Contents

• Objectives and Approach

• Developing an Approach to Delivery of Service to Travellers
  – Strategy
  – Organisation

• Designing Interventions

• Delivering the Intervention
Objectives & Approach
Objectives

• Describe examples of best practice & lessons learned in interagency strategic plans & operations
  – Understand how interagency groups established under the CDB’s work with agencies in South Dublin and Galway county

• Identify improvement opportunities in current ways of working
  – This document aims to build on the existing strengths of interagency working rather than present a critical analysis of the existing interagency groups
OBJECTIVES & APPROACH

We have used a focus interview approach; We have met several members of the South Dublin Group

**Interviewees**

<table>
<thead>
<tr>
<th>South Dublin Inter Agency Group</th>
<th>Galway Co Inter Agency Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Joe Horan</td>
<td>• Mary Forde</td>
</tr>
<tr>
<td>• Philomena Poole</td>
<td>• Frank Gilmore</td>
</tr>
<tr>
<td>• Frank Nevin</td>
<td>• Eileen Keavney</td>
</tr>
<tr>
<td>• Tom O’Neill</td>
<td>• Mary McGann</td>
</tr>
<tr>
<td>• Hugh Hogan</td>
<td></td>
</tr>
<tr>
<td>• Niamh Milliken</td>
<td></td>
</tr>
<tr>
<td>• Billy Coman</td>
<td></td>
</tr>
<tr>
<td>• Ann Byrne / Elaine Leech</td>
<td></td>
</tr>
<tr>
<td>• John Manley</td>
<td></td>
</tr>
<tr>
<td>• Julie Cruickshank</td>
<td></td>
</tr>
<tr>
<td>• Fergal Black</td>
<td></td>
</tr>
<tr>
<td>• Pat Ryan</td>
<td></td>
</tr>
<tr>
<td>• John Moloney</td>
<td></td>
</tr>
</tbody>
</table>
OBJECTIVES & APPROACH

The analysis is structured around a Traveller Contact Model

Traveller Contact Model

- Developing an Approach to the Delivery of Service to Travellers
- Design the Intervention
- Deliver the intervention
- Review and Adjust

This exercise will address the first three elements of the model
We have used this model to identify structures and activities to support Inter Agency working.

**Traveller Contact Model**

### Developing an Approach to the Delivery of Service to Travellers
- InterAgency Group & Sub Groups
- Structural Changes (e.g. to the way we recruit; in the establishment of Traveller Units etc)
- Co-Ordination & Monitoring Structures
- CDB’s

### Design the Intervention
- InterAgency Group
- InterAgency Sub Groups

### Deliver the intervention
- Individual Agencies – e.g.
  - Local Authority
  - HSE
  - FAS
  - Garda
- Local Traveller Community Groups
- Key Workers

### Review and Adjust
- Performance Management Framework

---

**Structures**
- Traveller Needs Analysis
- Strategy Development
  - Understanding Needs
  - Developing Propositions / Services
- Service Gap Analysis
- Cultural Awareness Training / Seminars etc (All Staff / All Agencies)
- Communication of Inter

**Activities**
- Alignment of Agency Objectives
- Joint Service Planning / Traveller Transformation Mapping
- Goal / Target Setting & Base lining
- Role & Responsibility Charting
- Resourcing
- Site Selection
- Information Sharing
- Alignment of Incentives and Sanctions
- Visit Co-Ordination
- Referral Process / Liaison with Service Providers
- Traveller Participation
- Frequent Contact with Traveller Families & Organisations / Relationship Management
- Integration with Non “Traveller Specific” Services
- Mainstreaming to local organisations

**Agency Goals within Individual agencies**
- Evaluation
- Communication
- Reporting
- Database Development and Management
Developing an Approach to Delivery of Service to Travellers
The approach uses CDB vision, and aligns needs, strategy & services through an agreed governance structure

**We will address each of the four elements in turn**
The starting point for Inter Agency working is to develop a common view of Traveller needs

**Traveller Needs Assessment**

- The Government has reported on ways to improve the coordination of services through it’s High Level Group on Travellers Issues
  - This should act as a starting point for needs assessment, and should be complimented by the hands on experience of Travellers and service providers locally

- Individual agencies also have internal structures to understand Traveller needs and develop strategies, often in consultation with Travellers
  - E.g. Clare consultation on Health, Education / Training, Income / Employment, and Accommodation; Dept of Education Traveller Education Strategy; National Traveller Health Strategy
  - The DFES appointed a National Education Officer for Travellers in 1992; This role is to identify educational needs and provide advice on educational provision

- Travellers should also be consulted locally as part of this process;
  - A broad or national view may not encompass all of the situations at a local level

- There is a view that services should be provided based on need rather than identity
  - This should drive the need for mainstreaming as part of the overall Inter Agency strategy

*Is there a common view of Traveller needs or a range of competing needs being championed by the different departments & agencies?*
A common view of Traveller needs drives inter-agency strategy

Inter Agency Group (IAG) Traveller Strategy

• IAG strategy should be sufficiently specific to make it meaningful
  – There may be a range of strategies, depending on the location and the family (i.e. the South Dublin County Council strategy for Daletree may be different to the strategy for Oldcastle)
  – The strategy should embrace all aspects of service delivery to Travellers (health, education & training, income / employment / economy, accommodation, culture, law and order ), and not just accommodation
  – Strategies can focus as much on reducing dependency as on delivering services depending on the local needs

• There needs to be a clear link between Traveller Need and Agency Strategy
  – Otherwise, there can be a disconnect between the goals of the agency at corporate level and the activities of its representatives on the ground

• Campaigns such as “Education on Dumping” should be developed in conjunction with and in support of family and location strategies
  – If a campaign is not explicitly linked to a strategy, then we should question why the campaign is being undertaken

• Ideally, it should be possible to map any service delivered by the IAG onto a specific Traveller need
  – It is also appropriate to consider what needs will not be met by the IAG and its members
Strategy should also meet member needs – otherwise their participation will dwindle

**Inter Agency Group (IAG) Traveller Strategy**

- The strategy must address needs of individual member agencies
  - There has to be a clear goal / “What's in it for me” factor for each participating agency (E.g. Social Welfare may need to reduce fraud, reduce the cost of means assessment, promote activation etc);
  - This should be reflected through indicators with targets and agreed baselines (e.g. reduction in complaints / fraud etc); the group as a whole should be accountable for performance against these indicators and for committing resources to meet them

- This should help to ensure that the IAG strategy is aligned with the strategy of individual agencies

- Otherwise, agency representatives will struggle to get support and resources from their parent organisation
  - If some members are simply there for “Awareness Building” the group will not realise its potential and could default to being a support group for the local authority
  - The group needs to avoid the attitude that “if you have time go along, as long as it doesn’t impact your core business…” and the view that we “…don’t have any goal for the IAG meeting”
Individual agencies then need to examine their value propositions to see how well they fit the stated strategy

Agency Services

- Participating agencies need to have a clear view internally of what their services and value propositions are, and how they contribute to the overall Inter Agency strategy
  - If you are not clear internally on how you deliver service, then it is very hard for other agencies to engage with you
  - i.e. What supports and initiatives exist within your organisations that could be of benefit to Travellers (e.g. Youth Diversion Projects / One People Programme / Child Development Initiative etc)

- Intervention design should include meaningful consultation with Travellers
  - The design of service pods for Oldcastle, South Dublin was an example of effective Traveller consultation

- Agencies then need to communicate to other members of the group what their services are and how they add value
  - This means being mindful of how other agencies need to interact with a family; if you don’t understand what other agencies can do you cannot engage productively with them and build on their initiatives
  - Otherwise there is a danger that agencies will make assumptions regarding what services you are providing; this could lead to duplication and / or service gaps (understanding the role of initiatives such as RAPID will be key here)

- The group as a whole may need to examine itself to ensure that it has the appropriate membership (both at Inter Agency and Operational level) to enable the strategy to be realised
  - E.g groups would benefit from VEC participation as well as Department of Education participation
DEVELOPING AN APPROACH TO THE DELIVERY OF SERVICES TO TRAVELLERS

Governance for the group should extend to the CDB and central government

**Traveller Services Governance**

- **Policy Development**
  - Define Vision / Terms of Reference
  - Agree Participation
  - Set Group Goals
  - Develop Integrated Strategy
  - Identify & disseminate examples of best practice (e.g. Primary Healthcare for Travellers Project)
  - Run Traveller Consultative Processes / Align with NGO Sector Initiatives (e.g. Voluntary Housing Orgs)
  - Manage Member Participation / Liaise with Parent Organisations / Inter Agency Communication
  - Disseminate findings of National Consultative Bodies
  - Align with National Initiatives such as the Social Inclusion Measures Group / FAS-VEC-Social Welfare Hi Support Processes for people who are not “progression ready” in the national employment plan

- **Liaison with other policy developers (e.g. National Traveller Monitoring & Advisory Committee)**
  - Feedback on Policy

- **Operational Groups**
  - Identify Projects
  - Allocate Resources
  - Develop Detailed Strategy / Service Planning (Gaps / Overlaps / Scope of Service / Integration etc)
  - Develop Performance Indicators / Set Targets x Family
  - Implement Strategy / Deliver Service / Family Profiling

- **The Inter Agency group needs CDB Sub Group status to give it the necessary influence and access to decision makers**
  - The CDB National Co-Ordinating Group may also have a role here

* DJELR & Other Departments on the High Level Group*

* DJELR & Other Departments on the High Level Group*
Developing an approach to the delivery of services to travellers

Participants should be sufficiently senior to enable decision making; Community & Enterprise should co-ordinate activities

**Traveller Services Roles / Participation**

- **Policy Makers**
  - Local Authority (LA) County Managers
  - Senior Service Delivery Managers

- **LA County Manager**
  - LA Director of Service – Community & Enterprise (to coordinate Sub Groups activity)
  - LA Director of Service – Housing etc for input as required
  - LA Senior Executive Officer / Senior Social Worker

- **Garda Superintendent**
  - HSE Managers
  - Agency Managers
  - Department regional staff (e.g., D/ES, DSFA--Principal Officer / Assistant Principal Grade)
  - Other stakeholders

- **Operational Groups**
  - LA Social Workers
  - LA Tenancy Sustainment Officers
  - HSE Social Workers
  - HSE Social Inclusion Officers
  - Garda Inspectors

- **Front Line Service Providers**
  - Traveller Support Groups
  - Travellers

*If the Inter Agency Group does not have senior level participation and commitment it will struggle to meet its objectives*

*The CDB National Co-Ordinating Group may also have a role here*
Once the approach is agreed, the group can begin designing appropriate interventions

An Agreed Approach

• At this stage the Inter-Agency grouping should have an agreed approach to the delivery of services to travellers
  – Based on a common view of traveller needs
  – Addressed by a joined up Inter Agency strategy…
  – …which also meets the needs of the individual agencies, and
  – Which is underpinned by well defined roles and a structured governance model

• Once this approach is agreed, the group will be sufficiently robust to begin designing appropriate interventions and services

The remainder of the document will focus on the design and delivery of these front line services
Designing Interventions
DESIGNING INTERVENTIONS

High level design needs to ensure that each service is part of an overall programme to achieve goals

High Level Design

• A guiding principle for designing interventions is to ensure that each intervention (e.g. accommodation, health, etc) is part of a greater programme of interventions designed to address Traveller needs
  – The Kiltipper project in South Dublin might be a good role model here; the focus went far beyond just accommodation (see Appendix)

• Member agencies need to plan interventions well in advance and in a co-ordinated way
  – i.e. if Education are ensuring school attendance, FAS should be working on post school training and other agencies should be investigating employment options

• Operational groups should work on a local area basis within each local authority area to ensure integration of the full range of services.
  – Operational groups that run on a sectoral / thematic basis run the risk of undermining the benefit of working in an interagency manner.
A transformation might begin with provision of basic needs and develop to sustainable living.

**Designing Interventions**

**Draft Transformation Map**

1. Accommodation (incl Estate Management)
2. Health
3. Security
4. Education
5. Training
6. Employment
7. Community Leadership

**As-Is**

**To-Be**

- **Phase One - Basic Needs**
- **Phase Two - Development**
- **Phase Three - Participation**
DESIGNING INTERVENTIONS

This map should then be customised by the operational group to reflect individual family situations

*Family Transformation*

- **The Inter Agency Group should agree a shared vision for each family**
  - What is the goal for the family; How far do we expect to get with a family; at what stage do we disengage with a family; what services come in and when

- **Interventions should ensure that the Traveller transformation journey is supported throughout**
  - i.e. if you are going to provide training to Travellers there needs to be a clear progression opportunity to employment in place post completion of the training
The operational group then need to engage each Traveller family to sign up to the developmental programme

- The operational group could identify suitable families to pilot the approach prior to full rollout

- The most effective way to engage with a family is through one strong relationship – otherwise you will have several service providers all trying to forge the same set of relationships with the risk of overwhelming the Traveller family

- The concept of key worker could be used to develop this relationship

**Family Relationship Management**

**The Key Worker concept could be used to develop this relationship**
DESIGNING INTERVENTIONS

Key Workers could act as a liaison between families and service providers

*Family Relationship Management*

- A Key worker would be an existing employee of one of the Inter Agency front line service providers and would perform the following roles
  - Development of a relationship with the family
  - Basic skill building with the family (including challenging / mediation etc)
  - Interfacing with and referrals to other service providers
  - Delivery of front line services for their own employer

- There are several front line service provider roles which could incorporate a key worker role
  - E.g. Tenancy Sustainment Workers / Social Workers (HSE & Local Authority) / Visiting Teachers / VEC Adult Literacy Organiser / Community Warden
  - Some organisations cannot feasibly provide key workers as they are heavily involved in enforcement (e.g. Gardai, Dept of Social Welfare etc)

- A good starting point is to leverage existing good relationships when allocating key workers

- Key workers would remain with a family for 2-3 years and then rotate to provide a range of experience for both key worker and family
DESIGNING INTERVENTIONS

Key workers become the hub for all relations with Traveller families, providing one channel for all communications.

Key Worker Model

Key

- Enquiries to Key Worker
- Referrals to Service Providers

Local Authority
HSE
VEC
Dept of Social & Family Affairs
Dept of Education
An Garda Siochana
Youth Service
Voluntary Housing Sector

Key Worker

Traveller Family / Group

Probation & Welfare Service
Traveller Training Centres (e.g. St Basils)
Traveller Enterprise Centres
FAS
Dept of Enterprise Trade & Employment
Parish of Travelling People
Local Authority Elected Members
HSE

Dept of Social & Family Affairs
Dept of Education
HSE
VEC

Youth Service
Voluntary Housing Sector

An Garda Siochana
Probation & Welfare Service

Traveller Family / Group
Communications, training and awareness and more focused ways of working are critical to success

**Critical Success Factors**

### Communications

- Agencies need to leverage communications and information sharing for mutual benefit and to support interventions
  - E.g. Providing Social Welfare with information on when a family was ready for activation
  - E.g. Providing Garda vetting for housing applicants
  - “We might never know what other agencies are doing before we go on site”

- Traveller groups need greater awareness of services, opportunities and obligations
  - Agencies should leverage the widest number of communication channels to get strategy messages to Traveller communities
  - E.g. Weekly slots around each theme
  - E.g. Outreach programmes to consult directly with Travellers in their own homes

### Ways of Working

- Operational and Inter Agency Group meetings run the risk of becoming a talking shop
  - Meetings become less productive, and this impacts participation
  - There needs to be a greater task focus in meetings; High level strategy can lead to disengagement

- Meetings would also benefit from more informal networking where members would learn more about each other;
  - An excessive focus on high level presentations can limit time for relationship building

- Operational groups need to be structured around regions rather than around sectors or themes
  - Otherwise liaison between service providers will be broken

### Training & Awareness

- Agencies need to build awareness of Traveller needs internally prior to launching interventions
  - E.g. SDCC General Awareness of Traveller Needs, Traditions etc; Seminar on “Accommodation & Beyond”

- Traveller groups with strong leadership are more likely to respond well to services
  - The InterAgency Group needs to develop local leadership in advance of interventions

- All organisations need internal training on Traveller culture to promote a culturally competent workforce
  - E.g. diversity and equality training for teachers
Delivering Interventions
Agencies need to work more through key workers; Incentives should reinforce the overall objectives

**Ways of Working**

- Agencies need to share as much information as possible within the constraints of data protection
  - E.g. If the HSE has a child protection case then other agencies need to be aware that the Traveller family in question may not be receptive to other interventions
  - E.g. Remedial work needs to be aligned with law enforcement

- Agencies should concentrate interventions on key areas and coordinate to avoid spreading resources too thinly
  - E.g. Avoid having all agencies visit on the same day; Use pilot programmes to trial approaches

- Agencies need clear escalation routes for more urgent or risky situations
  - E.g. Tenancy sustainment, children at risk, domestic violence

**Incentives**

- Service incentives should support and reinforce (not undermine) shared objectives
  - There is a concern that Travellers are being willingly expelled from school so that they can be accepted onto paid Traveller training programmes

- Incentives and sanctions should be clearly understood by Travellers
  - E.g. Provision of summer placements for Travellers who stay in school;
  - E.g. Termination of unemployment assistance for Travellers who drop out of programmes

**Integration**

- Service delivery should plan for integration with non-Traveller specific services where appropriate
  - E.g. the integration of the Traveller specific after school programme with a general after school programme
  - E.g. the integration of Traveller estate management into wider local authority estate management processes
Processes and structures need to be sufficiently flexible to encourage Traveller engagement

• Organisations also need to ensure that their internal processes and the supports they provide do not deter Travellers from accessing services
  – E.g. SDCC has developed a best practice selection and recruitment process that will not act as a deterrent to Travellers
  – E.g. if Travellers who are on work placement etc, need to open bank accounts or obtain credit, are sufficient supports in place to assist them with the relevant processes, if required?

• Structures need to flex to adapt to changing needs and ways of working
  – E.g. Agencies can facilitate access to their procurement processes for Traveller businesses
  – E.g. Funding can be flexible and multi purpose, such as the Local Authority Estate Management Fund
  – E.g. Travellers can be facilitated in accessing employment opportunities such as the SDCC General Operative / Admin & Clerical Programme
  – E.g. Fast-track accommodation using prefabricated housing
  – E.g. Educational Welfare Officers can only act after 30 days, but this is too late
Kiltipper Operational Group

The development of a new Traveller Group Housing Scheme at Kiltipper provided the impetus for the first of the action plans to be developed. The Kiltipper development is a first for the Council. It is an integrated development, which has five Traveller bungalows bordered by social housing, affordable housing and private housing, providing a unique opportunity to build a community, which transcends traditional divides.

The transition of Travellers to their new accommodation coincided then with a full range of services being offered. This included registering with GPs, Dentists, visits to new schools and engagement with the Visiting Teachers. Pre-Tenancy Courses involving the Gardaí and the Health Service were also provided.

This model is now being replicated for the development of all new accommodation and the emerging Tenant Liaison Groups working in conjunction with their neighbours and growing from the Pre-Tenancy Courses has been put in place. These Tenant Liaison Groups are also now being developed retrospectively in all existing Traveller Developments and will meet as the need arises.