

**ANTI-COMMUNITY BEHAVIOUR  
BALLYMUN CITIZENS' JURY REPORT  
3<sup>rd</sup> – 8<sup>th</sup> APRIL 2003**

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METHODOLOGY – HOW THE CITIZENS' JURY WAS SET UP, AND HOW IT  
WORKS**

## 1. EXECUTIVE SUMMARY

This report is written from our perspective – the fourteen citizens' jury members who took part in the event and developed the set of recommendations. The report describes the citizens' jury process, presents our vision for a positive Ballymun community, identifies the main anti-community behaviours which affect our lives, and highlights what we think are the causes of anti-community behaviour in Ballymun.

The report then goes on to set out our recommendations for tackling anti-community behaviour in Ballymun. It's important to stress that we don't think there's any one answer to reducing anti-community behaviour. Taken one by one, many of our recommendations won't make a huge amount of difference. But we think that a comprehensive programme of education, prevention and enforcement will give us a framework for tackling this issue successfully.

Education recommendations include training young people to become youth workers and mentors, educating schoolchildren about the new Ballymun, and encouraging young people to stay in school. Mentoring schemes will encourage young people to actively participate in community activities. Children can't be expected to respect their environment if they just see the area littered and vandalised. We need to let them know how things will change in the future, so when the area is regenerated they value it and keep it in order. Perhaps the single most effective thing we could do is to support any scheme that keeps children in school – reducing truancy on a daily basis and retaining them in school until at least 16 years old. Our recommendations are by no means only aimed at young people. Our education recommendations also include informal learning activities such as budgeting and recycling. Educating resettled families, who had previously acted in an anti-community manner, is also recommended.

Prevention recommendations include encouraging all types of social interaction; we feel that a 'united community' can more easily tackle anti-community behaviour. Neighbourhood wardens would act to deter crime and reduce fear of crime. An area that's unkempt, full of litter and graffiti gives the impression that no-one cares about the area, litter wardens would go some way to improving the local environment. Other prevention recommendations include diversionary schemes for young people including adventure activities, a motor club, and we also suggest providing places where young people can socialise such as a youth shelter and a skate park.

More Garda presence and community Gardaí are included in the enforcement recommendations. We feel more Gardaí patrolling the streets would reduce fear of crime and community policing would go some way to improve the relationship between the Garda and the community. An Acceptable Behaviour Contract, or ABC, is a written agreement between a person who has been involved in anti-community behaviour and one or more local agencies whose role it is to prevent such behaviour. We feel an ABC scheme would be effective in reducing anti-community behaviour in Ballymun. Other enforcement recommendations include effectively monitored CCTV cameras and day detention centres for offenders.

As well as education, prevention, and enforcement, our recommendations include agreements between the community and services, funding ideas, and improved communication. Agreements between the community and services include a joint estate agreement, a community declaration

setting out an agreed code of conduct for neighbour relations, and incentives for good tenants. Ideas for funding our recommendations included corporate sponsorship, creating a community fund, and involving a charity in the schemes. In terms of communication, we were astonished to hear how many great services there are in Ballymun, most of which we had never heard of. This is despite the fact that services told us they were making a lot of efforts to publicise what they were doing. We thought a simple solution might be a widely available directory of local services. We also feel a community radio station would build community cohesion and help publicise services.

As many agencies need to work together to deliver the recommended schemes and initiatives we feel that one organisation or officer should be responsible for overseeing the various programmes and monitoring progress.

## 2. INTRODUCTION

A citizens' jury is a group of ordinary people, who come together for several days to hear evidence from witnesses and discuss how to solve a problem. Fourteen of us – all residents of Ballymun, met for four days in April 2003 to decide how best to tackle the problem of anti-community behaviour.

We've come up with some ideas for the future, but we want this to be just the start of the process of reducing anti-community behaviour. We don't want the citizens' jury report to sit on a shelf and gather dust. We don't want it to be a short-lived PR exercise that doesn't make any difference to the daily lives of the local community. We know change doesn't happen overnight and a lot of agencies and individuals are going to need to be involved and take responsibility for changing how we work together. It will take time to achieve, but we'd like to see some progress beginning soon. The Managing Director of Ballymun Regeneration Ltd, Ciarán Murray, gave us a commitment that the Jury could meet again in one year's time with the agencies who share responsibility for tackling anti-community behaviour, so that we can see what progress has been made. We'll be very disappointed if it's just 'business as usual' for all the agencies in the meantime. The local community deserves better.

So if we're going to see a real difference over the next twelve months we need as many people as possible to sign up to reducing anti-community behaviour. We're only fourteen of the 15,229 local residents (2002 Census), and we need the rest of the local community to get engaged with this debate. We all have to take responsibility too. We met as a Jury on your behalf, but change won't come without us working together – with all those who are currently working hard to improve our community, and with all those who don't yet know where to start. Spending four days sitting as the citizens' jury inspired many of us to want to become more actively involved in improving our community – now we need to work with you to make more things happen. Please tell us what you think of the report, what you think should be done first, and how you might want to get involved.

We think we've made some practical recommendations in this report. We know that some of them will take some upheaval amongst statutory services. Some of them will require further investigation. Some of them could be replaced by better ideas. We're not unrealistic and we don't expect everything to happen exactly the way we've described it.

But the one thing we're sure about is that some things do have to change. At the start of the Jury, some of us were a bit sceptical about what it was all about. Some of us weren't sure if anything could be done to reduce anti-community behaviour. Some of us were simply angry, upset and frustrated about some of the things we've had to put up with for so long. We weren't quite sure whom to blame and we felt isolated and daunted by the problems.

By the end of the four days we are convinced that if the will is there, we can certainly make a difference. We've been inspired by examples of projects – some in Dublin, some abroad – that have reduced incidents of anti-community behaviour by up to 50% over the last few years. So we know it's possible to make a similar impact in Ballymun if we really want it to happen.

As one of us said on the last day of the Jury: "I've learned that there's no such thing as 'can't'. We've just got to go out and do it."

### **3. OUR VISION FOR A POSITIVE COMMUNITY IN BALLYMUN**

You can't make change in an area unless you have a vision. And you can't persuade local people to have hope unless you paint a picture of how different things could be. We know there are a lot of good people and a lot of positive things happening in Ballymun – so we believe it's worthwhile being optimistic about the future. We came together for four days to discuss how we could tackle the problems created by anti-community behaviour. The first place to start is with our vision for a positive community in the future.

We know that change doesn't happen overnight, so we hope that in 10 years time, we will live in a Ballymun...

... where it's a safe place for our children and our grandchildren to play...

...where everyone is working for the community ... people watch out for each other... there is less confrontation, and young people and adults are more tolerant of each other ...there's more communication... it's a vibrant, caring, active community...

... where there's a way out of social deprivation for everyone... we have pride in our neighbourhood ... it's clean ... it's drug free and crime free.. the area is cleaned up and there's no graffiti ...there is a better relationship with the Gardaí ...

... where there is less prejudice from outsiders ... there is a bigger workforce, more banking facilities ... more shops, an industrial estate and more businesses... there are more things to do for young people ... a gym ... clothes shops ... a sports complex with good staff and trained personnel ... people are participating in social activities ... there are more affordable facilities... there's better public transport ... the area is promoted and seen as an asset to Dublin ...

...where we have good local leadership and people who make things happen...

... where there is hope.

## 4. THE PROBLEM OF ANTI-COMMUNITY BEHAVIOUR IN BALLYMUN

As explained by the witnesses, anti-community behaviour can be defined as:

“Acting in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household.”

Or

“Behaviour causing disturbance, distress, harm or fear which has a significant effect on people’s lifestyles and routines. Persistence, intensity and the numbers involved are relevant factors. The behaviour need not be a breach of the criminal law”.

We heard that if anti-community behaviour is not addressed, it can act as a catalyst for more serious crimes. Anti-community behaviour can also have a debilitating effect upon communities by increasing fear and social withdrawal and undermining residents ability or desire to exercise control of the situation. Many witnesses explained how anti-community behaviour can also be costly for communities. It can affect the success of local business and can be costly to repair. Other witnesses pointed out how anti-community behaviour can also affect the lives of the perpetrators and their families. Negative effects include exclusion from school, eviction from homes, losing contact with service providers, homelessness and becoming involved in the criminal justice system.

Anti-community behaviour is manifested in a lot of ways, but some things are more of a problem to us in Ballymun.

The worst things we have to put up with are:

- Gangs drinking
- Joy riding
- Drug dealing
- Littering
- Gangs intimidating/harassing
- Graffiti

Other anti-community behaviours that affect us, but to a lesser extent are:

- Abandoned cars
- Missile throwing
- Noise nuisance
- Uncontrolled animals

## **5. THE CAUSES OF ANTI-COMMUNITY BEHAVIOUR IN BALLYMUN**

We recognize that the causes of anti-community behaviour are complex. Just as there's no one way to put it right, there's no one thing that causes it in the first place. But we did identify some key causes. All the solutions that we have proposed in section 6 need to be doing something to try to tackle these underlying causes:

### **A lot of people don't know what's available**

Over the four days we heard about a lot of positive projects – but most of us had never heard of the good work that's going on in the area. Greater awareness of what's happening would help build a strong community, and you're less likely to get anti-community behaviour in strong communities.

### **Peer pressure**

This is a real problem, particularly for young people, who find it hard not to get involved when others are putting pressure on them to join in the bad behaviour.

### **Lack of focus on family**

Instead of concentrating just on problem individuals, we think more work needs to be done to help families tackle things together. Parents need to feel responsible for their children – children need to feel responsible for not letting their parents down – and the wider community needs to take more responsibility for supporting families who are finding it difficult to cope. It's not easy keeping families together when there are so many external pressures nowadays – but strong families can make a community feel much safer and happier.

### **Poor relationship with the Gardaí**

There's a real lack of trust in the Gardaí. People don't think they respond quickly enough when they are called, or take local people's complaints seriously enough. We were impressed by many of the corporate policies of the Gardaí nationally, but we don't think they reach us on the ground. We don't see enough Gardaí walking through the estates, and we're not sure they're on our side. We think a lot of work needs to be done to build a better relationship with local people.

### **Drugs**

We felt that drugs caused a lot of problems in the area – though we did also think that perhaps people use drugs because they have a lot of other problems in their lives. So perhaps it's a symptom of other things that are wrong rather than a cause itself. Nevertheless, as a result, the behaviour of people who are using or selling drugs in the area often causes real distress for local people.

### **Lack of community ownership**

Places get run down and neglected when no one feels like it's their responsibility to look after them. It comes down to communication again – if no-one in Ballymun feels ownership of the community then no-one will take responsibility for reporting problems, for challenging people who are undertaking anti-community behaviour, or for supporting those people who are trying to make things better.

**Lack of meeting places for young people**

It's no wonder young people hang out in gangs outside, in the shopping centre and in entrances to the flats. If we don't give them somewhere proper to go, they'll continue to hang around and mess around.

**Lack of meeting places for the whole community**

It's not just young people who don't have places to go. We know that there are more facilities in Ballymun, but there needs to be places for the community to meet together, and to talk.

**Truancy and early school leaving**

We heard from a number of witnesses that one of the single biggest causes of anti-community behaviour is children not being in school. In Ballymun, truancy can run at between 15-23% every day. And one in four children will stop going to school altogether by the age of 15. Clearly, action is required.

**Lack of role models**

It's hard to keep standards and hopes up if we're not aware of local role models and good examples to follow.

**Alcohol**

Alcohol is so much more available and socially acceptable than drugs, but it is often the cause of problems in the community.

## 6. OUR RECOMMENDATIONS

It's important to stress that we don't think there's any one answer to reducing anti-community behaviour. Taken one by one, many of our recommendations won't make a huge amount of difference. But we think that a comprehensive programme of education, prevention and enforcement will give us a framework for tackling this issue successfully.

Research into successful anti-community strategies elsewhere proves that we need projects and initiatives that deal with the people who are causing the problems; the people who are the victims of anti-community behaviour; and the environment in which we all live. If we take away one element, the others won't work.

The important thing is that we set some community-wide standards that set out what we think is acceptable behaviour. We then need to encourage positive community behaviour, and stand up to those who behave in a way that damages the community. Wherever possible we need to prevent problems occurring before they become serious. We're happy to give people second chances and give them the support they need to change their behaviour if necessary. We'd like to be an open, welcoming and tolerant community - but everyone needs to know that if it comes down to it, we simply won't allow a small number of people to intimidate the vast majority of people who want to live in peace.

### EDUCATION

#### **Training young people to become 'youth workers', peer role models and mentors**

A witness described to us a project where young people were trained to manage an internet café that was used as a meeting place for local young people. We ourselves know of examples where young people involved in projects have been trained and become youth workers or mentors. We feel that training and mentoring young people to become youth workers should be more widely promoted in Ballymun.

#### **Informal educational activities: e.g. literacy, music, budgeting, recycling**

The devil makes work for idle hands, they say. And while formal schooling might not appeal too much to some of the young people who are hanging around in gangs and causing trouble, most of them would probably appreciate the chance to stretch themselves a bit and try something new. One example of this is there's already a good recycling scheme in Ballymun that could be extended.

#### **Educate schoolchildren about the new Ballymun**

Children can't be expected to respect their environment if they just see scruffy buildings all around them. We need to let them know how things will change in the future, so when the area is regenerated they value it and keep it in good order.

#### **Encourage tolerance of different groups through education**

Many of the problems are caused by suspicion – adults think young people are up to no good, and young people are often intimidated by adults too. We need to think of as many opportunities as possible to get different age groups together to start trying to understand each other. Maybe the young people hanging around on the corner aren't really a bad gang out to cause trouble... perhaps

they're just bored and feel there's safety in numbers. We think we could reduce the fear of crime and disorder by giving people opportunities to see each other in a more tolerant and understanding light. Could we get young people volunteering to help older people with shopping and DIY? Could older people volunteer to help children with their homework or supervise after-school sports activities?

#### **Including drugs education in the school curriculum**

We were pleased to hear that drugs education was an important part of the school curriculum at both primary and secondary school. We would like this to continue, as well as seeking new effective ways of teaching young people about the dangers of drug use.

#### **Resettlement**

Even if a family has been evicted from their home, that needn't be the end of the story. We heard about a project in Dundee in Scotland that helped families who'd been persistent anti-community offenders get yet another chance for a fresh start. We think that given the right support, people can change if they want to.

#### **Familiarisation with public services**

Children often start fires or make hoax calls to get the fire brigade out. We were encouraged to hear of a project where one local fire brigade worked with a group of young people to give them the chance to spend a few days at the fire station and learn about the appliances. It was fun, kept them busy, gave them good role models to learn from, and taught them some respect for the fire service. We'd like to see this happen in Ballymun – and perhaps other services could come up with similar schemes.

#### **Encourage young people to stay in school**

Perhaps the single most effective thing we could do is to support any scheme that keeps children in school – reducing truancy on a daily basis, and retaining them in school until at least 16 years old. It's not just in the short term that absence from school causes problems – research shows that children who leave school without qualifications are more likely to suffer unemployment and a whole host of other problems throughout their lives. As presented by one witness, the situation could be greatly improved if the current school welfare legislation was implemented in Ballymun. This would mean one agency would be responsible for reducing truancy and increasing school retention rates.

### **PREVENTION**

#### **Social interaction**

One witness described how he felt anti-community behaviour could only be combated by a “united community” – one which got out and socialised together. We feel all forms of social involvement should be encouraged, from promoting and improving use of current facilities, to providing new, affordable places for people to meet and interact – whether, these are cafes, small local pubs or sports facilities.

“Support anyone, even in the short term, who will take a child, fill their time, and give them some dreams.” So said one of the witnesses, and we agreed. “We need to keep searching for those simple ideas that seem to make a difference to people's behaviour,” said another. We'd like to see

a lot more projects – and they don't have to be costly – that give young people positive and enjoyable things to do. It shouldn't be hard, and we heard of some good local examples. Last summer the youth project organised a football match which took dozens of children off the streets and reduced crime and disorder in the area. And yet when they wanted a re-run, the pitch wasn't available. Why not? We'd like to see the authorities let these things happen – and give practical backing to people who want to organise them.

#### **Developing early interventions**

We heard that agencies and professionals are often able to identify which children may develop problems at a very early stage. And yet, often because of funding restrictions, they're not able to put resources into working with them until they've started to cause serious problems. We think this is a mistake. Why wait until someone really misbehaves to give them attention? It would do more for the individual child and it would be better for the whole community to try to arrest potential problems at an early stage. In the same vein, why wait until someone is actually homeless to give them help? Why wait until the situation is bad enough to justify evicting someone from their home? We'd like to see a lot more early interventions to prevent people getting into serious trouble.

#### **Neighbourhood wardens**

We liked the idea of wardens who would patrol the estates. They'd be there to complement the work of the Gardaí, not to replace them. They wouldn't have legal powers of arrest or enforcement, but they'd be there to help 'manage' the neighbourhood. A careful recruitment and training programme would be undertaken to ensure the wardens could properly carry out their duties. They'd probably patrol in pairs, and they'd become familiar faces and be a reassuring presence in the area. We heard that in places where they'd been introduced – 205 different estates in England – they'd acted to deter crime, reduce fear of crime, and encourage environmental improvements.

#### **Adventure activities**

Young people need to get a "buzz" out of life. It'd be better if it were a legal one. It might not be realistic to take all the local young people canoeing or mountaineering – but where funding allows we thought it would be a positive diversionary activity for young people particularly at risk of offending through boredom.

#### **Youth shelter**

We thought that one of the reasons that young people congregate in places that adults see as unsuitable is that they just need a place to 'hang out'. A shelter that is designed by young people themselves could act as a safe place where young people can meet and socialise. The shelter would need to be fitted with lights so young people could use it in the evening.

#### **Skate park – skateboarding, roller-blading, biking, graffiti wall**

The Ballymun master plan identifies some beautiful parks, but we felt there should be a facility where young people can ride bikes, go roller-blading, and use skateboards without messing up other areas. A specially designed skate park would provide such a facility. We also thought a graffiti wall, designed by young people, would go some way to preventing the park from being vandalised.

#### **Motor club (car maintenance)**

Joy riding is a real problem in Ballymun, and there's no doubt that many young people are obsessed with cars. There might be nothing we can do to stop the real hard-core car criminals, but

we suspect that the vast majority of young people who are racing cars could be diverted into more legitimate car projects.

#### **Caring about the appearance of the area**

We all have a responsibility to do better at maintaining the area in good order. The Council needs to look after the public spaces. Residents need to take care of their homes, corridors, and gardens if they have them. An area that's unkempt, full of litter and graffiti, gives the impression that no-one cares what happens around here. And that's when the real trouble starts. Good maintenance could be enforced by fines and encouraged by incentives, prizes, and competitions.

#### **Litter wardens**

Littering is a major problem in Ballymun – this includes paper and cans, but also bigger items like abandoned fridges and cars. We feel litter wardens would go some way to improving our local environment. These could either be paid workers or volunteers as part of a wider environmental/recycling project.

### **ENFORCEMENT**

#### **More Garda presence**

Sometimes the fear of crime is a greater problem than crime itself. We'd like to see more Gardaí walking round the streets. This is also part of building up trust between the Garda Síochána and the local community. If each of the neighbourhood areas are going to get a local pub, we hope that policing issues are included in the development plans.

#### **Community policing**

We appreciate that the Garda Síochána often have to work under difficult circumstances but we feel more could be done to build good community relationships. Whether this would involve visiting schools and youth clubs talking to children, or organising a road show promoting the work of the local Garda.

#### **More CCTV**

The CCTV cameras make people feel safer, and we think they reduce crime and disorder. But they're only any use if there's people watching them and responding quickly to adverse events caught on camera. We're not convinced that the contract is being managed as well as we'd like, because we know of too many occasions when people have been attacked or harassed in sight of the cameras and nothing has happened. We'd like more CCTV cameras and reassurance that the cameras are monitored properly. And we'd like the local community to be given more information about how incidents that are caught on camera can be used as evidence.

#### **Community back-up for witnesses**

We understand that evidence from witnesses is not needed to secure an eviction, but is needed to prosecute perpetrators of anti-community behaviour in court. However, no-one wants to make a formal complaint never mind give evidence in court if it means they're going to face intimidation, harassment or retribution. We don't blame them. And yet if no-one speaks up, nothing changes; and then people get away with causing misery to others. We were told about one scheme in Newcastle whereby whenever one person had to go to court to testify against an offender, 30 or 40 other local people would go along with them. That demonstrated that they had the backing of the local

population – it made them feel less isolated and gave them some protection. Another way of dealing with the problem is to employ professional witnesses. These could be housing officers, Garda Síochána officers or others who appear in court to testify, using evidence that local residents have collected and recorded in official incident record books/diaries.

### **Acceptable Behaviour Contracts**

We heard that an Acceptable Behaviour Contract, or ABC, is a written agreement between a person who has been involved in anti-community behaviour and one or more local agencies whose role it is to prevent such behaviour. The contract is agreed and signed at a meeting with the individual and the lead agencies. Where the person whose behaviour is at issue is a child or young person, parents or Guardians should attend. The contract specifies a list of anti-community acts in which the person has been involved and which they agree not to continue. Support to address the underlying causes of the behaviour should be offered, as well as some incentive for compliance, in parallel to the contract. Legal action or eviction should be stated on the contract where this is the potential consequence of breach.

Many witnesses described how ABCs had been effective in reducing anti-community behaviour and we feel a similar scheme would have as much success in Ballymun. The important thing is that it comes as a joint approach. It's the Garda Síochána and the housing officer working together. It's not just focussing on the child, but involves the parents too.

### **Parental Control Agreements**

We feel Parental Control Agreements should also be implemented in Ballymun. PCAs are identical to ABCs except they are for cases of anti-community behaviour by children under 10 years old. In this instance, the parents rather than the child sign the agreement.

### **Threat of evictions**

We don't want to see people being evicted from their homes. We think this causes more anti-community behaviour than it solves – and the last thing we want to do is to push people further to the margins of society. But we do think that the threat of eviction is a powerful motivator to get people to change their behaviour. We also heard a number of witnesses who told us that young offenders were more concerned about getting their family evicted than they were about being in bother with the Gardaí. We think, the threat of eviction when used alongside Acceptable Behaviour Contracts or Parental Control Agreements would be an effective deterrent to anti-community behaviour.

### **Bar offenders from the area**

If it does get to the stage of having to evict someone from their home, that's rarely the end of the story. They might not live in the area any more, but they're likely to hang round in it anyway – often causing just as much trouble as when they were a tenant. A barring order could be included, alongside eviction, in an ABC or PCA.

### **Day detention centres**

One witness described how the 2001 Children Act shifted the focus away from simply imprisoning young offenders. He described how day detention centres can be used to educate and train young people during the day but the convicted offenders are free to go home in the evening. We think this is a good idea because at present it seems as if young offenders either get away with a slap on the wrist or are actually imprisoned – there doesn't seem to be anything in between. We understand

that development of this kind of centre would need a lot of planning and consultation with local people but we feel it is something that should be considered.

## **AGREEMENTS/CONTRACTS BETWEEN THE COMMUNITY AND SERVICES**

### **Tenancy rules and a joint estate agreement – what tenants/residents can expect from local services**

One witness presented a summary of the Dublin City Council Tenancy Agreement. This summary is discussed and signed by tenants moving into new houses. We thought it was a good idea to remind tenants of their responsibilities but we thought all tenants should go through this process – not just those moving into the new accommodation

We feel that local agencies such as the council, the Garda Síochána, and Ballymun Regeneration Ltd should set out exactly what we as local people can expect from them. We feel this should take the form of an estate agreement – a document spelling out the standards of service we can expect, and providing details of who we can talk to if that standard of service is not met.

### **A community declaration setting out an agreed code of conduct for neighbour relations**

Similar to the tenancy agreement, we think there should be a community declaration (including tenants and owner occupiers) setting out an agreed code of conduct. The code, agreed in consultation with all local people, would set out how people should be considerate of their neighbours.

### **Incentives for good tenants**

The Council told us this might be difficult, but we'd like them to look into it and give it serious consideration. We heard about a number of 'Gold Standard' schemes in the UK where landlords give incentives to tenants who pay their rent on time, keep their properties in good order, and don't cause any problems. Because why should the troublesome tenants get all the attention?

We think people react better to incentives and encouragement than to threats and punishment. We think this kind of scheme doesn't need to be complicated to administer and would lead to a more positive relationship between tenants and the Council. Tenants would end up being partners with the Council in helping to manage and improve the state of the properties.

Some of the incentives we'd like to see introduced include being allowed to move quicker up the waiting list for re-housing, and a better maintenance service.

## **FUNDING**

### **Create a charity to run project, or encourage a charity to take management role**

There needs to be one organisation that takes responsibility for the social aspects of regenerating the area. So much investment is being put into the buildings and the infrastructure. But witness after witness told us that you need to have an organisation that leads the programmes with local people. If the responsibility belongs to "everyone", no one makes it happen. Effective, dynamic leadership is needed to manage and co-ordinate many of the small scale projects that we are suggesting.

### **Corporate funding for schemes**

If a charitable organisation was involved in overseeing the programme of initiatives to tackle anti-community behaviour, we feel it would be easier to attract sponsorship from large companies. This sponsorship would provide kudos for the companies involved and much needed funds for community activities.

### **Charge companies in the new shopping centre – to create a community fund**

While we don't want to discourage new companies from relocating into the area, we do think there's a good case for asking them to contribute to a community fund that would support positive initiatives in the area. It would help us fund programmes that can't get public sector funding – and the payback for the companies would be a reduction in vandalism, theft, disorder and anti-community behaviour. As explained by many of the witnesses, a reduction in anti-community behaviour will enhance the viability of businesses setting up in the area. They'd be contributing to a local community - their customers and employees, after all – who would then have a better education, more skills, and a positive attitude towards the companies that invested in them.

## **COMMUNICATION**

### **Community radio**

Ballymun suffers from bad press from some sections of the media. There's also a communication problem – people don't seem to know enough about what's going on in the area. The rumour mill and word of mouth is very effective, but sometimes spreads misinformation. We'd like a feasibility study done, which looks into the possibility of a community radio station. As well as providing a source of local, reliable information and entertainment, it could help build community cohesion and be a source of training and jobs for local people.

### **Neighbourhood Forums – should be representative and should consult and communicate with local people better**

We feel that if local Forums are going to truly represent us they need to be more pro-active in recruiting new people to participate. Many people are intimidated by the Forums and don't feel confident enough to get involved. We feel new representatives should be actively sought by going out into the community, explaining the Forums' role and recruiting new people to participate.

We'd like to see the Neighbourhood Forum representatives do more to consult local people on a regular basis about our priorities. Some of the good representatives already do this – sadly, not all of them do. We think that if you represent local people you need to do more than sit on a committee.

Again, we'd like to see Neighbourhood Forums being much more proactive and reach out to local residents. We know this would be more work for them – but we suspect that if they asked for help in distributing newsletters and keeping people better informed then others would volunteer to give them a hand.

### **Dublin City Council, An Garda Síochána, and Ballymun Regeneration Ltd**

We feel that the Council, An Garda Síochána, and Ballymun Regeneration Ltd should publicise better what they're doing in the area.

### **Directory of services (list services provided)**

We were astonished to hear how many great services there were in Ballymun – most of us didn't even know they existed. This was despite the fact that the service providers told us they were making a lot of efforts to publicise what they were doing. It's obviously not enough – if local residents don't know what's available then the people who need the services may be missing out. And as well as that, the rest of the local community will think that nothing is being done to sort problems out. We thought that a simple solution might be a directory of local services, made widely available. This could help the agencies themselves, and the local community.

### **Co-ordinate community groups under an umbrella organisation**

How many of the agencies know about each other? How many of them duplicate work? How many of them compete for funding? Although some of us thought that a certain amount of competition is a good thing and helps ensure quality and diversity of services, we all felt that more co-ordination would be healthy. An umbrella organisation for voluntary and community services might help eliminate unnecessary duplication and could act as a strong voice for the sector as a whole.

### **Central information network for local groups such as housing, health, the Garda Síochána**

We know that there are many legal problems with sharing information about individuals. But it's also very frustrating that each of the agencies has information that could help the others deal with situations better. Several of the witnesses told us that it was only when housing officers and the Gardaí worked together that they could properly support a family in trouble – or deal firmly with a drug dealer or persistent offender. If the school knew that there were problems at home then they might be able to help the child. "If a boy's parents are using drugs then school rules are way down at priority 66. Why should he turn up to school to get low grade grief from someone who doesn't understand?" asked Frank Byrne, principal of the local comprehensive. If the health visitor talked to the housing officer they might be able to make sure that the family didn't build up big rent arrears. It wouldn't be feasible or legal to set up a shared database. But we couldn't see any reason why services couldn't do better at networking and sharing information to create a joint approach to help problem individuals and families before the situation reached crisis point.

## **PROGRAMME MANAGER**

As many agencies need to work together to deliver the recommended schemes and initiatives we feel that one organisation or officer should be responsible for overseeing the various programmes and monitoring progress. The programme manager's duties could include:

- Consult specific groups: young people, problem families, service providers.
- Conduct feasibility study.
- Establish local steering group (to include all local services e.g. Dublin City Council, An Garda Síochána, Ballymun Regeneration Ltd).
- Commence activities – simple things first.
- Monitor and evaluate.
- Succession strategy.

## 7. THE CITIZENS' JURY MEMBERS

The members of the jury were randomly selected to be representative of the wider Ballymun community.

- Jurors came from across Ballymun, with Poppintree, Belclare, Balcurris, Sandyhill, Coultry, and Shangan being represented.
- Seven were female and seven male.
- Two jurors were aged under 25, six were aged between 26 years of age and 40 years of age, four were aged between 41 and 60, and two were aged over 60 years old.
- Employment status included four who were working, two who were unemployed, three who were studying, three who undertook home duties, one who was retired, one who described themselves as disabled.
- One juror was a member of the Traveller community.

### **The Jurors:**

Paul Barber  
Angela Byrne  
Michelle Emmett  
Ashling Fitzpatrick  
Paul Kavanagh  
Gerry Kelly  
Marc O'Neill  
Kate Maughan  
Peter Moore  
Carmel Murphy  
Karen Shannon  
John Tracey  
Deirdre Tuke  
Tiernan Williams

## 8. THE WITNESSES

Over the four days, we listened to 20 separate witness presentations. After each presentation we cross-examined the witnesses to clarify any of the relevant issues.

### **Superintendent Michael Feehan, An Garda Síochána**

Michael presented evidence on:

- An Garda Síochána Corporate Strategy.
- Juvenile Diversion Schemes.
- An Garda Síochána Special Projects.
- Community Policing.
- Neighbourhood watch.

### **Paul O'Mahony, Criminologist, Trinity College Dublin**

Paul presented evidence on:

- 2001 Children's Act
- Juvenile justice system.
- Day detention centres for young people.

### **Fr. Peter McVerry, Arrupe Society**

Peter presented evidence on:

- Questioned whether it was possible to combat anti-community behaviour without a united community.
- Reducing prejudice and suspicion of young people.
- Reaching out to excluded groups.

### **Hughie Greaves, Co-ordinator, Ballymun Local Drugs Task Force**

Hughie presented evidence on:

- BLTDF Service Plan.
- Outpouring of community anger about drug use in 1996/97.
- Support for victims and perpetrators of anti-community behaviour.
- Multi-agency, supportive, non-judgemental family interventions.

### **Tony Geoghegan, Merchants Quay Ireland**

Tony presented evidence on:

- Homeless services.
- Drug services.
- Positive impact services.
- Public nuisance issues and minimising negative impacts.

### **Eileen Doyle and Florence Lawler, Home Help Workers, Ballymun**

Eileen and Florence presented evidence on:

- Personal experiences of anti-community behaviour.
- Home help service.
- Helping families to help themselves, budgeting and parenting.

**Sean Smith, Ballymun Area Housing Manager, Dublin City Council**

Sean presented evidence on:

- Dublin City Council policy on anti-community behaviour.
- 1966, 1997 Housing Acts.
- DCC working with An Garda Síochána.
- Preventative measures.

**Niall Guy, Ballymun Regional Youth Resource**

Niall presented evidence on:

- Engagement with young people.
- Reasons why some young people can act in an anti-community manner – physical and sexual abuse, drug addicted/alcoholic parents.
- Lack of educational welfare service.
- Activities for young people.

**Eve O'Connor, Rose Ormsby, and Colm O'Murray Community & Family Training Agency, Ballymun**

Eve and Colm presented evidence on:

- Victims of anti-community behaviour either silenced or retaliated against.
- Dangers of some anti-community acts such as joy riding.
- Initiatives: environmental and activity programmes.
- Agencies and community working together.

**Jean Quinn, Co-director, Sophia Housing Association**

Jean presented evidence on:

- Community settlement.
- Transition and supported housing, outreach.
- Communities/dysfunctional behaviour.
- From a culture of violence to a culture of non-violence.

**Nicola Byrne, Services Manager and Carolyn Smith, Support Worker, Housing Association for Integrated Living; and Brendan Bent, LINX.**

Nicola, Carolyn, and Brendan presented evidence on:

- Support services.
- HAIL and LINX partnership in Ballymun.
- Conciliatory approach, zero tolerance, reporting anti-community behaviour.

**Ciarán Murray, Managing Director of Ballymun Regeneration Ltd, and Assistant City Manager, Dublin City Council**

Ciarán presented evidence on:

- BRL Masterplan – Environment, Education, Employment, Empowerment.
- Threat to long-term sustainability.
- Tackling anti-community behaviour through urban design.
- Community pride and civic responsibility.
- Promotion of pro-community activities.

**Sergeant Paul Dunn, Metropolitan Police Force, UK**

Paul presented evidence on:

- Community led solutions.
- Young people are included in the community.
- Fear of crime.
- Deal with issues not just consequences – involve families.
- Acceptable Behaviour Contracts and Parental Control Agreements.

**Edwin Lewis, National Development Manager, Youth Works, Groundwork UK**

Edwin presented evidence on:

- National Strategy for Neighbourhood Renewal.
- The Youth Works Programmes.
- Targeted approach, multi-agency steering groups.
- Prevention, diversion, skills development, remedial work, community work.
- Youth Works achievements.

**Kevin McCready, Crime and Social Policy Section, NACRO, UK**

Kevin presented evidence on:

- What is anti-community behaviour?
- Gathering evidence.
- Proactive initiatives.
- What does an anti-community strategy look like?

**Caroline Hunter and Judy Nixon, Research Fellows, Sheffield Hallam University, UK**

Caroline and Judy presented evidence on:

- The problem of definition.
- Issues associated with enforcement action.
- Case studies: Blackthorn estate, Kensington and Chelsea Crack House Protocol.
- Effective interventions.

**Steve Trimmins, Home Office Crime Reduction College, UK**

Steve presented evidence on:

- Helping people to help themselves.
- 'Crime Reduction Basics' – training session community groups.
- Basic principals of crime reduction.
- Early feedback on training – very positive.

**Jon Bright, Head of Implementation, Neighbourhood Renewal Unit, Office of the Deputy Prime Minister, UK**

Jon presented evidence on:

- Neighbourhood renewal strategy.
- What we need to do.
- Enforcement.
- Prevention.
- Case study: East Manchester.

**Frank Byrne, Principal, Ballymun Boys Junior Comprehensive School**

Frank presented evidence on:

- Overstating the level of anti-community behaviour.
- Schools contribution to tackling the problems.
- School attendance.
- Lack of local focus for young people.
- Need for single education welfare service in Ballymun.

**Peter Glennon, Community Welfare Officer, and Anglea O'Malley, Public Health Nurse, Northern Area Health Board.**

Peter and Angela presented evidence on:

- Worst effect of anti-community behaviour – eviction.
- Process before being evicted needs to be transparent.
- Health implications of anti-community behaviour.
- Linking other services with health service.

## **9. TERMS OF REFERENCE – WHAT WE WERE ASKED TO DO**

Various anti-community behaviours were described to us during the briefing session, which we attended on the 24<sup>th</sup> March. These were: harassment, threats, verbal abuse, intimidation, graffiti and criminal damage, assault, noise, public disturbance, arson, racial harassment or abuse, criminal behaviour, drunk and disorderly, prostitution, shoplifting, throwing missiles, urinating in public areas, use of pellet guns, trespass, illegal money lending, litter, animal control, gang violence, neighbourhood hostility, and drug dealing.

We were asked to consider the following questions whilst listening to the evidence presented by the witnesses.

- What is the nature of the anti-community behaviour in Ballymun?
- What is currently done in Ballymun to help tackle anti-community behaviour?
- What is currently done elsewhere to help tackle anti-community behaviour?
- What are the long-term solutions to anti-community behaviour in Ballymun?
- Which agencies/organisations/groups should be responsible for implementing the recommendations?

## **APPENDIX ONE - METHODOLOGY**

### **Why a citizens' jury?**

Public policy decision-makers often have a difficult time knowing exactly what the public wants to do about an issue. They may hear from lobbyists or activists, but rarely from a broad cross-section of local people. Public opinion polls can tell officials what people quickly think in response to a telephoned question. The actual "will of the people" may be something quite different.

The citizens' jury process is designed to allow decision-makers to hear the people's authentic voice. A citizens' jury provides an unparalleled opportunity for local people to learn about an issue and deliberate together to find a common ground solution. Decision-makers who watch a citizens' jury in action or listen to a jury's recommendations are able to learn what an informed public wants, and why. This information can be an invaluable resource for officials and other decision-makers at the local, and national levels.

Involving citizens in a high quality dialogue about a key issue, combined with good media relations activity around the event, ultimately leads to increased public support for the resulting policy. The citizens' jury process is an effective way to involve local people in developing a thoughtful, well-informed solution to a public problem or issue. It will examine the need for integrated solutions including mediation and cross agency supports and services.

The great advantage of the citizens' jury process is that it yields citizen input from a group that is both informed and representative of the community.

### **What is a citizens' jury?**

A randomly selected and demographically representative panel of 14 local residents met for four days to carefully examine anti-community behaviour. The jury of local people served as a microcosm of the public. They heard from a variety of expert witnesses, asked questions and deliberated over the relevant issues. On the final day of their moderated hearings, the members of the citizens' jury finally developed their recommendations for tackling anti-community behaviour.

### **Special characteristics of a citizens' jury**

#### *Random selection*

A telephone survey was conducted with a random sample of 198 Ballymun residents. Of these 155 indicated that they were interested in participating in the citizens' jury.

#### *Representative*

The list of 155 residents, interested in participating, was stratified in terms of employment status, age, gender, and area within Ballymun. The jury was then randomly selected from these stratifications so that the jury was representative of the Ballymun community.

#### *Informed*

Witnesses provided information to the jury on the key aspects of anti-community behaviour. Witnesses presented a range of perspectives and opinions. Local, national, and international witnesses were chosen to provide input pertinent to the local area, and also to ensure good practice from further afield was presented. The jury engaged the witnesses in a dialogue to ensure that all questions were answered.

### *Impartial*

Witness testimony was carefully balanced to ensure fair treatment to all sides of the issue.

### *Deliberative*

The jury deliberated in a variety of formats and was given a sufficient amount of time to ensure that all of the jurors' opinions were considered.

### **Process**

To ensure objectivity, Vision 21 ran the whole Jury proceedings. Jonathan Breeze (Vision 21's senior project manager in Ireland) organised the citizens' jury, and assisted with facilitation and developing the debate. A moderator (Ruth Turner, a director of Vision 21) was provided to facilitate and 'chair' the proceedings. A juror's friend (Paul Patterson, a project manager at Vision 21) was also provided to assist the jurors with any help they needed.

Witnesses were asked to present for 20 minutes and answer questions for 30 minutes. Following evidence from witnesses all the main points were identified and recorded by the jurors and facilitators.

### **Report writing process**

Following the development of the recommendations on the final day of the proceedings a report writing process was put in place.

This involved the moderator writing a draft report and forwarding it to jurors so that they could read it in anticipation of the report feedback session.

Eight days after the final day of the jury proceedings the jurors met with the Vision 21 team to agree the final version of the report. The report was then presented to Ballymun Regeneration Ltd.

### **Advisory Group**

The whole citizens' jury process from planning to reporting was overseen by an Advisory Group. The group, consisting of representatives from local service providers and community groups, was established to ensure the project was conducted in an objective and transparent manner.

Advisory Group members:

Evelyn Hanlon, Ballymun Regeneration Ltd.

Brendan Hayden, Dublin City Council, Ballymun Regional Office.

Helena Jansson, Ballymun Regeneration Ltd.

Fergus Kelly, Northern Area Health Board.

Eamonn Martin, Sophia Housing.

John Montague, Sillogue/Sandyhill Neighbourhood Forum.

Sister Malen del Valle, Aisling Project.

Deiric Ó Brion, North Dublin Development Coalition.

Michele Ryan, National College of Ireland.