

INAUGURAL IRISH CRIMINAL JUSTICE AGENCIES CONFERENCE

2014 Theme: Penal Policy Reform



**WHEATFIELD PLACE OF DETENTION,
DUBLIN 22**

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Welcome Address / Introduction

Michael Donnellan, Director General, Irish Prison Service

Minister Fitzgerald, distinguished guests, speakers and participants, it gives me great pleasure to welcome you to the Inaugural Irish Criminal Justice Agencies Conference here in Wheatfield, Place of Detention.

The last review of Penal Policy in 1985 gave us the Whitaker Committee Report and while there have been many changes over the years, you could argue that the Penal Policy of the State has remained relatively unchanged for over 40 years and that the last significant reform was made under the Criminal Justice Act 1960 which introduced temporary release for prisoners. It is perhaps understandable that successive Ministers, the Department of Justice and the Irish Prison Service found the primary focus to be the ever increasing numbers of prisoners. It is also perhaps inevitable that the pressures and influencing factors that prevailed ultimately led to the plan for Thornton Hall.

The Thornton Hall Review, which was essentially prompted by the economic situation, was the first step in the current Penal Policy Review process. The Thornton Hall Review Group advocated an approach which would reduce reliance on imprisonment. It did not accept that an ever increasing prison population is, or should be, inevitable. It did not accept that the only, or appropriate, response to increasing prisoner numbers is to build more prisons. Nor did it accept that ever increasing levels of unstructured early release was an appropriate solution. The

Final Report of the Strategic Review of Penal Policy builds on those sentiments and while it is clear that significant progress has been made in recent years, the review of Penal Policy was timely in order to give a coherent framework for current, and future, policy development.

There is extensive and effective co-operation in the management of offenders by the IPS and the Probation Service. If a safer community is the goal, then it is vital that rehabilitation and reintegration must be supported by the full range of relevant services. Offenders, especially those exiting custody, must be provided with all necessary services to promote their reintegration into the community. In addition to addressing the offending behaviour, which would primarily fall to the criminal justice agencies, many offenders require assistance in housing, education, addiction treatment and financial support.

The Prison Service is experiencing a stabilisation in the number of prisoners being committed to prison and is undergoing major transformation in the areas of management, staffing and resources. Our Strategic Plan underlines our focus on rehabilitative measures and efforts to reduce reoffending. The Prison Service is certainly conscious that possibilities exist for significant reform. You can be assured, Minister, that we will fully embrace and fully engage in the development of penal policy.

Conference Opening

Minister for Justice and Equality, Ms. Frances Fitzgerald, T.D.

Good morning ladies and gentlemen. I am delighted to be here this morning to open the Inaugural Irish Criminal Justice Agencies Conference.

I would like to thank Maura Butler and the ACJRD for partnering with the Justice Sector in order to put together today's event. Thank you also to Director-General Michael Donnellan, Governor Colm Barclay and Deputy Governor Frances Daly, and all of the Prison Service staff for hosting us here today.

It is very fitting that we are meeting to discuss penal reform in an operational and busy place of detention. We all encountered the security arrangements upon arrival this morning and of course these do need to be in place. But we should not allow the walls that surround these buildings create an illusion that prisons, and all detained here, are not part of our community. How we deal with offending, with those who offend, and those who are the victims of that offending, are inherent and inter-dependent aspects of our society.

The topic for today's conference is Penal Policy Reform. I know that when planning this conference, those involved anticipated the work of the Penal Policy Review Group. As most of you know I launched the Group's report on Wednesday along with Michael Whelan, the Chairperson of the Group. I would like to again thank all of the members of the group for their work and their advice. The Group adopted a progressive but pragmatic approach and their recommendations will make a positive contribution to a more progressive penal

policy in Ireland. Today's conference provides an excellent and timely opportunity to debate the report's findings and to consider how the Group's recommendations can contribute to future policy and practice.

Penal Policy Reform

I do not want to simply repeat the remarks I made when launching the Review earlier this week, but I do want to take the opportunity to reaffirm my overarching views on penal policy, which I believe must be focused on two key goals - punishment and prevention.

- There is a societal need for punishment to be served which must be met;
- But there is also a societal gain to be grasped, in reducing crime through reducing re-offending.

What this also means is that while prisons will remain part of the answer, prison will not be the only answer:

- Serious offenders & serial offenders must continue to be imprisoned.
- But we must also move more towards the supervised community sanctions for those convicted of lesser, particularly non-violent offences, which in turn can help to reduce reoffending, thereby reducing crime.

Today's Conference

Delivering on this vision... and making change happen... will require the input of a wide range of organisations and individuals. That is clear from the Review Group's analysis and it is why I welcome the diverse participation in today's event. As well as hearing the perspective of the criminal justice agencies, I am very

pleased to see that presentations are scheduled from Deirdre Malone of the Irish Penal Reform Trust; and from Maeve Lewis of One In Four who will specifically address the needs of victims, something I have identified as policy priority.

Similarly, the workshops will provide an opportunity to tease out in more detail issues surrounding community return, employment on release and prisoner engagement and empowerment.

Data

I welcome the inclusion of a workshop on criminal justice data.

A week a half ago, at the launch of the Parole Board 2013 Annual Report, I commended the inclusion, for the first time, of three year statistics for the period 2011 to 2013. This included statistics, for example, on how drink and drugs played a part in offences committed in over half of the cases reviewed by the Parole Board. Those involved in the criminal justice system would be very aware of the impact of alcohol and drugs on offending behaviour. But when presented with the hard numbers, we see not only the starkness of the problem, but an evidence base which can provide a foundation for an evidence informed response.

As I've said before. In considering reforms and developments... in any area of policy... we should always seek to be informed by the most up-to-date and incisive research data and analysis available. I see this at the Cabinet table. It is much easier to make your case for increased investment to address a need to improve outcomes, if you can prove that need, or the proven impact on outcomes, with hard data.

This was an approach I promoted in my previous role as Minister for Children &

Youth Affairs, where I particularly championed the 'Growing Up in Ireland' longitudinal study.

The same must apply when it comes to penal policy. I welcome the message contained in the Penal Policy Review which argues strongly for basing policy and practice on good data and evidence.

This will lead to the design of more responsive interventions, sanctions and supports; with a focus on better outcomes for both the individuals who come through the system; and for society in general.

I know that the area of research and data analysis in the criminal justice system has received greater focus in recent years; including by many in attendance here today; and I thank you for your interest and commitment. I also wish to acknowledge the Central Statistics Office for their work in recent years with the criminal justice agencies, particularly the Irish Prison Service and the Probation Service, to improve the data available for policy makers and managers, as well as for all those looking for a better understanding of how the criminal justice system operates.

The availability of quality, relevant data not just aids processes of decision-making. It also greatly assists in communicating and winning acceptance of the reasons for change and reform. For example, I want us to move to a more outcome-focused approach of reducing crime by seeking to reduce reoffending; which involves more use of supervised community sanctions; and we have the data to justify this.

As I pointed out at the Penal Policy Review launch, Recidivism Studies by the Central Statistics Office (CSO) have shown that

offenders who received either a Probation Order or a Community Service Order in 2007 and 2008 had a re-offending rate nearly 50% lower than those who had received a custodial sentence (41% vs 62%).

Communicating and winning acceptance of the need to change is the first step to ensuring implementation; and having quality, accessible data will help us with this.

Implementation is critical

- It is entirely fitting then that today's keynote speaker, Dr. Tom O'Connor, is addressing the question of change. How do we achieve change in criminal justice systems?
- Why do some programmes succeed, where others fail?
- How should we work together to improve outcomes for society?

Tom has had a long journey to join us here today and I am looking forward to hearing his perspective on these challenges, and what lessons we can learn from US experience in penal reform.

I think we can all agree that in Ireland, in the past, we have had plenty of reports, but not enough implementation. I will not let this be the case with the Penal Policy Review. I will not let this be another Whitaker Report.

What is different now, 30 years on from Whitaker, is, I believe, the existence of the deep-rooted determination and political will to make change happen in penal policy.

This is already happening:

- The Criminal Justice (Community Service) (Amendment) Act 2011 requires the sentencing judge to

consider the imposition of community service where a custodial sentence of 12 months or less is being considered.

- The Fines (Payment and Recovery) Act 2014 was signed into law by the President in April and implementation is proceeding.
- We are seeking increased interagency working involving the Irish Prison Service and Probation Service, in line with both their Joint Strategic Plan and their Joint Women's Strategy.
- The Community Return Programme, of reviewable temporary release, is already proving a success; demonstrating the potential of supervised community sanctions.

This will continue

Earlier this week I set out in detail the steps I will be taking to respond to many of the recommendations of the Penal Policy Review. I won't repeat the detail; but to summarise some of my key responses:

- I intend to proceed with the Criminal Justice (Community Sanctions) Bill which will strengthen the legislative framework for supervised community sanctions.
- I have asked my officials to prepare proposals and options for Government on reform of sentencing policy, including mandatory minimum sentences.
- In addition, I have asked my officials to prepare proposals for Government on legislating for the review's recommendation relating to Courts being required to set out in writing their reasons for imposing a custodial sentence.
- I have asked the Prison Service to bring forward a feasibility proposal on a possible new open centre for women prisoners; and a sub-group is examining this.

- I reiterated my commitment to have the EU Directive on Victims' Rights implemented in Ireland in 2015.
- I will bring forward legislative proposals to Government to place the Parole Board on a statutory basis in the near future; and I will explore the issue of victim representation on the Board.

I see the Penal Policy Review as a call to action; and I am determined to act. I hope I can count on your active support and guidance as I progress down the road to implementation.

Conclusion

Before I conclude I would simply like to thank you all for your participation here

today. The ACJRD has a long tradition of bringing together a wide range of officials, practitioners, academics, NGOs and many others with an interest in review and reform of the criminal justice system. It provides an excellent and informal forum for the exchange of ideas and experience and I would like to pay tribute to the contribution it has made over many years. I wish you well in your discussion and look forward to the conference outcome and to continuing to work with you all in making Ireland a safer and fairer place for everyone in our society.

Thank you.



*Minister for Justice and Equality, **Ms. Frances Fitzgerald, T.D***

Leading Change from the Emerging Future

Tom O'Connor, Ph.D., CEO, Transforming Corrections, Adjunct Professor, Criminal Justice, Western Oregon University

Tom O'Connor's presentation may be accessed by downloading a copy of his slideshow presentation together with his accompanying audio presentation. In order to access both the audio and slideshow presentation, please follow these instructions:

- (1) You will need to have two tabs available in your browser – one for the audio link and one for the slideshow presentation. You will need to have this report opened on page 7 in both tabs in order to access the audio presentation and the slideshow presentation at the same time. Therefore, open a new tab in your browser.
- (2) In the new tab, open up the ACJRD website and access this report again through the publications link. Scroll to page 7. You will then have this page opened in the two tabs.
- (3) To access the slideshow in the first tab, [click here](#).
- (4) To access the audio presentation in the second tab, [click here](#). If you have a player installed on your device this should play without any difficulties. Otherwise, please note that the embedded player on Google drive might not play the audio file or it may take up to five minutes to download. Google might suggest an app to download the file speedily and safely.



Tom O'Connor, Ph.D., CEO., Transforming Corrections, Adjunct Professor, Criminal Justice, Western Oregon University

A Blueprint For Change: From Agreement To Action

Deirdre Malone, Executive Director, Irish Penal Reform Trust

Introduction

Members of the judiciary, Senators, colleagues, ladies and gentlemen, today is an uplifting day.

It was so heartening to hear the Minister for Justice and Equality this morning refer to this as an “historic occasion” and to hear the Director General of the Irish Prison Service Michael Donnellan herald a “new era”.

On occasions like this there is an enormous temptation for me also to use phrases like “turning point” and “watershed”; because there is no doubt that the Strategic Review of Penal Policy is an enormous achievement. It is an enormous achievement because it represents interagency consensus.

The Gardaí who police our communities, the victims who suffered the effects of crime, the judiciary who sentence offenders, the lawyers who represent those offenders, the criminal justice agencies who provide care, custody and rehabilitation and civil society –all the people *who know* - have together come to an agreement on this blueprint, this roadmap, for safe and effective change.

And that is what makes this report so valuable.

But its real worth can only be properly measured by the translation of these pages to action. Action in our legislature, in our courts, in our practice and policy making, and crucially in our own narratives around crime and punishment. What we might rightly and accurately describe as a “watershed moment” will be

when we see that these recommendations have become a lived reality: when they simply become “how we do things”. And that is the moment when I will herald a new era. And just as the Probation Service steadfastly maintains its conviction in the capacity for positive change in the individual, so too my belief in the capacity for positive change in the system is unwavering. But intention is not change. Aspiration is not change. Even vision does not deliver change.

Action creates change.

Common Goals

If you were to ask the cross-members of the Group what they wanted our criminal justice system to achieve

- The Irish Prison Service may say “We want safer prisons that provide a positive working environment for our staff and prisoners in our care”
- The public may say “we want our taxpayers’ money spent prudently and proportionately on interventions that actually work to reduce re-offending”
- Victims may say “I want to feel safe again”
- IPRT would say “we want respect for rights in the penal system with prison as a last resort”

And the key thing that this report demonstrates is that our goals are not mutually exclusive. It is our shared understanding of the connections between tackling root causes of offending and reducing reoffending that benefits all of us.

And while there were, of course, one or two areas upon which IPRT policy might differ (notably in relation to standard remission and the mandatory life sentence for murder), all agencies are as close as we have ever been to being literally and metaphorically “on the same page” and we place out support fully behind the implementation of the recommendations in this report.

Personal Reflection

At the time when colleagues, including my predecessor Liam Herrick and the Chair of my Board Dr. Rogan were working on this report I was working as a barrister in the UK.

I practised both in the criminal courts and the Coroner’s Courts. I saw everything from the teenagers appearing alone in the Youth Court for a first shoplifting offence right through to the families of those prisoners who had lost their lives while inside: through suicide, overdose, inter-prisoner violence....themes almost, in my own experience, inevitably connected to early social deprivation, mental health problems, substance abuse or addiction, early childhood traumas.... The list goes on.

And while my own experiences and observations are of course limited and anecdotal, they find support in this carefully researched and evidence-based report. A report which demonstrates the link that anyone working within the system instinctively recognises as true: crime is a question of social as well as penal policy. It makes sense therefore that there must be an inter-agency and inter-departmental approach to the management of offenders. IPRT therefore particularly supports the recommendation that the Department of Justice and Equality join with all government

departments and agencies to consider the question of crime prevention when formulating policy. As Dr. O’ Connor notes, “*systems have better outcomes when they operate collaboratively*”. A cross-departmental approach to penal policy may not be easy, but it is essential.

Key Recommendations

For me, while there are many concrete proposals and recommendations which are to be warmly welcomed including the introduction of community courts, the expansion of community sanctions and the extension of the Youth Diversion programme to 18-21 year olds, and while I hesitate to suggest any hierarchy as between them, I will say that some of the **most useful and important recommendations** fall into three categories:

- those which clearly set out the principles which should underpin the system;
- those which focus on transparency and fair procedures; and
- those which embed structural change and crucially, provide for a mechanism of implementation.

Principles

In respect of the first category, the Report recommends that

- imprisonment should be a sanction of last resort and that this be incorporated in statute;
- that we should break with the idea that prison is the only form of punishment;
- that all aspects of penal policy, law and practice should be just, proportionate and humane; and
- that the dual aims of rehabilitation and reintegration be taken into account when imposing and implementing punishment.

Transparency and Fair Procedures

In respect of the second category, the Report recommends

- a transparent and open application of the incentivised regime;
- a consistent and transparent approach to the use of open prisons prior to release;
- consistent and transparent application of provisions, based on fair procedures of up to 1/3 earned remission;
- equity and monitoring of the application of the temporary release scheme;
- in cases of imposition of a custodial sentence the Court to set out its reasons in writing and the incorporation of an incentive towards rehabilitation in the sentence

Structural changes and Implementation

In respect of the third category, the Report recommends

- An independent parole board established on a statutory footing with the power to make decisions;
- A more structured and consistent approach to sentencing led by the judiciary, and supported both by improved availability of information and precedents, and the setting out of the principles and purposes of sentencing in statute; and, crucially
- The establishment of a consultative council to advise on issues relating to penal policy along with a mechanism to ensure the implementation of actions arising from this report, reporting on a six monthly basis to the Minister.

The sooner we see implementation of these recommendations, the sooner we will see positive results. **Those positive results will be the evidence upon which we build to embed this into our system**

so that it becomes the norm, simply “the way we do things”.

And if there was one recommendation I might add to this report it would be in the area of **accountability**.

We know that in the same week that Ireland condemned inhumane and degrading treatment in prisons on the international stage at the UN, we saw the swift closure of the Separation Unit in the aftermath of a damning report on conditions there. There can be no better case made for the need for strengthened inspection, monitoring and accountability systems.

Ireland’s international commitments to respecting human rights in prison must be met with robust domestic monitoring mechanisms, including a Prisoner Ombudsman. Equally, a fully independent complaints mechanism would help to ensure that prisoners can make complaints without fear and foster wider public confidence in the prison system.

The Fear Factor

But I am not here to convince you of what needs to change. We all know where reactionary, short-term, un-informed penal policy brings us: exploding prison populations, chronic overcrowding, unsustainable pressures on education, rising suicides, simmering tension and violence, plummeting staff numbers, rocketing rates of reoffending.

Historically Irish prison policy was reactionary and loosely based on the false premise that prison is a deterrent. In fact, as the Strategic Review Group report notes, the effectiveness of imprisonment “*as a means of aiding desistance from crime has not been proven*”. If you push the demonstrably false premise that

prison is the only effective response to crime then you are inviting the public to accept an untruth.

Harm

But there are no two ways about it: crime causes harm. It harms the victim, it harms society, it harms families and ultimately it harms the offender. There is understandably therefore, a very real fear; a fear of being seen as “soft”, as naive, as idealist.

With this report we have finally moved beyond simplistic debates about whether we are soft on crime or tough on crime. We have instead asked and responded to a much more salient question: are we responding effectively to crime?

We are in the remarkable position of having formulated a coherent vision that takes us through the system, from diversion of the young offender right up to effective rehabilitation and reintegration. But while in this room there is hope, there is optimism and there is consensus, as with any comprehensive report, there is still a risk. A risk that the important messages contained will be truncated, misinterpreted or misrepresented.

The media inevitably plays a role in presenting to politicians a *perception* of what the public wants. We might question whether crime coverage **feeds rather than reflects public opinion**. We must remain vigilant in distinguishing *perceptions* of public desire for punishment as refracted through the media lens and the reality revealed through our polls: the public doesn't necessarily want more prisons, the public wants safer communities. And misinterpretation of that message (that what the public wants is safer

communities) be it deliberate or otherwise, detracts both attention and responsibility from addressing the causes of crime and associated social problems.

We each have a responsibility in our own area to be persuasive, evidence based and unwavering in our message that this blueprint for change will deliver what we all want: safer communities.

Duty to Act

This is a cross-disciplinary, cross-agency, expert report, free of vested interests, grounded in evidence, expressed in carefully considered reasoning and presented in one voice. It is published in the wake of political cross-party consensus reached in the Oireachtas Sub-Committee Report on Penal Reform in 2013.

In the light of the foregoing it is nothing less than a duty to act decisively and swiftly on these recommendations.

And so I ask every one of you, whether you work with the offender or the victim, within the prison or without, in policy or in practice, to do all that is within your own sphere of competence and power to implement these recommendations and influence others to implement them.

Make every decision be one that pushes this report from a paper policy to a lived reality.

Because it will be the decisions of every person in this room that will determine whether this report lives or falls.

IPRT commitments

While we are closer than we have ever been to being “on the same page”, IPRT will remain an independent and outspoken critical friend of the penal

system and all the actors within it. But we will also remain committed to constructive engagement, evidence based advocacy and the proposal of solutions.

In that spirit of moving from agreement to positive action, here is what IPRT commits to, here are our promises:

- We will lend our expertise and our support to the implementation of these recommendations in every way we can;
- We will carry the messages of consensus with us and work on raising public awareness around what works to make society safer;
- We will publish a six month shadow report on the implementation of these recommendations;
- We will acknowledge progress where it is made ; and
- We will call stakeholders to account if it lapses.

Conclusion

And I ask each of you to look into your own sphere of competence and ask yourself the same question: In the spirit of moving from agreement to action, what will I do to achieve the change that I want to see?

Because just as the Probation Service steadfastly maintains its conviction in the capacity for positive change in the individual, so too our common belief in the capacity for positive change in the system must be unwavering.

I commend the members of the group in the highest possible terms for the quality of these recommendations and for having the bravery and tenacity to bring us this far. The job is now translating this excellent work into a living reality for victims, for offenders, and for the public

to make Ireland a “safer and fairer place” for everyone.

The work has only just begun.

Thank you.

What Do Victims of Crime Want?

Maeve Lewis, Executive Director, One in Four

Members of the judiciary, ladies and gentlemen, I am delighted to be invited to speak at the Inaugural Irish Criminal Justice Agencies Conference about the needs of victims of crime.

To begin I would like to briefly describe the work we do at One in Four with adult survivors of crimes of child sexual abuse, in order to give you an insight into my understanding of victims' needs. We offer a range of services: individual and group psychotherapy for adult survivors; a family support programme, especially needed if the sexual abuse has been perpetrated by a family member; a sex offender treatment programme for both convicted and non-convicted sex offenders and restorative justice processes which can include facilitation of offenders and survivors but more commonly, facilitation of the survivor and non-offending family members.

Our Advocacy programme provides practical information and support to clients re engaging with the criminal justice system, including court accompaniment, child protection notifications and civil processes. We also engage actively with policymakers and legislators to ensure that our clients' experiences feed into legislative and statutory processes. We have come to recognise that child sexual abuse does not happen in isolation. Our clients have multiple complex needs that reach far beyond the individual impact and we believe that responses at all levels must incorporate the family, the community and the perpetrator.

But it is likely that everybody in this room has been a victim of crime in some way. In my own life I have been a victim of burglaries, car theft and a handbag snatch and I do not think I am unusual as a citizen of Dublin in this regard. As a result I have both personal and professional experience of the impact different types of crime will have on the victim. More minor crimes will result in distress and shock. Crimes which impair a victim's sense of personal safety or competency may lead to low to moderate trauma, while a serious physical, sexual or psychological attack, especially if there are multiple incidents, may result in severe chronic post-traumatic stress, with life-long implications for the victim and their ability to engage with life.

The impact of crime is also dependent on the victim's personal circumstances and on the attitudes of the community and society in which they live. Factors to consider include:

- The victim's previous life experience and personal psychological resilience
- Their age: children and the elderly can be particularly vulnerable
- Their relationship with the perpetrator: the closer the relationship, the greater the potential for shame and self-blaming
- The availability of both personal and professional support
- The values and attitudes that prevail in a particular community or society

High impact crimes can have profound implications on the psychological well-being and functioning of the victim. They include changes in how the victim perceives themselves, resulting in low

self-esteem, shame, guilt and self-blaming; changes in relationships where the person experiences persistent mistrust, isolation, failures in self-protection, sexual difficulties; deep emotional pain ranging through terror, anger and sorrow. It is not unusual for the victim to develop depression or anxiety disorders. Some may develop self-destructive strategies to deal with the impact - addictions, eating disorders, self-harming. The type of impact will influence the victim's ability to engage with the criminal justice system and to persevere in that process. The system and all law enforcement and legal professionals need to be cognisant of this.

High Impact crimes: what do victims want?

Each individual is different and their needs will vary but it is possible to consider generally what victims of high impact crimes want.

Firstly, there is a need for clear information about the options that are available to them and the processes that are involved. In the immediate aftermath of a serious crime, the victim's ability to absorb information is limited so it needs to be provided in a timely manner. Ideally the victim should also be supported by an experienced advocate who can facilitate them in choosing the option that is right for them. People have all sorts of ideas about what is possible to achieve in the criminal justice system, often fuelled by exposure to US crime dramas. At One in Four one of the major challenges facing our advocacy officers is in managing the expectations that our clients have of the system and attending to their frequent disappointment with the outcomes.

In our experience the Gardaí are generally good at maintaining contact with victims

during the investigation, but it sometimes seems as if this is reliant on the attitude of individual Gardaí rather than a consistent response across the force. If the DPP decides not to prosecute, it can be devastating for the victim who may interpret this as disbelief. It will be immensely helpful when the reason is given for this decision.

Secondly, victims of crime need support both in addressing the harm done and in engaging with criminal justice agencies. This support is mainly provided by specialist non-governmental organisations (NGOs) working with victims of different types of crime, some offering professional intervention, others staffed by volunteers. The common denominator is that they are all under-resourced and in some areas of the country very little support is available at all. Victims absolutely require assistance during criminal trials, which is the point in the system that causes most distress to our clients. Good court accompaniment is vital to "translate" the arcane language and procedures and to provide psychological support.

Thirdly, a hugely important factor in recovering from a high impact crime is that there is social acknowledgement of harm done. This needs to come both from the victim's family and friends and from the society in which they live. The probability of family support is highly dependent on the type of crime: in cases of child sexual abuse, for example, it is as likely that the victim will be shunned and ostracised as it is that family members will support them. In the societal domain, a conviction following a criminal trial is the main source of acknowledgement. However, in certain categories of crime the likelihood of a case proceeding to trial, never mind achieving a conviction, is very low. When there is a conviction, most of

our clients have spoken about the importance for them of reading a Victim Impact Statement, the only time during the entire process when they are central to proceedings.

Fourthly, victims of crime need to feel that they are safe from further victimisation. This is of particular concern in cases of crime within the family – domestic and sexual abuse. The current system of Civil Protection Orders is often ineffective in this regard.

Fifthly, perpetrators of sexual and domestic crimes are often people of good standing in the eyes of the community. Some crime victims want the perpetrator to be publicly exposed. For example we see an increasing number of survivors of sexual violence waiving anonymity and naming their perpetrator following conviction but some can be ambivalent about this. The high profile survivor Fiona Doyle who wanted her abusive father to go to prison summed this up when she was asked by a journalist if she was glad her father had been jailed and replied “*At the end of the day, that was my daddy going down those steps*”.

Finally there is the question of punishment and reparation. There is the myth of the implacable victim, seeking revenge and retribution. In our experience victims view the imposition of a penalty as part of the acknowledgement of the harm done, but often are surprisingly uninterested in seeing their perpetrator serve a long sentence. Having said that, it can often seem to victims that there is a lack of consistency in the severity of sentences imposed. As the ISIS project has shown, this is not really an issue at the level of the Central Criminal Court but it is more problematic at Circuit and District Court level. The introduction

of a permanent Court of Appeal is welcome in that it will provide guidance on sentencing which should lead to greater transparency. When victims take civil actions against their perpetrator it is usually, in the case of our clients, that they have been unable to access the criminal justice process.

High Impact crimes: what do victims get?

The fundamental difficulty for victims of crime is that their experience and their needs are not central to the criminal justice process. At One in Four we are just completing research with ten clients who were complainant witnesses in a criminal trial and every single person stated in one way or another that if they had known what they were facing, they would never have made a complaint. To quote Conor Hanly:

“That the criminal justice system has assumed such proportions in the minds of victims that they would prefer to forgo any prospect of justice is quite an indictment on the system”¹

We all understand the importance of due process and the imperative to ensure that an accused person has a fair trial. This principle has been upheld consistently in Irish jurisprudence. But it can seem, from the victim’s perspective, that the rights of the accused now far outweigh the interests of the victim. For most victims of serious crime the experience of participating in a criminal trial as a complainant witness is traumatising and humiliating. Rather than receiving public acknowledgement of harm caused, they must submit to a public challenge to their credibility and endure a purposeful undermining of their integrity and character. The very structure of the criminal trial, with its intrinsic power

¹ Hanly C, Healy D & Scriver S Rape and Justice in Ireland, Liffey Press, 2009.

imbalance, can serve to re-trigger the original trauma, provoking panic, confusion and difficulties in presenting a coherent account of the crime. To quote the American psychiatrist Judith Lewis Hermann:

"If one set out intentionally to design a system for provoking symptoms of traumatic stress, it might look very like a court of law".²

Is it any wonder that in certain types of serious crimes, especially sexual and domestic violence crimes, that there are such low reporting rates, such high attrition rates and such low conviction rates? Is it really acceptable in a modern democracy that victims of such high impact crimes do not have access to a legal remedy and that so many serious offenders can continue to blight lives with impunity?

Other models, other jurisdictions

Criminal justice professionals in other jurisdictions have wrestled with the same problems we encounter in this country, especially in relation to sexual and domestic violence. This is particularly true of Canada, New Zealand and some of the Australian states. However, we only need to look across the Irish Sea to observe some developments in practice.

In Scotland the attrition rates for sexual crimes were traditionally way above the European norm. In 2009 a National Sexual Crimes Unit was established with specially trained Crown Counsels to direct and manage all investigations and prosecutions of these crimes. Already there are indications that the conviction rate is rising. Interestingly, because of the risk of secondary traumatisation, a time

limit has been placed on how long a legal professional can work in this area.

In the UK, the Crown Prosecution Service has introduced specialist training for all lawyers involved in prosecuting sexual offences and has put in place strict guidelines for cross-examination to reduce offensive and inappropriate questioning by the defence. There are also protocols in place to ensure close co-operation between the CPS and police investigators from the time a complaint is made.

The UK is also piloting the introduction of special courts for crimes of domestic violence. It will be interesting to see the outcomes and perhaps the relevance of special courts for other types of serious crimes.

We may also have to consider that the criminal trial is essentially an unsuitable method of determining guilt or innocence in certain types of crimes and that other processes, such as restorative justice, may provide better outcomes. There is much international debate about the suitability of restorative practices for serious crimes. At One in Four we have been using restorative justice conferencing for almost three years now with our clients and have learnt a lot in that time. If a sex offender and victim are to be part of the process, it is essential that the offender has undergone a rigorous treatment programme, can genuinely accept responsibility for harm caused and can express sincere remorse. There are certainly some offenders who would never be suitable for a restorative justice process. The victim too needs to have completed a period of psychotherapy to fully understand the impact of the sexual violence and to be able to meet the offender as an adult. The facilitators need

² Hermann, J "Justice from the Victim's Perspective" Violence Against Women Vol 11, No 5, May 2005 571-602

to be highly experienced and to understand the dynamics of sexual abuse, especially the power dynamic that can be subtly acted out by the offender that might flip the victim back to being that terrified child. Facilitators also need to understand the intricate dynamics that operate in families where sexual abuse occurred. We have learnt that this is a long process, often requiring up to two years of preparation before a joint meeting can take place. There is currently a European wide DAPHNE funded research project underway on the relevance of restorative justice for sexual crimes and it will be interesting to see the outcome.

The EU Directive on Victims' Rights³

The Minister for Justice Frances Fitzgerald, has publicly committed to transposing the EU Directive on Victims' Rights into Irish law by November 2015. This will cover areas including information, support, safety, protection from secondary victimisation, training for legal professionals, including judges, engagement with and funding of NGOs, both in developing policy and in providing services and developing restorative justice processes. While all criminal justice agencies currently have a voluntary Victims' Charter, this will place the rights of victims on a statutory basis. Apart from any practical benefits to victims and their experience of the criminal justice system, it is to be hoped that the Directive will engender a culture shift in the criminal justice system where the needs and rights of victims occupy a central place in the process. It will be important that as well as putting in place a legislative framework, adequate resources will be made available to implement the new approach.

Strategic Review on Penal Policy

Finally, I was privileged to be a member of the Strategic Review Group on Penal Policy whose Report was published by the Minister for Justice last week. The Report acknowledges the complex needs of victims of crime and recognises the difficulties in reconciling victims' rights while ensuring due process for accused persons. It recommends that the role of the victim be fully acknowledged in the criminal justice system and strongly endorses the transposition into Irish Law of the EU Directive.

Thank you.

³ 2012/29/EU

Closing Remarks and Next Steps

Vivian Geiran, Director, Probation Service

There have been two very clear and very important statements in relation to Penal Policy Reform made this week: The first was the launch on Wednesday by Minister for Justice, Frances Fitzgerald TD, of the Report of the Review Group on Penal Policy. The second statement is the holding of this Inaugural Irish Criminal Justice Agencies Conference in Wheatfield Place of Detention. Both of these events point to a very clear direction and destination in relation to criminal justice policy in Ireland, and furthermore, they set out a road map for how we are going to get there.

This present conference could not have happened without the input and effort from a wide range of people. In the first instance I want to acknowledge Michael Donnellan, Director General of the Irish Prison Service (IPS), for suggesting Wheatfield as the location for the conference, and for making all of the resources at Wheatfield and more widely in IPS available to the event. I also want to acknowledge the part played by Campus Governor Colm Barclay and all of his Wheatfield team, who have contributed to the day in so many ways, in particular Deputy Governor Frances Daly, Chief Officer Pat Murphy and all the management and staff of Wheatfield. I also acknowledge the significant positive input that a wide range of prisoners in Wheatfield have contributed to the conference. The Red Cross volunteers who managed and presented at one of the workshops today were a hugely positive input. In addition, I would like to thank those prisoners who made and served food, as well as baking the magnificent cake which we saw (and ate) earlier. Aside

from Irish Prisons Service staff in Wheatfield, a number of Headquarters IPS staff played a big role in the organisation of this conference. These include Sean Sullivan and Ciaran McAuley. I also want to acknowledge Senior Probation Officer Pauline Downey and her team in Wheatfield for their assistance, as well as Doncha O Sullivan, of the Department of Justice, who was also one of the conference organising group.

Without naming them all individually, I want to thank all of the presenters, Chairs and Rapporteurs (Cameron Piasta, Caroline O'Mara and Seamus Ó Coigligh) from the six workshops that were held over the course of the day. These workshops included presenters representing the Central Statistics Office, the Probation Service, the Irish Prison Service, Irish Red Cross, the City of Dublin Education and Training Board, the Irish Association for the Social Integration of Offenders (IASIO) and the One in Four Organisation, as well as Transforming Corrections from Oregon. A big thanks also to the ACJRD Council and ex-Council members, and staff including Fiona, Caroline and Cameron, and particularly Danelle Hannan who has played a central and vital co-ordinating role in the organisation of the entire conference. The events of this week and today provide us with a real momentum and impetus for positive change and development in criminal justice and penal policy. As has been said earlier, the proof of the pudding will be in the implementation. We need to, on one hand, get it right; but also to drive on and get it as right as we can. It is only through a focused interagency and multi-disciplinary approach that we will

make real progress. While those of us in the various agencies, statutory and NGO, involved in the criminal justice system, can feel very satisfied when we co-operate successfully together, we need to always bear in mind that this is exactly what the public expects is happening already. Interagency co-operation at every level is also what the public is entitled to expect.

It is not all going to be easy, but it is essential that we imagine the emerging future and, together, shape the reality of that future for the safety and welfare of our communities. In that sense, we need to really embrace something one of the Red Cross volunteers (Shay) said earlier in one of the workshops, that: 'nothing is impossible and there is nothing that we cannot do.'

This conference in Wheatfield has been a great success. Here's to next year's conference, wherever that may be held. I want to finish by leaving all of us with a question: What positive changes do we each want to look forward to having achieved over the coming year, in our own organisations and in our collaborate initiatives across the wider system? What changes and successes do we want to be able to report on when we meet again at next year's conference? Let us imagine and create that emerging future together so that we will be able to report on the progress we want to achieve now, at the next conference.

Finally I want to thank all of you for your attendance and for your positive and energetic participation at this Inaugural Irish Criminal Justice Agencies Conference.



*Pictured (L-R) : **Maura Butler**, Chairperson, ACJRD; **Vivian Geiran**, Director, The Probation Service; **Frances Fitzgerald, T.D.**, Minister for Justice and Equality; **Michael Donnellan**, Director General, Irish Prison Service, and **Colm Barclay**, Wheatfield Campus Governor.*

1. Co-ordination of Data Management in Practice

Presenters: Tim Linehan, Central Statistics Office, Aidan Gormley, Probation Service & Ciaran McAuley, Irish Prison Service

Chair: Maura Butler / Doncha O'Sullivan

Rapporteur: Cameron Piasta

The workshop included a presentation on how co-ordination and sharing of data can be used to very good effect within the Irish Criminal Justice system. It also included presentations on how data is managed and information shared within the Irish Prison Service and the Probation Service.

PRESENTATION 1

Case Study: Producing Recidivism figures in Ireland

The challenge to measuring recidivism

Recidivism is commonly defined as a measurement of the levels of return to criminal behaviour by offenders. Lower levels of recidivism refer to a lower level of return to crime by a particular cohort under examination.

There have been two major issues which impact on the reporting of recidivism. Firstly there are inconsistencies across jurisdictions regarding the definition used as justice systems differ. Also, traditionally the measurement of recidivism has been a long and manual records review which has resulted in limited reports on the subject in Ireland.

It is accepted that an integrated data information system with common identifiers would greatly assist in the tracking of offender history and consequently, the measurement of recidivism. There isn't a common identifier for offenders between the data

systems within the Irish Criminal Justice System. This prevents rapid integration of databases for easy measurement of data.

The benefits of Linkage of Criminal Justice data

This case study referred to a collaborative body of work between the Central Statistics Office (Crime Division), the Probation Service and the Irish Prison Service. Common data was explored and compared until suitable common parameters were identified which could facilitate the matching of records. Once a system of comparison was developed and verified, the process was automated by use of computer software.

The above allows for studies to be conducted on the success rate of the Irish Prison Service and the Probation Service in preventing reoffending. This linkage has facilitated the measurement of reoffending rates for the following:

- Offenders released from prison during a particular calendar year
- Offenders subject to Probation supervision or Community Service during a particular calendar year
- Age and gender differences in reoffending for prison and probation cohorts
- Original and subsequent offences.

With a consistent data system it is much easier to study re-offending through latitudinal studies to get a better picture of what happens to these offenders over a longer time span¹

The Probation Matching Process

The CSO received a test dataset from the Probation Service, for the years of 2007 and 2008, with over 8,700 Probation and

¹ The management of personal data takes place in accordance with good data management practice and in compliance with data protection legislation.

Community Service orders and all of the corresponding information. For an accurate comparison a manual matching test was done to see how long that method would take to test feasibility.

- A random sample of 800 records were taken out of the total of over 8,700
- The test showed that manually matching all of the data for the 800 records would take 8.5 person-days, and showed that it would take over 90 person-days to process the entire data sample.

With this information, the next step was to automate the matching process, for the entire dataset. It was found that a fully automated matching system wasn't feasible. The next attempt was with a mixed-model method incorporating automatic and manual matching. Through this format matching 99% of the entire dataset was achieved. This level of success was achieved with 70% of the matches being made by the automatic matching system.

- Additional sorting / matching algorithms were used to simplify the manual matching of the remaining 28%.
- The entire matching process was completed in four person-days as opposed to the estimated 90+ person-days.

Initial Matching Exercise - Prisons

The initial matching exercise was carried out by Karina Kelleher, with the assistance of Douglas Kelly, in July 2012. The sample datasets used were of prisoner releases and committals in the period of 2006-2010. The two main objectives of the study were:

- To determine the rate at which prisoners were being committed to prison pertaining to prison population estimates.

- To determine the rate at which prisoners were re-offending.

The exercise proved successful. Over 97% of those on the sample datasets (around 2,700 per year sampled) were matched to Garda records. It was decided to prioritise the recidivism project. As a result, a larger dataset, containing all the releases in 2007 were selected for matching.

Main Matching Exercise - Prisons

This exercise had complications that the other exercise didn't have. This exercise had a much larger dataset, with over 11,000 records for 2007. There was a large presence of deportees making it more difficult to track all of the data. There was also a problem that many of the inmates had different names between An Garda Síochána and the Irish Prison Service data. Otherwise they used the existing matching process developed in the earlier exercise to sort the data. There were many duplicate records present in the data which hurt the ability to sort the data.

The exercise was a success, with 95% of the individuals from the data matched. Those who were detained for deportation were not included in the matching exercise. The matched records were then cross-checked with An Garda Síochána Pulse records. Two versions of the results were produced; one included road traffic offences for reoffending, the other did not.

Results

Reliable and accurate recidivism figures were produced for both Prison and Probation. This included analysis by age, sex, initial and subsequent offences, as well as imprisonment and probation type.

From the above development work, a methodology for taking prison and probation data and linking it to subsequent court outcome data has been developed. This has been used to generate recidivism reports for both the Irish Prison Service and the Probation Service for 2007 and 2008. It is planned to continue this annual reporting of recidivism data. This development has been widely welcomed.

PRESENTATION TWO

Data Collaboration & Management at the Probation Service

What data is processed at The Probation Service?

The Probation Service records and processes data from all stages of the Probation process, from initial referral through to working with offenders.

This includes court referral data, offender details, court information, offence committed and outcome of the court case. All Order details and other information such as sex offender designation, court adjournments and any specific details relating to the order are recorded. Case history is also recorded and this includes tracking of notes, reports and actions.

A variety of risk assessments are recorded including LSI-R (Adult Risk & Need assessment), YLS-CMI (Risk & Need assessment, Juveniles), RM2000 and Stable & Acute (Sex offender reoffending), PS RoSH (Risk of Harm), SARA.

Other data recorded includes caseloads - information stored by region, team and probation officer.

Active operational information is also recorded including funded projects data,

community service information and sex offender information.

What is the data used for?

The data is used for internal and external reporting of activity, work management, facilitating decision making and as a support to research.

1. Standard Reports. This includes Annual report, Space II (Europe) which is a consolidated Council of Europe report across probation organisations in Europe.
2. Management Information. This includes monthly and quarterly status reports for management including point in time statistics and sex offender statistics which are used as a basis for answering internal and external data requests.
3. Collaborative Information. This includes joint reports such as the Quarterly report with the Probation Board for Northern Ireland (PBNI) for the Public Protection Advisory Group (PPAG).
4. Trend Analysis. A trend analysis is included as part of the monthly report to assist in identification of changes and trends in key statistics and measures.
5. Real Time Operational Statistics. The system has been developed to allow dashboard style access to real time operational statistics for each region and team.
6. Support to and Driver of Research. Extensive research has been conducted in recent years which have made use of the data held. This includes Recidivism Studies, Drug and Alcohol Studies, Community Return Research, Foreign National Census, Academic and External Research

Where the Data Goes

- Obligations and Commitments
 - Annual Reports, Space II (Europe), Parliamentary questions, Queries from media and academics
- Management Information
 - Monthly Summary (key data), Real Time Dashboard, Assessment of Risk, Data sharing with PBNi and IPS
- Collaboration and Research
 - Recidivism, Community Returns, Sex Offender Research, and Links to 3rd Level Colleges and Research
- Other Collaborative Projects
 - Community Return evaluations
 - SA07 risk assessment model for Sex Offenders
 - Data sharing and collaboration with academic bodies; DIT, UCD, QUB, Garda College/UCC, TCD, John Moores Liverpool and HSE
 - Probation Service and other post graduate researchers

PRESENTATION THREE

Irish Prison Service Statistics Unit Data Management

The Irish Prison Service Statistics Unit is part of Staff and Corporate Services Directorate. It is a new unit established in 2010 with a staff of three people. Its purpose is to provide a more co-ordinated approach to the formulation of statistical information.

Prisoner Data

- Daily Prison Population, and Monthly Prisoner Data monitoring
 - Committal figures, Monthly breakdown and comparison, Temporary release, Remand levels, Population snapshot, and Nationality
- Quarterly Censuses-Regimes, Cell occupancy and Annual Report

Human Resource Data

- Weekly Reporting
 - Attendance and sick leave levels and patterns and trends, Additional hours usage and patterns and trends, and Staffing levels

Data Use

- Collation of Briefing Material
- International comparison surveys (SPACE, EUROPRIS)
- Parliamentary Questions, Debates
- Freedom of Information
- Media
- Academics/Students trying to find data for studies or research

Pre Stats Unit Data Collation

- Individual responsibility - Directorates
- Responding to requests on ad-hoc basis

Disadvantages

- Resource dependant
- The focus was on speed rather than having accurate data
- There were also quality control difficulties
- There was no structure to the data causing repeated workload
- There was no analysis of the data
- Huge delays for the data

New Approach

- The new statistics were for the IPS, not a response from them
- Developments in Prisoner Information Management System
- There was now a structured approach to focus on researching things people want
- Collation of Monthly Statistics Information Note
- Census of Prisoner population
- Partnership projects - Recidivism

Benefits

- The data is available immediately which allows for faster response to data requests.
- Data being available allowed for monthly/quarterly comparisons.
- The data also had improved accuracy.
- Data available to inform policy decisions/priorities

What next?

- Increased analysis of the data and Expansion of Statistics Unit's role
- Continue CSO Recidivism and more targeted Recidivism Studies i.e. Community Return
- Projections of future populations

Discussion

After the workshop presentations there was a general discussion around the uses of data within the justice area as a whole and what is needed to build on the work already done. Feedback was very positive and it was felt that the work done has had significant added value.

It was agreed that this co-operation between agencies has been demonstrated to be successful and that this should be built on. It was also felt that more should be done to advance the use of unique identifiers so as not to be always reliant on data matching.

Some of the attendees were particularly interested in using this information to expand research in areas such as women's issues and young persons' crime.

There was also a discussion concerning the timespan for which there was data. Data was available from as early as 2003 but more is needed to do the longitudinal studies some recommended in the discussion.

2. Prisoner Empowerment

Irish Red Cross – Community Based Health and First Aid (CBHFA) in Prisons Programme - A partnership programme operated by the Irish Red Cross, the Irish Prison Service and the Education Training Board

Presenters: Dr Graham Betts Symonds, Irish Prison Service CBHFA Programme Manager & IRC CBHFA Master Trainer, Lydia O'Halloran, Irish Red Cross CBHFA Programme Manager and Red Cross volunteers

Chair: Jane Farrell / Maura Butler

Rapporteur: Caroline O'Mara

Background

CBHFA in Action was originally created by the International Federation of the Red Cross and Red Crescent Societies with a view to being facilitated internationally within communities using a simple and flexible method via the National Red Cross and the Red Crescent Society in each and every one of the 189 countries where the Movement is established.

Ireland is the first country in the world to introduce CBHFA in Action in a prison environment. This has been driven by Dr Graham Betts Symonds, with the support of the Prison Service and a willing and conscientious group of special status Irish Red Cross Volunteer Inmates.

The Wheatfield Place of Detention CBHFA in Action group was formed in 2009. Due to the enormous success of the pilot scheme it was expanded in 2013 to ten prisons and now, in 2014, it is operational in all fourteen Irish prisons.

Operation of Programme

The scheme operates through a partnership between the Irish Red Cross (IRC), Irish Prison Service (IPS) and

Education and Training Boards Ireland (ETBIs). Groups of 12-24 Irish Red Cross volunteer inmates within each prison take part in a training session over a period of four to six months. This is facilitated by ETBI teachers in the educational unit of the prison together with specific prison nursing staff. Once the module is completed, trained volunteers, supported by the staff begin to put the projects into practice with the aim of improving the overall health and well-being of prisoners in their community by beginning with an IMPACT programme (see below).

The volunteers work within the Seven Fundamental Principles of the IRC which are Humanity, Impartiality, Neutrality, Independence, Voluntary Service, Unity and Universality. These are the key guiding principles to the CBHFA programme.

Awards

Marking the success of this programme, the following awards have been achieved:

- Irish Institute of Training & Development Awards 2013, Winner of National Training Award
- Irish Healthcare Awards November 2012, Commendation Award for Best Public Health Initiative
- Bionmis Irish Healthcare Awards May 2012, Winner for Best Health Promotion Project
- World Health Organisation Award (WHO) 2011 for Best Practice in Prison Health

IMPACT Programme demonstration by Irish Red Cross Volunteer Inmates

A group of IRC volunteer inmates gave a very impressive presentation of the IMPACT programme. The following projects which are promoted in Wheatfield, were demonstrated / presented by a team which was lead and

co-ordinated by a highly competent IRC volunteer inmate:

- Personal, in-cell and prison hygiene awareness with a six stage hand washing technique
- CPR and basic First Aid
- HIV & AIDS - Safe Sex Awareness- looking at safety and responsibility within the prison walls
- Drug Awareness and Harm reduction
- Stop Smoking Project – Smoking cessation classes are given using delay methods with good success

Weapons Amnesty Project at Wheatfield

This project has been highly successful in dealing with inter-prison violence. IRC volunteer inmates persuaded their fellow inmates to hand over cutting weapons, chiefly hand crafted with melted toothbrushes and razor blades. A number of weapons were handed in and assaults with weapons were dramatically reduced following the amnesty.

Personal stories

A personal story was told by one of the inmates who promotes HIV and Health Awareness and who now feels part of the community. The IRC voluntary inmate expressed how this programme has changed his life as he is taking responsibility for his actions and his family is very proud of him.

Another IRC Volunteer shared his story, admitting that he was not proud of his past but now genuinely wants only to help and care for others, and in his personal opinion, taking responsibility was the only way forward.

Discussion

There was much positive feedback on the programme and the presentation delivered. Governor Frances Daly was also commended for her role in this

wonderful innovation. The empowerment of the prisoners in taking such responsibility was noted.

The IRC volunteers were asked what suggestions they would make to improve the criminal justice system. Responses included:

- Prisoner talks, where inmates could talk to offenders serving community sanctions. A discussion with a peer on why they should avoid prison is likely to have more impact than advice from someone an offender does not relate to. It was noted that Prison tours do take place, but these usually highlight the positive work being done in the prison so have limited impact as a deterrent.
- Home visits from Probation officers, so that offenders can avoid locations where they are likely to run into acquaintances who could tempt them back into a destructive lifestyle.
- Community work and a meaningful education programme were noted as key services to assist reintegration and reduce recidivism.

When asked about the recruitment process for joining the group, volunteers responded that the programme was open to all, but generally favoured those on longer term sentences so that participants are able to complete the training and continue the work of the programme. It was noted that many more apply than there are places available.

During the discussion several of the IRC volunteers generously shared their own stories. One volunteer noted that “A life sentence is only a heartbeat away, if you get in with the wrong crowd”.

Many IRC volunteers expressed a desire to use their Red Cross training to do

something positive on release, e.g. help someone in their community or work with homeless people. One volunteer noted that they owed a big thanks to the Seven Fundamental Principles the programme is based on.

Concluding Commentary

The discussion concluded by the IRC voluntary inmates saying that their policy was that ‘nothing was impossible’ and that education was key in order to achieve any meaningful change in going forward.

For further information see the IRC website at: www.redcross.ie/cbhfa

3. The Community Return Programme

Presenters: Andy Brennan, IPS & Claire Brennan, Probation Service

Chair: Doncha O’Sullivan / Gerry McNally

Rapporteur: Séamus Ó Coighligh

This workshop sought to introduce attendees to the innovative Community Return Programme currently being piloted by the Probation Service in partnership with the Irish Prison Service. The pilot appears to have been remarkably successful, with compliance rates of 89%. This is far in excess of expectations. There is associated research in respect of this programme which contains finalised results and is due for publication in the near future.

The Community Return Programme is a novel incentivised scheme for the supervised release of qualifying prisoners who complete unpaid community work as a condition of their early release.

Community Return was developed in the aftermath of the financial crisis when the

Government reviewed the proposal to the development of Thornton Hall and began to seek alternatives. Community Return is essentially a form of supervised early release combined with community service. In October 2011, the Probation Service, in partnership with the Irish Prison Service, commenced a pilot Community Return Programme.

To qualify for Community Return a prisoner must be serving a custodial sentence of between one and eight years, and must have completed half of that time. Sex offenders and manslaughter cases are not considered eligible for the Community Return programme.

A prospective candidate for Community Return must demonstrate positive engagement whilst in prison (keeping to oneself and staying out of trouble is not sufficient). There are three further steps for assessment of suitability and decision; a Prison Review, a Probation Service assessment and a Ministerial Decision. Within those there are specific pre-requisites, such as the availability of permanent accommodation. The process illustrates the multi-disciplinary approach which is considered essential to the scheme's success.

Once released, participants are usually expected to complete up to three days' unpaid work each week with community organisations for a period representing half the amount of the outstanding sentence. They are required to sign on daily at their local Garda Station and return to the prison weekly to sign a temporary release form if compliant and approved.

By 10 am each working day the attendance of each participant on the worksite is noted and reviewed. A

hallmark of the system is a very clear two-strike rule; two instances of unapproved or unexplained lateness or absenteeism (or any inappropriate behaviour) will result in an immediate review and return to custody. Anecdotally, this approach appears to be welcomed by participants for its clarity and transparency, and is extremely effective in maintaining consistent attendance.

Experiences such as returning a participant to custody for lateness, notwithstanding that there were only three weeks remaining, revealed that other participants appreciated their opportunity, were unsympathetic to the non-complier and the message that behaviour and compliance were treated seriously spread quickly. Somewhat counter-intuitively the stricter regime has resulted in increased, rather than decreased rates of compliance. In addition to savings, benefits to participants, and substantial financial benefit to local communities, there were additional unanticipated benefits from Community Return Programme. The work placements for Community Return participants are shared with Court ordered Community Service Order workers. Initially, the host organisations had expressed apprehension about having released prisoners working on their sites. Feedback now suggests that Community Return participants are generally considered to be a better motivated, more stable workforce than the Court referred offenders. Community Return participants are also said to have a positive influence on the less seasoned offenders who they work alongside and to usually act as good working and pro-social role model.

There is much to suggest that the Community Return Programme supports

and encourages positive re-integration by building self-respect and giving support to Community Return participants at a point when they are particularly vulnerable. A review of re-imprisonment rates indicates that, of 232 completions, 20 received a new sentence during the period of the study, a rate of 9% which compares favourably with the roughly 50% re-imprisonment rate within the first six months of ordinary releases.

Furthermore, awareness of the Community Return Programme amongst prisoners who may be eligible appears likely to encourage them to engage in therapeutic programmes while in custody. This makes for better preparation, engages prisoners in managing their own sentence and preparing for their post-release life and helps to reduce some of the commonly acknowledged causes of recidivism among ex-prisoners.

It is emphasised that the Programme is an evolving format and is not a finished model. For example, the process of Parole Board referrals is still being developed. However, the early indications are that this is a scheme with potentially enormous ramifications for penal policy. There has been huge interest expressed in the Programme internationally, and it seems that the team involved in developing this scheme deserve a lot of praise.

4. Employment on Release

Presenter: Paddy Richardson, Irish Association for the Social Integration of Offenders (IASIO)

Chair: Gerry McNally / Kieran O'Dwyer

Rapporteur: Caroline O'Mara

Note: The workshop was structured around a 16-page paper prepared by Paddy Richardson which is available on request from IASIO and ACJRD.

Background to IASIO

IASIO was established to help offenders, ex-offenders and their families to begin a new life by assisting in their social reintegration after prison and act as a bridge from prison to community. It provides three services – the Linkage Service which is community-based with a prison in-reach element, and the Gate Service and the Resettlement Service which are both prison-based. The first two services focus primarily on access to training, education and employment and the third service on housing, welfare, addiction, medical, family and other resettlement issues. IASIO engages with community based agencies and employers to complement work of the Probation and Prison Services. In 2013, 2,300 offenders were referred to IASIO services. Paddy stated that resettlement of prisoners needed to be addressed through collaboration and recognised that employment was key to re-integration. However, Paddy also observed that in order to have meaningful reintegration, broader resettlement issues needed to be addressed if offenders were not to remain isolated and facing the same disadvantages that were factors underlying their offending behaviour.

Lack of access to housing, employment and services such as drug counselling for

ex-prisoners (whom Paddy refers to as his clients) were in Paddy's view doomed to failure without adequate support at the point of re-entry from prison to community. He therefore devised the current services in conjunction with the statutory agencies.

This ACJRD workshop was chiefly a presentation with attendees interjecting with commentary, rather than a formal presentation followed by questions and answers, and there were several issues and concerns raised regarding the obstacles to ex-prisoners putting the best foot forward regarding employment.

For effective re-integration, Paddy argued that there was a necessity for multi-disciplinary teams with clear lines of demarcation. Preparation while still in prison was critical and there were now structures in place to ensure adequate planning and provision, working with prisoners and their families. Different capacities and motivations existed among prisoners, but also institutions. There can also be tensions between good policies such as child protection and risk assessment.

For example, some prisoners on release may not have family support. While the prison sentence is the punishment, for many prisoners, punishment begins or continues upon release.

Paddy was struck by this unfortunate prospect for ex-prisoners and uses his best endeavours to assist all ex-prisoners in gaining employment with a no discrimination policy. However he outlined the major setbacks that are regularly encountered by his clients. It was noted that prisoners are already disempowered coming out of prison and poorly placed to overcome on-going

systemic problems. He gave examples of problems which the prisoners were confronted with, such as the employer requiring a home address, a utility bill or a passport, which was not possible to provide for many prisoners on release.

Discussion

Paddy argued that reintegration was ultimately a community responsibility but there was a big gap between reality and the ideal. Public education and debate were required if the community were ever to recognise the limited capacity of state agencies and to meet its own obligations.

An attendee shared a story of a man classified as a sex offender after consensual sex as a 17-year-old with a girl then aged 15; despite the fact that he was still in a relationship with the girl now, he remains classified as a sex offender. The presenter commented that this type of offender has also clearly the most difficulty in getting employment.

The Spent Convictions Bill was discussed and an attendee called for a public discussion. The media could potentially damage public opinion by scare-mongering and adopting a tough-on-crime line but, really, community safety was the key factor which should be emphasised and the view was that spent convictions improved safety by assisting full integration.

Another attendee raised the issue of an employer being sued and what sort of guarantees would they get? The presenter said that IASIO offers support to employers and that information is managed sensitively, but must be based on honesty and openness. The employer must know that a risk assessment has been carried out but that ultimately the employee is the employer's responsibility.

The presenter also mentioned a survey involving the small firms association on how many members would employ an ex-offender: 80% said no, IASIO are interested in the other 20%.

Legislative Obstacles

The presenter expressed disappointment regarding s55 of the Charities Act 2009 which recently came into effect on 16 September 2014 which provides that: *“A person shall cease to be qualified for, and shall cease to hold, the position of charity trustee of a charitable organization if that person is convicted on indictment of an offence or is sentenced to a term of imprisonment”*.

An attendee also raised grave concerns in this regard and gave an example of a case where a man who was in fact eliminated as a suspect in a rape case still remained on record and as a result could not work for a charity. It was also argued that the Spent Convictions Bill 2012 did not address this situation.

Concluding Remarks

A consensus view seemed to emerge that legislative action was a matter of urgency in going forward for the resettlement and reintegration of offenders but, instead, s55 of the Charities Act was yet another obstacle enshrined in legislation.

For further information on IASIO, see www.iasio.ie.

5. “The Change Process: Dialogue Coaching and Adaptive Leadership”

Presenter: Dr. Tom O’Connor

Chairperson: Kieran O’Dwyer

Rapporteur: Séamus Ó Coighligh

This workshop elaborated on the preceding plenary address and focused on introducing attendees to some dialogue skills from ‘Structural Dynamics’¹ a way of approaching communication that was developed by David Kantor a renowned systems psychologist, family therapist and organisational development consultant². The basis for this system is Kantor’s four-player-action which says that every act of communication can be categorized as one of four and only four actions: 1) a move; 2) a follow; 3) an oppose; and 4) a bystand. Tom pointed out that good dialogue and collaboration skills are essential to leading and achieving the kind of adaptive changes that are called for in the Penal Policy Reform Report and which he discussed in the keynote address.

Individuals and teams tend to fall into patterns of communication (structures) which favour some of the four actions over others and these patterns can become entrenched and limiting. The idea is to become more aware of our own and our team’s preferences for each of the four actions and learn how to extend our repertoire. Being more skilful in how we use each of the four actions allows us to intentionally match the actions we choose to use to the needs of the team and situation, instead of unreflectively

¹ See a 3 minute video of David Kantor talk about Structural Dynamics with Strategy and Business at <http://www.youtube.com/watch?v=7wztVWHzreA>

² David Kantor (2011), *Reading the Room; Group Dynamics for Coaches and Leaders*, Jossey-Bass, San Francisco.

reacting out of our more limited and preferred patterns.

1) Mover

First a person can make a move in the group, as in "Let's go to the movies tonight." People who tend to be movers in conversations like to put out ideas and make statements that propose a direction for the group. Movers provide the forward momentum for the group and help it to find solutions to the problems it faces. Without movers there is no direction.

2) Follower

Second, a person can follow the move that someone has made, as in "That's a great idea, I can check out what movies are playing." People who tend to follow are good at selectively picking and supporting a move that has been made. In this instance the word follower should not be taken pejoratively, as in someone who cannot give direction. Many leaders are very good at following – they can listen to different moves made by people on their team and then support or follow the idea they think is the best one. Followers are essential to a team because they support and help to strengthen and complete the moves that are made. Without followers there is no completion.

3) Opposer

Third, a person can oppose or challenge a move that has been made, as in, "I don't think we should go to the movies, we will be out too late and we need to get an early start in the morning." Opposers push back on ideas, as they are good at seeing potential problems in the proposed path. Often groups discourage opposition because they take it as a sign of disunity. The Penal Policy Reform Report, for example, points out that the opposing voice has been missing to the detriment

of sound policy: "Arguably, policymaking failed to accommodate opposing viewpoints." (p. 106). It is difficult to get the opposing voice, but opposers are necessary to prevent the group from making mistakes and should really be encouraged. Movers and followers can feel great about their ideas and happily go over a cliff together if there are no opposers. Without opposers there is no correction.

4) Bystander

Fourth, a person can bystand or add perspective to the group, as in "Personally, I would like to go to a movie, but I've noticed that we always end up going to the movies, even though some people in the group would prefer to do something else. I wonder could we do something different tonight that would also appeal to the moviegoers." Bystanders are great at seeing the whole picture in the group and they can build bridges between competing actions or moves. They sum up what has been happening in the group, and find a way to bring the disparate points of view together. Without bystanders there is no perspective.

The trick to good dialogue is to get the right balance of all four actions happening in the conversation. There is also a need to get all voices into the conversation in an active way. Tom explained that teams, committees and boards often contain a substantial number of 'dis-abled' bystanders or opposers. These were people who, because of the group dynamics in place, or their own shyness or anxiety, do not participate actively in the decision making process. This is a prevalent problem in certain contexts, for example in businesses, where top-down structures can engender a lack of encouragement for constructive criticism

or perspective taking. This means that the people who are actually opposing or bystanding in their own minds simply remain silent – their voice is dis-abled and the team cannot benefit from it even though it is present and available in the room. Dis-abled or missing voices dramatically affect the quality of the decision making process. The group discussion later identified that this problem could equally be said to apply in the context of the administration of penal policy.

Tom asked everyone attending the workshop to estimate the percentage of time they tend to use each of the four actions in face-to-face or team conversations (see table below).

Then everyone in the workshop paired with a partner and shared their estimates and why they tend to prefer that particular pattern. The whole group reconvened and Tom put a few examples

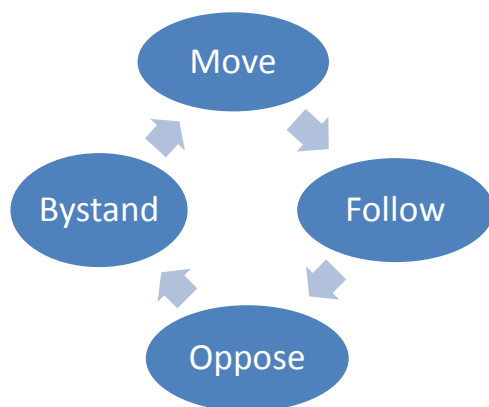
of the different patterns from around the room up on the flipchart and had those people tell a little about how their personal background had influenced their preferred pattern of action. It was very revealing to see how each person's "backstory" influenced their actions, and how each person had a unique pattern of actions. Making our actions more conscious in this way often allows people to broaden their range of actions, as they begin to see a range of other possibilities.

Everyone can practice and get better at all four actions. One way of helping people to practice in a meeting is to simply describe the four-player model on a flipchart or board at the start of the meeting and to invite and give permission to people to explore all four actions. Doing so validates all of the actions, and helps the team members to become more aware of what they and their colleagues are doing in the conversation.

Four Play Action Model	What percentage of time do you spend doing each of these actions in a face-to-face or team conversation?
Moving: Putting forth ideas, direction or positions for others to consider.	
Following: Offering support and follow through on the ideas and decisions put forth by others.	
Opposing: Challenging and enhancing ideas, decisions or proposed direction.	
Bystanding: Offering observations and perspectives that bridge competing ideas.	
	100%

Another way of developing one's skills is through "dialogue coaching". In dialogue coaching a team works with a licenced coach who uses a web-based assessment process, developed by David Kantor and called the Behavioural Profile and Team Functioning Assessment, to get a full understanding of the team's behavioural preferences and patterns of communication. This assessment process allows the coach and the team to better understand and develop the team's patterns and the individual strengths of the team players. A sample mini version of this assessment is available for free on iTunes as an app and it is called "The Wiley 4-Player Model Mini Assessment".

Kantor's Four Player Action Model



Having this simple, easy to understand, dialogue structure to guide your team meetings will make a big difference. The bystanders in the group will begin to notice, and should then point out, that the group invariably tends to fall into certain structures or patterns of communication that are not particularly helpful.

Common patterns that are easily noticeable and unhelpful include:

- **Point Counterpoint** –a move-oppose-move-oppose pattern that creates

gridlock. A good bystand can often point out what is happening and help to create a bridge between the move and the oppose.

- **Serial Monologues** – a move-move-move-move pattern, with several people making moves while not opposing the earlier moves but simply ignoring them. What is needed is someone to follow one of the ideas and help the team to complete something.
- **Courteous Compliance** –a move-follow-follow-follow pattern, one member, who might have more authority, dominates without any real dialogue.
- **Covert Opposition** – a person wants to oppose a move but cannot bring them self to do it so they initiate an action that looks like a bystand or a follow, but is really an oppose.
- **Hall of Mirrors** – a move-bystand-bystand-bystand pattern, with an echo effect where the team is basically passive in front of a leader.

Obviously, these patterns of communication or structural dynamics are not very helpful. The answer is not to change the members of the team, the answer is to switch up the dialogue patterns and have people try out different combinations of the four player actions and while making sure that everyone's voice is heard at different points in the conversation.

"All Voices" principle

This simply means a good dialogue necessitates that you hear from everyone's voice at some point in the conversation. Some people on the team

will be more on the extroverted side, and they will naturally tend to talk more in the group, especially if they are a mover or an opposer. This is a good thing because it gives the more introverted people time to observe and think. But at some stage the group has to consciously go around the room and hear from everyone or only a few voices will dominate the conversation.

You can get all voices into the conversation by having times, at the start, during, or at the end of a conversation where you simply go around and hear what everyone has to say. There are basically three ways to do this:

- 1) Round Robin – go around the room.
- 2) Ping Pong – one person says what they have to say and then they call on someone else in the group to speak.
- 3) Popcorn - people keep popping and saying something (one pop per person) until everyone in the group has popped. Depending on the needs and timing for the group it can also hear from everyone at three different levels; 1) a word; 2) a sentence; or 3) a paragraph.

You will find that when you take the time to hear from everyone that the conversation will become much richer. It is always fascinating to hear what people are thinking, and usually this does not happen enough when teams come together.

The workshop concluded by going around the room and hearing from everyone, and this gave expression to a general sense of enthusiasm, enervation, insight and hopefulness as a result of the conference. Most, if not all, said they intended to work on and apply the principles of how to lead adaptive change and increase collaboration and dialogue to their own workplace and even in personal contexts.

One person suggested that a Trappist rule might be employed whereby each group member would be required to observe a period of silence at a different point in time to encourage other voices. Overall, the reception from the floor was very positive and most participants were able to identify a particular skill or approach from the conference and the workshop that they planned to develop and apply moving forward.

6. Perspectives on the Needs of Victims of Sexual and Domestic Abuse Crime

Presenter: Maeve Lewis, One in Four

Chairperson: Patricia Flynn / Jane Farrell

Rapporteur: Cameron Piasta

This workshop focused on the specific needs of the victims of sexual and domestic crimes. It also considered how the justice system could adapt their response to crimes of this nature, in order to improve the reporting experience for victims.

Maeve began the workshop by outlining the work of One in Four and then opened it up to the floor for a discussion session which formed the main part of the workshop.

One in Four

One in Four professionally supports men and women who have experienced sexual violence, many of them during childhood. Their aim is to reduce the incidence of sexual abuse by intervening in key areas of the cycle of abuse. They do this through psychotherapy, advocacy and prevention services.

In Ireland research has shown that one in four children (27%) will experience sexual abuse before the age of 18. Despite well publicized scandals and reports, many Irish people remain unable to respond to this problem and the long term damage it creates individually and at societal level. One in Four's determined aim is to change this.

One in Four's vision is an Irish society where children are safe from the threat of sexual abuse. They want Ireland to move from a society where one in four is sexually abused, to a society where nobody is abused. Through their services they give a voice to the people who have experienced sexual abuse and provide a space that by its very existence challenges feelings of shame, isolation and self-blame. The passion to protect future children drives their day to day and they work to the Children's First Guidelines.

From the One in Four Dublin offices the organisation supports individuals, families and groups with expert and specialised psychotherapy. The team of skilled and knowledgeable advocates support people dealing with the practical aspects of the aftermath of abuse, e.g. accessing the criminal justice system and child protection services. The aim of the client centred services is to bring people from surviving life to living life.

One in Four's work in prevention covers campaigning, offender treatment and public awareness. The team of psychotherapists works to protect children by running individual and group offender programmes.

The service users are men and women who have experienced sexual abuse. The context of the abuse is widespread as reflected by their 2010 therapy clients:

- familial (45%)
- clerical and institutional (27%)
- professionals (7%)
- strangers (2%)

Workshop Discussion

Many topics were brought up during the discussion section of the workshop. The topics ranged from, what should be done for the victim and their family, to treatment of the offender. Other topics included the operation of the current system and changes that should be made.

Victim and family

This aspect of the discussion focused on the idea that any programs that are created need to be voluntary, the victim has to be the one to choose to get help and it cannot be forced in any way. Programs also need to focus on what is best for the victim, even if they help the family or others, the victim's needs must be paramount.

One such program was based around teaching families to deal with what has happened. The program emphasises the need to accept the victim as having been victimised.

There was discussion about a domestic violence program where the victim is informed of what is happening in the program and the offender's version of events, so that this cannot be distorted or minimised and the victim is kept informed, which is very important to the healing process.

Where the perpetrator is within the family of the victim it was noted that there should be services to teach families how to deal with what happened so that there is less likelihood of reoffending and a move towards rehabilitation. It was noted that in this circumstance some victims

may want to remain apart from the family, others may wish to repair relationships with the family but in most cases this does not include the offender.

Offender

The discussion surrounding offenders and the system as a whole noted the focus should be on a reduction in reoffending, rather than retribution.

Using proxy victims was suggested, so that the offender can learn why their actions were bad, without the actual victims having to confront them personally.

The question of mixing sex offenders with the general prison population or keeping them separate was raised. A pilot programme which mixes sex offenders with other categories of offenders was noted.

In the case of offenders who are victims themselves it was asked how the two are to be separated. It was noted that help needs to be given to offenders who have been victimised but their crimes cannot be ignored.

A program was suggested by a participant where the offender would be diverted from the court system following an admission of guilt and admittance to treatment, to help them accept responsibility for their actions, address the underlying causes for their behaviour and avoid court proceedings.

It was commented that those in the field must believe that people can change, but need to choose to do so on their own, so that there is hope.

When the discussion turned toward the current system a positive comment noted that An Garda Síochána has become more

receptive to abuse allegations, improving the feeling of safety for victims when reporting crimes of this nature. Unfortunately the majority of comments referred to the negative effects the current system has on the victim, specifically the court system and the lack of training in relation to sexual and domestic abuse within the legal community.

It was noted that research is being carried out into those who choose to make a complaint to the justice system but have regrets about doing so, although due to resource limitations it will be unable to include the perspectives of those who choose the same path and do not have any regrets, or indeed those who regret a choice not to report.

Another significant issue noted was the impact of media coverage and oversimplified reporting on public perception.

The need to change the culture of acceptance of these crimes was also emphasised.

CONFERENCE ATTENDEES

NAME	ORGANISATION
Senator Ivana Bacik	Seanad Éireann
Gov. Colm Barclay	Irish Prison Service
Colette Barry	Dublin Institute of Technology
Dr Graham Betts-Symonds	Irish Prison Service / Irish Red Cross
Fergal Black	Irish Prison Service
Shane Bradley	Tus Nua
Andy Brennan	Irish Prison Service
Claire Brennan	The Probation Service
Larry Buggy	NUI Maynooth
Eileen Burke	Restorative Justice Office, Tallaght
Michelle Butler	Queen's University Belfast
Maura Butler	ACJRD Ltd.
Tracy Cagney	
Eoin Carroll	Jesuit Centre for Faith and Justice
Claire Casey	Childhood Development Initiative
Geraldine Cleere	Waterford IT
Susan Coen-Collins	Let's Agree Mediation
Anne Conroy	Le Chéile
Mary Corrigan BL	Athlone Institute of Technology
Lisa Cuthbert	PACE
Gov. Frances Daly	Irish Prison Service
Larry de Cleir	Bedford Row Family Project
Jacinta De Paor	Next Phases
Tom Delaney	Prison Officers Association
Brian Dignam	Irish Prison Service
Michael Donnellan	Irish Prison Service
Bernie Donnelly	Dóchas Womens Centre
Maggie Donnelly	Thames Valley Restorative Justice Service/ Restorative Solutions/Facing Forward
Paul Doran	Probation Board for Northern Ireland
Pauline Downey	The Probation Service
Isolde Doyle	Office of the DPP
Jane Farrell	Office of the DPP
Eileen Finnegan	One in Four
Ian Fitzharris BL	
Michael Flahive	Dept. of Justice and Equality
Patrica Flynn	ACJRD Ltd.
Áine Flynn	KOD Lyons Solicitors
Nadette Foley	Restorative Justice Facilitator
Leanora Frawley BL	
Judge Raymond Fullam	
Yvonne Furey	Dept. of Justice and Equality

Martin Galgey	Irish Prison Service
Joe Garrihy	UCD Institute of Criminology
Gov. Ethel Gavin	Irish Prison Service
Vivian Geiran	The Probation Service
Aidan Gormley	The Probation Service
Sgt Tom Gormley	An Garda Síochána
Neasa Greene	Merchants Quay
Brian Hanley	Irish Council for Prisoners Overseas (ICPO)
Danelle Hannan	ACJRD Ltd.
Michael Healey	NUI Maynooth
Sarah Hume	Irish Prison Service
Enda Kelly	Irish Prison Service
Maeve Lewis	One in Four
Tim Linehan	Central Statistics Office
Philomena Lyons	Office of the DPP
Niamh Maguire	Waterford IT
Tom Maguire	Dept. of Justice and Equality
Deirdre Malone	Irish Penal Reform Trust
Judge Gráinne Malone	
Paul McDonnell	The Probation Service
Ciaron McAuley	Irish Prison Service
Anne Maree McCabe	The Probation Service
Caron McCaffrey	Irish Prison Service
Shane McCarthy	Shane F McCarthy & Co
Sunniva McDonagh BL	
Gerry McNally	The Probation Service
Suzanne McNamara	The Probation Service
Fiona McNulty	Blackhall Place
Oonagh McPhillips	Dept. of Justice and Equality
Danny McQuillan	EXTERN
Jim Mitchell	Irish Prison Service
Declan Mulalley	Prison Officers Association
Kate Mulkerrins	Office of the DPP
Brian Murphy	Irish Prison Service
Pat Murphy	Irish Prison Service
Morgane Nerrou	University College Dublin
Séamus Ó Coigligh	ACJRD Volunteer
Brendan O'Connell	Irish Prison Service
Tom O'Connor	Transforming Corrections/Western Oregon University
Mary O'Connor	Irish Prison Service
Tony O'Connor	
Kieran O'Dwyer	KC Consulting
Kate O'Hara	Dublin Institute of Technology
Raphael O'Keeffe	Irish Prison Service
Michael O'Mahony	Irish Prison Service

Caroline O'Mara	ACJRD Volunteer
Doncha O'Sullivan	Dept. of Justice and Equality
Cameron Piasta	ACJRD Volunteer
Emilie Quigley	The Honorable Society of Kings Inns
Etain Quigley	University College Dublin
Mairead Quigley	
Emma Regan	Irish Prison Service
Paddy Richardson	IASIO
Dr Mary Rogan	Dublin Institute of Technology
Alan Rufli	Church of Ireland
Séamus Sisk	Irish Prison Service
Seán Sullivan	Irish Prison Service
Maighread Tobin	NUI Maynooth
Aidan Trant	The Probation Service
Sgt Séamus Treacy	An Garda Síochána
Suzanne Vella	The Probation Service
Pyers Walsh	
Yvonne Walsh	Irish Prison Service
John Ward BL	
Imelda Wickham	Prison Chaplaincy
Mark Wilson	The Probation Service