



Homeless Offenders Strategy Team (HOST)

**Business Strategy,
2004-2007**

Preface

Secure and stable accommodation is recognised as a significant protective factor in work to reduce re-offending and contribute to crime-free lifestyles. The corollary of this is that where an offender is homeless, as well as being a risk factor in itself, the lack of appropriate accommodation interacts with other factors to multiply the risk of that person re-offending.

Although the Probation & Welfare Service (PWS) is not itself a direct accommodation provider, it has a long and continuing history of working in partnership with a range of statutory and non-governmental organizations involved in accommodation provision for offenders. In this respect, the Service brings its commitment and expertise in addressing offending behaviour and to the management and integration of offenders in the community to its work in this field.

The Homeless Offenders Strategy Team (HOST) was established in 2002, on foot of the government's Homeless Strategies published in 2000 and 2002. The Team is multi-agency in nature, with the PWS as the lead agency. Dublin City Council has seconded a senior official to work in HOST on a fulltime basis. This arrangement has already proven to be extremely valuable. The Team has also forged excellent liaison arrangements with the Irish Prison Service (IPS), and the Regimes Directorate in particular. We are also seeking to build on the already effective, flexible and practical working relations with local prison managements.

HOST is a relatively small unit (see Section 2: Introduction and Background) with a mainly strategic focus. The Team has a national remit and as the range and pattern of organisations and structures impacting on homelessness and offenders' accommodation issues is complex, the task of co-ordinating effective responses poses significant challenges. There is a clear need to add value to existing services, rather than replace or duplicate them. Generally, the role of HOST is in promoting measures to prevent offender homelessness and ensuring offenders have access to appropriate accommodation and services. To this end, HOST and the PWS work with local authorities, health boards and voluntary bodies and others to facilitate these aims, and to ensure that the work of the PWS contributes strategically at all levels to minimising offender homelessness and its impact on offending.

I would like to thank all those (both within and outside the PWS) who contributed to the formulation of this Strategic Plan. It is intended that the strategy will provide a 'living' and working guide for the PWS and its partner agencies over the coming years in the work to improve offender accommodation and reduce offending.

Vivian Geiran, Assistant Principal Probation & Welfare Officer
Director, Homeless Offenders Strategy Team (HOST)

April 2004

Abbreviations Used:

CDTH	Cross-Department Team on Homelessness
COGOI	Co-ordinating Group on Offender Integration
CSER	Centre for Social & Educational Research
DIT	Dublin Institute of Technology
DJELR	Department of Justice, Equality & Law Reform
DOE	Department of Environment, Heritage & Local Government
ERHA	Eastern Regional Health Authority
HOST	Homeless Offenders Strategy Team
IPS	Irish Prison Service
IT	Information Technology
LA	Local Authority
NESF	National Economic and Social Forum
PSM	Positive Sentence Management
PSR	Pre-Sanction Report
PWS	Probation & Welfare Service

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**Homeless Offenders Strategy Team
(HOST)
Mission Statement**

To prevent and minimise homelessness among offenders by working in effective partnership with statutory and non-statutory bodies, thus contributing to reducing re-offending, promoting community safety and social inclusion.

Section 2

Introduction and Background

There is a variety of routes by which people may become homeless. While links between a range of variables and homelessness have been established, there is little if any agreement on causality. Poverty, history of substitute care, experience of abuse or neglect, family conflict, age at first becoming homeless, social isolation, substance misuse, mental ill health and imprisonment are significant factors that can contribute to a person becoming homeless. The relationship between crime and homelessness is also complex. For those who come in contact with the criminal justice system through their offending, that contact and especially incarceration at any point in a person's life, can increase the likelihood of their becoming homeless.¹ A significant percentage of offenders are already homeless or at risk of homelessness at the point of contact with criminal justice agencies, including at the point of incarceration. It is also recognised that homelessness in itself can be an element in a compound of social factors which may contribute to offending. Many homeless people have contact with the criminal justice system, often for a succession of relatively minor offences. They may also have other problems such as substance misuse and mental health difficulties, which are likely to place them at increased risk of further offending and homelessness. Offending behaviour may thus both result from and contribute to homelessness.

There is evidence that being discharged from prison can be one of the triggers leading to homelessness. Carlisle's (1996)² findings indicated that 40% of a sample of prisoners expected to be homeless on release, while less than 50% reported being able to return to the accommodation they had prior to imprisonment. Paylor (1992)³ had also documented similar findings: 40% of that sample were homeless on discharge from

¹ For example, see Carlen, P. (1983) *Women's Imprisonment* London: Routledge; Piliavin, I., Sosin, M., Westerfelt, A. and Matsueda, R. (1993) 'The Duration of Homeless Careers – An Exploratory Study,' *Social Service Review*, 67 (4), 576-598 and Yanetta, A., Third, H. and Anderson, A. (1999) *National Monitoring and Interim Evaluation of the Rough Sleepers Initiative in Scotland*, Edinburgh: Scottish Executive Central Research Unit.

² Carlisle, J. (1996) *The Housing Needs of Ex-Prisoners*, Centre for Housing Policy, University of York.

³ Paylor, I. (1992) *Homelessness and Ex-Offenders: A Case for Reform*, University of East Anglia, Social Work Monographs.

custody. Access for offenders to housing can be difficult to achieve. It is often hindered by factors such as family breakdown and public antagonism. The public's concern about offenders living in their midst is easy to understand. Added to this is the destabilising effect of homelessness which increases the risk to the community. The housing needs of offenders are, however, an issue for the wider community. Research has indicated that offenders who are homeless are more likely to re-offend than those with a secure home.⁴ It is, therefore, in the interest of society as a whole that both policy and practice should address the issue of providing suitable housing for offenders.

Because homeless people tend to be over-represented in the criminal justice system, homelessness as a consequence impacts on all the criminal justice agencies, including the PWS and the IPS. In 2003 the PWS and the Department of Justice, Equality & Law Reform (DJELR) commissioned the Centre for Social and Educational Research (CSER) at Dublin Institute of Technology (DIT) to carry out a research project in relation to the progression of homeless offenders through the criminal justice system in Dublin. This major project (unpublished at the time of writing) will add much to the existing knowledge base. It found *inter alia* that:

- Almost one in ten of those offenders referred to the PWS by the courts in Dublin were homeless on referral.
- Of these, almost half were women.
- A little over half of those surveyed in custody had experienced homelessness at least once prior to committal.
- A quarter of the overall incarcerated sample was homeless on committal.
- A third of the women in custody were homeless on committal to prison.
- Homeless offenders were most likely to be single, male and under thirty years of age.
- Significant substance misuse and mental health issues emerged in the research sample.
- Those surveyed also reported high prevalence of youth homelessness and multiple incidences of homelessness.

⁴ For example, see Banks, C. and Fairhead, S. (1976) *The Petty Short-Term Offender*, Barry Rose; and Ramsay, M. (1986) *A Review of Research into Homelessness and Offending*, Home Office Research Bulletin No. 20, London: Home Office.

The research also highlighted the implications for the work of the PWS in offender supervision and integration in the community caused by homelessness and related issues. These include the difficulties in: tracking offenders who are homeless and living in transitory or temporary accommodation, the often disproportionate amount of time spent by probation officers addressing crises caused by homelessness, finding accommodation for people who often present with challenging behaviour (as well as compounding issues such as mental illness, substance misuse and so on) and who may be stigmatised by the nature of their offending (e.g. sexual violence). Homelessness also makes compliance with supervised community sanctions, such as probation or community service, more difficult for the service user. At the same time, it is generally in the interests of the offender and society as a whole, to make community based sanctions as available as is practicable to homeless offenders. Custodial options, while necessary in a proportion of cases, can serve to make integration of the homeless offender ultimately more difficult. A clear implication for the PWS is the need to maximize partnership working to address such complex problems as offending and homelessness and facilitate offender access to mainstream services. For those who do have custodial penalties imposed, the implementation by the IPS of an advanced system of Positive Sentence Management should contribute significantly to planning for and implementing prisoner reintegration more effectively.

Over the course of recent years the government has formulated a strategy to develop a comprehensive response to homelessness, incorporating the broad spectrum of matters relating to this issue including accommodation, health and welfare, education, training and preventative measures. This strategy is set out primarily in the three documents; *Homelessness - An Integrated Strategy (2000)*, *Youth Homeless Strategy (2001)* and the *Homeless Preventative Strategy (2002)*. The response of the Probation and Welfare Service to homelessness and related issues, as they impact on offenders and the wider community, is fundamentally informed and founded on these three strategies, in conjunction with the mission, strategies and business plans of the Service itself, those of the Department of Justice, Equality and Law Reform and the Irish Prison Service. The Homeless Offenders Strategy Team (HOST) was established following publication of the *Homeless Preventative Strategy* with the purpose of assisting homeless offenders. The National Economic & Social Forum (NESF) Report on the *Re-Integration of Prisoners (2002)* has also made an important contribution to the approach taken in this area of work.

Developments to date

Since the establishment of HOST, progress has been made on a number of fronts, including the following:

Sanction was secured by the Department of Justice, Equality & Law Reform in 2002 for four dedicated PWS personnel for HOST as follows:

- ◆ 1 x APPWO (Director)
- ◆ 1 x SPWO
- ◆ 1 x Executive Officer
- ◆ 1 x Clerical Officer

Appropriate personnel have been assigned to the above positions. It was anticipated that additional specialist personnel would be seconded to the unit from DCC and the IPS. A Senior Official from DCC has been seconded (with the co-operation and support of the Department of Environment, Heritage and Local Government) to HOST. While the IPS have thus far not been in a position to second an official to HOST, effective liaison arrangements at appropriate levels between HOST and the IPS have been established.

Since November 2003, the Senior Probation & Welfare Officer assigned to HOST also has operational responsibility for the supervision and management of one Probation & Welfare Officer post in Cloverhill Court, and 0.5 Probation & Welfare Officer post for Lions Villa probation residence for young offenders, as well as one administrative support (Clerical Officer) post. Staffing levels and requirements in the unit will be kept under review.

A number of other developments have taken place since HOST was established:

- A research and information gathering and dissemination strategy has been put in place (HOST/PWS information bulletins, newsletters etc issued).
- A major piece of research on homeless offenders in Dublin, commissioned by the PWS/DJELR, has been completed by the Centre for Social and Educational Research (CSER) of Dublin Institute of Technology (DIT).
- Effective links and networks established, maintained and developed; specifically with the Cross Departmental Team on Homelessness, (Dublin) Homeless Agency, Youth Homeless

Fora, Local Authorities, Health Boards, and organisations in the community and voluntary sector.

- Operational responsibility for the PWS input to Cloverhill Court and Lionsville Probation Residence for young offenders incorporated into HOST.
- A number of training and information sessions have been facilitated in co-operation with PWS Staff Development Unit.
- An in-Service Cross Grade Group on homelessness and offender accommodation is drafting position papers and practice guidelines in relation to various aspects of work with homeless offenders.
- A working group is drafting practice guidelines, protocols and strategy in relation to young homeless offenders (particularly those under eighteen years of age), and especially in the context of the provisions of the Children Act. This group will report to PWS senior management by June 2004.

Prevention of Homelessness among Offenders

- Specific emphasis and priority is being given on an ongoing basis to the early and accurate identification of populations of offenders at risk of homelessness, both in the community and in custody. These include young persons, those with histories of family conflict, substance misuse or psychiatric issues, sex offenders and so on. The co-operation of the IPS in relation to this work is vital and invaluable.
- Increased awareness of offender accommodation and related service needs has been promoted among a wide range of agencies and on various agendas.
- Information and advice has been provided by HOST to Probation and Welfare Officers and staff in partner agencies in relation to offenders and homeless services.
- HOST/PWS participation on a Department of Social and Family Affairs led committee generating a Prisoner Information Booklet, providing information on relevant services such as accommodation, health, welfare, money matters and so on, to be made available to those in custody.
- A number of local and regional service directories with relevance for offenders are also completed or being drafted at time of writing.

- HOST and the PWS continue to contribute to the development by the IPS of a comprehensive system of Positive Sentence Management, including discharge policies and practices which minimize the risk of homelessness for those leaving custody.

Improving Access to Accommodation for Offenders

- Agreement secured that prisoners' needs to be included in local authority housing strategies. Development of protocol with DCC to secure access to mainstream local authority tenancies for offenders.
- Promoting range of accommodation to meet offenders' needs – including social housing and the private rented sector.
- Interagency in-reach service by (Eastern Regional Health Authority) Homeless Person's Unit in partnership with PWS and IPS provided in Mountjoy Prison, facilitating access for homeless prisoners to income maintenance, ancillary payments (e.g. special needs) and appropriate accommodation post-release.
- Similar initiatives have also been developed in Cork Prison and other institutions.
- Ring-fenced access to small number of hostel beds. Practice (referral and liaison) protocols developed.
- New specialised accommodation services for offenders have been developed by BOND (Blanchardstown Offenders for New Directions) at Padua House in Dublin, supported accommodation for homeless women offenders at the Tús Nua project run by the Depaul Trust also in Dublin, and a men's facility at the Kazelain project in Sligo.

It is important to note that while the above achievements have resulted from significant interagency co-operation involving a wide range of statutory and non-statutory agencies, the existence of HOST as a focal point for addressing the needs of homeless offenders would appear to have added impetus and value to a significant proportion of the achievements, both individually and collectively.

Section 3

Principles underpinning this Strategy

The primary objective of this Strategy is to provide for a coherent implementation mechanism that contributes to and facilitates the development of a more comprehensive and integrated delivery of services to homeless offenders by all the relevant agencies. It is recognised that the needs of homeless offenders can be so diverse and complex that no one agency acting in isolation can meet these needs. A trans-agency and multi-disciplinary response is essential to address immediate housing needs, health, education, training and other issues for homeless offenders, thus contributing to a reduction in offending.

It's essential to work through existing structures set up specifically to address homelessness. Relevant government departments and agencies (including the PWS) are represented on the Cross Department Team on Homelessness (CDTH), overseeing implementation of the strategies. At local level, a Homeless Forum has been established in each local authority area – to establish the level and type of need and to plan and co-ordinate services appropriately. In Dublin this function is carried out by the Homeless Agency, on whose board the PWS is represented. In addition, there is a Youth Homeless Forum in each health board area. HOST provides a representative to the ERHA Forum on behalf of the PWS. The HOST Strategy sets out to minimise homelessness among offenders, and to improve offender access to mainstream accommodation and services.

A range of types of accommodation for offenders is required throughout the country. Valuable work is already being carried out by a number of specialist organisations in this arena. Cognizance of the need to promote greater social inclusion and minimise the potentially stigmatising effect of living in specialist hostels, which expose the identity of their residents has been a key principle underpinning the ethos of this Strategy. A further principle underpinning the Strategy is that offenders are entitled to the same services as other citizens.

The PWS and HOST will work in a collaborative way with our key partners to add mutual value to interventions addressing both homelessness and offending. Current government policy documents assign primary responsibility for resourcing homeless service provision with the local authorities and the health boards. The PWS has an

identifiable role and expertise in providing a link between the justice system (including offenders) and accommodation providers. There is also likely to be an ongoing expectation on the DJELR to contribute to resourcing of appropriate specialist accommodation projects for offenders. In this context, the ongoing support of DJELR, the Co-ordination Group on Offender Integration (COGOI) and the IPS will be essential in implementing the actions identified in the Strategy.

At the same time the PWS should not duplicate or replace existing services, but where possible promote the availability of these services to offenders and support the agencies involved. This will include the ongoing development of effective partnerships with a range of statutory, non-statutory and voluntary bodies providing accommodation.

Strategic Aims of the Homeless Offenders Strategy Team (HOST)

- 1. Establish and Develop the Homeless Offenders Strategy Team**
- 2. Prevent and Minimise Homelessness amongst Offenders**
- 3. Improve Access to Accommodation for Homeless Offenders**

Aim 1: Establish & Develop the Homeless Offenders Strategy Team

The Homeless Offenders Strategy Team (HOST) has been established as a result of the government strategy to deal with the accommodation and related needs of offenders, both on supervision in the community and those in custody and post-release. Its overall objective is to ensure that there is ongoing and effective inter-agency co-operation and support between the statutory and voluntary bodies working in the homeless sector as they affect homeless offenders, including those under eighteen years of age, as well as adult offenders.

Aim 2: Prevent and Minimise Homelessness amongst Offenders

Strategies to reduce and if possible eliminate homelessness amongst offenders through preventative programmes are an essential part of any plan to tackle homelessness. HOST will seek to minimise the level of homelessness amongst offenders by being proactive in promoting and supporting the implementation of a range of preventative measures, in partnership with other statutory, non-statutory and voluntary bodies, at national and local level. It is intended to target those at risk of becoming homeless, contributing in particular to the development of appropriate policies and procedures so as to ensure that sentence management and discharge from custodial institutions are planned so as to minimise the risk of homelessness.

Aim 3: Improve Access to Accommodation for Homeless Offenders

The PWS strategy in relation to offenders' accommodation is centered on co-operation with and maximising the use of services provided by local authorities, health boards, the voluntary and private rented sectors. It is recognised that the most effective way of helping homeless offenders is through an integrated approach with these partners. In addition, the *Homeless Preventative Strategy* proposed that the IPS and the PWS arrange for the construction and operation of transitional housing units in Limerick and Cork as part of the overall strategy of preparing offenders for release. More such units may be required to be used by offenders until they obtain more sustainable accommodation. HOST will work in partnership with the IPS and other relevant stakeholders to advance such projects in a way that promotes social inclusion and offender integration. The success of such transitional accommodation ultimately depends largely on the availability of more independent move-on accommodation to which offenders can progress.

Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
<p>1. Establish and develop a Directorate to promote, facilitate and monitor the implementation of government strategy on homeless offenders.</p> <p>2. Establish and develop an information and research strategy.</p>	<p>1.1 Identify additional staffing requirements as necessary.</p> <p>2.1 Research, promote and encourage best practice models (including standards for accommodation and related services), including probation residences for young offenders, in partnership with relevant bodies.</p>	<p>1.1 PWS</p> <p>2.1 PWS/HOST</p>	<p>1.1 Ongoing.</p> <p>2.1 (a) Ongoing.</p> <p>(b) June 2004.</p>	<p>1.1 Directorate (HOST) established and developed.</p> <p>2.1 (a) Models of best practice identified. Dissemination and sharing of best practice models between PWS and other relevant bodies.</p> <p>(b) Standards in relation to young</p>	<p>1.1 Review staffing levels/workload.</p> <p>2.1 Availability of financial and human resources. Co-operation of other agencies.</p>

				offenders drafted.	
Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
Continued.	<p>2.2 Identify, prioritise and carry out appropriate research projects.</p> <p>2.3 Quantify the extent and nature of homelessness amongst offenders on supervision in the community and in the prison population to inform future accommodation needs, including the need for specialist accommodation for</p>	<p>2.2PWS/HOST</p> <p>2.3 HOST/PWS/IPS</p>	<p>2.2 Ongoing.</p> <p>2.3 Initial assessment carried out by December 2004 and at least every two years after that.</p>	<p>2.2 Research projects identified, prioritized and completed as required.</p> <p>2.3 Analysis completed.</p>	<p>2.2 Availability of financial and human resources.</p> <p>2.3 Financial and human resources. Development of appropriate IT systems (PWS) and Positive Sentence Management (IPS). Co-operation of other relevant</p>

	<p>offenders.</p> <p>2.4 Share relevant information within PWS and with relevant agencies.</p>	<p>2.4 HOST</p>	<p>2.4 Initial report by March 2005 and then ongoing.</p>	<p>2.4 Relevant bodies kept informed.</p>	<p>agencies.</p> <p>2.4 Suitable communication links and structures.</p>
Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
Continued.	2.5 Establish	2.5 HOST	2.5 Immediate	2.5	2.5 Human resources

	<p>communication strategy including the publication of HOST Newsletter and research undertaken, and incorporating the best use of the I.T. infrastructure.</p> <p>2.6 Develop a national database of relevant accommodation and related services provided by statutory, non-statutory and voluntary bodies.</p> <p>2.7 Collate, produce and disseminate information and advice to PWS staff on accommodation and related services.</p>	<p>2.6 HOST</p> <p>2.7 HOST/PWS</p>	<p>and ongoing.</p> <p>2.6 December 2004.</p> <p>2.7 Ongoing.</p>	<p>Communication strategy developed and established. Newsletter and research results published.</p> <p>2.6 First version of database produced and maintained up to date.</p> <p>2.7 Information documents/ literature collated, produced and disseminated.</p>	<p>and I.T. infrastructure (and funding where required).</p> <p>2.6 Human resources and co-operation of relevant agencies.</p> <p>2.7 Human resources.</p>
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		3.3 HOST			
Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
Continued.	<p>3.4 Arrange and provide presentations and training programmes for statutory, non-statutory and voluntary sector providers working with homeless offenders.</p> <p>3.5 Provide input to accommodation focused initiatives to ensure that</p>	<p>3.4 HOST</p> <p>3.5 PWS/HOST</p>	3.4 Ongoing.	<p>3.4 Number of presentations devised and training programmes held.</p> <p>3.5 Needs of homeless offenders addressed and</p>	<p>3.4 Human resources and co-operation of PWS Staff Development Unit.</p> <p>3.5 Continuing operation and participation of PWS in Homeless Fora</p>

	<p>offenders' needs are understood and planned for.</p> <p>3.6 Develop structures to facilitate improved access by offenders to private rented accommodation.</p>	<p>3.6 HOST</p>	<p>3.5 Ongoing.</p> <p>3.6 Ongoing.</p>	<p>services to them improved.</p> <p>3.6 Number of offenders accommodated in private rented accommodation.</p>	<p>nationally.</p> <p>3.6 Ready access to appropriate financial assistance, including rent supplement/deposits and co-operation of other relevant bodies.</p>
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Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
<p>4. Establish and monitor implementation of standardised practices to ensure that PWS services to homeless offenders are provided in a co-ordinated and coherent manner.</p>	<p>4.1 Develop practice guidelines for Service staff dealing with homeless offenders (e.g. for pre-sanction reports, supervision and case management).</p>	<p>4.1 HOST</p>	<p>4.1 December 2004 and ongoing.</p>	<p>4.1 Implementation of quality operation standards as per practice guidelines.</p>	<p>4.1 Human resources.</p>
	<p>4.2 Act as support resource to PWS staff to facilitate the improvement of service delivery to homeless offenders and contribute to training/information programmes for frontline staff.</p>	<p>4.2 HOST</p>	<p>4.2 Ongoing.</p>	<p>4.2 Number of training programmes held. Schedule of meetings. Publication of newsletters.</p>	<p>4.2 Participation of PWS staff and other agencies. Maintenance of adequate human resources.</p>
	<p>4.3 Contribute to development of value for money evaluation and monitoring procedures</p>	<p>4.3 HOST</p>	<p>4.3 Ongoing.</p>	<p>4.3 Procedures developed and</p>	<p>4.3 Human resources.</p>

	for DJELR/PWS funding and support of homeless services and programmes.			evaluation and monitoring system put in place.	
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Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
Continued.	4.4 Develop and implement effective accommodation liaison and referral procedures.	4.4 PWS/ HOST	4.4 Ongoing.	4.4 Management protocol systems put in place.	4.4 Co-operation of appropriate statutory, non-statutory and voluntary bodies.
5. Establish accommodation requirements for young offenders (specifically for those under 18 yrs) and plan provision accordingly.	5.1 Carry out an audit of local strategies and service provision for homeless offenders under 18 years.	5.1 HOST/PWS	5.1 September 2004.	5.1 Audit carried out.	5.1 Human resources.
	5.2 Develop accommodation strategy for homeless young offenders.	5.2 HOST/PWS	5.2 June 2004 and ongoing.	5.2 Strategy developed.	5.2 Human resources.

6. Monitor policies and practices and assess their impact on homelessness amongst offenders.	6.1 Keep informed of legislation, policy and best practice relating to accommodation.	6.1 HOST	6.1 Ongoing.	6.1 Review and assessment kept up to date.	6.1 Human resources.

Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
Continued.	<p>6.2 Ensure the inclusion of appropriate reference to accommodation issues in pre-sanction reports and sentence planning.</p> <p>6.3 Assist the IPS in the development of pre-release housing units, including those at Cork and Limerick.</p> <p>6.4 Promote implementation of NESF Report No. 22, recommendation 6.19: that 'local authorities should address prisoners' needs in their Housing Strategies.'</p>	<p>6.2 PWS/HOST</p> <p>6.3 HOST/IPS</p> <p>6.4 PWS/ HOST</p>	<p>6.2 June 2004 and ongoing.</p> <p>6.3 Immediate.</p> <p>6.4 Immediate.</p>	<p>6.2 Accommodation issues addressed in PSRs and PSM.</p> <p>6.3 Development of housing units at Cork and Limerick by IPS.</p> <p>6.4 Participating in meeting/s with DOE, LAs and CDTH and DJELR COGOI.</p>	<p>6.2 Staff training and relevant guidelines revised as required.</p> <p>6.3 Availability of funding and co-operation of other relevant agencies.</p> <p>6.4 Human resources and co-operation of the DOE, LAs, CDTH and COGOI.</p>

Objective	Action	Lead Responsibility	Date	Performance Indicators	Critical Success Factors
<p>7. Minimise the risk of homelessness among offender population.</p>	<p>7.1 Develop guidelines for identifying offenders at risk of homelessness – in the community and in custody.</p> <p>7.2 Promote availability of appropriate information & support to offenders at risk of</p>	<p>7.1 HOST, PWS & IPS</p> <p>7.2 HOST</p>	<p>7.1 June 2004.</p> <p>7.2 Ongoing.</p>	<p>7.1 Guidelines developed.</p> <p>7.2 Availability of information and</p>	<p>7.1 Human resources.</p> <p>7.2 Human and information</p>

	<p>homelessness.</p> <p>7.3. Co-operate in the development, implementation and co-ordination of discharge policies within the IPS, in the context of Positive Sentence Management, to minimise the risk of homelessness on release.</p>	<p>7.3 PWS/IPS/HOST</p>	<p>7.3 Ongoing.</p>	<p>support.</p> <p>7.3 Development and implementation of appropriate committal and discharge practices & policies.</p>	<p>resources.</p> <p>Implementation of PSM.</p> <p>7.3 Implementation of PSM.</p>
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Section 6

Financial Requirements

The establishment of HOST presents an opportunity to develop innovative approaches and partnerships with other statutory and non-statutory agencies, thus making maximum use of existing services, and creating the possibility for new models of service delivery to homeless offenders. It is not necessary to detail precisely the costs that will be incurred in delivering the present strategy, as it is intended that where new infrastructure is proposed, such costs will be funded primarily from existing capital resources, particularly through the voluntary housing schemes. It is also intended that costs of operating homeless facilities should be met from resources available to statutory and voluntary bodies at present. There may be a need for some additional funding to develop and operate services (particularly new initiatives) where appropriate. All such resources are limited and their use must be subject to established principles of accountability and value for money.

Implementation and Monitoring Progress

The implementation of the specific actions contained in this strategy is vital. HOST has overall responsibility for ensuring its implementation, but it is recognised that the strategy includes a number of actions which entail securing the co-operation of a range of other statutory and non-statutory bodies. A key role for the Director of HOST is to establish responsive liaison arrangements with and between statutory and voluntary agencies to ensure an integrated approach across services.

This strategy will be evaluated and reviewed on a planned and ongoing basis. Performance indicators to measure progress on all targets have been devised to form the basis of reviewing the work programme of HOST. The review will ensure that the strategy remains dynamic by its nature and that its objectives and actions are being achieved and remain relevant to the issues facing homeless offenders.

In measuring the progress made on the actions in the Strategy, the review process will consider particular questions, including the following:

- Are relevant services more accessible to offenders?
- Is the range and quality of the services provided to homeless offenders improving?
- Are services being developed and delivered in a coherent, consistent and integrated way?
- Are there appropriate targets and associated measurement and evaluation systems in place?

Appendix

**Mission of Department of Justice, Equality & Law Reform
(From Strategy Statement 2003-2005)**

To maintain and enhance community security and equality through the development of a range of policies and high quality services which underpin:

the protection and assertion of human rights and fundamental freedoms consistent with the common good;
the security of the State;
an effective and balanced approach to tackling crime; and
progress towards the elimination of discrimination and the promotion of equal opportunities and the accommodation of diversity.

**Department of Justice, Equality & Law Reform
High Level Goal for the Probation & Welfare Service and the Irish Prison Service
(From Strategy Statement 2003-2005)**

To promote community safety through effective offender management by both the Prison Service and the Probation and Welfare Service in accordance with the law and the sentences and sanctions handed down by the courts and to encourage best practice including appropriate mechanisms of accountability for both these Services.

**Probation & Welfare Service
Mission Statement 2001-2003**

The Probation & Welfare Service mission is to foster public safety and promote the common good by:

- challenging the behaviour of offenders
- advancing the recognition and use of community based sanctions thereby, reducing the level of offending.

**Irish Prison Service
Mission Statement**

To provide safe, secure and humane custody for people who are sent to prison and managing custodial sentences in a way which encourages and supports prisoners in their endeavouring to live law abiding and purposeful lives as valued members of society.



**Homeless Offenders Strategy Team (HOST),
Probation & Welfare Service,
Smithfield Chambers,
Smithfield,
Dublin 7.**

Ph: 01-8173600

Fax: 01-8173644

Email: host@pws.gov.ie