quality and met *Decent Homes Standard* (see Department for Communities and Local Government, 2006). During the April 2023 to March 2025 monitoring period, service capacity increased by 58% from 619 to 976 bed spaces, with average occupancy broadly in line with expectations at 76%.¹ Bed space availability remained around 13% over the monitoring period, suggesting some scope to optimise the service to accommodate more people. Processes for procuring accommodation were felt to be effective, though Nacro Property Leasing Staff reported some challenges securing suitable properties owing to restrictive location criteria and high rents in some areas.

Over the monitoring period, the service received 8,991 referrals, with 59% resulting in a stay. In total, 5,211 individuals used the service over this period. Interviews suggested that inductions were typically delivered as intended on arrival. However, some residents faced difficulties travelling to the property. Journeys were often described as lengthy and were challenging if relying on public transport, particularly for residents with additional needs.

Findings indicated that Nacro Support Workers were committed to their roles and their support was valued by residents. Staff reported good access to internal e-learning resources but were not always able to complete these due to operational pressures. Support sessions were found to be delivered regularly and were well structured. Delivery was enabled by positive staff–resident relationships, though high staff turnover –

¹ CAS-2 bed space availability is commercially driven and considers bed space allocations, vacancies, and temporary unavailability (for example, due to maintenance or single occupancy requirements). This process evaluation was conducted during a period of service expansion procurement with Nacro being contracted to increase CAS-2 bed space provision to 1,350 by December 2025.

especially in London – reduced the continuity of support. Strong local partnerships with probation, police, and health services were associated with more constructive support sessions. However, the provision, availability, and quality of these services, as well as the service’s connectivity with them, varied across regions.

In total, 2,375 behavioural incidents were recorded over the monitoring period, with most relating to substance use, theft or damage to property, or unauthorised guests.

RQ2 – How do residents’ experiences of CAS-2 differ, and what factors influence their perceptions of the service?

Interviews indicated that residents who were bailees were more likely to be in work and have fewer immediate support needs than those who were prison leavers and thus be less inclined to engage well with CAS-2 support. Conversely, prison leavers typically required more intensive support and were more accustomed to working with staff on their resettlement. Bailees often arrived with limited information recorded on their needs and risk, which sometimes created unanticipated challenges upon their arrival at a property.

For both women and residents with disabilities, access to specialist or wraparound support depended on local partnership capacity, which varied regionally. Staff indicated that, where possible, adjustments were made for residents with disabilities, though gaps in referral information sometimes delayed provision or led to last-minute placement changes.

Needs relating to children, as well as trauma and histories of coercive relationships, were more commonly reported among women residents. Additionally, women were affected by both more dispersed women’s service-provision and also more strained family ties from restrictions on visits from under-18s.² For both groups, access to specialist or wraparound support depended on local partnership capacity, which varied regionally.

Finally, residents placed far from home were more likely to report isolation and were less inclined to engage or develop community ties during their stay.

² Under the CAS-2 Policy Framework, children may be permitted to reside with a parent who has been assigned a CAS-2 bed space, but only where sufficient safeguarding checks have been completed. In these instances, no other occupants will be placed in the property.

RQ3 – What are the indicative outcomes of CAS-2, and how do they vary across resident groups?

During the April 2023 to March 2025 monitoring period, the mean length of CAS-2 stay was 88 days. During this period, 41% of residents left the service prematurely, often due to breaches of bail, licence, or tenancy conditions; 43% moved to settled accommodation; and around 10% left to unstable or temporary housing, sometimes due to their criminal records or affordability barriers. These outcomes varied by demographic group and by region, in part, due to local housing stock and affordability.

Based on an analysis of all nights spent in CAS-2 accommodation over the monitoring period, it is estimated that about 72% of these nights would otherwise have been spent in prison.³ This indicative evidence suggests that CAS-2 is achieving its overall policy aim of alleviating pressure on the prison estate by providing an alternative to custody for individuals within the criminal justice system who have no suitable accommodation and may otherwise be detained in custody.

1.2 Conclusion

Findings from this process evaluation indicate that CAS-2 is broadly delivered in line with its service model and provides a valuable alternative to custody for eligible individuals without suitable accommodation. Overall, properties were found to meet required standards, support was structured appropriately, and many residents reportedly valued the help received during their stay, with several noting that it encouraged their successful move-on. However, delivery varied across regions, with staffing pressures – particularly high turnover – affecting service continuity and partnership working. Some cohorts (for example, female residents, bailees, and those with disabilities) were also found to face additional barriers and thus require more tailored provision. Whilst findings should be considered in light of the methodological limitations set out in the report, it is hoped that they can support ongoing refinement of CAS-2 to enable more effective service delivery going forwards.

³ This figure was calculated based on residents' scheduled HDC licence dates and prison departure dates. Given the uncertainty set out in Section 4.6 in the main body of the report, the figure represents an *approximation* of saved prison bed days.

2. Introduction and Background

2.1 CAS-2 policy background

The Community Accommodation Service, Tier 2 (CAS-2) is, alongside CAS-1 and CAS-3, one of three tiers of transitional accommodation of the HM Prison & Probation Service (HMPPS) Community Accommodation Service delivered across England and Wales.⁴ Previously known as the Bail Accommodation and Support Service (BASS), CAS-2 offers temporary accommodation alongside tailored weekly 1:1 support sessions for individuals in the criminal justice system who have no suitable accommodation and may otherwise be detained in custody. The service has been delivered by social justice charity Nacro since June 2018, initially under the BASS contract, and since October 2022 as CAS-2.⁵

To support future evaluation activity, HMPPS commissioned a process evaluation of CAS-2 to provide an assessment of how the service has been implemented and delivered. At the time of the process evaluation, access to CAS-2 was provided to the following groups (men and women) who identified as medium or low risk of serious harm (RoSH) on OASys and who would otherwise be detained in custody due to their risk of homelessness:

1. Individuals granted a bail order by a court, or released from remand on a bail order
2. Individuals released from prison subject to a Home Detention Curfew (HDC)
3. Individuals who are subject to Alternative to Custodial Recall
4. Individuals who are referred from CAS-1 (Approved Premises)
5. Individuals referred due to being Homeless at their Conditional Release Date
6. Individuals sentenced to an Intensive Supervision Court (ISC) with a residential requirement

Individuals convicted or bailed for sexual offences are not eligible for the service, whilst those convicted for arson in the past 10 years are assessed on a case-by-case basis.

⁴ CAS-1 (Approved Premises) provides intensively supervised accommodation for high-risk individuals, while CAS-3 provides 84 nights of emergency or 'move-on' accommodation (to prevent homelessness on release). While some individuals transition between tiers, the service is not designed as a linear pathway.

⁵ The contract between HMPPS and Nacro for CAS-2 service delivery is due to end in September 2028, with HMPPS having a further option to extend until 2029.

CAS-2 also does not accept individuals who will be unable to pay rent from their own means or through access to Housing Benefit or another social security benefit. Consent from the applicant being referred is required before they can access the service (HMPPS, 2023). See Appendix A for more detail on CAS-2 eligibility criteria and referral processes.

2.2 Overview of CAS-2 delivery

CAS-2 is delivered by Nacro, working to a Target Operating Model (TOM) for capacity set by the MoJ and monitored by HMPPS Contract Managers who ensure the service meets expected delivery standards.⁶ As part of the CAS-2 offer, residents are provided with a structured induction, welcome pack, tailored support plan, and weekly face-to-face support sessions (supplemented with regular informal support) led by a Nacro Support Worker. CAS-2 facilitates engagement with local agencies, local authorities, and other community services, whilst offering access to the Nacro Discretionary Fund, which grants fixed sums of money to residents (on a case-by-case basis) to support their wellbeing, employment, or ‘successful move-on’ into settled accommodation following their CAS-2 stay. This wraparound offer, combined with support and oversight from the responsible authority (for example, police or HM Probation Service), means that CAS-2 encourages individuals to live successfully in the community rather than be housed in prison.

A Logic Model was developed by the Ministry of Justice (MoJ) to visually represent the Theory of Change underpinning CAS-2; see Appendix B. The model sets out the causal pathways between the service’s inputs, activities, outcomes, and overall policy aim: to reduce pressure on the prison estate, to maximise the availability of prison places for public protection – an MoJ priority (National Audit Office, 2025). This aim was particularly salient during the process evaluation period, given sustained pressure on prison capacity in England and Wales. Indeed, the Committee of Public Accounts (2025) reports that the adult male prison estate operated at between 98.0% and 99.7% occupancy from October 2022 to August 2024, while the overall prison population exceeded 87,000 in 2024 – the highest level ever recorded (House of Commons Library, 2026). Alongside this overall

⁶ The TOM is reviewed biannually, or more frequently by agreement between HMPPS and Nacro, to ensure commissioned bed space capacity is aligned with anticipated demand and available supply. The TOM is a measure of commissioned accommodation capacity, not actual occupancy, which is reviewed separately.

policy aim, CAS-2 aims to support transitions into settled accommodation and contribute to reducing reoffending by providing a stable platform for resettlement (MoJ, 2023).

2.3 Overview of the CAS-2 process evaluation

Previous research into CAS-2

Although CAS-2 has, in some form, been operational across England and Wales since 2007, there has been limited evaluation of its delivery, impact, and value for money, with previous evaluations focussing on the service's predecessor, BASS (for example, Justice Data Lab, 2014a, 2014b, 2014c, 2017). Analyses using 2010-2012 service data found no statistically significant impact of staying in BASS on reoffending for either individuals on HDC or bailees (Justice Data Lab, 2014a, 2014b, 2014c). A follow-up study using a larger 2010-2014 dataset found that BASS residents were statistically significantly more likely than members of a matched comparison group to reoffend, with those who did reoffend committing more reoffences overall (Justice Data Lab, 2017). However, issues with linking service data to outcomes meant that many residents were not included in the analysis and therefore findings did not provide a wholly reliable assessment of impact. Subsequent changes to the service and wider justice system mean that these evaluation findings are not directly transferable to CAS-2 today, necessitating bespoke evaluation activity.

Rationale for the process evaluation

To support future impact and economic evaluations of CAS-2, it was necessary first to understand how the service is implemented and delivered – including how it operates, the mechanisms through which it produces change, and any variability in its operations. This included understanding resident and frontline staff perceptions of the service. To achieve this, Government Social Researchers in the MoJ Probation & Reducing Reoffending Directorate were commissioned by HMPPS in 2024 to undertake a process evaluation of CAS-2.⁷ The findings, as detailed in this report, are intended to inform the future design and delivery of CAS-2, as well as wider justice accommodation policy and provision.

⁷ Nacro commenced delivery of CAS-2 in late 2022 under contract with HMPPS. Commissioning a process evaluation in 2024 therefore allowed for an initial period of service stabilisation under the new contract.

3. Methodology

This process evaluation examined whether CAS-2 is delivered as intended, in line with expected service standards. This aim was operationalised into three research questions (RQs):

1. Is CAS-2 delivered as intended, as outlined in its Theory of Change (see Appendix B)?
2. How do residents' experiences of CAS-2 differ, and what factors influence their perceptions of the service?
3. What are the indicative outcomes of CAS-2, and how do they vary across resident groups?⁸

To provide a robust assessment of service delivery, a mixed-method process evaluation was conducted that integrated qualitative CAS-2 stakeholder insights with quantitative analyses of monitoring information (MI) gathered by HMPPS and Nacro; see Appendix C. All research was conducted in line with the Government Social Research (GSR) Ethical Assurance Group guidance and relevant GDPR and ethical regulations.

3.1 Interviews and observations (qualitative)

The qualitative strand of this process evaluation collected data via semi-structured interviews with CAS-2 stakeholders, as well as observations of properties and resident support sessions (see Table 1). Interviews and observations were guided by bespoke interview scripts and were led by the evaluation team; see Appendix D. To ensure diversity in sample characteristics, participants from different demographic backgrounds were recruited. Given the vulnerability and fluctuating availability of residents, alongside the need to minimise operational burden on staff, a flexible purposive sampling approach was adopted. Participant recruitment continued until the data collected was considered sufficient in both depth and diversity to address the process evaluation's guiding RQs.

⁸ This RQ serves to inform any follow-up impact evaluation work by providing an initial – not comprehensive – insight into service outcomes over the monitoring period.

Table 1: Overview of qualitative data collected as part of the process evaluation.

Qualitative data collection method	Number conducted
Interviews	
Residents living in CAS-2 properties	8
Nacro Support Workers	4
Nacro Senior Support Staff	4
HMPPS CAS-2 Contract Managers	3
Nacro Property Leasing Staff	2
Observations	
CAS-2 properties	8
CAS-2 support sessions	3

Nine properties were purposively selected for visits to ensure a diverse geographical spread, including both city and town locations – one visit was cancelled on the day due to an incident. Properties were visited across two cities and two towns in England, and one city in Wales, between June and August 2025. The sample included a mix of male-only and female-only accommodation, and properties of varying size (from single-occupancy to five-person accommodation) and age (including newly commissioned and older properties); see Appendix C. Properties were included where the Nacro Support Worker consented to participate in an interview. Residents at these properties were subsequently invited to take part in an interview and/or consent to observation of a support session.

During property visits, MoJ researchers observed a small number of support sessions and conducted light-touch observations of the property conditions and the delivery environment. Interviews with Nacro Support Workers and residents were mostly carried out in person during these visits, while interviews with Nacro Senior Support Staff, Nacro Property Leasing Staff, Contract Managers, and one resident were conducted remotely by via MS Teams. For interviews in properties, researchers sought to ensure privacy and informed other residents that the space was required for private conversations. However, as interviews took place in communal areas, participants knew others could enter, which may have limited their willingness to share openly. Researchers took detailed fieldnotes during each interview, capturing key themes, substantive points, and illustrative verbatim quotations.

3.2 Monitoring information (quantitative)

The quantitative strand of the process evaluation drew on MI recorded by Nacro through its case management system, Open Housing, which is shared with the MoJ for performance monitoring. Analyses of monitoring data focused on individuals referred to and/or accommodated in CAS-2 between April 2023 and March 2025, with outcome data included, where applicable, up to the end of July 2025 to retain outcomes of those entering the service in the later months.⁹

3.3 Data analysis and synthesis

Qualitative data was analysed using template analysis, a form of thematic analysis that involves the development of a structured, hierarchical coding framework that is refined as new themes emerge (see King, 2012). An initial coding template – based on the service’s Theory of Change and RQs – was updated iteratively as fieldnotes were reviewed. This approach ensured consistent analysis across stakeholder groups while enabling the identification of both *a priori* and emergent themes. To enhance reliability, two members of the evaluation team conducted the analysis, discussing and resolving any discrepancies in coding or theme development. Qualitative data was managed and coded in NVivo (v14). Descriptive statistics were produced for all quantitative data using MS Excel. Missing data were examined to identify any systematic issues in data collection (of which none were found); however, imputation was not undertaken to avoid introducing artificial bias.

Findings from the qualitative and quantitative strands were synthesised descriptively; quantitative patterns were considered alongside qualitative evidence to provide contextual insight and support interpretation of the data, thus enabling triangulation across data sources and the development of an integrated narrative of findings.

3.4 Ethical considerations

All research activities were conducted in line with relevant MoJ guidance and ethical standards. Prior to participation, all staff and residents were given a briefing outlining the

⁹ April 2023 to March 2025 was selected purposively as they were the two financial years for which data were readily available under the current CAS-2 operating model.

purpose of the research, the role of the researchers, and how their data would be used within the process evaluation. Participants were informed that all contributions would be treated confidentially and reported anonymously with any identifiable information removed (except in cases where there was a serious risk of harm requiring disclosure to the responsible authority). Participation in the process evaluation was entirely voluntary and non-incentivised, with individuals able to decline to answer questions or withdraw at any point without giving a reason. Informed consent was obtained from all participants, including agreement to note-taking and the use of anonymised quotations in reporting. To ensure researcher safety, all property visits were conducted in pairs by trained Government Social Researchers, and a Nacro Support Worker was always present on site, equipped with an emergency radio. Visit times were carefully planned and monitored, and a third researcher acted as a check-in contact in case of any issues.

3.5 Interpretation of research findings

This process evaluation provides evidence-based insights into CAS-2 implementation; however, findings should be interpreted within the confines of the study. For example, the qualitative evidence is based on a small sample of self-selected residents and staff, which may limit the representativity of the sample and therefore the generalisability of the findings. The scope was intentionally constrained to enable a timely assessment of the service, prioritising depth of insight across a diverse range of locations over breadth of coverage. Likewise, observations and interview data may be affected by observer effects and response bias, including potential underreporting of negative experiences or overreporting of positive experiences by residents or staff. The MI data may contain inaccuracies due to inconsistencies in administrative data entry; however, the risk of substantial error was reduced by internal quality-assurance processes, including checks by senior Nacro staff and dip-sampling by Contract Managers. Finally, as CAS-2 is an evolving service operating in a dynamic criminal justice context, results are time-bound and reflect practice only at the point of data collection. Taken together, these constraints mean that the findings in the report should be viewed as indicative and we urge readers to consider them alongside broader (future) evidence on CAS-2 service delivery.

4. Findings

This section describes the evidence gathered on CAS-2 delivery via the process evaluation. Findings are contrasted against the service's Theory of Change (see Appendix B) and mapped onto the evaluation's three guiding RQs. Narrative descriptions of the CAS-2 operating model, as well as expected delivery standards, are included to set findings in a meaningful operational context and provide additional background for readers.

Throughout this section, terms such as “*most*” and “*few*” are used when discussing findings drawn from the qualitative strands of the process evaluation to indicate levels of shared opinion amongst different participant groups. Quotes are used to substantiate key points.

4.1 Properties and bed space availability

In April 2023, there were 619 CAS-2 bed spaces in service across 213 properties in England and Wales. By March 2025, this provision had grown by 58% to 976 bed spaces across 327 properties, highlighting a considerable service expansion during the monitoring period. Between the end of the monitoring period and the interviews in June 2025, Nacro were approximately 150 beds below the intended CAS-2 profile of 1,150 bed spaces (due by 31 March 2025) and approximately 350 bed spaces short of their target 1,350 bed spaces due by 31 December 2025 (as set out by the TOM; see Footnote 6, p.15).

CAS-2 properties are rented by Nacro from private landlords across England and Wales and must meet *Decent Homes Standard* (see Department for Communities and Local Government, 2006) and location requirements (for example, no proximity to schools, parks, betting shops, and off-licences). Observations and interviews indicated that these standards were consistently met. All interviewed residents described their properties as at least adequately comfortable and well-equipped, with perceptions ranging from “*awesome*” to “*it's a normal house.*” Amenities such as locks on bedrooms and laundry facilities were typically described as good and, in many cases, better than expected. Where issues related to the properties were identified by residents (for example, missing appliances),

these were reported to be resolved promptly by Nacro Support Workers, either themselves or via relevant contractors.

Three-bedroom properties were the most common configuration of CAS-2 properties (44%), followed by four-bedroom properties (28%), and two-bedroom properties (26%). Single-occupancy properties were rare, comprising 2% of properties. Female properties were well represented in provision – 14% of CAS-2 properties were designated to women, despite them comprising only 4% of the prison population in England and Wales (House of Commons Library, 2026). Interviews with Contract Managers revealed that properties were periodically re-designated between male and female use in response to changing demand.

Occupancy

The service is expected to maintain an occupancy rate of at least 75%, with a target of 80%. During the two-year monitoring period, this target was met, with occupancy averaging 76%. Bed space availability was around 13% over the monitoring period, suggesting some scope to optimise the service to accommodate more people. Otherwise, unoccupied beds were held under offer for incoming residents (6%), or temporarily unavailable due to maintenance, cleaning, or single-occupancy requirements (5%).

Procurement of suitable accommodation

Interviews with Nacro Property Leasing Staff highlighted that potential CAS-2 landlords were typically referred to Nacro via word-of-mouth, estate agent referrals, online forums, and trade shows, and through an MoJ contact tracker. To increase exposure of CAS-2 and invite additional landlord contact, staff noted that Nacro have previously attended industry events, run targeted e-mail campaigns, and hosted networking sessions to expand its profile and stakeholder base. Nacro staff reported that the procurement process – from identifying interested landlords with suitable CAS-2 properties to securing leases and preparing the accommodation to meet required standards – had become increasingly efficient over time and felt that it was positively regarded by landlords.

“We are in a better position than we’ve ever been to secure the properties” – **Nacro Property Leasing Staff**

However, interview findings highlighted that procurement was hampered by a general scarcity of housing across the UK (see Ministry of Housing, Communities and Local Government, 2025) – a particularly acute issue in major cities and the South-East of England – alongside high rental expectations from landlords, which made it challenging to identify suitable CAS-2 accommodation. Staff reported that issues were compounded in urban areas, where the prevalence of schools, parks, and off-licences often meant that otherwise eligible properties were not viable for CAS-2 procurement.

In terms of perceived public opinion towards CAS-2 properties, Nacro and MoJ staff reported that local community responses were typically neutral or welcoming.¹⁰ However, some staff cited occasional unease amongst community groups – often expressed via social media – which they said could accelerate quickly into broader discomfort. To reduce local tensions and support perceptions of public safety, staff reported active efforts to proactively engage with neighbours, neighbourhood associations, and local authorities. Likewise, procurement staff reported that they avoided procuring properties in small communities or close-knit cul-de-sacs, where local tensions were felt to be more likely.

4.2 Referrals

Between April 2023 and March 2025, there were 8,991 referrals to CAS-2. Around three-quarters of all referrals were for individuals on HDC (73%), whilst around a fifth were for individuals on bail (21%). The remaining referrals (6%) came via other routes.¹¹ Most referrals (85%) were for men. Referrals were made by MoJ staff, including Bail Information Officers (BIOs), Community Offender Managers (COMs), and Prison Offender Managers (POMs). Most referrals (89%) were made from prison, though some came from HM Probation Service (6%) or court (5%).

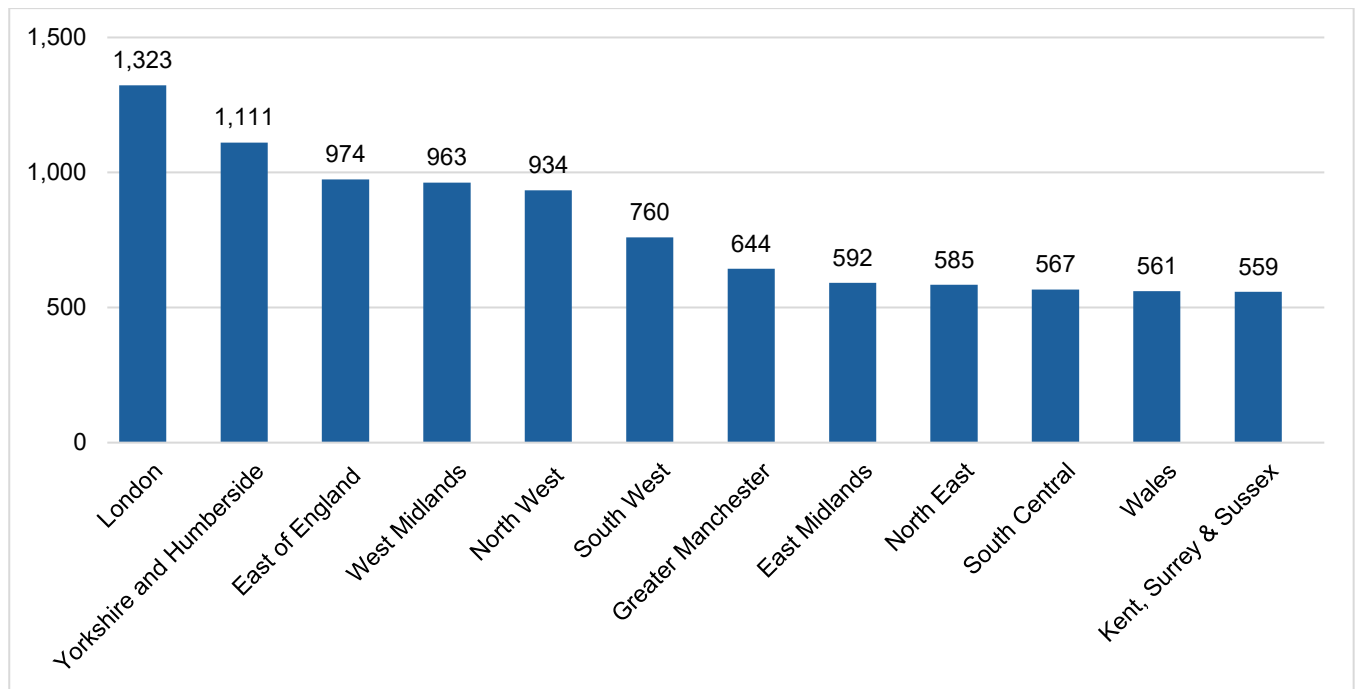
As part of the CAS-2 referral process, referrers can request up to five preferred placement locations. The most frequently requested region was London (15% of referrals), followed by Yorkshire & the Humber (12%), East of England (11%), West Midlands (11%), North

¹⁰ When a new CAS-2 property is procured, neighbours are notified and local authorities consulted.

¹¹ Other referral routes, as described in the data, included: Alternative to Custodial Recall (2.79%), Homeless at Conditional Release Date (2.32%), Risk Assessed Recall Review (0.72%), Intensive Supervision Courts (0.11%), and Approved Premises (0.10%).

West (10%), South West (8%), Greater Manchester (7%), East Midlands (7%), North East (7%), South Central (6%), Wales (6%), and Kent, Surrey and Sussex (6%); see Figure 1 for the precise number of referrals per region.

Figure 1: Number of referrals by requested region.



Note: Referrers can request more than one location as part of the CAS-2 referral process, so figures will not sum to the total number of referrals.

Referral processing and making CAS-2 offers

Nacro are contractually bound to respond to referrals within specific time periods following receipt of a completed referral form: within 1 hour for bailees coming from court, within 1 working day for bailees from prison, and within 3 working days for individuals subject to HDC. Data showed that 97% of referrals were responded to within these time limits.

Once referrals are submitted to Nacro, they are reviewed to assess whether an individual is eligible for the service based on their risk and level of need.¹² MI data showed that upon receipt, some referrals (22%) were rejected without an offer. The most common reasons for this included being no longer eligible for HDC (27% of rejections), being assessed by Nacro as high risk (25%), and not meeting other Nacro eligibility requirements (18%). Most

¹² Whilst CAS-2 is designed to provide some level of support to higher risk individuals, referrals may be rejected if there is a (perceived) unacceptable risk to the referee, other residents, the property, or staff. These individuals may be eligible for accommodation support under other HMPPS services.

referrals (78%) were accepted and made an offer, however around a quarter (24%) were later cancelled or otherwise not taken up; see Appendix E for a breakdown of referral outcomes. The most common reasons for this included being remanded in custody by court (33% of cancellations), the applicant withdrawing their referral (16%), and no longer being eligible for HDC (10%).

Once referrals are confirmed as eligible and an offer is accepted, referees are matched to available accommodation. Placements are made as part of a dynamic prioritisation process which considers an individual's location preferences, their suitability, and their accessibility needs (if present). If a potential resident cannot be placed, they are added to a waiting list until a suitable bed space is available within the service. Overall, 59% of referrals received between April 2023 and March 2025 were successfully assessed and accepted, thus resulting in an assigned bed space.

Awareness of CAS-2 and the referral process

Per CAS-2 delivery standards, potential residents should be informed of what CAS-2 offers prior to their stay by their responsible authority (that is, their BIO/COM/POM) and their consent should be obtained before a referral is submitted. However, interviews with residents suggested that they did not always recall feeling aware of, or involved in, the referral process. Interviews with Nacro Support Workers corroborated this finding, suggesting that residents are often not given full insight into what CAS-2 offers before arriving at a property. According to Nacro Support Workers, residents often misunderstood CAS-2 before arriving, viewing it simply as a route out of prison and unaware that it involved engagement with support and that non-compliance may lead to recall.

CAS-2 placement

Residents expressed mixed feelings about their eventual placement locations. Some described their accommodation as “*perfect*” due to their proximity to family, familiarity with the area, or having the opportunity for a fresh start in a new location. Others, however, reported feeling “*depressed*” when placed in unfamiliar areas far from their friends and family. Although residents were asked for their preferences during referral, some felt they had had little influence over the final decision. In some cases, residents reported being given as little as two days to decide whether to accept a placement, which left them feeling

under pressure. Two residents described accepting placements in unfamiliar areas because their preferred locations were unavailable for the near future, leaving them feeling obliged to take what was offered and hope for a later transfer.

4.3 Profile of CAS-2 residents

Between April 2023 and March 2025, there were 5,211 individuals that received support and accommodation in CAS-2.¹³ Of these, 81% had come from custody on HDC, 14% were bailees, and 5% came via other referral routes (see Footnote 11, p.23). Depending on circumstances, those who have left the service may be eligible to use the service again. During the two-year monitoring period, 47 residents (1%) returned after completing an initial placement, with an average gap of eight months between stays.

The average age of CAS-2 residents at the point of referral was 36 years (SD = 10 years), with 4% under 21 and 3% over 55. Most residents were male (86%). The most common ethnicity was White British (75%), followed by Black British (4%), Asian British (3%), and mixed ethnicity (3%). Neither age nor ethnicity were identified by staff or residents as influencing (actual or perceived) delivery or experience of CAS-2.¹⁴

“Everyone is treated as an individual with dignity and respect” – **Nacro Support Worker**

For dignity and privacy, CAS-2 policy requires transgender residents to be housed in single-occupancy accommodation. Monitoring data did not distinguish transgender from non-transgender residents, and none were interviewed within this process evaluation; however, two staff members recalled supporting transgender residents historically, who they confirmed were housed individually (other beds in the property were blocked) and otherwise received support as standard.

¹³ To note, this 5,211 cohort comprises individuals that were resident in CAS-2 during the monitoring period. It is a separate but overlapping group to the 8,991 referees described in section 4.2. A breakdown of the number of referrals and stays is given in Appendix E.

¹⁴ Whilst data about residents' religion, sexual orientation, marital status, and veteran status is collected during the referral process, these were not analysed in this process evaluation as these factors were not described by staff or residents as influencing the delivery or experience of CAS-2.

Individual needs of residents

Although precise estimates are difficult to establish, support needs and disabilities are known to be over-represented in the prison population (MoJ, 2012). Analysis of CAS-2 referral MI data suggested that only a small proportion (2%) of referrals explicitly identified individuals as having a disability. However, interviews with residents suggest that this may understate true prevalence: during this process evaluation, four interviewed residents self-reported a disability that was not reflected in their referral records.

Individual needs are considered as part of the CAS-2 referral process to inform assessments of whether staff and properties can provide appropriate support to a potential resident. Whilst it was reported that Nacro staff try their best to accommodate individual resident needs (for example, by installing mobility aids, re-allocating residents to ground-floor bedrooms, or transferring them to more accessible properties), some staff highlighted that a resident's needs may only become clear once they arrive at the property. In some circumstances, this could lead to emergency transfers or withdrawal of service by Nacro, or people residing within the service for a short while before their required adjustments could be attended to.¹⁵ Nacro staff ascribed this issue to recurring gaps and inaccuracies in information provided by referrers in their referral documents, a problem that was reported to occur more frequently with bailees. Some staff also highlighted cases where the level of need exceeds what CAS-2 can reasonably provide – in these instances, probation officers are notified, and placements are terminated.

“Sometimes we have to withdraw people because we find we can’t accommodate their needs and they then have to go back to prison, which is awful – but I wouldn’t want them to fall down the stairs” – **Nacro Senior Support Worker**

Reflecting findings from wider evidence (for example, House of Commons Justice Committee, 2022), interviews with staff indicated that female residents often had distinct support needs compared with male residents, including complications relating to parenting

¹⁵ Although currently few, the CAS-2 portfolio includes a small number of properties designated as ‘accessible’. These properties incorporate features such as ground-floor facilities, wide passageways, and ramped entrances. Nacro has indicated an intention to onboard more accessible CAS-2 properties over the course of their delivery of the service.

and child access, trauma, and histories of abusive relationships and ties to sex work. Although staff reported making conscious efforts to address these challenges, a recent Nacro (2024) report suggests that further consideration is needed for female residents with support needs relating to being placed away from their families or children – who in many cases are not allowed to reside with them during their stay.

Staff noted that their internal e-learning platform provides numerous modules on understanding and supporting people with diverse needs and disabilities; however, many modules were not mandatory, and some staff – particularly newer staff – had not had time to complete the required and relevant modules.

4.4 Nacro staff perceptions of their role

Each property has a Nacro Support Worker who is responsible for inducting and supporting residents during their stay, conducting weekly support sessions (see Section 4.5) and maintaining the property. They act as the first point of contact for residents.

Interview findings indicated that Nacro Support Workers typically managed between two and five properties, and Nacro Senior Support Staff supervised up to 23 properties. Nacro Support Workers described the practical elements of their role as visiting properties, conducting support sessions, and liaising with external agencies about residents.

Overall, Nacro Support Workers had a positive view of, and strong attachment to, their role, with many describing their work as meaningful and rewarding despite the day-to-day challenges. Staff generally perceived the primary function of their role as empowering residents towards a successful move-on, with many reporting a keen sense of pride when they witnessed a resident transitioning into settled accommodation and disappointment when they do not. However, interview findings indicated that the type and intensity of support received by residents varied at the individual level. Staff reported that some residents were more difficult to engage – particularly those with fewer support needs or who had been in the service for longer, commonly bailees. However, across resident groups, staff reported a keen sense of responsibility to support residents with their particular needs, and most valued the opportunity to build rapport with residents to help them in this regard. Indeed, most residents agreed that staff were helpful and played a

vital role in making their stay a pleasant one, with one attributing their Nacro Support Worker as the only thing keeping them “sane” during their stay.

“I like being able to help people – it is a bit disheartening when they don’t sort things out and relapse” – **Nacro Senior Support Worker**

Building rapport with residents was viewed by Nacro Support Workers as key to their role – as trusting relationships enabled more effective support delivery, stronger engagement, and better cooperation with compliance requirements. However, if there was high staff turnover, staff observed that this affected residents’ ability to build and maintain these relationships with their Nacro Support Worker.

When asked about staff retention, staff believed that the reason many new Nacro Support Workers leave is primarily because of the demanding nature of the role. Transport difficulties were also cited, specifically in London. Persistent staff retention issues in several regions sometimes meant senior staff were required to cover frontline gaps, at times blurring the distinction between Nacro Support Worker and Nacro Senior Support Worker roles. Staff further reflected that the recent rapid expansion of CAS-2 had created recruitment pressures, and new staff often starting abruptly and with less-than-ideal support from experienced colleagues.

Nacro staff described positive working relationships with colleagues and felt supported by their managers. Team meetings were identified as an important mechanism for information sharing and mutual support, helping to reinforce a sense of cohesion across CAS-2 support teams. Line managers were reported as the primary source of wellbeing support for staff, although one staff member noted that additional external support services were available – but not well promoted. Informal peer support among staff was also acknowledged as playing an important role in supporting staff resilience and wellbeing.

4.5 CAS-2 activities

Arrival, inductions, and welcome pack

Staff and resident interviews indicated that CAS-2 inductions were delivered as intended. Most residents, including those transferring from other properties, received a building induction on arrival, covering the tenancy agreement, house rules, and a property inventory. Unfortunately, a lack of consistent induction data recording over the monitoring period meant that we are unable to substantiate these claims quantitatively.

Support staff observed that new arrivals were often tired and so they aimed not to overwhelm them by discussing support aims or domestic responsibilities in the initial meeting. These tasks are often progressed in the days following their arrival, with priority given to assessing and addressing their immediate support needs (for example, arranging universal credit, registering them with GPs and other healthcare providers). Residents who were inducted described the process as thorough and useful, and many spoke positively about their reception, noting that Nacro Support Workers were proactive in providing inductions along with welcome packs of some food staples, basic toiletries, and bedding. Staff confirmed that residents may also be issued with a basic smartphone and a foodbank voucher for essential provisions, depending on need.

To reach the CAS-2 property, residents and staff reported that referees were issued a travel warrant and a public transport map by the court or prison. However, some residents said they travelled with family members or were driven by prison staff. Travel experiences varied from straightforward with relatively short public transport journeys to reported instances of long trips on unfamiliar routes, which resulted in some residents becoming lost. Transport difficulties were particularly acute for residents with disabilities. These travel issues affected induction timings, leaving some residents stressed about breaching their curfew. Those arriving out of hours needed to call an emergency number for entry and wait for induction the following morning. One Nacro Support Worker noted that these challenges may decrease the likelihood of residents arriving as expected.

Between April 2023 and March 2025 there were 398 records of residents failing to arrive at the property and having their place terminated. When asked how they dealt with 'no shows,' Nacro Support Workers described adopting a case-by-case approach; typically,

they will inform their responsible authority within 24 hours. If there is a background of domestic abuse or a safeguarding marker, Nacro Support Workers noted their contractual requirement to report the absence to the police within 30 minutes of an individual's failure to arrive.

Life within CAS-2

Overall, residents reported satisfaction with the standards of CAS-2 housing and amenities. However, in terms of daily routine, experiences were more varied. Staff noted that some residents – most commonly bailees – maintained employment during their stay and had social connections in the local area, meaning they used the accommodation mostly as a place to sleep. In contrast, resident interviewees who came directly from prison often lacked purposeful activity to begin with and spent considerable time by themselves until they were able to access training, work, or community groups.

Interviews with residents highlighted that those without jobs but who had been placed in familiar areas tended to spend a large amount of their time whilst in the service with family or friends. However, for those housed in unfamiliar locations with limited local contacts, daily routines were often characterised by isolation, with many spending extended periods alone in their rooms. Exceptionally, one female resident reported that being placed in a new area and joining local support groups provided a “*fresh start*” and helped her establish new friendships and a renewed outlook on life.

“Since living here I keep to myself – I don’t know anyone here, there’s nothing for me to do” – **CAS-2 Resident**

Overall, there were mixed experiences when it came to house dynamics and the daily routine of CAS-2 residents. Some residents reported positive relationships with others in their property, describing how they shared responsibilities such as cooking and cleaning. Others reported challenges, including disputes with housemates, exposure to other residents’ disruptive behaviour or substance use, unfamiliarity with the local area, and negative interactions within the local community. For these individuals, feelings of isolation were more common. Some staff observed that women’s properties were more prone to

polarised dynamics, with housemate relationships more likely to be either very cohesive or highly dysfunctional.

Support sessions

CAS-2 residents should receive at least two hours of contact with a Nacro Support Worker every week, which they are expected to engage with as a condition of their stay. Interviews with Nacro Support Workers and residents suggested that one to two formal face-to-face sessions took place per week, typically lasting between 45 minutes and 1.5 hours.

Depending on a resident's need, these structured sessions could cover topics including health, finances, work, training, and move-on plans. These sessions were supplemented with other forms of contact over the week, for example, phone calls and collective house meetings. The formal and informal support was positively received by residents.

Analysis of monitoring data suggested that, on average, one formal support session was attended for every five nights stayed by a resident. Indeed, over the monitoring period, 90,553 formal one-to-one support sessions were scheduled by Nacro staff, of which 89% were attended. Attendance at support sessions is monitored closely, and non-attendance is managed through an escalation process that may result in a formal warning or, in cases of persistent non-engagement, escalation to the resident's responsible authority. Of the 10,299 missed sessions, 40% (4,111) resulted in a formal warning being issued.

Nacro Support Workers emphasised that building trust and rapport was central to encouraging residents' engagement; however, barriers to engagement were identified. For example, more independent residents were perceived to be less receptive to support due to busy schedules, privacy around personal issues (such as substance use), or a general resistance to the service. These challenges were reported to be most acute among bailees, who – without a conviction or probation officer – were perceived as having lower motivation to engage. In addition, it was noted that support sessions became quite repetitive for residents who had been in the service for several months or whose primary support needs had already been met, again, contributing to lack of engagement in some instances. Changes to HDC policy had led to more residents staying for longer periods, shifting the focus of support sessions away from quickly securing community accommodation and sometimes making sessions become repetitive over time. Interview

findings also suggested that flexibility was necessary when scheduling sessions for residents who had day jobs to encourage engagement. If convenient, support was sometimes delivered over the phone, although staff still had a requirement to visit a resident in-person at least once per week.

Regional variation in support delivery was noted, with suggestions that support sessions in some areas was more consistent and better in quality than others. In London where teams were experiencing higher levels of staff turnover, staff felt this affected the ability to build the strong rapport with residents necessary to deliver effective support sessions. Nacro Senior Support Staff reported that Support Workers in areas with high turnover often lacked confidence and experience, meaning that they avoided sensitive topics and relied heavily on closed questioning. It was also reported that London services relied more upon agency staff. This highlighted a disparity between London compared to other delivery regions, where there was evidence of stronger relationships between Nacro Support Workers and residents which were nurtured during support sessions.

Monitoring and incidents

Staff reported that a core part of their role involved monitoring the property and house dynamics, ensuring adherence to house rules, and overseeing residents' general safety and wellbeing. This was primarily achieved through scheduled visits and routine interactions with residents. Staff and residents also shared mobile phone numbers and could contact one another when issues arose or to confirm visit timings, though unscheduled visits to the property were occasionally undertaken where concerns about residents arose.

When asked, residents did not report concerns with security or safety at the properties. CCTV was installed at the entrance of all female properties and many male properties. While intended to support security and deter unauthorised access, staff also noted that it could be used to verify compliance, for example, when checking on whether guests had stayed over. Most residents in CCTV-equipped houses viewed its presence positively rather than negatively, mentioning that it made them feel safer.

Although most staff reported that they have never felt unsafe in their roles, many described frequent exposure to abusive behaviour (for example, incidents involving weapons, dogs).

In this sense, interviewed staff indicated that a high level of personal resilience was integral to the role, and that a degree of preparedness for resident aggression aided their ability to manage such incidents when they arose. Staff also emphasised the importance of peer and supervisory support in coping with such incidents.

Staff described a clear incident management process involving fact-finding, risk assessment, information sharing with relevant agencies, and formal reporting through Open Housing. Responses were proportionate to the severity of the incident and could include warnings, case reviews, safeguarding referrals, or withdrawal of the service. Staff reported regional variation in the responsiveness of emergency services and partner agencies to incidents and alluded to some administrative burden when recording incidents.

Between April 2023 and March 2025, CAS-2 staff logged 2,375 incidents about behaviour – an average of 3.2 per day across the service. Major incidents (such as violence and drugs) accounted for 59% of these, while minor incidents (such as vandalism and overnight guests) made up 41%.

Table 2: Percentage of behavioural incidents by type

Incident type: Behaviour	Description	% of overall incidents
Drugs	Evidence of drug dealing, possession of drugs, or the presence of drug paraphernalia in properties	28%
Property	Damage/theft of CAS-2 property including vandalism and theft or resale of communal items	20%
Visitors	Unauthorised overnight guests or any guests under 18 years old	19%
External/Police	Incidents involving police raids, allegations of theft (outside of the property), and arrests for either minor or serious offences	17%
Assault/Abuse	Verbal, physical, or psychological abuse, including threats and aggression toward either staff or residents	16%

In addition to behavioural incidents, there were 443 incidents recorded over the reporting period that involved either injury or death of a resident. Of these incidents, 24% related to self-harm and attempted suicide, and 3% related to the death of a resident.¹⁶

Connection with local agencies, authorities, and services

Nacro are expected to establish good liaison with the police and with other stakeholders, including prisons, HM Probation Service, local authorities, and electronic monitoring suppliers. A core function of CAS-2 is to help residents build connections with local agencies, authorities, and services depending on their needs and circumstances. HM Probation Service, police, and legal services were those that staff reported the most contact with. Interviewed staff reported that their work, as well as residents' likelihood to secure a successful move-on, benefited when strong cross-agency relationships had been established, particularly with HM Probation Service and the police, as this facilitated information sharing and joint problem-solving. However, Senior Nacro staff overseeing multiple regions noted considerable regional variation in inter-agency collaboration, which they felt contributed to uneven experiences for residents across England and Wales. For example, staff noted that some residents benefited from regular, supportive communication with their probation officers, while others faced difficulties obtaining updates and even felt responsible for chasing information themselves. Probation services were perceived and experienced to be under strain and affected by high staff turnover, which Nacro staff reported as impacting their work. Relationships with the police also varied: in some regions, local police forces were reported to have well-established information-sharing arrangements with Nacro Support Workers, while in others communication was described as more limited or subject to delays.

Nacro Support Workers played a vital role in linking residents – particularly those unfamiliar with local provision – to health, mental health, and substance misuse services. This included help with registering at GP surgeries and signposting to relevant specialist services (for example, housing support). Staff noted that residents often relied heavily on

¹⁶ Deaths are recorded if a resident is either residing in a CAS-2 property at the time of their passing or else was staying in a CAS-2 property within the last seven days. Strict protocols are in place that guide HMPPS actions and investigations following any injuries or deaths within the service.

Nacro Support Workers to navigate these systems, for example, when completing housing applications. This was particularly acute for residents who had difficulties with literacy.

Nacro Discretionary Fund

The Discretionary Fund is a hardship fund supplied by Nacro and available for CAS-2 residents to support their wellbeing, employment, and/or successful move-on. Support staff explained that it may be granted for purposes such as a first month's rent deposit when a resident moves on, a bicycle to support exercise and commuting, or essential work equipment such as boots or a hard hat. Staff who had used the fund described it as beneficial in circumstances when money might be an obstacle to rehabilitation activities, noting that residents who receive it were very appreciative.

“The fund is like a lifeline for some of our guys” – **Nacro Senior Support Worker**

Awareness and promotion of the fund depended largely on the initiative of individual staff members, resulting in some uneven use across the service. Two Nacro Support Workers reported that, although they were aware of the fund, they had not applied for it on behalf of a resident. One interviewed resident mentioned that they had heard of the fund and that they hoped to use later in their stay to support moving on.

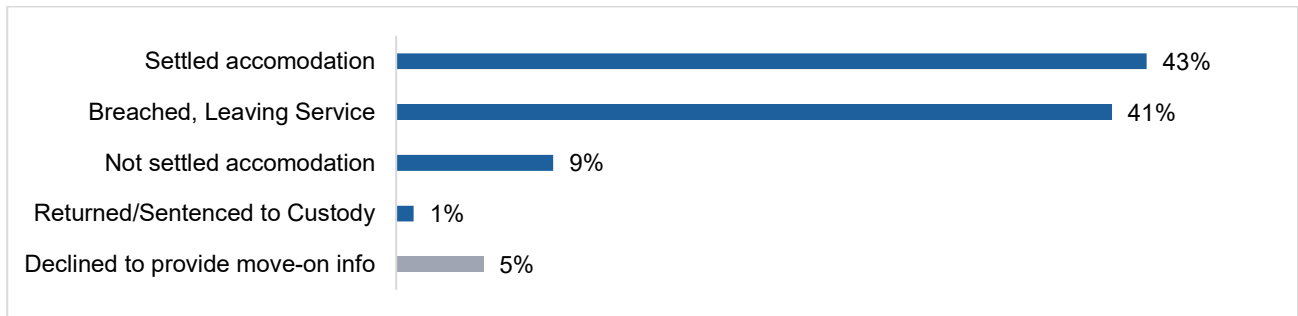
4.6 Indicative CAS-2 outcomes

The majority of CAS-2 stays (73%) lasted for 31 days or more, with some (7%) lasting over six months. Only a minority of stays were less than five days (2%). Overall, the average length of stay was 88 days.¹⁷

At the point of departure from CAS-2, the move-on circumstances of each resident are recorded.¹⁸ Figure 2 presents an overall breakdown of move-on outcomes, including planned move-ons and departures due to breaches of licence or placement conditions.

¹⁷ Stays may extend beyond an individual's expected release date. Therefore, not all this time equates to a direct prison place saving.

¹⁸ There is no systematic follow-up of outcomes beyond the point at which they are recorded and therefore, it cannot be verified if outcomes were sustained over longer periods.

Figure 2: CAS-2 move-on outcomes between April 2023 and March 2025

Departures due to breaches of licence or placement conditions

Analysis of departures between April 2023 and March 2025 showed that a quarter of all residents (25%, $n = 1,275$) departed the service prematurely because they had breached the terms of their bail conditions or licence and/or broke their EMS (Electronic Monitoring Service) tag's curfew. A further 10% ($n = 492$) absconded from CAS-2, 4% ($n = 180$) departed after they were arrested for further reasons, and the remainder (3%, $n = 143$) breached their resident contract in other ways (for example, anti-social behaviour, having overnight visitors). Overall, this means 41% of departures from the service were due to breaches.¹⁹

Staff interviews suggested that substance misuse was a common underlying factor in absconders and non-compliance, with one staff member noting that some residents absconded from the service to obtain and use drugs.

Analysis of departure records by gender revealed that female residents were more likely than males to breach their bail/licence conditions or EMS curfew (31% vs. 24%) or to abscond from the service (14% vs. 9%). Likewise, bailees were more likely than HDC referrals to abscond (14% vs. 9%). Indeed, interviewed staff reported that bailees often were “*less complicit*” and more “*flighty*” than other residents, which was attributed to the fact that they were not on a formal rehabilitation pathway and were therefore less inclined to adhere to service requirements. Unfortunately, data reporting lags mean that we are

¹⁹ Monitoring data did not specify whether the breach resulted in a return to prison, or some other arrangement organised by the responsible authority.

unable to formally report on reoffending outcomes for CAS-2 residents over the monitoring period in this process evaluation.²⁰

Planned move-on outcomes

When residents leave the service due to the end of their tenancy period or a change in circumstances, Nacro Support Workers record where they are moving to. Analysis of these planned move-ons showed that settled accommodation was the most common outcome, with 43% moving on to stable housing of some kind; see Figure 2. This outcome was more prevalent among individuals referred via the HDC pathway compared to those on bail (44% vs. 35%), and among male residents than female residents (44% vs. 33%). Settled accommodation outcomes varied by region, with London showing the highest proportion of individuals in some form of stable housing post-CAS-2 stay (54%) and the East Midlands and North-East showing the joint lowest (36% each). Among residents who moved on to settled accommodation, most returned to live with family or friends (13% of overall departures). A further 9% entered private rented housing, 8% transitioned to CAS-3 accommodation, and 6% moved into supported housing.

A smaller proportion of residents (9%) left the service at the end of their stay without stable housing. Of these, 4% left to homeless or sleeping rough, while 5% moved on to unstable or temporary accommodation (such as hostels, B&Bs, or overcrowded homestays). Only 1% of residents were recorded as leaving the service to commence a custodial sentence. Move-on information was not disclosed for the remaining 5% of residents.

Interviews with residents highlighted that many desired stability and a “*normal life*” following their CAS-2 stay. Indeed, many reported that they would return to their family or own accommodation, so did not feel a need to worry about the future. However, according to staff, some residents were dependent on Nacro’s support and expected them to find secure housing on their behalf. These individuals often felt unprepared for independent living, choosing to delay long-term accommodation planning until they were closer to their departure date. Staff members reflected that residents who were reluctant to move-on

²⁰ For information on how the MoJ measure reoffending, including the data lags required to enable robust reporting, please see the following webpage: <https://www.gov.uk/government/collections/proven-reoffending-statistics>

often ended up in other supported accommodation such as CAS-3 as a result. For residents on bail, these issues were felt more intensely, in part due to the uncertainty around where they will end up following their stay.

Barriers to successful move-on

In interviews, residents highlighted multiple obstacles that prevented them from securing a successful move-on outcome. This included being unable to afford properties in their desired location, high levels of competition for vacancies within the private rental sector, and strict guarantor requirements. Some residents and staff also perceived that factors such as an individual's appearance and having a criminal record adversely affected residents' access to stable long-term accommodation, despite the protections afforded by the Rehabilitation of Offenders Act 1974 that restrict the use of spent convictions in housing decisions.

"If [private landlords] hear you have a criminal record, they're more likely to say '*jog on*'"
– CAS-2 Resident

Finding accommodation was harder for residents who wanted to live in higher demand cities. Age was also a factor in move-on outcomes. For example, residents under 35 often faced restrictions on access to housing benefits, however it was also reported that younger residents were generally more willing than older residents to consider shared accommodation as an option. Conversely, residents aged over 55 were more likely to receive priority access to sheltered housing options.

Evidence for reduced demand on prisons

The core aim of CAS-2 is to alleviate pressure on the prison estate by providing an alternative to custody by diverting individuals away from custody who would otherwise be held in prison or facilitating their earlier release. Based on an analysis of all nights spent in CAS-2 accommodation over the monitoring period, it is estimated that about 72% of these nights would otherwise have been spent in prison.²¹

²¹ This figure was calculated based on residents' scheduled HDC licence and prison departure dates. Given the uncertainty set out in Section 4.6, the figure represents an *approximation* of saved prison bed days.

5. Conclusions

This mixed-methods process evaluation examined the extent that CAS-2 is being delivered in line with its intended operational model and explored the challenges and enablers linked to its effective delivery. It also sought to explore variation in service delivery across resident cohorts and geographical locations, whilst providing an initial, indicative assessment of service outcomes. Findings are time-bound and constrained by a small self-selecting qualitative sample and MI data quality; however, within these parameters, the evidence suggests that CAS-2 is operating broadly as intended. Few systemic barriers to delivery were identified during the process evaluation and overall, sentiment towards the service amongst interviewed stakeholders was positive. The sections that follow set out the key findings in more detail stratified by the evaluation's three guiding RQs, alongside considerations for operational practice.

5.1 RQ1 – Is CAS-2 delivered as intended, as outlined in its Theory of Change?

CAS-2 is largely delivered as expected, in line with contractual requirements and its Theory of Change (see Appendix B). Accommodation quality was consistently reported and observed to be good, with properties described by residents as safe, comfortable, and well maintained. Nacro staff were reported to respond promptly to repair requests.

Nacro was found to have a reasonably established procurement processes and landlord networks, allowing it to source suitable properties across most regions. However, findings suggested that the ability to expand the portfolio at pace is constrained by strict property criteria and high urban rental costs, particularly in high-demand regions. Bed space availability was around 13% over the monitoring period, suggesting scope to optimise the service to accommodate more people.

Frontline staff were reported and observed to be caring and motivated, providing both practical and emotional support that was valued by the residents. However, staff retention and, in some regions, reliance on agency staff were identified as a frequent problem that could hamper this and interrupt continuity of care. Issues were further exacerbated by the

rapid scale-up of the service in 2025, as teams of new staff were reported to assume frontline responsibilities quickly, sometimes with limited access to experienced supervisory support. Whilst staff induction shadowing and e-learning were offered as standard, engagement with these resources was uneven due to workload pressures.

Findings suggested that key service activities, from induction through to weekly support sessions and external linking, were broadly implemented as intended. Inductions appeared comprehensive in practice; however, this was not possible to verify with monitoring data. Weekly support sessions were reliably delivered and well structured. Staff reported maintaining regular contact with residents (at least one per week) through phone calls and house visits, which allowed them to monitor compliance with house rules and licence or bail conditions. Where installed, residents viewed the use of CCTV as proportionate and a means to promote their safety.

The quality and consistency of partnerships between Nacro Support Staff, local authorities, and health and other support services were reported to vary across regions. This was attributed to variations in local service provision and, therefore, the extent to which effective partnerships could be established and sustained. Participants perceived this variation to contribute to uneven access to support for residents, particularly in relation to probation practitioner contact and substance misuse services, which in turn influenced the level of support that Nacro staff were able to provide. Where accessed, staff reported that the Nacro Discretionary Fund delivered meaningful benefits and was highly valued by residents.

5.2 RQ2 – How do residents' experiences of CAS-2 differ, and what factors influence their perceptions of the service?

Findings suggest that residents' personal circumstances, alongside wider contextual factors, influenced their perceptions and experiences of CAS-2. Factors reported to contribute to variation included placement location, the quality and completeness of referral information, the complexity of residents' needs, and the appropriateness of the service model for different groups.

Individuals placed in CAS-2 on bail were identified as a distinct cohort of residents. Staff reported differences in both perceptions of, and engagement with, the service among this group compared with those released from prison following a custodial sentence. Bailees were perceived to experience greater uncertainty due to variable court outcomes, changing hearing dates, and potentially extended periods in accommodation, which staff suggested put limits on the relevance or effectiveness of structured move-on support. In addition, their engagement was reported to be influenced by existing employment commitments and more established community ties. Staff also noted that referrals for bailees were often made under tighter time constraints and contained less detailed information than referrals for prison leavers. As a result, Nacro Support Workers reported that bailee's unmet needs or risks were sometimes identified only after they had entered the service.

Staff also identified female residents as a group more likely to present with specific needs (see Section 4.3). These included childcare and family responsibilities, experiences of trauma, and heightened safety concerns. Staff indicated that responding effectively to these needs often required trauma-informed approaches, strong links with specialist female services, and careful consideration of placement decisions, which were not always possible to achieve. Women's property dynamics were described as more polarised, tending toward either high cohesion or else high dysfunction. The lower number of female-only CAS-2 properties meant that female residents were more likely to be housed away from their home location, which was found to reinforce feelings of isolation and disconnection.

Findings suggest that residents with disabilities or additional support needs receive enhanced support from Nacro staff where possible, including increased efforts to secure accessible rooms, mobility aids, healthcare support, and access to mental health services. However, evidence indicated that the service's capacity to meet complex physical or clinical needs is inherently limited. When needs were assessed to exceed what CAS-2 could reasonably provide, cases were denied a placement and passed back to relevant responsible authorities, highlighting gaps in provision for individuals with higher support requirements.

Finally, residents who were placed in areas that were unfamiliar to them – either due to a lack of more local vacancies or else restrictions linked to their licence or bail conditions – were found to exhibit greater barriers towards engaging with local services and the wider community. In their interviews, these individuals reported being more likely to withdraw socially, spend extended time indoors, and show reluctance to commit to their resettlement (for example, by not registering with healthcare or employment providers). By contrast, those housed in areas aligned with their preferences or close to their support networks typically reported higher motivation to engage with support offers.

5.3 RQ3 – What are the indicative outcomes of CAS-2, and how do they vary across resident groups?

As a service, CAS-2 demonstrates a clear ability to relieve pressure on the prison estate by providing safe, community-based accommodation for individuals who would otherwise be held in custody. Analysis of MI data showed that indicative housing outcomes for those who completed a CAS-2 stay were promising, with 43% of those examined during the monitoring period moving onto settled accommodation after departing the service. However, around 10% of residents left without stable accommodation. Findings suggested that this was due, in part, to wider structural barriers facing people with convictions and complex needs, exacerbated by a highly constrained housing market.

Although staff support residents to comply with their licence or bail conditions, analysis of MI data showed that breaches leading to departure were common, occurring among 41% of residents between April 2023 and March 2025. Although they will not all have resulted in a return to prison, these breaches naturally would have reduced the ability of CAS-2 to lower demand on the prison estate. Therefore, understanding and addressing the drivers of breaches remains a key challenge for strengthening the service's longer-term impact.

5.4 Areas for further development

In offering initial insights into the delivery and reception of CAS-2, this process evaluation contributes to an evidence base that can inform the design and scope of any future impact evaluations of the service. However, gaps in the current evidence remain, and addressing

these would strengthen understanding of service delivery and support more robust follow-up evaluation activity. These include:

- **Referral process:** Who makes referrals, how confident they feel in undertaking this task and explaining the service to possible users, and what additional guidance or support could help them to deliver their role. Could targeted promotional campaigns be used to build awareness amongst staff in the criminal justice system, as well as people passing through. Who is accepted or refused a placement, and how long are waiting lists.
- **Breaches:** The factors contributing to individual breaches of licence or bail conditions amongst CAS-2 residents and the operational adjustments that could reduce their occurrence.
- **Rehabilitative work in support sessions:** The themes and topics discussed and prioritised during support sessions with CAS-2 residents and the methods used to monitor and evidence rehabilitative progress over time.
- **Longer-term outcomes (as set out in the Theory of Change):** The accommodation and reoffending outcomes of CAS-2 residents after leaving the service, and their (retrospective) views on the service's role in supporting their resettlement and rehabilitation.

Beyond addressing knowledge gaps, answering these questions would serve to enhance any future CAS-2 improvements and encourage greater alignment with the service's overarching policy aim to relieve pressure on the prison estate, thus maximising the capacity available for prison places to be used for public protection.

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Appendix A: Overview of the CAS-2 referral and induction processes

Referrals

CAS-2 provides support to courts and prisons in achieving the best use of custody space through the provision of suitable accommodation across England and Wales to individuals assessed as being medium or low risk of serious harm (RoSH) on OASys. Referrals to CAS-2 must adhere to the eligibility criteria and be responded to within the designated time limit, as set out in the CAS-2 policy framework.²² Access to the service is provided to the following groups (set out in priority order):

1. Individuals who have been granted a bail order by a court, or released from remand on a bail order
2. Individuals released from prison subject to a Home Detention Curfew (HDC)
3. Individuals who are subject to Alternative to Custodial Recall (ATCR)
4. Individuals who are referred from Approved Premises
5. Individuals referred due to being Homeless at their Conditional Release Date (HCRD)

More recently, the service has accepted individuals sentenced to an Intensive Supervision Court (ISC) with a residential requirement.

CAS-2 will not accept individuals who are on police bail, have received a caution, have been convicted, or have been charged in relation to offences listed in Schedule 3 of the Sexual Offences Act 2003. Individuals charged or convicted of arson in the last ten years are considered on a case-by-case basis. Additional exclusion criteria are set out in the CAS-2 policy framework.

As set out in Table A1, three different agencies can make referrals to CAS-2.

²² <https://www.gov.uk/government/publications/community-accommodation-service-tier-2-policy-framework>

Table A1: Overview of CAS-2 referral agencies, pathways, and type.

Referring agency	Referral pathway	Most typical referral types
HM Prison Service	Prison Offender Managers	1. Individuals on HDC 2. Individuals on bail from custody
HM Probation Service	Community Offender Managers	1. Individuals subjected to ATCR 2. Individuals who are HCRD
Courts	Bail Information Officers	1. Individuals on court bail

Inductions

When first arriving to a CAS-2 property, all residents should be met in person (if they arrive before 10pm), given keys, shown around their accommodation and receive a formal induction. Nacro are required to conduct an induction with all new residents where they are informed of the rules, procedures, safety measures, and support available at the property. Formal inductions are given to residents following arrival, unless residents arrive late, in which case they are given the following day by Nacro Support Workers or, occasionally, Nacro Senior Support Staff. Nacro staff are required to induct residents within this time limit to ease the transition from a structured prison environment to community life.

Residents receive a welcome pack of information, toiletries, and other essentials. Female residents, families, and transgender residents should receive additional items in their welcome pack specific to their needs. All residents should also receive a basic smartphone and Wi-Fi access.

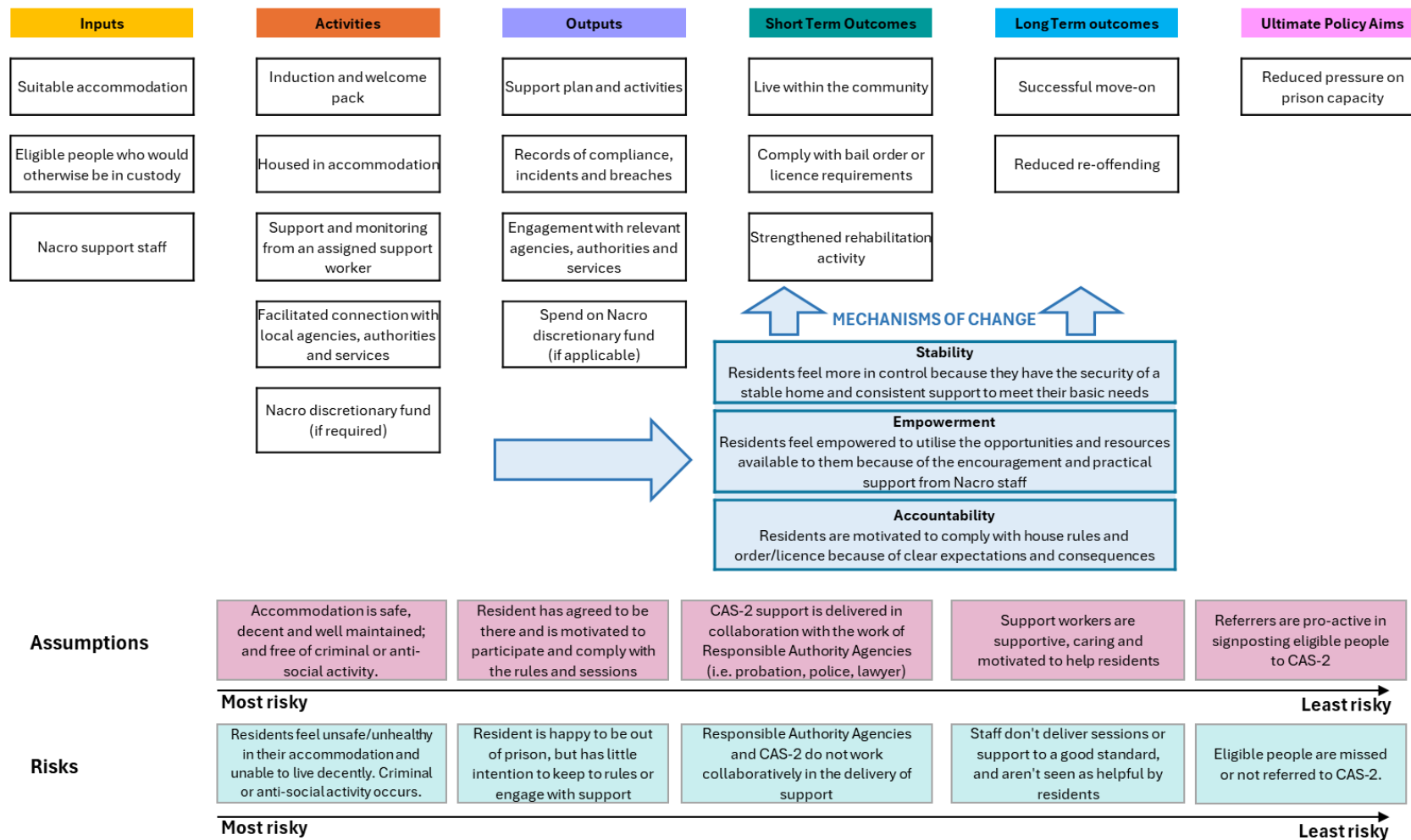
Appendix B: CAS-2 Logic Model

The CAS-2 Logic Model (Figure B1) provides a visual summary of the Theory of Change underpinning service delivery. The model presents the key components of the intervention – from inputs and activities through to outputs and intended impacts – in a simplified, conceptual format. Its purpose is to offer a clear and accessible representation of the intervention’s underlying assumptions and causal pathways, thereby supporting a shared understanding among stakeholders of how the service is intended to operate and achieve its objectives. In doing so, it also provides a structured framework to inform and support robust evaluation of the service.

The Logic Model was first developed in 2024 and then updated in 2025 as part of a wider Theory of Change process that involved workshops and consultations with relevant HMPPS operational and policy teams, Nacro staff, and MoJ researchers.

Figure B1: CAS-2 Logic Model

Context: Prison capacity is under pressure and a contributing factor is that individuals eligible for bail or home detention curfew are held in custody because they lack access to suitable accommodation. The Community Accommodation Service Tier 2 (CAS-2) helps to ease pressure on the prison estate by providing accommodation to eligible individuals who would otherwise remain in custody. Alongside housing, CAS-2 gives tailored support to strengthen rehabilitation, addresses individual needs in preparation for move-on, and monitors compliance with bail orders or licence conditions.



Appendix C: Data sources used in this process evaluation

The following information describes the data sources used in this mixed-methods process evaluation of CAS-2. Table C1 sets out a clear overview of the data sources. This is followed by a detailed description of each source. Definitions of roles and terms are given in the glossary.

Table C1: Overview of data sources used in this process evaluation.

Research arm	Data source	Data source subsets
Interview data (qualitative)	CAS-2 residents	$n = 8$ residents
	Nacro staff	$n = 4$ Nacro Support Workers $n = 5$ Nacro Senior Support Staff $n = 2$ Nacro Property Leasing Staff
	HMPPS staff	$n = 3$ Contract Managers
Observation data (qualitative)	Research notes from site visits	$n = 8$ property observations $n = 3$ support session observations
Monitoring service data (quantitative)	HMPPS Performance Hub	- Referrals database - Residents database - Incidents database

Interviews and observations (qualitative)

CAS-2 residents

A diverse sample of CAS-2 residents were interviewed to capture a range of user experiences, reflecting variation in gender, location, and referral route. Participants were approached during site visits and invited to take part in an interview after seeing and consenting to the briefing materials. Most interviews were conducted in person by members of the evaluation team, with notes handwritten and typed up afterwards. To increase female resident representation in the process evaluation, a follow-up interview with a female CAS-2 resident was conducted online.

Table C2: Overview of CAS-2 residents interviewed as part of the process evaluation.

#	Gender	Property location	Referral type
1	Male	Swansea	HDC
2	Female	Swansea	Prison Bail
3	Male	Newcastle	HDC
4	Male	Newcastle	Prison Bail
5	Male	Corby	HDC
6	Male	Corby	HDC
7	Male	London	HDC
8	Female	Plymouth	HDC

Nacro Support Workers

Nacro Support Workers are the primary point of support for residents in each CAS-2 property. They visit weekly to conduct support sessions, induct new residents, and monitor the residents and property for any issues. Nacro Support Workers are usually recruited with prior experience in social care, justice, or supportive housing, bringing expertise in working with adults struggling with economic hardship, challenging behaviours, and social or welfare difficulties. Nacro Support Worker training includes several weeks of shadowing experienced Nacro Support Workers, as well as access to online resources on service procedures, diversity, and mental health. Nacro Support Workers are supervised by Nacro Senior Support Staff, who hold weekly team meetings to review cases and share practice updates. Four female Nacro Support Workers were interviewed in this process evaluation, who worked in a variety of locations and possessed varied levels of experience.²³

Table C3: Overview of Nacro Support Workers interviewed as part of the process evaluation.

#	Location	Time in role
1	Swansea	2 years
2	Newcastle	6 weeks
3	Corby	2.5 years
4	London	4 months

²³ The gender of Nacro Support Workers was not known or considered during sampling. It is not possible to determine whether the all-female sample is representative of the workforce or occurred by chance.

Nacro Senior Support Staff

Nacro Senior Support Staff oversee the delivery of CAS-2 frontline support. They do not typically work with residents, but rather their core responsibilities include training, guiding, and supporting frontline Nacro Support Workers; monitoring and quality-controlling data recorded in Nacro's Open Housing data system; and managing and responding to incidents. Nacro Senior Support Workers are overseen by Nacro Service Leads that lead and administrate across CAS-2 teams within a set geographic area.

Table C4: Overview of Nacro Senior Support Staff interviewed as part of the process evaluation.

#	Role	Region	Duration of service
1	Nacro Service Lead	Southwest	2.5 years
2	Nacro Senior Support Worker	Northwest	10 months
3	Nacro Senior Support Worker	Wales	2 years
4	Nacro Service Lead	Wales & London	Over 2 years
5	Nacro Service Lead	West Midlands	9 Months

Nacro Property Leasing Staff

Nacro Property Leasing Staff are responsible for acquiring, leasing, and handing back properties for the CAS-2 service, working to a Target Operating Model (TOM) set by the MoJ. They ensure all properties meet contractual requirements and negotiate and manage leasing agreements with landlords. Properties are sourced at trade events and in publications or online and via network building with private landlords. Two regional leasing managers oversee half of the country each and lead a team of leasing managers.

Table C5: Overview of Nacro Property Leasing Staff interviewed as part of the process evaluation.

#	Role	Region	Duration of service
1	Regional leasing manager	Wales and West of England	9 years
2	Leasing manager	Northwest	1 year

Contract Managers in HMPPS

CAS-2 Contract Managers are internal HMPPS staff who oversee the delivery of CAS-2 by Nacro, ensuring that the service meets its contractual obligations and adheres to the agreed standards. Their duties include monitoring performance against key performance indicators, reviewing service data and reports, and addressing operational issues or escalated incidents. Acting as a key link between the MoJ, HMPPS, and Nacro, they provide assurance that service delivery aligns with policy requirements and contractual terms. Contract Managers also work closely with senior leaders within Nacro to resolve challenges and maintain consistent quality across the service.

Table C6: Overview of Contract Managers interviewed as part of the process evaluation.

#	Region	Duration of service
1	London	3 years
2	East	6 years
3	Northwest	8 months

Observed properties

Research staff visited operational properties, making observational notes in accordance with the Property Observation Framework (see Appendix D).

Table C7: Overview of CAS-2 properties observed as part of the process evaluation.

#	Property type	Location	Occupancy size
1	Male	Swansea	4
2	Female	Swansea	2
3	Male	Newcastle	2
4	Male	Newcastle	1
5	Male	Corby	4
6	Male	Corby	3
7	Male	London	4
8	Female	London	2

Observed support sessions

On visits, consent was sought from staff and residents to observe formal 1:1 support sessions delivered as part of the support package offered to residents by Nacro. Three were observed and notes were taken in accordance with the Support Session Observation Framework (see Appendix D).

Table C8: Overview of CAS-2 support sessions observed as part of the process evaluation.

#	Gender	Location
1	Male	Newcastle
2	Male	Corby
3	Male	Corby

Monitoring information (quantitative)

HMPPS Performance Hub

The HMPPS Performance Hub is the central system used by HMPPS to publish and monitor prison and HM Probation Service performance data. The latest CAS-2 management information is supplied by Nacro to HMPPS each week for performance monitoring and analysis and uploaded to the Performance Hub as part of distinct databases. In this process evaluation, the following databases were used:

- **Referrals** – details of every CAS-2 referral received by Nacro.
- **Service users** – details of all residents' CAS-2 stays.
- **Properties and bed space occupancy** – details of every CAS-2 property and bed space.
- **Incidents** – log of all incidents occurring at CAS-2 properties, as recorded by Nacro staff.
- **Support sessions** – log of all scheduled support sessions, including whether they were attended.

Appendix D: Interview topic guides and observation framework

Interviews undertaken as part of this process evaluation were informed by bespoke topic guides, developed in consultation with internal stakeholders and aligned with the evaluation's RQs. A condensed version of the core question bank from the individual interview topic guides is provided below. In line with the semi-structured design of the interviews, these core questions were supplemented, where appropriate, with follow-up prompts (reported below in italics) to explore participants' responses in greater depth.

Observations were similarly structured using dedicated observation frameworks. These were guided by the service's Theory of Change (see Appendix A) and the *Decent Homes Standard* guidance set out by the Department for Communities and Local Government (2006). Abridged versions of the observation frameworks are also included below.

Resident interview guide

1. What happened when you first arrived here? (*How did you get here? Who met you? What information did you receive?*)
2. What do you think about living here? (*What do you like/dislike about it?*)
3. What do you think about the security here?
4. How do you find having housemates?
5. How much do you agree or disagree with the statement, "I feel supported here"? (*Physical health, mental health, accessibility*)
6. Tell us about the support sessions. (*For example, their frequency, length, usefulness*)
7. Tell us about other services you have contact with. (*For example, Police, HM Probation Service, or housing*)
8. How have you been supported to get accommodation to move-on?

Nacro Support Worker and Nacro Senior Support Worker interview guide

1. Are you involved with new residents as they join the service?
2. Are there any challenges inducting new residents?
3. In your opinion, how well does CAS-2 account for resident's needs?
4. What adjustments can be made for specific groups of residents? (*For example, female residents, families, transgender residents*)

5. Tell us about the support sessions for CAS-2 residents. *(For example, their aims, length, usefulness)*
6. Have you had experience accessing the Nacro Discretionary Fund on behalf of a resident? If yes, tell us about it.
7. Tell us about your experience reporting incidents at CAS-2 properties?
8. What contact do you have with police or HM Probation Service related to CAS-2 residents?
9. What other services do you interact with? *(For example, housing, health)*
10. How are residents supported to find settled accommodation?
11. Is there anything you would change about CAS-2?

Nacro Property Leasing Staff interview guide

1. What is the process for identifying potential CAS-2 properties?
2. How easy is it to identify suitable properties?
3. How do conversations with potential landlords typically go?
4. What is the process to agree contracts?
5. How do discussions with local authorities go?
6. How do neighbours typically respond?
7. What work typically needs to be done to prepare a property for CAS-2 residents? *(For example, safety, security, or privacy checks)*
8. How are contractors selected to carry out necessary work?
9. Why might a property be decommissioned?
10. Is there anything you would change about the CAS-2 procurement process?

Contract Manager interview guide

1. In your role, which stakeholder do you usually work with and in what capacity? *(For example, Nacro staff, MoJ staff)*
2. How often do you visit CAS-2 properties? *(What are the main purposes of visits?)*
3. How well does the contract with Nacro work?
4. How do you monitor whether Nacro are delivering CAS-2 as intended? *(How quickly are issues resolved?)*
5. What types of incidents or issues are you notified of?
6. How much does your role bring you into contact with data?
7. Is there anything you would change about CAS-2 and, if so, what?

Property observation framework

1. What does the area surrounding the property appear to be like? *(For example, the road, other houses, amenities)*
2. What rooms in the property are you able to access/ observe?
3. What are the living conditions like? *(For example, the cleanliness and state of repair, whether properties are an adequate size and appear fit-for-purpose)*

4. What are the facilities and services available like? *(For example, 'reasonably modern,' well insulated for noise and heat)*
5. Does the property appear to be safe to live in? *(For example, any hazards or security issues)*
6. How many people were present at the property during the visit? *(Was there anyone else there?)*
7. What were residents doing during the visit? *(For example, interacting with each other, using smartphones, watching TV, cooking)*
8. How do Nacro Support Workers interact with residents? *(What does their relationship appear to be like?)*

Support session observation framework

1. What topics are discussed? *(For example, employment, substance misuse, move-on accommodation)*
2. What type of support is offered? *(For example, guidance, practical assistance, signposting, encouragement)*
3. What is the engagement like? *(For example, Nacro Support Workers' motivation to help, residents' motivation to listen and act, length of the session, any interruptions)*

Appendix E: Flow of referrals and residents into CAS-2 during the monitoring period

The following figures provide a visual map of the flow of referrals and services users into CAS-2 between April 2023 and March 2025. Figure E1 includes information on the number of new referees into CAS-2 during the period who were made offers for a CAS-2 bed space following a referral and were formally assigned a bed space. Cancellation numbers, including reasons why offers were most often cancelled, are also provided. Figure E2 tracks the progress of residents (i.e., referees who were assigned to a bed space) from being booked to arrive at CAS-2 accommodation through to the number inducted into the service and who completed a stay.

Figure E1: Flow of CAS-2 referrals (April 2023 to March 2025)

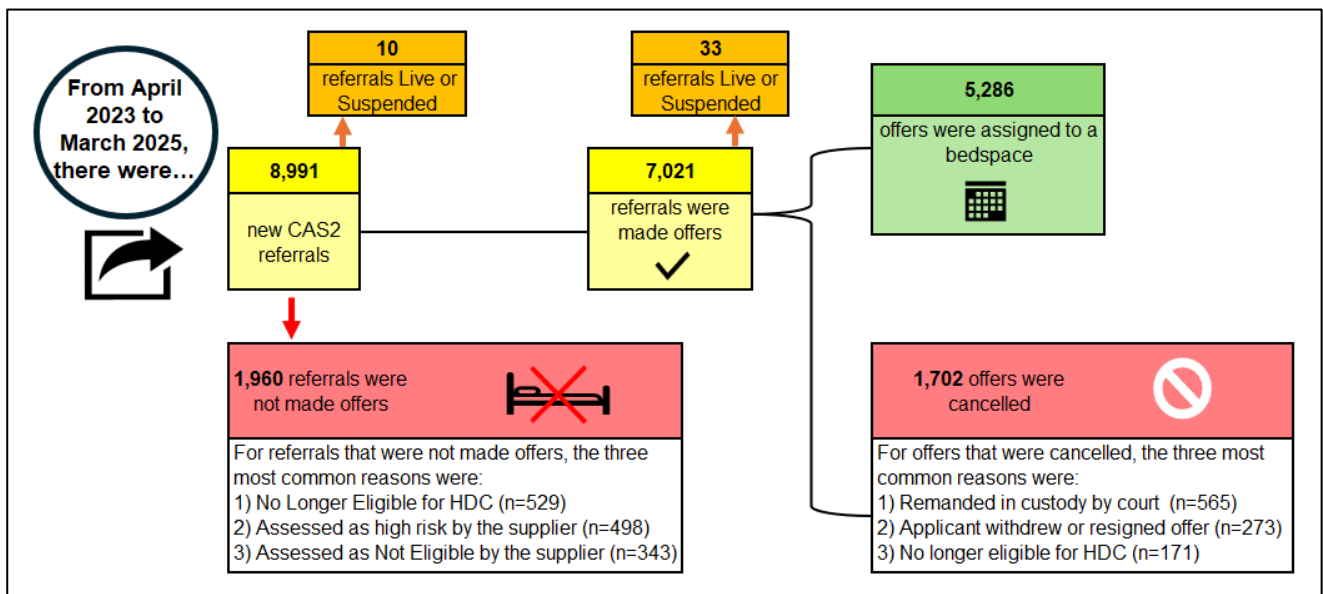
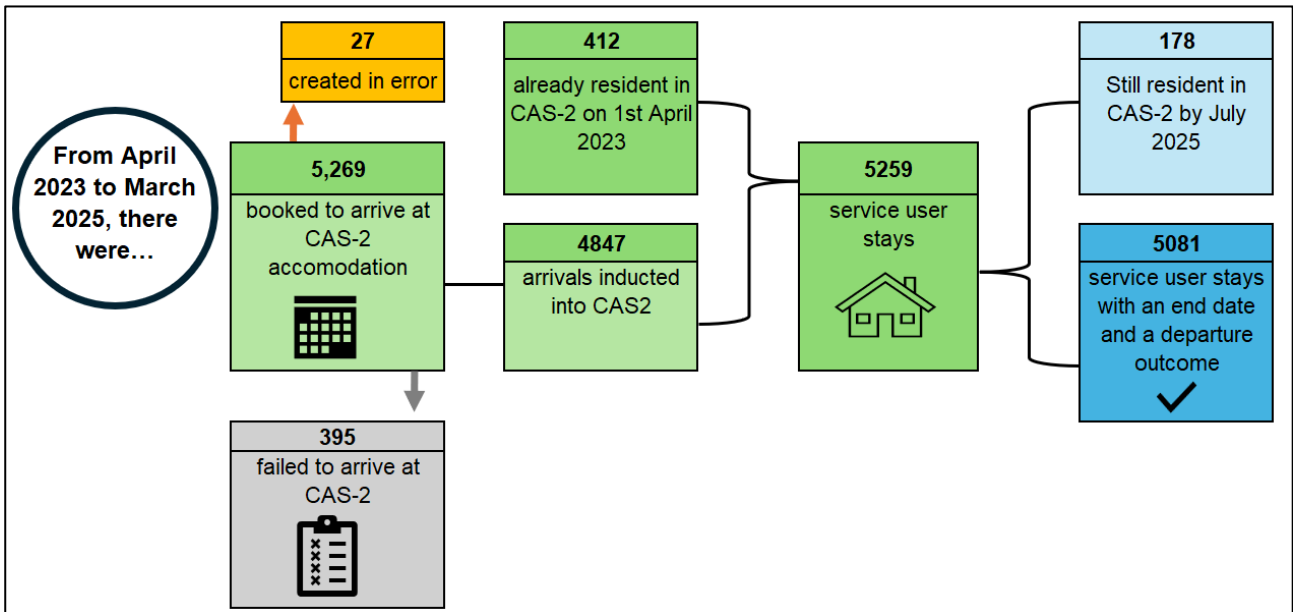


Figure E2: Flow of residents in CAS-2 (April 2023 to March 2025)



Note: Due to misaligned resident start dates, the number of referees offered a bed space does not overlap perfectly with the number of booked arrivals during the monitoring period.