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main concern is on behalf of individuals at risk from  
physical injury by paramilitaries.

A Development Officer took up post in December 1981  
initially for one year and funded by Safety Networks.  
This post has been extended until the end of March 1982.  
The duties of the Development Officer as well as clerical  
work, travel and subsistence are included in the costs  
provided by Safety Networks.

**PROPOSAL TO DEVELOP BASE 2 STRATEGY PROVIDING SERVICES  
FOR INDIVIDUALS UNDER THREAT OF PHYSICAL PUNISHMENT  
FROM PARAMILITARY ORGANISATIONS**

In order to progress an adequate response to the needs  
of individuals under threat, the Development Officer has  
been engaged in a process of research and consultation  
which has been ongoing since the beginning of 1981.  
This process has involved the Development Officer in  
visiting the British Isles as well as educational  
institutions and national organisations as to the needs  
of the people and how they may assist.

The demand for a service that can adequately respond  
to what are usually crisis situations was evident from  
the beginning of the establishment of Base 2. A limited  
service was agreed between the Development Officer  
and the Management Committee as a consequence of  
input from the Consultation Group.

From September 1981 to 31st November 1981, Base 2  
involved 21 cases of individuals and 14  
(11) who have alleged were under threat. Most of these  
referred were from social services throughout  
Ireland (11) and Probation or Probation supported  
(13) & a significant number have come from community  
groups or advice giving agencies (11). (Appendix 1)

Most of these under threat were  
were threatened by Republican groups  
were referred as a consequence of  
organisations.

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Ref: 3006.JJ

## INTRODUCTION

- 1.1 Base 2 has been in existence for almost one year. Its aim is to intervene on behalf of individuals at risk from the threat of physical injury by paramilitaries.
- 1.2 A Development Officer took up post in December 1990 initially for one year and funded by Safety Networks. This post has been extended until the end of March 1993. Supervision of the Development Officer as well as clerical support, travel and subsistence are included in the funding provided by Safety Networks.
- 1.3 The function of the Development Officer in the first year was to research the nature of the problem of those subject to the threat of punishment and to make recommendations as to formulating a strategy that would divert individuals who were at risk from physical injury from paramilitary groupings. (Appendix I).
- 1.4 In order to progress an adequate response to the issue, the Development Officer has not only been engaged in policy formulation (which continues to be ongoing) but has also been engaged in the process of strategic influencing throughout the British Isles as well as educating local, regional and national organisations as to the nature of the problem and how they may assist.
- 1.5 The demand for a service that can adequately respond in what are usually crisis situations was evident from almost day one of the establishment of Base 2. A limited advice giving service was agreed between the Development Officer and the Management Committee as a consequence of an input from the Consultation Group.
- 1.6 From September 1991 to 7th November 1991, Base 2 has been involved in over fifty cases of individuals and families (2) who it has alleged were under threat. Most of those referred were from Social Services throughout Northern Ireland (18) and Probation or Probation supported projects (13). A significant number have come from community based groups or advice giving agencies (21). (Appendix II).
- 1.7 Most of those under threat come from Republican areas and were threaten by Republican groupings. A small number (6) were referred as a consequence of threats from Loyalist organisations.

1.8 The age of those threatened appears to be decreasing. Base 2 was aware of 24 people aged 17 and under who were at risk. The youngest was 13. Base 2 does not seek to take responsibility away from those cases being dealt with by statutory agencies however Base 2 would seek to work in conjunction with statutory agencies which are the major source of referrals at the present time. In particular Probation Board For Northern Ireland and to a lesser extent, Social Services.

1.9 As part of the overall strategy a pilot Befriending Group was established in October 1991 and has, to date, been used with two individuals under threat. To realise this particular scheme the Training Group was established and funding secured from local sources. This seeking of local revenue costs is still continuing. "Top-up" training has been provided in respect of seven individuals and there are a further nine which will form part of the next in-take for Befrienders training. The purpose of the Befriending Scheme is to provide short-term supervised respite care in a safe environment which will allow for considered positive decision making.

### THE STRATEGY

2.1 Based on the experience of the last year as outlined on focusing on the needs of the young people under threat and on providing a limited service to meet those needs, BASE 2 would make the following recommendations to ensure an effective response to individuals at risk.

### THE WAY FORWARD

- 3.1 The ongoing collation of statistical information, to include overall numbers affected, source/type of threats and outcomes.
- 3.2 The co-ordination of a multi-agency response in addressing policy and legislative implications, supported by appropriate mechanisms such as referral systems.
- 3.3 The production of staff guidelines in conjunction with appropriate training.
- 3.4 The provision of local resources and community support networks.
- 3.5 The recruitment, support and training of a pool of befrienders.
- 3.6 The identification of a range of assessment centres.

- 3.7 The establishment of an information bank on potential placements within Northern Ireland and elsewhere and the development of such placements, as appropriate.
- 3.8 Developing long term placements lasting three months or more.

#### WHERE DOES BASE 2 FIT IN?

4.1 BASE 2 would see itself as contributing to the development of this quality response to individuals by developing its existing services, to ensure the implementation of these recommendations.

4.2 Current services provided by BASE 2 include:-

- a. Verification of threat
- b. Development of casework involvement
- c. Developing befriending
- d. Support for organisations wishing to develop a response
- e. Advice to organisations dealing with problems
- f. Information on placements (in and outside NI)
- g. Training
- h. Development of policy and practice in regard to working with young people under threat
- i. Facilitation of discussion/debate
- j. Statistical information on which to base strategy

Base 2 services are open to statutory, voluntary and community groups who are in sympathy with BASE 2's aims and objectives. Referrals will not be taken from organisations of a party political nature.

## THE PROPOSAL

5.1 Base 2 has secured funding from Safetynetworks for the Development Officer/Manager post with support services until March 1993.

5.2 It is to be hoped that after March 1993 the cost of 3.1 will be transferred from Safetynetworks to a Northern Ireland based funding source (see attached "Funding Strategy For Base 2"). (Appendix IV).

5.3 Base 2 envisages that the following posts will be needed in order to provide an effective structure that will respond adequately to the needs of those under threat:

- i. One full-time Manager
- ii. One full-time Belfast based Project Worker
- iii. At least three part-time Regional Workers located in the Republic Of Ireland, England and Scotland.

5.4 The Managers post will include the following factors:-

The post will engage in and be responsible for training, recruitment and funding. Ultimately the Manager will have responsibility for all regions in the British Isles as outlined in the accompanying diagram. (Appendix V). The responsibilities of the postholder will be to ensure effective management resources, management of premises, staff and development of appropriate professional work practices, agencies, devising and implementing an effective system for monitoring and evaluation, overseeing training, recruitment and selection, promotion and development of the overall project, establishment and control of budget and to act as link between the Management Committee and the Project Workers. The postholder will also have to continue to develop policy and the establishment and maintenance of an information bank.

5.5 By April 1992 it is hoped that a Belfast based Project Worker will be in place.

The specific responsibilities of this worker will include the development of:-

- Training
- A case work role
- Overseeing the befriender scheme
- Contributing to decisions made in respect of individuals at risk
- Developing resources within NI

5.6 Clerical and administration support should be provided by NIACRO as at present.

5.7 The Base 2 Management Committee feel it appropriate that part-time Regional Workers are established throughout the British Isles. This concept would require posts ideally being located within existing organisations who would be involved in the area of homelessness. Individual post holders would essentially act as "receivers", i.e, they would meet individuals who had to leave Northern Ireland and act as their key workers.

Joint funding applications will be made in respect of each of the part-time regional workers. Each Project Worker would take referrals from the Belfast end of the operation. Part of their job description would include the seeking out of appropriate resources within their particular regions. They would also have a case work function, i.e, would follow-up referrals who had been placed in their particular region to ensure that they are appropriately placed. These workers will also set up a Befrienders Scheme within their particular region. It is anticipated that the regional workers would all feed back into the Belfast headquarters and maintain links as regards individuals who seek to return home. The funding for these workers would be sought in conjunction with the Organisation within which they were located.

5.8 It is anticipated that the client service costs, i.e, cost of accommodation, subsistence, travel, training and payment of Befrienders would be the subject of more localised and continuous fundraising by Development Officer/Manager. This has already proved to be successful with contributions to date from Social Services, PBNI, Belfast Action Teams and the Community Relations Council. The Prince's Trust has also been approached and the outcome is being awaited.

**CONCLUSION**

6.1 Base 2 requests that the shortfall as identified in the Funding Strategy for Base 2 paper be met during the period over the next three financial years. It should be emphasised that this project is time limited in nature. Base 2 would estimate that if current efforts to support local communities in tackling anti-social activities such as joyriding for example, the TURAS project are successful then the need for Base 2 services will decline as the social problems leading to threats decline.

...  
...  
... "social" behaviour  
... refusal to join organ-  
...  
... escape from organisa-  
...  
... perceived danger to  
... organisation

**APPENDIX**

...  
...  
... friends in  
... G.P.

...  
...  
... friends

...  
... within NI  
... Ireland

**APPENDIX STATEMENT**

Total "on site" package

... return to source

... away from home

APPENDIX I

I N F O R M A L   J U S T I C E

DEFINITION - Threat of physical injury emanating from paramilitary source

AIM OF BASE 2 - To remove/intervene with individuals at risk from the above

AGE - Mainly 16 - 25 (not exclusive)

C H A R A C T E R I S T I C S

R E P U B L I C A N

"Anti-social" behaviour  
Perceived danger to organisation

L O Y A L I S T

"Anti-social" behaviour  
Refusal to join organisation  
Escape from organisation  
Perceived danger to organisation

R E S P O N S E

Maintenance in community

Removal to Relative/Friend in in N.I./Rep. of Irel./G.B.

Assessment period; approximately 7 days with befriender

Long term placement within NI

Move to GB/Rep. of Ireland

S T R U C T U R E D   P L A C E M E N T

Single living accomodation with supports & Befriender

Total "on site" package

Eventual return to source

or

Long term maintenance away from home



APPENDIX II

BASE 2 REFERRALS FROM JANUARY 1991 TO NOVEMBER 1991

During the period covered by this report, Base 2 has been involved with 50 cases who have been under paramilitary threat plus 2 cases of families who have been threatened. Of these cases, 15 have been interviewed directly by the Development Officer. Advice has been given to various agencies in respect of the remainder.

Referral sources are as follows:-

Social Services (North Belfast)	10
Social Services (Derry)	5
Social Services (West Belfast)	1
City Hospital	1
Physiatric Social Worker (Craigavon Hospital)	1
Probation (North & West Belfast)	5
Probation (Carrickfergus)	2
Extern	5
NIACRO Project - Jenny's (with Probation involvement)	3
TURAS Project	3
Newstart Project	3
Glengormley Citizens Advice Bureau	3
Concerned Parents	5
Corrymeela	3
Youth Club (North Belfast)	1
NIACRO	1

As can be seen from the above statistics, referral sources are fairly wide-ranging; however, the bulk of those referred come from the statutory agencies, namely Social Services and Probation.

The largest number of threats emanate from Republican groupings, particularly in West Belfast (20), followed by Republican groupings in North Belfast (9). The numbers of threats from Loyalist groupings are small by comparison, i.e, 6 known to Base 2 from North and West Belfast. However, statistics issued by the RUC, and contained within the Base 2 Briefing Paper, would indicate that there are marginally more Loyalist punishment shootings carried out than those from Republican groupings. There is not the same system of warnings existing in Loyalist areas as there are in Republican ones. Allied to this is the fact that community based youth projects are more evident in Republican areas than in Loyalist areas which offer diversionary programmes.

Most of those referred to Base 2 have occurred during the period April to May (20) and September and October (32).

There has been a general impression among some quarters that the age of those under threat has decreased recently. Of those referred to Base 2, this impression would appear to be correct. Below is a table identifying the age of those referred to Base 2.

AGE	NO
13	1
14	4
15	6
16	8
17	5
18	3
19	4
20	6
22	1
23	1
25	2

The rest of those referred have been aged 25 or over. The two families have not been included in the above figures and in some cases the age of the individual has been unknown. One pensioner has been referred.

This report relates to those cases which have been referred to Base 2 only. Other organisations have been involved in the issue of dealing with individuals or families who are under threat. I would suggest that the number of referrals known to Base 2 probably represents less than 50% of those who have actually been under threat.

It was referred by the Turas Project and used the opportunity to assess for a period of five days. The outcome of these two cases was that one was allowed to remain at home while the other had to move to London, where he is currently with his family. This individual is now on a catering course and seems to be settling well. Using the Supervisors' survey enabled me to make a more accurate assessment of the situation in terms of the severity of the threat. Concerning the lad who had to go over to London, it was ascertained that he was going to be subject to "hardship". This would have meant that he was going to be shot in the spine.

In another case, a 29 year old was referred to me from the Extern organisation. He was under threat from the UVF over an incident during the summer involving his ex-girlfriend and children. He was told to turn up at a public house where the intention was to "take care" of him. He came to me on the day that the threat was lifted. He was re-located within Northern Ireland in a nationalised area. The initial plan was to move him over to England within a two week period. However, he has decided that he wishes to settle within the area placed and I have had dealings with the Legal Housing Executive, Senior Housing Manager, and hopefully he will be allocated a flat.

I became re-involved with the case that was referred to me several months ago by Probation. At that time Probation used their own hostel network, however, for various reasons this broke down fairly quickly. The lad under question was 19 years old and was being threatened by the Provisional IRA. He had been subject to various meetings in the past and had also been the subject of an unsuccessful knee-capping. The mother contacted me directly and asked for help to provide a fare over to England. The lad himself was a lot more concerned than he had been on the previous occasion and felt it oportune that he did move out. A fare was supplied from monies obtained from the Belfast Action Team.

I interviewed three lads who were referred to me from the Lower Falls Newstart Project. Two lads had their threat lifted, however, in relation to the third one, it is not possible to see the threat removed. This individual was subject to a Probation Order. However, he is refusing to take on advice and resources offered and is causing a great deal of concern to those in Extern and in Newstart. An offer to relocate this individual was

### APPENDIX III

#### CASEWORK - UPDATE

The rate of referrals was particularly high during September and October and has just now begun to tail off, however, this tailing off still means that I am receiving on average, two referrals per week. Since the Management group last met, I have been involved in ten cases in which I have personally intervened.

Two lads under 18 were referred by the Turas Project and used the befriender scheme for a period of five days. The outcome of these two cases was that one was allowed to remain at home while the other had to move to London, where he is currently with relatives. This individual is now on a catering course and seems to be settling well. Using the befrienders scheme enabled me to make a more accurate assessment of the situation in terms of the veracity of the threat. Concerning the lad who had to go over to London, it was ascertained that he was going to be subject to a "50/50". This would have meant that he was going to be shot in the spine.

In another case, a 29 year old was referred to me from the Extern organisation. He was under threat from the UVF over an incident during the summer involving his common-law wife and children. He was told to turn up at a public house where the intention was to knee-cap him. He came to me on the day that the threat was issued. He was re-located within Northern Ireland in a nationalist area. The initial plan was to move him over to England within a two week period, however, he has decided that he wishes to settle within the area placed and I have had dealings with the local Housing Executive, Senior Housing Manager, and hopefully he will be allocated a flat.

I became re-involved with the case that was referred to me several months ago by Probation. At that time Probation used their own hostel network, however, for various reasons this broke down fairly quickly. The lad under question was 19 years old and was being threatened by the Provisional IRA. He had been subject to various beatings in the past and had also been the subject of an unsuccessful knee-capping. The mother contacted me directly and asked for help to provide a fare over to England. The lad himself was a lot more concerned than he had been on the previous occasion and felt it oportune that he did move out. A fare was supplied from monies obtained from the Belfast Action Team.

I interviewed three lads who were referred to me from the Lower Falls Newstart Project. Two lads had their threat lifted, however, in relation to the third one, it is not possible to get the threat removed. This individual was subject to a Probation Order. However he is refusing to take and act on advice and resources offered and is causing a great deal of concern to those in Probation and in Newstart. An offer to relocate this individual out

of Northern Ireland was made to the Probation Officer, however, the lad himself is not keen to avail of this. This particular case points out the attitude that some young people have in relation to their threats. That is they are very reluctant to leave their own areas and simultaneously will continue with their behaviour that will invite more attention from the local paramilitaries.

A case referred to me about two weeks ago involved a 22 year old from a loyalist area who is under threat from the UDA as he was threatening to give evidence against three members of that organisation, who beat him up severely a few months ago. This case is complicated by the fact that this individual has a psychiatric history and was at one time diagnosed schizophrenic. Because he is now diagnosed as having a personality disorder, he does not strictly come under the mental health brief. Consequently no organisation is prepared to take responsibility for him. His behaviour is such that he has experienced practically all the hostel resources that exist within Northern Ireland. He is currently residing in a halfway house in North Belfast, but his behaviour is such that it is unlikely he will remain at this hostel given his belligerent nature. His situation is also compounded by the fact that I discovered last week that his half brother was found decapitated on the top of the Belfast/Dublin train. Although I could place him in England, the quality of this placement would be fairly basic and in my view, inappropriate to his real needs. I concentrated on connecting him with the local Mental Health Services to try and get them to re-engage this individual. So far with a limited degree of success.

A Probation Officer from the Antrim Road contacted me on 22nd November. This was in relation to two individuals aged 21 and 22. The Probation Officer was convinced that the threat was very real and arrangements were made to get them over to London. One of the lads was not on Probation and I undertook to pay his fare and £30 to go towards food costs etc.

EXPENSES	42,016	46,016	NIL	NIL
PROBATION SERVICES	10,000	10,000	10,000	10,000
UNEMPLOYMENT BENEFIT	NIL	60,000	121,136	134,250
LESS				
GRANT RECEIVED FROM		30,000	23,000	36,200
STANDARD SERVICES				
		33,000	82,136	97,950

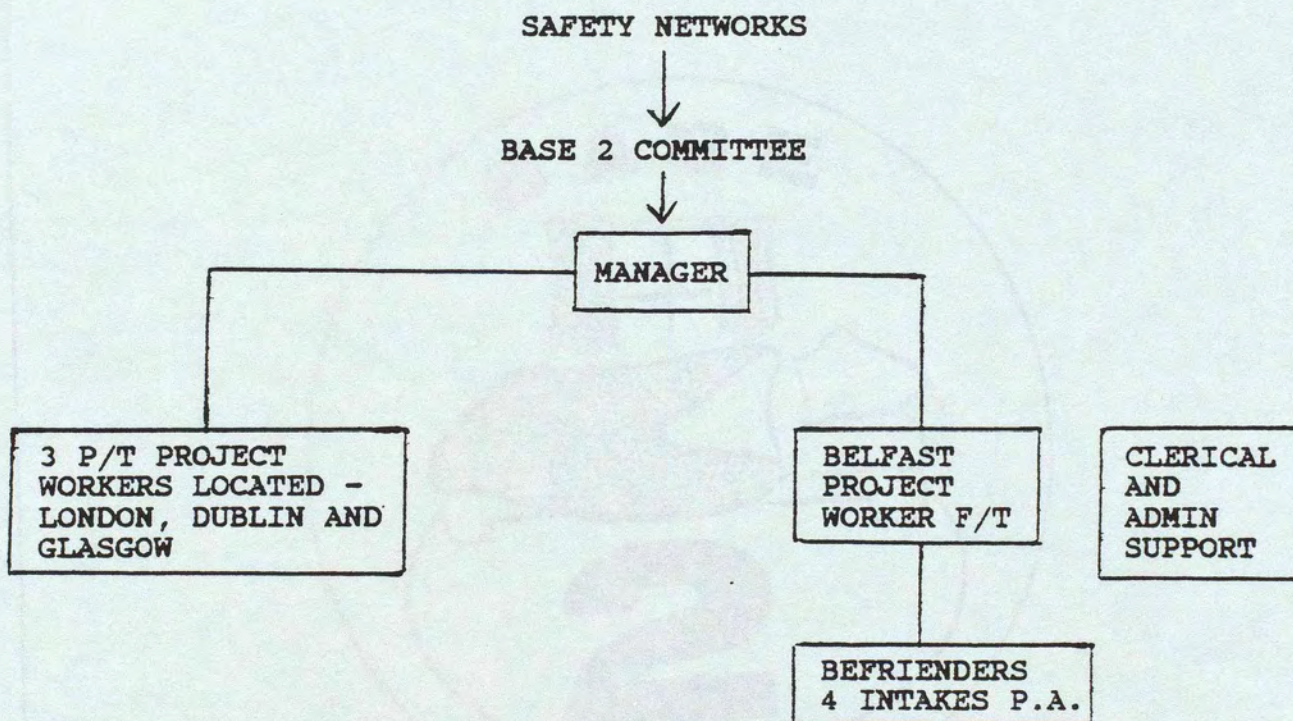
APPENDIX IV

FUNDING STRATEGY FOR BASE 2

	1991-92	1992-93	1993-94	1994-9
<b>EXPENDITURE</b>				
MANAGER	21,152	23,267	25,593	28,152
F/T PROJECT WORKER BELFAST		18,000	19,800	21,780
3 x P/T REGIONAL PROJECT WORKERS		30,000	33,000	36,300
CLERICAL AND ADMIN SUPPORT AND OFFICE BELFAST	8,175	8,992	9,891	10,880
ACE, PHONE, SUPERVISION, PRINTING, TRAINING LONDON	4,900	5,390	5,929	6,522
TRANSPORT, ACOMMODATION, SUBSISTENCE COSTS	7,789	8,567	9,423	10,365
CLIENT SERVICE COSTS PLACEMENTS TRAVEL BEFRIENDERS	10,000	25,000	27,500	30,250
<b>TOTAL EXPENDITURE</b>	<b>52,016</b>	<b>119,216</b>	<b>131,136</b>	<b>144,250</b>
<b>INCOME</b>				
- SAFETY NETWORKS	42,016	46,216	NIL	NIL
- BAT CRC )				
- PBNI )	10,000	10,000	10,000	10,000
- SOCIAL SERVICES )				
- OTHER )				
<b>ANTICIPATED SHORTFALL</b>	<b>NIL</b>	<b>63,000</b>	<b>121,136</b>	<b>134,250</b>
<b>LESS</b>				
3 x P/T REGIONAL PROJECT WORKERS FUNDING TO BE SOUGHT FROM EACH OF THE THREE REGIONS		30,000	33,000	36,300
<b>AMOUNT REQUESTED FROM STATUTORY SOURCES</b>	<b>33,000</b>	<b>88,136</b>	<b>97,950</b>	

APPENDIX V

BASE 2 - LONG TERM STRATEGY



Briefing Paper