

BASE 2



Briefing Paper

INTRODUCTION

BASE 2 is an organisation originated by Safetynetworks and currently employs a Development Officer. Safetynetwork's aim is, *"to provide accommodation and ancillary services for young adults belonging to minority groups in our society who have suffered educational, social and psychological deprivation through belonging to a minority culture and seeks to achieve those ends through the provision of accommodation and other professional services"*.

The activities of Safetynetworks are funded by a trust established by the Paddington Young People's Hostel Association. The trust was created from the sale of a hostel in the London area. The proceeds are to be used to develop work with young people particularly in relation to the housing situation in London. BASE 2 was set up in response to a need identified by statutory and voluntary agencies, both in Northern Ireland and in London, which involved those individuals and in some cases families who are under threat of physical injury from paramilitary organisations.

It was noted that people were having to flee Northern Ireland and were doing so with an almost total lack of preparation. Generally speaking they lacked finance, appropriate accommodation and support when they arrived at their destination. As a result of this lack of preparation, many individuals returned to Northern Ireland and continued to be at risk from physical injury. Those who stayed on, mainly in London, but also other provincial cities in England, Scotland and Wales found the transition very difficult to make. Many of those who did remain continued with their anti-social behaviour and were quickly arrested by the police, charged and sentenced.

AIMS

BASE 2 aims to intervene on behalf of individuals at risk from the threat of physical injury by paramilitaries. BASE 2 seeks, not only to inter-

vene on behalf of these individuals, but also attempts to maintain them within their community where possible. If this can not be done, BASE 2 attempts to provide alternative accommodation, a range of job training and employment opportunities and social skills training. In addition Base 2 seeks to address the anti-social behaviour which in many cases has resulted in the original threat.

In essence, BASE 2 seeks to divert individuals from experiencing physical injury which can have devastating short and long term consequences.

THE PROBLEM

Since 1973 there have been at least 1581 incidents of individuals subjected to punishment shootings. Statistics also originated by the RUC have noted that since 1982 at least 362 individuals have been subject to punishment beatings (see appendices I and II). Until 1986 republican organisations consistently carried out more punishment shootings than loyalist groupings in roughly a 2:1 ratio. In the period from 1986-90 loyalist organisations have been responsible in four out of five years for marginally more punishment shootings than republican groupings. The proportionate decrease in republican punishment shootings is possibly accounted for by "exclusions" i.e. individuals or families told to leave their areas under threat of physical punishment. It is this increase in the number of people being excluded that has made such demands on the statutory, voluntary and community sector that is directly responsible for the existence of BASE 2.

The predictable difficulties experienced by people from small tight knit communities in Northern Ireland when they move away are greatly accentuated for individuals who have been isolated even within their own locality. It is largely because of this that young people in the past have not made the transition successfully to placements provided by Probation and voluntary

groups in England. Such has been their sense of isolation in this alien context that many have opted to return to their area and face the violent consequences at the hands of the paramilitaries. One cannot over estimate the level of support and commitment that these young people require if we are both to prevent them returning to be dealt with by the paramilitaries and to help them lead a more productive and fulfilling existence.

In 1989 (see Appendix III in conjunction with maps) most of those (77%) shot were either under 20 or in the 20-29 age range. The highest numbers of shootings took place in West Belfast (41%) followed by North Belfast (21%) and East Belfast (21%). It is not a uniquely Belfast phenomenon, however the figures indicate that the incidence is much lower in places such as Armagh and Derry (3% and 5% respectively).

CHARACTERISTICS OF THOSE UNDER THREAT

Most of those under threat generally speaking, will be young people who have never experienced meaningful full-time employment. They will be unlikely to have academic or trade qualifications. Their prospects for future employment are slight. Their social circle will almost inevitably be limited to a peer group in a similar situation to themselves. In many instances there will have been a history of being beyond parental control from their early teens. The drift of these young people into anti-social crime in turn leads to their being marginalised within their own community.

INDIVIDUALS UNDER THREAT FROM REPUBLICAN PARAMILITARIES

Most of those under threat in this category live in North and West Belfast however recently there have been cases referred from Derry and Lurgan. Most of those threatened are perceived to have

been engaged in "anti-social" behaviour. Specifically this means that they will probably have engaged in delinquent activities such as auto theft, burglary and crimes against the person. Others under threat include those who have been accused of crimes of a sexual nature.

INDIVIDUALS UNDER THREAT FROM LOYALIST PARAMILITARIES

Unlike republican areas where the policing vacuum is evident, anti-social behaviour is dealt with fairly rapidly by the RUC in loyalist areas. Joyriding, for example, is not as significant in loyalist areas as it is in republican areas. This is not to suggest that individuals are not placed under threat if they have been engaged in anti-social activities. However, the reasons for being under threat can be more varied in the loyalist context. Young people involved in anti-social crime, rather than being marginalised by paramilitaries can often be "actively encouraged" to either join up or contribute a percentage of the proceeds. In these areas for a young person who becomes involved, and then wishes to cease their activities, disengagement may be all the more difficult.

POLICING

Alongside the factors mentioned above, one also has to recognise that in some of these cases young people from both sections of the community allege that they have been approached by the police to supply them with low grade intelligence with the trade-off being the dropping or reduction of charges. Instances where alleged approaches have been made have been publicised at press conferences hosted by paramilitary organisations. The effect of this is meant to neutralise the physical danger to the individual.

MEDICAL AND PSYCHOLOGICAL EFFECTS OF INFORMAL OR PARAMILITARY JUSTICE

In relation to the current "troubles" informal type justice has its roots in the early seventies when women who fraternised with the British Army were subject to tarring and feathering. This has now progressed to shootings and beatings particularly in relation to persons who are punished for acts of anti-social behaviour such as house breaking, petty thefts, car theft and to a lesser degree, sexual offences. Individuals are usually warned prior to being punished.

People, mainly young men from 16-30 are taken from their home or the street to a secluded place where the punishment is carried out. The more serious the alleged crime, the more severe the punishment.

TYPES OF PUNISHMENT

In 1989, 50 attacks occurred that involved the use of hurling sticks, baseball bats (sometimes with nails driven through them), hammers, hatchets and breeze blocks. Injuries sustained included fractures to the skull/limbs, spinal injuries, broken fingers and cuts and bruises. In the same period 51 severe attacks occurred using fists and/or feet. Injuries sustained included fractures to jaws and limbs. Some of these attacks were perpetrated against women.

In 1989, 161 shootings occurred. Weapons used included stun guns, hand guns, rifles and sawn-off shot guns. Injuries sustained included fractures to the elbows, knees, ankles, hands and thighs. There was also damage to skin muscle blood vessels and nerves.

The common injuries resulting from "knee cappings" included damage to knee caps, soft tissue, tendon/muscles, arteries/veins and nerve damage. In some cases total mutilation occurred. Where there is total mutilation of a joint, a surgeon may consider amputation.

TREATMENT

On arrival at hospital the victim is treated as an emergency and goes straight to theatre. The wounds are cleaned of debris and gun powder burns are treated. The main priority is to maintain good circulation and to arrest bleeding. The patient is then treated with antibiotics for about five days then taken to theatre where the injury is taken care of e.g. the bone may be manipulated into shape, pinned, stitched and put into plaster. The patient is mobilised as quickly as possible to maintain good circulation. Damaged muscle can lead to loss of movement in for example ankles and toes.

LONG TERM EFFECTS

The patient will probably experience stiffness and be unable to bend the joint. There can be an early onset of arthritis which can lead to restricted mobility. Victims of knee cappings, thigh or ankle injuries may be unable to run and may experience difficulty climbing ladders, as well as kneeling and bending. All these factors may have an effect on future life styles and restrict types of employment.

Other long term effects may include the individual suffering nervous disorders. Alcohol, drug or solvent abuse can occur and in some cases individuals have attempted suicide.

THE RESPONSE

Outlined below is the strategy that BASE 2 has arrived at after consultation with various interested parties. (see also Appendix IV). This sets out, in broad terms, how BASE 2 would respond to the problem of those under threat. The response is organic in nature i.e. it can be added to and continually developed. The strategy allows for entry at several levels and ultimately caters for individual need. Such a strategy has implications in terms of human, physical and financial resources which will be specified in attached papers.

MAINTENANCE IN COMMUNITY

Because of the problems associated with what is essentially forced migration or immigration, BASE 2 would promote the idea that the place for young people under threat is within or near their community of origin. The logical consequence of this is that BASE 2 supports those bodies working with young people at risk within the community, whether they be statutory, voluntary or community agencies. To allow people to remain within their community, may involve some negotiation with political wings of paramilitary groupings. This negotiation would not be around the "type" of punishment. Rather it would give the above agencies time to construct appropriate programmes that would address the behaviour of the individuals affected. There can be no guaranteed outcome and this would be made explicit. Equally explicit is the fact that BASE 2 does not support the use of physical punishment as a means of addressing alleged criminal behaviour.

REMOVAL TO RELATIVE/FRIEND IN NORTHERN IRELAND/ REPUBLIC OF IRELAND/GB

Should an individual be unable to be maintained within their own community, BASE 2 would support attempts to place persons with relatives or friends. In some cases this may have the effect of

lessening the experience of culture shock.

ASSESSMENT PERIOD WITH BEFRIENDER

The central feature of the BASE 2 strategy is to establish a period of assessment supported by a pool of befrienders. These befrienders are likely to be located within the voluntary and community sector and would be permitted by their respective organisations to "fire fight" i.e. they would be allowed to accompany a person under threat and work with them to arrive at a decision that is going to be in the individuals best interest. The referring agency would ultimately be responsible for decisions taken.

It is anticipated that the befriender may have to work intensively with the person under threat for periods of about seven days. Training will be provided and it would be important that the individual befrienders be recompensed for the intensive time spent with individuals.

PLACEMENT OUTSIDE NORTHERN IRELAND

Ultimately it may be the case that individuals would have no option but to leave Northern Ireland. BASE 2 is engaged in ongoing attempts to locate good quality placements. These placements would range from supportive hostel accommodation through to the placement "package". This package would include the provision of accommodation, confrontation of behaviour were necessary, work with this behaviour, job training/employment and hopefully a progression to a more settled and constructive lifestyle. This may mean an eventual return to home or long term resettlement away from home.

CONCLUSION

The problem concerning punishment shootings and beatings is one that is unlikely to go away in the immediate future. This being the case, the committee of BASE 2 feel there is a need to intervene positively in the lives of individuals and families affected. The strategy outlined above is that which is most likely to direct people from being physically injured. In order that this is achieved a network of resources, fairly sophisticated in nature, has to be established. The goodwill of individuals and organisations has been exhausted and BASE 2 would argue that a considered, adequately funded and supported response is long overdue.

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	Labour	Republican	TOTAL
1972	33	33	66
1973	24	24	48
1974	139	139	278
1975	62	62	124
1976	98	98	196
1977	50	50	100
1978	31	31	62
1979	51	51	102
1980	26	26	52
1981	14	14	28
1982	22	22	44
1983	9	9	18
1984	6	6	12
1985	11	11	22
1986	24	17	41
1987	57	57	114
1988	34	32	66
1989	65	96	161
1990	60	46	106
TOTAL	558	1023	1581

APPENDIX I

CASUALTIES AS A RESULT OF PUNISHMENT SHOOTINGS

Year	Loyalist	Republican	TOTAL
1973	21	53	74
1974	43	84	127
1975	50	139	189
1976	36	62	98
1977	28	98	126
1978	17	50	67
1979	25	51	76
1980	26	51	77
1981	14	66	80
1982	22	58	80
1983	9	22	31
1984	6	20	26
1985	11	21	32
1986	24	17	41
1987	67	57	124
1988	34	32	66
1989	65	96	161
1990	60	46	106
TOTAL	558	1023	1581

APPENDIX II

PUNISHMENT ASSAULTS

Year	Loyalist	Republican	TOTAL
1982	3	6	9
1983	1	1	2
1984	1	43	44
1985	4	26	30
1986	12	29	41
1987	27	33	60
1988	21	35	56
1989	23	28	51
1990	22	47	69
TOTAL	114	248	362

APPENDIX III

PUNISHMENT SHOOTINGS 1989 - BY DIVISION

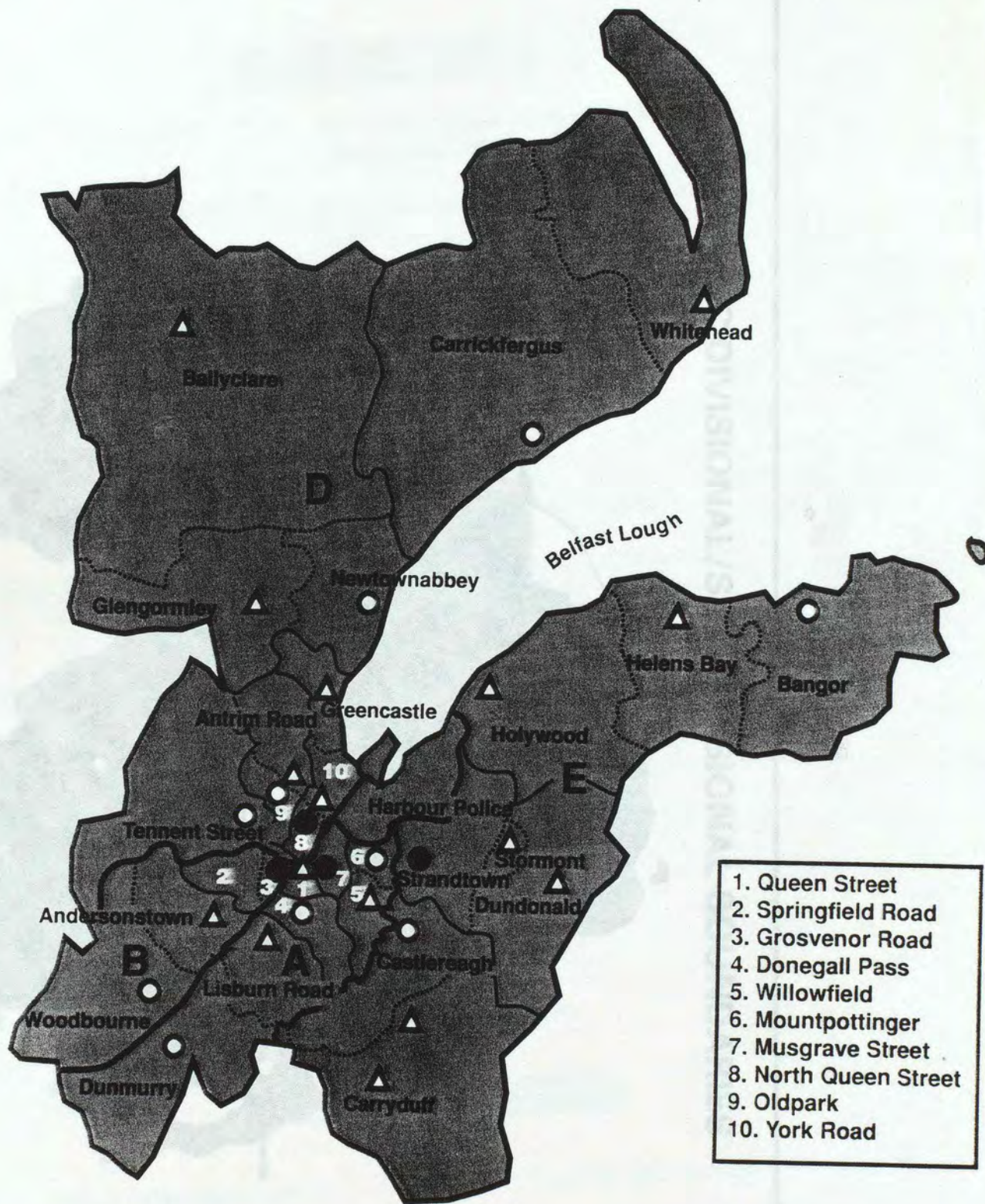
	Loyalist	Republican	TOTAL	%
A	24	10	34	21
B	4	62	66	41
D	27	9	36	22
E	6	-	6	4
G	-	1	1	1
H	2	6	8	5
J	2	-	2	1
K	-	-	-	-
L	-	-	-	-
N	-	7	7	3
O	-	-	-	-
P	-	1	1	1

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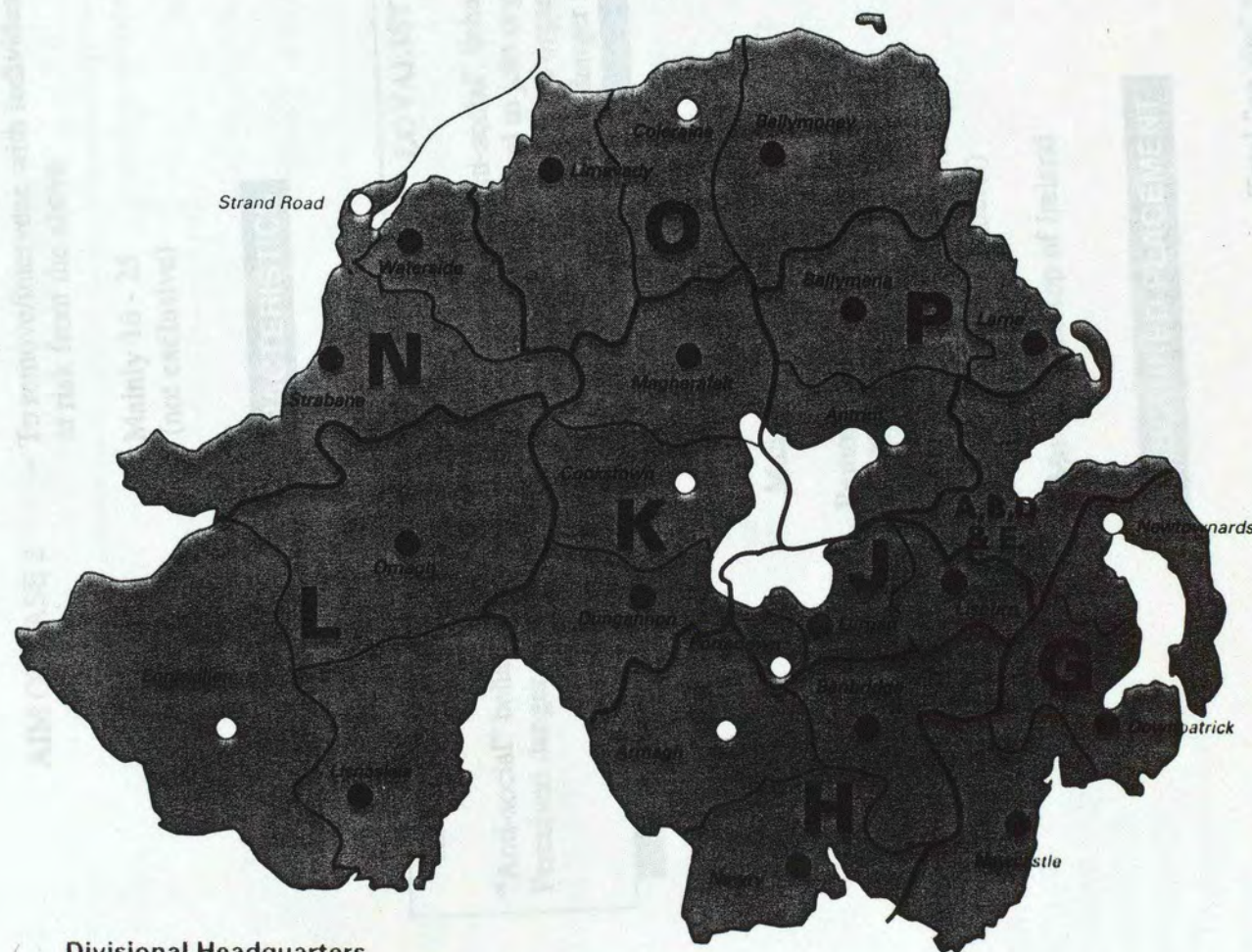
PUNISHMENT SHOOTINGS 1989 - BY AGE

Under 20	12	32	44	27
20-29	32	48	80	50
30-39	14	12	26	16
40-49	6	4	10	6
Over 50	1	-	1	1

RUC DIVISIONAL/SUB-DIVISIONAL BOUNDARIES GREATER BELFAST



RUC DIVISIONAL/SUB-DIVISIONAL BOUNDARIES



- Divisional Headquarters
- Sub-Divisional Headquarters

Population 1.58 million (approx.)

APPENDIX IV

INFORMAL JUSTICE

- 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)

CHARACTERISTICS

REPUBLICAN

"Anti-social" behaviour
Perceived danger to organisation

LOYALIST

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

RESPONSE

- Maintenance in community
- Removal to Relative/Friend in NI/Rep of Ireland/GB
- Assessment period: approximately 7 days with befriender(s)
- Move to GB/Rep of Ireland

STRUCTURED PLACEMENT

Single living accommodation

Total "on site" package

Eventual return to source

or

Long term maintenance away from home

BASE 2 MANAGEMENT STRUCTURE

SAFETYNETWORKS

BASE 2 COMMITTEE

LONDON

BRENDAN O' MAHONY	STREETS OF LONDON PROJECT
EMLYN JONES	NATIONAL ASSOCIATION FOR VOLUNTARY HOSTELS
CHARLES DODD	INNER LONDON PROBATION SERVICE

BELFAST

DAVE WALL	NIACRO
MARGARET McTEGGART	NIACRO
ARTIE O'NEILL	WHITEFIELD HOUSE YOUNG PEOPLES CENTRE

BASE 2 DEVELOPMENT OFFICER
PAT CONWAY

CONSULTATION
GROUP
COMPOSED OF
MEMBERS FROM
INTERACT

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SUMMARY SHEET - 21 MARCH 1994

FILE NUMBER 0952/1992

TITLE YOUNG PEOPLE UNDER PARAMILITARY THREAT -
PLACES SAFETY ORDERS

The taking of Places Safety Orders in respect of young people under paramilitary threat emerged mainly as a result of concerns expressed by EH&SSBs. The court, whilst granting interim Fit Person Orders and subsequently Training School Orders were of the mind that although they were doing so legally the use of this piece of legislation to protect young people from paramilitary organisations really was an abuse of the existing legislation.

As the result of this, considerable debate took place and Base 2 run by NIACRO were drawn into the picture. You will see that there has been little activity in relation to the subject since March 1993. The activities of Base 2 appear to be proceeding well and there has been little public debate about young people being under paramilitary threats. The papers on the file are self explanatory and there has been little activity in connection with this matter within the last 12 months.

Donnell