

**Digital Inclusion Innovations Process with Leicester, Leicestershire
and Rutland MAPPOM
Business Case
Virtual Home**

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Leicestershire and Rutland MAPPOM**

Business Case

Virtual Home



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1 Executive Summary

1.1 Background

The rehabilitation of Prolific and Priority Offenders (PPOs) is a key local priority both within Leicester, Leicestershire and Rutland and nationally. The successful rehabilitation of PPOs requires intensive support to help individuals overcome the barriers and problems they face and to stop offending behaviour.

Leicester, Leicestershire and Rutland MAPPOM is working with the Digital Inclusion Team using an innovations process to understand how technology can support this rehabilitation process helping to improve life chances of PPOs.

This report documents the business case for one of the ideas put forward as part of this work - the development of an electronic storage solution for PPO's confidential and personal documentation and information – **a Virtual Home**.

1.2 The Issue

PPOs and offenders often lead very transient lives lacking permanent accommodation and the social frameworks this brings. They are often in and out of custody, transferred between prisons and may have no fixed abode in mainstream society. This transient lifestyle makes it difficult for PPOs and offenders to keep hold of documents which are essential in day to day life - providing proof of identity, details of qualifications etc. The lack of authenticated documentation can create barriers to services such as financial services and housing and prevent PPOs securing employment. As a result of this social exclusion PPOs often turn to the black/informal economy increasing their sense of isolation and the likelihood of re-offending.

Leicester, Leicestershire and Rutland MAPPOM currently scan and store some documents for PPOs but this is an ad-hoc approach. This service has not been designed and developed specifically to address the broad spectrum of issues that PPOs face in terms of proof of identity, qualifications etc.

1.3 The Solution

Leicester, Leicestershire and Rutland MAPPOM are proposing to consolidate and enhance this service provision through the development of an electronic storage system **Virtual Home**.

Virtual Home will:

- provide PPOs with safe and secure storage of key documentation essential for day to day life helping to reduce re-offending
- overcome barriers to accessing services through the availability of proof of identity

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-
- improve employability of PPOs by ready access to certificates, CV, employment history, references etc
 - provide a social infrastructure for PPOs improving their sense of wellbeing
 - increase contact between PPOs and the MAPPOM team outside of structured meetings creating signposting opportunities

It is anticipated that Virtual Home will provide a practical tool to support the rehabilitation and resettlement process across the seven re-offending pathways – Accommodation, Education, Employment and Training, Health, Drugs and Alcohol, Children and Families and Attitudes, Behaviour and Thinking.

1.4 The Options

A number of delivery options have been considered – continuing with the current ad-hoc approach, adapting a similar product that is being developed by St Basils, a Birmingham based homeless support organisation, or the development of an in-house solution. A thorough review of the strengths and weaknesses of the potential delivery options has been carried out by the MAPPOM team.

MAPPOM's IT Manager has assessed the project and believes that Virtual Home can be easily accommodated by the existing IT infrastructure. Through the involvement of the Digital Inclusion Team, MAPPOM has been introduced to Digital Birmingham, one of the initial development partners in the St Basils' Virtual Rucksack project. There are concerns about the Virtual Rucksack project - there are currently very few users and there has been no evaluation done. Digital Birmingham are keen to set up a live pilot to seek proof of the concept and have some funding available to support the development of an e-storage approach. This funding can be applied to support the development of Virtual Home provided certain conditions are met including:

- the involvement of a Birmingham based organisation
- the solution that is developed can be re-used for other target groups

These funding conditions can be met. Birmingham Probation has become involved in the project as a development partner and Leicester, Leicestershire and Rutland MAPPOM and the Digital Inclusion Team are keen to share the solution with other organisations and sectors.

1.5 The Preferred Approach

Given the assessment of MAPPOM's own internal ICT functionality, the issues identified with the St Basils' project and the development funding and support available through Digital Birmingham the decision has been taken to develop an in-house solution. The development of an in-house solution will allow MAPPOM to shape the product to meet service specifications and give them full control over the process. The involvement of Digital Birmingham will ensure that the project benefits from the development work carried out for Virtual Rucksack capitalising on lessons learnt.

MAPPOM will develop a bespoke e-portfolio system – Virtual Home – to store confidential information that will help PPOs to gain access to services such as

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banking, housing and to secure employment, for example a bank statement or references. Documents will be safe and accessible by PPOs as they move around or in and out of custody.

Virtual Home will be offered as part of the MAPPOM induction process as well as being promoted to existing clients through meetings with Offender Managers. Documents will be scanned, stored and verified by MAPPOM Offender Managers and can be retrieved at the request of the client. Copy documents can be e-mailed to other agencies at the request of the client with hard copies authenticated by MAPPOM officers. When a client is declassified they will be offered a print out of all documents held and the option to have the Virtual Home account deleted at that time or after a period of six years of no contact. Robust management processes will ensure the security of documents and data with individual Virtual Homes created for each participating client and the creation of an account and updating/deletion of records restricted to Offender Managers.

Leicester, Leicestershire and Rutland MAPPOM currently work with 350 PPOs and prudent estimates are that in Year One 35 PPOs will take up Virtual Home increasing by a net 20% per annum until all PPOs are participating. MAPPOM have recently become involved in the Vigilance Programme, providing intensive management support to another client group, individuals who have served sentences of less than twelve months, who can also benefit from Virtual Home.

1.6 Virtual Home - Costs and Benefits

1.6.1 Costs

There are no anticipated additional costs arising from developing, setting up and running Virtual Home. The project will benefit from funding and support from Digital Birmingham to cover development costs. The other potential significant cost area would relate to additional hardware and software requirements but MAPPOM's IT Manager believes that Virtual Home can be accommodated by the existing IT infrastructure and functionality. The costs of the initial evaluation will be met by the Digital Inclusion Team as part of the Innovation Process that MAPPOM are involved in.

Staff time will be involved in the development of Virtual Home and its implementation but this will be more than outweighed by the efficiency savings generated by the introduction of Virtual Home. Ongoing administration and operation of Virtual Home meshes with existing working practices and meeting structures and therefore there will be no additional burden on staff time.

1.6.2 Benefits

Virtual Home is a practical solution to support the rehabilitation and resettlement of PPOs by addressing some of challenges they face due to their transient lifestyle. It complements the holistic service provision provided under the Priority and Prolific Offenders Programme supporting PPOs to change their behaviours, improving progression rates and ultimately reducing re-offending rates. Benefits from Virtual

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Home accrue to all parties – the PPOs themselves, Leicester, Leicestershire and Rutland MAPPOM and Central Government.

Financial – Cash Releasing Benefits

The key driver for the project is to support the resettlement of PPOs helping them to change their behaviours which will result in reduced rates of re-offending. The significant financial –cash releasing benefit from the project relates to the potential reduction in re-offending rates and the potential savings to the Criminal Justice Sector through fewer custodial sentences.

A reduction in re-offending rates with just one participant, in Year One, not re-offending and receiving a subsequent 12 month sentence would generate savings of £40,992. As the number of participants increases in subsequent years there will be a corresponding increase in benefits as follows:

Benefits	Year One	Year Two	Year Three
PPOs participating in Virtual Home	35	105	175
Financial – cash releasing			
Cost of custodial sentences	£40,992	£122,976	£204,960
Total	£40,992	£122,976	£204,960

There are potential financial benefits for participating PPOs too including access to a bank account resulting in annual financial savings of £560 through on line banking and shopping.

Financial – non cash releasing

The main benefit seen within MAPPOM itself will be from the improved outcomes seen through existing service provision. There will be improved progression rates of PPOs facilitated by more positive interactions, a reduced number of missed appointments and improved information sharing with other agencies. The MAPPOM team will be able to spend time on more productive activities with clients rather than chasing up copy documentation.

Non-Financial –quantifiable

Virtual Home is a practical tool to support the rehabilitation and resettlement of PPOs – it is anticipated that it will provide a vehicle to increase the number of positive interactions between the MAPPOM team and PPOs which will:

- create signposting opportunities and increase take up of other services/initiatives e.g. mentoring
- increase levels of satisfaction with services

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1.6.3 Cost Benefit

The net cost to Leicester, Leicestershire and Rutland MAPPOM of developing and operating Virtual Home is £nil over the three year period under consideration. Prudent assumptions show significant overall cash saving benefits to the whole Criminal Justice Sector of £368,928.

1.7 Making It Happen

Initial development work on Virtual Home is already underway. The planned launch date for Virtual Home is January 2010 which is an achievable timescale as the project as it:

- builds on existing working practices
- requires no capital investment
- benefits from expertise and funding from Digital Birmingham for development work
- draws in learning from innovative solutions in other sectors

Virtual Home is sustainable in the long term as there are no additional costs arising from its operation so it will not be subject to budget uncertainties in future years. .

1.8 Summary

There is a sound business case and service rationale for the development and introduction of Virtual Home by Leicester, Leicestershire and Rutland MAPPOM.

The circumstances of the project mean that the development and delivery of Virtual Home is cost neutral and sustainable in the long term for Leicester, Leicestershire and Rutland MAPPOM as:

- there are no additional hardware or software requirements
- development funding and support is available through Digital Birmingham
- staff involvement is met from existing resources

There are significant benefits from the introduction of Virtual Home to all participants – PPOs, MAPPOM and the wider Criminal Justice System - with potential financial savings of £368,928 arising from improved outcomes from service provision due to reduced re-offending rates.

Leicester, Leicestershire and Rutland MAPPOM have a unique opportunity to develop and deliver an innovative, practical tool to support the resettlement and rehabilitation of their clients at no additional costs and they should capitalise on this.

Virtual Home is not just applicable to Leicester, Leicestershire and Rutland MAPPOM it has national relevance with over 10,000 PPOs being managed across England and Wales. Virtual Home will provide the route map for implementation of other initiatives

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which use information technology as a cost effective tool to help offenders and ex offenders overcome the challenges of their transient lifestyles cementing Leicester, Leicestershire and Rutland MAPPOM's reputation as an innovator in the sector

2 Background

The rehabilitation of Prolific and Priority Offenders (PPOs) is a key local priority both within Leicester, Leicestershire and Rutland and nationally. The successful rehabilitation of PPOs requires intensive support to help individuals overcome the barriers and problems they face and to stop offending behaviour.

Leicester, Leicestershire and Rutland MAPPOM is working with the Digital Inclusion Team to understand how technology can support this rehabilitation process helping to improve life chances of PPOs.

As part of this process a Creative Workshop was held on the 28th June bringing together a range of people who work with PPOs from across sectors and creative thinkers from the ICT industry. This workshop explored key problems from a range of perspectives, generated ideas and solutions and explored the potential of technology to support and enable these.

This report documents the business case for one of the ideas put forward at this workshop for the development of an electronic storage solution for PPO's confidential and personal documentation and information – a Virtual Home.

This document sets out:

- the rationale for the project
- the options considered
- the potential benefits of the preferred option
- an outline of the resource requirements and the associated costs of the preferred option
- a cost benefit analysis for the preferred option
- an outline timeline for the project and key factors influencing deliverability
- a review of the risks and limiting factors in relation to the both the business case and the preferred option

3 Project Rationale

3.1 The Issue

PPOs and offenders often lead very transient lives lacking permanent accommodation and the social frameworks this brings. They are often in and out of custody, transferred between prisons and may have no fixed abode in mainstream society. This transient lifestyle makes it difficult for PPOs and offenders to keep hold of documents which are essential in day to day life - providing proof of identity, details of qualifications etc. This makes it very difficult for PPOs to access services where authenticated documentation is needed, for example, banking, social housing, employment and training etc. As a result of this social exclusion PPOs often turn to the black/informal economy increasing their sense of isolation and the likelihood of re-offending.

3.2 Current Position

Leicester, Leicestershire and Rutland MAPPOM currently scan and store some documents for PPOs but this is an ad-hoc approach. This service has not been designed and developed specifically to address the broad spectrum of issues that PPOs face in terms of proof of identity, qualifications etc.

On discharge from prison a PPO will be given a range of documentation including certificates detailing qualifications undertaken. There are many instances where PPOs lose these documents resulting in requests to the Welfare Officer for copies. There can often be delays and difficulties in obtaining duplicate copies from the relevant prison which can cause issues in terms of securing employment.

PPOs often lack social infrastructure with limited contact with their families and children. This creates a sense of social isolation leading to PPOs seeking out support from other networks. There is real potential to use information technology to provide PPOs with a storage space not just for documentation essential to day to day life but as a safe place to store important personal information, for example family photographs, letters from children etc helping to create a sense of permanence and belonging and reduce social isolation.

Developing and running an electronic storage system for PPOs would also create avenues for more frequent and more positive interactions between PPOs and the MAPPOM team, when documents are retrieved, allowing other initiatives to be promoted e.g. mentoring, peer support networks etc. The MAPPOM team will be able to support PPOs to access the services they need more quickly by e-mailing retrieved copies of the scanned documents to other agencies.

3.3 Objectives for the Project

The objectives for the project are to:

- provide PPOs with safe and secure storage of key documentation essential for day to day life helping to reduce re-offending
- overcome barriers to accessing services through the availability of proof of identity
- improve employability of PPOs by ready access to certificates, CV, employment history, references etc
- provide a social infrastructure for PPOs improving their sense of wellbeing
- increase contact between PPOs and the MAPPOM team outside of structured meetings creating signposting opportunities
- develop an evidence base and record of the project to support transferability

3.4 National Perspective

The Prolific and Priority Offender programme is a national crime reduction strategy consisting of three strands which aim to:

- **Catch and Convict** offenders who have committed the most criminal offences, or whose offending causes the most harm to their community
- **Rehabilitate and resettle** offenders by working with them to stop their offending. The opportunity for rehabilitation is backed by a swift return to court if the offending continues. and
- **Prevent and Deter** the most active young offenders from escalating into future prolific offenders through youth justice interventions and post-sentence support.

Prolific and priority offenders are a national issue with 10,000 PPOs being managed in over 250 Catch and Convict and Rehabilitate and Resettle Schemes in England and Wales. 4000 young offenders most at risk of becoming tomorrows PPOs are managed by 179 Prevent and Deter schemes¹

There are a range of factors which contribute to re-offending, classified as the seven re-offending pathways, as follows:

- Accommodation
- Education, Employment and Training
- Health
- Drugs and Alcohol
- Finance, Benefits and Debt
- Children and Families
- Attitudes, behaviour and thinking

¹ Understanding the Prolific and Other Priority Offender Programme – Home Office – August 2007

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The seven pathways are common across all PPO schemes and form part of the National Offender Management Strategy

Under the Rehabilitate and Resettle Programme support is offered to offenders not only to change their behaviors but also to address the personal, social and practical issues which may lead them to re-offend.

A transient lifestyle impacts on a number of these pathways creating a barrier to rehabilitation and resettlement and in some cases reducing the outcomes from investment in service delivery.

3.4.1 Finance, Benefits and Debt

Financial welfare is seen as a fundamental aspect of resettling ex-offenders and forms an integral part of the NOMS' reducing re-offending delivery plan.

In response to Money Laundering Legislation financial institutions have developed more stringent rules regarding proof of identity which can cause issues for PPOs. Without secure accommodation PPOs will not have domestic bills and other proof of identity to meet these requirements. This means they will have difficulty obtaining a bank account and accessing mainstream financial services.

The 2005 'Making Bank Accounts Accessible to Offenders' Pilot, run by NOMS, UNLOCK and Halifax Bank of Scotland Pilot, noted that whilst lacking a bank account creates specific issues for offenders the implications of this financial exclusion can be much broader. It can impact on employability and potentially leave offenders and their families with no option but to resort to high cost credit from illegal lenders locking themselves into a cycle of poverty.

As part of their 2007 report 'Locked Out' the Citizens Advice Bureau interviewed a number of offenders to assess the problems they face in accessing and using services during their sentence and the issues they faced on release. The research found that offenders found it difficult to secure employment due to legislation on disclosure of unspent convictions. If employment was secured some newly released prisoners could not receive wages and benefits because they did not have any documents to prove their identity and so were locked out of financial services.

Steps are being taken within prisons to help offenders overcome financial exclusion and access mainstream financial services through relationships developed with specific banks, for example, arrangements where banks accept the Governor's signature as proof of identity. Once released, however, the issues arising from transient lifestyles remain with PPOs and ex-offenders struggling to keep hold of key documents and prove their identity which can lead to both financial exclusion and the wider social exclusion this brings.

3.4.2 Education, Employment and Training

Lack of employment is one of the major factors associated with re-offending. Many offenders have very poor experience of education and no experience of stable employment.

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This is being addressed by NOMS in a number of ways:

- A learning and skills service is an integral part of the offender management service
- Time spent in custody is being used to improve employability, for example, through interviews and job searches
- Relationships are being developed nationally, regionally and locally with employers

Significant investment is being made in education within prisons with further developments to come.

Prisons provide education, training and employment opportunities and many prisoners take courses which teach them skills or give them qualifications, helping to improve their chances of employment on release including, for example through CV workshop sessions, NVQs or A levels.

From 2010, major reforms will increase the educational entitlement of young offenders to 25 hours per week of teaching time. This will give them the same entitlement to educational opportunities as other students, helping to improve their life chances and move them away from crime.

Mechanisms which ensure that ex-offenders and young offenders can demonstrate and continue to demonstrate the skill levels achieved through prison education programmes by being able to provide certificates to prospective employers; colleges etc will increase the impact of this investment by improving employment prospects of ex-offenders with the potential result of a reduction in re-offending.

3.4.3 Accommodation

Stable accommodation is seen as the foundation of successful rehabilitation. It provides a sense of belonging and permanence and makes it easier to access health services, obtain and sustain employment.

Frequently offenders lose their tenancy during a custodial sentence due to financial problems. Some ex-offenders may wish to relocate following release from a custodial sentence to help them break unhealthy relationships and dependencies. Access to secure, stable accommodation and the ability to sustain a tenancy are key aspects of the resettlement process.

Most Registered Social Landlords will vet prospective tenants before placing them on the waiting list looking at:

- proof of identity
- any criminal convictions
- legal proceedings e.g. Anti-Social Behaviour Orders
- debts owing in relation to previous tenancies
- references

The lack of proof of identity and suitable references will be an issue for ex-offenders in securing accommodation or re-locating. In addition, financial exclusion may make

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it difficult to sustain a tenancy with housing benefit paid direct into tenants bank accounts.

3.5 Transferability

The issues that Leicester, Leicestershire and Rutland MAPPOM's client face linked to their transient lifestyle are replicated throughout the Criminal Justice System. The use of information technology to overcome some of these issues would be a cost effective way of supporting PPOs and other ex-offenders to overcome the challenges of their transient lifestyles and change their behaviours helping to reduce re-offending. The approach would be transferable beyond Leicester, Leicestershire and Rutland to other PPO schemes and Offender Management Schemes.

4 Options

4.1 Option Appraisal

At the Creative Workshop the following options were considered to address the identified issue:

- Option One** do nothing continue with the ad-hoc approach
Option Two Develop an e-Portfolio /secure document store where PPOs can store all the confidential information that will help them to gain access to services such as banking and housing – (a)in partnership – see note below or (b) in-house

Potential Delivery Partner

At the Creative Workshop participants were made aware of the development of a similar solution by St Basils, a charity that works with young people to prevent homelessness by providing accommodation and support services. Their Virtual Rucksack Project is being developed to address one of the biggest difficulties faced by young people who are homeless or at risk of becoming homeless – a safe and secure place to store and access important personal information. The idea had won the Microsoft Design IT award which brings with it additional development funding. Development plans include linking the Virtual Rucksack to other support services such as careers, housing and health and to use it to provide a digital record of young people’s details when they access services or between visits.

Recognising the economies of scale that could be offered from adapting existing technologies applying the Virtual Rucksack to MAPPOM services was the initial delivery route considered for the e-portfolio with the alternative being the development of an bespoke in-house solution.

The ability of the options to achieve the objectives set has been assessed and the identified strengths and weaknesses are set out below.

Option	Strength	Weakness
Option One Do Nothing – continue with ad-hoc approach with some guidance	<ul style="list-style-type: none"> • no additional costs or development time • fits with existing practices • limited/no training time or costs for staff involved 	<ul style="list-style-type: none"> • does not provide a standard safe and secure storage offer for all PPOs, including <ul style="list-style-type: none"> ○ proof of identity ○ storage for certificates ○ storage of other personal information e.g. family photographs

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<p>some guidance about documents to be scanned</p>		<ul style="list-style-type: none"> • does not create a forum for positive interactions with MAPPOM team outside of normal service provision • not innovative, does not provide learning for other MAPPOMs
<p>Option 2a) Develop an e-portfolio/document store in conjunction with partner and existing project (St Basils – Virtual Rucksack)</p>	<ul style="list-style-type: none"> • draws in learning from existing development work • project development could benefit from funding available to St Basils • pilot design specification details storage and access for personal information such as national insurance numbers, bank details and work and address histories, protecting them from theft or loss – some of the information identified in the specification for a PPO portfolio • an innovative approach transferring an existing solution to a new client group providing learning for other MAPPOMs capitalising on existing investment/funding 	<ul style="list-style-type: none"> • potential ‘ownership issues’ and transferability • Virtual Rucksack is currently only a pilot and may not be fully developed • Leicester, Leicestershire and Rutland’s development plans linked to another organisations timescales • specification for Virtual Rucksack has young people with their own web based access to information stored – which does not align with Leicester, Leicestershire and Rutland MAPPOM’s approach of access to stored information via an Offender Manager • may not extend to all the areas envisaged by the MAPPOM team as different client groups will have different needs • potential cost of using the product, licence fee etc uncertain • potential cost of equipment, maintenance etc • training costs of MAPPOM team and PPOs (if direct access provided) • limited access to internet for PPOs if they were to access information direct reducing impact • limited control over information stored if PPOs could access system directly over the internet
<p>Option 2b)</p>	<ul style="list-style-type: none"> • system can be developed and designed with both the needs of PPOs and the MAPPOM team in mind meeting all the 	<ul style="list-style-type: none"> • potential development costs of the approach • learning not transferred from other similar projects

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<p>Develop an in-house an e-portfolio/document store</p>	<p>service specification needs including:</p> <ul style="list-style-type: none"> ○ safe and secure storage of key documentation aligned to the seven pathways to help reduce re-offending including: ○ proof of identity ○ certificates, CV, employment history, references etc <ul style="list-style-type: none"> • can be extended to store other important social information – family photographs, letters from children etc • implementation and ownership within the control of MAPPOM • provides other reasons for PPOs to come into the MAPPOM offices creating routes for more positive interactions and signposting to services. • an innovative approach transferring an existing solution to a new client group providing learning for other MAPPOMs 	<p>increasing development costs and time</p> <ul style="list-style-type: none"> • system development costs – time, resources, equipment required • potential ongoing running costs • training of MAPPOM team in scanning, storage and deletion protocols
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4.2 Option Assessment

Following on from the Creative Workshop the MAPPOM team and representatives from Digital Inclusion Team continued to consider the options identified and how they could be taken forwards. This included discussions with:

- MAPPOM's in house ICT manager to understand more about the existing capabilities of the MAPPOM system. It was felt that the functionality of the MAPPOM system could easily accommodate the planned e-portfolio storage plans without involving another partner
- Digital Birmingham (who were one of the initial delivery partners in the development of the Virtual Rucksack) about the Virtual Rucksack pilot. There are currently very few users of the pilot system and there has been no evaluation done. The limited development of the Virtual Rucksack would impact on its transferability to Leicester, Leicestershire and Rutland MAPPOM within desired timescales.

The issues identified with Virtual Rucksack meant that Digital Birmingham was looking for other development partner/s to set up a live pilot project to seek proof of the concept. Digital Birmingham have some funding available to procure technical support to develop the software necessary and were willing to apply this to the development of an e-storage approach for PPOs provided certain conditions were met including:

- the involvement of a Birmingham based partner; and that
- the solution could be re-used for other target groups.

MAPPOM's own internal ICT functionality, the issues identified with Virtual Rucksack and the potential development funding available from Digital Birmingham meant that the MAPPOM team have decided to pursue the development of an in-house solution working with Digital Birmingham and Birmingham MAPPOM. This approach will achieve Leicester, Leicestershire and Rutland MAPPOM's desired outcomes from the project and kick start the process of transferring the project to other agencies. The involvement of another service delivery partner in the process will help to shape the service specification ensuring that it responds to a range of perspectives and issues aiding transferability.

4.3 The Proposed Intervention – Virtual Home

The proposed intervention put forward at the Creative Workshop was to provide PPOs with a secure e-portfolio where they could store all the confidential information that will help them to gain access to services such as banking and housing including:

- a previous bank statement,
- utility bill,
- MAPPOM reference,
- CV,
- national insurance number,
- passport details,
- birth certificate details.

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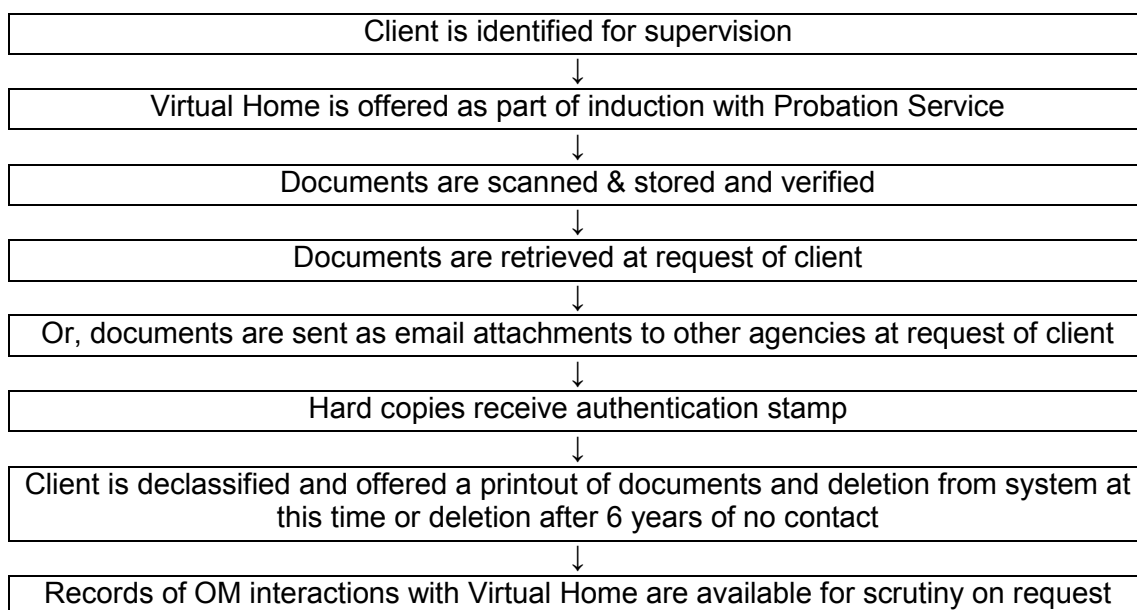
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The bank of information would remain available to the PPO as he/she moves around or moves into or out of custody. This will give the PPO a degree of permanence and a sense of identity and provides some structure/foundation on which to base their rehabilitation.

Working with Digital Birmingham a Draft Specification of User Requirements is in the process of being developed detailing how Digital Home would work and the types of information that would be stored.

4.3.1 Process Overview

Key stages/actions for the Virtual Home system are as follows:



4.3.2 Key Stages in the Process

Consideration has been given as to how these stages/activities would be undertaken in practice to provide secure on line storage and retrieval of documents.

	Process stage	Action
1.	Client is identified for supervision by MAPPOM. This can occur when the offender has 1. A community supervision order 2. Been released from prison 3. been identified for a further prison sentence (pre prison sentence)	Offender Manager discusses Virtual Home with the PPO identifying documents and details that can be stored. PPO seeks documents and details.
2.	Client completes induction	Disclosure form given to client for completion.

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	process with OM	<p>This will document client agreement to:</p> <p>a) MAPPOM sending documents to other agencies as secure e-mail attachments at the request of the client</p> <p>b) keeping records for 6 years before deletion</p> <p>PPO presents requested documents and details to Offender Manager.</p> <p>Offender Manager creates a Virtual Home i.e. checks, scans and saves documents in designated file location using existing client number.</p> <p>Offender Manager verifies documents belong to correct person using photo ID on system</p> <p>Offender Manager enters a CRAMS code (see note 1 below) on the system to indicate a scan has been completed</p>
3.	Subsequent meetings between MAPPOM and client	<p>As above</p> <p>Repeat of 2 to scan & store additional documents MAPPOM to identify a series of events happening to the client that will suggest relevant documents could be scanned. e.g. moving home</p>
4.	Client requires hard copy documentary evidence for (e.g.) benefits interview	<p>PPO visits Probation Office and requests hard copies.</p> <p>Offender Manager retrieves record, creates a copy and stamps it to verify authentication.</p>
5	Client or other agency requests documentary evidence to be sent as an e-mail attachment	<p>Client may request information to be sent by e-mail to other agencies</p> <p>Offender Manager retrieves the record and attaches it to the e-mail. Document is e-mailed via the secure (encrypted) inter-agency e-mail account. Offender Manager will check that the recipient's e-mail system is secure.</p>
6	Client is declassified	<p>MAPPOM offer (a) a printout of all documents (b) deletion immediately or deletion of records after a period of 6 years no contact.</p> <p>A letter is given to the client to sign indicating acceptance.</p> <p>PPO chooses from (a) and (b) and signs letter.</p> <p>If (a) then a printout of the documents needs to be made and given to the PPO</p> <p>MAPPOM team member creates a CRAMS record of action taken on the system</p>

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7	Evaluation & scrutiny	MAPPOM team member retrieves system usage CRAMS code records for evaluation purposes. A report showing how many times documents have been scanned, retrieved and deleted can be produced.
8	Risk Assessment	Risk assessment will be undertaken prior to implementation and periodically reviewed.

Note 1 - CRAMS code - Every activity e.g. drug test interview, carried out by a MAPPOM employee has an activity code, a unique identifier called a CRAMS code. This is entered on the system by the employee to indicate the completion of an activity. It contains the date, Employee ID and any additional notes. New CRAMS codes will be set up for scanning, retrieval and deletion, for example

- CVHS (crams virtual home scan)
- CVHR (crams virtual home retrieval)
- CVHD (crams virtual home deletion)
- CVEM (crams virtual home document e-mailed)

This will enable tracking and reporting of virtual home activities create a security and audit trail which will aid the evaluation process.

4.3.3 File Structure

A proposed file structure match with a number of the seven pathways has been outlined as follows:

Benefits and Finance	Health	Accommodation	Family and Relationships	Alcohol and Drugs	Employment and Training
NI number	NHS number	Address history	Next of kin contact	Drugs test results	CV
Bank account	Doctors contact details	Utility bills	Photographs		Training Records
Birth Certificate					

4.3.4 IT system & security issues

The safety and security of the data and information held is of paramount importance. It is proposed that Virtual Home will sit behind Probation Services firewalls. Creation of a Virtual Home and updating/deleting records within it will be restricted to Offender Managers. However, anyone with access to Probation Service client record systems will be able to view client records. This means that where client record systems are multi-agency (e.g. CRAMS) then documents can be viewed by external agencies – Police, Drugs Teams, Benefits Officers, etc.

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4.4 Beneficiaries

The current size of Leicester, Leicestershire and Rutland MAPPOM's client group is around 350 PPOs. It is hoped that ultimately all PPOs make use of the Virtual Home system but it is anticipated that this will grow over time. Initially PPOs will be introduced to Virtual Home as part of the induction process when they enter supervision with a catch up exercise to market the service to existing PPOs through meetings with Offender Managers.

Current estimates are that there would be around 35 beneficiaries (10% of PPO client group) in Year One increasing by a net 20% per annum in subsequent years (taking account of PPOs being declassified).

Leicester has recently been awarded funding under the Government's Vigilance Programme which aims to tackle burglary and robbery. An Integrated Offender Management approach is a key part of this programme drawing together existing programmes such as Drug Intervention Programmes and Prolific and Priority Offender Schemes. Leicester, Leicestershire and Rutland MAPPOM have received funding under the programme to provide intensive management of released prisoners who have served sentences of less than twelve months to stop the cycle of re-offending. The management of this group will not only increase Leicester, Leicestershire and Rutland MAPPOM's client base but also diversify its make up.

There are marked similarities between the issues and challenges to resettlement faced by clients under the Vigilance Programme and MAPPOM's existing PPO client base and it is felt that Virtual Home will be a valuable service to this group too. Virtual Home will be marketed to Vigilance Programme clients increasing the number of beneficiaries. Currently funding for the Vigilance Programme is for one year and is then subject to review. Although there will be additional beneficiaries the cost benefit analysis (Section 6) has been based solely on the PPO client group as MAPPOM will definitely be working with this group over the assessment period covered by this report. The diversification of MAPPOM's client group will also aid assessment and evaluation of the project providing a range of perspectives on the product and an evidence base that will support transferability to different client groups.

5 Benefits

5.1 Introduction

The development of Virtual Home will complement the broad range of services delivered by agencies involved in Leicester, Leicestershire and Rutland MAPPOM providing a practical solution to some of the issues and challenges that PPOs face due to the transient nature of their lifestyles.

Consideration has been given to the benefits that may accrue to various stakeholders from Virtual Home. Benefits to direct stakeholders (i.e. those involved with Leicester, Leicestershire and Rutland MAPPOM or the local areas) and wider stakeholders (others involved in the sector) are outlined in the table overleaf.

Initial consideration has been given to measurement methodologies and tools to measure progress and impact of the project and the benefit delivered. These will be developed further as part of the Project Initiation. To aid analysis of the benefits offered by the project to all readers of this business case standard Treasury definitions have been used within the document as follows:

Financial – cash releasing i.e. actual cash savings generated
Financial – non-cash releasing i.e. efficiency gains resulting from improved outcomes/outputs from the same resources
Non-financial quantifiable – qualitative outcomes which can be measured but have no financial metric
Non –financial, non quantifiable – qualitative outcomes which cannot be measured

Benefit categories have been colour coded as shown above within 4.2 Benefits Analysis to aid interpretation.

Where possible monetary measures have been attached to identified benefits to inform the cost benefit analysis. Not all financial – cash releasing or non-cash releasing benefits will accrue direct to Leicester, Leicestershire and Rutland MAPPOM, for example a key outcome for the Rehabilitate and Resettle programme is to reduce levels of re-offending but the costs of custodial sentences rest with the within the wider Ministry of Justice budget. The overall Ministry of Justice budget also includes the costs of the Priority and Prolific Offenders programme. Given the inter-relationship between services and budgets in the Criminal Justice Sector financial benefits from the project have been considered in the round including both benefits for Leicester, Leicestershire and Rutland MAPPOM and Central Government.

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5.2 Benefit Analysis

Stakeholder	Benefit	Measurement	Notes
PPOs	Improved access to financial services through the availability of key documentation e.g. bank statement, copy of birth certificate, utility bill	• number of bank accounts opened	Non-financial - quantifiable
		• number of PPOs who now use mainstream financial services rather than doorstep credit	Financial – cash releasing – due to availability/access to fair credit e.g. to borrow £300 from Provident and Financial, one of the main unsecured loan companies, over one year, the borrower will pay back £546 in total i.e. an interest amount of £246 (an APR of 272.2%) ² borrowing the same amount from a credit union over the same period would mean repayments of £320.44 ³ i.e. an interest amount of £20.44 a saving of £266.
	Access to bank accounts linked to other initiatives such as internet at MAPPOM etc will open up opportunities for financial savings through on-line banking	• increase in number of PPOs banking on-line	Financial – cash releasing Households who shop and bank on-line save £560 per annum ⁴
	Improved access to housing services and ability to obtain a tenancy	• increase in % of PPOs who have secured a tenancy	Non-financial - quantifiable
	Increased ability to maintain a tenancy as PPO can receive housing benefit direct into bank account	• increase in % of PPOs who maintain tenancies	Non-financial - quantifiable

² Loan details taken from Provident and Financial website example loan details

³ Loan repayments calculated using ABCUL – Loan Calculator – <http://www.abcul.org>. Credit Unions will have their own interest rates for borrowing but these are capped at 1% per month

⁴ Champion for Digital Inclusion – The Economic Case for Digital Inclusion – October 2009

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Stakeholder	Benefit	Measurement	Notes
PPOs (continued)	Increased employability due to availability of education, training and employment records and history when they are needed	<ul style="list-style-type: none"> increase in % of PPOs who secure employment 	Financial – cash releasing – increase in income levels over benefits. Prudent assumptions of increased earnings/income – Discounted wage benefit of £12,430 for each person moved into employment ⁵
	Increased take up of relevant training opportunities – as participants will see the merit and benefits of qualifications. The ability to evidence qualification levels will ensure that beneficiaries are signposted to relevant qualifications.	<ul style="list-style-type: none"> increase in % of PPOs undertaking qualifications 	Financial – cash releasing – increase in earnings potential from qualifications
	Service user has an improved sense of wellbeing from social infrastructure provided – creating a sense of permanence and identity	<ul style="list-style-type: none"> satisfaction of participant with the service 	Non financial – quantifiable
		<ul style="list-style-type: none"> progression of participant through self assessment 	Non financial – quantifiable
Offender Managers	Practical solution available to barriers to rehabilitation and resettlement linked to transience improving outcomes from service delivery	<ul style="list-style-type: none"> number of PPOs taking up Virtual Home 	Financial – non-cash releasing – increases value/benefit achieved from investment in development of product
		<ul style="list-style-type: none"> reduced level of re-offending 	Financial – cash releasing – see Central Government section below

⁵ Champion for Digital Inclusion – The Economic Case for Digital Inclusion – October 2009

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Stakeholder	Benefit	Measurement	Notes
Offender Managers (continued)		<ul style="list-style-type: none"> increase in number of individuals that move from amber to green on traffic light system 	Financial – non cash releasing – improved progression outcomes from service provision
		<ul style="list-style-type: none"> increase in satisfaction levels of PPOs with service through self assessment 	Non-financial - quantifiable
	Virtual Home will provide another route to draw people into services – providing opportunities for positive interactions both within and outside meetings giving opportunities to signpost clients to other services	Increased contact with PPOs/reduced number of missed appointments	Financial – non cash releasing
		Increased take up of other services e.g. mentoring etc	Financial – non cash releasing
	Reduced time wasted requesting and following up duplicate documentation	Assessment of impact on workload	Financial – non cash releasing with time saved reapplied to improve quality of other service delivery improving the quality of other interventions or reducing levels of overwork, reducing stress levels and improving staff satisfaction and wellbeing

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Stakeholder	Benefit	Measurement	Notes
Leicester, Leicestershire and Rutland MAPPOM	Reduced levels of re-offending amongst PPOs or improved progression rates of PPOs	% reduction in levels of re-offending	Financial – cash releasing – see Central Government section below
		Increase in number of PPOs who move from amber to green on traffic light system	Financial – non cash releasing – improved outcomes from current service provision
		Improvement in key performance indicator statistics	Financial – non cash releasing – improved outcomes from current service provision
	Provides a practical solution for some of the issues faced by PPOs due to their transient lifestyle helping to achieve better value and improved outcomes from service provision	Increased levels of satisfaction of client group with service provisions and specification Number of PPOs participating	Financial – non cash releasing – improved outcomes from current service provision
Supports Leicester, Leicestershire and Rutland MAPPOM's aims of reducing crime and disorder and enhanced levels of confidence of local residents	Reduced amounts of police intelligence collected on an individual. Police time saved that can be reapplied to other areas	Financial – non cash releasing	
Other MAPPOMs/PPO Schemes	Service development learning transferred from the scheme	Presentations on pilot/papers/articles produced Number of requests for information from other MAPPOMs/PPO schemes	Financial – non cash releasing – shares the benefit of investment in development time with other agencies

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Stakeholder	Benefit	Measurement	Notes
Local Authorities	<p>Potential to contribute to improved performance on National Indicator Targets:</p> <ul style="list-style-type: none"> ○ NI 5: Overall/general satisfaction with local area ○ NI 16: Serious acquisitive crime rate ○ NI 17: Perceptions of anti-social behaviour ○ NI 18: Adult re-offending rates for those under probation supervision ○ NI 19: Rate of proven re-offending by young offenders ○ NI 30: Re-offending rates of prolific and priority offenders ○ NI 38: Drug related (Class A) Offending ○ NI 45: Young offenders' engagement in suitable education, training and employment ○ NI 46: Young offenders access to suitable accommodation ○ NI 143: Offenders under probation supervision living in settled or suitable accommodation at the end of their order or licence ○ NI 144: Offenders under probation supervision in employment at the end of their order or licence 	<p>Measurement should be by reference to the statistical performance of MAPPOM as only contribute to achievement of some of these targets e.g.</p> <ul style="list-style-type: none"> • number of PPOs moving to green/amber on traffic light system • number of PPOs declassified • % of PPOs re-offending 	Non-financial - quantifiable
	<p>Potential to extend the Virtual Home approach to those working with other similar client groups who experience issues due to their transient lifestyles e.g. the homeless or vulnerably housed</p>	<p>Number of other agencies developing a Virtual Home</p>	Financial – non cash releasing – <p>shares the benefit of investment in development time with other agencies</p>
Central Government	<p>Reduced re-offending rate and costs of subsequent custodial sentences of PPOs</p>	<p>Reduction in re-offending rate amongst PPOs compared with current performance levels</p>	Financial – cash releasing <p><i>It is estimated that the cost of keeping someone in prison for one year is £40,992⁶ excluding other costs (such as court costs, staff time attending court, costs of keeping individual in police custody etc) .</i></p>

⁶ **Source** - NOMS – Hansard House of Commons Written Answers 18th April 2006 (data still being used as an estimate of the costs of a prison stay)

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	Improved levels of rehabilitation, resettlement and declassification of PPOs a key target area for the PPO programme	Increase in number of individuals which move from amber to green on the traffic light system Improvement in key performance indicator statistics	Financial – non cash releasing – improved performance outcomes from the Prolific and Priority Offender programme
	Improved employment levels for PPOs with associated benefit savings and income tax and NI contributions when declassified PPO enters employment	Subsequent employment rates of participants over those PPOs not participating in the programme	Financial – cash releasing
Delivery Partners	Digital Birmingham has the opportunity to develop and test an e-portfolio solution which is transferable to other sectors. By working together Birmingham MAPPOM and Leicester, Leicestershire and Rutland MAPPOM can pool ideas, learn from each other and benefit from a service specification that draws best practice and ideas from each other	Number of e-portfolio/Virtual Home projects implemented	Financial – non cash releasing – shares the benefit of investment in development time with other agencies

5.3 Summary

Virtual Home is a practical solution to support the rehabilitation and resettlement of PPOs by addressing some of challenges they face due to their transient lifestyle. It complements the holistic service provision provided under the Priority and Prolific Offenders Programme supporting PPOs to change their behaviours, improving progression rates and ultimately reducing re-offending rates. This means that benefits accrue from Virtual Home to all parties – the PPOs themselves, Leicester, Leicestershire and Rutland MAPPOM and Central Government. Key benefits are summarised as follows:

5.3.1 Financial - Cash Releasing

The introduction of Virtual Home will enable the MAPPOM team to deliver better outcomes from existing service provision resulting in significant cost savings for the wider Criminal Justice Sector. Financial benefits will be seen at Central Government level through the reduction in re-offending rates and the costs that this brings. It is estimated that the costs of keeping someone in prison for a year are around £40,992.

Leicester, Leicestershire and Rutland MAPPOM work with around 350 PPOs each year. At any one time around 50% of these are in prison.

The financial value of one participant not re-offending and receiving a subsequent 12 month sentence is £40,992. It is anticipated that the number of participants in Virtual Home will increase over time resulting in increased benefits in subsequent years.

Benefits	Year One	Year Two	Year Three
PPOs participating in Virtual Home	35	105	175
Financial – cash releasing			
Cost of custodial sentences	£40,992	£122,976	£204,960
Total	£40,992	£122,976	£204,960

There are also qualitative potential financial benefits arising for PPOs from the improved access to services – financial, housing and health – which help to reduce social exclusion. These benefits are interlinked, for example, opening a bank account also has an impact on the ability to sustain a tenancy with Housing Benefit paid direct into bank accounts.

Identified potential financial benefits for participating individuals include:

- access to a bank account resulting in annual financial savings of £560 through on line banking and shopping

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-
- access to cheaper credit through access to traditional financial services as opposed to doorstep lending e.g. savings of £266 on a one year loan of £300
 - wage benefits of £12,430 arising from moving into employment
 - increased earnings potential through improved take up of employment and training opportunities

5.3.2 Financial – non cash releasing

The introduction of Virtual Home will produce a range of efficiency benefits for the MAPPOM team and participating agencies including:

- improved progression rates (progression from amber to green) as PPOs have improved access to mainstream services and have an improved sense of self worth resulting in:
 - improved performance statistics for the MAPPOM team through existing resources
 - reduced police time spent collecting intelligence on individuals and addressing behaviour issues
- more positive interactions with PPOs with MAPPOM seen as an organisation that can provide practical health and support resulting in:
 - a reduced number of missed appointments
 - improved take up of other services through effective signposting
- improved collaborative working through information sharing across services
- time spent on more productive activities rather than chasing up lost certificates

MAPPOM's plan's to market the service to all new clients as part of their induction process and to existing clients through meetings with offender managers will increase levels of take up, which will improve the outcomes from the investment of time and resources in the development of Virtual Home.

The partnership approach to the development of Virtual Home involving the Digital Birmingham Team, Digital Birmingham and Birmingham MAPPOM creates significant opportunity to realise increased value from the development work undertaken. Other agencies, within the Criminal Justice Sector or those working with client groups who face similar issues, can benefit from the learning and the processes developed to create cost effective e-storage systems.

5.3.3 Non-Financial –quantifiable

A number of potential quantifiable non-financial benefits have been identified from the introduction of Virtual Home which provide a metric to assess the impact of the project on PPOs quality of life, these include:

- number of PPO's to secure and/or maintain a tenancy
- number of PPO's who have opened a bank account
- PPO's satisfaction with the service provided by MAPPOM
- PPO's self assessment progression and development

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Virtual Home is a practical tool to support the rehabilitation and resettlement of PPOs – it is anticipated that it will provide a vehicle to increase the number of positive interactions between the MAPPOM team and PPOs which will:

- create signposting opportunities and increase take up of other services/initiatives e.g. mentoring
- increase levels of satisfaction with services

5.4 Benefits Overview

The development of Virtual Home will result in significant financial and non-financial benefits accruing to all participants and stakeholders –PPO’s, the MAPPOM Team and other agencies. The key driver for the project is to support the resettlement of PPOs helping them to change their behaviours which will result in reduced rates of re-offending. The main identified financial –cash releasing benefit from the project relates to the potential reduction in re-offending rates and the potential savings to the Criminal Justice Sector in relation to the costs of custodial sentences as follows:

Benefits	Year One	Year Two	Year Three
PPOs participating in Virtual Home	35	105	175
Financial – cash releasing			
Cost of custodial sentences	£40,992	£122,976	£204,960
Total	£40,992	£122,976	£204,960

6 Costs/Resources

Following on from the Creative Workshop members of the MAPPOM team and representatives from the Digital Inclusion have started to develop the idea further drawing on a more detailed understanding of capacity of the Leicester, Leicestershire and Rutland IT system and through the help and support of Digital Birmingham. This work has informed the cost and resource assumptions within this business case.

Through the involvement of Birmingham MAPPOM in the early development work it has become clear that not all MAPPOMs benefit from the same level of ICT provision that is available at Leicester, Leicestershire and Rutland MAPPO, for example Birmingham MAPPOM does not have access to scanning equipment. Although processes will be similar implementing a Virtual Home solution by some organisation may require additional investment in IT hardware. For completeness the Business Case includes details of all potential cost areas identified, irrespective of whether these result in a cost to Leicester, Leicestershire and Rutland MAPPOM so that this Business Case can support transferability of the idea beyond Leicester, Leicestershire and Rutland MAPPOM.

6.1 Project Costings

The key potential cost areas for the development of Virtual Home are:

- Development Costs – service specification, process development etc
- Hardware requirements and other equipment e.g. verification stamps
- Software or Programming requirements
- Staff training
- Staff time to administer Virtual Home – creating accounts, scanning, storing and retrieving documents
- Marketing and Promotion of Virtual Home to PPOs
- IT support
- Monitoring and Evaluation Costs

Current plans for the MAPPOM Virtual Home project are that it will be administered in house by Offender Managers without direct access by PPOs to information held. The development of an approach that would allow PPOs to access information stored directly would result in additional costs which are not considered within this business plan.

Costs have been considered over a three year period for the purposes of this Business Case but it is assumed that once developed, subject to evaluation of impact and outcomes, Virtual Home would operate in perpetuity to ensure that maximum value is achieved from the initial investment in development.

A summary of current cost areas and costing assumptions are set out overleaf.

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Cost Area	Year One	Year Two	Year Three	Notes
Development Costs				
System specification, development of operating procedures that comply with Data Protection Act legislation	£nil	£nil	£nil	Leicester, Leicestershire and Rutland MAPPOM are benefiting from support from Digital Birmingham to develop Virtual Home. Whilst this support has a cost attributable to it – these costs are being met from DC10 funding, of £10,000, that Digital Birmingham has access to so no costs have been included for this work. It is assumed that the specifications and designs of the operating procedures are made freely available for use in the public sector so other organisations will be able to benefit from the work, reducing their development costs.
MAPPOM internal system development e.g. development of flyer describing the process and benefits, changes to the induction pack including letter for PPOs to sign accepting the service, and processes and procedures for Offender Managers	£nil	£nil	£nil	The development of this is currently being undertaken by existing staff resources so it has been assumed that there will be no additional costs.
Hardware Costs				
Additional Hardware costs due to implementation – e.g. scanners, additional server storage capacity	£nil	£nil	£nil	Based on current understanding of the MAPPOM IT system there will be no additional capital costs arising from implementation, current IT specification will accommodate Virtual Home so no additional costs have been assumed.

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Cost Area	Year One	Year Two	Year Three	Notes
Software/Programming Costs				
Additional software requirements e.g. relevant Microsoft Storage Products or System Programming	£nil	£nil	£nil	Based on discussions with MAPPOM's in house ICT team scanning and storage of client data is already carried out and it was felt that the Virtual Home could be delivered using existing IT systems so no additional costs have been assumed for this project.
Staff Training				
Current operating plans for Leicester, Leicestershire and Rutland MAPPOM's Virtual Home are relatively simple and build on existing working practices e.g. the CRAMS system, meaning that training can be delivered in house	£nil	£nil	£nil	It is assumed that training will be delivered through in-house resources so no additional costs have been assumed
Staff Time				
Offender Manager Time – setting up Virtual Home Accounts, loading documents and retrieving documents for PPOs	£nil	£nil	£nil	It has been assumed that this activity would take place during Induction Meetings and other regular meetings between PPOs and Offender Managers with no resultant increase in cost. There may be additional work required in response to ad-hoc requests from PPOs but it has been assumed that these would net off staff time saved as there would be no requirement to chase up lost certificates etc.

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Cost Area	Year One	Year Two	Year Three	Notes
Marketing and Promotion				
Marketing of Virtual Home to new and existing PPOs	£nil	£nil	£nil	As noted above plans are already in place to develop a flyer for Virtual Home to describe the process and the benefits. It is anticipated that this development work will be done by the existing staff team with no additional costs. Printing of flyers etc would form part of MAPPOMs normal printing and stationery budget. Virtual Home would be promoted to new PPOs during the standard induction process and normal meetings with Offender Managers so no additional costs have been assumed.
IT support				
MAPPOM IT support costs	£nil	£nil	£nil	It is assumed that there will be no additional MAPPOM IT support costs as a result of the project implementation.
Monitoring and Evaluation				
Evaluation Costs	£nil	£nil	£nil	The project is to be independently evaluated by Perpetuity as part of the Digital Inclusion Team Innovations Process. This evaluation will be carried out from January to June 2010 and will be paid for by DCLG. It would be assumed that as with any initiative or service that ongoing evaluations would be carried out to ensure that the project was still adding value but that these would be done internally with no additional costs.
TOTAL COSTS	£nil (see Note 1)	£nil	£nil	

Note 1 – Year One Development Costs are mitigated by DC10 funding provided by Digital Birmingham.

7 Cost Benefit Analysis

The total costs for Leicester, Leicestershire and Rutland MAPPOM to set up and run Virtual Home over a three year period are currently £nil – as set out in Section 6. The project is benefiting from funding and support from Digital Birmingham which is covering development costs. The other potential significant cost area for the project relates to hardware and software requirements of the approach, based on current understanding of Leicester, Leicestershire and Rutland MAPPOM's IT system and functionality Virtual Home can be accommodated with no additional costs.

As detailed in Section 5 in addition to the extensive qualitative benefits arising for PPOs and the efficiency savings and service improvement benefits seen by MAPPOM it is anticipated that financial savings will accrue to the wider Criminal Justice System. A prudent assumption of these is as follows:

Benefits	Year One	Year Two	Year Three
PPOs participating in Virtual Home	35	105	175
Financial – cash releasing			
Cost of custodial sentences	£40,992	£122,976	£204,960
Total	£40,992	£122,976	£204,960

There is likely to be additional benefits accruing directly to MAPPOM as a result of the introduction of Virtual Home. At this stage no value has been placed on the potential savings in staff time for the MAPPOM team which could due to the changes in behaviour and attitude of PPOs arising from the fact that they feel more socially included for example reduced numbers of missed appointments etc which would result in additional (albeit non cash releasing) benefits accruing to MAPPOM. Similarly, no account has been taken of the time saved requesting copies of lost documentation on behalf of clients as it is assumed that initially this time saving will balance out with time spent administering Virtual Home. In the longer term as Virtual Home accounts are established and populated with documentation additional quantifiable time savings will be seen.

It is currently anticipated that Virtual Home can be introduced at Leicester, Leicestershire and Rutland MAPPOM without additional cost due to:

- the current specification of the IT system
- funding being applied to cover development and process developments by Digital Birmingham

The net cost to Leicester, Leicestershire and Rutland MAPPOM of developing and operating Virtual Home is £nil over the three year period under consideration and prudent assumptions of the overall net cash saving benefits to the whole Criminal Justice Sector are £368,928.

8 Timescales and Deliverability

8.1 Deliverability and Sustainability

The Leicester, Leicestershire and Rutland MAPPOM team are keen to progress Virtual Home. Following on from the Creativity Workshop the project outline was discussed with MAPPOM's in house IT team. They understood the project concept, felt it built on activities that were already undertaken and that it could be delivered in house using existing IT infrastructure resulting in minimal or no additional costs.

Through the ongoing development work undertaken a relationship has been established with Digital Birmingham which brings specific expertise, for example around data protection issues and funding which can be applied to the development costs of the processes and procedures of Virtual Home.

A similar project 'Virtual Rucksack' is being developed and piloted by St Basil's, a young peoples' homelessness charity in Birmingham. A live pilot Virtual Rucksack site is currently being tested with service users. Digital Birmingham was one of the original development partners in this project and Virtual Home will benefit from their knowledge and understanding from this project.

It is therefore felt that Virtual Home is deliverable within identified timescales as it:

- builds on existing working practices
- requires no capital investment
- benefits from expertise and funding from Digital Birmingham for development work
- draws in learning from innovative solutions in other sectors

Current assumptions are that the operation of Virtual Home is cost neutral for Leicester, Leicestershire and Rutland MAPPOM there are no additional attributable costs. The operational resource requirements mesh with existing operations and are therefore covered by the current staff team as part of their normal work.

Virtual Home is therefore not subject to specific budget uncertainties in future years as there is no requirement to find funding for specific operational costs and therefore is sustainable in the long term.

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8.2 Timescales

An outline of the anticipated timescales for the project, key stages and associated activities and deliverables/outcomes are set out below. This outline timescale is based on prudent timescales current assumptions are that the Leicester, Leicestershire and Rutland MAPPOM project will start in January 2010 and will be evaluated after six months by Perpetuity in June 2010 to align with Digital Inclusion Team timescales. There is currently no start date for the Birmingham Probation's project as they are still investigating the costs of the IT infrastructure which will be required. Meetings between Digital Birmingham, Birmingham Probation, Leicester, Leicestershire and Rutland MAPPOM and the Digital Inclusion Team will continue to support delivery in Birmingham. A detailed Project Plan will be developed in conjunction with the Project Initiation Document and agreed by members of the project team.

Phase	Task	Responsible/ Participants	Deliverable/ Outcome
Development Phase Nov '09 – Project Start (January 2010)	On-going development work with Digital Birmingham and internally	MAPPOM/Digital Inclusion Team/Digital Birmingham	Project processes and procedures developed/marketing materials developed
	Dialogue with Digital Birmingham to ensure external evaluation methodology devised by Perpetuity meets the DC10 criteria	MAPPOM/Digital Inclusion Team/Digital Birmingham	
	Review Business Case and make formal decision to proceed	MAPPOM	Project formerly assessed and agreed
Project Initiation	Project Initiation Meeting – to: <ul style="list-style-type: none"> define project team, role descriptions and responsibilities, project management arrangements, develop the Initial Project Plan defining goals, activities and milestones, agree and allocate areas of responsibility identify, review and assess project risks and proposed actions 	MAPPOM/Digital Inclusion Team/Digital Birmingham/Birmingham Probation (if applicable) and FSquared	Project team established and Project Plan developed and agreed
	Project Initiation Template Document – developed, issued, reviewed and agreed	FSquared/MAPPOM	Project Initiation Document produced acting as a reference point for all members of the project team and project progress monitoring tool

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Phase	Task	Responsible/ Participants	Deliverable /Outcome
Project Start – implementation and launch – January 2010 – Year One Delivery	Detailed process and procedure document produced so that Offender Managers know what to do	MAPPOM/Digital Birmingham	'How to' guide for staff team for Virtual Home
	Training for Offender Managers on using Virtual Home	MAPPOM	Staff team have the required skills to administer document storage and retrieval from Virtual Home minimising risks from the project from operational issues
	Evaluation methodologies, tools and processes developed and agreed	MAPPOM/ Digital Birmingham/Perpetuity	Digital Birmingham needs/D10 funding conditions understood and evaluation methodology designed to meet these needs as well as MAPPOMs own internal review, assessment and continuous improvement processes
	Virtual Home Launch – January 2010	MAPPOM,	Virtual Home storage system operational with documents being scanned, stored and retrieved
	Promote Virtual Home to beneficiaries	MAPPOM Offender Managers	Increased take up of Virtual Home increasing project impact and outcomes
	Project Meetings to monitor and review Virtual Home	MAPPOM/Digital Birmingham	Project programme reviewed, assessed, remedial actions agreed as appropriate and the project kept on tract
	Data collection/Project evaluation carried out at agreed stages of the project	MAPPOM/Digital Birmingham/Perpetuity	Evaluation data available for Project Review Perpetuity Evaluation of the project for Digital Inclusion Team – June 2010

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Phase	Task	Responsible/ Participants	Deliverable /Outcome
Year Two – Project Delivery	Internal evaluation of project one year on. Evaluation report produced and disseminated if required.	MAPPOM/Digital Birmingham	Project reviewed, impact assessed and shared
	Year Two delivery actions as for Year One	As for Year One delivery	As for Year One delivery
Year Three – Project Delivery	Internal evaluation of Year Two of the project. Evaluation report produced and disseminated if required.	MAPPOM/Digital Birmingham	Project reviewed, impact assessed and shared
	Year Three delivery actions as for Year One	As for Year One delivery	As for Year One delivery

9 Risks and Limiting Factors

During the workshop, on-going discussions and the development of this Business Case a number of risk areas and potential risk areas have been identified. Leicester, Leicestershire and Rutland MAPPOM will adopt a robust approach to risk management to give the project the best chance of achieving its goals and objectives. Project risks identified to date are outlined below. A more comprehensive review of Project Risks will be undertaken during the Project Initiation Meeting which will inform the development of a Risk Schedule identifying:

- the risk
- how likely it is to occur
- what the impact would be
- what controls are in place to manage the risk
- an assessment of if the controls are adequate
- Action Plan if required.

As this is a new area of activity additional risks and issues may arise during implementation and delivery. Identified risk areas and the Risk Schedule will be reviewed regularly to ensure that they remain relevant and mitigating actions are developed as appropriate.

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9.1 Initial Risk Assessment

Risk	How likely is it to happen (1 = very low/rare, 2 = low/unlikely, 3 = medium/possible, 4 = high/likely 5 = very high/probable)	What would the impact be	Controls in place to manage the risk	Actions Required	Responsibility
Budget costs in the business case may be inaccurate	3	Project may not be affordable and deliverable	Business case costings have been based on the assumption that development costs can be fully funded through the D10 grant made available by Digital Birmingham and the current assumption that there will be no additional investment requirement in IT within MAPPOM resulting from Virtual Home	Cost assumptions to be regularly reviewed as the project specification develops and during implementation	MAPPOM/MAPPOM IT and Digital Birmingham
Virtual Home product may not be attractive to beneficiaries	3	Service provision and rehabilitation and resettlement outcomes undermined by transience issues. Project does not achieve its desired outcomes reducing social exclusion, improving access to services and reducing re-offending	Marketing flyer being developed to explain the system and its benefits Participation data to be collected as part of Project Implementation to assess impact and inform future marketing approaches	Marketing flyer to be developed and tested out with PPOs to ensure that it highlights relevant benefits for the client group	MAPPOM
Take up of Virtual Home may give rise to additional unforeseen costs e.g. need to increase server capacity	3	Project becomes unaffordable due to unforeseen future costs	MAPPOM's IT Department and Digital Birmingham involved in the development of the project specification – they have the specialist skill and understanding of these cost areas and will feed these into the project costs as appropriate	Cost assumptions to be regularly reviewed as the project specification develops and during implementation	MAPPOM/MAPPOM IT

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Risk	How likely is it to happen (1 = very low/rare, 2 = low/unlikely, 3 = medium/possible, 4 = high/likely 5 = very high/probable)	What would the impact be	Controls in place to manage the risk	Actions Required	Responsibility
MAPPOM breaches Data Protection Act legislation, data is not securely maintained e.g. given out to the wrong client/filed incorrectly etc	2	<p>PPOs dissatisfied with the service – PPOs withdrawing from Virtual Home, loss of trust in the MAPPOM team</p> <p>Negative press/public and client perception of Leicester, Leicestershire and Rutland MAPPOM</p> <p>Possible legal costs/fines/legal claims</p>	<p>Digital Birmingham were involved in as an original development partner in Virtual Rucksack – so understanding of Data Projection issues can be transferred from that project.</p> <p>Robust systems/process are being developed taking account of data integrity and security – only Offender Managers can load and retrieve documents, proposed photo ID procedures etc</p>	<p>System/process as described plus walk through testing</p> <p>Ongoing audit trail to be reviewed to ensure data is secure</p>	Digital Birmingham/MAPPOM
Scanned, retrieved and verified documents not accepted by financial institutions/housing providers etc	3	<p>Project will not achieve desired outcomes – it does not overcome the practical issues faced by PPOs to their rehabilitation and resettlement linked to transient lifestyles</p> <p>No impact on rates of re-offending</p>	<p>Review and assessment processes to be developed to obtain feedback from PPOs on the system overall and acceptability of documentation.</p> <p>If there are isolated instances where documents are not accepted Offender Managers will intervene. If there are sectors which will not accept scanned authenticated documentation then there may need to be promotion of Virtual Home to those sectors to ensure acceptability</p>	<p>Proposal to be tested out with key institutions – banks, social landlords etc to understand specifications re proof of identity so that these can be incorporated in the system specification</p>	MAPPOM