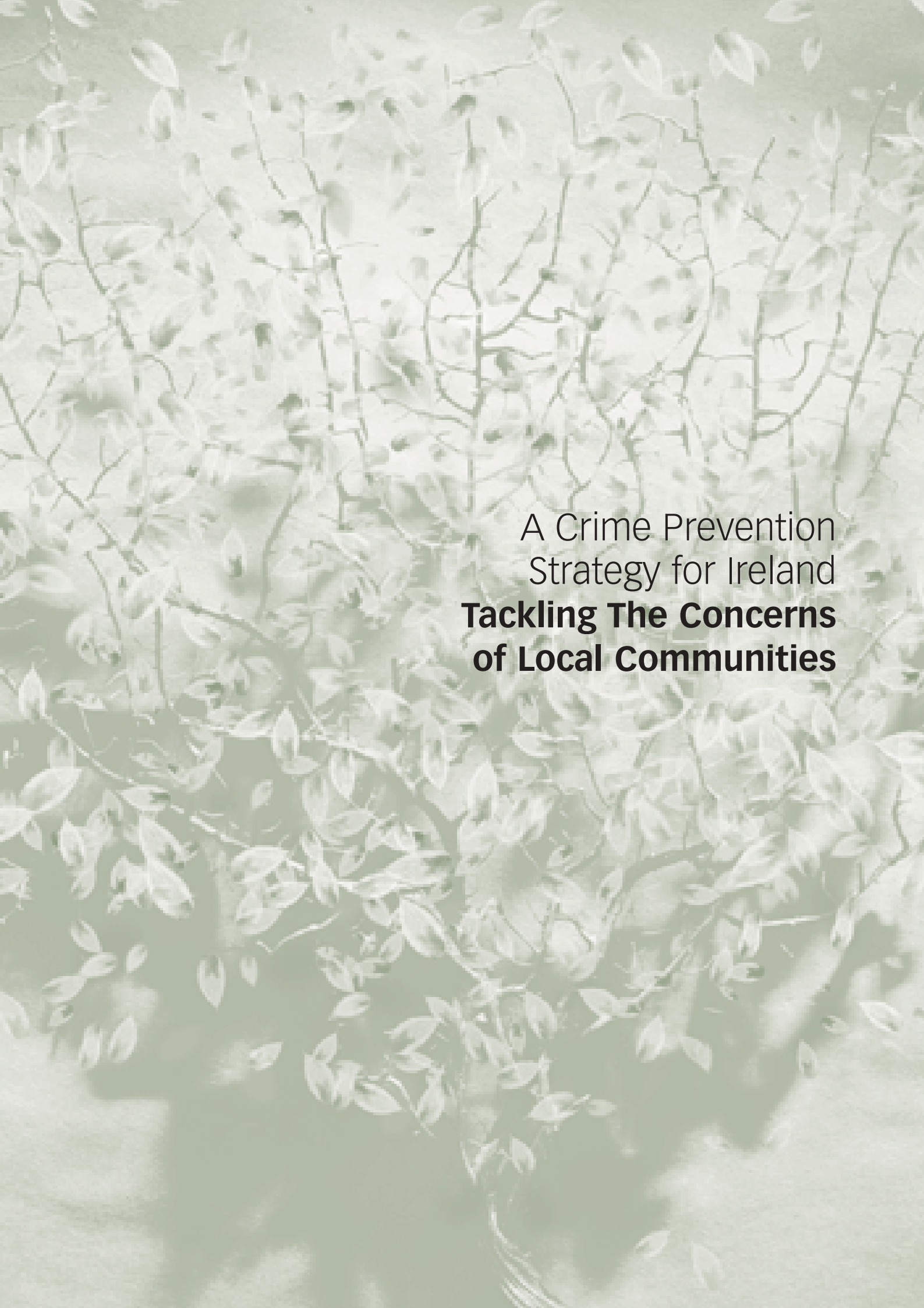


A Crime Prevention Strategy for Ireland

Tackling the Concerns of Local Communities

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A Crime Prevention
Strategy for Ireland
**Tackling The Concerns
of Local Communities**

Dublin

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Preface

Preface

The National Crime Council was established in July, 1999 as a non-statutory body in order to facilitate broadly based, informed discussion on crime issues and to aid policy formulation. The Council has a Chairperson and 15 members. Representatives of a wide range of interests including Victim Support, the academic and legal professions, the Judiciary, An Garda Síochána, community interests and the Department of Justice, Equality and Law Reform, have been appointed to the Council. The Council is supported in its work by the Director and her staff consisting of a Research Officer, an Assistant Research Officer and an Administrative Assistant.

The key roles of the National Crime Council are to:

- focus on crime prevention, with particular emphasis on the underlying causes of crime and the development of partnerships and practical approaches which will be effective at community level;
- focus directly on raising public knowledge and awareness of crime;
- examine the 'fear of crime';
- identify research priorities which could be commissioned by the Department of Justice, Equality and Law Reform; and
- undertake in-house research.

To date the Council has published reports on: 'Crime in Ireland: Trends and Patterns, 1950 to 1998'; 'Tackling the Underlying Causes of Crime: A Partnership Approach' (Consultation Paper); and 'Public Order Offences in Ireland'. This report 'A Crime Prevention Strategy for Ireland: Tackling the Concerns of Local Communities', the second in-house publication, represents the culmination of the Council's ongoing consideration of how best to enhance a partnership response to tackling crime and its causes. This follows from our Consultation Paper 'Tackling the Underlying Causes of Crime: A Partnership Approach' and consideration of the submissions to the Council on that Consultation Paper.

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Acknowledgements

The National Crime Council would like to thank the many individuals and organisations who contributed to this report. In particular, the Council would again like to thank the residents in the areas we visited during the consultation phase of our work, the many individuals and organisations who responded to our invitation for submissions on the Consultation Paper 'Tackling the Underlying Causes of Crime: A Partnership Approach' and those who took the time to attend the Open Forum in February, 2003. The written submissions and the oral presentations helped the Crime Prevention Sub-group of the Council to formulate its proposals for a crime prevention strategy and the other recommendations in this report.

The Council would also like to thank the following Departments and individuals for their help and co-operation: the Department of Justice, Equality and Law Reform, in particular Mr. Brendan Callaghan, Mr. Paul Murray and Ms. Anne O'Gorman; Ms. Kathleen Stack and Mr. Jack Reade of the Department of Community, Rural and Gaeltacht Affairs; Mr. Joe Allen, Ms. Mairéad Ryan and Ms. Ivana McCormack of the Department of the Environment and Local Government; the Department of Education and Science, in particular Ms. Maura Grant, Director of Programmes, Educational Disadvantage Committee; Mr. Frank Wyse, Director of Regional Services; Ms. Lee MacCurtain and An tUasal Mícheál Ó Fiannachta of the National Educational Psychological Service; Mr. Eddie Ward of the National Educational Welfare Board; Mr. Heber McMahon of the Department of Social and Family Affairs; and Ms. Éimear Fisher and Mr. Michael Kelly of the National Children's Office.

Special thanks must go to our researchers on this two year project – Miss Sara Parsons and Ms. Maura Finnegan. The Council could not have completed its work on the interagency approach to crime prevention without their commitment and hard work.

Summary of Recommendations

This report outlines the National Crime Council's proposal for a Crime Prevention Strategy for Ireland. In its considered opinion the National Crime Council believes:

- 1) The proposed National Crime Prevention Model constitutes the most suitable and potentially beneficial model to adopt in the Irish context to tackle crime at a local level (p.17).

In relation to crime and crime prevention in Ireland the National Crime Council recommends:

- 2) A clear, mutually accepted definition of crime prevention, with the emphasis on appropriate early intervention, should be drawn up across all Government Departments and statutory agencies (p.20).
- 3) That to make the best use of resources and to adopt a range of policy initiatives in the short, medium and long term to address crime, future Government policies should be developed with in-built independent evaluations and time frames (p.20).
- 4) The National Crime Prevention Model must dovetail with the work of all Government Departments, statutory agencies as well as other relevant groups and be independently evaluated and reviewed (p.21).
- 5) An Garda Síochána further develop community policing structures, with in-built independent evaluation procedures, that are responsive to specific community needs (p.22).
- 6) The Minister for Justice, Equality and Law Reform and the Garda Commissioner should set out a time frame for the development of community policing structures and this time frame should be published (p.22).
- 7) To facilitate the establishment of the Garda Inspectorate the proposed Garda Síochána Bill be published and enacted as soon as possible (p.22).
- 8) The Irish Prison Service further expand their work in developing links between the 'closed prison environment' and the wider community so that the access of ex-prisoners to employment is increased and recidivism is reduced. All projects for prisoners operating within the Irish Prison Service should be subject to regular, independent evaluations so as to inform and guide future developments (p.23).
- 9) The expansion of non-custodial sanctions, for juvenile and adult offenders alike, further to this there should be a rehabilitative focus to all such sanctions (p.24).

- 10) Aspects of environmental design and urban planning, which may serve to reduce opportunities for crimes to occur, are given careful consideration in all Local Authority projects (p.24).
- 11) That all local, regional and national groups and/or initiatives working in areas, directly or indirectly, related to crime prevention make efforts to promote greater co-operation and collaboration in working towards their shared objectives (p.25).

In relation to the National Crime Prevention Model the National Crime Council recommends:

- 12) That all agencies rationalise their services, so that they will complement one another and become more coherent and effective in the delivery of services (p.28).
- 13) The National Crime Prevention Model be established within an existing structure. The recommended structure is that of the County/City Development Boards (p.29).
- 14) The recruitment of a dedicated Crime Prevention Representative in every County/City Development Board (CDB). The appointee would be a member of the CDB and also participate in the Social Inclusion Measures Working Group of the CDB (p.32).
- 15) The establishment of a Sub-committee dedicated to tackling crime prevention within each County/City Development Board (p.32).
- 16) The establishment of a National Crime Prevention Co-ordination Office with specific responsibility for crime prevention and the appointment of a National Crime Prevention Co-ordinator with support staff (p.34).
- 17) The National Crime Prevention Co-ordination Office be established under the aegis of a National Crime Prevention Steering Committee. The Steering Committee would be appointed by the Minister for Justice, Equality and Law Reform and should have broadly based representation (p.34).

In relation to implementing the National Crime Prevention Model the National Crime Council recommends:

- 18) The commencement of a pilot of the National Crime Prevention Model:
 - a) within three County/City Development Boards nationwide, this would most beneficially involve one city and two county Development Boards;
 - b) the pilot would last for a period of two years; and
 - c) the pilot would be subject to independent evaluation (p.38/9).

- 19) A local consultation process be instigated within each community to identify crimes which are the most prolific, cause the most harm and most urgently need to be tackled (p.37).
- 20) Knowledge and expertise of the key statutory agencies should be sought to inform and contribute to the National Crime Prevention Model (p.37).
- 21) Steps be taken by all Government Departments and statutory agencies to develop up-to-date, accessible and usable statistics that can aid national policy formulation and research (p.37).
- 22) Data be made available at a local level, based on the same area boundaries, to allow for more accurate planning of services and initiatives (p.37).
- 23) An Garda Síochána publicise more widely the consultation processes they currently undertake when developing their Annual Policing Plans to facilitate greater community involvement (p.38).
- 24) The first independent evaluation of the pilot Crime Prevention Strategies take place after two years. There should be no undue delay in the nationwide roll-out of the Crime Prevention Strategies once the evaluations have been reviewed and any resulting improvements implemented (p.39).

In relation to the services for and needs of young people the National Crime Council recommends:

- 25) The maintenance of diversity in the type of youth activities and youth providers (p.42).
- 26) Adequate funding for successful youth work projects must be committed in the long-term with multi-annual funding available for services that are shown to be effective through independent evaluation (p.42).
- 27) The use of more inclusive language to address young people in policy documents and by people in positions of authority and/or influence (p.43).
- 28) The current inadequacies in some youth services, as identified in this report, be prioritised for re-appraisal upon the implementation of the National Crime Prevention Model (p.44).

In relation to young children and their families the National Crime Council recommends:

- 29) Greater levels of interaction between local health workers, schools, parents, family members and children to identify and respond, as early as possible, to the needs of young children and their families (p.45).

In relation to education and early intervention the National Crime Council recommends:

- 30) That the reduced pupil to teacher ratio be extended to apply to all classes in schools which have been designated as 'disadvantaged' by the Department of Education and Science (p.45).
- 31) The implementation of the recommendations of the Educational Disadvantage Committee, which the National Crime Council fully supports and advocates (p.46).
- 32) The Department of Education and Science develop interventions aimed at specific groups, as well as expanding the current provisions for those 'at risk' of early school leaving (p.46).
- 33) The Department of Education and Science recognise, introduce and place equal value upon non-traditional educational environments, such as Youthreach and Community Training Workshops, which can be of particular benefit to those distanced from traditional schooling (p.47).
- 34) Consideration be given to expanding the remit of the National Educational Psychological Service to work in conjunction with local Health Boards in providing for pre-primary school aged children (p.47).
- 35) The National Educational Psychological Service continue to prioritise their waiting lists according to the needs of the individual child and that the service endeavour to provide support for all children as soon as possible (p.48).
- 36) That close liaison be established between the Educational Welfare Officers of the National Educational Welfare Board and the county/city Crime Prevention Representatives (p.48).
- 37) The Educational Welfare Officers endeavour to deliver a same day response to absenteeism (p.48).
- 38) The new regional education offices make educational services more accessible to the community, in particular, they should have the ability to make and deliver on commitments at a local level (p.49).
- 39) A priority of the regional education offices should be to gather accurate statistics that can be made available at a local level and can feed into local research and project planning (p.49).

In relation to the future development of the National Crime Prevention Model the National Crime Council recommends:

- 40) Consideration be given to all statutory agencies being obligated to provide data based on the same geographical boundaries, at least at an electronic level, as this should not affect existing administrative boundaries (p.53).
- 41) The agencies involved in relevant national research projects be obliged to release all relevant data, subject to confidentiality issues, to the Crime Prevention Strategy personnel to ensure that optimal use can be made of the data (p.54).
- 42) The Children Act, 2001 be fully implemented within a set time frame (p.54).
- 43) The Government consider creating and maintaining a directory or database detailing funding to all programmes and initiatives on a county-by-county basis and making it publicly available (p.55).



Chapter One
Introduction

Chapter One

Introduction

1.1 THE CONSULTATION PROCESS

The National Crime Council was mandated to explore and research the broad area of crime prevention. This work began with a comprehensive consultation process undertaken by the Crime Prevention Sub-group of the Council. Two phases of consultations took place, firstly, with a range of Government Departments and statutory agencies³ and secondly, a number of community based hearings⁴ were held. The community hearings allowed those working and living in three selected areas to make presentations and contributions on issues around crime, crime prevention and anti-social behaviour.

The resultant outcome of these consultations, together with literature and research in the area of crime prevention, criminal justice policy and policy initiatives to tackle social exclusion was the publication of the Consultation Paper 'Tackling the Underlying Causes of Crime: A Partnership Approach' in October, 2002.

The mandate given to the National Crime Council by the Minister for Justice, Equality and Law Reform was to focus on a number of areas including crime prevention, with particular emphasis on the underlying causes of crime and the development of partnerships and practical approaches which would be effective at community level. During the community hearings the National Crime Council heard the views of local communities. The contributors identified the types of crimes that were most frequent and damaging in their communities. **The focus of the resulting consultation paper and of this proposal for a crime prevention strategy is, therefore, on certain types of crimes; the crimes that are most frequent and damaging at a local level, for example, drug offences, assault, burglary and larceny.** As a consequence other types of crime, specifically white-collar crime and organised crime are outside the remit of this paper.

The National Crime Council recognises that the focus of most of this report is upon young people. This is not intended to suggest that the Council is of the view that young people are the most prolific or indeed, typical, perpetrators of the types of crime mentioned above. Throughout the report the focus is on providing the appropriate intervention(s) as early as possible and hence the significant focus on issues relating to young people.

In the Consultation Paper the crime prevention model was referred to as a *partnership* approach, a title which intended to reflect the wide-range of agencies and groups from which participation was envisaged. In this final proposal the title has been revised and the Council presents its model as a crime prevention *strategy*, linking the ethos of a partnership approach and strategic, focused planning. The *strategy* maintains the inclusive participation and extensive remit of a partnership approach whilst also more explicitly indicating the planned, structured and longer-term approach which the Council believes is fundamental to the success of the model.

³ A list of Government Departments and statutory agencies consulted may be read in Appendix Five, p.71.

⁴ A list of those who made presentations at the community hearings is outlined in Appendix Six, p.72.

1.2 RESPONSES TO THE CONSULTATION PAPER

Following the publication of the Consultation Paper written submissions were invited from interested parties; 54 submissions were received. Further to this the Council also held an open forum to allow for oral commentary and discussion of the proposals; 36 people made presentations to the forum. All of these submissions were carefully considered during the preparation of this report and many of the suggestions have been incorporated within the text and recommendations. The Council would like to thank all of the agencies, groups and individuals who made submissions for their insightful and thought provoking comments as well as their interest.


1.3 THE STRUCTURE OF THE REPORT

Building on the significant work contained in the Consultation Paper this report draws together the views of the Council, the agencies of the criminal justice system, various other statutory and non-statutory services and support providers as well as local community representatives. Whilst the report is a stand alone document, readers may like to refer to the original Consultation Paper to discern the progression of thought and background to the development of the model⁵. Whilst the report focuses upon the crime prevention strategy model, issues external to the model are briefly discussed.

The format of the report is simple. The following chapter provides a brief overview of the current responses to crime and crime prevention initiatives in Ireland. The report then presents the model for the new crime prevention strategy proposed by the National Crime Council and the rationale for its selection. Following this, policies, services and structures which are related to the model are discussed. The final chapter of the report explores the possibilities for the future development of the model once it has become established. **In the opinion of the Council, this proposed National Crime Prevention Model constitutes the most suitable and potentially beneficial model to adopt in the Irish context to tackle crime at a local level.**

⁵ The Consultation Paper is available to download from the Council's website: www.crimecouncil.ie. It contains more detailed information and discussion on crime prevention initiatives in Ireland, Government policy and the criminal justice system.





Chapter Two
**Crime and Crime
Prevention in Ireland**

Chapter Two

Crime and Crime Prevention in Ireland

2.1 DEFINING CRIME PREVENTION

In the Consultation Paper the Council took the view that there was a need to set out precisely what was meant when speaking about ‘crime prevention’. It was stated that crime prevention measures must aim to reduce crime by:

- reducing the opportunities to commit crime;
- promoting social inclusion and reducing the socio-economic, educational, societal and environmental factors that can leave children and young people ‘at risk’ of engaging in criminal activities;
- reducing recidivism through the re-integration of young and adult offenders into the community in a planned and supportive way, involving training and education, skills development and personal support; and
- providing appropriate interventions through an interagency/partnership approach where knowledge, expertise and best practice are shared to the maximum.

During the consultation process there were no dissenting voices to these broad objectives of crime prevention. Further to this the importance of having a clear and widely circulated definition of ‘crime prevention’ was noted and welcomed. This is especially important during the initial stages of the Crime Prevention Strategies so that all relevant parties, not just those who specifically work with offenders or young people ‘at risk’, can be involved in implementing the Strategies and finding solutions. Therefore, **the Council recommends that building on the elements outlined above, a clear, mutually accepted definition of crime prevention, with the emphasis on appropriate early intervention, should be drawn up across all Government Departments and statutory agencies. Recognising the need to make best use of resources and to adopt a range of policy initiatives in the short, medium and long term to address crime, the Council also recommends that future Government policy should be developed with in-built independent evaluations and time frames.**

The Consultation Paper advocated the introduction of ‘crime proofing’ to all new policies. Having heard a range of views on the matter the Council is not convinced that the introduction of mandatory ‘crime proofing’ of every new Government initiative would be either relevant or practical and so is not recommending its introduction.

The view was also expressed in the submissions received that ‘quick fix’ solutions are proposed with little or no evidence of the ‘pay back’. Government policy needs to have a focus on the benefits of longer-term policy making – nowhere is this more relevant than in developing an holistic crime prevention strategy. Further to this there are an abundance of projects in many spheres which may all have benefits in terms of future crime prevention. The Council is pleased to note that the

consultation process accepted that a broad strategy, with the emphasis on a range of interventions, was a useful approach to adopt. Therefore, **a comprehensive National Crime Prevention Strategy must dovetail with the work of all Government Departments, statutory agencies as well as other relevant groups and be independently evaluated and reviewed.**

2.2 CRIME PREVENTION AND THE CRIMINAL JUSTICE SYSTEM IN IRELAND

An Garda Síochána

The mission of the Gardaí is to “achieve the highest attainable level of personal protection, community commitment and state security” (An Garda Síochána, 2000: p. 7). As outlined in the Consultation Paper there are many examples of the good, progressive work of An Garda Síochána in the area of crime prevention. An Garda Síochána must continue to work with and support local communities. This fact was acknowledged by the Garda Commissioner:

“The community itself must be seen as an equal part of the equation. Without the participation and the support of the community any police service will falter... Public support must not be taken for granted. An Garda Síochána must continue to work ever more closely with members of the community in helping to build a society in which we can all take pride and that will hopefully form a model that others will wish to follow” (Byrne, 2002: p. 440/441).

The importance of building support and trust in communities between An Garda Síochána and local residents cannot be overstated. The Minister for Justice, Equality and Law Reform reiterated this point in his address to the 25th Annual Conference of the Garda Representative Association and stressed the importance of maintaining relations between the Gardaí and the public they serve. The Minister said:

“These are challenging times for the Garda Síochána. Irish society is changing and Ireland’s police force must change with it...An Garda Síochána has earned the trust and confidence of the Irish people. Trust and confidence is, perhaps, the Force’s greatest asset. That trust and confidence can never be taken for granted or needlessly exposed to danger” (Department of Justice, Equality and Law Reform, 2003).

In this regard the Council heard submissions that in some communities – particularly those with acute levels of drug abuse and/or high levels of crime – there is a gap between perceived policing needs as identified by the Gardaí and what the local residents see as policing priorities. The Council notes the recommendation in the Report on Performance and Accountability for An Garda Síochána that the Commissioner should formalise arrangements for liaison with Local Authorities – to hear the views of local representatives and to brief them on relevant policing developments (Department of Justice, Equality and Law Reform, Press Release: 2002b).

The positive feedback from the Community Policing Forums in the North and South Inner City areas of Dublin is encouraging. **The Council recommends that An Garda Síochána further develop community policing structures, with in-built independent evaluation procedures, that are responsive to specific community needs. The Minister for Justice, Equality and Law Reform and the Garda Commissioner should set out a time frame for the development of such structures and this time frame should be published.**

At the time of writing a new Garda Síochána Bill is being drafted which will, inter alia, provide for a mechanism for consultation to take place on crime issues between An Garda Síochána and Local Authorities. Outlining his proposal, the Minister for Justice, Equality and Law Reform indicated that the new Bill will provide for a:

“...new, modern and forward looking legislative framework...[the framework will] set out the relationship between the Force and elected public representatives, both national and local...and new powers to enable the Force to concentrate on core policing functions” (Department of Justice, Equality and Law Reform: 2003).

Garda Inspectorate

The Garda Inspectorate, another element of the new Garda Síochána Bill, will be fully independent and have the powers of an ombudsman. In addition to investigative powers it will oversee complaints and act upon matters of concern on its own initiative. Furthermore, the Inspectorate will be able to examine general practices and procedures with a view to avoiding circumstances likely to give rise to concern.

The National Crime Council recommends that to facilitate the establishment of the Garda Inspectorate the proposed Garda Síochána Bill be published and enacted as soon as possible.

The Department of Justice, Equality and Law Reform

The Department of Justice, Equality and Law Reform has in recent years emphasised the need for greater inter-departmental involvement in the development and delivery of crime prevention initiatives. These range from situational crime prevention, to preventing recidivism, to social crime prevention and highlighting a life span model where crime prevention is targeted at the very young and at the recidivist adult offender.

In the Department’s Strategy Statement (2001-2004)⁶, the first objective outlines that the Department intends to:

“Progress a comprehensive and measured policy for responding to crime, in the context of a well-informed and broadly based public discussion on crime issues...Continue to support measures aimed at reducing or preventing crime, particularly at local level” (Department of Justice, Equality and Law Reform: 2002a, p.18).

⁶ It is expected that the Strategy Statement for the Department of Justice, Equality and Law Reform (2003-2005) will be published in June, 2003.

The Probation and Welfare Service

The mission of the Probation and Welfare Service (PWS) is to foster public safety and promote the common good by advancing the recognition and use of community based sanctions, thereby reducing the level of re-offending. The Consultation Paper advocated a role for the PWS at a much earlier stage⁷. Having considered the range of views on the proposal the Council is mindful of the following: the need to ensure that an appropriate and timely intervention takes place with an ‘at risk’ person; and the need to avoid stigmatisation and an association ‘with crime’ that contact with the PWS may suggest if the intervention happens prior to any other involvement with the criminal justice system. On balance, the Council has come to the view that the existing arrangements whereby the PWS responds to a court request should continue but the option of extending the role of the PWS to working with young people who have not yet come into direct contact with the criminal justice system should be kept under review.

The Irish Prison Service and the CONNECT Project

Education in the Irish Prison Service is provided in partnership with a range of educational agencies, predominantly the Vocational Education Committees (VECs) but also the Open University, Public Library Services, the Arts Council and several third-level colleges. As well as providing academic courses and vocational training, the Prison Education Service is involved in addressing offending behaviour and/or the personal problems of prisoners through pre-release courses, post-release courses, health education, addiction awareness, anger management and parenting courses (Irish Prison Service, 2001 and 2003).

The CONNECT project is run by the Irish Prison Service in collaboration with the National Training and Development Institute (NTDI) of the Rehab Group. Individual plans are developed based upon the vocational goals of the prisoner; these plans aim to guide the transition from custody, through training, on to reintegration into the community and labour market participation. Many of those who engage with the CONNECT project are placed in employment when they leave prison. The CONNECT project has been operating in Mountjoy Prison, The Training Unit and the Dóchas Centre and plans to extend the project to Limerick Prison and Wheatfield Prison are being developed at the time of writing.

The National Crime Council recommends that the Irish Prison Service further expand their work in developing links between the ‘closed prison environment’ and the wider community so that the access of ex-prisoners to employment is increased and recidivism is reduced. All projects for prisoners operating within the Irish Prison Service should be subject to regular, independent evaluations so as to inform and guide future developments.

Children Detention Centres

Young offenders who are detained on remand or on community sanction should, where possible, be given access to the same education and skills training (in terms of hours and

⁷ At present the Probation and Welfare Service are only responsive to the courts.

diversity of curriculum) as young people who attend mainstream schools. In addition, these young offenders may require intensive personal support to ensure they achieve their full educational potential.

The National Crime Council recommends the expansion of non-custodial sanctions for juvenile and adult offenders alike, further to this there should be a rehabilitative focus to all such sanctions.

2.3 LOCAL RESPONSES TO CRIME PREVENTION

Estate Management: The Role of Local Authorities

Local Authorities have a role to play in preventing crime, particularly on their housing estates where effective estate management programmes can help to reduce the opportunity for crimes to be committed. In the planning and refurbishment of estates, planners should be required to make provision for the needs of the community. In particular, they should provide age appropriate and safe facilities for young people. **The Council recommends that aspects of environmental design and urban planning, which may serve to reduce the opportunities for crimes to occur, are given careful consideration in all Local Authority projects.**

RAPID (Revitalising Areas by Planning Investment and Development) and CLÁR (Ceantair Laga Ard-Riachtanais – Programme for Revitalising Rural Areas)

The RAPID programmes are aimed at improving the quality of life and the opportunities available to residents of the most disadvantaged communities in Irish cities and towns. The target areas are prioritised for investment and development in relation to health, education, housing, childcare and community facilities including sports facilities, youth development, employment, drug misuse and policing. The Council is disappointed to note that substantial new funding for the targeted areas is not being provided.

The CLÁR initiative is the sister scheme of RAPID for rural areas, it was launched in October, 2001. The focus of this initiative is to tackle the problem of depopulation, decline and lack of services in rural areas.

Area-based Partnership Companies

In the early 1990s, the development of the Area-based Partnership Companies pioneered the partnership approach to local development in Ireland. There are thirty-eight (20 urban and 18 rural) Partnership Companies nationally. Each partnership board consists of representatives from Government Departments and statutory agencies, voluntary bodies, non-governmental organisations, the business sector and community representatives. The main focus of the Partnership Companies is to develop programmes targeted at countering disadvantage and social exclusion. A number of these have been highly successful.

Local Drugs Task Forces

The Local Drugs Task Forces (LDTFs) are established in fourteen communities in Dublin, Cork and Bray where a significant heroin problem is evident. The role of the LDTFs is to prepare local action plans which include a range of measures in relation to drug treatment, drug education, the prevention of drug use and curbing the local supply of drugs. They also play a role in the co-ordination of services in their local areas, allowing a significant input from local communities and local organisations on the planning and delivery of these services (Department of Tourism, Sport and Recreation, 2001). At the time of writing, ten Regional Drugs Task Forces are in the process of being established.

County/City Development Boards

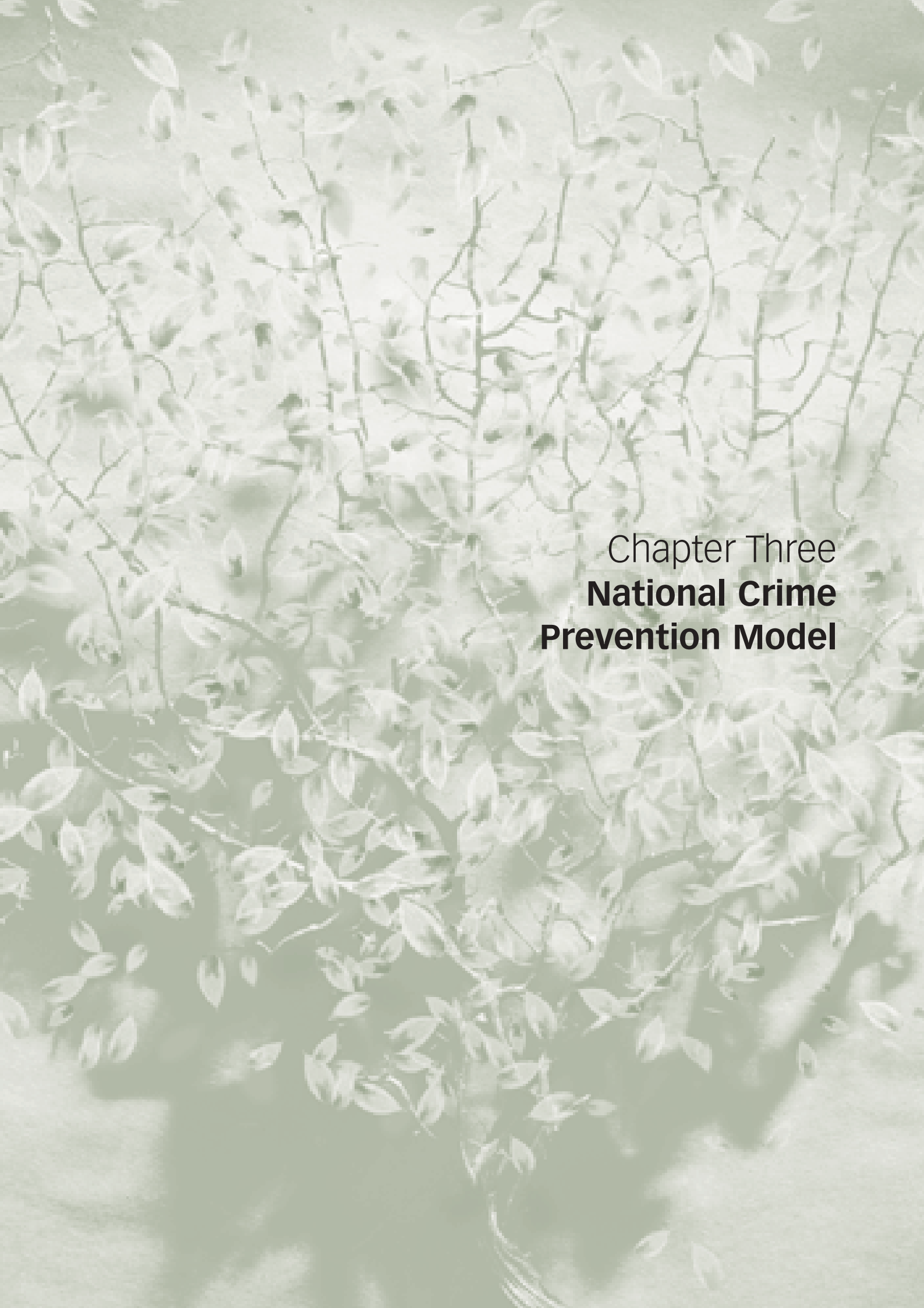
The County/City Development Boards (hereafter CDBs) were established under the Local Government Act, 2001 (Section 129). The CDBs are located in each Local Authority region and they have been tasked with the development and implementation of agreed strategies for the economic, social and cultural development of each county or city. All of the key local agencies are represented on the CDBs as well as the social partners and representatives from the community and voluntary sector. The aim of the CDBs is to combine the strategies and plans of all of the agencies. Each CDB has a Social Inclusion Measures (SIM) Working Group which specifically tackles all forms of social exclusion. A further aspect of the CDBs is to review quality of life issues in the local area, some of the CDBs have also tackled the issue of community safety.

Looking to the Future

Over recent months three Ministers – the Minister for Community, Rural and Gaeltacht Affairs, Éamon Ó Cuív, the Minister for Justice, Equality and Law Reform, Michael McDowell and the Minister for the Environment and Local Government, Martin Cullen – have been working on proposals to bring greater cohesion across local and community development programmes (Department of Community, Rural and Gaeltacht Affairs: Press Release, 2003). As a first step the Ministers have begun a comprehensive consultation process with the providers of schemes and programmes and the social partners on improving local structures. At the time of writing it is not possible to anticipate the outcome of this process. It is clear, however, that the Government must utilise resources in such a way as to maximise the effectiveness of the range of programmes currently administered across a range of agencies.

The National Crime Council recommends that all local, regional and national groups and/or initiatives working in areas, directly or indirectly, related to crime prevention make efforts to promote greater co-operation and collaboration in working towards their shared objectives.





Chapter Three
**National Crime
Prevention Model**

Chapter Three

National Crime Prevention Model

3.1 BACKGROUND TO THE NATIONAL CRIME PREVENTION MODEL

An agreed crime prevention strategy must be developed between Government Departments, statutory agencies, voluntary organisations, community groups, public representatives and ordinary citizens. This would ensure the development of a common approach based on agreed principles in which expertise, knowledge and resources can be shared. In this chapter of the report, the National Crime Council outlines its proposal for such a strategy: the National Crime Prevention Model.

In order to ensure success partnerships in the area of crime prevention must have strong political backing and resource investment. Partnership working requires openness, consultation and the sharing of information between all key players, but especially between statutory agencies. **The National Crime Council recognises that there is a need for all agencies to rationalise their services, so that they will complement one another and become more coherent and effective in the delivery of services.**

The National Crime Council proposes a partnership approach to the development of locally based Crime Prevention Strategies in Ireland. The remit of these Strategies would be to:

- focus on targeted interventions to prevent crime;
- tackle existing local crime problems;
- identify the underlying causes of these problems which may be endemic in a community for a long period and to propose costed solutions;
- work closely with and support in a proactive way current initiatives; and
- plan and develop new initiatives based on a sharing of knowledge, expertise, research on what works and best practice evaluated examples.

The National Crime Prevention Model would be developed at the local, county/city and national level. The National Crime Council highlights the fact that the proposed National Crime Prevention Model would emphasise the importance of:

- intervention at the earliest possible stage;
- long-term planning and investment;
- inter-sectoral co-operation and co-ordination;
- a high level of support and commitment from management within the various agencies involved;
- locally based, up-to-date data to ensure that an accurate assessment of local needs can be made; and
- regular, independent evaluation (of both process and outcome) as integral to the locally based Crime Prevention Strategies.

3.2 RESPONSES TO THE NATIONAL CRIME COUNCIL'S CONSULTATION PAPER

The majority of the submissions received by the Council recognised the need to limit duplication and favoured the proposal in the Consultation Paper whereby the new National Crime Prevention Model should utilise a current partnership structure. A number of the County/City Development Boards (CDBs) argued cogently in favour of having the new Model at their county/city level. **The Council agrees that the National Crime Prevention Model should be established within an existing structure and in its considered view the statutory based CDB structure is the most appropriate and viable option.**

In coming to this view the Council was mindful of the need to:

- maintain consistency within and avoid duplication of existing services;
- retain the build-up of co-operation gained since the establishment of the CDBs; and
- utilise a structure with legislative underpinning and all county coverage.

The National Crime Council acknowledges that in deciding upon local structures consideration must be given to the outcome of the consultation process referred to earlier (see page 25).

3.3 RATIONALE FOR LOCATING THE NATIONAL CRIME PREVENTION MODEL WITHIN THE COUNTY/CITY DEVELOPMENT BOARDS

As well as their nationwide coverage each CDB⁸ has had to produce a ten year (2002 to 2012) county/city Strategy for Economic, Social and Cultural Development which it is envisaged will assist more coherent planning and delivery of local services. Part of the remit of these strategies is to promote social inclusion, especially with specific target groups. The National Crime Council believes that local Crime Prevention Strategies cannot stand alone but rather should be an integral part of the broader social inclusion agenda of the CDBs.

The benefits of the CDB structure were further endorsed by developments in Government policy advocating the promotion of greater co-ordination between and across Government Departments and statutory agencies. A press release from the Minister for Community, Rural and Gaeltacht Affairs, in conjunction with the Minister for Justice, Equality and Law Reform and the Minister for the Environment and Local Government, in early 2003 stated that, they would be:

"...bringing greater cohesion across local and community development programmes...the Ministers have decided that various local agencies and boards should submit their business plans for 2003 to CDBs for endorsement. The Ministers are committed to better service delivery to communities, particularly to communities in designated areas of disadvantage" (Department of Community, Rural and Gaeltacht Affairs, Press Release: 2003).

⁸ More detailed information on the establishment, membership, structure and strategies of the CDBs may be read in Appendix Three, p.65.

Current Government policy is moving towards linking more closely public and local development structures within the CDB⁹ framework. The National Crime Council is of the view that this development lends itself to the inclusion of the National Crime Prevention Model within the CDB framework.

County and City Strategies for Economic, Social and Cultural Development

Recently, the CDBs county/city strategies were independently evaluated and the importance of integration between agencies was highlighted:

“...if the real benefits of service integration are to occur, avoiding overlap and duplication, providing a better service to the client, and ultimately achieving better value for money – it will be necessary to move up the integration ladder from the information exchange and co-ordination towards co-operation and collaboration” (Fitzpatrick Associates/ERM Ireland Ltd: 2003, p.78).

The strategies were evaluated in terms of the actions they propose. Just under 13 per cent of the actions, the largest single group, relate directly to social inclusion. Education, culture and enterprise also feature prominently. Actions specifically relating to crime prevention were mentioned in just over three per cent of the actions in the CDB strategies. This does not necessarily mean, however, that crime prevention is given a low priority in the strategies but that at the local level, agencies are already beginning to recognise that by tackling the numerous other forms of social exclusion a reduction in crime may also be achieved.

The Council suggests that, in future, when formulating objectives and actions in their strategies the CDBs ensure that joint responsibility for achievement is employed, as far as is practicable, to foster an ethos of collaboration. The Council recognises that the process of developing collaboration may be slow but commitment to it should not be undervalued. Whilst some of those working at the local level may be cautious and somewhat nervous of the newly developing structures there can be no place for a territorial or unresponsive attitude. The Council is aware that some individuals/groups may have had negative experiences with new initiatives in the past. The Council is confident that the consultative process, which would form the cornerstone of the National Crime Prevention Model, will result in communities giving support to and having confidence in the local Crime Prevention Strategies. Equally, every effort should be made by the CDBs to ensure that all of the valuable expertise which exists at the local level is availed of within the structure.

⁹ Arising from the Minister's announcement in February 2003, the three Government Departments have launched a consultation process with their constituent groups to examine possible improvements to the structures which operate at a local level (see page 25).

Social Inclusion

The definition of social inclusion adopted by the CDBs is crucial to the success of any of the strategies. The 'Guidelines on the Co-ordination of Social Inclusion Measures' from the Department of the Environment and Local Government define social inclusion as follows:

"Social inclusion has been defined in Partnership 2000 and the National Development Plan as those measures that tackle: 'Cumulative marginalisation from: production (unemployment), consumption (poverty), social networks (community, family, neighbours), decision-making and from an adequate quality of life'" (Department of the Environment and Local Government: 2001, p.13).

A broader definition of social inclusion is provided in 'Sustaining Progress: Social Partnership Agreement, 2003-2005'. In that agreement social inclusion is described in terms of what it should achieve:

"...the core objective is to build a fair and inclusive society and to ensure that people have the resources and opportunities to live life with dignity and have access to the quality public services that underpin life chances and experiences" (Department of the Taoiseach: 2003, p.56).

This is a more results focused definition. The National Crime Council encourages the CDBs to maintain as broad and inclusive a definition of social inclusion as possible.

3.4 OVERVIEW OF THE NATIONAL CRIME PREVENTION MODEL

The following paragraphs outline the structure and content of the National Crime Prevention Model proposed by the Council. The Model would operate at three levels; local, county/city and national. The Model requires input from local level representatives at all stages if it is to be effective. The Model would involve the development of 34 individual county/city level Crime Prevention Strategies. Primarily, these Strategies would be the responsibility of the Crime Prevention Sub-committee of the CDBs. A county/city Crime Prevention Representative would be responsible for the co-ordination of these Strategies within each of the 34 CDB geographical areas. The Crime Prevention Representatives would also communicate the views of those within their county/city to the National Crime Prevention Co-ordination Office (see paragraph 3.7 below). The National Crime Prevention Co-ordination Office would have a National Crime Prevention Co-ordinator and support staff. The National Office would be under the aegis of a National Crime Prevention Steering Committee. The National Crime Prevention Co-ordinator would be responsible for implementing nationwide crime prevention initiatives and maintaining the flow of information between the local and national level and vice versa.

Providing for this enhanced structure with a dedicated crime prevention remit will have resource implications. Many of those who sit on the CDBs do so as part of their 'regular' work and their contribution is valuable. However, the Council believes that in order to ensure that the National Crime Prevention Model is implemented in a timely and co-ordinated way at county/city level it is vital that dedicated personnel responsible for implementing the Crime Prevention Strategies be recruited.

3.5 LOCAL LEVEL INPUT

Crime Prevention and the Social Inclusion Measures (SIM) Working Groups

Each CDB has a number of working groups which are actively engaged in the achievement of the CDBs objectives and focus on local level work. Every CDB has a Social Inclusion Measures (SIM) Working Group. These SIM Working Groups vary in size but usually consist of 15-20 members. Each SIM Working Group is tasked with tackling disadvantage; there are 40 social inclusion measures which are implemented at local level and priority given to the 38 target groups¹⁰ identified by the CDBs. The members of the SIM Working Groups are drawn from Local Authorities, An Garda Síochána, FÁS, the local Health Board, Vocational Educational Committees, the Department of Social and Family Affairs, Childcare Committees, community representatives, development projects and local community projects. The SIM Working Groups also utilise the existing Area-based Partnership Companies (where these are in operation) and Local Authority structures to reach the local level, a factor clearly advantageous to the Crime Prevention Strategies. Another key advantage of the SIM Working Groups is that its membership is not exclusive to those on the CDB but includes additional representatives working at a local level. There is a greater level of direct participation and they provide a clearer link between the county/city level and the communities themselves. **The Council is proposing the recruitment of a dedicated Crime Prevention Representative in every County/City Development Board. The appointee would be a member of the CDB and also participate in the SIM Working Group.**

Crime Prevention Sub-Committee

Within each SIM Working Group the Council proposes the establishment of a sub-committee dedicated to tackling crime prevention; hence there would be 34 Crime Prevention Sub-committees nationally. The Crime Prevention Sub-committees would be under the aegis of the National Crime Prevention Steering Committee (see 3.7 below). The Crime Prevention Sub-committees would be tasked with focusing on the specific crime issues that are of most concern in their county/city. This would often involve a collaborative effort from the numerous agencies represented on the Sub-committee. The Council firmly believes that in order to ensure a broad based response to crime is developed and implemented, the membership of these Sub-

¹⁰ See Appendix Four, p.69, for a full list of social inclusion measures and target groups.

committees should reflect community interests. The membership should typically include; community and voluntary groups, business representatives and private citizens as well as the relevant members of the SIM Working Group. Each county/city Crime Prevention Representative would also be a member of the Crime Prevention Sub-committee.

3.6 COUNTY/CITY LEVEL INPUT

As outlined above, every County/City Development Board area would have a Crime Prevention Representative. These positions would be full-time, dedicated posts. Recruitment of the Crime Prevention Representative would be through open competition conducted by the local authority. They would be contracted for a period of five years in the first instance with the possibility of renewal subject to their performance¹¹. Every county/city Crime Prevention Representative would be actively involved at all levels:

- at the local community level through direct liaison;
- at the sub-county/city level through their participation in the SIM Working Groups as well as in the Crime Prevention Sub-committees;
- at the county/city level through their membership of the CDB;
- at regional level through liaison with other Crime Prevention Representatives; and
- at national level through liaison with the National Crime Prevention Co-ordination Office.

It would be the responsibility of the Crime Prevention Representative to communicate the views of all those on the local Crime Prevention Sub-committee of the CDB to the national level. The Crime Prevention Representative would be responsible to the local Crime Prevention Sub-committee and to the Local Authority in which they are employed in the first instance, as well as to the National Crime Prevention Co-ordinator (see paragraph 3.7 below). The county/city Crime Prevention Representatives would be required to submit a quarterly report to the National Crime Prevention Co-ordination Office detailing progress on the implementation of the agreed local Crime Prevention Strategy and to provide briefing to the National Office on request.

Regional Level Co-ordination

As well as the National Crime Prevention Co-ordination Office guiding all counties/cities on their Strategies there would also be, on occasion, the need for more extensive regional and/or cross-county/city co-ordination of Strategies. The Council highlights the importance of county/city level Crime Prevention Representatives developing aspects of their Strategies with neighbouring counties/cities. Further assistance at the regional level could be obtained by consulting with the Garda Regional Assistant Commissioner for the relevant area. The benefits of pooling resources between a number of counties and/or cities should also not be overlooked.

¹¹ During the pilot phase contracts will run for two years.

3.7 NATIONAL LEVEL INPUT

The National Crime Council proposes the establishment of a National Co-ordination Office with specific responsibility for crime prevention and the appointment of a National Crime Prevention Co-ordinator with support staff. The National Crime Prevention Co-ordination Office would have responsibility for leading and co-ordinating nationwide initiatives on crime prevention. The National Crime Prevention Co-ordination Office would also have responsibility for the development of the guiding principles upon which the county/city Crime Prevention Strategies would be based and for assisting in their development. The National Office would be responsible for the quick transferral of information between national and local level. In particular, it would have to ensure that the Crime Prevention Representatives were fully briefed on all aspects of Government policy, including funding, and the potential implications of any changes for local Strategies. A new full-time post of National Crime Prevention Co-ordinator would need to be established – again recruitment to this post would be through open competition. The National Co-ordinator would be employed by the Department of Justice, Equality and Law Reform. The National Co-ordinator would also liaise with national representatives of other agencies and groups such as, Victim Support, Muintir na Tíre and youth groups.

In establishing the National Crime Prevention Co-ordination Office and the appointment of the National Crime Prevention Co-ordinator, efforts should be made to minimise the time, workload and resource implications such a structure could create. This may mean conducting meetings and other communications electronically so that information can pass directly between national and county/city level (and then onto local level). As with the existing CDB structure there should be a two way flow of information at all levels; each Crime Prevention Representative informs the CDB of their current and planned activities and each Crime Prevention Representative reports back regularly to their Crime Prevention Sub-committee and the National Crime Prevention Co-ordination Office as to the activities and plans of the CDB. Clearly, there would be a need for the structured exchange of information between all levels and reporting mechanisms would need to be established.

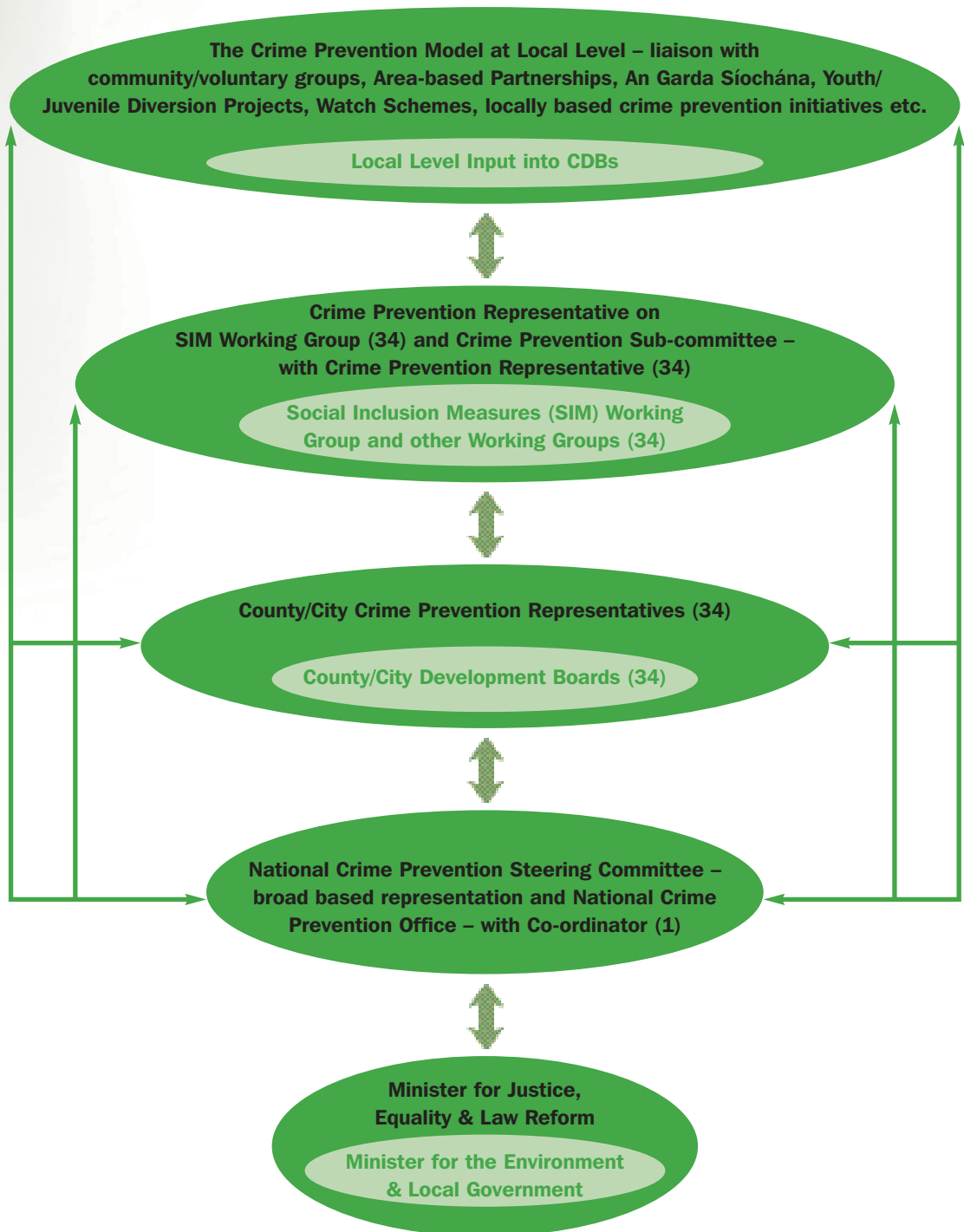
The National Crime Prevention Co-ordination Office would be established under the aegis of a National Crime Prevention Steering Committee. The Steering Committee would be appointed by the Minister for Justice, Equality and Law Reform and should have broadly based representation from the National Crime Council, An Garda Síochána, the Department of Justice, Equality and Law Reform, academics in related disciplines, local representatives and representatives from other key national bodies.

The National Crime Prevention Co-ordinator would report to the Steering Committee on the activities at county/city level. The Steering Committee may, based on the trends or problems identified from the county/city level quarterly reports and other material available, offer advice and guidance to assist the National Crime Prevention Co-ordinator in carrying out his/her duties. The National Crime Prevention Co-ordinator and the Steering Committee would present an annual report to the Minister for Justice, Equality and Law Reform on their work.

3.8 THE STRUCTURE OF THE NATIONAL CRIME PREVENTION MODEL

The diagram below illustrates the structure of the proposed National Crime Prevention Model (shown in black) and the existing CDB structure (shown in green). In both cases the focus is upon local communities and local groups which are at the top of the structure and should essentially lead the direction of the county/city Crime Prevention Strategies. Information and expertise is primarily passed from the local to the national level. The majority of the funding for the implementation of the Model and the maintenance of the necessary structures must come from Government and there must be a commitment to provide this funding.

THE NATIONAL CRIME PREVENTION MODEL



National Crime Prevention Model
Existing CDB structure

3.9 IMPLEMENTING THE NATIONAL CRIME PREVENTION MODEL

Just as the National Crime Council urges long-term goals in policy and planning it would be unwise to rush the implementation of the National Crime Prevention Model. For the CDBs to successfully incorporate new aims and for a partnership approach in the truest sense, appropriate personnel must be recruited. **In order to set targets and plan priorities for county/city Crime Prevention Strategies it is essential to know the types of crime within each community which are the most prolific, cause the most harm and most urgently need to be tackled.** This could be established through a local consultation process, similar to the community hearings held by the Council, to ascertain community views about crime and to determine what preventative action could be taken with the support of the local community. A useful starting point, in the Council's opinion, for consultation with other crime prevention initiatives would be the recently published 'Crime Prevention Directory'. The Directory, compiled by the Centre for Social and Educational Research, contains details of various projects, programmes and agencies nationwide which incorporate crime prevention measures in their work. **The knowledge and expertise of the key statutory agencies should also be sought to inform and contribute to the National Crime Prevention Model.**

To date there has been a dearth of readily available, locally based statistics on crime in Ireland. There is also only limited regional and city level data available in the official statistics currently produced by An Garda Síochána. The National Crime Council highlights the value of undertaking locally based crime victimisation surveys, which would provide an alternative measure of crime at a local level and compliment the information in the Commissioner's Annual Report. A problematic issue with official statistics from Government Departments (both those directly and indirectly related to crime) is that they are produced according to differing geographical boundaries. **It is the view of the National Crime Council that steps must be taken by all Government Departments and statutory agencies to develop up-to-date, accessible and usable statistics that can aid national policy formulation and research. There is a need to make data available at a local level, based on the same area boundaries, to allow for more accurate planning of services and initiatives.**

The Council is mindful of the fact that crime and criminals do not necessarily operate within strict geographic boundaries. Co-ordination between the Crime Prevention Representatives in neighbouring counties/cities, in counties/cities within the same region and indeed between regions and nationally would also be a fundamental of the Strategy's success. Perhaps more importantly than this are the areas along the county/city boundaries and those between Garda Districts and Divisions. There would need to be a significant level of co-ordination between the Crime Prevention Representatives in neighbouring counties/cities to ensure that these areas are not neglected in the local Strategies.

The Role of An Garda Síochána

The protection of communities and the prevention of crime is central to the day-to-day functions of An Garda Síochána. The development and implementation of the National Crime Prevention Model proposed in this chapter offers an opportunity and a challenge to An Garda Síochána to work more closely with communities in identifying local problems. Policing needs are continuously changing and the challenge for the Force will be to adapt to these changes and to respond to community needs by working in close liaison with local structures.

The Council is not in a position to set out the organisational implications for An Garda Síochána and the Garda Commissioner arising from its proposed National Crime Prevention Model. However, greater engagement with and response to community needs will require changes which should be considered by the Commissioner in developing the Annual Policing Plan and in the organisation and deployment of Gardaí at a local level. The Council is aware that An Garda Síochána consult with a variety of organisations in developing their Annual Policing Plan. Whilst this level of consultation is to be welcomed the Council believes that greater community consultation needs to be put in place. **The National Crime Council recommends that An Garda Síochána publicise more widely the consultation processes they currently undertake when developing their Annual Policing Plans to facilitate greater community involvement.**

Government Policy

The review of local structures currently underway in the Department of Community, Rural and Gaeltacht Affairs, the Department of Justice, Equality and Law Reform and the Department of the Environment and Local Government will, in all probability, impact upon the National Crime Prevention Model. As the development of local structures is the key to developing meaningful local partnerships it is obvious that the National Crime Prevention Model would need to take account of the changes made to local structures once this review has been completed.

3.10 PILOTING THE NATIONAL CRIME PREVENTION MODEL

The National Crime Council recommends the commencement of three pilot Crime Prevention Strategies within CDBs nationwide. It is suggested this would most beneficially involve one City and two County Development Boards¹². Following the selection of the pilot areas and the recruitment, through open competition, of three Crime Prevention Representatives the first task should be consultation and liaison with local groups. The Crime Prevention Representatives should gather baseline data at the county/city level on crime and other areas which may have an indirect impact upon crime. Information required would include: headline and non-headline recorded crime figures; victimisation survey data; educational participation data; social welfare data; other Government Department data; security audits and

¹² For the duration of the pilot the management of the Crime Prevention Strategies could be undertaken by an interim National Crime Prevention Steering Committee appointed by the Minister for Justice, Equality and Law Reform.

public opinion surveys. The Council recognises that this may be a lengthy and complicated task but by highlighting the problems at the pilot stage it is hoped that agencies would be able to adapt to fill any gaps or that alternative solutions/sources of data could be found.

Subsequent to the collection and analysis of baseline data the Crime Prevention Representative, in liaison with the Crime Prevention Sub-committee of the CDB and local communities, would be responsible for the drafting of the county/city Crime Prevention Strategy. These Crime Prevention Strategies should take account of the overall county/city Strategy for Economic, Social and Cultural Development as they would need to be endorsed by the CDB. They should also take account of any existing local initiatives which may impact positively upon crime. There would need to be clearly defined targets against which successes and limitations of the Crime Prevention Strategy could be measured. **Ideally, the pilot Strategies would not exceed a two year term of reference before their first independent evaluation¹³.** These independent evaluations would need to assess progress in light of the original goals, the baseline data and the short time frame of the initial Strategies. The nationwide roll-out of the Crime Prevention Strategies would be influenced by the independent evaluations of the three pilot Strategies proposed by the National Crime Council. The nationwide roll-out would also need to take account of any future Government decisions based upon the aforementioned consultation process arising from the press statement by Minister Ó Cuív in February 2003 referred to earlier (see page 25 above). **However, in the Council's view the nationwide roll-out of the Crime Prevention Strategies should take place within two to three years of the evaluations¹⁴.**

3.11 SUMMARY OF THE NATIONAL CRIME PREVENTION MODEL

The proposed National Crime Prevention Model would operate within the existing County/City Development Boards structure. Every county/city would have its own Crime Prevention Representative who would:

- sit on the CDB;
- develop a locally based Crime Prevention Strategy for their county/city;
- promote and implement the Crime Prevention Strategy at county/city and sub-county/city level; and
- channel information between the national and local level on all matters relating to the crime prevention agenda.

¹³ At this stage the Council envisages that following full implementation the Crime Prevention Strategies would be independently evaluated on a three yearly cycle.

¹⁴ The evaluations of the pilots would, of course, need to be reviewed and any resulting improvements implemented.

There would also be a National Crime Prevention Co-ordination Office and a National Crime Prevention Steering Committee. The National Office would employ a National Crime Prevention Co-ordinator and support staff. The National Office would be responsible for:

- leading and co-ordinating nationwide initiatives on crime prevention;
- the development of guiding principals upon which the Crime Prevention Strategies would be based;
- assisting in the development of county/city Strategies;
- the quick transferral of information between national and local level; and
- liaison with national representatives of other relevant bodies.

A pilot scheme would operate in three areas, one city and two counties, for a term of two years.



Chapter Four
**Legislation and Social Policy
Relating to the Model**

Chapter Four

Legislation and Social Policy Relating to the Model

4.1 THE NATIONAL CRIME PREVENTION MODEL AND SOCIAL POLICY

The National Crime Prevention Model would operate in conjunction with and benefit from many aspects of legislation and social policy. Currently, several Departments are developing new aspects of service provision at the local level. Over the last couple of years there have also been a number of new pieces of legislation enacted which would assist crime prevention in the long-term, for example, the Education (Welfare) Act, 2000. Given the focus on early intervention, key areas of legislation and policy for the National Crime Prevention Model are those which relate to young people, their education and their families. The most relevant aspects of these areas and developments since the publication of the Consultation Paper are discussed in this chapter.

4.2 YOUNG PEOPLE: SERVICES AND NEEDS

Youth Work

There are a huge variety of youth services provided by a range of organisations, including national and local youth work organisations. Provisions in the Youth Work Act, 2001 will allow for greater co-ordination of youth activities. The Act defines youth work as:

“...a planned programme of education designed for the purpose of aiding and enhancing the personal and social development of young persons through voluntary participation and which is complementary to their formal, academic or vocational education and training, and provided primarily by voluntary youth work organisations”.

The National Crime Council recommends the maintenance of diversity in the type of youth activities and youth providers, as different activities appeal to different young people.

Targeting Young People in Need

The young people who are in greatest need of support, advice and recreational outlets are often the hardest to engage and the most difficult to work with. As a result some very vulnerable and challenging young people may fall through the system. It is essential that successful youth projects are recognised, especially at a local level, to ensure that models of best practice can be identified and emulated elsewhere.

Funding and Resources

Funding in the areas of youth and community work is often provided on an annual basis or for a fixed two or three year time frame covering the period of a pilot project. This hinders the scope of projects and the motivation of youth programmes to develop long-term strategies. Further to this, with the decline in the levels of volunteerism locally and increasing staff shortages, the youth work sector is currently facing a challenging future. **Adequate funding for successful youth work projects must be committed in the long-term with multi-annual funding available for services that are shown to be effective through independent evaluation.**

The Discourse of Young People

The terms used to describe young people who require substantial support and advice tend to have negative connotations attached to them, such as ‘disadvantaged’ or ‘marginalised’. Public policy documents use these terms widely, while community based initiatives and youth programmes that target these young people are more sensitive to using this type of language, as it labels the young people who participate in them.

The National Crime Council encourages the use of more inclusive language to address young people in policy documents and by people in positions of authority and/or influence or there is a risk of further alienating those most in need of help and support.

Rural Youth Needs

The issues that cause problems for young people living in rural areas are often somewhat different from those of urban youth. In particular, issues of isolation, loneliness and a dearth of accessible facilities can exacerbate the problems facing young people in rural communities. Many towns and villages are too small to be eligible for funding to provide a range of services and young people must travel to larger more urbanised settings to access facilities and services. The lack of public transport in rural areas adds to the problems of access. The county/city Crime Prevention Representatives, proposed in Chapter Three, would need to be particularly aware of the issues specific to young people living in rural areas in their work.

Inadequacies in Services for Young People

During the consultation process and in many of the submissions several inadequacies in service provision for young people were highlighted to the National Crime Council. In summary, the principal areas and those of most concern were:

- the lack of affordable and/or accessible facilities for young people in local communities;
- the need for more intensive street level outreach work with ‘at risk’ young people, as a pre-cursor to engagement in wider youth services and activities;
- the difficulties in employing staff to work the unsocial hours required;
- the lack of State services outside ‘official’ hours, which can cause huge problems in crisis situations;
- services for young people in the areas of drug and alcohol treatment are severely limited and under-funded;
- the urgent need to provide emergency accommodation and affordable accommodation specifically for young people who are homeless; and
- the lack of continuity of State provision once a young person has reached 18 years of age.

The Council recommends that all of these areas become a priority for re-appraisal upon the implementation of the National Crime Prevention Model. Should inadequacies still exist they need to be addressed as a matter of priority; this work could be undertaken by the county/city Crime Prevention Representatives.

4.3 FAMILY SUPPORT

The role and status of the family is central to the life of the child, to their future development and future opportunities. When born into a family where poverty dominates and unemployment is inter-generational, the life opportunities of the child are severely hindered. The National Crime Council believes that support for families in need has an integral role to play in the area of social crime prevention.

Vulnerable Families

The traditional family structures in Ireland have undergone major changes in the past two decades, for example, there has been an increase in the number of lone parent families (Fahey and Russell: 2001). During the Council's consultations, the vulnerable position of families from marginalised groups in Irish society was also highlighted, for example, Travellers, asylum seekers, refugees and other non-nationals. The importance of identifying the specific needs of these family groups was outlined so as to prevent the further marginalisation of children and young people from mainstream society.

Parental Responsibility

A number of submissions received by the National Crime Council highlighted that it is important to realise that many parents of 'disadvantaged' young people may also have experienced 'disadvantage'. Some children and young people are being raised by parents who have literacy, drink, drug and/or debt problems. These parents may need support and advice themselves; most especially these parents may require skills training. Parenting programmes have been successful internationally and are most likely to prove effective with those who have children less than 10 years of age.

Family Support Programmes

There are a number of ongoing initiatives in Ireland which provide skills training to parents. Following the Family Support Agency Act, 2001 the Family Support Agency was formally established in May, 2003. The Agency has the potential to make a substantial difference to the lives of many children and their families through its provision of parenting skills training, parental support services, family mediation, counselling services, research and funding of voluntary organisations.

The National Crime Council emphasises the importance of identifying problems as early as possible, this requires greater levels of interaction between local health workers, schools, parents, family members and children. The provision of childcare, parental support groups, parenting and pre-parent training are some ways in which parents and children can interact with service providers from when children are very young. The continued development of such initiatives for early intervention is essential.

4.4 EDUCATION AND EARLY INTERVENTION

Educational Disadvantage

The importance of educational attainment in the creation of life opportunities is well established. Children and young people from disadvantaged backgrounds are more likely to leave school early and less likely to progress to third level education than their more affluent counterparts. This inequity needs to be addressed, with greater resources provided for early education, primary level and post primary level, with particular emphasis on a co-ordinated, targeted response in areas of disadvantage.

In addition to this, the Council recommends that the reduced pupil to teacher ratio should be extended to apply to all classes in schools which have been designated as ‘disadvantaged’ by the Department of Education and Science.

Educational Disadvantage Committee

In January, 2003 the Educational Disadvantage Committee published the report of the inaugural meeting of the Educational Disadvantage Forum. It highlights the fact that current provision to address educational inclusion is fragmented. In his opening address to the Forum, the Minister for Education and Science stated that:

“...in tackling disadvantage, the case for joined-up government is overwhelming. Specifically, Partnership Companies and County Development Boards have been charged with the responsibility of developing consultative processes at local level. They are required to design systems and structures to support implementation and provide co-ordination and development support at local level” (Educational Disadvantage Committee: 2003, p.5).

The report recognises that the current one-size-fits-all model of schooling may be inappropriate for different communities with different needs, conditions and cultures. The report also echoed many of the issues raised in the Council’s Consultation Paper:

- the need to attract and retain teachers in schools in disadvantaged areas;
- rigorous and systematic measuring and monitoring of outcomes and results to provide evidence of the impact of specific actions;

- the avoidance of negative labelling;
- greater policy coherence by ensuring that various state-funded initiatives are based on the same geographical boundaries;
- focus on early intervention and prevention; and
- the need for systematic co-ordination, linking programmes at national level with dedicated local personnel for implementation.

Three key recommendations arose from the report of the Educational Disadvantage Committee:

“Firstly, a new strategy should be implemented at departmental level, addressing the issue of educational disadvantage in a focused and systematic way. Secondly, more coherent structures should be established, at both policy and operational levels, to address educational disadvantage. Finally, there should be greater emphasis across the education system generally on setting targets and applying appropriate measurement indicators to monitor progress against these set targets” (Educational Disadvantage Committee: 2003, p.vi).

The National Crime Council fully supports and advocates the implementation of the recommendations of the Educational Disadvantage Committee.

Early Childhood Education

The White Paper on Early Childhood Education (Department of Education and Science, 1999) sets out the Government’s policy on education for young children. It emphasises the need for children to begin their education as early as possible and that services should combine both care and education. The current Programme for Government outlines the Government’s commitments to delivering the maximum benefits of early childhood education to all children:

“...we will introduce a national early-education, training, support and certification system and expand State funded early education places” (Department of the Taoiseach: 2002, p.25).

Further to this the Programme states that priority in provision will be given to children with intellectual disabilities and children in areas of concentrated disadvantage.

Early School Leaving

Early school leaving limits ones ability to avail of life chances and can lead to social exclusion and marginalisation. Many of the current initiatives are targeting very young children and thus the positive effects of this work will not be evident for a number of years.

The National Crime Council is aware of the new School Completion Programme that began in a number of schools in the academic year 2002/2003 and **recommends that the Department of Education and Science also develop interventions aimed at specific groups as well as expanding the current provisions for those ‘at risk’ of early school leaving.**

The School Completion Programme is to become fully integrated with local services and activities including interventions supported by the Area-based Partnerships. This represents a suitable point of interaction with the county/city Crime Prevention Representatives who would be working in collaboration with the Area-based Partnerships to feed into the SIM Working Groups.

The National Crime Council recommends that the Department of Education and Science recognise, introduce and place equal value upon non-traditional educational environments, such as Youthreach and Community Training Workshops, which can be of particular benefit to those distanced from traditional schooling. A flexible education system should involve a varied curriculum involving vocational education, social and personal development and skills training as well as the more traditional academic aspects. Further to this, innovative projects with a sound community basis would allow for one-to-one work with young people in the community setting, to run in parallel with a flexible educational syllabus.

Access to Third Level Education

All universities in the State have developed access programmes that provide college places to young people from disadvantaged backgrounds. The Institutes of Technology have more recently followed suit. Whilst such initiatives are welcomed, the fundamental problems that lead to low participation rates at third level by those from certain backgrounds begin in early childhood. These problems need to be tackled at a much earlier stage in the educational career of the young person. The Council welcomes the recent announcement by the Minister for Education and Science of a €42 million support package for disadvantaged students in third level education (Department of Education and Science: Press Release, 2003).

The Role of the National Educational Psychological Service

The National Educational Psychological Service (NEPS) was set up by the Department of Education and Science in 1999, to:

“...assist in facilitating all students to develop to their potential and to maximise the benefits of their educational and other experiences, having particular regard to those having special educational needs” (National Educational Psychological Service Agency: 2001, p.5).

In their work NEPS aims to prioritise children of school age who are already ‘outside’ of mainstream schooling. The National Crime Council is also aware that the Service is currently making plans to expand provision to cover those in further education and other education centres. Whilst developing these plans the Council stresses the importance of ensuring all young people can avail of NEPS including those in Youthreach or similar centres and those in detention centres. **The Council also recommends that consideration be given to expanding the remit of the National Educational Psychological Service to work in conjunction with local Health Boards in providing for pre-primary school aged children.**

In schools with high levels of disruptive and difficult pupils and pupils with specific learning needs, the intervention and advice of an Educational Psychologist is required to ensure that the appropriate resources are put in place to meet the needs of these children. Currently, some schools find it difficult to receive assessments for children and young people from the Service. The Minister for Education and Science, has made budgetary provision in recent years so that schools which do not have direct access to NEPS could avail of the Scheme for Commissioning Private Assessments (SCPA) which NEPS administers, pending the full extension of the National Educational Psychological Service.

Areas of multiple disadvantage require intensive supports in the area of child psychological services. The need for early intervention with children who are having difficulties depends on the early identification of problems. **The National Crime Council recommends that NEPS continue to prioritise their waiting lists according to the needs of the individual child and that the service endeavour to provide support for all children as soon as possible.**

The National Educational Welfare Board

The National Educational Welfare Board was established in July, 2002 following from the Education (Welfare) Act, 2000. It is a new, single body with responsibility for encouraging and supporting regular school attendance. The Board seeks to focus:

“...first and foremost on the overall welfare of children, with mechanisms to ensure that the wider issues surrounding absenteeism are caught before school attendance reaches crisis point” (National Educational Welfare Board: Press Release, 2003).

The 37 school attendance officers appointed under the previous legislation have transferred to the National Educational Welfare Board and are working in the city areas of Dublin, Dún Laoghaire, Cork and Waterford. It is intended that up to 50 additional Educational Welfare Officers will be employed by the end of 2003 working throughout the country. Recruitment is currently underway. The full complement will be in the region of 300 officers. The National Educational Welfare Board is developing the service on a phased basis with the most vulnerable children (those who are not in receipt of an education, areas with high levels of disadvantage and areas that had a school attendance service under the previous legislation) being provided for first.

The National Crime Council foresees that there would need to be close liaison between the Educational Welfare Officers (EWOs) of the National Educational Welfare Board and the county/city Crime Prevention Representatives. The Council supports the development of a national tracking system for children by the National Educational Welfare Board and recommends that they share the data contained with other agencies working for child welfare. However, this may require legislative change. **The Council further recommends that the EWOs should endeavour to deliver a same day response to absenteeism.**

The Department of Education and Science and Inter-agency Working

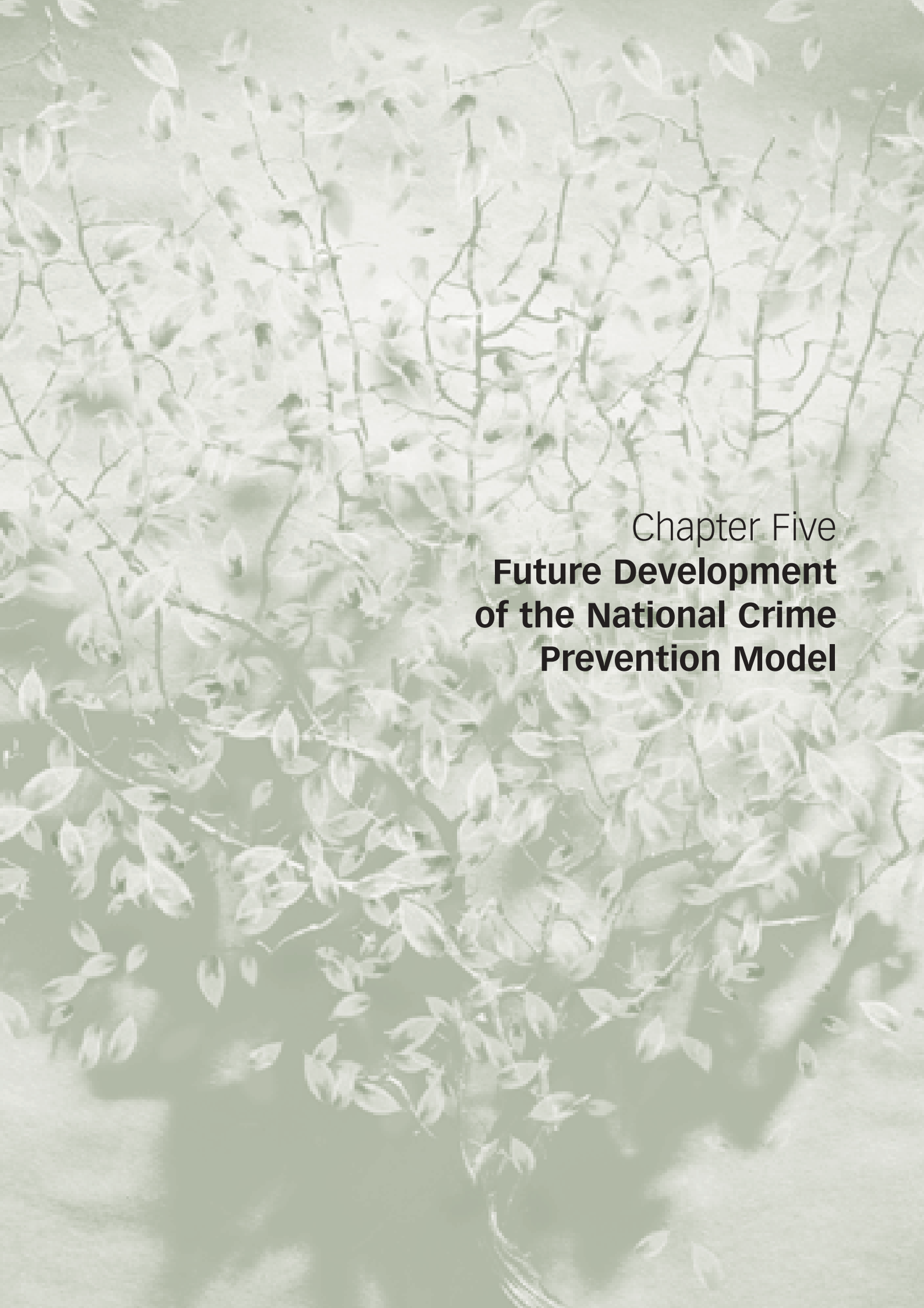
At the time of writing the Department of Education and Science are in the process of establishing ten regional offices throughout the country. These offices aim to promote interaction and co-operation between the Department and their locally based agencies/clients. The offices will take account of and engage fully with CDB processes in their work. It is expected that up to half of the offices will be open by the end of 2003. The regional offices will act as an important point of contact for schools, agencies, voluntary organisations and communities with the Department of Education and Science. The regional offices will act as a focal point for educational services such as the National Educational Psychological Service, the National Educational Welfare Board, the Special Education Council, Adult Education and the Department Inspectors.

The National Crime Council looks forward to the new regional education offices providing a mechanism which will make educational services more accessible to the community. They should have the ability to make and deliver on commitments at a local level. The Council recommends that a priority of these offices should be to gather accurate statistics that can be made available at a local level and can feed into local research and project planning.

4.5 CO-ORDINATED INTERVENTION

The Council is aware that despite the initiatives described in this chapter, and in the Consultation Paper, certain 'at risk' persons never seem to be recognised by the individual providers as needing attention. The Council believes this happens because of a lack of co-ordination between such providers, a certain lack of understanding that such inter-sectoral support is necessary and a lack of any formal or informal procedure at a local level which might identify such 'gaps' or individual 'at risk' persons. It is in this context that the National Crime Prevention Model, as suggested in Chapter Three, is so important in that these gaps or persons would be identified as requiring attention be it at the local, county/city and/or national level.





Chapter Five
**Future Development
of the National Crime
Prevention Model**

Chapter Five

Future Development of the National Crime Prevention Model

5.1 THE EVALUATION PROCESS

A fundamental aspect of the future successes and/or limitations of the National Crime Prevention Model would be its ability to balance structure and flexibility. Appropriate structures must be in place so that there can be effective communication between local communities, their representatives and national agencies. There must also be enough flexibility within the National Crime Prevention Model so that each county/city can work towards its own, locally agreed aims and objectives but still actively participate at national level.

The National Crime Council proposes that in the first instance three pilot Crime Prevention Strategies be established with a two year time frame. These three Strategies would be subject to independent review and endorsement by the interim National Crime Prevention Steering Committee before commencement. An independent evaluation would be carried out at the end of the two-year term. As with so many aspects of the Strategies, these evaluations should be comprehensive if optimal benefit is to be gained. The findings of the evaluations must be analysed in order to avoid wasteful use of resources and disillusionment at the local level.

The National Crime Council believes that it may also be of benefit to re-pilot the Crime Prevention Strategies in the same three areas and in a number of additional new areas. This would have the advantage that the Strategies are able to gain from as much experience as possible before being implemented nationwide. Following the initial, possibly two initial, pilot projects the Crime Prevention Strategies would be mainstreamed across the country.

5.2 THE INTRODUCTION OF THE NATIONAL CRIME PREVENTION MODEL

The nationwide roll-out and implementation of the National Crime Prevention Model would be reliant upon the independent evaluations of the pilot projects and developments in Government policy in the intervening time frame. It is premature to set exact dates and/or methods for a nationwide strategy at this juncture. However, every effort should be made to ensure that the Crime Prevention Strategies can be extended on a nationwide basis within two to three years of the pilot evaluations. The National Crime Prevention Model suggested in this report is exactly that; a suggestion based on the best expertise and knowledge available to the National Crime Council. The ultimate structure, location and remit of the local Crime Prevention Strategies is, and should always be, open to amendments and improvements. For instance the Strategies would need to respond to changes in:

- crime trends;
- crimes which cause communities most concern and emerging crimes which could also cause distress for communities;
- the demographics of society including the age profile of the population and family formation;

- the prevailing economic climate;
- societal attitudes towards authority;
- the structure and operational work of An Garda Síochána;
- local and national Government structures and practices; and
- Governmental responses to crime and its related policies.

The National Crime Council expects that the three pilot projects would begin work in early 2004. The Council anticipates that most of the initial months would be devoted to the identification of aspects of crime problems in the given areas at that time. A significant amount of factual information and statistical data would need to be collated at the outset on a range of social topics, including and in addition to crime, based on the same geographical county/city boundaries. Establishment of the Strategies would also involve extensive liaison with local communities and groups working at the local level to establish the priorities for action from a local perspective. **The National Crime Council recommends that consideration be given to all statutory agencies being obligated to provide data based on the same geographical boundaries at least at an electronic level, as this should not affect existing administrative boundaries.**

Further Research and Statistics

There are several research projects in existence or due to be instigated over the coming years which will provide data of enormous value to the Crime Prevention Strategies. Firstly, the Garda Public Attitudes Survey which has already been conducted on four occasions on a nationwide basis. This survey collects data from members of the public on their opinions of the Gardaí generally and their satisfaction with the Gardaí. In addition, respondents are asked to provide limited data on their experiences of crime. Secondly, the proposed National Longitudinal Study of Children¹⁶ will provide a mechanism for tracing all aspects of children's development from birth through to adulthood. Sections of the survey upon early childhood experiences, involvement in and attitudes towards crime¹⁷ and the Gardaí will provide a wealth of knowledge to be drawn upon over the next generation. It is hoped this research will also establish the common characteristics of those who become involved in crime at a young age. Thirdly, the National Crime Victimization Survey¹⁸ will provide a better measurement of actual crime rates nationwide and locally. Further to this, the Council believes there is also a need to develop insights into the characteristics of all known offenders in Ireland through retrospective studies.

The scale of all of these surveys is such that it should be possible to disaggregate data at the sub-county level and in some instances down to district electoral divisions. **The National Crime**

¹⁶ The National Longitudinal Study of Children was proposed and outlined in the National Children's Strategy.

¹⁷ This is dependent upon the acceptance of the Council's earlier recommendation to the National Children's Office and the Department of Family and Social Affairs to include questions on anti-social and criminal behaviour in the survey.

¹⁸ The National Crime Victimization Survey is currently at the planning stage.

Council recommends that the agencies involved be obliged to release all relevant data, subject to confidentiality issues, to the Crime Prevention Strategy personnel to ensure that optimal use can be made of the data.

Future Government Policy Developments

In the long-term – as Government policy develops and adapts to societal changes generally and to emerging crime patterns – the National Crime Prevention Model would need to be able to respond in an innovative way to the challenges and opportunities that such developments bring. The Council would expect, for example, that the promised White Paper on Crime and the full implementation of the Children Act would have a long-term beneficial impact on the development of enlightened strategies for a more inclusive response to crime and its causes.

The National Crime Council strongly recommends that the Children Act, 2001 be fully implemented within a set time frame.

Investment in Communities

The Council acknowledges that the development of a National Crime Prevention Model would require a long-term commitment from Government to invest money and provide the personnel at a county/city and national level to maintain the momentum and to ensure the delivery of local Strategies. Without this dedicated resource commitment the proposed National Crime Prevention Model would fail. Of equal importance would be the ongoing investment in infrastructure, availability of affordable housing, investment in education, health services and job creation. Measures that contribute to the ‘quality of life’ in a community would have a positive spin-off in encouraging communities to get more involved in issues that affect their areas, such as issues involving crime.

5.3 EXPANDING THE REMIT OF THE NATIONAL CRIME PREVENTION MODEL

It was outlined at the beginning of this report that the National Crime Prevention Model primarily targets, at least during its initial stage, certain types of crime. The initial focus therefore is upon the crimes which tend to cause the most harm and are the most prolific at a local level, for example, drug offences, assaults, burglaries and larcenies.

The National Crime Council is confident that the local Crime Prevention Strategies would constantly evolve and adapt over time to tackle different types of crime. Indeed, some responses to the Council’s Consultation Paper highlighted crimes which might fall within the remit of local partnership structures. The proposed Model does not purport, nor could it ever hope, to eliminate all types of crime in a given area. Rather, its target would be to bring about a reduction in the actual number of crimes of greatest concern at community level, the

development of early responses to prevent crimes taking place and to provide appropriate interventions for 'at risk' persons. In the longer term, it is anticipated that once the National Crime Prevention Model is embedded it would continue to evolve to meet the existing challenges but also to tackle other crimes in the community.

Other Crimes and Issues to Address

The National Crime Council believes that in the longer-term the local Crime Prevention Strategies could be tailored to address other matters which may directly or indirectly have a positive effect upon crime. Matters that might be considered would be restorative justice, the role of victims and the range of responses needed to address particular types of crime, for example, racially motivated crime.

Models of Good Practice and Sustained Development

A key to the development of good practice is access to research findings – both national and international – that could help inform and guide local crime initiatives. The availability and sharing of information would also be beneficial for the future development of the National Crime Prevention Model. The recently published 'Crime Prevention Directory' provides information on a range of crime prevention activities throughout the country. This is a positive step in seeking to bring together in one volume a range of information which would be of interest to community groups and many others. The Council believes that the development of a county by county database or directory of programmes and funding – not just with a crime prevention focus – would be an invaluable information resource for policy makers at national and local level. **The National Crime Council recommends that the Government consider creating and maintaining such a county database or directory and making it publicly available.**

The National Crime Council believes that its proposed National Crime Prevention Model provides an effective framework for the delivery of local crime prevention initiatives which, if followed through would impact positively on all our lives.





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Appendices

Appendix One

Written Submissions in Response to the Consultation Paper

An Garda Síochána
Area Development Management Limited
Barrow Nore Suir Rural Development
Catholic Youth Care
Central Statistics Office
Combat Poverty Agency
Cork County Development Board
County Donegal Vocational Education Committee
Department of Justice, Equality and Law Reform
Dublin Area Partnership Companies
Dublin City Community Forum
Dublin City Development Board
Dublin Institute of Technology
Dublin Neighbourhood Watch Representative Committee
Dublin North Inner City Drugs Task Force
Galway City Development Board
H.A.D.D. Family Support Group
Inner City Organisations Network (ICON)
Institute of Community Health Nursing
Irish Penal Reform Trust
Irish Prison Service
Kerry County Development Board

Mayfield Neighbourhood Youth Project
Mayo County Development Board
Meath County Development Board
Muintir na Tíre
National Advisory Committee on Drugs
National Children's Office
National Consultative Committee on Racism and Interculturalism
National Youth Council of Ireland
Nenagh Community Reparation Project
PACE
Pavee Point
Roscommon County Development Board
Sligo County Development Board
South Tipperary County Development Board
Tallaght Partnership
The Children's Rights Alliance
The West Regional Authority
Trim Town Council
Waterford City Development Board
Wicklow County Development Board
Westmeath County Development Board
Working Class Action

Personal Submissions:

Mr. Raymond Arthur
Mr. Johnny Connolly
Mr. Larry de Cléir
Mr. Rory Donegan
Mr. P. P. Donnellan

Ms. Marie C. Hurley
Eoghain MacCarthaigh, Uasal
Mr. Tim O'Leary
Ms. Anne Queeney
Mr. Michael Ruane

Appendix Two

Oral Submissions in Response to the Consultation Paper

An Garda Síochána	Assistant Commissioner Joe Egan
Area Development Management Limited	Dr. Tony Crooks
Ballymun Drugs Task Force	Mr. Mick Cowman
Catholic Youth Care	Ms. Máire Ní Chionnaith, Head of Youth Work Services
Combat Poverty Agency	Mr. Pádraig Carmody
Community Policing Forum (CPF)	Ms. Marie Metcalfe, Co-ordinator
CONNECT Project	Ms. Paula Lawlor
CONNECT Project	Ms. Emma McDonald
Department of Social and Family Affairs	Ms. Catherine Hazlett
Donegal VEC	Cllr. Terence Slowey
Donegal VEC	Mr. Seán O Longáin
Dublin City Community Forum	Mr. George Carter, Member of the Social Cluster
Dublin Inner City Partnership	Mr. David Connolly
Dublin Neighbourhood Watch Representative Committee	Mr. David Hughes
East Wall Residents Association	Mr. Joe Mooney
Educational Disadvantage Committee	Ms. Maura Grant, Director of Programmes
Focus Ireland	Mr. Mamar Merzouk
Garda Research Unit, Garda College	Mr. Kieran O'Dwyer, Head of Research
H.A.D.D. Family Support Group	Ms. Mary Farrell
Health Research Board	Mr. Johnny Connolly, Research Officer
Institute of Guidance Counsellors	Ms. Marion Quinn
INTO	Mr. Noel Ward
Irish Penal Reform Trust	Dr. Valarie Bresnihan
Irish Prison Service	Mr. Sean Aylward, Director General
The Mediation Bureau, Tallaght	Ms. Bridget Clarke

Merchant's Quay Project	Mr. Tony Geoghegan
Muintir na Tíre	Ms. Mary Egan
National Children's Office	Ms. Éimear Fisher, Deputy Director
National Consultative Committee on Racism and Interculturalism	Mr. Philip Watt, Director
National Drugs Strategy Team	Dr. Joe Barry
Neighbourhood Youth Project/RIPON	Mr. John Lahart
Nenagh Community Reparation Project	Ms. Alice Brislane, Chairperson
PAVEE Point	Ms. Ann Begley
PAVEE Point	Ms. Caroline Keane
Probation and Welfare Service	Mr. Vivian Geiran
Personal	Mr. Michael Ruane

Appendix Three

Additional Information on the County/City Development Boards

THE COUNTY AND CITY DEVELOPMENT BOARDS

The County/City Development Boards (CDBs) were first proposed by the Task Force on the Integration of Local Government and Local Development Systems. In their report, published in 1998, they recognised the need for greater coherence and integration of services at local level and recommended the CDBs as a structure to promote these features at a local level. They also recommended that each CDB draw up and oversee a strategy for its respective county/city. This strategy was also to be agreed by relevant CDB member agencies. The Task Force summarised the CDBs as follows:

“The aim is to ensure insofar as possible that their combined operations are organised, developed and monitored on an ongoing basis so as to minimise overlaps and duplication and generally to achieve a more coherent and integrated approach at local level, addressing the particular needs of the area. There will be considerable scope to develop and deepen this co-ordination process. Over time, the County/City Strategies will also provide a valuable input to the overall National Development Planning process (Task Force on the Integration of Local Government and Local Development Systems: 1998, p.43-4).

The Establishment of the County/City Development Boards

The County and City Development Boards were established in early 2000, there are 29 county boards, aligned with each county council and five city boards in each major city¹⁹. Their aim is to promote greater partnership between Local Authorities, local development bodies and the State agencies operating locally by engaging all of the key players at local level. In 2002, each CDB produced a Strategy for Economic, Social and Cultural Development. These Strategies are long-term, local level plans which *“will provide the template guiding all public services and local development activities”* (www.cdb.ie). They were produced as a result of extensive nationwide consultation and research at local level. The primary aim of these plans is to counteract social exclusion as well as promoting economic and cultural development over the ten-year term of the strategy. The plans *“provide a corpus of nationwide locally driven information, analyses and priorities, and they form the basis for the agreed activities that Boards will oversee during the coming years”* (Fitzpatrick Associates and ERM Ireland Ltd: 2003, p.7). Every county/city strategy has now been published and is available through Local Authorities and/or on the CDB website.

Membership of the CDBs

Each CDB is led by local government, is chaired by a county/city council nominee and has wide representation. All of the relevant major players and stakeholders are represented on each board. In addition to the local authority representatives members also include the traditional social partners, including the community and voluntary sector, local development agencies and relevant State agencies operating at a local level. Participation in the CDBs is mandatory for

¹⁹ The five City Development Boards are located in Cork, Dublin, Galway, Limerick and Waterford.

state agencies and for specified publicly funded community and local development bodies. Typically, CDBs consist of 27 – 30 members. The term of office of each CDB is aligned to that of the County/City Council. The direct representation of each group is viewed as central to ensure full participation. There is a two way flow of information; each representative informs the CDB of its current and planned activities and each representative reports back regularly to their nominating body as to the activities and plans of the CDB. Whilst the overall strategy has a ten year duration each CDB has set manageable three to five year targets.

THE STRUCTURE OF THE COUNTY AND CITY DEVELOPMENT BOARDS

CDB members are drawn from Local Government, local development agencies, state agencies and the social partners. In the five City Development Boards an extra community and voluntary organisations member sits in place of the agricultural and farming organisations representative. The CDBs are an overseeing committee whose ‘shared vision’ is to achieve “a more integrated approach to public and local development service delivery” (www.cdb.ie).

The CDBs are largely staffed and resourced by local Government, specifically, by the office of the Director of Community and Enterprise. They are not an implementing body and as such do not have their own budgets or responsibility for the allocation of funding. Their key role is to co-ordinate and to promote co-operation and collaboration at the county/city level. The CDBs have some limited funding to maintain themselves which is secured from the Departments, agencies and groups of its constituent members. Typically, each CDB meets four times a year with the purpose of reviewing progress made and to plan and develop work yet to be commenced and/or completed.

The CDBs are aligned regionally based upon the NUTS III²⁰ groupings. Hence, there are eight regions: Border; Midlands; West; Dublin; Mid-East; Mid-West; South-East and South-West. In the main, these regions operate from an administrative aspect only. Individual CDBs liaise with their neighbouring CDBs as and when necessary. For certain projects wider regional or even cross-regional co-operation is undertaken, for example, in relation to audits of transport needs and services.

At the national level the management of the CDBs is ultimately the responsibility of the Minister for the Environment and Local Government. This responsibility is complimented by the Task Force on the Integration of Local Government and Local Development Systems, an inter-departmental committee chaired by the Minister for the Environment and Local Government. Further to this the various Government Departments liaise with CDBs either directly or via their member agencies. As with the local level operation of the CDBs there is a two-way flow of information.

²⁰ Based on the eight Regional Authorities established under the Local Government Act, 1991 (Regional Authorities) (Establishment) Order, 1993.

COUNTY AND CITY STRATEGIES FOR ECONOMIC, SOCIAL AND CULTURAL DEVELOPMENT

The aims and objectives of the CDB strategies stem from their self-defined vision for the particular county or city. Within each vision there are several themes, or areas which would need to be addressed in some way to achieve the vision. To clearly define how these themes would be addressed broad goals in relation to each are set. To achieve the goals specific objectives must be met and in order to meet these objectives certain actions are necessary.

Independent Evaluation of the CDB Strategies

In March 2003 Fitzpatrick Associates and ERM Ireland Limited published their review of the CDB strategies. The report tracks developments within the CDBs and provides an overview of the themes raised in the ten year strategies. The report highlights some of the key messages which include concerns already noted by the Council, in particular: the dependence on out-of-date data sources (in particular the 1996 census²¹); the inability to source county-level information from Government Departments and others; and issues of overlap, duplication and gaps in service provision.

When the nature of the actions mentioned in the strategies were explored in greater detail many reflected the view of the Council that significant information deficits exist at local level. The largest proportion focused on the ongoing need to undertake research (15 per cent), others on the need to provide information, to carry out pilot initiatives and to carry out evaluations. The information deficits also varied regionally. The need to undertake research accounted for 15 per cent of actions nationally but for 27 per cent in the Mid-West region²² and 19 per cent in the South-East region²³.

Whilst An Garda Síochána and the Probation and Welfare Service (PWS) did not feature prominently as agencies with responsibility for actions in the strategies, where they were mentioned the actions required the provision of extra resources and the improvement of facilities/services.

The Future Development of the CDBs

In addition to the aforementioned independent review of the CDB strategies there is a need for on-going, independent evaluation of the work of the CDBs and their constituent working groups. The CDBs have suggested that three yearly intervals would be the most appropriate. In this context, the National Development Plan, Community Support Framework Evaluation Unit in the Department of Finance is currently conducting an evaluation of the role of the CDBs and their Social Inclusion Measures (SIM) Working Groups in co-ordinating social inclusion activity.

²¹ The principle figures from Census 2002 will be released in July and August of 2003.

²² The Mid-West region consists of Clare, Limerick and Tipperary North.

²³ The South-East region consists of Wexford, Carlow, Kilkenny, Waterford and Tipperary South.

Whilst the CDBs are in their infancy it is essential that they are able to persuade all local agencies and groups of the benefits of inter-agency working and co-operation. The recent evaluation notes:

“To date, there would appear from published strategies to be less evidence of proposals to share resources and undertaking joint activities or of the corollary i.e. the ceding of territory by agencies where others are performing similar activities” (Fitzpatrick Associates/ERM: 2003, p.78).

Appendix Four

Social Inclusion Measures and Target Groups of the SIM Working Groups

SOCIAL INCLUSION MEASURES

- | | | | |
|----|--|----|--|
| 1 | LEADER | 21 | Active Measures for the Long-Term Unemployed and Socially Excluded |
| 2 | Development of Services and Enterprise Support | 22 | Skills Training |
| 3 | Early Education (Pre-Schooling) | 23 | Action Programme for the Unemployed |
| 4 | School Completion | 24 | Early School Leaver Progression |
| 5 | Early Literacy | 25 | National Employment Service |
| 6 | Traveller Education | 26 | Social Economy |
| 7 | School Guidance | 27 | Community Development Programmes |
| 8 | National Adult Literacy Strategy | 28 | Adaptability Sub-Programme |
| 9 | Back to Education Initiative | 29 | Community and Family Support |
| 10 | Adult Guidance in Further Education | 30 | Territorial Employment Pacts |
| 11 | Further Education – Educational Disadvantage Measure | 31 | Community Development/Family Support |
| 12 | Refugee Language Unit | 32 | Youth Services and Education |
| 13 | Childcare - Department of Education and Science Element (Department of Justice, Equality and Law Reform led) | 33 | Services to the Unemployed |
| 14 | Traveller Accommodation | 34 | Non Acute/Continuing Care Programme |
| 15 | Voluntary Housing Association | 35 | Acute Hospitals Programme |
| 16 | Affordable Housing Scheme | 36 | Information, Communications Technology and Research Programme |
| 17 | Funding of Accommodation for the Homeless | 37 | Childcare |
| 18 | Local Authority Housing Provision | 38 | Crime Prevention |
| 19 | Improvements to Existing Local Authority Housing | 39 | Youth Services |
| 20 | Vocational Training for Disabled/ Pathways to Employment for People with Disabilities | 40 | Equality Positive Actions |

TARGET GROUPS

- 1 Farmers
- 2 Rural Smallholders
- 3 Local Private Project Promoters
- 4 Community Groups (Rural Areas)
- 5 Disadvantaged Urban Communities
- 6 Disadvantaged Rural Communities
- 7 Disadvantaged Areas
- 8 Disadvantaged Adults
- 9 Disadvantaged Women
- 10 Marginalised Men
- 11 Young People at Risk
- 12 Children at Risk
- 13 Schools with Poor Retention Rates
- 14 Early School Leavers
- 15 Schools
- 16 Further Education
- 17 Adults with Literacy Problems
- 18 Adult Students
- 19 Traveller Children
- 20 Travellers
- 21 Young Mothers/Fathers/Parents
- 22 Vulnerable Families
- 23 Single Parents
- 24 Disability Groups/People with Disabilities
- 25 Persons using Health Centres/Hospitals
- 26 The Elderly
- 27 Youth (Youthreach)
- 28 Ex-prisoners/Probation Service
- 29 Ex-drug Addicts
- 30 Refugees/Asylum Seekers
- 31 The Homeless
- 32 The Unemployed
- 33 Long-term Unemployed
- 34 Redundant Workers
- 35 Seasonally Employed
- 36 The Low Paid
- 37 Local Authority Tenants
- 38 Substance Abusers (actual or potential)

Appendix Five

Government Departments and Statutory Agencies Consulted in the Consultation Process

Department of Education and Science

Mr. Eddie Ward

Mr. Tony O'Donovan

Ms. Claire Ryan

Ms. Maire Ní Fhlaitheaitaigh

Ms. Maura Grant

Department of the Environment and Local Government

Mr. John Cullen, Assistant Secretary

Department of Health and Children

Mr. David Smith

Department of Justice, Equality and Law Reform

Mr. Paul Murray

Ms. Margaret O'Connor, Childcare Unit

Ms. Michelle Shannon, Crime Division

Mr. David Walker, Crime Division

Mr. Michael O'Neill, Prisons Division

Department of Social, Community and Family Affairs²⁴

Ms. Catherine Hazlett, Family Affairs Unit

Mr. Albert O'Donoghue, Family Affairs Unit

Ms. Mary Lloyd, Family Mediation Service

Ms. Tina Stallard

Department of Tourism, Sport and Recreation

Ms. Kathleen Stack, Local Development Unit²⁵

An Garda Síochána

Chief Superintendent Pat Cregg,

Community Relations Section

Inspector Michael Jackson,

National Juvenile Office

Inspector Pat McCabe,

Community Relations Section

Area Development Management

Dr. Tony Crooks, Chief Executive Officer

Dublin City Council

Mr. Brendan Kenny, Assistant City Manager

Ms. Mairéad Johnston, Housing and Community Development Section

Mr. Peter Finnegan, Director of Community and Enterprise Unit

The Irish Prison Service

Mr. Seán Alyward, Director General

Mr. Jim Mitchell, Press Officer

Mr. Ned Whelan,

Governor of Wheatfield Place of Detention

Ms. Pam Lorenz, Fort Mitchell Education Unit

National Children's Office

Ms. Frances Spillane, Director

Mr. Michael Kelly, Department of Justice, Equality and Law Reform Representative in the National Children's Office

The Probation and Welfare Service

Mr. Martin Tansey, Principal Probation and Welfare Officer (now retired)

Mr. David O'Donovan, Assistant Principal Probation and Welfare Officer

Mr. Vivian Geiran, Assistant Principal Probation and Welfare Officer

²⁴ Now the Department of Social and Family Affairs.

²⁵ Ms. Kathleen Stack is now with the Department of Community, Rural and Gaeltacht Affairs, Local Development and Drugs Strategy Unit.

Appendix Six

Local Agencies And Community/ Voluntary Organisations Consulted in the Consultation Process

DUBLIN COMMUNITY HEARING

Community Policing Forum (CPF)

Ms. Marie Metcalfe, Co-ordinator

Mr. Johnny Connolly, Criminologist and author of CPF evaluations

Dublin Inner City Partnership

Mr. David Connolly, Manager

Inner City Organisations Network (ICON)

Mr. Philip Boyd, Manager

Neighbourhood Youth Project/RIPON

Mr. John Lahart, Co-ordinator

North Inner City Local Drugs Task Force

Mr. Mel MacGiobúin

LIMERICK COMMUNITY HEARING

Limerick Chamber of Commerce

Mr. David O'Mahony, President

Limerick City Development Board

Mr. Pat Dowling, Director of Community and Enterprise Unit

Limerick RAPID

Ms. Noeline Ryan, on behalf of three RAPID Co-ordinators

Limerick Youth Service

Sr. Joan Bowles, Manager

(died tragically in July, 2002)

Ms. Catherine Kelly

Nenagh Reparation Project

Mr. Donal Hurley

The PAUL Partnership

Ms. Claire Walsh, Community Development Link Worker

Probation and Welfare Service

Mr. Terry Boyle, Assistant Principal Probation and Welfare Officer

Mr. Sean Moriarty, Senior Probation and Welfare Officer

Ms. Marie Richardson, Probation and Welfare Officer

Ms. Elaine Slattery, Céim agus Céim, Moyross Probation Project

Mr. Larry de Cléir, Southhill Outreach Ltd.

TULLAMORE COMMUNITY HEARING

An Garda Síochána

Superintendent Peter Wheeler

Mr. James Hennessy, Slí Eile Garda Special Project

Mr. Kevin Farrell, Edenderry Justice Project

Health Promotion Service of Midland Health Board

Mr. Bill Ebbitt

Ms. Suzanna Knight

Offaly County Development Board

Ms. Fiona McCauley

Probation and Welfare Service

Mr. David Murray, Senior Probation and Welfare Officer

Approximately 100 individuals also attended the community hearings and made oral submissions to the National Crime Council. Careful consideration was given to all these submissions.