



AN ROINN DLÍ AGUS CIRT AGUS COMMHIONANNAIS  
DEPARTMENT OF JUSTICE AND EQUALITY



An Roinn Leanaí  
agus Gnóthaí Óige  
Department of  
Children and Youth Affairs



An tSeirbhís Phromhaidh  
The Probation Service



Seirbhís Phríosúin na hÉireann  
IRISH PRISON SERVICE



acjrd

## 2ND ANNUAL IRISH CRIMINAL JUSTICE AGENCIES CONFERENCE (*Lead Collaborator: An Garda Síochána*)

2015 THEME:

# Engagement with Young People



DUBLIN CASTLE CONFERENCE CENTRE  
Upper Yard, Dublin Castle  
15th July, 2015

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## **Conference Welcome**

*Garda Commissioner, Nóirín O'Sullivan*

Good morning, Minister, ladies and gentlemen and members of the judiciary, you're all very welcome here to Dublin Castle. This is the second annual conference of the Association for Criminal Justice Research and Development in collaboration with Justice Agencies, and it's a really important occasion where we can all come together particularly to talk about engagement with young people. Today provides a wonderful opportunity for academics, researchers, practitioners and, especially, people at the front line and policy makers, to all come together in a format which helps us to create a shared understanding of what the issues are.

The programme is a very extensive one and I'm delighted to see that it contains workshops. Despite the good weather outside, everybody here is really committed to engaging fully in the workshops and that's where there can be a lot of learning, along with a lot of reflection on the panel discussions which we'll be hearing this morning, particularly Professor Ursula Kilkelly's presentation, but also in terms of the research that has been done by Dr. Seán Redmond, and particularly Jade. Jade is a young person who will give an honest and a very heartfelt account, which is a brave and courageous thing to do, of her interaction with the various services. It's very good to hear that because sometimes that is what challenges our own assumptions, if we really listen and we really hear what it means for the end user, it means that we can show empathy, compassion and understanding. As professionals, including police professionals, we are all human. We know that the awful, human stories that people have to tell and to share with us when they come looking for our services, are really heart-rending. Sometimes in our professional capacity we must have a professional detachment but that should not stop us having empathy, understanding and compassion for where other people are in their lives.

We have a shared obligation as part of the criminal justice sector and the criminal justice agencies. We have a shared responsibility to work together to make sure that we provide young people in particular, but all of our citizens, young and old, (but in this case we're talking about young people), with the best possible service. We need to have the will to make things happen and to find a way to break down barriers to work together to make sure that those young people get the very best services they can. We need to provide those young people with the opportunity in all facets, not just in the criminal justice sector but also right across social services and education, to achieve their maximum potential and to become the best human beings that they possibly can. That is a shared objective that we should have today. We should listen with openness, with eagerness and with a willingness to learn, and I know that everyone in this room is here for that very purpose. This is a great opportunity to share our experiences, to share the learning, to challenge some of the assumptions, and also then to focus on solutions, what can we do to work better together? And in saying that, I want to pay great tribute to all of the people and all of the agencies represented here in this room (we have five agencies represented in this room) and I know first-hand that on a day to day basis you, as practitioners, find ways to work together, to actually make the outcomes for the people who we serve much better and I thank you very much for that. There's great evidence, and I see it on a daily basis, of people, you as

practitioners, our own members (and a lot of them are here in the audience) and also all of the people who work in all of the agencies overcoming all of the barriers. Sometimes they're not big drug seizures, they're not big news stories, and sometimes I'm sure you can feel that the work that you do goes unheralded and unheard of, well let me reassure you it doesn't, certainly I as Commissioner hear of the great work being done. I know Jennifer Molony in our SORAM office works very closely with Vivian Geiran's people in The Probation Service and I hear every day of the great work that is being done with the co-located service. I hear every day of the great work that's done and the streamlining that is done with the Irish Prison Service and with the Irish Youth Justice Service, to make sure that we provide the best service possible.

I'm not going to steal the thunder of the topics of the workshops, because the workshops will cover all of those things. You know the great programmes and the great innovations being shown, for example around the Ballyrunners which will be spoken about in the workshops. It's tremendous work, working with the NGOs and the community, and we can never forget that it is a partnership with the community, it's working together and we do the very best that we can.

So I would ask you again to give it your all today, as I say despite the good weather and I know we're competing with sunshine outside, but please do, because I think the importance of this topic is evidenced by the fact that our own Minister for Justice is here to open it and this evening the Minister for Children and Youth Affairs, Dr. James Reilly, will be here to close the conference. That is a great accolade to you as practitioners, and again a great recognition of the work that has been done. I would also like to thank Maura Butler and Chief Superintendent Eugene Corcoran in particular for putting this conference together, I know it isn't easy, so thank you all very much for the opportunity. I very much look forward to the outcomes of your workshops, and I always like to talk about workshops which are focused on outcomes and solutions. You can certainly be assured that your outcomes will be gathered up by the people who are there from An Garda Síochána and I know right across the services. We will certainly take these outcomes on board and we look forward to the learnings and the findings from the Conference. Thank you all very much.

## Conference Opening

*Minister for Justice and Equality, Frances Fitzgerald TD*

Good morning ladies and gentlemen. I am delighted to be here this morning to open the 2nd Annual Irish Criminal Justice Agencies Conference. I would like to thank Maura Butler and the ACJRD for again partnering with the Justice Sector in order to put together today's event. Thank you also to Commissioner Nóirín O'Sullivan and all in An Garda Síochána, which took on the role of lead agency in planning this year's conference.

I am greatly supportive of this annual conference series as providing a forum for reflection and engagement on key issues facing the criminal justice system and the public it serves. By selecting a specific topic for each event, we have an opportunity to drill down into the issue and approach it from multiple perspectives.

As many of you know, the inaugural conference was held last September in Wheatfield Prison, and focused on penal reform. We had an engaging and wide ranging discussion, and one which was directly relevant to the programme of penal reform which is underway. This provided an excellent foundation for the conference series and I can tell from reviewing today's programme that we are well placed to continue in the same vein.

Today's conference topic – Engagement with Young People – is one which has been close to the heart of the ACJRD since its foundation, and is certainly close to mine. We are currently undergoing an unprecedented period of change and innovation in how the State works with, supports and engages with children and young people. Our Constitution now

explicitly recognises the rights of children as well as the principle of a child's best interest being the paramount consideration in certain key proceedings affecting their welfare. The first ever overarching policy framework for meeting children's needs has been introduced. This framework, 'Better Outcomes : Brighter Futures', establishes a shared set of outcomes towards which all Government Departments and Agencies will work. At the heart of the changes which are underway is the establishment of Tusla as a new Child and Family Agency, bringing a focus to how we provide services, and responding to the difficult lessons we have learned from past inquiries and the failings identified, in which fragmented services loomed large.

Our work in this area is also increasingly informed by real evidence as to what works, and founded on high quality data about the lives of children and young people. It is also informed, more than ever, by the voices of children themselves, at the level of individual interactions with services but also in terms of broader civic engagement. This is addressed in detail in the new National Strategy on Children and Young People's Participation in Decision Making.

With this in mind, I would like to particularly welcome the many representatives here today from youth organisations as well as the other young people who are participating in today's conference.

I am optimistic and determined about the changes we are making. But I am under no illusions about the challenges we face,

and the many areas which need improvement. I expect that today's presentations and discussion will very rightly highlight those areas where problems are faced, and will call on all of us to think about how we can work together to overcome them.

Today's presentations and workshops explore how engagement with young people is manifested in the area of criminal justice. This area gives rise to its own complexities. The nature of the engagement - whether it is a young person who is a victim, or someone getting in trouble with the law, is on the one hand a charged and emotional one, but is also framed by the structure and formalities of the legal system, as it applies to young people. I should make clear of course that the two categories of interaction with the justice system are by no means mutually exclusive. We know that for some young people in particular, involvement in crime takes place as part of overall and chaotic set of personal and environmental circumstances, where they themselves are victimised and face daily and disturbing risks.

Our youth justice system recognises this, following the principles set down in the Children Act 2001. This system is best considered in its entirety, from the Garda Diversion Programme through to the Children Courts and the Children Detention Schools. The Irish Youth Justice Service (IYJS) is responsible for leading and driving reform in this area. The remit of IYJS is to improve the delivery of youth justice services and reduce youth offending. This challenge is met by focusing on diversion and rehabilitation involving greater use of community-based interventions and the promotion of initiatives to deal with young people who offend.

A new Action plan has been agreed, as a follow up to the original National Youth Justice Strategy 2008-2010. The Plan sits within both the 'Better Outcomes: Brighter Futures Framework', for which my colleague Minister Reilly is responsible, as well as forming part of my Department's Strategy Statement. That Statement recognises that youth offending requires a proactive approach which includes working collaboratively, strengthening evidence, and further developing targeted interventions to divert young people from the criminal justice system.

The focus of the Action Plan will be to continue the downward trends in high volume crime and reduce the need for detention. The Plan involves evidence-informed targeted interventions to achieve better outcomes for children who get into trouble with the law, leading to safer communities. Importantly, the voice and experiences of children involved in the youth justice system have influenced the development of these interventions.

This plan is being delivered in conjunction with a range of partners including An Garda Síochána, Probation Service, Courts Service, Tusla, HSE, the Children Detention Schools, as well as the management and staff of community based organisations delivering Garda Youth Diversion Projects and Young Person Probation Community Projects. All of the key partners and stakeholders in this work are here today, and I want to recognise the excellent day to day work which takes place in each of these services, as well as the many people who work with young people on a voluntary basis.

Providing these frontline services with the means to help young people is of course



critical. Earlier this year I announced the provision of funding to extend Garda Youth Diversion projects to ten new areas, and to make possible the recruitment of sixteen additional staff in existing projects. In both cases, resources are being allocated where trends in youth crime and demographics suggest they are needed most. These resources will enhance the range of social inclusion measures available to support young people coming to the attention of An Garda Síochána, particularly in areas of economic and social disadvantage. An amount of €2.8m in total has been allocated from Dormant Accounts Funding to support additional youth justice related programmes in the community, bringing funding in the area close to €20m annually.

Progress also continues to be made on measures to realign existing community resources to best address local youth crime needs. The Irish Youth Justice Service is working closely with An Garda Síochána and community based organisations in a number of areas to examine the approach to service delivery with a view to reaching areas not currently serviced. This is also supported by the capacity-building measures ongoing for the Garda Youth Diversion Projects including the roll out during 2015 of a new risk assessment support which was piloted in a number of projects during 2014. This new measure will improve the ability of youth justice workers to target key areas of risk and need for the young people they work with.

As part of the Action Plan, we want to become more adept in understanding and intervening in more serious crime offending patterns, and we want to improve how we address the behaviour and needs of the children involved. I

therefore welcome the fact that earlier this year the Garda Commissioner put in place a review group to examine the operation of the statutory Garda Youth Diversion Programme. The group includes senior representatives from An Garda Síochána, the Office of the DPP, Probation Service, the Irish Youth Justice Service, and Academia. The review is focusing on the examination of the application and administration of the Diversion Programme, relevant legislation, research on international best practice on diversion and will make recommendations on the area. I look forward to the report of the group which should be available by year end.

I am also pleased to see on the agenda for today's conference issues relating to how best to address the needs of children and young people as victims. Bringing forward legislation and implementing measures to give effect to the EU Victims' Directive is a top priority in my Department. As part of this programme, special measures will apply with respect to children. These will build on provisions already in place with respect to the investigation of crimes against children, including those governing the evidence of child victims and witnesses, as well as legislation aimed at improving child protection.

I especially note that one of today's workshop sessions is addressing the question of online child sexual exploitation, an area of growing concern here and abroad. I attended the most recent Ministerial Conference of the Global Alliance against Child Sexual Abuse Online in Washington last year and I also participated in the more recent Global Summit on Tackling Online Child Sexual Exploitation which took place in London. At both these events it was clear that there is significant work being undertaken

by governments, industry, law enforcement, child protection services and non-governmental agencies in developing both national and international responses. It was also clear, however, that there is the potential for further more effective responses through cross sectoral collaboration and partnership approaches. This is an area which I would like to explore further. Earlier this year I convened a meeting of internet providers, social media companies and An Garda Síochána to discuss the outcome of the Summit and also to inform proposals to further develop co-operation and partnership in the fight against online child sexual exploitation.

This work is continuing in tandem with proposals to further enhance how our criminal law addresses the problem of child sexual exploitation. We are already moving ahead on this front in the forthcoming Criminal Law (Sexual Offences) Bill. This Bill proposes wide ranging reforms of the law, including stronger sanctions aimed at protecting children from sexual exploitation. The Bill includes new criminal offences to protect children against grooming, including online, as well as new and strengthened offences to tackle child pornography. These new offences will greatly strengthen Ireland's laws to protect children from sexual exploitation.

I spoke earlier of the unprecedented change underway in how we work with children and young people. I want to conclude my opening remarks by saying that the other side of the equation addressed in today's conference, the criminal justice system, is itself also undergoing unprecedented change. The

strategic transformation programme underway in An Garda Síochána, the joint Probation Service and Irish Prison Service strategy, the forthcoming establishment of a Police Authority, and the implementation of the Victims' Directive all illustrate this change and share common characteristics. My Department is playing a central leadership role in these transformation processes, and is itself implementing its own programme of change to respond to the complex and evolving challenges it faces in meeting the needs of the community. We often speak of the need for improved co-ordination within the criminal justice system and of the importance of taking a whole of system view of how individuals interact with that system. To better address this, a Criminal Justice Strategic Committee has been established comprising the heads of the relevant organisations to provide collaborative leadership across the Criminal Justice system. I expect that as it develops its work programme, many of the issues we are discussing today will be of particular interest

Finally, I would simply like to thank you all for your participation here today. As I have said before, 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 again 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 improving how we engage with and meet the needs of young people.



## **Diverging or Emerging from Law? The Practice of Youth Justice in Ireland**

*Professor Ursula Kilkelly, School of Law, University College Cork*

Professor Kilkelly's presentation was based on her recently published paper of the same name. Her presentation included comments on The Chronology of Irish Youth Justice Law & Policy, How the Law views Youth Justice, The Children Court, Sanctions: Practice, Sanctions: Law, Restorative Justice and the Family Conference, and some conclusions.

For full details please see: 'Diverging or Emerging from Law? The Practice of Youth Justice in Ireland' Ursula Kilkelly (2014) 'Diverging or Emerging from Law? The Practice of Youth Justice in Ireland'. *Youth Justice: An International Journal*, 14 (3):212-225



*Exhibitors at the Conference*

## Input from a Young Person

*Jade*

*Jade was referred to Le Chéile Mentoring & Youth Justice Support Services when she was twenty-one by her Probation Officer. Jade was matched to a Le Chéile Volunteer Mentor for one year. For the speech Jade gave to the ACJRD conference she reflected back on life experiences which would have been contributory factors to coming into contact with An Garda Síochána, the courts and ultimately the Probation Service.*

Hiya, firstly I'd like to thank the ACJRD for inviting me to speak here today. I'd also like to express how grateful I am to all those involved with Le Chéile (ye know who ye are) and everyone who has supported me over the last two years for giving me this opportunity. Not only have they giving me the opportunity but they have given me the courage to use my voice.

My name is Jade, and I'm twenty-three years old. I have two older brothers and one older sister. In the events I'm going to describe I'll refer to the man who was supposed to be a father to me but wasn't, as Bill. My mother was young, unemployed and suffered from serious mental health issues. Bill was an alcoholic and an extremely violent man. I only have two memories of him and the one that sticks out the most is him beating my mother severely in the middle of the town one night while me and my sister, aged two and four, tried to stop him.

Six weeks after I was born my parents, my sister who was not even two yet and myself were evicted from our house due to rent arrears. After getting evicted we moved from one private rented property

to another, we even lived between a tent and his van at one stage. She finally got the courage to leave him when I was three years old. The three of us stayed in Oasis House for a short period of time. Respite care was organised for my sister as my mother was not able for her behaviour. My mother took me to Cavan to live with my aunt and two cousins. I'm not quite sure when or why we returned but when we did myself, my sister and mother moved into a house out in the countryside and she started a relationship with another violent man, I was about four or five years old here. He was a binge drinker rather than the everyday drinking alcoholic, and he had a lot of mental health issues of his own. He was a complete and utter psychopath and when he drank, it never ended well. He didn't like the relationship we had with mam, he was jealous of us and the two boys. On one of his binge drinking sessions he locked the three of us into the house and cut the phone line. After about three days of drunken violence mam finally got through to my uncle who I believe saved our lives. At this stage I was five and mam was admitted to hospital. Me and my sister went to live with my grandparents that summer, while mam was in hospital. Other than my grandmother I never had anywhere I could call home and it's still the same today.

Mam was readmitted two years later when I was about seven and this is when I first went into a foster placement officially. Again, as I would not call Bill my father, I can't call this foster care, as I never felt cared for in this system. That placement broke down after about eight months because my sister threatened to

kill herself, so the two of us were moved to a group home. We lived there for about two years before going home for another two years and then back into care. Within an eighteen month period I had lived in six different foster placements, while my sister stayed mostly in residential care, meaning we were split up from each other.

All in all, I was in the 'care' system for eight years, in countless foster placements and the time at the group home already mentioned. From these eight years I can count two foster families where I felt wanted and part of the family. This would be a total of fourteen months out of eight years where I felt settled and safe. One particular memory that stands out for the wrong reasons would be when I was about thirteen years old, the foster placement's own children used the family bathroom, this had hot running water. The foster children had a separate bathroom, this only had cold water. So, it actually felt like a punishment, I had to shower in cold water every morning. The other thing I remember about this foster placement was the mum, she was very domineering and we had to respond to her in a very military way.

So, I was about twelve years old when I first started to drink and had my first joint. Ironically, I was in a foster placement with a woman who was in AA, and was an unsuccessful recovering alcoholic. I would find her stashed drink and rob it, which me and my friends would drink in the bedroom. I would have ran away from this foster placement and I would have been brought back by the Guards. There was no specific reason why I ran away, it was more just a want to be home more than anything else.

The first time I really got into trouble with the Guards was when I was fourteen. It was a friend's birthday and a few of us drove to the beach where a friend had a caravan. The age group of friends was fourteen to eighteen years old. We were drinking and a few of the boys had cars. They let me and my friend drive and I crashed the car. From this I was cautioned by the JLO. Other incidents involving the Guards after this were mostly around being brought back to foster placements drunk or from running away.

My main issues at this point were alcohol and drugs. From the age of thirteen to twenty-one I would have been heavily into E's, speed, weed and drink. To pay for this I would save up my lunch money through the week and spend it at weekends on drink and drugs. From the age of eighteen to twenty I would have shop-lifted clothes and make-up, things for myself. I would have also robbed drink from supermarkets. It was these charges that brought me to court.

At sixteen I left the care system and returned home to my mam's. I left school and got a job in the local chipper, then when I was seventeen I got a job in a hairdresser's and things were going quite well. During this time my mam went into rehab for addiction issues and I stayed on in the house on my own with no supports. The offer of going back into the care system was made to me, however I declined it as my experience had been terrible. At this point, when mam was in rehab I started to take Valium.

I was about eighteen when I moved out on my own and my drinking would have got heavier at this point. I was on a FAS training course and had enough money to pay for my drink, so no robbing. I would

have been nineteen when the course finished, I didn't find a job or a new course, I still wanted to drink, so I started to rob it again. It was these offences that I eventually got charged with and came before the court. This led me to being put on Probation and being allocated my Probation Officer. My Probation Officer would have been one of the first authority figures I ever felt genuinely cared, for whatever reason, I was able to open up to her. She referred me back into a training place I had fell away from, a local training course which combined FETAC modules with work experience and I completed the bronze level Gaisce Award which I'm very proud of. She also referred me to a service for women who are homeless or at risk of becoming homeless, as she was aware of how difficult things were again at home with my mam, as in my mam's mental health issues and myself dealing with my addictions, we were not a good combination in a house. So, for the last two years I have been living on my own. And finally, I was referred to Le Chéile for Mentoring at this point also.

Since I trusted and respected my Probation Officer, I trusted the organisations she referred me to. From this, I allowed myself to being more open to the services. I was introduced to the Le Chéile co-ordinator and she was easy to talk to and I told her some of my interests and former hobbies, these included sports which I had fallen away from by the age of thirteen. The Co-ordinator knew the very Mentor to match me to, and I'll call her Sinéad. Myself and Sinéad clicked straight away. Meeting Sinéad felt more like meeting up with a friend rather than an authority figure. We started running, she introduced me to the running club, and we researched Gaelic football clubs locally. We also undertook the EY project. This was a personal and social

development pilot programme and allowed me to carry out research on children in care and the supports available to them nationally and locally. As I had no leaving cert, I completed my FETAC modules with the local training organisation and with these and my EY portfolio I got accepted into college.

With my mentor Sinéad, I call her to talk about nothing or everything, the good stuff and the bad stuff, and the stuff I might need help with again. For example, Sinéad, Le Chéile and the local training organisation all supported me with my application to college. At first, it all went great, but after Christmas I began to struggle and by March I felt I was so behind I had to leave. So, here I am, looking again at college courses, and trying to find the right course for me. The thought of not going back to college and not doing anything is not an option for me. I've talked through the issues that prevented me from completing college, for example not being able to complete assignments as I had no access to a computer and the software I needed other than college library times. I had been out of formal education for a good few years and going to college was a big change for me as I was not prepared for what was expected of me. Now I know what is expected and I'm hoping to go back in September and successfully complete the journalism course.

I hope this gives you an insight of the lives of some young people who find themselves in the criminal justice system and why they end up there and the type of supports that work to help bring us through the other side. I have often said to the Le Chéile Co-ordinator, I wish I had gotten a Sinéad when I was much younger and maybe I would never have ended up in trouble at all.

## IRiS Integrated Offender Management System

*Temporary Chief Constable John Long, QPM, Avon and Somerset Police*

Good Afternoon, Everyone.

It's a real privilege to be here. Thank you Maura, and I do apologise for just being single handed today. Sally Lewis, who was very keen to do this as well, (I'm blessed to have worked with Sally over several years over in my part of the country in the UK, as the Chief Executive of the local Probation Trust), I think, and I apologise if I haven't recognised you, that some counterparts in the Probation Service here in Ireland met Sally and I at a previous occasion and wondered whether we might be able to come over. Sally couldn't make it because she's chairing a Safeguarding Board today but she's definitely here in spirit, and the power actually, of different agencies working together and then talking about it. I always felt she was a very strong dimension to our work so it's a shame that we're not together today but I have some great quotes that she has provided me with.

It's really fantastic to be able to talk at a Conference like this. I was sat in "The Stag's Head", just round the corner from here, some of you might know it, with my pint of Guinness last night, reflecting on this great place, Dublin, reflecting on this whole venture of having all the Agencies in Ireland together at this sort of conference and I don't think there is anything like it in the UK policing for example. We have national conferences but not one where all the agencies nationally are coming together. I think that's a great endeavour and I applaud all of you for being able to work in these ways.

That actually sort of links to one of the first points that I will make in my presentation. As Maura has kindly pointed out, I have a national part to play in rolling out offender management and integrated services in UK policing, and I speak on behalf of the services. The exposure that this role has given me over recent years absolutely tells me that things will never be properly integrated unless they integrate at three levels.

Firstly, well probably firstly, at practitioner level, in terms of delivery, and then at strategic level, heads of agencies and agencies being prepared to work together and understand the objectives and integrating resources and services in that way, and then, at national policy level, if government departments don't talk to one another then we never really achieve true integration and typically in my experience some of the casualties of that would be for example, voluntary sector providers, niche providers, who have very great referral services that then can't be sustained because of the funding situation where they're jockeying for funds and resources with different departments and in big contracts with high legal costs and all these sorts of things which are so easily added to by government departments not talking to each other so it's great to hear the tone of it this morning and I really applaud everyone involved for arriving at this sort of conversation.

My portfolio, both in-force and nationally in England and Wales, is Integrated Offender Management, which is a bit of a mouthful – I will call it IOM from now on – but it's what it says on the tin, services coming together and providing integrated



problem solving and interventions. But I'm never pretentious about it, number one, it's not rocket science, I would refer to it as advanced common sense, number two, I do have a very strong view that subjects and offenders within our systems, criminal justice or otherwise, are never truly properly managed unless all the agencies have sight of that individual at all times together, whether it's in the community, in health, in prison, through courts, probation and so on, it's how we work together and integrate our interventions, I think, that really mean we can honestly say we manage offenders. And one of my frustrations in policing over the years, particularly my early years, was this passing of the baton from agency to agency - we arrest, you deal with the courts, probation take it up etc. and never really managing together and I think Integrated Offender Management really means that - altogether - and it's great to see that range of agencies in the room today. And it's only what the public think we do anyway, so let's do it.

We know the challenges of that. It was nice to hear Nóirín this morning talking about empathy and compassion. I talk about wanting to lead the police service that is modern, determined and compassionate. Part of this is modernism, as well as technology and new business models and evidence base. You know I very much value the input of academics and others to give us the evidence base to what we are doing, but also integration, working as an integrated service, not as a stand-alone service. That's my definition for what it's worth, of some light modern policing in my home country.

And I would just also finally say the power in this room to transform the situation for people's lives, for people who find themselves at a disadvantaged end of the

system, to get justice for people but also help in rehabilitation, you have the power absolutely to achieve that and it'll be great to see what happens in Ireland in the years ahead. The power is in this room to do that.

Strong foundations - Integrated Offender Management in UK terms started to come to pass around 2007/2008 in the city of Bristol, where we had some of the highest crime rates in England and Wales per thousand of the population. Bristol is one of the eight core cities in the UK. Twenty per cent BME diversity, high crime rates, hub of drugs markets, and so on. And what I started to realise was we had about a hundred and fifty prolific people who were in treatment or under management by probation or police, but looking at our crime rates, I thought, well that simply can't represent all the vast number of people who are doing harm to our communities. And that was at all ends of the spectrum - prolific, dangerous crime etc.

So we did the 20:80 and we did some strategic analysis. Who are the 20% of offenders doing the 80% of offending? And let's manage those people. The trouble with that was that went from 150 to nearer a thousand and there was no extra money. So to sustain it, agencies had to be willing to come together, sequence the interventions and so on, and make it work. And I think it did work. We managed 900 or so prolific offenders, crime rates dropped over the years and then we got into the territory of how can we do this with young people, how can we do this with women offenders (they have very special needs) and in this case, dangerous offenders. This is only a model of integration which I'm presenting, part of an array of integrated services which I think problem solves as well as brings



interventions and enforcements and so on.

So, picture this, IRiS, Dangerous Offenders Integrated Offender Management Unit in Bristol which we formed two years ago, it's got about twenty four staff, ten police officers, eight probation staff, various admin people, two clinical psychologists, a psychiatric nurse, representatives from the local authority. It's about twenty four people who help the rest of the organisation and the other agencies regain their responses to the most dangerous people in Bristol. We went about an evidence based identification of who those people should be and one of the most important aspects of the work of that unit is what we call this migration meeting every two weeks where who's who present high risk or escalating risk come into the cohort and those who are getting to the green end of the scale are managed off the cohort so the cohort of about 200 very dangerous offenders in Bristol changes as their interventions of management comes about. By dangerous-ness we are talking about what you might call the statutory offenders who are multi agency public protection arrangements, domestic abuse perpetrators, registered sex offenders, organised crime and members of

organised crime groups and young people who find themselves involved in gang violence and street conflict. And we have a shared risk assessment by which we address that. Very violent people on the whole, and we see a lot of our most challenging work around domestic abuse, for example. Domestic abuse perpetrators who historically I think we have struggled to really manage in an effective sense. I see that as "murder suppression" really, getting to grips with it, and previously, not all of those offenders were on our radar because we weren't sharing information in the ways that they could be assessed. Our map arrangements stood alone, and it was sometimes accidental whether someone was put onto a multi-agency protection panel arrangement. While we knew that there were dangerous people in prison that prison officers were telling us about, dangerous people in the community the probation officers were telling us about, and by sharing that information we've triangulated the cohort with the help of Portsmouth University who also helped us to have an evidence base for that.

The quotes you see at the bottom of the slides are quotes from practitioners who work in that unit to try and give you the nature of what's happening with them.

***"The vision was to put best practice into a team"***

***"We take the complex, the tricky and the difficult people...and we bring them into a joint way of working...joint within the team"***

***"To me it was about a local response ...so it had to be something that worked for Bristol"***

***"It was important that it was a shared cohort that everyone actually felt, we've got the right people here"***

***"We wanted to know how many dangerous people were in Bristol and what type of offenders are they? Therefore we can say this is the size of the team we need and these are the things we need to put in place"***

***"This eclectic mix of experience and knowledge has been a key strength....as it has enabled all six IOM principles to be effectively implemented using pre-existing resources based upon the relevant culturally embedded epistemologies" (Independent Evaluation)***

***"We think of it as advanced common sense"***

In the UK through the work that we've all done with the Home Office and the Ministry of Justice and so on we have principles of Integrated Offender Management which are shown in the slides. I think it shows that there is this framework at strategic level and government level that we're agreed to sign up to of how we do our interventions around IOM. While we have national principles, something that measures the test of local need as well so practitioners recognise that we can tailor it to local need, and actually I think that's really important for us that you will be innovators yourselves, I know because innovation comes from people doing the job at the important end. And by allowing that kind of creativity and synergy between practitioners from different agencies to generate we can innovate and really push on.

So we have national principles but it's not a top-down oppressive approach to what we're going to do.

The Irish cohort was triangulated from multi-agency information and one of the things that Sally Lewis always says that is an extraordinary feature of IOM for probation is this. I'm just going to read her words -

*"An extraordinary feature of IOM for probation to be involved in cases that*

*were not subject to court assessment or a sentence requiring our involvement " - we call these non-statutory cases in England and Wales - "many stakeholders found this involvement difficult to grasp. However an individual does not become less of a risk to the public when a licence period completes, and in some instances quite contrary, risky people need consistent attention, not "start-stop" episodes of intervention."*

Now I think we can apply that right across all the people that we find ourselves managing as criminal justice agencies including young people, including prolific offenders and so on. And it goes back to that principle of always managing from our different perspectives all the time. I'm not saying that's where the statutory lines stop so therefore we're not doing that. We manage to form common objectives which allow us to step over those boundaries. In the early days that was very important because until we started getting national support, it was quite difficult to make the case sometimes about why someone might do something that they didn't think they were strictly funded to do or performance managed to do and so on, but our practitioners were telling us "You know what, this will work much better if we do, and we will protect the public."

### **Six Principles of IOM**

- All partners manage offenders together
- Delivering a local response to local problems
- All offenders potentially in scope
- Offenders facing their responsibility or facing the consequences
- Making better use of existing programmes and governance
- Supporting desistance from crime

There's a rigour in terms of the profile analysis. I have a report here by Portsmouth University which we commissioned at the beginning of the IRiS unit, there's similar research for our wider offender management work, our young people's work and our women's offending work because that evidence base work, as I've said before, is very important to us. This was done by Dr. Andy Williams from Portsmouth University so that there was robust profile analysis and the high level external research and stakeholder involvement to see whether what we were doing was having its intended consequences. By having that robust profile, we could also gauge the resource that, realistically, we needed to manage that cohort of offenders rather than just guess and then get it wrong. It's quite powerful in the negotiations with teenagers to have that. Even local authorities and so on, when they realise that by committing a bit of housing support they might only have to house someone once or twice under an IOM arrangement rather than the five or six failed attempts they'd had in the past shows the best value side of it. So, very much evidence based, lots of rigour.

What we found since is that the outcomes have been pretty impressive. Is that a surprise? Probably not because if you have a bespoke plan for every offender or subject with multiple agency input, referrals to niche providers in the voluntary sector, constant management supervision, support, encouragement, - wouldn't you know! - the results are quite good. And I think how we managed to achieve that bespoke input and then get that excellent outcome is that we use what we call the "Rehabilitative Pathways", many of you will be familiar with those - drug misuse, alcohol, finance, debt, family, mental health,

physical health, housing, and there's a specific pathway now in my portfolio for women's offending. It was interesting to hear Jade's experiences this morning. I thought it was really powerful stuff and it shows how we can unwittingly bring that stuff about if we get it wrong too. I do work around women's offending, there are too many women in prison in England and Wales, 28% of them are foreign nationals many of whom have been victims themselves, and others have been put in, in spite of having children, in spite of committing fairly minor offences in many cases, and I know a few of you might work on youth offending boards and some of the stuff I talk about on an academic side, there are around about 50% of our young people who find themselves in custody before the age of seventeen that have been in local authority care, so by putting women into the criminal justice system without regard to that we store up a lot of problems for the future, we need to break those cycles, but by being evidence based and scientific about it we can build the case for that, and then the case of dangerous offenders by managing them in this way we have the sort of results shown there, a 38.5% reduction in anticipated offending, using what we call OGRS (Offender Group Reoffending Scores), many of you will know that as a sort of international measurement of reoffending predictions, and we were able to reduce that by nearly 40%, individuals into suitable accommodation, employment and so on and this report is giving us all the encouragement we need to continue on in this way.

To conclude, I see integrated working these days, not so much about IOM anymore, or women's offending solely, or dangerous offenders, or young people, I see it as an approach that if we apply

across the criminal justice system and the wider state will solve problems as well as bring about better futures for people, safer outcomes for the public and that chance for human beings to really spread their wings and really fulfil themselves and to contribute to their communities and fulfil themselves as individuals. I see it as a problem solving approach for the whole of the public sector, statutory agencies, the voluntary sector and others, and that's I think where we're going with it. One of the other big advantages of that I say to our local chief executives and local authorities in health and so on, if we join up in these ways, co-locate as we have in Bristol, all under the same roof, we share information in ways as well which is much more impactive, and the technologies of things like predictive analytics, which are now landing in a very big way in the IT world, mean that we can be much more predictive as well about where our problems are going to be and we can cluster our resources around those problems in integrated ways. So I almost resist the temptation to talk about IOM these days and talk more about integrated services, and that takes us back to the beginning really, I don't see this as rocket science, I do see it as advanced common sense and potentially bringing great outcomes for the public and our society in a very cost effective way as well. The big challenge for us is how we throw aside the constraints that we worked in, in previous years, to find ways to work in this way across all our sectors and I go back to my comment, you have absolutely the power in this room to do that, there are lots of models to look at and you're innovating quite clearly your own models for doing that as well, I'm just sharing a bit of insight from our own scheme. Ireland has a footprint though, even in England and Wales, I meet some of you and your colleagues at various conferences, you're

clearly doing work in places like Ballymun, great work, one of my counterparts here Clíodhna from Saadian is based in Dublin, she helps many many forces across the UK doing intelligence and information sharing. What a hotbed of talent you have here and I wish you every success in your challenges to make the community a safer and better place for young people and everyone else.

Thank you.

## How Local Criminal Networks can affect the Crime Trajectories of Children in Ireland - 'Greentown' - a case study

*Dr. Seán Redmond, Research and Evaluation Unit, Department of Children & Youth Affairs*

Thank you

Before I start this presentation I want to register my thanks to the Departments of Justice and Equality and Children and Youth Affairs for sponsoring this study. In particular I'd like to thank An Garda Síochána and its analysis service for making the study possible - as you will see it couldn't have been conducted without this huge support.

The study is an analysis of a criminal network operating in Greentown, a real-life location outside Dublin. The study was prompted by a number of anecdotal accounts shared with me in my position as Head of Programmes for IYJS at the time, of children becoming involved in serious criminal behaviour and becoming enmeshed in networks or gangs.

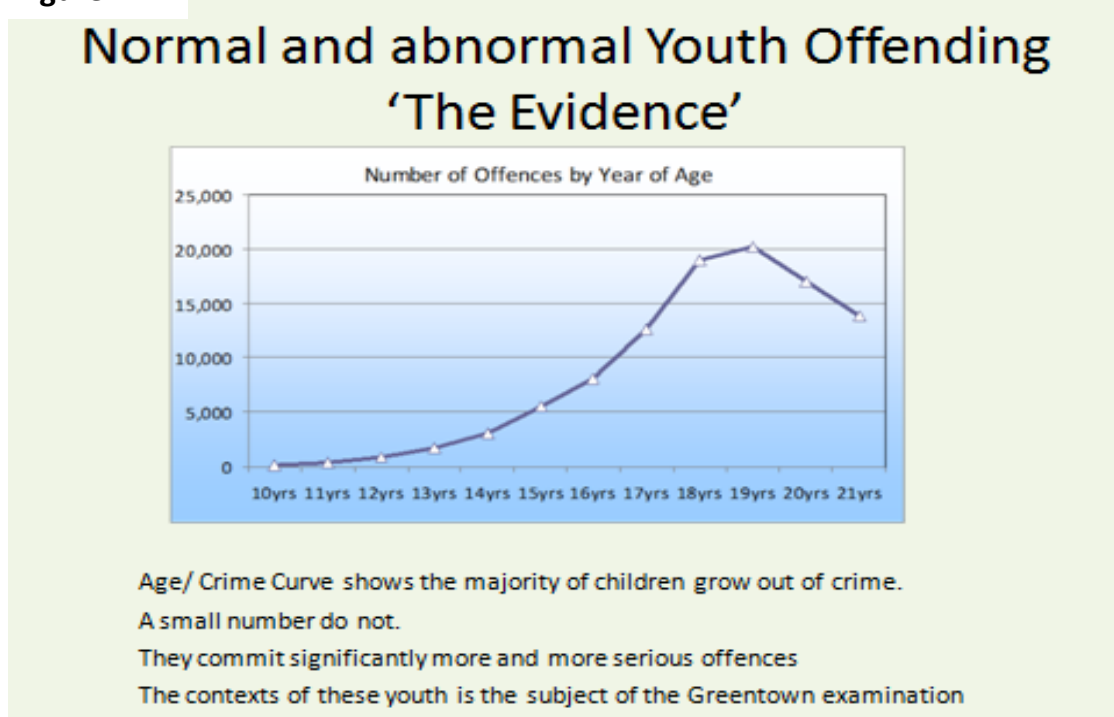
First to keep you from suspense I'm going to share my findings from this study and then outline how I reached these conclusions

1. There was a network operating in Greentown and it included children
2. The network was hierarchical
3. Powerful processes and compliant culture supported the network
4. The network's influence was profiled across Greentown
5. Taken together the network acted to encourage or compel 'certain' children into abnormal patterns of criminal behaviour

First the big picture (Figure 1)

This curve represents the peak age of offending in Ireland - somewhere between 19-21 years after which it starts to reduce. It is based on national PULSE

**Figure 1**



data for detections so is a powerful indicator.

This type of evidence underpins our light touch / incremental approach to youth offending.

However

- A minority of children do not simply grow out of crime.
- They commit significantly more, and more serious offences.

The contexts of these to date understudied children is the subject of the Greentown examination.

We have a wealth of data on youth crime - the most established work has been called Risk and Protection Science. This body of knowledge has provided robust predictive models, off the peg intervention programmes and experimental methods for evaluation. We know more and more about how youth crime affects general populations. However, we have far less knowledge about what happens with those children

involved in persistent and serious crime - they've been called in the science the right hand side of the tail - and this is where we find references to criminal networks. Literature on criminal networks provides significant insights which present as additional risks; opportunities for social capital, where children are 'attracted into criminal behaviours by improving their local standing', or coerced into criminal behaviour by way of debts to criminal gangs. Young people may live in areas where there is effective contested sovereignty, challenging the authority of the state, where there is overt surveillance by criminal gangs generating subliminal governance; a culture of compliance. In these situations pro-social behaviour by young people may be discouraged by influential leaders and ambiguous relationships between 'residents' and 'criminals' may also add to the confusion.

It's fair to say that it is low knowledge area in terms of the science and the

Table 1

## Selecting Greentown

National ranking : burglary and drugs for sale and supply

Rank	Location	Offences 2010 and 2011 offender aged 17 or less				Number of unique offenders 2010 and 2011			
		01 Drugs for Sale and Supply	02 Burglaries	03 Robberies	Total	01 Drugs for Sale and Supply	02 Burglaries	03 Robberies	Total
1	Bluetown	28	4	2	34	20	4	2	26
2	Redtown	23	61	27	111	15	33	21	69
3	Yellowtown	21	12	13	46	15	7	4	26
4	Orangetown	18	10	13	41	14	1	8	23
5	Whitetown	17	7	16	40	5	2	13	20
6	Blacktown	16	23	13	52	12	8	5	25
7	Greytown	13	23	11	47	11	12	4	27
8	Browntown	12	5	5	22	9	3	3	15
9	Purpletown	12	3	31	46	6	1	19	26
10	Pinktown	11	15	15	41	6	6	3	15
11	<b>Greentown</b>	<b>10</b>	<b>17</b>	<b>23</b>	<b>50</b>	<b>8</b>	<b>13</b>	<b>11</b>	<b>32</b>
12	Area 12	9	31	23	63	9	19	14	42
13	Area 13	9	6	4	19	2	4	4	10
14	Area 14	6	40	41	87	6	13	21	40
15	Area 15	6	5	2	13	6	5	2	13
16	Area 16	5	13	7	25	5	7	7	19
17	Area 17	5	3	13	21	5	1	7	13
18	Area 18	5	8	4	17	5	4	3	12
19	Area 19	5	2	1	8	5	1	1	7
20	Area 20	5	12	0	17	4	9	0	13



Greentown study is the Irish study of its type and one of a relatively small number undertaken globally.

### Selecting Greentown as a Case Study

Greentown is a case study, so if we want to make any possible generalisations then rigorous sampling is critically important. A table was constructed by Garda analysts using crime data from 2010-2011. The table involved 326 sub-districts. Table 1 shows the top 20 which are anonymised. The table shows the ranking of all Garda Sub-Districts for Burglary/Drugs for Sale and Supply.

Greentown is the first 'country' (i.e. not Dublin) area. Dublin was not selected because there was more chance of offending across sub-districts, more anonymity. Greentown gave us the best chance of getting data relating to high concentrations of this behaviour - but also importantly there was more chance of the data being captured within the sub-

district and where local Garda, my key data source were more likely to provide reliable and detailed information.

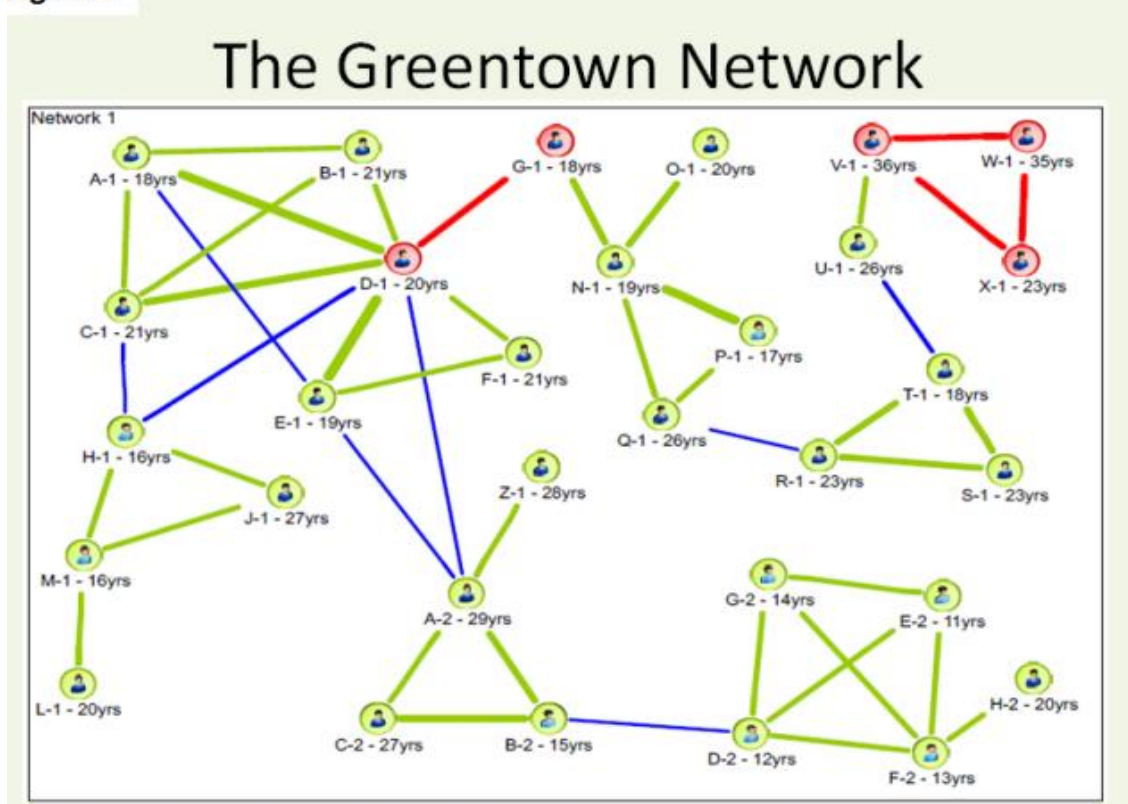
So Greentown was selected. The network illustration (Figure 2) was prepared by Garda Analysts.

### The Greentown Network Illustration

The illustration below shows the Greentown network - 2010-2011. The network involves all thirty-one offenders (adults and children) involved in burglary (green) and / or drugs for sale and supply (red) in these years. The network is built up using PULSE detections linking co-defendants. These are real people. They can be identified by a unique anonymised reference - and we also know what type of behaviour links them.

One of the first things I asked interview respondents to do was to rate this network. They found it very valuable - scoring it on average 7.5 out of 10. You

Figure 2



may ask why? – ‘well’ they said ‘it makes sense’, it’s ‘reasonably accurate’. But it has weaknesses - some which were readily apparent to the respondents and some which emerged later [including missing key people, but critically missing key intelligence about the relationships between the people in the network].

The study is based on the examination of this visual construct with sixteen local Garda members. To further add to the chances of securing good quality data the Chief Superintendent in Greentown selected only Garda respondents who had personal dealings with individuals in the network.

A protocol was developed to protect the identities of the individuals involved which I do not have time in this paper to go into in any detail. The protocol permitted me to use the reference numbers on the network map to talk about individuals and their narratives / relationships etc. The Garda member, sitting a good distance away from me had the same map with the

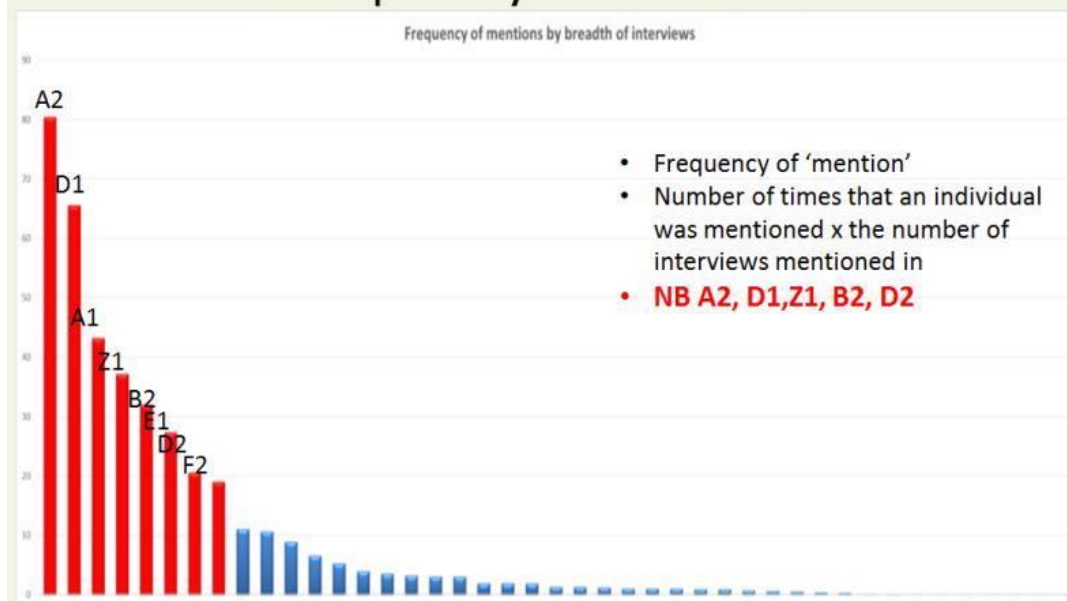
same reference numbers **but also had the names of the individuals on their map.** However we both only referred to the reference number.

When you look at a network like this you could be forgiven for believing that the two dimensional profile suggests reciprocal collaborative links between actors. Relationships which are equal and based on rational selections but the Greentown network is far from this.

### The Greentown Network Hierarchy

One way of finding out how important someone is to see how often they are mentioned. Here, demonstrated in the slide below (Figure 3) I reviewed approximately 400 pages of testimony and simply counted which reference numbers were most often cited by Garda respondents across most interviews (mentions multiplied by numbers of interviews mentioned in). Even though we have thirty-one actors in the network the lion’s share of mentions go to eight individuals **A2, D1, A1, Z1, B2, E1, D2,** and

**Figure 3** Who’s important in Greentown?  
Frequency of mention



**F2.** These individuals are highlighted in red and you can see how they completely overshadow other network members highlighted in blue.

Three of this group of eight are core members of the most influential family involved in crime in the Greentown study. Five are individuals that I call 'associates'; they are not family or kinship members - their relationship with the dominant family is broadly contractual and they are generally less important in terms of status.

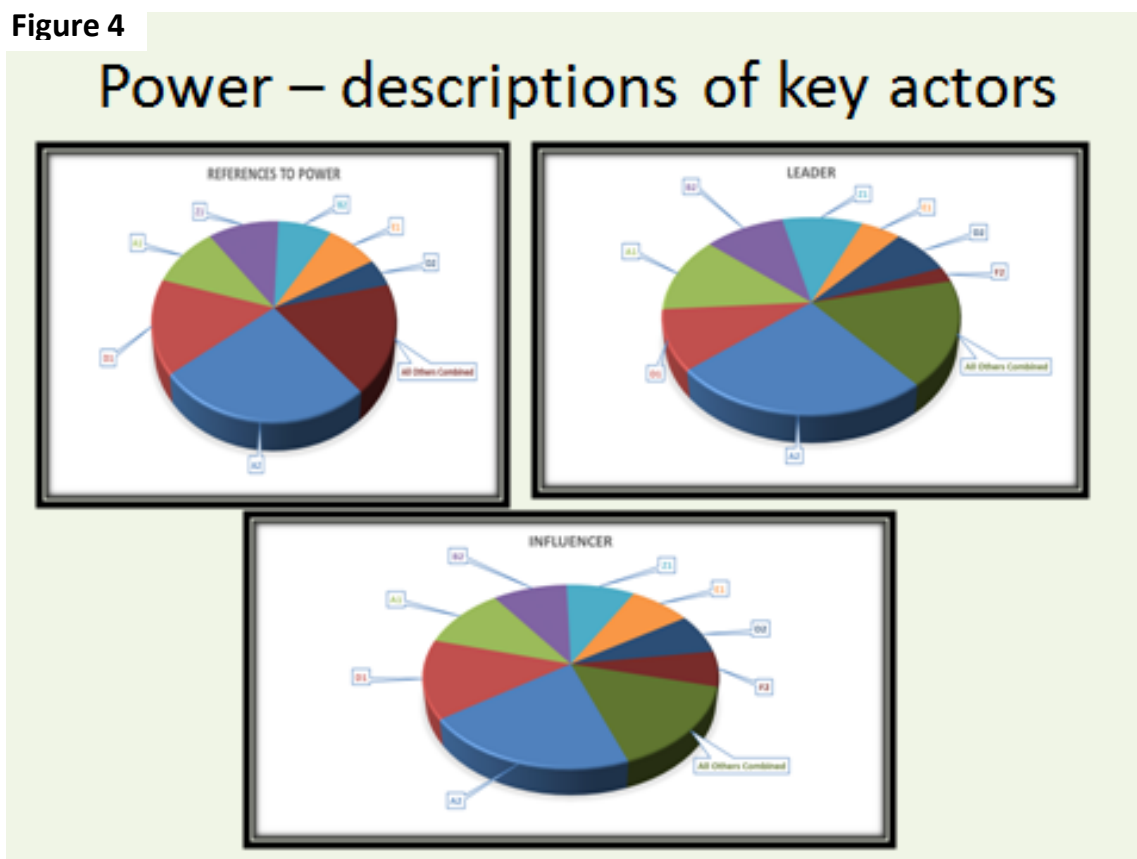
The study shows that these distinctions 'family' and 'associate' are critical to understanding how power is shared across the network and who is in charge. To further check this hypothesis I cross referenced indicators of 'hierarchy' [Power, leadership and influence] with reference numbers on the network map.

As the slide above indicates, almost to a person, the same individuals emerge **A2, B2, D2, Z1, D1, E1, A1** and **F2**.

In more detail I now use data for the study to provide case vignettes for these principal actors involved. A2 is a male aged 29 years. He is considered by all respondents, as the leader of the network. He presents as a remote, elusive but controlling individual, the following quote from Garda respondent 009 is typical.

*"... I suppose just because ever since I came down he was the name that was always said to me ... and one of the first houses that was pointed out to me when I went out in the car. You know keep an eye on him, intelligence reasons ... He was always a prominent figure down in Greentown as long as I've been here and that hasn't changed you know. You often hear of a fella being prominent and then*

Figure 4



*falling from grace, you know as in no one's listening to him anymore, but that has never happened with him ... I suppose people are so afraid of him. He just has that reputation. ... No one would mess with him and he gets that message across in different ways ... and they know if they mess with him there's going to be some kind of consequence. And he's kept that going ... he hasn't left anyone go with things maybe so that's how he's keeping his name going and keeping those around him in line ..."*

A2 has presided over a regime that governs the majority of network actors both in terms of their outward compliance and own self-management. He has sustained this regime over a significant period of time. A2 has achieved a mythical status; other senior members of the network hold him in awe.

A2 has an ambivalent relationship with An Garda Síochána, presenting as polite as

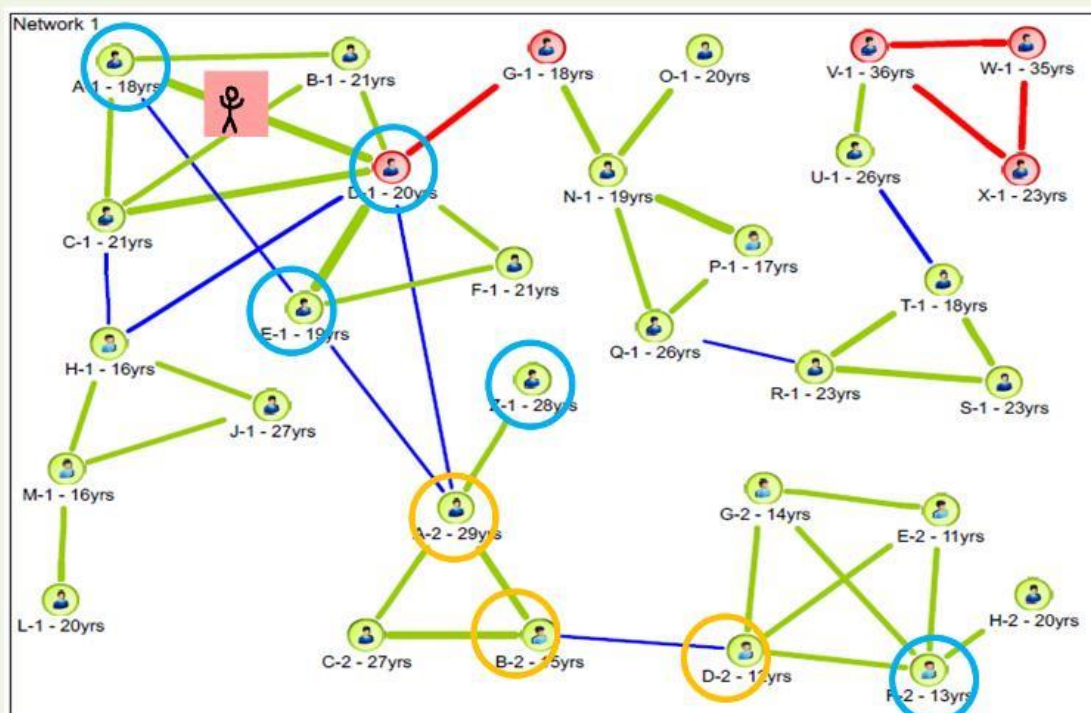
opposed to confrontational or aggressive. This creative compliance with state actors is a behavioural characteristic expected by A2 of those most closely linked with him, including his family and kinship network and a small number of trusted associates as a means to avoid undue and excessive Garda attention. It is a behavioural norm for which even relatively senior network actors can be sanctioned for breach and where A2's influence has also served to shape young people's behaviour.

In the past A2 has been involved in burglary and is suspected of involvement in drugs for sale and supply. However he is far more likely in recent years to organise or contract this work to others.

More recently A2 has overseen a money lending enterprise, which is utilised by certain vulnerable residents in Greentown, drug users and associate members of his own network. Importantly these transactions impose

Figure 5

## The Greentown Network



obligations on debt ridden clients to a small number of network patrons. A2 uses middle ranking members of the network to enforce repayment by debtors.

To some children who live on the same estate A2 represents as a clear example that crime pays.

B2 is a boy aged 15 years. He is a brother of A2 and lives close by in the same estate. He is seen as a natural heir to control the network. B2 earned a reputation from injuries sustained in past conflicts at a very young age.<sup>1</sup>

In his own neighbourhood B2 presents as having little to fear and utilises his family name to confirm his significant social capital. He is both revered and feared by young people in his immediate neighbourhood. Respondent 007 captures this ambiguity well.

*"... there's a sort of dividing line ... certain kids will go 'he's one of that family, he's 15, I'm 15 and I can't really associate and I'll stay away'. Then you have the other side that go, 'he's 15 and I'm 15, he's cool (deleted), he's the man, you know he's 200 quid in his pocket at the weekend and is only 15, I'll align myself to him'."*

In his early adolescence B2 was considered impetuous and impulsive. However he has emerged as a player, mixing more with family members than the associates that he used to mix with.

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<sup>1</sup> The specifics of the conflicts are not disclosed in the study because they risk compromising B2's anonymity. Suffice to say that these past events ensured that B2 has an ongoing reputation as a hard man, supplemented by the social capital derived from being part of A2's family.

He is now more trusted by A2 in terms of self-management, management of the family brand and the reprimanding of subordinates where they display any so-called 'disrespectful' behaviour to An Garda Síochána.

D2 is a boy aged 12 years. He is another family member of A2 and B2. D2 appears to be encouraged by A2 in terms of criminality. However he is equally sheltered. This is partly because his younger age may make him more liable to open chinks in A2's armour by disclosing something that he shouldn't as interview 015 identifies

*" ... as I said to you D2 ... Doesn't be involved as much ... A2 doesn't want him involved because he is too young and is a kind of, a liability there ... He may leak something he shouldn't ... "*

D2's stock is considered to have risen considerably. He carries authority in his neighbourhood, significantly disproportionate to his age. He appears to be able to gauge the potency of evidence against him on matters that he is suspected of and offers street advice and counsel to other children on offence-related matters and has developed engagement skills for encounters with An Garda Síochána.

Interview 008

*"they kind of over exaggerate being nice to you ... I meet D2 now all the time as well, ... chatting away ... 'good-o', he'd nearly be asking me ... Getting information out of me like, but, and again a front in front of his gang, but then you don't know, like I hear rumours that he is kind of ... recruiting below him then as well...."*

Like B2, D2 benefits from the family brand and many of the local children and adult residents are afraid of him. Other



evidence indicates relationships between D2 and younger children at the periphery of the network and, like A2 and B2, he is considered to be developing an acumen for distancing himself from offending incidents by organising the efforts of others.

I now move on to the group of five most significant Associates Z1, D1, E1, A1 and F2. Z1 is a male aged 28 years. He is an intriguing character, originating from outside Greentown. There is some suggestion that A2 and Z1 share some historical connection. Z1 is not a family member of A2's but is considered his second-in-command, a lieutenant of A2 by most respondents. Z1 is considered to be A2's confidante, always in his company, and joint architect with A2 of serious offending events. It is a close association that has sustained over time and Z1, like A2 selects his closest associations very carefully. Z1 appears to be a network entrepreneur; he has links to individuals outside Greentown in terms of fencing stolen goods and linked to another network actor - not shown on this chart - provides a network crossing point for burglary and drugs for sale and supply.

D1 is a male aged 20 years. He is considered part of Greentown network's middle management and is significantly under the influence of A2. He is seen as being involved in criminal behaviour from an early age, particularly car crime. D1 sees A2 as a figure to aspire to.

D1's family background was considered chaotic. D1 developed a reputation for not caring about adverse consequences of his behaviour and for being willing to do anything for money including enforcing discipline on behalf of A2. His older brothers were all involved with A2 and have spent significant periods of time in

prison. His familial as well as actual geographical proximity is key to his closer connection to A2. D1 has a reputation for driving proficiency but is not considered to have the right temperament, acumen or intelligence to become leader of the network. Consequently he is not party to A2's core intelligence. D1 is part of a smaller friendship group with E1 and A1 capable of operating alone, though lacking the sophistication of crimes organised by A2 and more likely to be detected. D1 is seen as mid-level controller and recruiter of new participants including as we will see shortly, children.

E1 is a male aged 19 years. He is a close, long-time associate of D1. He is a neighbour to D1 and to A2's family. E1 and D1 are often mentioned in the same breath by respondents when discussing their activities and their relationship to A2's family. E1 does not appear to have experienced the same sibling pressure as D1, in terms of older brothers who had been routinely involved in crime with A2.

A1 is a male aged 18 years. A1 is a close associate of D1 and E1 although he does not live in the same part of Greentown. A1 was known to Garda as a juvenile and is remembered for his hostility to authority, an attitude that appears not to have tempered as he has grown older. A1's family background was considered chaotic; his father had chronic alcohol problems and the family had an openly confrontational relationship with An Garda Síochána. A1 has been involved in multiple offending episodes with D1, burglary in particular. With D1 he is also a debt collector for A2. A1 was involved in the recruitment and mentoring of one child, F2, who he lives close to. It is believed that A1 and D1 have benefitted from the proceeds of burglaries committed by F2 and a younger cohort of



children. A1's role in recruitment and mentoring included developing a paternalistic relationship with another child's mother that I will outline shortly, while this child was spending time outside Greentown in state residential care.

F2 is a boy aged 13 years. F2 is considered by many to be the member of the network who has regressed fastest over the period. F2's family background was considered chaotic. His father is considered to have been absent in F2's upbringing, living elsewhere in Greentown. An uncle of F2's involved him very early on in burglary offences. In addition to being considered a prolific offender in his own right, F2 has himself been instrumental in recruiting other children to the network. F2 and his young offending group were responsible for a spate of burglary and robbery offences and appear to represent a chaotic fringe at the edge of A2's network. F2 and his group engaged in excessive alcohol and drugs consumption in the company of young adults D1 and A1. F2 is considered to be significantly under A1 and D1's influence more generally.

F2 is seen as an individual with a strong character who will progress into one of the more significant adult members, assuring the network's succession to the next generation of associates.

*The Little Fella* is a boy aged 12 years. He is not represented on the network map because he was not present in the PULSE statistics. However he is included in the study because of repeated references to him by a large number of respondents.

Respondent 008 describes him for us  
“... He would have himself come from ... a family where there was trouble, like his mother would have been a heroin addict,

*she got located in Greentown. His uncle would have also been down here for a while and would be getting in trouble and would have been taking drugs himself ... (he) never had an interest in being at home and was always out and about on the street anyway ... And just from hanging around with the likes of F2 and these other boys ... they would have been then linked to the likes of A1 and started doing jobs for them ... ”*

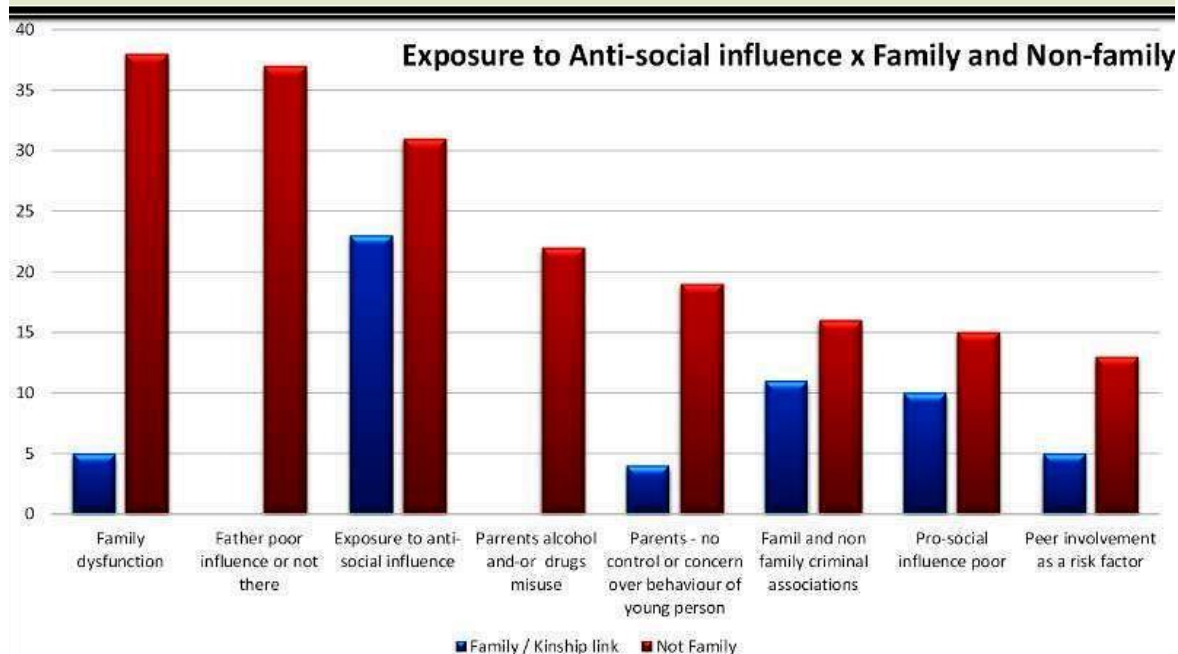
*The Little Fella* was considered to be an individual of current concern (2014), for crime but also welfare reasons. His mother appears to have a significant drug problem and is the parent who is visited by A1 in what can only be called a pastoral/grooming role. *The Little Fella's* welfare concerns precipitated his removal into residential care where his conduct and behaviour was considered very poor and disruptive. On his return back to Greentown, F2 re-engaged *The Little Fella* with his own criminal network including relationships with D1 and A1 for whom he became involved in carrying out burglary offences.

*The Little Fella's* specific asset, notably his small size and slight build means that he is able to crawl into small spaces or through windows of houses to open-up premises for adults committing burglaries. Many respondents shared particular concerns about this young person in terms of predicting his likely deteriorating trajectory. He is supplied drugs by D1 and highly influenced by both D1 and A1. In one incident *The Little Fella* was discovered by Garda in D1's house, in a state of severe intoxication with other boys of a similar (young) age.

As I've indicated a very significant distinctive category - was whether you

Figure 6

## Family versus 'associate' – Exposure to anti-social influences



belong to the dominant criminal family and kinship group.

(Figure 6) I coded all the individuals who belong to the dominant family grouping (blue column) and those who identify as 'client' families or 'associates' (red column). Associates have a contractual as opposed to blood relationship with the dominant family. We are therefore able to analyse the content of the interviews against things such as anti-social behaviour [family dysfunction, father poor influence, parental control, parent's misuse of alcohol and drugs] and we see perhaps counterintuitively that the key family are anything but anti-social in their presentation - compared to the young people from Associate families who present as very chaotic and I would say very vulnerable. In fact, the evidence suggested strongly that the dominant family were composed - gamed the relationship with the authorities and

courts - children of the dominant family carried significant social capital and were groomed into 'acceptable behaviours' which did not attract the interest of Gardaí.

What does this mean in terms of the overall patterns disclosed by our examination of the Greentown network?

(Figure 7) We see for instance that our most obvious prolific offender is D1 - we can tell this from all his offence related connections but he gets caught all the time. This indicates one of the key weaknesses in relying solely on statistical police incident data. Our real power base is A2, B2, D2, Z1 and to a certain extent F2, a combination of blood relatives and a small number of very close friendships which remain beneath the surface of a PULSE-ONLY analysis.

Figure 7

## The Greentown Network Prolific versus High profile Offenders

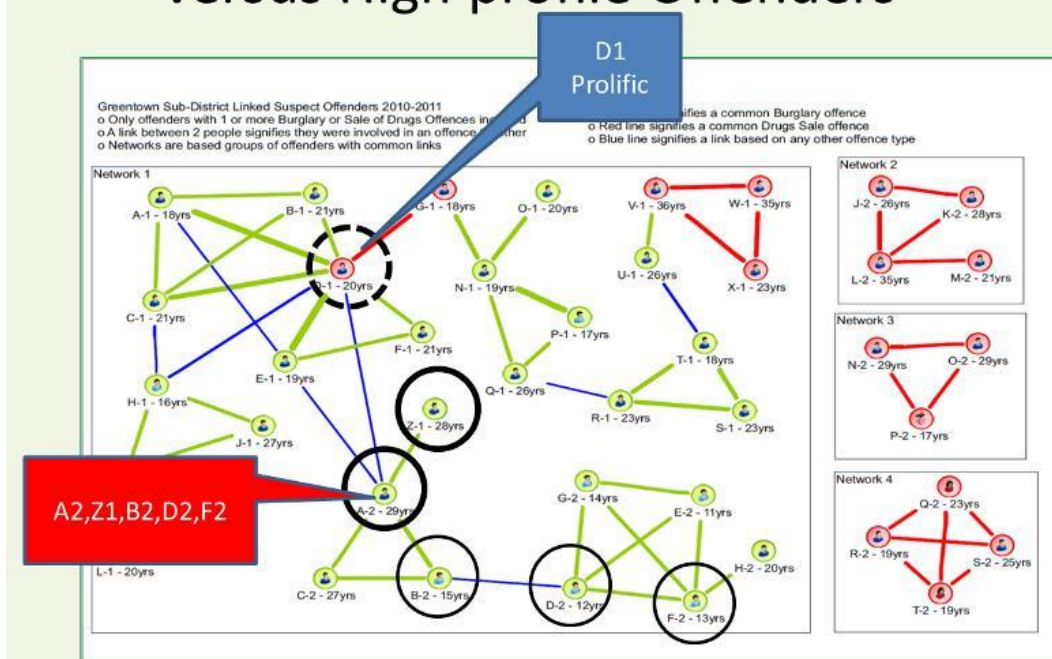


Table 2 below shows tabulated data provided by the Analysis Service of An Garda Síochána which indicates that the network effect in **Greentown** is associated with higher rates of offending behaviour.

- 71 per cent of all children detected for offences in Ireland committed one offence 2010-2011. This reduces down to 8 per cent by the time we get to 5+ offences.
- When we look at burglary (our indicator of repeat offending behaviour) 58 per cent of children committed one offence between 2010-2011 and 15 per cent (double) detected for 5+ offences
- Though small in number the sample of juveniles in the Greentown study is very concerning; 0 per cent committed only one offence in the period 2010-2011, or 2 or 3 offences, 13 per cent were detected for 4 offences and 75 per cent (5 times the

rate of all those detected for burglary) detected for 5+ offences.

Some caution has to accompany this finding due to the size of the sample which is small.

Table 2

### Greentown / National Comparison

Offences	Non-Traffic National Over 12yrs	Non-Traffic National (12-17yrs)	Non-Traffic National (12-19yrs)	Non-Traffic National (12-24yrs)
1	70%	71%	67%	67%
2	13%	13%	14%	14%
3	6%	5%	6%	6%
4	3%	3%	3%	4%
5+	9%	8%	10%	10%
Offences	Burglary National Over 12yrs	Burglary National (12-17yrs)	Burglary National (12-19yrs)	Burglary National (12-24yrs)
1	47%	58%	53%	48%
2	14%	16%	16%	15%
3	8%	6%	7%	8%
4	6%	5%	6%	6%
5+	25%	15%	19%	23%
Offences	Greentown Network (All)	Greentown Network (12-17yrs)	Greentown Network (12-19yrs)	Greentown Network (12-24yrs)
1	0%	0%	0%	0%
2	3%	0%	0%	0%
3	6%	0%	0%	4%
4	13%	13%	8%	13%
5+	77%	75%	69%	74%

Figure 8

## Threats to mainstream assumptions

### System Assumptions

1. Individual focus of analysis
2. Deferred intervention for children
3. Garda / court / prisons (i.e. formal system) has 'presence' and 'meaning'
4. 'Programme' solutions and presumed agency

### Greentown realities

1. 'Network' is a better unit of analysis in these circumstances
2. Groomed and coerced children, predatory adults - System is 'gamed'
3. Neighbourhood governance system trumps fears of formal system for those under the influence

We have a few assumptions about dealing with youth crime that the Greentown study challenges.

1. The first is the focus on the individual and their behaviour – it's quite clear to me in these serious crime situations, that the type of statistically generated tool designed and developed for Greentown would be of value to those agencies involved in law enforcement and behaviour change to indicate influential relationships.
2. Deferred intervention for children is effective based on the age/crime data - Generally this is correct but children in the Greentown study appear to have been groomed and the system gamed. Indeed Data indicate that offences such as burglary committed at a young age are not *normal* and should raise alarm bells - not for the criminal justice system per se but for child welfare.
3. We assume that Garda / court / prisons (i.e. formal system) has 'presence' and 'meaning' for citizens. This study shows that in this specific context there were more powerful levers at play which influence

behaviour far more than fear of sanction by the formal system.

4. Risk science underpinned by our optimism bias would have us believe that there is a programme solution to every problem - we also presume that children can work their way out. The experience here suggests that 'options' are very limited.

Typical risk factors are simple - they really help in providing a simple public health way of describing youth crime and its solutions. The reality is that this problem is truly 'wicked' (in the planning sense). In Greentown it's been around for a long time and is knitted into the cultural fabric of the neighbourhood. If these children chose to exercise agency - they will be doing this cheek by jowl with A2. They experience 'redundant networks' - where their relationships are very insular and where there are very few routes out.



Figure 9

## Jobs arising from Greentown study

- **Gauge the national prevalence of Greentown situation**
- **Design new multi-agency intervention programme**
  - Reduce the effect of the network
  - Improve the resilience of 'associate' children and families to withstanding network threat and improve life chances

My study doesn't offer any smart answers - but surely the first task in dealing with any complicated problem is to understand it. Hopefully the study has added to our own scientific knowledge in this area. This problem clearly demands attention from a wide range of national and local actors - **but to do what and with what objectives?** We know that by simply acting - however robustly - doesn't always end in success - in fact it can be counter-productive.

I suggest two jobs following the study which could start a process of planning

- 1 Find out how prevalent the Greentown phenomenon is across Ireland.
- 2 Even if Greentown is an isolated case (which I don't believe it is) we should use our collective wit to design an approach which is more fit for purpose for the children involved.

*What this means* I don't know, but reducing the effect of the network to groom children into crime has to be one objective combined with building the resilience of 'associate' children to withstand the ongoing threat in their own community and improve their chances of

seeing beyond this immediate experience as being the only option.

We should also be conscious that in Greentown this regime has been in place a long time and it believes that it can suppress any initiatives against it by creative compliance and the compliant governance of those most closely affected.

I'll finish where I started; the study would not have been possible if it hadn't been for the practical support of Garda management, members and analysts. The study I think opens up new ways for academic expertise to collaborate with Garda and other criminal justice actors to produce research evidence which is much more sophisticated than relying on scientific data from a small number of longitudinal studies of general populations. This degree of nuance is required for picking through the complicated problems such as those presented by the Greentown network.

Thank you.

## Garda Initiatives in the Dublin Region

*John Twomey, Assistant Garda Commissioner*

Good afternoon everybody, I am delighted to have the opportunity to speak to you and be involved with what really is a very interesting conference and very interesting topic. I'm going to talk to you from an operational perspective in relation to a number of initiatives in the Dublin Region. I'm not going to talk specifically about the initiatives but about some of the learnings that we have taken from those initiatives. The Commissioner this morning talked about our mission and how our mission is working with communities to protect and serve, and critical to achieving that objective, is the engaging with each and all of our stakeholders. Young people are a critical partner to ensure we achieve that objective. Over the years I've spent most of my career around Dublin city centre, and the one thing that I've learned is that no one body or agency can do or solve any problem on their own. Working in partnership; working together; and mutual respect are key ingredients for ensuring that we in An Garda Síochána achieve our objective thus ensuring a better service. That is providing a better service to our young, with our young people, and ensuring that together we provide a safe society, and a safer community for everybody.

Two of the initiatives I am going to talk about are represented at the conference here today. The late Night Football Leagues. Minister O'Reilly here joined us at the finals last December and it was tremendous; the young people, Gardaí and the FAI Development Officers having fun and enjoying football in mutual respect. One of the earlier speakers spoke about the importance of being

creative in order to engage and provide a better service to young people; the Late Night Leagues is an example of a real creative initiative to promote positive social behaviour. It derived from a problem in the Ballymun area in 2008 and it had tremendous success and it now a national initiative with in excess of 2,500 young people involved playing in the late night football leagues. It's run twice a year in April/May and then in November/December with a Regional final in Dublin which is a great event. The Late Night Leagues has resulted in an improved relationship between An Garda Síochána and the young people which has resulted in safer communities in each of the selected areas. Garda Keith Hughes, Garda David Moore and Jonathan Tormey, Development Officer with the FAI, here today on the Late Night League stand. Great credit goes to them and all the members of An Garda Síochána, the FAI and the local Authorities who run the Leagues. They're the brains behind the initiative and the people that do all the work, I just have the opportunity to come up here and talk about it.

The other initiative we have here is called TAG - Teenagers And the Gardaí. Again this was a specific initiative designed to improve the relationship between the Gardaí and the young people. TAG was designed and named by the young people in selected Dublin areas. Garda Liam Holland and Garda Yvonne Finnegan who are here today on the TAG stand were involved with the young people in the developing of this initiative.

There are two other initiatives I would just like to talk about briefly; they are Garda



Youth Case Management which a lot of people here would be very familiar with. The objective of Garda Youth Case Management is to ensure that the young person is at the very centre of the process, to work with other agencies to divert them out of the criminal justice system. The success of Garda Youth Case Management again convinces me of the importance and the need and the benefits of all of the agencies working together to improve the service we provide to the young people.

The last initiative that I want to refer to is an initiative that subsequently became a book, which was called 'What's the story? Collective'. It related to a breakdown in relationships between An Garda Síochána and young people in a particular area in Dublin. I was approached by the young people to try to resolve the problem. In reality it was about power and influence and An Garda Síochána and the power and influence of the uniform, and how that in their view, it was not being used proportionately and with respect. That programme ran for a number of weeks and at the end of it, all of the issues had been addressed. One story, one remark which I can recall, which is a common thread through each of those initiatives, was one young person said to me "there was time around here when you wouldn't look at the Gardaí, let alone stop and talk to them, now I know what he does, I understand what he does but more importantly he knows what I do, who I am and he has respect for that".

A lot of learning came out of all of those specific initiatives, indeed I could go on and talk about lots and lots of initiatives going on all around the country in all of the four corners of Ireland, examples of great work. Listening - as members of An Garda Síochána, certainly as adults we can

often be accused of thinking that we know what's best for the young people. We don't, young people know what's best and we need to listen to their views and their opinions. The success of the initiatives, I believe, was down to the fact that we took time out to listen to the young people, listen to their stories and take on board their views and recommendations.

Another key learning is the realisation of how we communicate with young people, in other words what form of communication we must use. Someone mentioned to me earlier on about how years ago you talked to people down the telephone and how one of the key concerns you had was if you had enough change for the payphone and going out to make the phone call. Nowadays there are more mobile phones in Ireland than there are people and the form of communication is so fast and so swift. Social media, Facebook, texting, they're the new ways, and in An Garda Síochána we've done a lot of work recently in the development of our Facebook and Twitter account. An Garda Síochána recently won an award for excellence in Public Relations for the Twitter account. Further development of social media will continue to improve how we communicate with wider society but in particular how we communicate with the young people.

Respect is another particular lesson that we learnt, respect for the young people, their rights and responsibilities, but also respect, acceptance and understanding of the roles and functions for An Garda Síochána. We must also accept that our young people of today are our parents and our adults of tomorrow, they are a key stakeholder and a key ingredient, to achieving our overall mission.

Those key learnings are critical to the success of the initiatives that I talk about, but they are also critical to the future as we try and move on and develop and improve and enhance, and while we've given examples of some great initiatives and great work we've done, we do accept and realise and understand the need to

improve and continue to work. We certainly look forward to working with and engaging with young people as we continue to achieve our objectives in the future.

Thank you very much.



*Pictured (L-R): Garda Commissioner **Nóirín O'Sullivan**, Minister for Justice and Equality, **Frances Fitzgerald** TD, ACJRD Chairperson **Maura Butler**, and Chief Superintendent **Eugene Corcoran**, An Garda Síochána*

## Conference Closing

*Dr James Reilly T.D, Minister for Children and Youth Affairs*

Thank you to Maura Butler for the invitation to conclude today's 2nd Annual Conference of Irish Criminal Justice Agencies arranged by the Association for Criminal Justice Research and Development. I understand that the conference booked out in advance and has been a great success.

The theme of the conference "Engagement with Young People" has been well reflected in the conference's wide range of interesting presentations and workshops. The presenters had a broad experience and interest in youth justice issues with backgrounds in academia, strategic development, policy analysis and implementation. I look forward to reflecting on all of the presentations and their application to the policy requirements of my portfolio as Minister for Children and Youth Affairs.

I was particularly pleased to note the emphasis placed on engagement with young people at the conference. While I was not in a position to attend the earlier part of the conference today, I understand there was a very powerful presentation by Jade on her experiences of contact with state services over a number of years. I wish to applaud Jade for her presentation and also the professionals who have assisted her in realising her potential. I understand Jade will be considering further education opportunities for the autumn and I would like to offer her my best wishes.

The theme of the conference is consistent with the increasing emphasis on children's participation in decision making that is now recognised as a key theme of public

policy. In the past month, I was pleased to launch the National Strategy on Children and Young People's Participation in Decision Making. Ireland is the first country in Europe to develop such a strategy. Key to this strategy is recognition that children and young people are not 'beings in becoming', but are 'citizens of today' with the right to be respected and heard during childhood, their teenage years and in their transition to adulthood. Giving children and young people a voice in decision-making requires a cross-government response and commitments from all key departments and agencies are included in this strategy.

This includes a commitment that all relevant Justice stakeholders will consult with young people regarding justice policies and issues that affect their lives.

I have outlined at previous Association for Criminal Justice Research and Development (ACJRD) events on youth justice the importance of the Youth Justice Action Plan 2014 - 2018. One of the goals of that Plan (High Level Goal 2) is "to strengthen and develop our evidence base to support more effective policies and services, having regard to the voice of young people." I am confident that the work currently being progressed under the Action Plan has had due regard to voice of the young persons concerned. I was very pleased to note the expansion of the Garda Youth Diversion Projects that was announced by the Minister for Justice and Equality recently.

Superintendent Colette Quinn in her workshop on the Diversion Programme today will no doubt have spoken about

how An Garda Síochána Juvenile Liaison Officers and the youth justice workers engaged in the various projects see engagement with young people as the key feature of their work.

In my own Department, I am glad to report solid progress toward the ending of the practice of detaining children in adult prison facilities, through the gradual extension of the remit of the Oberstown campus to include older children and the commissioning of new and improved detention facilities under the Oberstown capital development project. I also hope that the next week will see the approval by the Oireachtas of an improved legal framework for the operation of the children detention schools, through the enactment of the Children (Amendment) Bill 2015.

I note that Professor Ursula Kilkelly addressed you earlier and I know that as current Chair of the Board of Management in Oberstown that she will welcome these developments.

I would also like to mention that Oberstown campus is also working with the Centre for Effective Services in developing a new 'Oberstown Model' of intervention with children who are detained there. The purpose of the model is to improve the service which Oberstown provides to young people while they are detained and lead to a more productive engagement between staff and young persons. The model will support children and young people to achieve certain outcomes and competencies, which are associated with pro-social behaviour, which will be of benefit particularly when a young person is released.

In addition, restorative practice approaches are being rolled out across the Oberstown campus for young people and there are plans in place to complete specific programmes during the summer months. This is a development which I welcome.

I also note that Mary Henihan and Sergeant Séamus O'Neill dealt with this subject in their workshop today.

As the focus of discussion today highlighted the importance of effective engagement with young people it goes without saying that the effective collaboration between agencies is equally important. My own Department's policy framework 'Better Outcomes, Brighter Futures' is focused on achieving quality outcomes for young people across all areas of government.

In that context I will mention the uncomfortable findings raised today during the conference by the research from Dr. Seán Redmond of my Department on how local criminal networks can affect the crime trajectories of children in Ireland. A more integrated approach to this problem may better equip us to deal with such criminal networks, foster early interventions and improve the life chances of children and young people in such areas.

In conclusion, I would note that as in most areas of public policy, there is no one single obvious solution to the issues raised by young offending. What is important is that there is thorough engagement with young people, good communication between partner agencies, openness to multiple approaches and a will to change existing ways of doing our business if that is what is suggested by the evidence.

I wish to take this opportunity to thank you and all those people who work in the area of youth justice, child protection and youth work. Your work is critical to ensuring the wellbeing of our society and especially in allowing our most vulnerable

young citizens the opportunity to make positive lifestyle choices and to realise their maximum potential now and in the future. I wish to commend you for this and to wish you all the best for the future.



*Pictured (L-R): **Maura Butler**, ACJRD Chairperson, **Dr. James Reilly, TD**, Minister for Children and Youth Affairs, and Chief Superintendent **Eugene Corcoran**, An Garda Síochána*



## 1. The Diversion Programme

**Presenter:** Superintendent Colette Quinn, An Garda Síochána

**Chairpersons:** Jim Mitchell and Pádraig Mawe

**Rapporteur:** Rubeth Nonies

Superintendent Quinn commenced the presentation by emphasizing that An Garda Síochána understands that youth issues must be addressed collaboratively from a whole-of-government approach in order to achieve positive outcomes for young people. The presentation was focussed on the Garda perspective whereby the presenter alerted the delegates that this conference is not only about engagement, but also about the relationship between agencies and youth.

Gardaí have an important role to play in engaging with youth; however, they are only one stakeholder when it comes to responding to the needs of children and young people involved in crime.

The overview of the workshop was categorised in two sections: **Prevention and Intervention**.

### **Prevention:**

The presenter gave examples of three structured programmes:

#### (i) Schools Programme:

An Garda Síochána is engaged with young people in over 3,300 primary and 700 secondary schools. More specifically, the engagement takes place in 5th and 6th class at primary level. Topics for discussion included crime, road safety, personal safety and respectful online communication. For secondary school learners in 1st, 2nd and 3rd year, topics include online communication, substance abuse and personal safety.

#### (ii) Late Night Leagues:

The agencies involved in this initiative are the Football Association of Ireland, City Councils, Dublin Bus, Department of Children and Youth Affairs and An Garda Síochána. The objective is to focus on people aged 13 to 21 years, who are at risk of becoming involved in criminal activity. The times of the Leagues are usually scheduled during prime anti-social hours. With this programme, football is being used as a tool for learning and supporting young people who might otherwise find themselves involved in anti-social behaviour. The goal is to reduce and divert young people from anti-social behaviour and promote community engagement.

#### (iii) TAG (Teenagers & Gardaí) Programme:

The aim of TAG is three folded:

- to promote positive engagement between Gardaí and young people;
- facilitate dialogue; and
- discuss issues that are of importance and concern to both parties.

The programme runs for a duration of six weeks and includes topics such as the role of Garda, Stop & Search, Public Order, Bullying, Drug Misuse, Courts and Warrants etc. TAG has been extended to other stakeholders working with Gardaí to include Youthreach, Community Youth Groups and Garda Youth Diversion Projects.

The presenter noted that the Department of Education and An Garda Síochána has an existing relationship regarding these programmes. Therefore, the outcome of these programmes is educationally based.

### **Intervention:**

Under this category the speaker cited the Diversion Programme and the use of Garda Youth Diversion Projects as an

intervention tool. These Projects aim to engage with young people who have been admitted to the Diversion Programme as a result of their offending behaviour or who have been identified as at risk of engaging in offending behaviour by Juvenile Liaison Officers. The Projects aim to divert young people from further offending through one to one mentoring and group work. For young people who find themselves before the courts and in need of ongoing intervention the Garda Case Management system is applied to this cohort of young offenders.

#### **Diversion Programme:**

The Diversion programme is a statutory Programme under the Children Act 2001 and is an alternative to court for children who accept responsibility for their offending behaviour. A Garda Juvenile Liaison Officer works with the young person and can remain engaged with the young person for up to a year as part of the cautioning process. There are two options when it comes to administering a caution to a young person. For first offending and low level offending the caution type is referred to as 'Informal Caution' and generally there is no need to supervise the child. The second type is a 'Formal Caution' and this caution is for more serious offending and carries with it a period of supervision for up to one year. Approximately 27,000 referrals are generated annually.

Within Part 4 of the Children Act 2001 there is also scope for further interventions to address the welfare needs of the child. Section 29 of the Act provides for a conference to be held in respect of a child's welfare needs. This multi-agency conference includes stakeholders from social welfare, the child's family, Juvenile Liaison Officer, school or any other support identified and

a care plan put in place to support the child. Gardaí consider this a useful option and would like to see it used more often to address welfare issues when offending behaviour comes to our attention.

The inclusion of victims in addressing the offending behaviour of children has been part of the Children Act since its inception. The Act provides for a victim attending at a caution and generally this is achieved through the use of restorative justice and restorative practices.

#### Case Study:

The presenter provided an example to the audience by way of a young person who was admitted to the Diversion Programme and the inter-agency work that brought about a very positive outcome for the young person, his family and arguably the community.

A 15 year old was referred to a Garda Youth Diversion Project by a Juvenile Liaison Officer (JLO) for theft, public order, alcohol related offences and violence in the home towards his mother. His dad died when he was five years old and his mother was diagnosed with a serious illness when he was eleven years old.

The engagement took place between the youth worker, the young person and the child's mother to discuss the issues that led him to his current position. The issues identified and agreed to be worked on included anger, verbal and physical abuse, school attendance and anti-social behaviour. After addressing the issues and putting a care plan in place the young person returned to school and went on to pass the Applied Leaving Certificate. He successfully interviewed for and started a training programme and is 18 years old now and making significant progress.

### **Discussion**

Delegates at the workshop noted that the abovementioned occurs on a regular basis but is not being recorded in the law in the fashion it should be. The question was further raised as to why engagement cannot be done earlier - why wait until a crime has been committed? No clear cut solution was reached. However, it was noted that the Department of Education should get more involved when considering earlier engagement.

A delegate enquired about the restorative justice aspect whereby the presenter explained that it depends on the crime and the victim (thus each case is considered in accordance with the particular set of circumstances). Restorative Justice is still a relatively new concept when addressing crime and, in particular, the needs of victims. Victims can be uncertain as to how the process will assist or benefit them and many are inclined to opt for a court option. However, for the majority of victims who have experienced the restorative process they are very satisfied with the outcome for them personally.

A delegate asked as to what strategy could be employed to create awareness and bring acceptance in the community regarding restorative justice? The presenter noted that people who have been through the process and can champion restorative justice could come forward and promote the process giving testimonials on their experience. Other delegates suggested that there should be less criticism of the programme and that the broadcasting committee should get on board to promote restorative justice.

The question about the suitability of the young person when considering diversion was raised, whereby the speaker outlined

the process and emphasised the factors to be taken into consideration which includes the best interest of the child, and is not adverse to the interest of society or any victim.

### **Intervention: Garda Youth Case Management**

The aim of this intervention is to have a co-ordinated and consistent approach to the management of a young person's charges before court. In this instance the case manager (a Garda) administers the young person's charges and is the lead on prosecution but s/he also works closely with the young person and their family and other agencies.

### **Conclusion**

In conclusion the presenter noted that diversion could be extended beyond the age of eighteen years, as young people aged 18-21 years are still in a vulnerable age category and susceptible to peer influences which can leave them exposed to criminal sanction for behaviour that is motivated by immaturity rather than by criminal intent.

## **2 Online Child Exploitation – The Multiplier Effect of Information and Communications Technology (ICT) on Crimes Against Children**

**Presenter:** Detective Inspector Mick Lynch, Garda National Protective Services Bureau, and Detective Sergeant Mary T. McCormack, Garda National Protective Services Bureau

**Chairpersons:** Chief Superintendent Eugene Corcoran and Jim Mitchell

**Rapporteur:** Ryan McGuinness

Inspector Michael Lynch and Sergeant Mary T. McCormack of the Garda National Protective Services Bureau discussed online child exploitation. Grooming, children and technology, adults and technology, and how parents can protect their children from online abuse, were discussed.

### **Grooming**

Grooming as defined by the NSPCC “is when someone builds an emotional connection with a child to gain their trust for the purposes of sexual abuse or exploitation”. The *Collins English Dictionary* further defines grooming as “to win the confidence of (a victim) in order to commit sexual assault on him or her”. Grooming involves gaining the person’s trust in order to exploit them. In this case the parties involved are children and predators.

Inspector Michael Lynch noted that the goal in online grooming by predators was in many cases not to sexually assault the child, but to obtain indecent images and videos of the child. The grooming of the child is designed to obtain the trust of the child and to build a rapport. Any meeting with the child for the purpose of sexually exploiting the child will be unlawful. It is common for the groomer to be a person that the child and the family know. In those situations “everyone gets groomed”.

### **Legislation**

Section 3 of the Child Trafficking and Pornography Act 1998, as amended by the Criminal Law (Human Trafficking) Act 2008, states that it is an offence to invite a child to participate in or to observe an indecent/obscene/sexual act. There is a proposed sexual offences bill to further combat child exploitation. The bill will outlaw the grooming of children and

offences will include the use of the internet to exploit children and sending of sexually explicit images and videos to children. Child Trafficking and Pornography Act 1998 has the potential to criminalise children and minors who send images to each other as it is an offence to send sexually explicit content to a child. However, An Garda Síochána and the Director of Public Prosecutions see this matter as a welfare issue and would be slow to criminalise children unnecessarily. Inspector Lynch further stated that education was an important aspect in prevention and protecting children.

### **Children and Technology**

Children learn quickly, much faster than adults. Children have fewer inhibitions, can be naïve and more trusting of others.

Adults can be apprehensive of technology and the internet but they are aware of the dangers. Parents and adults should not allow their children to use the internet in privacy for long periods of time. Parents should be aware of their children’s social networking sites and chat room activity as grooming can occur through these websites. Parents and guardians should be aware of the personal information and photos that their children are posting on social media. It is important to note that there are an increasing number of photos being posted including self-taken images which are of a sexualised behaviour. Many photos and videos are shared with friends and boyfriends/girlfriends, and, while these photos may be intended to be private, they have the potential to be on the internet forever! Cyber-bullying is commonplace on social media and internet chatrooms. Placing the home computer in a communal area and checking up on children’s internet activity can reduce the dangers of cyber-bullying,

sexual exploitation and other dangerous internet activity.

### **Cooper Triple A Engine of Internet Abuse**

Sergeant Mary T McCormack of the Garda National Protective Services Bureau discussed the 'Cooper Triple A Engine of Internet Abuse'. This is a theory that can be applied to many aspects of bad behaviour on the internet. There are three elements which can be adjusted to alter internet user behaviour; (i) accessibility, (ii) affordability, and (iii) anonymity. The above three elements draw online users to keep coming back.

#### **Accessibility**

By reducing access to the internet, you are reducing access of other people to your children. There are some precautions which parents can take to reduce the dangers children are exposed to online. Suggestive pictures such as provocative 'selfies' or pictures in full length mirrors are often targeted by predators.

- Parents can control Wi-Fi or other connections to online sources.
- Control the time the child stays online.
- Monitor the sites and social media accounts of the child.
- Talk to the child as early as possible about internet safety. Don't ignore this issue, it's not going away!

#### **Affordability**

Children have access to internet on mobile devices in many places as internet is cheap, easy to access and Wi-Fi is everywhere. If internet sites, games and apps are free to use and download there is an increased risk. The predators will not pay to use sites when others are free and where there will be plenty of children also using the free sites.

Precautions to take:

- The adult/parent pays the bill therefore they can restrict the use.
- Wi-Fi can be disconnected or use can be restricted between certain times.
- Adults or parents can restrict the apps and games children use. Persons seeking inappropriate contact with children use free apps and services as they know children will use them.

#### **Anonymity**

The internet and other forms of communication such as social media sites allow users to remain anonymous or conceal their true identity. Many people can be tricked into sending pictures or videos to predators who pose as young boys or girls.

To prevent this happening adults and parents can insist that:

- The child uses their real name online.
- Be aware of who and where they are communicating. Children should only be 'friends' or communicate with people they already know personally from school or home. Reassure your child that they do not need to reply to someone that they do not know.
- Restrict the child from creating an email address or online identity using a false name and only use accounts that the parents know about and have the password too.
- Breaking any of these rules should result in agreed and discussed sanctions. This is another way to teach the action/consequence dynamic that we all have to live with.
- Reinforcing these rules and guidelines builds upon the norm with Facebook and Instagram. Building a good foundation and relationship with internet use will help your child deal with future issues that they may have. This will further produce a good rapport with the adult and the child



that they can openly discuss internet activity without fear or confusion.

If a person sends inappropriate content to your child, you should report the individual to the administrators of the site that was used to send the content and report the incident to your local Garda station. Making a screenshot of the messages can help the Garda with traceability of the offender.

### **Further information**

Privacy settings can be tailored on Facebook and other social media sites to block unwanted requests and messages. The following websites are useful if you require further information on internet safety:

- Webwise.ie
- Department of Justice & Equality
- Hotline.ie

## **3 Sex Offender Risk Assessment and Management (SORAM)**

**Presenters:** Detective Sergeant Jennifer Molony, Garda National Protective Service Bureau, Pauline Downey, Senior Probation Officer, Probation Service, Detective Geraldine Goldrick, An Garda Síochána, and Shane Donnelly, Social Work Team Leader, Tusla

**Chairpersons:** Doncha O'Sullivan and Chief Superintendent Eugene Corcoran

**Rapporteur:** Jade Lydon

### **What SORAM is:**

SORAM is the joint management of convicted sex offenders between An Garda Síochána and the Probation Service with involvement from the Child and Family Agency (Tusla) where there are

child protection concerns. The different agencies that are involved are An Garda Síochána, The Probation Service, Irish Prison Service, Tusla and housing authorities.

SORAM is a pilot and there is no legislation as of yet to provide for it. It works at a national and local level in identifying risks of sex offenders and how to manage those risks.

The two main risk assessment instruments that are used in SORAM are the Risk Matrix 2000 (RM2000) and the Stable and Acute 2007. RM2000 is a static instrument as it deals with age, number of convictions, marital status, offences against male or female etc. Stable and Acute 2007 is a dynamic instrument as it deals with issues that the offender is experiencing at the present time, looks at whether the offender has an emotional connection with children, hostility towards women, impulsivity etc. Stable and Acute 2007 shows how to manage the risks, what programmes need to be implemented, how to manage the offender and what to put in place while the RM2000 determines whether to manage the offender or not. They measure the risk of reconviction and target areas. However they do not automatically translate to measuring child protection risks or housing risks.

### **Who SORAM applies to:**

This model only applies to convicted sex offenders, both male and female, who are over eighteen years of age. It does not deal with those who only go before the court or with those who have had allegations made against them.

Over 1400 sex offenders nationwide are subject to Part 2 of the Sex Offenders Act 2001 but only 15-20% are in SORAM due

to the entry criteria. To be eligible for SORAM the offender must be subject to supervision by The Probation Service. In addition, the offender must be subject to Part 2 of the Sex Offenders Act 2001, or they must be a sex offender with a previous sexual offence conviction or whose offence has a clear sexual component. The offender must be at least medium or above on the RM2000 which is a risk assessment instrument used in relation to sex offenders. There are exceptions e.g. if they are low on the RM2000 but there are huge concerns in relation to them and are under supervision by The Probation Service then they may be taken into SORAM.

**Background and Development:**

In 2006 the Trafficking in Persons and Sexual Offences Bill was published and it noted that there was some provision there for the joint management of offenders between An Garda Síochána and The Probation Service. It was at this stage that it was decided that while waiting for legislation to allow for this, the two agencies began meeting and looking at what arrangements and multi-agency approach of management of offenders would be needed.

In 2009 the Minister for Justice, Equality and Law Reform published a report, The Management of Sex Offenders. It recommended a multi-agency approach to the management of convicted sex offenders in the community. Once that recommendation was made, the national SORAM steering group was established to govern the development of the SORAM model and the development of local SORAM teams. The national SORAM steering group looked at how to develop documents, policies and procedures keeping in mind that it was dealing with two different justice agencies which have

different ways of managing sex offenders and that there would be a number of different interventions available to the Probation Service that wouldn't be available to An Garda Síochána. One of the main areas that started to develop was the Risk Assessment and Management Plan (RAMP) which looked at identifying risks and how to manage those risks.

Information sharing and data protection had to be considered and this is one of the reasons that SORAM only applies to offenders who are subject to supervision by The Probation Service, as legislation only allows An Garda Síochána to share information with other agencies which are involved or have a legal responsibility over the offender. Legislation is needed to allow for sharing of information in relation to offenders who are not already involved with other agencies, which is the case in the UK where, legally, eight agencies are required to consult on a regular basis.

In 2010 the local SORAM teams were developed at five pilot areas, in Dublin North, Louth, Mayo, Tipperary and Cork city. In October 2010 Tusla became involved at the national SORAM steering group. The reason for that was that it wasn't always apparent where they would slot in because, traditionally the HSE would be dealing more with child protection and alleged perpetrators, so it was in an observation capacity to see if there was a role for the HSE in this multi-agency approach.

In 2012 there was a further expansion to another eleven local SORAM teams and at the moment there are twenty-eight local SORAM teams nationwide. Also in 2012 Tusla became involved at a local level in all of the SORAM teams. The national SORAM office was established in 2013.

**Structure:**

The structure of SORAM includes the national SORAM steering group, the national SORAM office and the twenty-eight local SORAM teams. The national SORAM steering group meets every quarter and governs the national SORAM office and the operation of SORAM nationwide.

At the moment there are four partner agencies - An Garda Síochána, with Geraldine Goldrick, The Probation Service with Pauline Downey, Tusla with Shane Donnelly and the housing authority with Eithne O'Donnell - in the National SORAM Office. Local SORAM teams have identified housing is a huge area when it comes to sex offenders and it can be difficult to engage in certain programmes if they don't have the stability of housing.

There are three partner agencies that sit at the local SORAM tables - The Probation Service, An Garda Síochána and Tusla. Each team has a Garda Inspector, a senior probation officer and a principal social worker and these teams meet every six to eight weeks to discuss various offenders who are in the SORAM process. All the information is then put together in a Risk Assessment Management Plan (RAMP). Other than the three partner agencies there is also a provision for outside agencies to attend the local SORAM meetings if it is felt that another agency would be of assistance. The RAMP is updated at every meeting for each offender.

There are also joint interviews of the offender with the liaison officer and supervising probation officer. Previously, these interviews were done separately and the offender may have had a different story for each. With this approach both the liaison officer and the probation

officer get the full picture. They look at the supervision and monitoring of the offender to see if they have complied with the Sex Offenders Act.

The main work of the national SORAM office is the development of policies and practices in relation to the workings of SORAM in general and looking at other possible agencies joining and how they could improve the programme. It is constantly in development and may look at other jurisdictions to see what worked for them such as PPANI (Public Protection Arrangements Northern Ireland) in Northern Ireland and MAPPA (Multi-Agency Public Protection Arrangements) in the UK.

#### **4. Ballyrunners - Heading in the Right Direction**

**Presenters:** Rachel Lillis, Senior Probation Officer, Patricia Kavanagh, Career Guidance Officer, Ballymun Job Centre and Garda Mark Higgins, Community Policing, Ballymun.

**Chairpersons:** John McCormack and Doncha O'Sullivan

**Rapporteur:** Lorna Hicks

In 2009, in an effort to tackle ongoing issues of anti-social behaviour, the Probation Service along with the Ballymun Job Centre set up an initiative known as the Ballyrunners. It is a dynamic interagency, skill-based programme which is facilitated by the Ballymun Job Centre, the Probation Service and An Garda Síochána. The program had a vision of reducing anti-social and criminal behaviours through engaging with young people. The group work programme aimed to focus on health related fitness incorporating an educational element and is aligned with the Bronze Gaisce

(President's) Award. It has been running successfully for six years. The programme believes that a lot of young people who continually re-offend lack self-confidence, so in order to try and reduce the pattern of habitual criminal activity the programme aims to try and instill confidence into a young person, helping to promote positive mental well-being while assisting them in realizing they have potential and the ability to achieve. Ballyrunners is a great example of a community initiative to get people involved in education and in thinking about personal and community development.

Usually to gain a place on the programme a young person is referred to it as part of their probation or community service. However, a young person who has not committed a criminal offence can also take part in the programme as it is viewed as a 'step-up' programme onto something else such as training or higher education. Unfortunately, funding for the Ballyrunners is not secure and relies heavily on the Drugs Task Force, Probation Service and the Department of Social Protection.

For a young person, engagement in the Ballyrunners programme gives them routine and stability, and as one young person on the programme put it, "a reason to get up in the morning". A strong feature of the Ballyrunners programme is that it is value for money. It is low cost to run, it utilizes existing resources and the young person is not paid to participate - money is not used as a motivation for engagement. Staff from the various agencies involved, namely the Probation Service, the Ballymun Job Centre and An Garda Síochána, actively participate with the young people in the tasks they partake in; this not only is an

example of pro social modeling but also helps to strengthen relations between young people and the various agencies such as An Garda Síochána. Through this interaction, relationships with the various services especially the Gardaí become more positive. The programme encourages a greater involvement with the community the young person lives in through tasks such as garden restoration or painting for example. Investments in the local area such as these help to restore the community's faith in the younger generation while giving the young person/s a sense of community spirit, helping them become more civic minded and consciously aware of their surroundings while giving them a sense of purpose. A young person would usually attend the programme three days a week for six months. In these six months they have the option to take part in various training courses such as a FETAC Level Three Health and Fitness. Previous candidates have learned photography, cooking and dancing, which evidently is very popular with young males. Many of the candidates have been out of education or training for some time so their involvement in the Ballyrunners programme re-enters them back into a group work learning dynamic.

In 2010 the Ballyrunners introduced the Bronze Gaisce Award which has since been the core framework for the programme. The Bronze Gaisce Award comprises of four main sections; Personal Skill and Development, Physical Recreation, Adventure Journey and Community Involvement. The idea of this particular award is to encourage young people to leave their comfort zone and try new things. It aims to comprise fun with educational elements. If an attendee does not gain the award within the time scale they are invited to take part again

next year. Since the programme was first established it has been extremely successful for those who have taken part - of the 108 young people referred to the programme 83 have fully completed it, going on to further training or higher level education, some going straight in to paid employment.

Feedback from several of past participants of the Ballyrunners programme was extremely positive. They confirmed that they valued and enjoyed the programme and involvement with the various agencies. There was also indication that the experience had influenced positive change in their lives.

The positive feedback and success of this programme could be credited to the commitment of the inter-agency work. Through the design of the Ballyrunners, existing services were utilised and the responsibility for the programme was shared, thus enhancing the services it provides.

### **5(a) Building Bridges Restoratively in Limerick – Using Restorative Processes to Engage Young People Effectively**

**Presenters:** Mary Henihan, Southern Regional Manager, Le Chéile Mentoring and Youth Justice Support Services, and Sergeant Séamus O'Neill, An Garda Síochána

**Chairperson:** Pádraig Mawe

**Rapporteur:** Caroline O'Mara

#### **What is Restorative Justice?**

Restorative Justice is a "victim-sensitive response to criminal offending, which through engagement with those affected by crime, aims to make amends for the harm that has been caused to victims and communities and which facilitates

offender rehabilitation and integration into society" (National Commission on Restorative Justice, 2009).

#### **Background to Le Chéile**

Le Chéile is Irish for "together" – 'we believe people can achieve more when they work together'.<sup>1</sup>

Le Chéile was established in 2005 to provide a Mentoring service to children and young people aged 12-18 years engaged in Young Persons' Probation (YPP). It was set up to meet the needs of the Mentor (Family Support) Order under the requirements of the Children Act 2001.

Le Chéile has since expanded to encompass a Parent Mentoring service for parents of young people who are involved with YPP. Le Chéile also supports families by funding and running the Strengthening Families Programme on behalf of the Probation Service. Le Chéile is a child-centred, non-judgmental service which recruits and trains volunteers from local communities to work with young people and families.

Le Chéile has launched a Restorative Justice project in Limerick, funded by the Limerick Regeneration Project, now under Limerick and City Council and Young Persons' Probation. This pilot project is a new and exciting initiative which was established in Limerick city in 2010.<sup>2</sup>

Le Chéile's Restorative Justice Project uses five models of restorative justice in the roll out of the project:

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<sup>1</sup> <[www.lecheile.ie](http://www.lecheile.ie)>

<sup>2</sup> <<http://www.lecheile.ie/le-cheiles-restorative-justice-project-returns-nearly-e3-for-every-e1-invested/>>



- Reparation
- Victim / Offender Mediation
- Victim Impact Panels
- Victim Empathy Programme
- Restorative Justice Conference

### **Theme of presentation**

The presentation was based on a summary evaluation of the project on Restorative Justice carried out by Le Chéile, which is closely associated with, and works alongside, the Limerick Young Person's Probation (YPP).

The RJ Project also works very closely with a Restorative Practice Project based in Limerick City. The Restorative Practice Project is made up of two phases:

1. Training and raising awareness, support and advice
2. Embedding and sustaining Restorative Practice through bespoke, innovative and practical approaches

### **Building Bridges findings:**

*Young People* – Positive experiences, significant increase in empathy, improved family relationships, the likelihood of changes regarding drug use, less involvement in the criminal justice system.

*Victims* – Reduced fear of crime, and provided a sense of closure.

*Family members* – Less stress in the home, including siblings being affected, and an improvement in relationships with children.

*The Community* – Restorative Practices impacted on how the community deals with conflict: "It's the way forward because I just don't feel we can keep putting people away and expect them to come out and never do it again".

Before the speakers began it was noted that the Project has provided positive results.

Mary Henihan began the presentation by discussing the findings and the outcome of the project on building bridges, and noted the huge importance on being able to listen for the young offender, the family, and the victims.

### **Case Study**

A case study was discussed about John, a young fifteen year old offender, who was referred to the project, involving the victim empathy programme, who wrote a letter/poem in order to express how sorry he was and told his story of how he started getting into trouble while not attending school, saying that he was saved by Le Chéile.

Turning to the victim, a case study was discussed about Frank, who said "who would have thought that his story would be used to help with programmes in the future", and said: "It was the most profound experience of my life ... I was a victim, relaying my story".

Sergeant Seamus O'Neill discussed the Restorative Conference and emphasized that it was not a "finger wagging" exercise, and that the purpose instead, is to challenge the young offender, as the family is central to the conference, and would always prefer a caution, using only restorative language.

### **Outcome v Process**

Sgt. O'Neill trained in Restorative Justice as part of the requirements of the Children Act 2001 in order to administer cautions under the Garda Diversion Programme. Having trained in RJ it is his opinion that for the Victim Liaison Officers

to adequately explain RJ and the process to victims, they should also be trained in RJ – you can't give directions without oneself knowing the way. Le Chéile and An Garda Síochána in Limerick have an excellent working relationship and work collaboratively in the training of Victim Liaison Officers (VLOs) and other professionals in the Limerick area.

## **Discussion**

### **Explain more about victim/offender mediation**

A model is the key factor, as there have been delays in the past, and the time lapse made it more difficult for the victim to stay involved anymore. The victim is informed that the offender has been in contact, and is prepared to do something about it, but it is optional for the victim to accept the apology.

### **Is the training of Victim Liaison Officers exclusive to Limerick?**

Juvenile Liaison Officers (JLOs) are members of An Garda Síochána appointed by statute under the Children Act 2001 to administer the Garda Youth Diversion Programme.

Victim Liaison Officers are exclusive to Limerick at present as they were set up as part of the Le Chéile project to speak and liaise with victims within the confines of the project. All Victim Liaison Officers have been trained in RJ and this allows them to explain the process in a better way to victims. There is no doubt that community policing officers would benefit from restorative practices training i.e. using restorative language and process.

There was general conversation on whether there was enough emphasis on Restorative Justice in the new Victim's Bill, and whether it could play a prominent

role. (Criminal Justice (Victims of Crime) Act 2015). In addition, Mary Henihan, Southern Regional Manager of Le Chéile, is of the opinion that the general public awareness of Restorative Practice was not there, and there was a need to be more proactive in creating greater awareness.

### **Regarding the impact on the family, is there any evidence to show spontaneous feedback?**

There could be three or more victims, each expressing the impact differently. In one case, a youth broke into a business of a person known to the offender. The family did not wish to come forward, but instead, they sent a person to liaise on their behalf. There was some feedback indicating that relationships had improved in families that were involved in restorative conferences. Le Chéile can only make initial contact with victims through An Garda Síochána.

### **Are some aspects of the Legislation weak?**

Regarding the choice of Restorative Practice for the offender to be voluntary, should there be a review, suggesting a conditional cautioning, as some choose not to engage in Restorative Justice? Section 29 was considered weak, and some children are prolific offenders, needing a mechanism to engage.

This was argued well by Mary Henihan, by saying that being voluntary can have a better outcome, where the offender makes the decision, it is dealt with better, and insisted it should retain the voluntariness, otherwise the ethos would be lost, and flexibility was needed, but suggested that perhaps there was a balance to be struck.

### **How do you develop empathy?**

Each and every offender is assessed individually, assessed at the beginning, and at the end. Empathy is not innate in all young people - this highlights the importance of having a role model/mentor to support and guide a young person through a difficult time. Some young offenders can have low levels of empathy at the beginning (e.g. by saying that the victim should not have left the keys in their car) but each case is individually tailored in Restorative Justice.

### **Concluding remarks**

The general consensus seemed to be that there was a great need for Restorative Justice to be emphasized in stronger terms, and a mechanism to create greater public awareness of Restorative practice, given the very positive and beneficial results, and in turn contributing to an improved Criminal Justice System, going forward. In addition, the debate about the voluntariness of Restorative Justice for the offender would indicate that there is a need for further review and discussion on this matter.

## **5(b) Engaging Young People through Mentoring**

**Presenters:** Anne Conroy, CEO Le Chéile Mentoring and Youth Justice Support Services and Alan Hughes, Probation Officer, Young Persons' Probation

**Chairperson:** Michelle Shannon

**Rapporteur:** Lorna Hicks

Le Chéile which is Irish for 'together' was established in 2005 under the requirements of the Children Act 2001 in order to provide a mentoring service to young people between the ages of 12-18 years who are engaging in youth probation services. The heart of Le Chéile

is the young person and their families. They support a young person and help to address their offending behaviour. It is a non-judgemental, child-centred service that employs people in a voluntary capacity from local communities to work with young people and families. All volunteers are fully trained and expected to participate in continual training throughout the duration of their commitment to Le Chéile. Volunteers are Garda vetted to ensure they are eligible to work as a volunteer. Le Chéile works in collaboration with other agencies so that young people and families get the best opportunities and support to make positive changes in their lives. Mentors help young people improve their self-esteem, strengthen existing relationships and form new ones and address anti-social behaviour.

Le Chéile is funded by Irish Youth Justice Service through the Probation Service, as part of Ireland's European Structural and Investment Funds Programmes 2014-2020, which is co-funded by the Irish Government and the European Union.

The young people who are referred for mentoring are mostly male (80%), the average age is 17 years and they have engaged in persistent offending including Theft, Public Order, Criminal Damage. Most have left school/training early and substance abuse is prevalent.

A mentoring service is provided by Le Chéile to young people and their families if they have been referred by the Young Persons' Probation. Mentors act as a positive role model and guide to a young person, usually meeting once a week for two to four hours for up to two years. There are two stages in assessing the eligibility to participate in the mentoring programme; assessment and supervision.

Family background can also be a factor. It is probable that mentoring will be a condition of the Probation Bond for the young person. Youths who participate in serious criminal activity (e.g. crimes involving violence) are not eligible for the mentoring programme. It is imperative for a volunteer to listen to his/her mentee, be impartial and build a trustworthy relationship with them where they feel secure. Often this is something missing from the young person's life. The needs of the young person determine the focus of the mentoring, matching the programme to their specific needs. The mentoring sessions go at the mentee's own pace, i.e. rather than the young person having to fit into the service, it fits around them. For a young person at risk of offending, or a persistent offender, this service is vital.

Feedback from mentees has been positive, they feel they can talk easily with their mentor and have a greater scope to ask questions in comparison to other Probation services. Intense interventions that last a year or more have proven to assist in a young person's psycho-social development. A young girl known as 'Jade' spoke in great depth at the conference about her time with Le Chéile and her relationship with her mentor. The outcomes have been very positive and her only wish was that she was assigned a mentor earlier in her teenage years. The fact that the volunteer is unpaid is significant to the mentee; it gives them a sense of worth knowing that the mentor wants to be there to help and isn't doing it for financial gain.

Parent mentoring and family support is also available on a voluntary basis to parents or carers. Feedback from parents who have been matched with a parent mentor is extremely positive.

Measuring the outcomes of mentoring is an evolving activity. Le Chéile records feedback from the young people, the mentors, the parents and the probation officer on an ongoing basis. In terms of measuring successful completion rates, 80% of the young people who participate in mentoring with Le Chéile complete their probation bond successfully.

The Young Persons' Probation Service relies heavily on programmes like Le Chéile to help in assisting the rehabilitation of young offenders who continually pick up charges and engage in anti-social behaviour. Mentoring young people who have offended has had a positive effect on their attitudes to crime, alcohol and drug use, and school attendance.

## **CONFERENCE ATTENDEES**

<b>NAME</b>	<b>ORGANISATION</b>
Jade	Le Chéile Mentoring & Youth Justice Support Services
Olga Bacon	An Garda Síochána
John Balfe	The Probation Service
Dr. John Bamber	Centre for Effective Services
Noeleen Behan	Garda Síochána Inspectorate
Pat Bergin	Oberstown Children Detention Campus
Brian Boland	An Garda Síochána
Sarah Bolger	An Garda Síochána
Andy Brennan	Irish Prison Service
Owen Brennan	Ballyrunners
Dr. Joan Broder	Extern Group
Noel Browne	Woodale GYDP
Ita Burke	The Probation Service
Dr. Patrick Burke	Youth Work Ireland
Seán Burke	An Garda Síochána
Maura Butler	ACJRD Chairperson
Amy Byrne	Focus Ireland
Bill Byrne	Oberstown Children Detention Campus
Martina Byrne	Finglas Youth Service
Tommy Byrne	Fab C.D.P. Family Resource Centre
Lena Canty	The Probation Service
Niamh Cassidy	Focus Ireland
Thomas Claffey	The Probation Service
Neil Clarke	Oberstown Children Detention Campus
Róisín Cloake	Finglas Youth Service
Eimear Collier	
Ruth Comerford	Irish Prison Service
Anne Conroy	Le Chéile Mentoring & Youth Justice Support Services
Eugene Corcoran	An Garda Síochána
Niall Counihan	Cabra Community Policing Forum
Edel Crehan	Crosscare
Rosemary Cronin	The Probation Service
Suzanne Dalton	Garda Síochána Inspectorate
Mary Davis	Le Chéile Mentoring & Youth Justice Support Services
Ciarán de Bruin	Tallaght Probation Project
Larry de Cléir	The Bedford Row Family Project
Jacinta De Paor	Facing Forward
Michael Donnellan	Irish Prison Service
Shane Donnelly	Tusla
Pauline Downey	The Probation Service
Elaine Doyle	An Garda Síochána
Caroline Duane	KDYS Youth Justice Project
Lydia Dwyer	
Karen Farrell	Youth Work Ireland



Mark Finn	Cabra for Youth
Eileen Finnegan	One in Four
Yvonne Finnegan	An Garda Síochána
Ms. Frances Fitzgerald	Minister for Justice and Equality
Kieran FitzGerald	Garda Síochána Ombudsman Commission
John FitzPatrick	An Garda Síochána
Bridie Flood	Crinan Youth Project
Mary Flynn	An Garda Síochána
Patricia Flynn	ACJRD Council
Pat Forde	North Connaught Youth and Community Service
Vivian Geiran	The Probation Service
Ailish Glennon	The Probation Service
Geraldine Goldrick	An Garda Síochána
Denise Gould	An Garda Síochána
Hugh Greaves	Ballymun Local Drugs Task Force
Jacky Grey	Tallaght Probation Project
Margaret Griffin	The Probation Service
Ann-Marie Gunn	
Sofia Gutsaeva	Dún Laoghaire/Rathdown Comhairle na nÓg
Terence Hamilton	Office of the DPP
Caitríona Harrison	An Garda Síochána
Annita Harty	University College Dublin
Dylan Haywood	Le Chéile Mentoring & Youth Justice Support Services
Colm Healy	An Garda Síochána
Dermot Hearne	Irish Prison Service
Mary Henihan	Le Chéile Mentoring & Youth Justice Support Services
Sinéad Hennessy	Le Chéile Mentoring & Youth Justice Support Services
Bernadette Hickey	The Probation Service
Lorna Hicks	ACJRD Rapporteur
Adrienne Higgins	IASIO
Mark Higgins	An Garda Síochána
Valerie Hogan	Clare Youth Justice Worker
Vera Hogan	Mediators' Institute of Ireland
Liam Holland	An Garda Síochána
Alan Hughes	The Probation Service
Keith Hughes	An Garda Síochána
Judge Gillian Hussey	Victims of Crime Helpline
Eugene Ingle	Tallaght Probation Project
Rachel Kane	Crosscare
John Kavanagh	Irish Prison Service
Patricia Kavanagh	Ballymun Job Centre
Rose Kavanagh	INCADDS
Suzanne Kavanagh	Ballymun Job Centre
Linda Kearin	KDYS
Dan Kelleher	Irish Youth Justice Service
Bridget Kelly	Addmidwest Support Committee Ltd
Edel Kelly	The Junction Project - Youth Work Ireland Galway

June Kelly	Irish Prison Service
Michael Kelly	Irish Youth Justice Service Community Programs Unit
Norma Kennedy	Dublin Institute of Technology
Pádraig Kennedy	An Garda Síochána
Sorcha Kennedy	
Valerie Keogh	The Probation Service
Ursula Kilkelly	University College Cork
Derek Kully	Ballyrunners
John Laurens	Tallaght Probation Project
Ciara Lee	An Garda Síochána
Carol Leonard	Candle Community Trust
Rachel Lillis	The Probation Service
T/Chief Constable John Long, QPM	Avon and Somerset Police
Jade Lydon	ACJRD Rapporteur
Edmund Lynch	My LGBT Recollections
Fergal Lynch	Department of Children and Youth Affairs
Mick Lynch	Garda National Protective Services Bureau
Paul Lynch	An Garda Síochána
Clíodhna Mahony	Ballymun Local Drugs Task Force
Deirdre Malone	Irish Penal Reform Trust
Martin Maloney	An Garda Síochána
Ciara Mangan	NIAP
Pádraig Mawe	Office of the DPP
Amy McArdle	Parliamentary Assistant to Senator Van Turnhout
Anne Maree McCabe	The Probation Service
Julie McCafferty	Ballymun Job Centre
John McCormack	Office of the Revenue Commissioners
Mary McCormack	Garda National Protective Services Bureau
Rita McGahern	Irish Prison Service
Jim McGowan	An Garda Síochána
Ryan McGuinness	ACJRD Rapporteur
Clíodhna McGuirk	Saadian
Noleen McKenna	An Garda Síochána
Dervella McNee	Candle Community Trust
Adriana Meere	Clare Youth Service
Jim Mitchell	Irish Prison Service
Philip Moll	Cabra for Youth
Caroline Moloney	An Garda Síochána
John Moloney	Woodale GYJP
Jennifer Moloney	An Garda Síochána
Olive Monaghan	Tallaght Probation Project
Dave Moore	An Garda Síochána
Brian Murphy	Irish Prison Service
David Murphy	The Probation Service
Pat Murphy	Irish Prison Service
Fr. Paul Murphy	Capuchin Order
Denis Murray	HSE Adolescent Addiction Service

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Eithne Ní Mhurchadha	Etherapy
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Johanna Noone	Fab C.D.P. Family Resource Centre
Stephanie O'Brien	Office of the DPP
Moira O'Byrne	
Garreth O'Connor	Fingal Comhairle na nÓg
John O'Connor	An Garda Síochána
Judge John O'Connor	
Colette O'Donnell	An Garda Síochána
Tony O'Donovan	Irish Youth Justice Service
Ita O'Driscoll	An Garda Síochána
Kieran O'Dwyer	KC Consulting
Ken O'Leary	Department of Justice & Equality
Robert Olson	Garda Síochána Inspectorate
Caroline O'Mara	ACJRD Rapporteur
Eoin O'Meara-Daly	
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Doncha O'Sullivan	Department of Justice & Equality
Garda Commissioner Nóirín O'Sullivan	
Mairéad O'Toole	An Garda Síochána
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Julie Queally	Clare Youth Service
Colette Quinn	Garda Office for Children and Youth Affairs
Judge Marie Quirke	
Seán Redmond	Department of Children & Youth Affairs
Dr. James Reilly TD	Minister for Children and Youth Affairs
Melanie Rhatigan	Irish Prison Service
Deirdre Ronan	One in Four
Eimear Ryan	ACTS
Stephen Ryan	CRINAN Youth Project
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Leslie Ann Scott	Extern Group
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Ciarán Smith	Castle Project
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Rose Sweeney	An Garda Síochána
Mary Tallon	Northside Interagency Project
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Maighrэд Tobin	NUI Maynooth
Anita Toolan	Garda Síochána Inspectorate
Jonathon Tormey	Football Association of Ireland
Austin Treacy	Northern Ireland Prison Service
Séamus Treacy	An Garda Síochána
John Twomey	Asst. Garda Commissioner

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