



**COPPING ON**

National Crime Awareness Initiative

# **Evaluation Report**

Copping On 2000-2004





# **COPPING ON**

## **EVALUATION REPORT**

ANNE DUFFY

*Publishing Consultant: Fergus Mulligan Communications*

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## FOREWORD

*I am pleased to welcome this evaluation report on Copping On-National Crime Awareness Initiative. As it approaches its tenth anniversary, Copping On is to be congratulated as an organisation for having the foresight to commission an evaluation of its services, in order to inform the development of its next strategic plan.*

*The focus of Copping On is the implementation of a national crime awareness programme with young people at risk, and the development and support of local multi-agency responses to the issue of youth offending. The evaluation includes a survey of those in school retention, second chance education, justice projects, justice agencies, Health Service Executive and youth work who have participated in Copping On training and gives their experiences with and suggestions for change in the programme.*

*The ethos of Copping On is about tackling the roots of youth crime instead of just the symptoms and this has helped to change the lives of many young people.*

*This report adds to the small, but growing body of publications relating to young people at risk of offending and will help to raise the profile of Copping On.*

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**Sylda Langford**  
Director General  
Office of the Minister for Children

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*The remit for this evaluation was extensive, and there were many who made writing it a pleasure, including the staff and Steering Committee at Copping On, and the participants and young people who took part in focus groups. Groups from all over the country gave information about their work openly and with enthusiasm. Not all those projects or organisations are included in this final Report, but it was a pleasure to speak to them. Many groups in Northern Ireland, the UK and the USA also gave generously of their time and knowledge. I am grateful for the interest and help given by these and many other individuals, groups, and government departments.*

Anne Duffy

# EXECUTIVE SUMMARY

Copping On National Crime Awareness Initiative, is approaching its tenth anniversary, and has commissioned this evaluation to help develop a strategic plan. The remit is:

1. to examine the external environment;
2. to evaluate programme management and administration;
3. to evaluate services provided between 2000 and 2004.

## 1. EXTERNAL ENVIRONMENT

Between 2000 and 2004 the government passed several pieces of legislation and prepared a number of strategies relevant to young people. Copping On must ensure it is embedded in all such existing and emerging structures. It has links with many agencies and needs to develop strategic relationships to maintain a high profile so its programme is seen as a model of good practice in crime awareness work. This could include co-operating in service delivery with schools, RAPID programmes and Health Service Executives. The programme can also increase its profile through accreditation for practitioners and the young people with whom they work.

## 2. MANAGEMENT AND ADMINISTRATION

This evaluation recommends that Copping On retains its current structure and that changes be considered at a later date, while implementing and evaluating a number of other recommendations. It does recommend changes to the Steering Committee:

- rotate the chairperson;
- increase the frequency of meetings;
- ensure equal participation of Committee members;
- maximise the use of Committee members' expertise;
- expand the skills and specialised knowledge available to the Committee.

The Copping On team is small, and has developed a good level of mutual trust and co-operation. However, to maintain and further improve performance standards that are structural and not simply relationship-based, all staff need one-to-one supervision and performance appraisal. Regular, minuted staff meetings will assist with follow through on decisions, and will support good teamwork.

This Report also recommends that Copping On review its office location as part of its long term strategic planning.

## 3. SERVICE PROVISION

Copping On services include: a two day training programme, junior and senior training Resource Packs, facilitation of prison visits, follow up training, project visits, newsletters and a website. The evaluation surveyed 420 programme participants of whom 91 responded. The key findings are:

- 80% of respondents have enough contact with young people to run a crime awareness programme and most have extensive experience working with young people.
- 57% of participants felt the training was highly or very highly useful and 40% rated it between very low to medium usefulness.
- The current content fits the needs of 57% of respondents.
- 46% use the training for solely crime awareness and 53% for other purposes.
- Respondents have used Copping On material with approximately 1,250 children.
- 61% would like Copping On to develop a DVD for crime awareness work with young people, 57% would like training on re-offenders, 49% would like training and resources for those with low literacy levels, and 48% would like greater focus on work with families.

- 78% of respondents have used the Packs and an identical number say they found them user friendly.
- 78% of respondents have not attended follow up training, and 92% have not had project visits.
- 41% believe the Copping On programme changed their approach to crime awareness work with young people, and 38% feel it contributed to a multi-agency approach while 46% feel it did not.

## MAIN RECOMMENDATIONS

1. *The training should expand to focus on those with low literacy levels, families, and those at risk of re-offending. Copping On should produce a DVD for use in crime awareness work with young people.*
2. *Copping On needs to set targets to increase the number of participants using the programme material for its intended purpose.*
3. *Copping On needs a more strategic approach to follow up training, project visits, and multi-agency work with measurable, quantitative and qualitative targets. This includes defining what multi-agency work means for Copping On in supporting participants, and helping them identify local stakeholders in crime prevention.*
4. *Copping On needs to raise the profile of the programme; one of the ways it can do this is to seek accreditation.*
5. *The programme needs to establish an integrated approach to support local multi-agency crime awareness work. One of the ways it could do this is by developing guidelines for multi-agency work so as to become a model of good practice.*
6. *Copping On should expand and update its data collection systems to establish:*
  - *Levels of participant delivery of programmes to young people;*
  - *The impact of the programme on young people;*
  - *Follow up training and project visits;*
  - *How the programme can continue to meet the needs of the target group.*



# 1

## SETTING THE CONTEXT

### I.1 INTRODUCTION

Copping On, the National Crime Awareness Initiative, provides:

*“A comprehensive crime prevention and awareness programme for those working with young people. The training enables those working with young people to deliver a programme based on multi-agency co-operation in order to affect positive change.”*

The City of Dublin Vocational Educational Committee, CDVEC, administers the programme and the Department of Justice Equality and Law Reform, the Department of Education and Science, and FÁS fund it.

Participants come from different backgrounds and the two-day training course covers communications, relationships, drugs and alcohol, right and wrong, and understanding the justice system. It actively engages in direct implementation of crime awareness sessions within these themes. Participants also receive comprehensive Resource Packs to help deliver crime awareness programmes and have an opportunity to network with other practitioners.

Central to the ethos of Copping On is that each young person is unique, that young people learn best through their own discovery, and the need for a balance between providing opportunities to discuss issues and challenging their behaviour and attitudes.

### I.2 TERMS OF REFERENCE

These were to review and, if appropriate, make recommendations on:

- The external environment
- The training programme – including timing, content, relevance, and impact
- Whether the training reaches the target group
- Level and value of participation in follow up training
- Level and value of project visits
- Resource Packs – layout, ease of use, suggested improvements
- Prison visits – take up and impact
- Other resources – use and value of website, newsletter and leaflet.

Management and administration including:

- Internal operational procedures
- Value of Copping On to the CDVEC
- Steering Committee
- Structures for delivery of service

### I.3 METHODOLOGY

The methodology employed for this evaluation includes:

- Focus groups – with previous training participants and young people
- Interviews with participants who have delivered crime awareness programmes to young people
- In depth interviews with Copping On staff and CDVEC Education Officer
- Telephone interviews with recent participants to assess the immediate impact of training
- Postal survey of 420 training participants from 2000 to 2004, using a stratified random sample
- Management and administration review meeting with Copping On staff

- Meeting with Steering Committee
- Desk research into the operational context of Copping On
- Phone interviews with statutory and not for profit services in Ireland and abroad.
- Review of Copping On documents including annual reports, review day minutes, and staff contracts.

## I.4 REPORT STRUCTURE

Chapter 1 examines the context in which Copping On operates while Chapter 2 focuses on the management and administration of Copping On: management structures, staff and Committee roles and responsibilities, staff management, decision making, communication, and office space. Chapter 3 deals with the training programme and additional supports and resources provided. It includes the timing, delivery, relevance, and impact of the training and support and reviews the Resource Packs as well as the website and newsletter. It also gives details of the focus groups with young people who participated in crime awareness programmes delivered by Copping On participants. The Appendixes look at examples of multi-agency work, work with families, and innovative service provision in crime prevention and awareness. They also examine the juvenile justice system in Ireland with brief overviews of juvenile justice in Northern Ireland, England and Wales, Scotland and aspects of initiatives in the USA and Canada.

## I.5 SERVICE ON THE GROUND

Service approaches to crime prevention in Ireland reflect a variety of documented risk factors and risk behaviours of young people. The Copping On Resource Packs outline various measures aimed at “situational prevention, community prevention, and developmental prevention”. These include in and out of school programmes, Youthreach, youth and community programmes, health programmes, mentoring, and activity/sport based programmes and family support programmes. Responsibility for their delivery lies with various government departments and the voluntary/not for profit sector.

Two recent documents review crime prevention and reduction programmes for young people in Ireland: The Irish Association for the Study of Delinquency - Literature and System Review (IASD 2005), and the Centre for Social and Educational Research - Crime Prevention Directory (CSER 2002). The CSER directory distinguishes between projects that “either intend to reduce offending and/or victimisation”, on the one hand, and projects that “carry out work that otherwise may contribute to the reduction of offending and/or victimisation”. It further categorises projects into those focussing on alcohol and drugs, families and children, men, neighbourhood watch, offending, women, and youth.

Chapter 3 contains a full discussion of service delivery at Copping On while Appendix 3 outlines work on the ground from three perspectives that are important to the work of Copping On. These are: a) multi-agency work in crime prevention; b) supporting young offenders’ families; and c) innovation in crime prevention.

## I.6 CONCLUSIONS

There are several implications for Copping On.

**I.6.1 Multi-agency work – developing links and becoming embedded:** With the range of agencies and government departments involved and the evaluator found low levels of inter-agency co-ordination, effective multi-agency work is increasingly important. Copping On is well placed to become embedded in existing and emerging structures.

Although the programme is well respected, achieving increased profile and credibility and becoming embedded, demand ongoing and active commitment to build and maintain alliances. Simply making the connection is not enough. Copping On needs to set clear, measurable goals and strategies in crime prevention work with young people.

Copping On has established some links but may benefit from clearer targeting of:

- Joint Policing Committees
- Partnership companies
- Rapid teams

- Regional and Local Drugs Task Forces
- Key personnel in Health Service Executive areas
- National Crime Council
- Judicial personnel
- Emerging VEC youth work structures, in particular organisations with approved and designated services status under the Youth Work Act.
- The Development Unit envisaged under the National Youth Work Development Plan 2003-2007 includes as one of its many action points to promote best practice crime prevention guidelines. This Development Unit was announced late in 2005 by Minister Síle de Valera and will commence work in 2006.

**1.6.2 Multi-agency work – supporting local level multi-agency development;** Local multi-agency work is key to successful crime prevention and a more strategic approach to supporting it may be helpful. Due to the fact that Copping On offers training in community and county settings, it could consider offering support and training in relationship building.

Lead agencies are crucial in youth crime prevention work and Copping On can play a role as lead agency in this area, identifying other local agencies where there is no multi-agency co-operation and offering intensive training.

**1.6.3 Collaboration and co-operation in service delivery;** Copping On has an opportunity to collaborate and co-operate in service delivery. It has done joint work, but there is scope for more focused work. This could include:

- Collaboration in delivering a Copping On programme in schools; as part of a wider SPHE programme
- Focusing on programmes like RAPID and the Partnership companies who are interested in crime prevention, and have experience in multi-agency work. This will add to Copping On knowledge of multi-agency work, and to RAPID and Partnership knowledge of juvenile crime. Co-operation models could be disseminated to those less familiar with multi-agency work.
- Co-operating with the National Youth Health Programme, since crime prevention and health promotion are closely linked.

**1.6.4 Training content:** Copping On is in a unique position to provide up to date and accurate information on best practice in crime prevention. This Report addresses the various content possibilities in Copping On training. Two specific needs arise: ensuring practitioners are confident to participate in the family conference and a clearer focus on work with families.

#### ***Family conferencing***

The Resource packs contain information regarding practitioners participation in Family Conferencing. This is a relatively new area of work and to this end Copping On could provide occasional training, such as an annual one day course to ensure practitioners are fully prepared to support families and young people to participate in them.

#### ***Work with families***

The Children Act emphasises parental responsibility and much of the literature on youth offending calls for family involvement in crime prevention and awareness measures.

Copping On has always been aware of the importance of family involvement and refers in its own literature to the under involvement of parents. The focus of Copping On work has been solely on young people, and while there are suggestions on exercises which can be adapted for parents, and methods of contacting them, the emphasis in this area remains low.

If family members are to be involved in crime awareness and prevention and held morally and financially accountable for young people's behaviour, Copping On training participants may benefit from a more direct approach to these issues.

#### ***Accreditation***

Copping On has discussed accreditation but for a variety of reasons has not pursued it. The National Youth Work Development Plan focuses on the need for high youth work standards with a validation body. Copping On is well placed to reconsider accreditation for youth work practitioners and young people themselves. Accreditation will add to the overall credibility of the programme.

**Resources materials**

There is great innovation in crime prevention and awareness, with many resources and evaluated models of good practice available. Although Copping On Resource Packs list many useful resources, it can assist practitioners by expanding those available at its training and creating a reference library for practitioners and social research students.

**Young people's views**

The National Children's Strategy details the importance of "children having a voice in matters which affect them". Copping On needs to develop strategies to hear young people's views of the programme and crime prevention. This might include having young people on the Committee, or a sub-committee, as is the case with the Health and Social Service Boards in Northern Ireland and should also include collecting data from young people who have participated in the programme.

# 2

## MANAGEMENT AND ADMINISTRATION

### 2.1 COMMUNICATION AND DECISION MAKING STRUCTURES

#### Structures and methods

There are five stakeholders in the Copping On programme: the Copping On team, the Steering Committee (including funders), the CDVEC, the participants, and the young people who are the ultimate beneficiaries. Figure 1 shows the lines of communication and Table 1 details communication methods between the team and other stakeholders.

It should be noted that the Administrator of the programme works part time – fourteen hours a week.

Figure 1: Stakeholder lines of communication

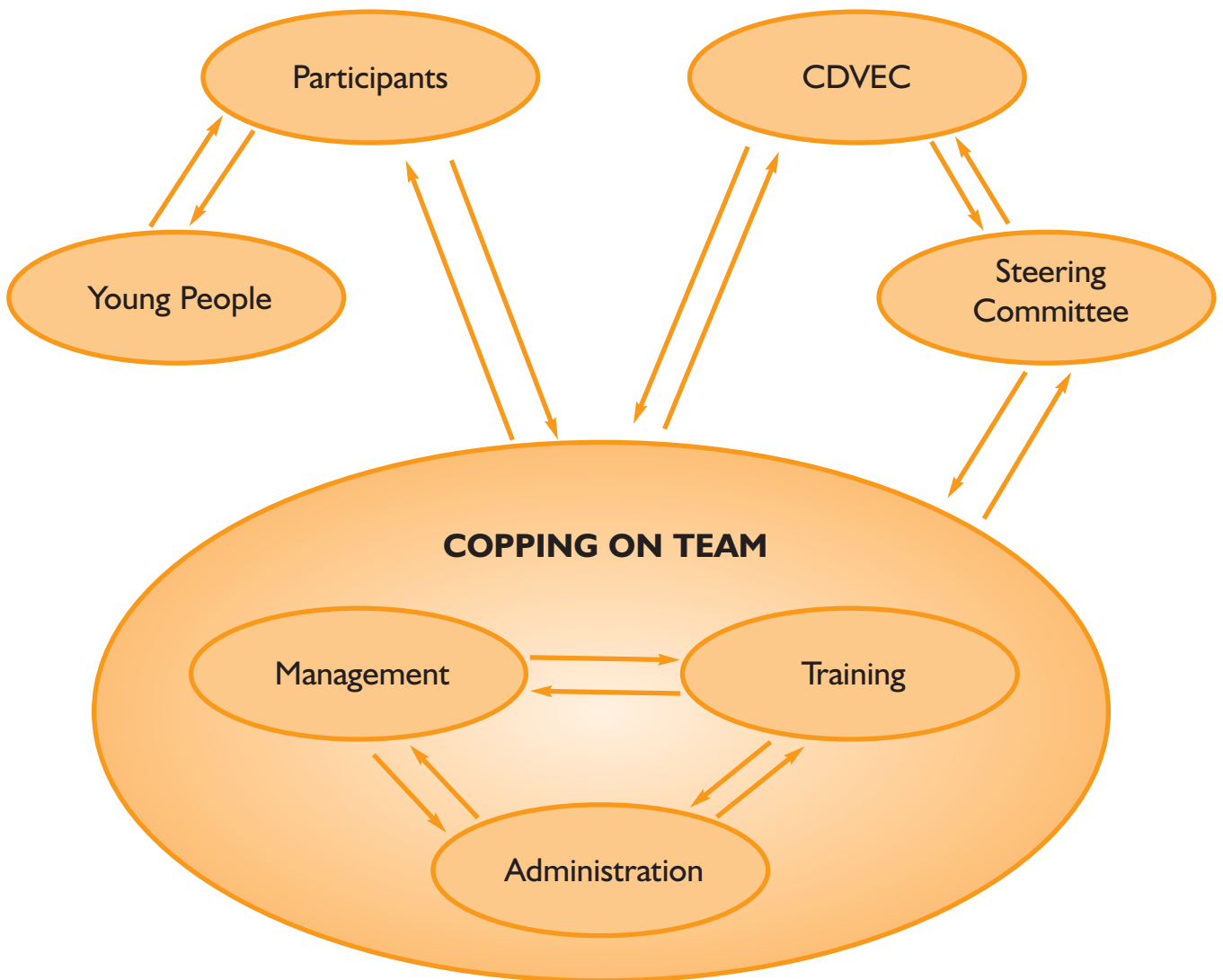


Table 1: Stakeholder methods of communication

| Stakeholders                       | Methods of communication   |
|------------------------------------|--|
| <b>Team (internal)</b>             | <ul style="list-style-type: none"> <li>● Staff meetings</li> <li>● Facilitated team supervision</li> <li>● One to one supervision</li> <li>● Message book to update absent team members on significant developments</li> <li>● Informal exchange of information and open discussion, (an organic process in small office with small team)</li> </ul>   |
| <b>Team and Steering Committee</b> | <ul style="list-style-type: none"> <li>● Quarterly Steering Committee meetings</li> <li>● Quarterly and annual reports</li> <li>● Phone support from Committee members on specific issues</li> </ul>   |
| <b>Team and CDVEC</b>              | <ul style="list-style-type: none"> <li>● Financial returns (and meetings with finance officer)</li> <li>● Quarterly and annual reports</li> <li>● Feedback from CDVEC representative on Steering Committee</li> </ul>  |
| <b>Team and participants</b>       | <ul style="list-style-type: none"> <li>● Training programme.</li> <li>● Review of issues raised by participants during the course is posted to participants after the training</li> <li>● Training evaluations</li> <li>● Phone responses to queries from previous or intending participants</li> <li>● Follow up training (team recognises need for improvement)</li> <li>● Project visits (team recognises need for improvement)</li> <li>● Newsletter</li> <li>● Website</li> </ul> |
| <b>Team and young people</b>       | <ul style="list-style-type: none"> <li>● No structured means of communication</li> </ul>   |

**Decision making and roles and responsibilities**

Decision making structures and staff roles and responsibilities are closely linked. The review day with the team highlighted that while in theory responsibilities are specifically allocated, in practice the team as a whole makes a lot of decisions. While this is strength in that it encourages involvement, it is also a weakness in that it can cause blurring of boundaries, confusion of roles, and duplication of effort.

Tables 2 and 3 show decision-making by area at Copping On, and the roles and responsibilities of staff. The contents of both of these tables are based on individual meetings with staff members, and a team evaluation meeting.

Table 2: Decision making by area and responsibility

| Area  | Responsibility for decision                                 |   |
|---|---|---|
| <b>Training</b>   | Location:   | Training and Development Officer  |
|   | Follow up training:   | Training and Development Officer  |
|   | Training schedule:  | Training and Development Officer<br>in co-operation with Manager  |
| <b>Finance</b>  | Financial management:                                       | Manager   |
|   | Financial administration:                                   | Administrator   |
|   | Financial monitoring:                                       | CDVEC and Steering Committee  |
|   | Course fees:  | Committee with staff input  |
| <b>PRO</b>  | Attendance at conferences:                                  | Manager   |
|   | Liaising with other agencies:                               | Manager   |
|   | Presentations to bodies:                                    | Manager   |
| <b>Publications/promotional materials (calendars, card, branding etc)</b> | Resource Packs:   | Manager (with staff input)  |
|   | Newsletter:   | Topics by team, content by Training and Development Officer   |
|   | Website:  | No one has specific responsibility  |
|   | Other materials:  | Manager and Training and Development Officer  |
| <b>Project visits</b>   | Manager and Training and Development Officer                |   |
| <b>Staff development</b>  | Manager (based on staff's identification of training needs) |   |
| <b>Developmental decisions</b>  | Manager   | Team members, including the Manager, raise ideas and these are discussed by the team. If there is not full agreement, team members can in theory bring the idea to the Committee for discussion, in practice this has never occurred. |
|   | Committee   | Discuss and ratify major developmental decisions  |

Table 3: Staff roles and responsibilities

| Post                                    | Responsibilities as per job description  |
|---|--|
| <b>Manager</b>                          | <ul style="list-style-type: none"> <li>■ General planning, development and evaluation of Copping On</li> <li>■ Ensure operation within budget, and financial accountability</li> <li>■ Develop/revise resource material</li> <li>■ Schedule training</li> <li>■ Represent Copping On at conferences, facilitate interagency co-operation</li> <li>■ Support, facilitate, and train practitioners (training by Manager occurs when Training Officer is absent, or events overlap)</li> <li>■ Staff supervision</li> </ul>   |
| <b>Training and Development Officer</b> | <ul style="list-style-type: none"> <li>■ Schedule training</li> <li>■ Prep/admin of training events</li> <li>■ Deliver training</li> <li>■ Provide follow up visits and support as necessary</li> <li>■ Promote multi-agency work at local level</li> <li>■ Support development of the Copping On programme</li> <li>■ Receive supervision</li> <li>■ Other office administration as appropriate</li> </ul> <p>(Note: the definition of “development” responsibilities for this post needs to be clarified.)</p>   |
| <b>Part Time Administrator</b>          | <ul style="list-style-type: none"> <li>■ There is no specific job description available for the administrator. Her one to one interview shows her responsibilities as:</li> <li>■ Account management – money received, invoices, returns to VEC, financial reports, maintaining accounts, payments for training and petty cash</li> <li>■ Training administration – Administration in the absence of the Training Officer, and involvement in large mailings</li> <li>■ Purchasing and pricing – Includes office supplies, pricing Resource Packs</li> <li>■ Database maintenance – Includes transfer of attendance information to database for advertising, follow up training, newsletter distribution, and preparation of statistics for annual report</li> </ul> |



## 2.2 MANAGEMENT STRUCTURE

### 2.2.1 Overview

Copping On developed from an identified need amongst practitioners in Youthreach, Leixlip, Co. Kildare. The programme was established in 1996 with a national Steering Committee originally made up of nominees from the funders but since then the membership has expanded along with the programme. The City of Dublin VEC took over the role of financially administering the programme in 1998 and still does so.

The programme has seen many changes with major staff changes over the evaluation period, 2000-2004. However the core of the programme remains a two-day residential crime awareness-training programme, with a comprehensive Resource Pack for use in crime awareness work with young people.

The education officer of the CDVEC holds ultimate responsibility for the programme. The Steering Committee consists of: a) representatives of the various government departments who fund the programme; b) a CDVEC representative; c) the National Co-ordinator of the Youthreach programme; and d) a youth work practitioner.

The Committee chairperson has been in place for some time and, although very committed to Copping On, he would welcome the opportunity to pass on this responsibility. There are no other officers and occasional sub-committees are formed for specific purposes as needed.

Copping On has three paid staff: a Manager, Training and Development Officer, and part time Administrator. The Manager and Training and Development Officer attend the quarterly Steering Committee meetings, making reports on finance, training, and programme developments.

The management structure review is under these sub-headings:

- 1) ■ Steering Committee
  - Structure and process
  - Role in staff management
  - Benefits of current management structure and process
  - Drawbacks of management structure and processes with recommendations
- 2) Finance management
- 3) Staff management
- 4) Office space and location
- 5) Profile management
- 6) Data collection and management

### 2.2.2. Steering Committee

#### **Structure and process**

Steering Committee members define their role as overseeing and monitoring the programme, steering its direction, and generally supporting the programme. In addition to the time spent at meetings, Committee members are available by phone to provide expertise when requested. The team experiences Steering Committee meetings as primarily one-way communication from the team to Committee.

The membership of the Committee consists of a) long stay members such as the national Youthreach co-ordinator (chair), the CDVEC representative, and the practitioner representative; and b) representatives of funder government departments who tend to serve for a shorter time due to the changing nature of their job. Their commitment to Copping On is no less evident, and all members find there is a useful exchange of information and ideas. Committee members note that constant change is a part of their experience so all members are up to speed with current policy and developments.

The Committee meets on average four times per year, with occasional review days. Attendance varies but most commonly there are between five and seven present. Committee members note that the gap between meetings means if they miss one meeting it is hard to stay abreast of developments. The meetings are scheduled to last half a day.

There has been discussion on changing the management structure of Copping On to one of independent charitable status, or becoming a more formal part of some other body. This Report makes recommendations on training, management, operational context, service delivery, and office space. Their implementation requires time and effort that would make such significant changes difficult. This issue should be deferred to allow for implementation and evaluation of the changes arising out of the current process.

*Steering Committee role in staff management*

Neither the Steering Committee nor CDVEC have an active role in Copping On staff management. While neither should be involved on a day-to-day basis, the structure means the Manager’s performance is not formally evaluated. Managers, like all staff, need to engage in formal performance appraisal. Although the Manager takes part in external peer supervision and this works well for her, performance appraisal should be internal so that those responsible for it clearly understand the role, function, and goals of the organisation.

At a review day in December 2002 the Committee recognised the need for staff support structures, noting that a “more formal, but not restrictive support should be considered as the project evolves” and two members agreed to be available to the Manager and staff at that time. This formal support is not currently in place.

**Benefits and drawbacks of management structure and processes with recommendations**

**Benefit 1: Availability of expertise and programme credibility**

The team can draw on Committee members’ expertise with direct links to government departments, adding to public and departmental credibility for Copping On.

Being a CDVEC programme allows for transparent finances and recruitment. Copping On fits in well with CDVEC general philosophy and approach, which recognises Copping On training as one of several programmes available to Youthreach participants, adding further to the programme’s credibility.

**Benefit 2: Committee members benefit from information exchange**

This includes information on policy and development in different sectors, adding to members’ capacity to influence programme development.

**Benefit 3: The Copping On team has a high level of autonomy**

This autonomy is evident in the team’s day-to-day work.

**Drawbacks of management structure and processes**

*Drawback 1: Potential lack of recognition and lack of development*

Answering to several departments can lead to a sense of belonging to none and a lack of focus. This was recognised in 2000 at a Committee review day, which noted that since “the programme has no one champion, it may fall through holes”, and again at the 2005 evaluation meeting. The earlier meeting recognised that having many champions may achieve a “critical mass model in terms of Copping On identity and impact” but this has not come into effect. This is partly due to the high turnover in Committee members, infrequent meetings, and a lack of strategic promotion of Copping On within relevant departments and organisations. The 2000 meeting raised the need for such promotion.

**RECOMMENDATIONS**

- Committee members need to ensure vertical and lateral flow of information and active promotion of Copping On within their department or organisation.

**Responsibility: individual Committee members**

- Agree specific promotional strategies for each department or organisation to encourage department personnel to attend Copping On training. Although departmental grants are relatively small, a focus on promoting the programme will benefit both the departments and young people.

**Responsibility: Full Committee and individual members**

*Drawback 2: High turnover of departmental representatives*

The high turnover and varied level of knowledge among Committee members is a second drawback which undermines individual commitment. This can add to the lack of promotion of Copping On within departments and limits the ability of the Committee to be a model of good practice in multi-agency working.

**RECOMMENDATIONS**

- *Ensure the Chair and Manager are aware of a changeover in members.*

**Responsibility: Committee chair, old/new member, and the Manager**

- *Ensure departmental representatives are familiar with the profile of training participants and the young people with whom they work with.*

**Responsibility: Committee chair, old/new member, and the Manager**

- *Provide an effective induction for new members with backdated minutes, the role and expectations of Committee members, training packs, a joint meeting with the chair and the Manager, and attendance at one two-day training event (as suggested by a departmental Committee member).*

**Responsibility: Committee chair, old/new member, and the Manager**

- *Even though it meets infrequently and has personnel changes, the Steering Committee needs to ensure it is an effective team, with equal participation at meetings so as to be a model of good practice.*

**Responsibility: each Committee member**

*Drawback 3: Frequency of meetings*

Four meetings a year means it can be hard to keep in touch with what is going on in the programme if someone misses a meeting. It is important all members are engaged with programme developments.

**RECOMMENDATIONS**

- *Hold meetings every two months for shorter business, and once per quarter call a longer meeting for more general discussion on progress, policy developments, and strategic plans. Members could stay in touch with developments, and the team could have more detailed discussion to draw on Committee members' expertise.*

**Responsibility: Full Committee, Manager, and Training and Development Officer.**

- *Consider setting up a practitioners' sub-committee or regional fora for more in depth discussion of youth crime issues.*

- *The Committee should further consider expanding membership to include, for example, the national school completion co-ordinator or a prison officer to raise the Copping On profile and add further expertise to the programme. This should relieve pressure on current Committee members.*

*Drawback 4: Under use of Committee expertise*

The Copping On team would welcome greater opportunity to draw on the expertise of the Committee and to discuss issues in more depth.

**RECOMMENDATIONS**

- *Hold one discussion-based meeting per quarter, as described above.*

**Responsibility: full Committee**

- *Rotate the position of chair, possibly every two years, so one person does not continually hold that responsibility and different members can share their expertise.*

**Responsibility: full Committee**

*Drawback 5: Lack of involvement in staff management*

The Committee should not be involved in staff management but the absence of direct line management means there are no agreed performance targets for the Manager nor evaluation of her performance. The Committee has no opportunity to hear about any significant internal team difficulties, should such develop. The presumption that the Committee will hear about it “if things go wrong” is not good management practice.

**RECOMMENDATIONS**

- *That a willing Committee member provide regular support and supervision to the Manager, including performance appraisal.*
- *Responsibility: Committee to decide who is responsible, available and willing.*

**2.2.3 Finance management**

The Departments of Education and Science, Justice, Equality and Law Reform and FÁS jointly fund Copping On. Although there has been extra funding over the years for specific purposes, general funding is not index linked. Participant fees, set by the Committee in consultation with staff, are an additional source of income.

Departmental funding is channelled through the CDVEC. Should the funding cease then Copping On too would cease. The chain of responsibility for financial management is as follows.

**CDVEC** - The Education Officer, and the Chair of the Steering committee, monitor expenditure and initiate discussion or action if there is a significant under or over spend, or an item or development is considered unnecessary to the programme.

**Steering Committee** - Representatives of funding agencies sit on the Committee and ensure expenditure is consistent with the funding remit and in budget.

**Manager** - The Manager makes financial decisions and keeps the programme within budget.

**Administrator** - The Administrator reports to the Manager and the finance officer within the CDVEC. She makes financial returns to the CDVEC and meets the finance officer to review financial issues.

As the financial management system and relationships with the CDVEC appear to be working well, no changes are recommended.

**2.2.4 Staff management**

**Overview**

Copping On staff are managed through one to one support and supervision, team supervision with an outside facilitator once a quarter, and staff meetings. The Manager takes part in facilitated peer supervision sessions with Managers of two other organisations about once every two months. The Steering Committee has no formal role in staff management which is reviewed under: one to one support and supervision; team supervision; staff meetings; Manager’s peer supervision.

**One to one support and supervision**

These are important to allow staff review their work, raise emerging issues, focus on problem solving, and set goals. The Training and Development Officer currently receives support and supervision, but the Administrator does not. This is more a result of the organisation’s history than conscious policy, and there is ongoing open feedback between the Administrator and Manager. The current team and relationships developed over time can accommodate this supervision difference. Nonetheless, it is important to have standardised appraisal and supervision structures. Staff will change, but standard systems should ensure good management is not solely dependent on good relationships.

## RECOMMENDATIONS

*One-to-one support and supervision should be part of larger performance appraisal feeding into regular supervision. Copping On should:*

- *Conduct monthly supervision for full time, and bi-monthly supervision for part time staff.*
- *Ensure both parties agree to any outcomes or objectives set.*
- *Ensure all outcomes are documented for review at the next meeting using standard forms.*
- *Prior to an upcoming supervision ensure each party indicates any additional work related issues not covered in the previous session.*

*It is important the focus of performance appraisal is clearly task oriented, with the emphasis on practical problem solving and organisational development. The Copping On team is small and team members have a good relationship. This trust is a valuable basis for developing an effective performance appraisal system with regular supervision.*

### Team supervision

The Copping On Team attend quarterly team supervision meetings with an outside facilitator to discuss team issues or work practices and the facilitator also raises issues as an observer. The long gap between these meetings means that issues raised can remain in the air for some time and this can be difficult. The team feels the facilitator follows through on issues from meeting to meeting and on the whole finds these meetings a helpful forum for team maintenance.

## RECOMMENDATIONS

*Since this process is currently working quite well for programme staff, it should be allowed to continue.*

**Staff meetings** - *Staff meetings are scheduled once a month, but are often put aside if another issue arises. Although there is good communication because the team is small and works in a open plan office, it is still necessary to have a formal staff meeting, when detailed discussion and planning can take place without interruption.*

**Recommendation** - *Monthly staff meetings should take place following a prepared agenda, with minutes of decisions and allocation of tasks for follow up at the next meeting.*

**Manager's peer supervision** - *The facilitated peer supervision for the Manager appears to work well for her.*

**Recommendations** - *The Steering Committee should continue to support this process.*

### 2.2.5 Office space and location

The Copping On team operates out of a single office space. Although there is access to a separate meeting space, it is not always available. Provision of a dedicated training / separate meeting space might be strategic for future programme development. Staff cannot make sensitive phone calls in private, and currently there is limited storage space. The toilet facilities, which are in a corridor leading to the office, are cubicles and are not fully enclosed. This does not contribute to an efficient, professional image and it is a credit to the team that they operate so well in this limited space.

While better office facilities and possible relocation will increase costs somewhat for funders, it would be worthwhile to consider office relocation as part of its strategic planning.

## RECOMMENDATIONS

*Copping On should consider relocating to premises as part of its overall strategic development, one that would include the following:*

- *Have easy access via national routes from all parts of the country*
- *Have adequate space for training and meetings*
- *Provide adequate parking facilities*
- *Adhere to all health and safety standards*

## 2.2.6 Data management and collection

### Overview

Effective collection, management and use of data are an important tool for organisational development. Data which can usefully contribute to the development of Copping On and effective targeting of events includes participant profiles and evaluations, level of participant delivery of programmes, and programme impact on young people.

Participant profile and evaluation data is currently collected from confirmation forms prior to training and profile and evaluation forms when training is complete. The information is included in the current database which has a number of uses.

- Input to the annual report
- Information for the Steering Committee
- Providing the trainer with a sense of participant group work and facilitation skills
- Newsletters
- Informing participants of upcoming events.

Copping On can make more effective use of data if it strategically targets project visits, follow up training and future developments through the following.

### Ensure database is up to date

There is a high turnover rate on the database, reflected in the responses to the participant survey. Ninety-one participants returned completed forms, and an additional 75 indicated the named person had left the organisation.

#### RECOMMENDATIONS

*Regular database monitoring to ensure participants are still in position, with a stamped addressed postcard sent to those on the database a long time so organisations can indicate if the participant has left.*

### Expand participant profile

Expanding participants' data will help Copping On to target services more effectively.

#### RECOMMENDATIONS

*Copping On should combine the application and profile forms into one along with current data collected, including the following for input, and cross reference.*

- Sector and categories
- Organisation (to target for training when a person leaves)
- Current post and responsibilities
- Length of time with organisation
- Full or part time worker
- Level of facilitation experience (information gathered but not used to full effect)
- Level and type of contact and experience working with young people
- Whether participant has completed follow up training
- Whether participant has made a prison visit
- Whether the organisation has had a project visit

*Gathering data prior to participation will give Copping On a clearer sense of participant readiness and any additional supports needed for programme delivery.*

### Adjust content of evaluation data and maintain current collation system

The Training and Development Officer has recently reviewed the training evaluation form which collects quantitative data on overall satisfaction, training delivery, perceived usefulness of the programme, and preparedness for delivering a crime awareness programme. This data is prepared in graph form for the Steering Committee.

## RECOMMENDATIONS

- *Include options on the likelihood of participant delivery of a crime awareness programme in the following 3, 6, 9, 12 months to allow for focused follow up.*
- *Include space for participants to say why they do or do not feel prepared to run a programme, and what additional supports they need. This will allow Copping On take account of varied levels of experience.*

### **Systems to collect data on participant delivery of programmes**

Copping On needs to collect and analyse data on participant delivery of programmes to document training outcomes and inform future developments.

## RECOMMENDATIONS

- *Conduct an annual focus group with participants who have delivered programmes.*
- *Distribute an annual questionnaire to find out how many programmes were delivered, to how many young people, and what recommendations if any arise.*

### **Collection of data on impact of programme on young people**

At facilitated days in 2001 and 2002, the Steering Committee recognised the importance of qualitative evaluation with young people to ensure the programme delivery and training content remain pertinent.

## RECOMMENDATIONS

- *Conduct regular focus group meetings with young people.*
- *Devise a system for feedback from participants on the impact on young people.*
- *Prepare a standard survey form to elicit key information from young people prior to participation, and a similar one after completion of the programme.*

### **Reviewing data systems**

As Copping On grows, the need for, and use of, information will change and it should make corresponding changes in data gathering and review systems.

## RECOMMENDATIONS

- *Copping On should conduct a systematic annual review of the purpose and effectiveness of data collection to ensure it meets the organisation's changing needs.*

#### *Additional note re: data collection*

Updating the data collections systems, in particular the participant database, will be quite time consuming initially, requiring increased administration hours. This process needs to be supported.

### **2.2.7 Profile management**

Copping On needs to maintain a high profile, currently managed in several ways. Products and services are branded with the programme logo. Both the Manager and Training and Development Officer attend conferences and seminars, keeping the name of Copping On to the fore. In addition the Manager has made presentations at conferences and provided information for researchers and journalists.

## RECOMMENDATIONS

- *Copping On needs to maintain a high profile so recommendations cover developing and promoting inter agency links and collaboration and improving service quality.*
- *Networking is important in itself but does not constitute multi-agency work. Copping On needs to ensure that along with such links it co-operates with other organisations on crime awareness.*
- *Explore collaboration in crime awareness programmes, such as the SPHE schools programme.*
- *Support practitioners in multi-agency crime prevention work at local level to increase awareness of Copping On.*
- *Review programme accreditation to add to the organisation’s profile.*
- *Develop a strategic approach to confirm Copping On provides an effective, high quality service with direct feedback from participants and young people.*

### 2.3 SUMMARY OF MANAGEMENT AND ADMINISTRATION RECOMMENDATIONS

Table 4: Management and administration recommendations by area

| Area of management            | Recommendations   |
|-------------------------------|---|
| <b>Steering Committee</b>     | <ul style="list-style-type: none"> <li>■ Follow through all Committee decisions</li> <li>■ Through promotion ensure information flow between Committee members and their organisations or departments or programmes</li> <li>■ Communicate Committee membership changes and implement effective induction</li> <li>■ Increase frequency and reduce length of meetings, with one discussion meeting per quarter for better use of Committee expertise</li> <li>■ Create regional fora for broader based discussions</li> <li>■ Consider expanded membership to include additional expertise</li> <li>■ Rotate the position of chairperson</li> <li>■ Establish a supervision system for the Manager in keeping with good management practice.</li> </ul> |
| <b>Staff management</b>       | <ul style="list-style-type: none"> <li>■ Ensure all staff have regular performance appraisals and one to one supervision</li> <li>■ Ensure monthly staff meetings are prioritised and minuted</li> </ul>  |
| <b>Office space, location</b> | <ul style="list-style-type: none"> <li>■ Review its office location as part of its long term strategic planning.</li> </ul>   |
| <b>Data management</b>        | <ul style="list-style-type: none"> <li>■ Ensure the database is up to date</li> <li>■ Expand the participant profile</li> <li>■ Change the content of participant evaluation forms</li> <li>■ Collect data on participant programme delivery</li> <li>■ Collect data on the impact of the programme on young people</li> <li>■ Conduct an annual review of data collection and data systems</li> </ul>  |
| <b>Profile management</b>     | <ul style="list-style-type: none"> <li>■ Develop and promote interagency links, with multi-agency work and collaboration</li> <li>■ Establish systems to prove quality of service</li> </ul>  |



## 3

## SERVICE DELIVERY AT COPPING ON

This chapter has four parts. The first is an overview of Copping On services and the second gives the results of a focus group which assessed the views of young participants in crime awareness programmes based on Copping On material. The numbers are small so are not statistically significant in terms of the evaluation findings. The third part gives the participant survey results and the fourth summarises the main recommendations.

### 3.1 OVERVIEW

Services provided by Copping On include:

- 1) Two-day training programme
- 2) Training Resource Packs
- 3) Facilitation of prison visits
- 4) Follow up training
- 5) Project visits
- 6) Additional resources (website, leaflet and newsletter)

#### 3.1.1 Training programme

Between 2000 and 2004, 1,436 participants took part in 78 training programmes in 24 counties. Table 4 shows the breakdown.

Table 4: Training delivery 2000 - 2004

| Year of training | Number of events | Number of counties where training is held | Total attendance |
|------------------|------------------|---|------------------|
| 2000             | 17               | 10  | 321              |
| 2001             | 13               | 8   | 307              |
| 2002             | 19               | 14  | 280              |
| 2003             | 15               | 13  | 239              |
| 2004             | 14               | 9   | 289              |
| <b>Total</b>     | <b>78</b>        | <b>26</b>                                 | <b>1,436</b>     |

On the two-day residential programme participants become familiar with the Copping On approach to crime awareness with practical experience running a crime awareness session. This reflects the Copping On ethos that people learn best through direct experience and residential training helps participants to network.

#### 3.1.2 Training Resource Packs

The junior and senior Resource Packs are a key part of Copping On services. Each pack encourages flexibility so participants can meet the specific needs of each group. It consists of twelve sections: Facilitators' guidelines; Social/educational factors in offending behaviour; Legal information; References/further reading/support agencies; Ice breakers; Introduction to crime; Relationships; Communications; Drug sense; Right and wrong; Understanding the justice system; Evaluation and closure. An updated 2nd edition of the junior pack was published in January 2005.

#### 3.1.3 Prison visits

These are an important part of the organisation's work and are optional for participants and the young people with whom they work. They allow both to discover the reality of prison life and dispel many of the myths. The 2000–2004 Copping On annual reports note that although visits are not appropriate for all young people, the majority of participants viewed them as beneficial. Criteria for visits are:

- At least one of the group's facilitators has visited the prison in advance of the young people;
- The group has worked through the programme material to develop group trust.
- The group has completed the prison visit application form and sent it to Copping On.

Prison officers have been very accommodating with the visits and show clear understanding and support of their ethos – that they are based not on the short sharp shock approach but part of a broader educational process. Table 5 shows the number and location of prison visits.

Table 5: Prison visits by adults/young people 2000 – 2004

| Prison       | Adult        | Young People | Total        |
|--------------|--------------|--------------|--------------|
| Mountjoy     | 658          | 927          | 1,585        |
| Limerick     | 139          | 190          | 329          |
| Spike Island | 75           | 28           | 103          |
| Castlerea    | 42           | 43           | 85           |
| St Patrick's | 197          | 283          | 480          |
| Midlands     | 41           | 103          | 144          |
| Wheatfield   | 11           | 11           | 22           |
| Cork         | 3            | 10           | 13           |
| <b>Total</b> | <b>1,166</b> | <b>1,595</b> | <b>2,761</b> |

### 3.1.4 Follow up training

Twelve follow up training events were held in nine counties and 154 people who had completed initial training attended these events as Table 6 indicates.

Table 6: Follow up training – timing, location and attendance

| Year         | Number of events | Numbers attending | Average number per event |
|--------------|------------------|-------------------|--------------------------|
| 2000         | 3                | 35                | 12                       |
| 2001         | 2                | 54                | 26                       |
| 2002         | 2                | 26                | 13                       |
| 2003         | 2                | 17                | 8                        |
| 2004         | 3                | 22                | 7                        |
| <b>Total</b> | <b>12</b>        | <b>154</b>        | <b>13</b>                |

It is evident from Table 6 that the numbers participating in the follow up training are falling. The Copping On team have indicated that follow up training needs review.

The team recognises potential participants' needs should drive the content of follow up training with more effective targeting of previous participants.

### 3.1.5 Project visits

Copping On sees project visits as an “important mechanism for supporting training participants in delivery of crime awareness programmes” and for keeping in touch.

As Table 7 shows, the number of project visits has also been affected by staff numbers and foot and mouth disease. The team recognises it needs to increase the number of visits and review their structure.

Table 7: Project visits

| Year         | No. of visits |
|--------------|---------------|
| 2000         | 15            |
| 2001         | 28            |
| 2002         | 18            |
| 2003         | 5             |
| 2004         | 10            |
| <b>Total</b> | <b>76</b>     |

### 3.1.6. Resources

**Website:** The Copping On website details the organisation’s philosophy and aims, staffing, funding structure, training (programme, calendar and Packs), prison visit criteria and aims, and recent events and publications.

**Newsletter:** The newsletter is theme based and aims to “keep in contact with all those that have been trained”. It is also seen as a way to “promote the programme and provide an opportunity for projects/programmes to showcase their work and to encounter other models of best practice”. Nine newsletters appeared in the period covered by this evaluation. Copping On notes in its 2004 annual report “the production of the newsletter is time consuming and a strain

on limited resources”. When they were asked, 126 participants preferred to receive it by e-mail with a further 150-160 preferring it by post.

**Leaflet:** This is used primarily to advertise Copping On services and inform potential participants what they can expect.

### 3.2 Beneficiary focus groups

At the outset of this evaluation it was clear Copping On has no data on the young people who are programme beneficiaries. Although a detailed review of the programme’s impact was not possible within the resources available there were semi-structured interviews with two groups including questions about participants’ level of programme delivery and their opinion of the effect of the programme on young people. The focus group is intended to give a flavour of young people’s opinions and not to reflect the impact on all young people who have participated. The interview took place with both sets of leaders and both sets of young people in May and June 2005

The numbers are too small to infer relevance to a larger group of young recipients so a detailed examination of the programme’s impact would be a valuable exercise.

#### **Focus group profile**

One urban and one rural group were included, drawn from three crime awareness programmes. There were 15 young men and 9 young women and of these 4 men and 8 women participated in the interviews. Five of the participants were 14yrs old at the time of interview, 6 were 15yrs and 1 was 16yrs of age. None of those taking part in the Copping On programme were directly involved in the justice system at the time, however were considered to be at risk.

#### **Programme delivery and content**

Two facilitators one male and one female delivered the Copping On programme on a session per week basis. Both groups called it the Copping On programme, although one did not like that term, feeling it was judgemental. Group 1 ran in spring 2004, group 2 also ran its programme for young men that spring and for young women in spring 2005. The leaders adapted each programme to suit the needs of their group and the young people visited Mountjoy, Wheatfield, and Limerick prisons among others.

Group one programme content included: Crime prevention; Drug and alcohol awareness; Peer pressure; Stereotypes; Understanding the legal system; Prisoners’ daily routine; Prison visits. Group two programme content included: Introduction to crime; Communication and moving debate; Consequences and decision making; Human rights (imported module); Media influences on men/women offenders/criminals and victims; Preparation for a prison visit; Visit to prison; Evaluation of programme and prison visit.

Of the sessions delivered, the elements young people say stand out are: the prison visit (see below), crime awareness, stereotyping, drug and alcohol awareness, and prison visit preparation - specifically looking at the prisoners’ day. A moving debate also stands out for them. When asked how they felt about the programme most participants felt it was good, and on the whole seem to have enjoyed it. Responses stated the sessions were “helpful, made us more aware of stuff, what drugs did to your body”, and that they were good for “giving us sense, like not to do them [drugs] and all”.

The session on peer pressure made some participants reflect on what exactly a friend is or is not. One participant said: “You kind of had to choose, like, who was your closest friend and you kind of had to think, like, who is it and find out how it is and think about it. Makes you think about stuff more, like who is a friend”.

Participant comments reveal they gained a better understanding of the consequences of choices they make and of themselves. As one participant puts it: “You’re writing stuff down and you’re finding stuff out, like what you didn’t know”.

Questions about why young people get involved in crime prompted responses about peer pressure, and “just doing it for the fun of it, acting mad in front of ...friends”, or about being bored. When asked if they thought the Copping On programme would influence whether or not they got involved in crime there was a mixed response. The group with seven participants all felt that before the programme they would have thought twice anyway. Four of this group, however, felt the programme would make them think even harder. For the group with five participants, four felt that it would not make a difference, because young people will only listen if they want to, and because “they’re still going to do it whatever you say”.

### The prison visit

Both groups brought up the prison visit first and it appears to stand out most in their mind. They talked about what they saw, the education facilities, the size of the rooms, and the toilet facilities, amongst other things.

A number of participants in both groups said they expected prison to be worse. One said: “I expected it to be a lot worse. I think it’s the very same as being somewhere else, because you get all your meals handed up to you. It’s like living at home”. Another quickly disagreed: “But imagine being told what time to get up at, what time to go to bed at, what time to be back in at, what time you’re going to be locked up at, what time lights go out at. That’s not like living at home”. Others echoed this, commenting on the restrictions of movement and choice for a prisoner. One participant felt it was not a good thing to bring young people to a prison “because it’s better than we thought it would be”. Their perception is that women in prison have an easier time than men because they have better facilities. (In the Dochas Centre in Mountjoy)

Specific experiences had an impact for the two groups of women visiting the prison. In Mountjoy there was a verbal exchange between one of the young people and a prisoner and the participant reporting this incident said the two were “getting kind of thick at each other”. In reality they were quite safe and protected, but the point is that she got a fright. The other incident occurred when the men began whistling and roaring out the windows at the young women who were visiting. While they had been warned this might happen, it still had an effect on them: they did not like it and were frightened by it. One participant said: “I was afraid in that prison”.

## RECOMMENDATIONS

- *Both groups felt a DVD or video as part of the Copping On programme would be helpful. One group said this should show the process from the time someone committed a crime, through to the consequences of that crime, and how the person’s life changed afterward*
- *The two groups also felt the programme should be aimed at “younger” people. What exactly “younger” meant varied from person to person, but it was clear the intention was to reach people well before they become involved in crime. One group mentioned first year secondary school as a delivery point, when, in that group’s opinion, young people are exposed to additional pressures and influences. Another possibility mentioned was to deliver the programme at various points over time for each group to address the key issues for each age group as they mature and develop.*
- *Some felt the programme was not challenging enough, and for others it was too challenging. This points to the importance of the group leaders having a clear awareness of the needs of individuals within the group. Designing programmes for a variety of needs can be challenging, but is made easier with that knowledge.*
- *Some members of one group commented the programme should show more of the “bad stuff” which the other group expressed as the need to be “more real” to get the point home to the young people, using a video or DVD to do this.*

### Group leader reflections

The leaders of the two groups interviewed felt the programme was good and that the young people enjoyed most of it. They identify the prison visit as something the young people are likely to remember most and having the biggest impact on them.

Group leaders comment on the short attention span of young people and the need to ensure the programme is active, varied and stimulating. They also noted the young people are unlikely to remember what they did on the course without prompting.

Within both groups there was quite a variety of ability. In one group some with low literacy skills needed support and group leaders suggested a literacy-free pack. Members of the other group did not have literacy difficulties, but there were differences in their ability to complete the exercises. For both, sensitivity to their families was critical. None had been in direct contact with the justice system but some family members had and this impacted on their participation in certain activities.

The leaders noted there is a lot of information in the Pack they would like to get across to young people. They valued information on the justice system, but felt it was difficult to convey it in the time allowed and given young people’s attention span.

On two occasions a community garda scheduled to meet one group did not turn up. This did not help the young people in terms of their attitude to the gardaí.

One set of leaders mentioned they have visited three prisons and found the visits very good but expected to be able to interview a prisoner, hoping it would benefit the young people. They understand circumstances on a specific visit might prevent this but feel it should not be raised as an expectation if it is not going to happen. Young people often mentioned drugs in prison, asking: “How do they get them?” One leader said it is very difficult to deal with this issue.

The leaders are clear the Copping On programme alone will not prevent young people getting involved in crime. One said: it “might make a difference in the context of proper youth facilities and proper youth programmes”.

## RECOMMENDATIONS

- *Group leaders noted the absence of a visual side to the programme and suggest a video or DVD. One group suggested this should track the experience of a young person from the point of involvement in crime to sentencing and release.*
- *The Resource Pack is focused on the situation in Ireland, and one set of leaders pointed out this is very valuable to them, since a lot of other material is not Irish based. They suggested it would be good to include information on what happens if, for instance, a young person is caught carrying cannabis in countries with more severe penalties. Thailand was specifically mentioned.*
- *In preparation for a prison visit, one set of leaders felt the young people need to understand what prison is really like. “They need to know that prison is more than being locked in a cell. They need to know what can happen to you when you’re in there.” They also question whether in general the programme is hard hitting enough.*
- *One set of leaders would welcome a literacy-free pack: “The activity sheets are good for stimulating thought, but not necessarily for writing”. Both sets of leaders were very clear about the need to tailor the programme to the needs of each group and knowing the young people with whom they are working. They also suggested Copping On might compile a list of Gardaí who are willing to talk to young people from outside their area. This would be less threatening to those young people who are afraid of becoming known to the Gardaí.*

### 3.3 SURVEY RESULTS

The evaluation included a postal survey of those who had previously trained in Copping On training. Survey questions arose out of discussions with Copping On staff and a focus group of those trained by the programme. The survey included 420 participants from a database of 901 names with participants divided into six categories which were agreed with the Copping On team: school retention, second chance education, justice projects, justice agencies, health service executive, and youth workers. Stratified random sampling ensured the proportion of participants in each category was the same in the sample and full population.

Ninety-one participants (22% of those surveyed) returned completed forms, and an additional 75 (18% of those surveyed) indicated the person no longer worked for the organisation. The survey results have a 10% error margin so there is a 95% chance that in the total population the findings could be 10% below or above the survey percentage results. Some respondents did not complete all sections of the survey relevant to them so the figures below do not always add up to 91.

The survey followed up 6 participants who trained in April 2005 over 6 months to ascertain participant views on the programme and delivery of Copping On materials. They represent the six categories of participant in the trainee population. Survey results are presented below, and include recommendations where appropriate.

#### 3.3.1 Level and category of response

Of the 90 respondents who answered the profile questions, 73 were female and 17 were male. Table 8 shows distribution between the six participant categories and that the percentage of participants in the respondent population is roughly equivalent to those in the surveyed and the full population.

Table 8: Participant and respondent population by category

| Category                 | Participant population in data base |               | Surveyed population in category |               | Respondent population in category |               |
|--------------------------|-------------------------------------|---------------|---------------------------------|---------------|-----------------------------------|---------------|
| School retention         | 64                                  | (7.1%)        | 30                              | (7.1%)        | 7                                 | (7.7%)        |
| Justice projects*        | 57                                  | (6.3%)        | 26                              | (6.2%)        | 7                                 | (7.7%)        |
| Second chance education  | 115                                 | (12.8%)       | 54                              | (12.8%)       | 14                                | (15.4%)       |
| Health Service Executive | 107                                 | (11.9%)       | 50                              | (11.9%)       | 13                                | (14.3%)       |
| Justice agency+          | 77                                  | (8.5%)        | 36                              | (8.6%)        | 8                                 | (8.8%)        |
| Youth work               | 481                                 | (53.4%)       | 224                             | (53.4%)       | 42                                | (46.3%)       |
| <b>Total</b>             | <b>901</b>                          | <b>(100%)</b> | <b>420</b>                      | <b>(100%)</b> | <b>91</b>                         | <b>(100%)</b> |

\* Justice projects include Garda Juvenile Diversion Projects,

+ Justice agency refers to those in the Garda or Prison Service.

### 3.3.2 Participant profile

Table 9 shows the number of participants trained each year.

Table 9: Participants and respondents trained in each year of the evaluation

| Year of training | Total participants trained in year | Total respondents trained in year | % of respondents trained that year |
|------------------|------------------------------------|-----------------------------------|------------------------------------|
| No info          | -                                  | 1                                 | 1.1                                |
| 2000             | 321                                | 8                                 | 8.8                                |
| 2001             | 307                                | 11                                | 12.1                               |
| 2002             | 280                                | 25                                | 27.4                               |
| 2003             | 239                                | 18                                | 19.8                               |
| 2004             | 289                                | 28                                | 30.8                               |
| <b>Total</b>     | <b>1,436</b>                       | <b>91</b>                         | <b>100</b>                         |

**Employment circumstances:** Copping On sought this information to confirm respondents can deliver crime awareness programmes to young people. The survey asked whether they work full or part time, in voluntary or paid employment, how long they had worked with young people, what posts they hold, and key responsibilities.

Table 10 shows the status and number of years respondents have worked with young people and indicates most respondents have extensive experience in the field.

Table 10: Employment circumstances of respondents

| Information sought                         | Number of replies | Content of replies   |              |
|--|-------------------|----------------------|--------------|
| Paid/volunteer                             | 77                | 74 paid              | 3 volunteers |
| Full/part time                             | 90                | 77 full time         | 13 part time |
| Number of years working with young people* | 91                | no information       | 4            |
|  |                   | Under 1 year         | 2            |
|  |                   | 1 to under 5 years   | 31           |
|  |                   | 5 to under 10 years  | 27           |
|  |                   | 10 to under 15 years | 13           |
|  |                   | 15 to under 20 years | 8            |
|  |                   | Over 20 years        | 6            |
|  |                   | <b>Total</b>         | <b>91</b>    |

Eighty-eight respondents gave the title of their post which were divided into 7 key categories as shown in Table 11.

Table 11: Types of post occupied by respondents

| Category                | Number and % in category |               |
|-------------------------|--------------------------|---------------|
| Manager/Co-ordinator    | 28                       | (30.8%)       |
| Youth worker            | 34                       | (37.3%)       |
| Teacher/tutor           | 9                        | (9.9%)        |
| Justice agency employee | 8                        | (8.8%)        |
| Counsellor              | 4                        | (4.4%)        |
| Administrator           | 4                        | (4.4%)        |
| Family support worker   | 1                        | (1.1%)        |
| No information          | 3                        | (3.3%)        |
| <b>Total</b>            | <b>91</b>                | <b>(100%)</b> |

This Table indicates most respondents fall into the category of youth worker or Manager/co-ordinator. Participants were also invited to list three key responsibilities of their post and Table 12 shows the numbers of participants who fall into 10 categories. Some participants cover more than one category so the total number is greater than 91.

Table 12: Responsibilities of respondents

| Type of responsibility                   | Number of respondents with this responsibility |
|--|--|
| General management/co-ordination         | 21   |
| General service delivery to young people | 52   |
| Counselling/assessment                   | 11   |
| Teaching                                 | 21   |
| Other service delivery                   | 14   |
| Service design and planning              | 30   |
| Staff management/support                 | 21   |
| Financial management                     | 5  |
| Administration                           | 12   |
| Multi-agency work                        | 8  |

Level of respondent contact with young people: Copping On also wanted to know the level of contact respondents had with young people, to clarify if some had not delivered a programme because they had no direct contact. Table 13 shows respondent levels of weekly contact with young people in a group setting and on a one to one basis.

Table 13: Respondent level of contact with young people

| Level of contact      | Contact in group setting | One to one contact |
|-----------------------|--------------------------|--------------------|
| No hours              | 18 (19.8%)               | 28 (30.8%)         |
| Under 5 hours         | 18 (19.8%)               | 11 (12.0%)         |
| 5 but under 10 hours  | 12 (13.2%)               | 25 (27.5%)         |
| 10 but under 15 hours | 17 (18.7%)               | 9 (9.9%)           |
| 15 but under 20 hours | 11 (12.0%)               | 5 (5.5%)           |
| Over 20 hours         | 12 (13.2%)               | 7 (7.7%)           |
| Varies                | 2 (2.2%)                 | 5 (5.5%)           |
| No information        | 1 (1.1%)                 | 1 (1.1%)           |
| <b>Total</b>          | <b>91 (100%)</b>         | <b>91 (100%)</b>   |

Analysis of this information shows that 72 (79%) of respondents have group contact with young people and 62 (68%) have contact on a one to one basis. From the point of view of contact hours at least, most are in a position to deliver crime awareness programmes. However, almost 20% have no group contact with young people and 28% have no one to one contact while of these, 5 (5%) have neither form of contact.

**Respondent confidence and experience in facilitation:** Also relevant to programme delivery is level of confidence and experience in facilitation work with young people. Table 14 summarises respondent feedback in this area.

Table 14: Respondent confidence and experience of facilitation

| Level          | Facilitation experience | Facilitation confidence |
|----------------|-------------------------|-------------------------|
| No information | 3 (3.3%)                | 1 (1.1%)                |
| Very low       | 2 (2.2%)                | 1 (1.1%)                |
| Low            | 12 (13.2%)              | 5 (5.5%)                |
| Medium         | 15 (16.5%)              | 19 (20.9%)              |
| High           | 41 (45.0%)              | 46 (50.4%)              |
| Very high      | 18 (19.8%)              | 19 (20.8%)              |
| <b>Total</b>   | <b>91 (100%)</b>        | <b>91 (100%)</b>        |

The majority show high to very high self-reported levels of experience and confidence in facilitating groups of young people. However 29 (32%) show very low to medium facilitation experience and 24 (26%) show low to medium level confidence. Copping On may need to provide additional training or support for this group.

When asked if they felt the training they received gave them the confidence to deliver a Copping On programme, 66 (72%) felt it did, citing: 1) it was well presented; 2) they could practice using the materials; 3) it increased their knowledge and awareness of relevant issues; and 4) the Pack was easy to use.

The 6 participants from the 2005 training also appreciated being able to practice the course materials: “It was brilliant doing each chapter, it really helped my learning”. However, one noted that “facilitation skills should be a pre-requisite”.

### Conclusions and recommendations on participant capacity and confidence to deliver crime awareness programmes

#### RECOMMENDATIONS

- *Copping On needs effective screening of training participants so it can limit training places to those who have no contact with young people.*
- *Prior to training Copping On needs to have adequate data on levels of facilitation experience and confidence to offer targeted support to those who need it when training is complete.*

#### 3.3.3 Respondent views on the training programme

**Training format:** Copping On wanted to know if a two-day residential training programme suited participants best, or if they preferred other modes of delivery. Forty-three (47.3%) felt the two day residential programme was preferable, 16 (17.6%) preferred a two day non-residential option and 17 (18.7%) would like sessions closer to their locality. Fourteen (15.4%) would prefer timing that met the varying needs of their organisation.

**Usefulness of training:** Table 15 shows respondents’ ratings on how useful they found the training for their work.

Table 15: Usefulness of programme to participants

| Usefulness rating    | Number and % in category |
|----------------------|--------------------------|
| Very low usefulness  | 3 (3.3%)                 |
| Low usefulness       | 11 (12.0%)               |
| Medium usefulness    | 23 (25.3%)               |
| High usefulness      | 28 (30.8%)               |
| Very high usefulness | 24 (26.4%)               |
| No information       | 2 (2.2%)                 |
| <b>Total</b>         | <b>91 (100%)</b>         |



Analysis shows 57% feel the training had either high or very high usefulness for their work, however almost 40% felt it has only very low or medium usefulness, raising the question why that 40% took part in the training.

Those who felt the training was highly or very highly useful cited: 1) it is appropriate to their client group; 2) it raises awareness; and 3) it fits with or enhances their current programme. The main reason for those who cited very low or low usefulness is that it is not appropriate to their client group or their organisation role.

Content of training: The survey asked participants what training content would best suit their organisation with several options and respondents could choose more than one.

Table 16: Training that would suit respondent organisations

| Focus of training        | Number desiring this training content |              |
|--------------------------|---------------------------------------|--------------|
| Junior Pack              | 10                                    | (11%)        |
| Senior Pack              | 18                                    | (20%)        |
| Junior and Senior Packs  | 57                                    | (63%)        |
| Re-offending             | 57                                    | (63%)        |
| Including families       | 48                                    | (53%)        |
| Low literacy             | 55                                    | (60%)        |
| <b>All above options</b> | <b>33</b>                             | <b>(36%)</b> |

The current content of Copping On training appears to fit the needs of many respondents. However as Table 16 indicates this option is equalled by a desire to focus on working with people who have offended and are at risk of re-offending.

Copping On staff indicated during this evaluation there may be need for a low literacy programme for some young people, and it is clear participants would like this. They also have a strong desire for training with a family focus, although their job titles and responsibility show only a small number have direct contact with families.

Participants were asked to choose from a list of possible future training and resources Copping On could provide, overlapping slightly with the earlier question on desired training content. Their choices reflected the training that best suits their organisation. The most preferred future development is a DVD, also raised by the young people and leaders in the focus group interviews, plus resources for those with low literacy levels and use with families.

Table 17: Respondent preference for future developments

|   | Number who feel this option would be of benefit |         |
|---|---|---------|
| Increased focus on those already in the justice system  | 36  | (39.6%) |
| Increased focus on work with parents/guardians          | 44  | (48.4%) |
| Increased focus on those with low literacy levels       | 45  | (49.5%) |
| Develop resources for parents/guardians                 | 37  | (40.7%) |
| Develop resources for those with low literacy levels    | 43  | (47.3%) |
| Develop a crime awareness DVD for use with young people | 61  | (67.0%) |
| Provide the Copping On Pack in CD format                | 37  | (40.7%) |

## RECOMMENDATIONS

- *Copping On should produce a range of training options and materials for use with families, those with low literacy levels, and re-offenders.*
- *Copping On should develop a DVD for crime awareness training.*
- *Better screening and follow up to increase the percentage finding the training useful.*

### 3.3.4 Respondent delivery of crime awareness programmes

Format of delivery: Copping On wanted to know what happens when participants have completed their two day programme. Is it being used on the ground, and if so to what extent? Survey respondents could tick six options, recognising they use the material in different ways and were invited to tick more than one category. Table 18 shows the percentage is therefore greater than 100 and the number of responses greater than 91.

Table 18: Respondent delivery of programmes

| How respondents used Copping On material  | Number using it in this way |         |
|---|-----------------------------|---------|
| Copping On crime awareness programme in a group setting   | 23                          | (25.3%) |
| Elements of Copping On with elements of other programmes to deliver a crime awareness programme | 31                          | (34.1%) |
| Elements of Copping On in a one to one setting for crime awareness                              | 21                          | (23.1%) |
| Elements of Copping On in a group setting but not for crime awareness                           | 44                          | (48.4%) |
| Did not use Copping On material   | 21                          | (23.0%) |
| Other   | 3                           | (3.3%)  |

Of the 44 who said they used it for purposes other than crime awareness, 16 also ticked crime awareness and 28 did not. While 42 (46%) used what they learned for crime awareness, 49 (54%) either used their training and the Packs solely for reasons other than crime awareness (28) or did not use them at all (21). Table 19 shows the distribution of those who did not use the material for crime awareness or at all.

Table 19: Category of respondents who used the training for purposes other than crime awareness or did not use it at all

| Category                 | Total respondents in category | Use for non-crime awareness purpose | Not using with young people at all | Total using training for intended purpose |
|--------------------------|-------------------------------|-------------------------------------|------------------------------------|---|
| School retention         | 7                             | 4                                   | 1                                  | 5   |
| Justice project          | 7                             | 2                                   | 1                                  | 3   |
| 2nd Chance education     | 14                            | 4                                   | 1                                  | 5   |
| Health Service Executive | 13                            | 3                                   | 2                                  | 5   |
| Justice agency           | 8                             | 2                                   | 6                                  | 8   |
| Youth work               | 42                            | 13                                  | 10                                 | 23  |
| <b>Total</b>             | <b>91</b>                     | <b>28</b>                           | <b>21</b>                          | <b>49</b>                                 |

There is a higher proportion of school retention and justice agency respondents not using the training for its intended purpose, although the number of respondents in these areas is too small to infer statistical significance for the total population.

Fourteen (15%) of those who did not use the programme felt it was not appropriate to their role and a further 4 (4%) say it is not appropriate to the young people with whom they work. Five (5%) respondents not delivering the programme say they have no group or one to one contact with young people. When asked how Copping On could support use of the materials, non-users provided insufficient information.

Among the April 2005 participants, 3 used Copping On materials for crime awareness in a group setting since doing the training, 1 used it on a one to one basis and 2 did not use it at all. Of the latter, 1 is planning to and 1 does not believe it is appropriate to her current role, saying she did not understand it was about “group work” and that the leaflet needs to be “more specific”.

*Setting and level of programme delivery:* For each delivery setting respondents were asked to say how many times they ran a programme and how long each session was. Table 20 shows most respondents delivered between 1 and 5 programmes for crime awareness in group settings. For non-crime awareness and one to one settings, delivery varied greatly between 1 and 10 times.

Table 20: Level of delivery of programmes using Copping On material

| Times run      | Group setting CO crime awareness programme | Group setting CO material plus other material for crime awareness | Group setting elements of CO but not for crime awareness | One to one for crime awareness |
|----------------|--|---|--|--------------------------------|
| Once time only | 10   | 5   | 8  | 3                              |
| 2 to 5 times   | 10   | 9   | 10   | 9                              |
| 6 to 10 times  | 4  | 2   | 7  | 9                              |
| 11 to 15 times | 1  | 0   | 1  | 1                              |
| 16 to 20 times | 0  | 2   | 2  | 1                              |
| Over 20 times  | 1  | 1   | 3  | 0                              |

Eleven respondents said the session was under one hour, 41 said it was between 1 and 2 hours, and 7 between 2 and 3 hours. The reasons for a specific length were: appropriate to client or group needs (34), or it fitted well with the timetable (20).

Of the 6 participants followed up from the April 2005 training, 3 used the material with young people for crime awareness in a group setting. One worked it into a secondary school social education programme, one ran it over several weeks in a second chance education crime awareness programme and the third used it for crime awareness in a garda youth diversion programme. The participant who used it on a one to one basis retained her methods of working with young people but felt she was more direct as a result of what she learned from others on the course.

**Gender and age range of recipients:** Respondents were asked with how many males and females they had used Copping On material. Table 21 shows the number of males and females with whom Copping On material was used, by method of delivery.

Table 21: Gender and number of recipients of programmes using Copping On material

| Delivery setting  | Total females | Total males  | Total young people | Respondents giving information |
|---|---------------|--------------|--------------------|--------------------------------|
| Group Copping On crime awareness programme                      | 252           | 423          | 675                | 26                             |
| Group crime awareness with Copping On plus other material       | 158           | 300          | 458                | 15                             |
| Group using Copping On but not specifically for crime awareness | 305           | 405          | 710                | 29                             |
| One to one for crime awareness                                  | 46            | 73           | 119                | 21                             |
| <b>Total</b>  | <b>761</b>    | <b>1,201</b> | <b>1,962</b>       | <b>51*</b>                     |

\*51 is not the column total because some respondents used the material in more than one way.

Analysis shows the total delivery in a crime awareness context is 1,252 (675+458+119), and for not specifically crime awareness use, 710. Not all those who used Copping On material answered this question so these numbers will be significantly less than the actual number for total delivery by respondents.

Respondents were also asked to indicate the age range of young people with whom they used Copping On material, ranging from 10yrs to 21yrs of age, with the majority between 13yrs and 18yrs of age. The 4 participants from 2005 who used the material delivered it to a total of 55 young people, 47 in a group context and 8 on a one-to-one basis.

Impact on young people: Table 22 indicates what respondents perceived as the programme impact on young people in six main categories. It is important: a) not to view the responses as the young persons' own perceptions of the impact; and b) not to view the results as statistically significant.

Table 22: Perceived impact on young people

| Impact observed  | Number of young people on whom this impact is observed |
|--|--|
| Raised awareness of offending and the law                                    | 14   |
| Increased sense of responsibility and awareness of consequences of behaviour | 19   |
| Improved communication   | 17   |
| Made them think  | 8  |
| Awareness/fear of prison   | 7  |
| Drug awareness   | 6  |

The impact described by the 4 participants from 2005 who used the material reflects the above responses with participants making comments such as: “It got them to talk about themselves, talk about their lives.” “They have more respect for the law”.

### Conclusions and recommendations from participant use of Copping On material

The majority of respondents can deliver crime awareness training to young people and on the whole feel the training they received from Copping On has prepared them for this.

However while 46% use it for crime awareness purposes, 54% either do not specifically use it for that purpose or do not use it at all. The entire justice agency sub-group of respondents is included in this 54%, representing a serious under use of Copping On and raising questions about targeting services, screening potential participants, and providing follow up services. Nonetheless, the survey shows 1,252 children have benefited from Copping On material.

### RECOMMENDATIONS

- *Copping On should produce a range of training options and materials for use with families, those with low literacy levels, and re-offenders.*
- *Copping On needs set targets for increased participant use of the training programme.*
- *Copping On should consider offering facilitation skills to overcome training inexperience or lack confidence, buying in services if under staffing prevents this.*
- *Copping On needs better participant screening and follow up services so those who do the training use it with young people. Data collection may help this screening.*
- *Copping On needs to collect data on the benefits and impact of the programme for young people to add to the programme’s credibility.*
- *Copping On needs to collect data on programme delivery to monitor improvements in using the material and add to its credibility. Copping On might also consider including an inquiry form on the level of programme delivery.*

#### 3.3.5 Respondent views on the Resource Packs

Seventy-one (78%) respondents said they used the Packs and an identical number said they found them user friendly. This is reflected in interviews with the participants from the 2005 training. Of those who gave reasons for not using the Pack, 10 (11%) said it was not appropriate to their role. Table 23 indicates the sections of the Junior and Senior Resource Packs respondents found most and least useful.

Table 23: Most and least used parts of Junior and Senior Resource Packs

| Pack Section                                      | Junior Pack used most | Junior Pack used least | Senior Pack used most | Senior Pack used least |
|---|-----------------------|------------------------|-----------------------|------------------------|
| Facilitator’s guidelines                          | 25                    | 2                      | 42                    | 4                      |
| Social/educational factors in offending behaviour | 25                    | 1                      | 41                    | 4                      |
| Legal information                                 | 27                    | 3                      | 48                    | 2                      |
| References/further reading/support agencies       | 19                    | 8                      | 28                    | 8                      |
| Ice breakers                                      | 26                    | 5                      | 43                    | 13                     |
| Introduction to crime                             | 22                    | 3                      | 41                    | 5                      |
| Relationships                                     | 26                    | 2                      | 50                    | 4                      |
| Communications                                    | 29                    | 0                      | 49                    | 2                      |
| Drug sense  | 28                    | 2                      | 50                    | 4                      |
| Right and wrong                                   | 30                    | 0                      | 49                    | 1                      |
| Understanding the justice system                  | 22                    | 5                      | 41                    | 6                      |
| Evaluation and conclusions                        | 19                    | 2                      | 33                    | 5                      |

While there appears to be less overall use of the Junior Pack it is important to note that it was not published until November 2002 half way into the period covered by this evaluation. There is correlation between the most and least useful sections of the Packs. In both, the five sections most frequently used are legal information, relationships, communications, drug sense, and right and wrong. The four sections considered least useful were references and further information, ice breakers, introduction to crime, and understanding the justice system.

When asked about the relevance of the Packs to young people, respondents said they were generally relevant, helped by their flexibility.

Six respondents felt the Packs promoted understanding with parents but most did not comment on this or said they did not use the Pack with parents. Few participants described their work as including parents but 48 (52%) feel training content should focus on this. Respondents did not suggest any significant changes to Pack content.

### RECOMMENDATIONS

- *The current format of the Packs works well for participants and should be maintained.*
- *Copping On should consider adding summary sheets to make the introduction to crime and understanding the justice system sections easier to use.*
- *Copping On should consider adding an inquiry form on programme delivery.*
- *Copping On should consider producing a low literacy level pack and resources for work with families.*

#### 3.3.6 Respondent take up and views on prison visits

Being optional, not all respondents who delivered the programme will avail of prison visits. Analysis indicates 48 (53%) of respondents went with other participants on a prison visit and 42 (46%) did not. Thirty-seven of the 48 felt the visit impacted on their approach to crime prevention with 23 of those saying it gave an insight into prison life.

Twenty-seven (30%) took a group of young people on a prison visit, 59 (65%) did not. Fifteen (16%) felt it served as a reality check for young people and 4 (4%) felt it scared them while another 4 (4%) felt it had little or no impact on them. Many respondents who did not make a prison visit do not say why and those who do, say it was not appropriate for their target group, or to the respondent’s role. Overall the prison visits seem to work quite well so no recommendations for change are made.

#### 3.3.7 Follow up training

Out of 91 survey respondents, 71 (78%) had not attended follow up training, and only 3 (3%) said they had. Those who did attend follow up training felt it was beneficial and those who did not were asked to say why. Forty-four (48%) did not know it was available, 20 (22%) did not have time to attend, 11 (11%) said it was not available in their area and 6 (7%) felt it would not benefit them. Copping On staff are aware that delivery of follow up training needs review.

## RECOMMENDATIONS

- *Copping On needs a clear strategy for delivery of follow up training.*
- *Follow up training should be promoted as an integral part of Copping On services.*
- *Copping On should consider a three-day programme with a two day unit and a follow up day, requiring participants to sign up for all three days. At the end of the first two days participants could receive goals for crime prevention work to be completed or attempted before the third day, focussing on live issues targeted at participant needs.*
- *Copping On could consider combining follow up training with the project visit and supporting local level multi-agencies in crime awareness. Local partnership companies, RAPID programmes and Health Service Executives are likely allies.*

### 3.3.8 Project visits

Copping On views project visits as an “important mechanism for supporting training participants in their delivery of crime awareness programmes”.

When asked if they had had a project visit, 84 (92%) of respondents said they had not and 7 (8%) said they had, 2 being from a single organisation. All respondents who had Copping On staff visits found them beneficial. For those who did not have a visit the reasons given were: a) they did not ask for one, 35 (38%); b) they did not know it was possible to have one, 53 (58%); and c) they did not need one, 16 (18%). Although there was only a yes and no option, an additional 8 said they did not know what a project visit is. The Copping On team are aware of the need for improvement in this area.

When asked if a project visit would help their organisation, 39 (43%) said it would, and 26 (29%) said it would not. Of those who would like a project visit, 20 are using Copping On material for crime awareness purposes, 12 are using it but not specifically for crime awareness, and 7 are not using it at all. The names of those requesting a project visit were passed on to Copping On, while respecting the confidentiality of all other respondents’ answers.

## RECOMMENDATIONS

- *More systematic project visits with a clear purpose agreed with participants.*
- *Contact those who would welcome a project visit in the near future.*
- *Consider combining the project visit with the follow up and multi-agency approach.*
- *Ensure that all participants know project visits are an option.*

### 3.3.9 Respondent views on additional resources

**Newsletter:** Fifty-five (60%) of survey respondents said they had read the newsletter in the last twelve months with 22 rating it as good, 19 as very good, and 12 as excellent. Its value is seen as keeping respondents up to date and providing useful information.

**Website:** This resource has comprehensive information about the aims, staff and work of the organisation, but is currently underused by respondents with only 11 respondents saying they logged on in the last twelve months. Of these, 3 rate the website as good, 4 as very good and 2 as excellent.

**Leaflet:** Twenty-seven respondents (30%) say they have used the leaflet, but it is clear from their comments they meant the newsletter, so the usage figures are not accurate. But twenty-seven respondents (30%) have not used any of the above resources.

## RECOMMENDATIONS

- *Copping On should continue the newsletter to maintain contact and ensure recognition by participant organisations.*
- *The website news section should have information no more than six months old.*
- *Key learning from conferences attended by Copping On staff should be on the website to provide the latest crime prevention developments, with new publications.*
- *Copping On needs to promote its website.*

### 3.3.10 Impact of programme on crime awareness work

Respondents were asked if they felt Copping On training changed their approach to crime awareness work with young people. Forty-one (45%) felt that it did, 8 (9%) felt it did not, 20 (22%) were unsure and the balance provided no information. Participant comments on how their approach has changed or what contributed to such change fall into four categories. They are more young person centred in their approach, more creative, have a better awareness of young people's viewpoint and feel the breadth of material in the Pack added to their approach.

For those who did not observe a change 5 (5%) felt the information was not new, and 3 (3%) said that they had not implemented a programme.

One of the 2005 participants points out there is a lot of information to absorb in the training, the manual is excellent but requires time to digest. Another felt the training should focus more on the juvenile justice system with more factual information about young people and the law and a handout on working with someone who is involved. This participant asked for more guidance on targeting delivery to meet different group needs, saying that while learning by doing was helpful it was not all that was needed, and the programme focused on how to deliver a programme rather than its content.

#### RECOMMENDATION

- *Set targets to increase the number of organisations who feel the Copping On programme leads them to change their approach to crime awareness work.*

### 3.3.11 Impact of programme on multi-agency approach at local level

Copping On asked respondents if there was a multi-agency approach to crime prevention in their area, and if the training contributed to such an approach. Forty-nine (54%) note there is a multi-agency approach in their area, 33 (36%) say there is not and the balance give no information. Thirty-five (38%) feel Copping On contributes to multi-agency efforts, 42 (46%) feel it did not. Those who feel it did contribute, note it helped to establish or strengthen relationships with an increased focus on multi-agency work. One participant from 2005 notes that the course was, "great for making contacts".

The 46% who feel the training did not contribute to a multi-agency approach gave two main reasons: there was already a multi-agency approach in place or there was no multi-agency structure while four respondents felt multi-agency work was inappropriate to their role. Of the 42, 14 are using Copping On material for crime awareness, 15 are using it for non-crime awareness and 13 are not using it all.

#### RECOMMENDATIONS

- *Copping On needs to define multi-agency crime prevention and to promote it well.*
- *Copping On needs a more strategic approach to supporting multi-agency work where it exists and its development where it does not. This could include:*
  - *Supporting organisations identify key stakeholders;*
  - *Training or facilitation in crime awareness strategies for young people;*
  - *Good practice guidelines for multi-agency work.*
- *Copping On needs to demonstrate multi-agency co-operation works with the Steering Committee a model of good practice.*

## 3.4 RECOMMENDATIONS

Table 24 is a summary of the main recommendations with regard to service delivery.

Table 24: Summary of recommendations on Copping On services

| Area of work   | Recommendation   |
|--|--|
| <b>Ensuring maximum participant use of Copping On material</b> | <ul style="list-style-type: none"> <li>● Improve screening of participants</li> <li>● Improve pre- and post-training data collection</li> <li>● Ensure pertinence of the programme to young people and practitioners through effective feedback and data collection</li> <li>● Provide facilitation training for those who need it</li> </ul>  |
| <b>Future developments</b>                                     | <ul style="list-style-type: none"> <li>● Produce a DVD in crime awareness programmes with young people</li> <li>● Include a focus on families and those who have offended in materials and training</li> <li>● Consider a range of training options on these issues, building up to one larger accredited module</li> <li>● Add summary sheets to the Understanding Crime, and Justice System sections of the report</li> </ul>  |
| <b>Follow up training</b>                                      | <ul style="list-style-type: none"> <li>● Set targets for participation in follow up training</li> <li>● Review and revitalise follow up training, ensuring it is a more integral part of the programme</li> <li>● Ensure training meets participants' expressed needs</li> <li>● Consider combining the two-day programme and a follow up day into a comprehensive three-day programme, to assist maximum take up.</li> <li>● Use the follow up training to support multi-agency crime prevention work</li> </ul>                                  |
| <b>Multi-agency work</b>                                       | <ul style="list-style-type: none"> <li>● Define multi-agency work for the programme and communicate it clearly</li> <li>● Develop a more strategic approach to supporting local multi-agency work</li> <li>● Support participants to identify key stakeholders in crime prevention work</li> <li>● Provide initial training, support and facilitation to local multi-agency youth crime prevention groups</li> <li>● Develop good practice guidelines for multi-agency work</li> <li>● Be a model of good practice in multi-agency work</li> </ul> |
| <b>Project visits</b>  | <ul style="list-style-type: none"> <li>● Ensure project visits take place more systematically, with a clear purpose agreed in advance</li> <li>● Provide project visits for those who have asked for one in the participant survey of this evaluation</li> <li>● Consider combining the project visit, follow up training, and multi-agency work into a more integrated service for participants</li> <li>● Ensure all participants know project visits are available.</li> </ul>  |
| <b>Newsletter and Website</b>                                  | <ul style="list-style-type: none"> <li>● Continue to produce the newsletter.</li> <li>● Ensure the latest website news is no more than six months old</li> <li>● Keep participants up to date on developments in the programme aims by posting learning gained from staff attendance at conferences plus relevant new publications on the website</li> <li>● Promote greater use of the website</li> </ul>   |



## APPENDIX I

### CURRENT JUVENILE LEGISLATION IN IRELAND

Current legislation includes the Children Act (2001), the Youth Work Act (2001), the Education and Welfare Act (2002), and the Gardaí Síochána Act (2005).

#### **CHILDREN ACT 2001**

This Act is complex and extensive, effecting significant change in the care of young offenders or those at risk of offending, creating a two-strand restorative and diversionary approach. The first is for young people who are not offenders but demonstrate out of control behaviour, aiming to address that behaviour and prevent custody or detention. The second approach is for young offenders and seeks to address the crime, make reparation where possible, using custodial sentences only as a last resort. The Act accepts there may sometimes be a need for detention, but emphasises early intervention, prevention, and family conferencing as alternatives.

The Act also allows for a limited “clean slate” for most offences where at least three years has elapsed since the conviction and the child has not committed another offence. This applies to offences not tried before the Central Criminal Court.

The Cabinet Committee on Children will monitor implementation of the Act but the Departments of Justice Equality and Law Reform, Health and Children and Education and Science will implement it. There is good rationale for placing responsibility with these Departments but co-ordination and co-operation between them will be crucial.

The Department of Justice Equality and Law Reform set up a project team to examine “how the state might better manage and target the delivery of its services in the youth justice area”. This team has consulted with community and statutory bodies, including the judiciary and has drawn up recommendations for the cabinet committee which directed the task force to prepare an implementation plan, with financial implications. The Department does not see the need for a separate Youth Justice Agency but proposes one section will co-ordinate and lead youth justice policy.

The Act also covers family conferencing, juvenile diversion programme, children’s court, the powers of courts over juvenile offenders, and age of responsibility.

#### ***Family conferences***

Health Authorities, Juvenile Liaison Officers (JLO), and the Probation and Welfare Office can convene family conferences to address the young person’s behaviour leading to an action plan. They may include contact with the juvenile’s family and community to prevent offending or re-offending, and to make the person more aware of the consequences of their behaviour. Where appropriate an apology to the victim and financial or other reparation may be agreed. The child, the child’s family, the crime victim (if appropriate) and other agencies, may participate in a family conference.

#### ***Garda Juvenile Diversion Programme***

The Garda Juvenile Diversion Programme, GJDP has run since 1963, but has a statutory basis since May 2002 under the Children Act 2001. Children under 18yrs but over the age of criminal responsibility who accept responsibility for their crime are referred to this programme which aims to divert young people from further offences. The parents or guardians of the young person must be present when the caution is given and agree to its terms. The Superintendent of the Garda Community Relations Section oversees this programme which is implemented by JLOs. Those convicted of serious crimes such as murder are not usually referred to it. By the end of 2004 all JLOs had received at least 60 hours’ mediation training.

Sixty-four Garda Youth Diversion Projects come under the auspices of the Department of Justice, Equality and Law Reform, and although not part of the statutory diversion programme, are closely linked with it. These locally managed multi-agency projects in socially and economically disadvantaged areas encourage young people away from criminal behaviour. Participation is voluntary, either through GJDP referral or by coming to the attention of the Gardaí or other agencies as a result of behaviour. Each project has a referral assessment committee and must develop operational policy on “child protection and health and safety; the involvement/ contribution of parents/guardians and families; and outreach work”. Planning and evaluation of actions should include young people and outcomes should be measurable.

### **Children’s Court**

Part 7 of the Children Act requires that child offender cases be heard separately from adult cases. It also provides for judges to receive training to hear children’s cases.

Some young people spend long periods in the courts system before their case is concluded which can have an adverse effect on the outcome and reduces the likelihood of changing offenders’ behaviour. Youth justice agencies need to collect and store data on the pathways of young people through the system.

### **Court powers in relation to child offenders**

Several orders are available under this Act: parental supervision orders, compensation by parent/guardian, binding over of parents/guardians, and community sanctions.

Community sanctions already exist in the Probation Order and a Community Service Order (for 16 and 17 year olds only). This Act details eight new community sanctions: a Day Centre Order, Probation (Training or Activities) Order, Probation (Intensive Supervision) Order, Probation (Residential Supervision) Order, Suitable Person (Care and Supervision) Order, Mentor (Family Support) Order, Restriction of Movement Order, and Dual Order. The Department is looking at community services and the National Children’s Office understands community sanctions are to be introduced on a pilot basis.

### **The age of criminal responsibility**

The Act raises the age of criminal responsibility in children from 7 to 12 but it appears the upper age will be 10, not 12, primarily due to anticipated demands on the health services. However, the *doli incapax* rule (presumption of incapacity to commit an offence) will still apply up to age 14.

## **THE YOUTH WORK ACT - 2001**

This Act puts youth work on a statutory basis, placing responsibility for co-ordinating youth work services and programmes with the Department of Education and Science, nationally and with VECs regionally. The National Youth Work Advisory Committee continues to advise the Minister for Education and Science on policy, provision, and co-ordination of youth work services and the National Youth Council of Ireland is prescribed for nominating committee members.

A Youth Work Assessor will assess and monitor youth work programmes and services on behalf of the minister, and monitor and review the VECs’ work. The former Minister for Youth Affairs, Síle de Valera, sanctioned this post in July 2005. Under this Act youth work organisations can be assigned one of three states of recognition:

- Authorised – engaging in youth work from time to time;
- Approved – operating a youth service in more than one VEC area;
- Designated – operating within one VEC area.

The Act provides for local voluntary youth councils and youth work committees. The councils will include youth work services and young people themselves. The youth work committees will include government department representatives and nominees of voluntary councils and VECs will organise and supervise elections to their local councils.

Each VEC will draw up a three-year plan for youth services and programmes, including monitoring and evaluation, inviting tenders where there is a service or provision gap with a dedicated budget for youth work grants in its area.

## **EDUCATION (WELFARE) ACT AND NATIONAL EDUCATION AND WELFARE BOARD**

Aims to:

- Ensure every child receives a minimum education and raise school-leaving age from 15yrs to 16yrs;
- Register children being educated outside the school system;
- Identify the causes of truancy and adopt preventative measures.

The National Education Welfare Board (NEWB), established under this Act is responsible for implementation. Focusing on support rather than penalisation the NEWB Education Welfare Officers (EWO) assist schools, families and children to maintain attendance. The NEWB conducts research into truancy and preventative programmes and strategies and must co-ordinate policies and activities with other relevant authorities.

## **GARDAÍ SIOCHÁNA ACT – JOINT POLICING COMMITTEES**

The Gardaí Siochána Act, 2005, provides for Joint Policing Committees in each county to include Gardaí, local authority representatives, TDs and community representatives. The committees “serve as a forum for consultations, discussions and recommendations on matters affecting the policing of the local authority’s administrative area”. They host public meetings on policing, monitor crime and factors contributing to crime and advise local authorities and An Gardaí Siochána on safety, quality of life and crime prevention. An Implementation Advisory Group, headed by Senator Maurice Hayes, will assist in implementing this Act and report to the Minister for Justice Equality and Law Reform.

## APPENDIX 2

### PENDING JUVENILE LEGISLATION IN IRELAND – ASBOS

ASBOs are highly controversial and have been in place in the UK for some time. Many organisations there say they run contrary to the restoration and diversion that other government initiatives aim to uphold. This Report does not enter the debate on ASBOs, it simply documents their proposed implementation in Ireland.

ASBOs are a civil order and failure to comply is considered contempt of court and can result in detention. On 18 July 2005 the Minister for Justice, Equality and Law Reform outlined their proposed implementation, stating that detention for failing to comply with an ASBO will come under the Children Act, but only after diversionary and restorative processes have failed.

There are special provisions for ASBOs with regard to children. First, the young person will receive a street warning, followed by a good behaviour contract, drawn up and signed by the juvenile and their parents/guardians. If the anti-social behaviour continues, referral to the Garda Juvenile Diversion Programme follows.

For young people under 14yrs, the Minister proposes a good behaviour order binding parents/guardians to ensure the young person stops the offending behaviour. The courts can compel parents/guardians to attend a parenting course, or undergo addiction treatment if need be. Failure to comply with a good behaviour order will result in a further referral to the Garda Juvenile Diversion Programme, this time under the Children Act, rather than the ASBO warning and contract.

According to the Minister, the definition of anti-social behaviour will ensure an ASBO is only employed for “real and serious” needs and only Gardaí of superintendent or higher rank will be able to apply for one. In the UK local police and local authority officers can do so. There will be strict legal guidelines on their use and the Garda Commissioner and Minister will prepare statutory guidelines for the courts on minimum interference, the reasonableness of the complaint and the likelihood of recurrence.

In the UK ASBOs run for at least two years with a maximum five years in prison for breaching them. In Ireland an ASBO cannot run for longer than two years and the maximum penalty for breaching it will be six months in prison. There will also be a right of appeal against an ASBO from the District to the Circuit Court.

## APPENDIX 3

# NATIONAL PLANS, STRATEGIES AND PROGRAMMES IN IRELAND

### NATIONAL YOUTH WORK DEVELOPMENT PLAN 2003 – 2007

The National Youth Work Development Plan has four main goals:

- a) To help young people participate more fully in youth work programmes and services;
- b) To enhance the contribution of youth work to social inclusion, cohesion and citizenship;
- c) To expand infrastructure and support and co-ordinate youth work nationally and locally;
- d) To enhance professionalism and ensure youth work quality standards.

The plan identifies five priority areas: 1) a youth work assessor; 2) a development unit; 3) a funding review body; 4) a validation body for youth work training; and 5) the Local Youth Club Grants Scheme.

**Youth Work Assessor:** Role is to “undertake an ongoing programme of evaluations of innovative projects and publish the findings to ensure dissemination of learning from these projects”.

**Development unit:** Functions will include research, development and promotion of youth work best practice. It will also administer a development fund for innovative projects proposed by local or national youth organisations.

**Funding review body:** Will ensure funding allocations are in line with costs of service delivery and staffing and salaries are in line with similar employment. It will also set criteria for allocating and distributing youth work funding nationally and locally.

**Validation body:** Will develop youth work accreditation and certification, taking into account the Qualifications (Education and Training) Act 1999 and progression routes for volunteers and paid workers.

**Youth Club Grants:** The development plan states: “the Department of Education and Science should ensure adequate funding is made available to voluntary youth groups as a direct support to the important youth work undertaken by volunteers in communities throughout the country”.

### NATIONAL CHILDREN'S STRATEGY

**Our Children – Their Lives** is a ten-year plan to improve children's quality of life. The vision underlying it is: “An Ireland where children are respected as young citizens with a valuable contribution to make and a voice of their own; where all children are cherished and supported by family and the wider society; where they enjoy a fulfilling childhood and realise their potential”. The strategy has six principles: “child centred, family oriented, equitable, inclusive, action oriented and integrated” and three overall goals:

- a) Children will have a voice in matters that affect them and their views will receive due weight in accordance with their age and maturity.
- b) Children's lives will be better understood and benefit from evaluation, research and information on their needs, rights and service effectiveness.
- c) Children will receive quality supports and services to promote all aspects of their development. This goal recognises that all children have a basic range of needs, some have additional needs and all require family and community support.

The Ombudsman for Children promotes children’s welfare and rights, investigates complaints from children, consults with children and advises the government. Responsibility for the strategy lies with the National Children’s Office, under the direction of the minister with special responsibility for children. This office prepares a work plan and monitors implementation and a National Children’s Advisory Council advises the minister on the plan.

## **NATIONAL DRUGS STRATEGY AND DRUGS TASK FORCES**

The National Drugs Strategy 2001 – 2008 has four “pillars”: supply reduction, prevention, treatment, and research. Regional Drugs Task Forces operating in the ten health executive areas research the extent, nature and pattern of drug misuse and develop regional plans based on gaps in service provision. They submit these plans to the National Drugs Strategy Team for approval and must link in with local programmes and services. Local level actions include supply reduction, treatment, rehabilitation, prevention and awareness.

## **NATIONAL CRIME COUNCIL**

The National Crime Council is a non-statutory body set up to discuss crime and contribute to policy development. The key roles are to:

- Focus on crime prevention, developing local crime prevention policies;
- Raise public knowledge and awareness of crime;
- Examine “fear of crime”;
- Identify priorities for research to be commissioned by the Department of Justice, Equality and Law Reform;
- Undertake in-house research.

The Council proposed a National Crime Prevention Model in county/city development boards, recruiting a crime prevention representative and a crime sub-committee.

## **RAPID PROGRAMME**

RAPID is a Department of Community, Rural and Gaeltacht Affairs programme in twenty-five disadvantaged urban areas and twenty provincial towns to improve service delivery co-ordination and integration. Pobal (formerly Area Development Management) manages the programme and Area Implementation Teams operate it locally, including statutory bodies with gardaí, local partnership companies, residents and Local Drugs Task Forces.

Some of the RAPID strategic plans name crime and security as a specific focus. The Carrick-on-Suir programme cites “misuse of alcohol and drugs, targeting vandalism, aggression and anti-social behaviour, and providing parenting training and support”. All RAPID areas consider crime prevention and awareness important aspects of their work.

Pobal will also administer the Department of Justice Equality and Law Reform CCTV scheme to deter illegal or anti-social behaviour in public places. The Department of Community, Rural and Gaeltacht Affairs matches funding allocations made to RAPID.

## **PARTNERSHIP COMPANIES AND POBAL COMMUNITY GROUPS (P/CG)**

Pobal has researched the work of its funded groups on “the integration of ex-prisoners and offenders”, published by ADM as *Exploring Collaborative Approaches to the Re-integration of Ex-Prisoners and Offenders*. The actions include pre- and post-release support, core skills development, support for families and partners during transition, and integration into education or the work force. P/CGs work closely with local Drugs Task Forces, with financial assistance to groups working with offenders.

The research identified the need for P/CGs to focus specifically on ex-offenders rather than as part of general social inclusion measures and indicated many P/CGs would welcome greater advice and guidance. One recommendation was for P/CGs to organise awareness-training courses for board members and staff on integrating offenders.

## **NATIONAL YOUTH HEALTH PROGRAMME (NYHP)**

The NYHP's work complements that of Copping On and is a partnership of the National Youth Council of Ireland, the Health Promotion Unit of the Department of Health and Children and the Youth Affairs section of the Department of Education and Science. It aims to provide a "broad based, flexible, health promotion/education and training service to youth organisations" for those who work on young people's health issues.

Personnel experienced in training and health promotion deliver the programme to youth organisations covering: alcohol and drug misuse – programme and policy development; smoking awareness and giving up; young women's and young men's health; anger management; challenging behaviour; addressing behaviour change; introduction to and advanced facilitation skills; skills working with different groups; self-esteem and health behaviour; mental health; sexual health.

Training also focuses on policy development and best practice for organisations working with young people and the NYHP conducts ongoing evaluation and needs analysis. It offers an accredited Specialist Certificate in Youth Health Promotion, and works closely with the National Framework of Qualifications (NFQ) to recognise those who complete more than one short course as prior learning for other accredited courses.

The NYHP plans to extend some two-day courses with a third day about three months later. At the end of the two days, participants set goals to practice what they have learned, and on the third day reflect on their experience.

## APPENDIX 4

### CRIME PREVENTION IN IRELAND

Three aspects of crime prevention work directly impact on Copping On: 1. Multi-agency work; 2. Supporting young offenders' families; 3. Innovation in crime prevention.

#### I. MULTI-AGENCY WORK

The Copping On Annual Report 2000 notes that “promoting and enabling a multi-agency approach to youth crime prevention at community level is central to the ethos and practice of Copping On”. Having knowledge and skills does not automatically lead to using them co-operatively as turf and personality issues can get in the way of effectively working together. The plenary session of the 2004 Irish Association for the Study of Delinquency conference notes: “effective co-operation means recognising the common ground and being prepared to move in relation to the areas where there may not be shared goals or where there are approaches or agency beliefs that are oppositional or divergent”.

Copping On Annual Reports note programme participants are fully aware of barriers to effective multi-agency work. They recognise that:

- Multi-agency work takes time.
- Organisations have meeting overload.
- There is often perceived lack of purpose in meetings.
- Agencies need to discuss their policies and aims to develop multi-agency strategies.
- Poor grasp of information leads to unrealistic expectations.
- Poor communication between agencies and individuals leads to frustration and conflict.
- Difficulties may result from personalities and resistance to sharing control, rather than lack of policy or agency commitment

Several services in Northern Ireland, England and Ireland were interviewed to see what makes them effective and to establish commonalities between these projects. The key themes emerging are:

**Multi-level risk requires multi-level work:** Young offenders often experience multiple difficulties and several agencies may be able to offer support or help, reducing duplication and easing their workload.

**Build relationships:** Engaging in respectful active listening, learning the art of persuasion, and being non-threatening while participating in give and take.

**Familiarity with each agency's work:** It is impossible to co-operate if one agency does not know what the other is doing. This may involve sitting on a variety of committees or inviting outsiders to give presentations to staff.

**Focus on the young person:** The young person, not the agency or organisation, must be the focus; it is not about territory or taking credit but what is best for the person.

**Communication:** Ongoing and productive communication is vital.

#### 2. SUPPORTING YOUNG OFFENDERS' FAMILIES

The introduction to the Copping On Junior Resource Pack notes: “Despite the importance and in some cases legal requirement for family participation, families of youth in the justice system are under involved in the judicial process”.

##### **WEB Youth Diversion Project**

The Working to Enhance Blanchardstown (WEB) garda youth diversion project supports families of young people referred to it in two ways. The family support worker builds a one to one relationship with the family, offering general



support ranging from a cup of coffee and a chat to providing access to counselling and stress management supports such as reflexology or aromatherapy. Secondly the worker links with other agencies or helps the family access available services. This can mean contacting the local authority about installing central heating or acting as an advocate, to liaising with schools where a child is at risk or has been expelled. It can include contacting social work departments and supporting families to get the best out of their service.

### ***Finding Your Way – Creative Orienteering***

The Youth Action Ballina (YAB) youth diversion project runs orienteering programmes for young people and groups of parents. The route is marked with flags and participants using a stamp or punch located at the flag mark a card they carry with them to confirm they reached that point.

The YAB project adds to the usual teamwork and map reading skills in orienteering by placing “finding your way” multiple choice questions at each of the marker flags on issues such as anti-social or offending behaviour and participants mark their answer on the card. A facilitated group discussion then takes place on the answers. Last year YAB took 700 children and 30 parents through this process, offering a non-confrontational way to stimulate discussion among participant groups.

## **3. EXAMPLES OF INNOVATION IN CRIME PREVENTION**

### ***Family Guide to Substance Misuse***

The Mid-Tipperary Drugs Initiative, with Tipperary Regional Youth Service, has developed a DVD, *The Family Guide to Substance Misuse* to help parents recognise signs of drug use in young people. The DVD follows a 20-year-old man who tells how he got into and out of drug use. The story is realistic; it does not have a happy-ever-after ending but focuses on the damage done by drugs, opportunities lost, and the challenge of rebuilding a life. There was a high level of voluntary effort making this DVD.

### ***ISPCC – Natural High Mentoring Programme – 4ME***

The ISPCC 4Me programme is an effective model for working with young people aged 13 to 17 engaging in risky behaviour. The programme involves individual work with the child, group work programmes and the Natural High Mentor Programme for young people at risk of drug and alcohol abuse which also aims to prevent early school leaving. With parental involvement, the mentor works for about six months with the child, helping them link in with community resources, and improve life skills and self-esteem. Early evaluation showed clear benefits for young people and their families.

### ***Peer Mediation (Include Youth Northern Ireland)***

Peer Mediation educates young people to manage conflict using non-threatening and co-operative methods to promote inclusiveness, respect and self-esteem. Part of the schools’ personal social education, programme, skills include negotiation, co-operation and peer mediation, after which students can apply to be peer mediators. Although the schools programme has formally ended, materials are available and in formal education. Out of school the peer mediation course was less formal, with five two-hour sessions. Materials include primary and post-primary manuals, video, and a peer mediation website. An evaluation report noted:

- Fewer minor conflicts after training;
- Increased pupils’ self-esteem and confidence;
- Pupils can resolve conflict and practice skills with formal and informal mediation;
- Improved peer and teacher/pupil relationships.

### ***NI Fire Service and Dundalk Fire Service – Citizenship and Fire Safety Programmes***

The one week citizenship programme focuses on young people aged 14 to 18 referred through the justice system for offences such as attacks on fire fighters or hoax calls. It covers health and safety, the use of fire equipment, learning about the fire service, first aid, and drill ground physical activity. Each fire officer cares for and monitors two young people who must observe the rules of the station. At the end of this challenging week the young people take part in a “passing out parade” to which their parents or guardians are invited and receive a portfolio of achievement for job applications.

The NI Fire Service in conjunction with the Dundalk Fire Service also run a cross border fire safety schools’ programme in disadvantaged areas, holding twenty events over two years which have greatly reduced the number of accidental fires.

## APPENDIX 5

# JUVENILE JUSTICE IN NORTHERN IRELAND

Developments in Northern Ireland include the Justice (Northern Ireland) Act 2002, the Youth Diversion Scheme (2003) and the Youth Justice Agency (2003). Also included are brief details of the Northern Ireland Commissioner for Children and Young People, the Office of the First Minister and Deputy First Minister, the Health and Social Service Boards and ASBOs in Northern Ireland.

**Justice (Northern Ireland) Act (2002):** Aims to prevent offending with reparation orders involving the offender making non-monetary reparation, and community responsibility orders requiring citizenship training.

**Youth Diversion Scheme (2003):** Works with statutory and voluntary agencies, the business sector and the community to provide an “effective, equitable and restorative response” to all young people who have offended or are at risk of offending. Youth Diversion Officers maintain close contacts with agencies that support young people concerned.

When an offence occurs, there are two approaches: an informed warning and a restorative caution, neither of which is a conviction, but can be recorded as a criminal record. The young person must accept these, involving restorative facilitators who examine the circumstances and the victim’s views. They encourage the young person and others to reflect on what happened and where appropriate, make restoration.

**Youth Justice Agency (2003):** The Youth Justice Agency (YJA) arose out of the Belfast (Good Friday) Agreement 1998, the Criminal Justice Review Group and the 2001 Criminal Justice Review Implementation Plan. In partnership with others the YJA aims to help children “address their offending behaviour, divert them from crime, assist their integration into the community and meet the needs of victims of crime”. The YJA operates Community and Youth Conference Services to prevent and reduce offending by children through twenty-two projects funded by the Northern Ireland Office and managed by the YJA. Community service projects are open to young people aged 10 to 18.

The Youth Conference Service is for more serious offences, or where diversion scheme options are exhausted. The first type is a diversionary youth conference initiated by the prosecutor; the second is court-ordered. The young person must agree to the conference and admit to the offence and courts must consider referring a young person to a youth conference. The outcome will usually be an action plan and in both, the youth conference co-ordinator will recommend action to the prosecutor or court. If approved the plan becomes a statutory order and the offender’s progress is monitored. Failure to comply may result in breach proceedings.

**Northern Ireland Commissioner for Children and Young People:** The Commissioner aims to “safeguard and promote the rights and best interests of children and young people”. The corporate plan and action priorities for 2005 – 2008 include youth offending, monitoring of ASBOs, a juvenile centre inspection, and a focus on the mental health needs of young people in the justice system. The Commissioner is responsible for ensuring that “the views of children and young persons and their parents are sought concerning the exercise by the Commissioner of his functions”.

**Office of the First Minister and Deputy First Minister:** The appointment of the Minister for Children coincides with the finalisation of the ten year Strategy for Children and Young People being developed by the Office of the First Minister and Deputy First Minister. A Forum of 25 children and young people will advise the Minister and the Committee on key policy issues.

**Health and Social Service Boards:** The four Northern Ireland Health and Social Service Boards (HSSB) are responsible for prevention and diversion and have a Children and Young People’s Committee with representatives of statutory, voluntary, community and minority ethnic groups. Members have experience of vulnerable children’s needs and include young people, parents and carers. Each HSSB area develops a Children’s Services Plan, with a focus on young offenders or those at risk of offending, and identifying measurable targets.

**ASBOS:** ASBOs were introduced in Northern Ireland in August 2004 under the Anti-Social Behaviour (Northern Ireland) Act. As in other jurisdictions there is much debate and criticism of ASBOs from many organisations involved with young people.

## APPENDIX 6

# JUVENILE JUSTICE IN ENGLAND AND WALES

The 1998 Crime and Disorder Act takes a preventative approach to offending by young people, assessing behaviour and providing early interventions. The courts can impose various non-custodial sanctions and orders including supervision, action plan, attendance centre, reparation, curfew, parenting, child safety, intensive supervision and 24-hour surveillance orders. Custodial options include detention and training orders for 12 –17 year olds, with sentences between 4 and 24 months. Long term detention is used for serious crimes and the age of criminal responsibility is 10.

**Support programmes for young people and their families:** Youth Offending Teams can refer young people to several programmes.

- **Youth Inclusion Programmes** – 13 to 16 year olds. The target group is the 50 young people considered most at risk in a particular area.
- **Youth Inclusion Support Panels** – 8 to 13 year olds. To ensure those children and their families access mainstream public services as early as possible.
- **Positive Activities for Young People** – 8 to 19 year olds. Aimed at young people not fully engaged in education or with low levels of academic achievement, supporting their personal development and the transition from primary to secondary school.
- **Positive Futures** – focusing on 10 to 19 year olds. Uses sports to encourage effective decision making and relationship building among young people, and between young people and adults. Aims to steer young people toward education and employment.
- **Mentoring programmes** – Pair a volunteer adult with a young person at risk of offending to support the young person by developing trust and confidentiality.

**Anti-Social Behaviour Orders:** The local authority or the police can make application for an ASBO which can last up to two years and include curfews and bans. Although it is a civil order, failure to abide by an ASBO is contempt and may result in criminal proceedings. There is much debate in England and Wales about the merits, imposition, and effect of ASBOs.

## APPENDIX 7

### JUVENILE JUSTICE IN SCOTLAND

**Children’s Hearings:** In Scotland the age of criminal responsibility is 8. Courts can impose prison, community service orders, probation (including drug treatment and testing, restriction of liberty orders with electronic tagging for those under 16 years of age), supervised attendance orders, community reparation orders, fines, structured and other deferred sentences, absolute discharge, caution, or admonition.

Children’s Hearings are lay tribunals headed by community volunteers drawn from a trained local authority children’s panel and deal with child welfare and child offenders up to 18. Focus is on the care, protection, and behaviour of the young person and Hearings can order community supervision or removal of children into state care.

**Pilot Youth Courts:** Two pilot youth courts for persistent young offenders are part of a ten-point action plan to reduce crime. If proven effective they will be expanded.

**Management of Offenders Bill:** Also being considered is a Management of Offenders Bill to reduce levels of re-offending through improving management of offenders and greater integration of the work of criminal justice agencies. The bill will create local government Community Justice Authorities (CJA) to plan, co-ordinate and manage offender services.

**ASBOs:** These came into effect in Scotland in October 2004.

**Youth Crime Study:** An important piece of research in Scotland is “The Edinburgh Study of Youth Transitions and Crime” which aims to understand criminal behaviour among young people. It has found that “broad delinquency tends to be limited to adolescence, whereas serious offending is more likely to persist throughout the life course”.

## APPENDIX 8

### CASASTART PROGRAMME, USA

Operating in sixty-four sites this programme works under the auspices of CASA, the Columbia University National Centre on Addiction and Substance Abuse. It addresses the needs of the young person, as well as broader problems in the family and community and is recognised as an effective and exemplary intervention model by the Department of Education, Office of Juvenile Justice and Delinquency Prevention, and Substance Abuse and Mental Health Services Administration. CASASTART does not set up programmes but facilitates flexible multi-agency programmes around a clear operation framework.

CASASTART brings together key stakeholders – schools, community organisations, health and social services, police – under one umbrella body and provides case managers to work on a daily basis with high risk children aged between 8 and 13.

Each programme is specific to that community with some characteristics shared by all. There is a strong lead agency and partner organisations attend clearly focused meetings to build trust and ensure effective service delivery. The services are social support, family services, education, after school and summer activities, mentoring, community policing/enhanced enforcement, juvenile justice intervention, and incentives to engage children, build morale, and foster attachment to the overall goals. Case managers are a central part of CASASTART, acting as a link between family members, partner agencies, and other resources and community reports.

CASASTART provides a twelve-day training service for each site covering case management, service integration and collaboration, substance abuse prevention, working effectively with families, and youth development.

## APPENDIX 9

### **CANADA – SUSTAINABLE CRIME PREVENTION**

In 2003 Carleton University in Canada undertook a study of sustainable crime prevention in six communities using different crime prevention measures which identified eleven key factors that contribute to the success and sustainability of such measures. Strategies must have: local meaning, connection and ownership, community vision, a bottom up integrated and diversity sensitive approach, co-ordination and communication, opportunities for early success, linkages within communities and beyond, project funding, and resources. It also found good leadership is essential.

## APPENDIX 10

### **THE FOLLOWING PROGRESSION IN DEPARTMENT OF EDUCATION INITIATIVES SHOULD BE NOTED (AS OF MARCH 2006):**

- The appointment of an Assessor of Youth Work – has been sanctioned by Department of Finance, interviews to take place shortly.
- The creation of a Funding Review Body – current funding project by Mclver Consultants will feed into this measures development.
- The creation of a Youth Work Development Fund – was sanctioned and had a budget of €300k in 2005 with similar expected in 2006.
- The creation of a Development Unit – has been agreed - Discussions ongoing with NUI Maynooth.
- Adequate resourcing of VECs Department of Finance agreement – announcement imminent re: Posts.
- Upgrading of single worker projects – progress has been made (e.g. twenty in 2005).
- The introduction of Youth Work Validation Body Training Initiative – Now a North-South initiative, ETS board launched by Ministers de Valera and Angela Smith in early 2006.
- The provision of Child Protection Guidelines Training - Gearóid Ó Maoilmhichíl's office funded. Up and running and ongoing.

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