



THE WINSTON CHURCHILL MEMORIAL TRUST OF AUSTRALIA

Report by - Bruce Graydon – 2008 Churchill Fellow

**THE DOROTHY AND BRIAN WILSON CHURCHILL
FELLOWSHIP:**

To examine early intervention programs and strategies that
reduce crime and lower the risk of harm and anti-social
behaviour

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Signed: *Bruce Frederick Graydon*

Dated: 22 June 2009

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1. Introduction and Acknowledgements

"Difficulties mastered are opportunities won." - Winston Churchill

As police officers, we stand at the mouth of a fast moving river, trying desperately to save our pristine ocean from the garbage that is flowing into it. We have a responsibility to protect the ocean. But the river moves fast and the amount of rubbish that threatens the ocean increases daily. Our task is a difficult one. We often call for greater numbers to assist our cause but it seems that every year our task becomes increasingly challenging. We strategise over more efficient methods of catching the rubbish, we form teams responsible for identifying and collecting aluminium cans, plastic waste, receptacles containing toxic material. We measure performance and report our findings. Governments want results, because the ocean controls their destiny¹.

There is a growing realisation that we need to send some of our resources upstream, to see where the rubbish is coming from. This creates issues, because we need our men and women at the mouth of the river in order to protect the ocean. We know that sending people up stream makes sense, but we also know that we will not see the results of this work for a long time – perhaps years. The rubbish will continue to flow. Political parties possessing limited fiscal resources are reluctant to invest in work that is unlikely to bear fruit for many years. The ocean is finicky and has a history of judging administrations on short term results.

So where should Governments spend their money? Should they invest in more police at the mouth of the river or should they spend on investigating the cause. And who should be sent up the River? Is it a police issue, or is another arm of government better suited to the investigation of prevention?

I am the Program Manager of the *Coordinated Response to Young People At Risk* (CRYPAR) Program in Queensland, a multi-agency crime prevention initiative that utilises police officers to identify young people at risk and link them to partner organisations who are able to assist with their specific problems.

To continue the analogy, I have been sent upstream to examine the cause. My Winston Churchill Fellowship allowed for the examination of successful early intervention programs in the United States of America, Canada, the United Kingdom and Europe. This report details the key elements of those successful programs and makes recommendations on a way forward for Australian communities. The views expressed in this report are entirely my own.

This research would not have been possible without the generous support of the Winston Churchill Memorial Trust and Mr. Brian Wilson for sponsoring the Dorothy and Brian Wilson Churchill Fellowship to examine early intervention programs and strategies that reduce crime and lower the risk of harm and anti-social behaviour.

To the Queensland Police Service, Assistant Commissioner Peter Barron, Assistant Commissioner Peter Martin, Senior Sergeant Andy Graham (who relieved in my position whilst I was away) and other colleagues and friends I offer a heartfelt thankyou for supporting me throughout my preparation and travel.

And most importantly, to my wife – Carole, and our children - Casey, Emily and Riley who survived two months without their Husband and Father, to you I owe the greatest debt.

For note:

The information that I gleaned throughout my Fellowship is substantial and includes evaluations of many of the programs I visited and other supporting material which has been omitted for brevity. Therefore, the content of this report in relation to the programs visited is not exhaustive and is provided as an overview only. Please do not hesitate in contacting me if you desire greater detail on any of the programs visited. Additionally, the findings and recommendations I make in this report are concise, again for brevity. I would be delighted to discuss these conclusions and proposals in greater depth with any interested person or organisation.

¹ Analogy taken from Inspector Rick Shaw, Royal Canadian Mounted Police.

2. Executive Summary

Fellow details: Bruce Graydon - Inspector
 Coordinated Response to Young People At Risk (CRYPAR) Program
 GPO Box 1440 Brisbane Queensland 4001
 +61 (0)7 3354 5116
graydon.brucef@police.qld.gov.au

Fellowship Highlights

The aim of the Fellowship was to examine early intervention programs and strategies that reduce crime and lower the risk of harm and anti-social behaviour. My research spanned eight weeks between March and May 2009. During that time, I visited 15 cities, 10 police departments, 14 agencies and four universities. I learnt from academics and practitioners involved in the development, implementation and management of 28 dynamic early intervention programs.

I am indebted to the people who hosted me throughout my Fellowship and I feel blessed to have been able to develop relationships with people from across the globe in this specialised field. I value their friendship very much. **Major Lessons and Conclusions**

It is clear that you reap what you sow. I had the good fortune of seeing the good and the bad. I saw the results of progressive governments working collaboratively with agencies and community and the results that they have achieved. Conversely, I saw communities who are now feeling the consequence of inaction and apathy. It is evident that the following ingredients are common in successful early intervention and prevention initiatives:

Vision	Consensus for sector wide change and Bi-partisan commitment to funding.
Advocacy	A strong voice of advocacy that guides administrations in providing strategic vision.
Spending	A cost effective spending portfolio based on economic research and analysis.
Information	A common ICT solution and protocols that allow the sharing of certain information.
Pathway	A referral pathway that identifies 'at risk' youth early.
Assessment tools	An assessment framework that determines a young person's risk factors and needs.
Evidence Based Programs	Cost effective evidence based programs in the three specific areas: The criminal justice system, the juvenile justice system and prevention.

Implementation and dissemination

This report will be submitted to:

- The Churchill Trust;
- The Senior Executive of the Queensland Police Service (QPS);
- The Minister for Police and Corrective Services; and
- The Director of the Australian Research Council Centre of Excellence in Policing and Security (CEPS).

Most importantly, the knowledge gleaned and relationships formed as a result of my Fellowship will assist me greatly in my ongoing daily role as manager of the CRYPAR Program in Queensland.

In that role, I regularly deliver presentations at conferences, brief members of the Senior Executive of the QPS, and liaise daily with other professionals in the field of early intervention and prevention.

3. Fellowship Program

Fellowship Program	
Week one	
<p>Boys & Girls Clubs of Hawaii</p>	<p>The Boys and Girls Clubs of Hawaii are a not for profit organisation that is an embedded community resource servicing 9500 children on the island of Oahu through 11 Club Houses, 60 Full Time Equivalent workers, 11 administration offices and literally hundreds of volunteers.</p> <p>The Clubs provide a centre for young people to visit, socialise, and learn. The one dollar annual membership fee allows young people aged 7 to 17 full access to the Clubs in opening hours. Activities include sporting games, after school homework hour, gym and physical fitness, art and music, cooking and more social activities like pool. Employees ensure that all members act appropriately and unacceptable behaviour is not tolerated. Management encourage employees to think laterally in creating activities which ensures that Club House employees and in tune with the children of their club.</p> <p>Their mission statement - <i>'Inspiring young people to become responsible citizens'</i> is achieved through strong enthusiastic leadership and quality staff who collectively possess a spirit of relentless determination. The organisation does not receive recurrent government funding and the team constantly source grants and funds through both the public and private sectors. The Clubs have been in existence in Hawaii for over 30 years, and they are an embedded community resource.</p> <ul style="list-style-type: none"> • David Nakada, Executive Director. • Jim Gagne, Director of Operations and Finance.
<p>Gang Resistance Education And Training (GREAT) Program</p>	<p>San Francisco Police Department. The GREAT Program is a skill based curriculum delivered by uniformed police officers in San Francisco schools with a view to producing knowledge in the student and developing attitudinal and behavioural changes. It is taught in selected middle and elementary schools and consists of 13 45-60 minute lessons that are delivered in a sequential order.</p> <div style="text-align: center;">  </div> <p>Inspector Kenneth Esposto of the Juvenile Division, San Francisco Police Department provided a tour of a local school where a lesson on making sound decisions was being delivered by a SFPD Officer.</p> <p>GREAT has achieved modest positive results. Evaluation results published by the U.S. Department of Justice, Office of Justice Programs, National Institute of Justice have included lower levels of victimisation, more negative views about gangs, more favourable attitudes towards police, less engaging in risk behaviours and more association with peers involved in pro-social activities.</p> <p>GREAT has been successful in realising two of the three program objectives: more</p>

favourable attitudes from students towards the police and greater awareness of the consequences of gang involvement as indicated by more negative attitudes from students about gangs.

- Inspector Kenneth Esposto, Juvenile Division.

San Francisco Wellness Initiative

San Francisco. These centres link students to a comprehensive array of physical and behavioural health services. Centres are located in schools and leadership for the initiative is provided by the Department of Children, Youth and Their Families (DCYF), Department of Public Health (DPH) and the San Francisco Unified School District (SFUSD) and is an excellent example of collaboration and working in partnership to address a young persons needs.

Wellness Centres are located at 15 public high school and two middle schools. Since the program began in 2000, measurable improvements in individual academic achievements have been noted, as well as improvements to the campus environments. According to research conducted by ETR Associates, students enrolled in high schools with wellness programs reported fewer health risk factors compared to students attending other schools.

Core staff include an on-site coordinator, a school nurse, part time counsellors and professional outreach workers.

Street Violence Reduction Initiative

University of California, Berkeley. West Oakland is a troubled community. It possesses an annual homicide rate (35 per 100,000) and a robbery rate (860 per 100,000) that is higher than Los Angeles (12/100,000 & 362/100,000) and San Francisco (10/100,000 & 480/100,000) combined.

The Street Violence Reduction Initiative (YVRI) is a product of David Onek's Unit and the dedication and determination of his competent staff. YVRI targets young persons aged between 18-35 in the West Oakland area who have a history of violence. Violent Offenders who are on probation or parole are 'called in' to mandatory meetings with a range of stakeholders who discuss their specific issue. They receive notification by mail and have in person follow up by a probation or parole officer. Failure to attend the meeting will result in a firm penalty (yet to be determined).



The Board is made up of a range of stakeholders who attend the meetings. Included are: A senior police representative (Assistant Commissioner), an ex-offender with a positive message, a senior paramedic, an assistant state prosecutor, a US Attorney federal prosecutor, an adult probation officer, a unit parole supervisor and a community representative.

The message delivered to the attendees is two fold:

1. The violence must stop. It is made very clear to the person that future violence on their part will not be tolerated and that every resource at the disposal of police will be applied in enforcing the law should they re-offend.
2. We are here to help. A range of stakeholders are present at the meeting, to offer

assistance and address issues such as accommodation, drug and alcohol dependence, family conflict and culturally specific issues.

Steering committees are established and meet on a regular basis and feed issues up to the board.

- Andrea Russi, Deputy Director – Berkeley Center for Criminal Justice.
- Suzanne Wilson, Senior Program Associate – Berkeley Center for Criminal Justice.
- LaRon Hogg, Senior Program Associate – Berkeley Center for Criminal Justice.

Week two

Blueprints for Violence Prevention Initiative

University of Colorado, Boulder. The Blueprints for Violence Prevention Initiative is contracted by the State Government to evaluate programs that address delinquency, violence and / or drug use. It has become a valuable resource for funding bodies to establish what works in early intervention and prevention and what doesn't.

Del Elliot is a research Professor and the Director of the Center for the Study and Prevention of Violence (CSPV) at the Institute of Behavioural Science, University of Colorado. Professor Elliott met with me to explain the Blueprints Program and provide an insight into evaluating early intervention models. Together with Sharon Mihalic, the Director of the Blueprints Initiative, he explained that the Blueprints Initiative was borne out of a desire to provide communities with a set of programs whose effectiveness has been scientifically proven.



The Blueprints Initiative works in partnership with the Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) to empower communities to replicate programs locally.

The Blueprints Initiative has reviewed in excess of 800 prevention and intervention programs and recommended 11 that meet the most rigorous tests of effectiveness in the field. A scientific standard of program effectiveness is determined initially by the CSPV with a final review and recommendations from an advisory board comprising six experts in the area of violence prevention.

The three main criterion applied to programs is:

1. Evidence of deterrent effect when using a strong research design;
2. Sustained effects; and
3. Multiple site replication.

The 11 model programs (Blueprints) have been proven to be successful in reducing adolescent violent crime, aggression, delinquency, substance abuse and pre-delinquent childhood aggression and conduct disorders. These 11 model programs have successfully proven their effectiveness in all criterion. An additional 19 programs have been identified as 'promising', and are examples of programs that meet the first criteria but are yet to

	<p>prove sustainability and site replication.</p> <ul style="list-style-type: none"> • Delbert S. Elliott, Ph.D. Research Professor and Director, Center for the Study and Prevention of Violence, Institute of Behavioural Science, University of Colorado at Boulder. • Sharon Mihalic, Director, Blueprints Initiative, Center for the Study and Prevention of Violence.
<p>Seattle Youth Violence Prevention Initiative</p>	<p>Seattle Police Department. My visit was hosted by Director John Hayes, Seattle Police Department, who ensured that I was linked with a multitude of agencies and programs who assisted my study greatly. Seattle is a progressive City that appears to have enjoyed sound leadership through the Mayor – Mr. Greg Nichols and the Police Chief – Mr. Gil Kerlikowski. These men, and their enthusiastic and talented staff, have taken proactive measures in the fight against crime and youth violence. Of particular note, is the recent cancellation of the building of a correctional institution to concentrate funding on early intervention and prevention initiatives. The City’s youth correctional facilities already utilise assessment tools that link youth to programs that are recommended as ‘Blueprint’ programs by the team in Boulder, Colorado. They utilise ‘assessment.com’ and ‘G.A.I.N. assessments’, both quality tools that have provided the city with consistency and accuracy in assessing the needs of youth.</p> <p>The Seattle Youth Violence Prevention Initiative is an excellent example of a progressive City working in partnership and collaboration. The Initiative’s goals are simple but challenging:</p> <ol style="list-style-type: none"> 1. A 50% reduction in referrals for juvenile crime; and 2. A 50% reduction in the number of suspensions/expulsions due to violent incidents at schools identified by the network. <p>Results will be measured through network capacity indicators, neighbourhood engagement indicators and participant indicators that include:</p> <ol style="list-style-type: none"> 1. Reduction in criminal involvement and behaviour; 2. Increased positive involvement in the education system; 3. Opportunities for employment and job readiness; and 4. Increased involvement in healthy, positive and pro-social activities. <p>One of the pivotal tools that will ensure consistency in information sharing is the method of data collection. A universal intake screening tool and assessment tool will ensure that all agencies are working from the same platform. Community stakeholders have struck an agreement to release information and all parties are required to enter data into the universal database at regular intervals. The data is monitored by a coordinator.</p> <p>This system will increase collaboration between outreach workers, case managers and youth services providers who have historically worked independently and with little systemic information sharing. A managed network will increase communication, collaboration and coordination in key investment areas.</p> <p>This initiative will target young people who:</p> <ol style="list-style-type: none"> 1. Have been arrested and released; 2. Are repeat offenders; 3. Are at risk or truant from school; and 4. Are victims of violence (to prevent retaliation). <p>Police, courts, schools, hospitals, parents/guardians and outreach workers will all be able to refer youth into the program for assessment. The Universal Intake form will screen for the young persons eligibility and assign a case manager. A full assessment using the</p>

universal assessment tool will then be conducted by the case manager and an individual service plan developed. Formal, informal and periodic assessments will follow with an exit evaluation to be conducted at the 6 month mark which will determine the young person's eligibility for 'graduation' from the network or for continued services.

Urban League, a non-government organisation, will manage the information database, outreach, intake, service providers and contract management.

Contacts for service providers have been forged that ensure active participation in the network. Three key agencies have been employed to manage referrals for Seattle City. Atlantic will manage the South, Urban League will manage the Central area, and South West Youth and Family Services will manage the South West areas.

A memorandum of understanding (MOU) for Schools, police, and other agencies will allow for information to be shared and therefore create efficiency.



- Pamela Banks, Director of Community Outreach, Office of the Mayor, City of Seattle.
- Gil Kerlikowske, Chief of Police, Seattle Police Department.
- John Hayes, Director, Seattle Police Department.
- Officer Adrian Diaz, Community Outreach Program, Seattle Police Department.
- Holly Miller, Director, Office for Education, Department Of Neighbourhoods, City of Seattle.
- Darryl Cook, Planning and Development Specialist, Youth Development and Achievement, Seattle Human Services Department, City of Seattle.
- Gene Dupuis, Juvenile Court Supervisor, Juvenile Probation, King County Superior Court.

Neighbourhood Corrections Initiative

Seattle. The Neighbourhood Corrections Initiative (NCI) is a law enforcement/corrections partnership. One police officer and one probation officer work together to build relationships, monitor bail conditions and curfews, and link young people to agencies who can assist them with specific issues.



- Leslie Mills, Seattle Police Department, West Precinct.

King County Juvenile Drug Court

Seattle. Established in 1999, the King County JDC is therapeutic in nature, providing services to individuals charged with juvenile offences and identified as struggling with significant chemical dependency issues. This court is an alternative to regular juvenile court and is designed to improve the safety and well-being of the youth and families involved in the juvenile justice system by providing offender access to drug and alcohol treatment facilities, monitoring sobriety and individual services to support the entire family (wraparound services).



Youth voluntarily enter the program and agree to increased court participation, chemical dependency treatment and intensive case management in order to have their charges dismissed. Initially, youth attend case reviews every week and then less frequently as the youth progresses through the program. Incentives are awarded to recognise achievement and graduated sanctions imposed should a youth violate program rules. Typically, a youth will spend 12 to 18 months in the program.

Key elements of the program are:

1. Management of the juvenile offender by a proactive Judge;
2. Intense, supervised treatment that imposes stringent accountability;
3. Utilisation of treatment programs with maximum potential for breaking the addiction cycle;
4. Reduce recycling of offenders through the juvenile justice system thus decreasing costs to the community; and
5. Self-improvement.

From July 1999 to February 2009, 278 young people have 'opted in' to the program, with 128 graduating in that period and 31 remaining active in the system. 83 have been terminated from the program and 27 have opted out of their own accord. 11 have not graduated due to a change in jurisdiction or some other unavoidable issue. An independent evaluation found that participation in Juvenile Drug Court appears to have significantly reduced recidivism. For example, for every 100 youth who participated in Juvenile Drug Court, there were 56 fewer new felony referrals (arrests) to Juvenile Court over a two year period. Minority youth (Aboriginal, African American, Latino, Asian) performed substantially better than white youths in the comparison group especially in terms of re-offending.

- Steven Noble, Juvenile Drug Court, King County Superior Court Program Manager - Chemical Dependency Disposition Alternative (CDDA) Program.

Week three

**Project Charm
(Creating Healthy
Aboriginal Role
Models)**

Vancouver Police Department. Vancouver is a beautiful and vibrant city with a disturbing underbelly. The Downtown East Side (DTES) is home to approximately 16000 residents and is plagued by poverty, low income housing, high crime, unemployment and the very visible illicit drug scene. HIV, Hep C, syphilis and Hep A & B infection rates among residents exceed those of anywhere else in the developed world. Open drug markets and street prostitution is visible throughout the area. Emaciated heroin or crack cocaine users inhabit the area, with 6000 'problem' people considered to be in constant conflict with police services, mental health services and hospital services. 1547 of this group were recorded as homeless in 2008.

I had the pleasure of being hosted by Inspector Scott Thompson of the Vancouver Police Department, Youth Services Unit. Inspector Thompson coordinated meetings with various units who explained how they deal with a growing gang problem and the issues that emanate from the DTES.

The CHARM Project targets Aboriginal youths at risk of becoming involved in gangs, specifically targeting Aboriginal youth in East Vancouver. This program will focus on building protective factors by creating positive relationships, patterns of interaction with mentors and peers, and creating positive social environments. Aboriginal youth will be provided with support, guidance, cultural and spiritual empowerment and the pride necessary to resist the pull towards gangs. This strategy will reduce the overall numbers of Aboriginal youth who are involved with Aboriginal gangs in Vancouver.

- Scott Thompson, Inspector, Youth Services Unit.
- Cynthia Langan, Youth Services Unit, Youth Referral Coordinator.

**Yankee 10 - Youth
Probation**

Vancouver Police Department. Yankee 10 is a partnership between the Vancouver Police Department and the Ministry of Children and Family Development and is made up of one police officer and one probation officer. I had the pleasure of patrolling the DTES with Yankee 10 (Greg Jackson and Gerald Vanstolk) to see how this unit worked in practice. Yankee 10 is a very successful unit that has built strong relationships with youth across the City. Where some young people are reluctant to talk to police officers, they will invariably talk to Yankee 10.

Yankee 10 is a non-taskable plain clothes unit that visits youth on probation to ensure that they are complying with conditions. When they find a youth that is in violation of conditions, they can either take immediate action or advise their probation officer via the mobile data terminal in the car.

This unit ensures patrols can concentrate on core duties in the safe knowledge that offenders of bail or probation are complying or being monitored and reported.



- Constable Greg Jackson & Probation Officer Gerald Vanstolk.

**Community
Engagement and
Mobilisation**

Royal Canadian Mounted Police, Ottawa. The Royal Canadian Mounted Police provide policing services at a Federal level, but also at times at a Provincial level and often at a Municipal level. The RCMP mandate is two fold, enforcement and prevention. I had the pleasure of being hosted by the Manager of the Program Support Services of the Royal Canadian Mounted Police, Mr. Mark Irving, who assured that I met with relevant people and services.



The Royal Canadian Mounted Police use a continuum of crime prevention which encompasses all crime prevention strategies, including education and awareness, early identification, intervention, diversion and sanctions, enforcement and suppression / reintegration.

- Rick Shaw, Inspector, National Crime Prevention Services.
- Mark Irving, Manager, Program Support Services, National Youth Intervention and Diversion Program, National Crime Prevention Services.
- Mary-Anne Kirvan, Senior Counsel, Strategic Policy Advisor, National Crime Prevention Centre.
- Corry Pyne, Sergeant.
- Larissa Jarson, Corporal.
- Jordan Saucier, Policy Analyst.
- Daniel Roy, Corporal.

Deal.org

Royal Canadian Mounted Police, Ottawa. Deal.org is a unique website which is sponsored by the Royal Canadian Mounted Police, but entirely run by youth, for youth. The administrators of this website are essentially the voice of young Canadians and provide information on issues that are important to youth. The website is excellent and promotes leadership and community involvement, whilst providing the tools needed to make healthy lifestyle choices and overcome obstacles in personal, family and community life.

The website produces an on-line magazine which is published monthly, a digital library, fact sheets on a variety of topics, and presentations on a range of issues to assist practitioners. It also allows youth to blog about issues important to them.

- Lara Kinkartz, Deal.org

Week four

Operation Ceasefire

Harvard University and the Boston Police Department.

Harvard University, Cambridge. I had the opportunity to meet with Professor Anthony Braga at Harvard University to discuss Operation Ceasefire which was first implemented in May 1996 as a coordinated, citywide strategy aimed at deterring juvenile and gang firearm violence. The operation implemented interventions that were developed through the knowledge and coordination of all of the city's law enforcement and criminal justice agencies. The strategy was developed by the Boston Police Department's Youth Violence Strike Force (YVSF), a multi-agency task force composed of approximately 62 sworn officers, in collaboration with the Attorney for the Commonwealth of Massachusetts and representatives from numerous agencies and institutions, including Federal, State, and local law enforcement; parole and probation officers; the mayor's office; city agencies; clergy; and several universities.

YVSF devised a core strategy based on previous research and successful antigang tactics: Law enforcement would communicate to gangs that there would be swift, sure, and severe consequences for violence.

The Boston Police Gang Unit - the Youth Violence Task Force, coordinated enforcement action with communication with gang members generated through Boston Street Workers (Youth workers) and the Boston Ten Point Coalition (an ecumenical group of Christian clergy and lay leaders working to mobilize the Christian community around issues affecting Black and Latino youth). Gang members were informed that police were targeting their activities and would only pursue them if the violence continued. They were warned that unless the violence ceased, police would use every resource at their disposal to incarcerate members of the gang.

When gangs ignored advice, the authorities followed through, executing operations that successfully incarcerated well known gang members to long terms of imprisonment. Successes were advertised to other gangs, and gang violence reduced dramatically.



Operation Ceasefire was evaluated by a research team from Harvard University's Kennedy School of Government. Data showed that this strategy had a dramatic impact on reducing gang violence. After two focused interagency interventions with violent gangs, matched with the communications strategy, violent gang offending dropped markedly, sometimes appearing almost to have stopped. For the second full year of operation, through May 31, 1998, there was a 71-percent decrease in homicides by persons ages 24 and under and a 70-percent reduction in gun assaults for all ages.

- Anthony Braga Ph.D., Program in Criminal Justice Policy and Management John F. Kennedy School of Government Harvard University.
- Christine M Cole, Executive Director, Program in Criminal Justice Policy and Management John F. Kennedy School of Government Harvard University.
- Gary French, Deputy Superintendent.

Early intervention and prevention programs

	<ul style="list-style-type: none"> • Gregory Long, Lieutenant. • Andrea Perry, Director of Operations, Youth Service Providers Network, Boston, Massachusetts. • Reverend Jeffrey Brown, Boston Ten Point Coalition, Boston.
Streetworker Program	<p>Boston. The Streetworker Program serves a 'hard to reach' population through its direct, targeted strategy. Streetworkers go out to the front lines, reaching out to youth in trouble, intervening between out of control youth and neighbors in fear, negotiating disputes between rival gang members, finding jobs and training programs for school drop outs, encouraging youth to stay in school or go back to school. Streetworkers intervene where few others have the know-how or the daring. They successfully reach young people at risk because they work side by side with them, and are a visible presence on the streets every day, providing the connection between troubled youth and wide array of health and social services. The program was ranked in the top three violence prevention programs in the USA by the Department of Justice and played a major role in Operation Ceasefire.</p>
Police Athletic League	<p>New York Police Department. The NYPD have a variety of strategies that focus on troubled youth, and deliver a range of programs to young people, including Police Athletic League, Home visits and a School Unit.</p> <p>Inspector Charlane Brown. Sergeant Leedroige Manuel. Officer Leon Harris.</p>
Week five	
Fight Crime Invest In Kids	<p>Washington D.C. Fight Crime Invest in Kids is an American organisation which is led by more than 3,000 police chiefs, sheriffs, prosecutors and other law enforcement leaders and violence survivors who are dedicated to fighting crime and violence. The organisation has conducted extensive research showing that <i>Preventing one child from adopting a life of crime saves \$1.7 million (US)</i> and 9 out of 10 police chiefs agreed that if government did not invest in early intervention programs that help young people now, a greater cost will be paid later in crime, welfare and other related costs. Other studies estimate the cost of a typical, single criminal career encompassing juvenile and adult years to cost between \$1.7US and \$2.3US million in 1997 dollars.</p> <ul style="list-style-type: none"> • Amy Dawson Taggart, National Director.
National Gang Strategy	<p>Federal Bureau of Investigation, Washington D.C.. The National Gang Strategy was initiated in 1993 and is the FBI's framework for combating gangs and related activity in the United States. It identifies and targets major violent Street Gangs which pose significant threat to the American Public.</p> <ul style="list-style-type: none"> • Herb Brown, Section Chief, Gang/Criminal Enterprise Section, Federal Bureau of Investigation. • Tim Langan, Supervisory Special Agent, Safe Streets and Gang Unit, Federal Bureau of Investigation.
Edinburgh Violence Reduction Program (EVRP)	<p>Lothian and Borders Police, Scotland. The EVRP is multi-agency in nature and brings together partners from numerous organisations that have demonstrated a commitment to reducing violence. The program asks for long-term commitment from all partners and communities to develop and implement policies that will lead to attitudinal changes towards violence. This is recognised as the path to a permanent and sustainable reduction</p>

in violence.

Through consultation with partners, three work streams were identified which stakeholders believed would deliver the greatest impact on violence reduction:

- Violence Against Women;
- Alcohol and the Night-time Economy.; and
- Other Street Violence.

Each work stream has a dedicated lead, reporting back into the Violence Reduction Steering Group where activity is co-ordinated. Enforcement and preventative strategies from each area have been developed and desired outcomes are co-ordinated within the Program. This mechanism ensures delivery of action, which has in the past been ad-hoc and dependant upon individual commitment.

An action plan detailing enforcement, prevention, intelligence and rehabilitation initiatives for each stream (with performance measures) was prepared with identified lead agencies responsible for implementation.

- Superintendent Ramzan Mohayuddin, Edinburgh Violence Reduction Program.

Week six

Family Intervention Project

Lifeline Project, Blackburn, East Lancashire. Provides support to the most vulnerable and problematic families with children at risk of offending.

- Jackie Smith, Service Manager, Lifeline East Lancashire.

Signal Crimes

Cardiff University, Cardiff. I met with Professor Martin Innes and Trudy Lowe at the Police Science Institute of Cardiff University. The key idea of the Signal Crimes Perspective (SCP) is that some criminal and disorderly incidents function as warning signals to people about the distribution of risks to their security in everyday life. Some crimes and disorderly behaviours are thus held to matter more than others in shaping the publics collective risk perceptions.

Signal Crimes provides an innovative way of interpreting how the public sees and understands problems of crime and disorder. Intelligence Based Neighbourhood Security Interviews provides the potential for targeting police resources to those incidents that matter most to the public in a particular neighbourhood.



- Professor Martin Innes, Police Science Institute, Cardiff University.
- Trudy Lowe – Research Fellow, Police Science Institute, Cardiff University.

Week seven

<p>Tackling Knives Action Programme</p>	<p>Metropolitan Police Service, London.</p> <p>The Tackling Knives Action Programme (TKAP) is a £2m intensive, cross-government action programme which committed to take swift action to reduce incidents of death and serious violence among teenagers. Launched in June 2008, it focuses £2m of resources on rapid, intensive work in 10 police force areas.</p> <p>This initiative:</p> <ol style="list-style-type: none"> 1. Steps up enforcement operations; 2. Targets the most dangerous young people in each area; 3. Carries out home visits and sends letters to parents if their child is known to carry weapons; 4. Works with accident and emergency department on information sharing; 5. Sets up or expands youth forums to enable young people to have a say on local issues; and 6. Clamps down on retailers who continue to sell knives to young people. <ul style="list-style-type: none"> • Ian Tumelty, Knife Crime Advisor, Tackling Knives Action Programme, Home Office.
<p>Operation Staysafe</p>	<p>Metropolitan Police Service, London. Operation Staysafe is a scheme piloted in Liverpool which tackles crime and anti-social behaviour in identified hotspots and protects children left to wander the streets at night without adult supervision. Partnerships between police and local authorities patrol hotspots and remove young people who are at risk.</p> <ul style="list-style-type: none"> • Mike Taylor, Superintendent, Head of Specialist Crime Prevention and Partnership, Metropolitan Police Service, New Scotland Yard. • Superintendent Adrian Rabot, Territorial Policing Youth Team. • Kerry Hutton, Senior Research Analyst. • Emma Muir, Specialist Crime Directorate’s Prevention and Partnership Unit.
<p>Safer Neighbourhoods</p>	<p>Metropolitan Police Service, London.</p> <p>Safer Neighbourhoods teams are dedicated to each community and are additional to other policing teams and units in London. They utilise Intelligence Based Neighbourhood Security Interviews (Signal Crimes) to determine the policing needs of each respective community to maintain public confidence in the Police Service.</p> <p>Safer Neighbourhoods provides:</p> <ol style="list-style-type: none"> 1. A team of officers dedicated to every London neighbourhood; 2. A more accessible, more visible, more accountable police service; and 3. Local communities getting a real say in deciding the priorities for the area in which they live, allowing the police to provide long-term, local solutions to local problems while maintaining a focus on reducing priority crime.

Week eight

Joint Youth Justice Unit

Home Office, London.

I met with Phillipa Goffe and Kevin Walsh at the Joint Youth Justice Unit who gave me a detailed overview of the Unit's operations. The unit has two aims:

1. To contribute to the protection of the public by developing policy and law in relation to children and young people who offend and are at risk of offending; and
2. To ensure that children and young people in contact with the criminal justice system achieve all five outcomes of Every Child Matters i.e. to be healthy, stay safe, enjoy and achieve, make a positive contribution and achieve economic well-being.

- Phillipa Goffe, Joint Youth Justice Unit, London.
- Kevin Walsh, Out of Court Disposal Unit, Joint Youth Justice Unit, London

Street Pastors (Faith Volunteers)

Metropolitan Police Service, London.

Street Pastors is an inter-denominational Church response to urban problems, engaging with people on the streets to care, listen and dialogue. It was pioneered in London in January 2003 by Rev Les Isaac, Director of the Ascension Trust, and has seen some remarkable results, including drops in crime in areas where teams have been working. There are now over 100 teams around the United Kingdom.

Each city project is run by a local coordinator with support from the Ascension Trust and local churches and community groups, in partnership with Police, Council and other statutory agencies.

4. Main Body

"Young People represent 25% of our total population, but they are 100% of our future."²

Introduction

The aim of this Fellowship was to examine successful early intervention and prevention programs and strategies that reduce crime and lower the risk of harm and anti-social behaviour. Exposure to some of the leading academic minds and progressive practitioners in the world has informed me on a wide range of issues, and these lessons will be dovetailed into the *Coordinated Response to Young People At Risk* (CRYPAR) Program that I manage in Queensland, Australia. My Fellowship program was a busy one, and for brevity I have attempted to be concise in relation to the programs and organisations I met with. I collected an abundance of material throughout my Fellowship and I am happy to discuss my findings and provide more detailed information with any interested party upon request.

Background

Traditional enforcement policing methods are valuable and have long been relied upon as the framework to serve and protect our community. Professional law enforcement agencies across the globe have a sense of pride and tradition in the way they guard society from the criminal element. It is fair to suggest that enforcement is seen by the vast majority of police officers and the community they serve as 'real policing' and prevention as 'soft' and perhaps not as important. Culturally, leaders within policing organisations need to challenge this thinking.

Known as the father of modern policing, Sir Robert Peel developed the 'Peelian Principles', which defines the requirements for a police officer to be ethical and effective. Perhaps the best known of his principles is that *'the police are the public and the public are the police'*. Enforcement of the law is what modern policing is most recognised for, but Peel had an understanding that prevention of crime was equally important as evidenced in the first and last of his nine Peelian principles.

'The basic mission for which the police exist is to *prevent* crime and disorder'; and,

'The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.'

Enforcement is a necessary and most valuable tool in preventing crime and disorder, but with populations exploding, respect for authority dwindling and resources stretched to meet the growing need of the community, there is a global awakening to the fact that working in partnerships in establishing early intervention and prevention programs is necessary if we are to create a society with less criminality and disorder.

On the basis of extensive research literature, it can be argued that early intervention should be considered as one aspect of an overall balanced approach to crime prevention³. A growing body of evidence demonstrates that early intervention can be effective in achieving significant reductions in crime involvement, child abuse, substance abuse, educational performance, employment, child and youth behaviour, and income. There is mounting evidence that early intervention is a more cost effective strategy than enforcement methods and that best results will be achieved when enforcement is balanced with early intervention and prevention programs.

Criminal behaviour is complex and involves both individual dispositions and the social contexts in which the individual's behaviour is tolerated and/or rewarded⁴. Most early intervention and prevention programs concentrate only on the individual and fail to address the wider issues in the young person's family life and the social contexts in which the youth lives. Any success that a program delivers in a young person's life is quickly lost when the youth returns to his or her family, neighbourhood and friends. 'Wrap around' solutions that treat not only the individual but the social context in which the individual live are more likely to be effective. This was widely accepted in the places I visited, but evidence of sector wide harmony in

² Robert Flores – *Executive Director United States Office of Juvenile & Delinquency Prevention.*

³ Bottoms, A.E. (1990). Crime prevention facing the 1990's. *Policing & Society*, 1, 3-22.

⁴ Blueprints for Violence Prevention, Book Seven, Nurse – Family Partnerships

addressing the issues was rare. More often than not, agencies worked in individual silos rarely sharing information and unaware of another agency's contact with an individual or family.

The funding dilemma

The quandary for funding bodies is the distinct lack of evidence of the success of local programs. The Washington State Institute for Public Policy provides the following analogy to describe the predicament faced by funding bodies:

How does a homeowner know if it's "worth it" to insulate a house? Using pocket-book economics, the home owner determines if the savings in future heating bills are greater than the cost of the insulation. Some insulation investments are cost-effective, others are not.

How do we know if it's "worth it" to spend tax dollars on a particular crime prevention program? It's worth it if future savings to taxpayers and potential victims of crime are greater than the cost of the program. Some programs are cost-effective, others are not.

It is extremely rare for a funding application to be accompanied with a rigorous evaluation that provides assurance to government that there will be a return on investment. It is also a fact that whilst some programs are effective, others are not and it is therefore difficult if not impossible for funding bodies to invest with any degree of confidence.

In some cases, early intervention programs designed and delivered by well meaning people have proven to be counter productive⁵, as is the case with the 'Scared Straight' program which gained international recognition in the 80's and 90's. Rigorous evaluations have since shown that participants of the Scared Straight are more likely to re-offend after exposure to the program. In fact, the alarming truth is that the program increased crime by 6.8%, and had a negative cost benefit per participant to victims of -\$8,355, a negative cost benefit per participant to the tax payers of -\$6,253 with an overall negative cost benefit per participant of -\$14,667⁶.

This example graphically illustrates why evaluations are important. But Federal and State funding agreements rarely allocate additional dollars to properly evaluate the programs they fund⁷. Given that the investment in these programs is ordinarily quite low, it is argued that allocated funds should go towards the delivery of the program. In addition, many program developers believe that they know intuitively that their program is effective and that rigorous evaluations are a waste of money.

But the example above (Scared Straight) demonstrates why evaluations *are* necessary to ensure that what we do works, and perhaps more importantly, that what we do is not making things worse.

"However beautiful the strategy, you should occasionally look at the results."

Winston Churchill

The Queensland context

The Australian Bureau of Statistics records 35% of all Australians as being under the age of 25. In 2007, Australia experienced 2100 suicides, 290 of those under the age of 25 years. 770,000 Australians were victims of Assault, with 72% of all youth violence linked to alcohol and / or drug misuse. 427,000 homes were broken into and 1625 young people were sentenced to terms of incarceration in correctional institutions⁸.

Youth violence is on the rise. In its *Annual Statistical Review 2006-07*, the Queensland Police Service (QPS) reported that offenders aged 15 to 19 years accounted for 23% of total assault offenders compared to 21% in 2005-06. Victims of assault aged between 15 and 19 years accounted for approximately 16% of total victims during 2006-07. Within this age group, males accounted for 54% of victims, with females accounting for 46% of victims.

⁵ Blueprints for Violence Prevention Research

⁶ Washington State Institute for Public Policy, *Reducing Crime with Evidence Based Options: What works & benefits and costs*

⁷ Blueprints for Violence Prevention, *Book Six: Multi-systemic Therapy*, Editors introduction

⁸ Australian Bureau of Statistics, [online] Available URL <http://www.abs.gov.au/AUSSTATS/abs@.nsf/mf/4102.0> [Accessed 22 August 2008]

Like many communities, Queensland has not yet developed a sector wide response to early intervention and prevention. Government agencies and non-government organisations work together in a largely ad-hoc manner with varying degrees of success.

The global economic crisis is sure to effect crime rates, with research indicating a nexus between unemployment and property crime, and property crime with incarceration rates. It is therefore more important than ever to ensure that we have the necessary measures in place – in terms of response and capacity – to address the future need.

Vision

If a community, city, state or nation is to have a truly effective coordinated early intervention program of works, it first requires strategic vision. A common goal must be established to achieve sector wide change. Once established, all CEO's need to embrace the collective aims in order to drive change throughout their respective organisations. Without consensus and high level buy-in, individual agencies will invariably revert to their individual corporate goals and opportunity for sector wide change will be lost.

Significant work has been conducted in this area internationally, with the Washington State Legislature perhaps providing the best 'roadmap' for other administrations to follow. Their direction to the Washington State Institute for Public Policy was to identify alternative 'evidence based' options that can: (a) reduce the future need for prison beds; (b) save money for state and local tax-payers; and (c) contribute to lower crime rates. This included the evaluation of the costs and benefits of criminal justice policies, violence prevention programs and other efforts to decrease criminal recidivism and at-risk behaviours of youth⁹, which provided the evidence for the Institute to recommend several options for Government to consider ranging from moderate to aggressive implementation portfolios. With a consensus achieved, government ensured that the appropriate mechanisms were put in place to achieve their aims across the entire sector.

Advocacy

Advocacy boards have proven critical in informing government internationally. Fight Crime Invest in Kids is an American organisation which is led by more than 3,000 police chiefs, sheriffs, prosecutors and other law enforcement leaders and violence survivors who are dedicated to fighting crime and violence. The organisation has conducted extensive research showing that *Preventing one child from adopting a life of crime saves \$1.7 million (US)* and 9 out of 10 police chiefs agreed that if government did not invest in early intervention programs that help young people now, a greater cost will be paid later in crime, welfare and other related costs. Other studies estimate the cost of a typical, single criminal career encompassing juvenile and adult years to cost between \$1.7 and \$2.3 million in 1997 US dollars¹⁰.

In order for administrations to make sound strategic policy, advice from academics and practitioners is recommended. In order to get that advice to the correct official, a structured Board needs to be created to become the voice of early intervention and prevention. A National Early Intervention and Prevention Advisory Board, and a State Early Intervention and Prevention Advisory Board would assist both State and Federal governments with the necessary advocacy to develop sound strategic policy. These boards could be developed to be a powerful voice of advocacy to government, identifying initiatives for government to consider and recommending academically supported strategies for investment and evaluation.

Spending

It is common for spending portfolios to include programs that have no evidence of actually achieving any positive outcomes. Research has come a long way in the past 10 years and we are all now able to invest in programs that are cost effective, and avoid some costs associated with evaluations.

Forecasts predicted that Washington State in the United States of America would require two new correctional facilities by the year 2020. A typical prison costs \$250 million and \$45 million a year to operate. The 2005 public legislature directed the Washington State Institute for Public Policy (institute) to identify

⁹ Washington State Institute for Public Policy, *Watching the Bottom Line: Cost-Effective Interventions for Reducing Crime in Washington*

¹⁰ Child Delinquency Bulletin Series May 2003, *Child delinquency: early intervention and prevention*, [online] Available URL <http://www.fncjrs.gov/html/ojjdp/186162/contents.html> [Accessed 22 August 2008]

alternative 'evidence based' options that can (a) reduce the future need for prison beds; (b) save money for state and local tax payers, and (c) contribute to lower crime rates¹¹.

The institute found and analysed 529 rigorous comparison group evaluations of adult offender, juvenile offender and prevention programs. A systematic review estimated the cost and benefits of these evidence based options and developed portfolios of programs that could affect future prison construction needs, criminal justice costs and crime rates in Washington.

The proof is in the pudding and Washington State recently cancelled the building of a multi-million dollar correctional facility.

The lesson in the Washington example is simple:

- Investment in evidence based programs will provide a return on investment;
- Costly evaluations (some in excess of \$1M) can be avoided by investing in programs that have already had these rigorous evaluations conducted¹².

It can be argued that programs that have been evaluated in say, eastern USA, are not guaranteed to work in other cities and countries around the world. That said, logic suggests that if a program was targeted that demonstrated success over the same demographics of age and risk, the program should be successful nonetheless. Naturally, future evaluations would be needed to demonstrate the level of effectiveness over time, but government would nonetheless be able to invest with a degree of confidence based on evidence provided in the existing evaluation.

An economic analysis targeting the early intervention programs currently being delivered across the sector is required to understand what works and what doesn't, where limited dollars should be spent and in some cases where funding support should be withdrawn. Government needs to invest in programs that work, and whilst there is no silver bullet for prevention programs, there are enough evidence based programs internationally to develop a portfolio of investment similar to that conducted in Washington State.

Additionally, the Blueprints program has identified 11 'gold standard' programs that have been evaluated and shown to be able to reduce crime and to be a cost effective option for government. Several of these programs would be appropriate for implementation in Queensland.

Similarly, current programs in the United Kingdom have embraced research from academic institutions and are working in partnerships to deliver programs that are producing excellent results. Vision and leadership is required to invest in programs that will not realise a return on investment for several years, but failure to invest will almost certainly result in higher incarceration rates, a requirement for future prison building and an unsafe community that lacks confidence in government.

That said, it is unwise to throw the baby out with the bathwater. Evidence suggests that some current programs are working. This is supported by anecdotal evidence collected by the CRYPAR program.

In excess of 900 CRYPAR referrals have now been made in North Brisbane and Pine Rivers Police Districts. Of the total individuals referred, 85% have had not had adverse contact with police since their referral. Of those who had a history of offending, 66% have not offended since their referral. This indicates that the programs delivered by the 22 partner agencies involved are producing successful results. It is far more difficult however, to determine which services are delivering the most successful programs and if any of the agencies are delivering anything that is less than successful. Significant costs are involved in teasing out these important details and this has therefore been impossible to determine.

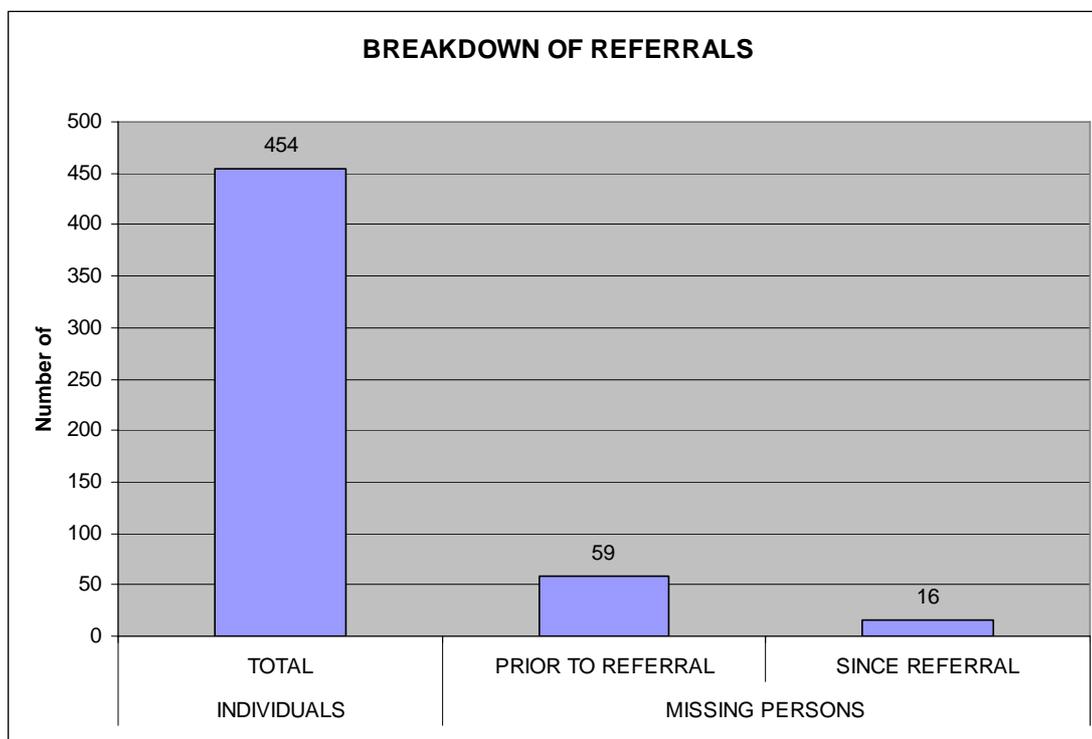
The anecdotal evidence relates to referrals made between 1 June 2006 and 1 July 2008. In that time frame, 454 young people were referred to support agencies by police as part of the CRYPAR process. Some of the young people were referred more than once, with a total of 544 referrals made.

¹¹ Washington State Institute for Public Policy, presentation by Steve Aos, Assistant Director, *How is your portfolio doing?*

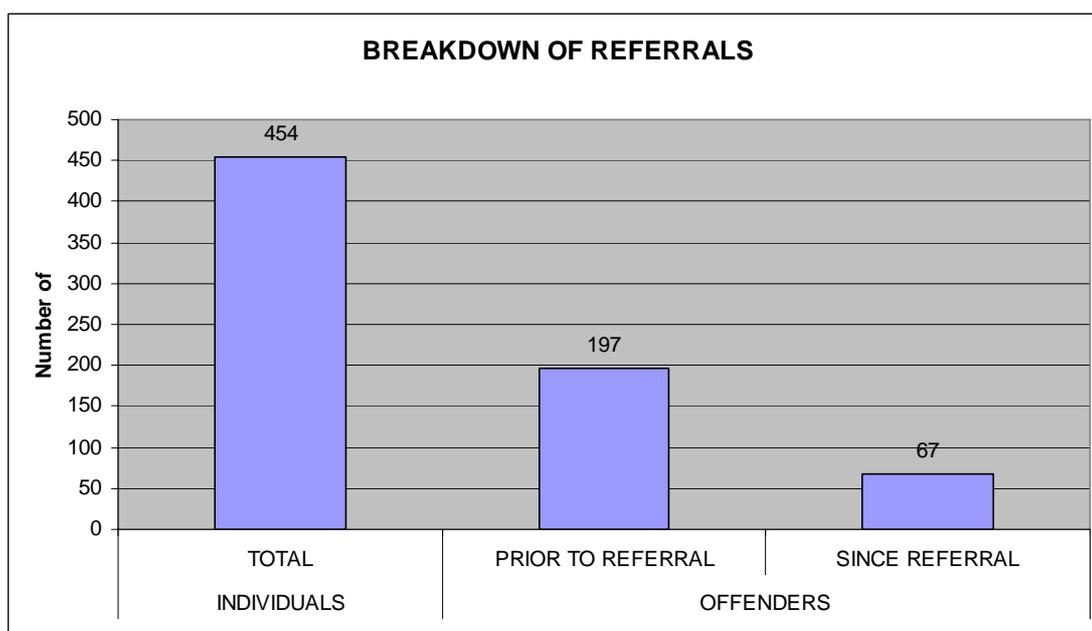
¹² This relates to costly project evaluations conducted to prove cost effectiveness. Future evaluations will be necessary to determine the success of an implemented project and to measure quality control.

Early intervention and prevention programs

Of the 454 young people referred, 59 had been previously reported as a missing person, some were considered recidivist missing persons. Since their referral, 43 (73%) have not been reported missing again.



197 of the 454 young people who were referred had criminal records. Since being referred 130 of these young people (66%) have not committed another offence.



As stated previously, an economic analysis is required to determine the effectiveness of all programs being delivered, to generate understanding about cost effectiveness in the sector. Once achieved, government should invest the majority of funding dollars in programs that have been evaluated as cost effective (ie. Blueprints Programs) matching program demographics to community demographics. The remaining

funding dollars should be invested in programs that appear to be highly successful, but have not been evaluated with enough rigor to be considered 'gold standard'.

This method would ensure that promising programs were not abandoned for the sake of a new portfolio of programs, but importantly, would provide government with certainty that funding dollars would provide a return on investment.

Information

Confidentiality is a double edged sword and often inhibits response to young people at risk. Oftentimes several agencies are engaged with a troubled youth, all working in their individual silos of operation and totally oblivious that of the other agencies involvement. A coordinated response is required if we are to achieve efficiency, but delicate matters surrounding confidentiality need to be negotiated.

Information sharing protocols need to be thrashed out between agencies, to allow for certain information to be shared between health, education and police. This is a difficult, but not impossible process, and one that must be undertaken in the interests of people we are all collectively striving to assist.

Progressive administrations in the United State of America have invested in selected Blueprints programs and developed a common ICT platform to work from. Agencies are working collaboratively and information sharing protocols have been created that allow for the sharing of certain information across agencies.

The ICT solution should allow for all identified agencies to be able to refer a young person and for the common assessment tool to be used to assess the individual's risks and needs. Additionally, it should allow therapists or coordinators to provide feedback to the referring person on progress. With academic assistance, this system could include the framework to capture information to assist in future evaluations and longitudinal studies.

Standardisation is an important element for sector wide efficiency. A full Business Requirements Statement should be developed to ensure that the solution selected provides everything required for an efficient system across agencies.

Referral Pathway

The *Coordinated Response to Young People At Risk* (CRYPAR) Program is arguably the Queensland Police Service's (QPS) most successful venture into the early intervention field. The winner of the prestigious Gold Lantern Award in Problem Oriented and Partnership Policing (2007), CRYPAR is a whole of government initiative which aims to assist young people in addressing issues which are often identified as contributing factors in the development of criminal, anti-social behaviour and family dysfunction.

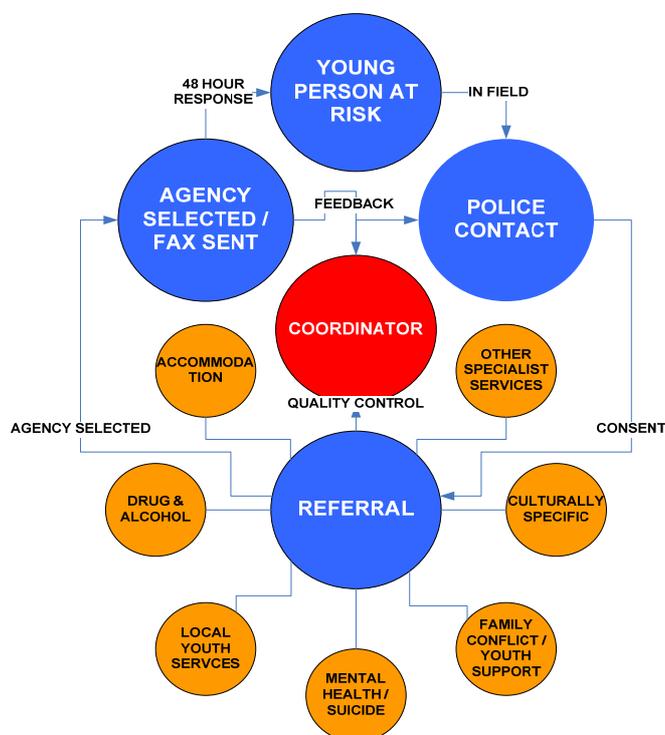
The project provides a referral process that allows police officers in the field to refer 'at risk' youth to an organisation to assist them with their specific problem. With the young person's consent the referral form is later sent to the appropriate agency. All partner agencies have agreed in a MOU to respond within 48 hours.

Oftentimes, the responding agency identifies multiple issues in the family. In these cases additional agencies become involved, providing a holistic response to the young person and the family's many issues. This results in the restoration of the family unit, and in many cases represents the best example of agencies working together to achieve a desired outcome.

Whilst many programs identify youth when they enter the juvenile justice system, CRYPAR often identifies youth earlier. Between July 2006 and July 2008, 454 young people were referred through the CRYPAR program. Only 197 (43%) of these young people had a history of committing criminal offences.

Partner agencies involved in the CRYPAR process currently deliver a range of programs, most lacking robust evidence based evaluations. It is therefore impossible to determine which programs are most effective. Whilst anecdotal evidence indicates that CRYPAR has successfully reduced crime, calls for service and missing persons, governments are reluctant to invest until costly evaluations prove a programs worth.

The diagram below illustrates the CRYPAR referral pathway cycle from the moment police encounter a young person at risk.



Every Region in the State has expressed an interest in the CRYPAR referral pathway, but with our State Government managing an intensely difficult fiscal cycle, no funding has been provided to support broader expansion of the program. It should be noted that it is the pathway that is important to efficiency, not the CRYPAR product. CRYPAR is provided as an example only, but it is an excellent example of an efficient referral pathway.

Assessment tools

It is a simple fact that young people who get into trouble are often troubled young people. Children and young adults who enter the criminal justice system (or the juvenile justice system) often have multiple needs and difficulties which can be identified and addressed to reduce their offending behaviour. Assessments that have been developed on the back of extensive research can help pinpoint these factors.

The Cambridge Study in Delinquent Development is an example of the type of research that has assisted the development of assessment tools. The Cambridge Study is a longitudinal survey of the development of offending and antisocial behaviour in 411 males first studied at age 8 in 1961 – at that time they were all living in a working-class deprived inner-city area of South London¹³. Findings describes their criminal careers up to age 50, looking at both officially recorded convictions and self-reported offending. It also examines life success up to age 48 based on nine criteria which were also measured on a comparable basis at age 32. The main aims were to investigate the development of offending and antisocial behaviour from age 10 to age 50 and the adult life adjustment of ‘persisters’, ‘desisters’ and ‘late-onset’ offenders at age 48.

This study tested several hypotheses about delinquency. They examined socioeconomic conditions, schooling, friendship, parent-child relationships, extracurricular activities, school records, and criminal records. They also performed psychological tests to determine the causes of crime and delinquency. Information collected includes reports from peers, family size, child-rearing behaviour, job histories, leisure habits, truancy, popularity, physical attributes, tendencies toward violence, sexual activity and self-reported delinquency.

¹³ Home Office – Findings 281 *Criminal Careers and life success: new findings from the Cambridge Study in Delinquent Development*

Findings include¹⁴:

- A small proportion of the study males (7%) accounted for about half of all officially recorded offences in this study. On average, their conviction careers lasted from age 14 to 35.
- The men who started offending at age 10–16 committed three-quarters of all crimes leading to convictions (77%).
- The most important childhood risk factors at age 8–10 for later offending were measures of family criminality, daring or risk-taking, low school attainment, poverty and poor parenting. The study males who began their conviction careers at the earliest ages tended to commit the most offences and to have the longest criminal conviction careers (based on searches of records up to age 50).
- Offenders tend to be deviant in many aspects of their lives. Early prevention that reduces offending could have wide-ranging benefits in reducing problems with accommodation, relationships, employment, alcohol, drugs and aggressive behaviour. Hence, there is scope for significant cost savings from effective early intervention programs.

Throughout my Churchill Fellowship I witnessed several effective assessment tools in practice. Assessment.com and the Global Appraisal of Individual Needs (GAIN) assessment tool are used in parts of the United States and Canada, whilst the United Kingdom utilise the Common Assessment Framework (CAF). They are all a standardised approach to conducting assessments of a young person's needs and risks and consider the role of parents and environmental factors on the young person's development.

The selected assessment tool is accessible in the common ICT platform, and should recommend suitable programs for the person at the conclusion of the assessment, allowing for prompt referrals.

Evidence Based Programs

If funding were linked to the delivery of evidenced based programs, much could be achieved. Governments would have an immediate assurance that there would be a return on investment and that investment dollars were contributing to cost effective initiatives that work.

All of the following Blueprint programs¹⁵ could be considered for inclusion in a sector wide portfolio of programs:

1. **Nurse Family Partnership** (a program that sends nurses to the homes of pregnant women who are predisposed to infant health and developmental problems, such as preterm delivery and low birth weight children. The goal is improve parent and child outcomes). **Benefits per dollars of cost - \$0.83. Probable referral agency / facilitator - Health.**
2. **The Incredible Years Series** (a comprehensive set of curriculum designed to promote social competence and prevent, reduce and treat conduct problems in young children (ages 3 to 8)). **Probable referral agency / facilitator - Parents, Education.**
3. **Bullying Prevention Program** (reduction of victim/bullying problems among primary and secondary children). **Probable referral agency / facilitator - Education.**
4. **Promoting Alternative Thinking Strategies** (school based intervention designed to promote emotional competence). **Probable referral agency / facilitator - Education.**
5. **Big Brother Big Sisters of America** (more than 500 affiliates maintain over 100,000 one on one relationships between volunteer and a youth). **Benefits per dollars of cost - \$1.30. Probable referral agency / facilitator - Department of Communities (using volunteers)**
6. **Project Towards No Drug Abuse.** Project Towards No Drug Abuse (Project TND) is an effective drug abuse prevention program that targets heterogeneous samples of high school-age youth. Reductions in cigarette smoking, alcohol use, marijuana use, hard drug use, and victimization have been revealed at one and two-year follow-up periods. **Probable referral agency / facilitator - Education.**

¹⁴ Home Office – Findings 281 *Criminal Careers and life success: new findings from the Cambridge Study in Delinquent Development*

¹⁵ Blueprints for Violence Prevention

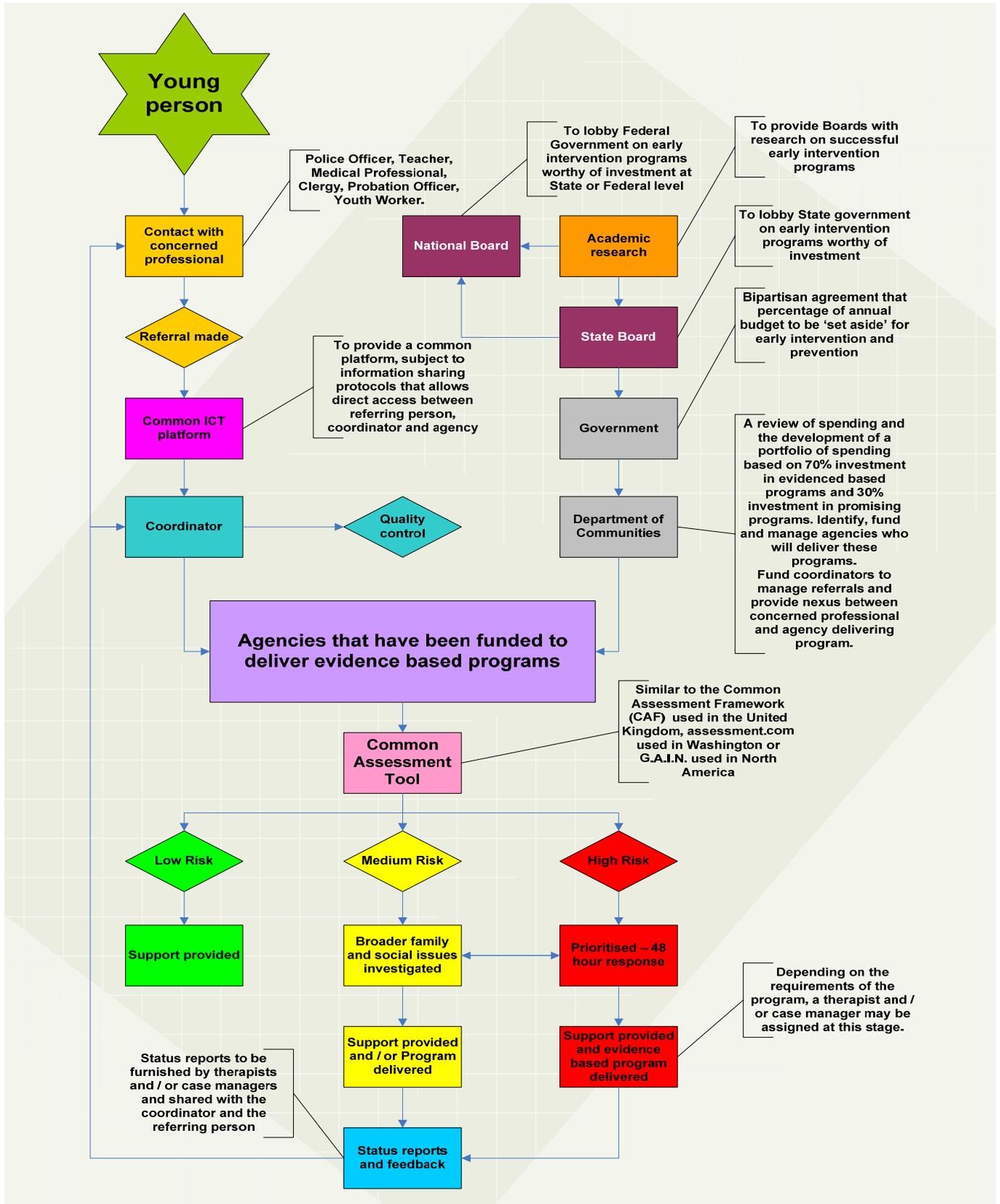
7. **Multi-systemic Therapy** (targets specific factors in each youth's and family's ecology that contribute to anti-social behaviour). **Benefits per dollars of cost - \$8.38. Probable referral agency / facilitator - Police, Department of Communities, Courts.**
8. **Functional Family Therapy** (engages and motivates youth and families deal with intense negative affect that prevents change. Promotes family communication, interaction and problem solving techniques that help families better deal with issues and utilise external resources). **Benefits per dollars of cost - \$13.25. Probable referral agency / facilitator - Health, Police, Department of Communities, Courts.**
9. **Midwestern Prevention Project** (drug abuse prevention program that decreases the rates of onset and prevalence of drug use in young adolescents (10-15) and reduce drug use amongst parents and other residents). **Benefits per dollars of cost - \$5.29. Probable referral agency / facilitator - Education.**
10. **Life Skills Training** (drug use primary prevention program that provides general life skills and social skills to school students). **Benefits per dollars of cost - \$25.61. Probable referral agency / facilitator - Education, Health.**
11. **Multidimensional Treatment Foster Care** (recruitment and training of community families to supervise participating adolescents. Provides youth with structured and therapeutic living environment). **Benefits per dollars of cost - \$14.07. Probable referral agency / facilitator - Department of Communities.**

Programs must be implemented in a way that ensures we maintain the fidelity of the program. In the late 1990's, Washington State implemented one of the Blueprints programs - Functional Family Therapy (FFT) into juvenile courts across Washington. An evaluation conducted five years later found that when the program had been delivered by competent therapists, recidivism had been reduced by as much as 30%. They found however, that 47% of therapists were rated less than competent and these therapists had no effect on the recidivism rates of their clients. The State has since implemented a quality assurance process to ensure that FFT is delivered by competent FFT therapists. The lesson is clear: As in every successful enterprise, quality control matters¹⁶.

¹⁶ Washington State Institute for Public Policy, *Evidence Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*.

5. Conclusions

The following diagram illustrates a flowchart for consideration of future early intervention and prevention programs and the strategic implications involved for Australian communities.



6. Recommendations

A number of factors are critical if positive sector wide change is to be realised. I intend to share my thoughts and recommendations with everyone that I encounter in this field, including the following:

- All of the wonderful people and organisations that I met with throughout my Churchill Fellowship;
- The Churchill Trust;
- The Senior Executive of the Queensland Police Service;
- The Minister for Police and Corrective Services and Emergency Services; and
- The Director of the Australian Research Council Centre for Excellence in Policing and Security.

In concluding this report, I am happy to say that I have already achieved some of the above, having met personally with the Minister for Police and Corrective Services and Emergency Services, several Assistant Commissioners within the Queensland Police Service and the State Director of Mission Australia.

My Assistant Commissioner, Mr. Peter Barron has been very supportive of my Churchill Fellowship. In addition to his support of my Fellowship, he has asked me to travel the State and meet with every Regional Assistant Commissioner in person to share my findings. I am in the process of doing just that.

It is impossible to know exactly what will be achieved as a result of my Fellowship. Little will change unless support and commitment to sector wide change can be cultivated at the highest level. I will continue to sow the seeds in government and throughout the entire sector in readiness of that commitment.

We are currently experiencing the effects of a global economic crisis, and patience and resilience will be required. There are many passionate and dedicated people in the sector who believe resolutely that early intervention and prevention is the solid foundation on which a safer community can be built, and dedicate their working lives towards fulfilling that vision. Collectively, we would all do well to remember the words of the great Winston Churchill:

“Never, never, never give up.”

The following recommendations are provided as a seven step plan to reform:

Step one - Vision:
In order to achieve sector wide reform, politicians and CEO’s need to provide vision to ensure imperatives are acted upon within organisations in a spirit of collaboration and cross fertilisation. Government and CEO’s need to ensure that each agency has the capacity and funding to support the required change. Economic analysis and research should drive future reform with an ultimate aim to reduce the need for future prison beds.
Recommendation one:
Long term government investment and buy-in. Government to conduct the necessary research to develop a strategy for reform. Bi-partisan assurance to commit annual funding to early intervention and prevention initiatives, provided regardless of political imperatives – for the long term benefit of future administrations and the Australian public. Funding to be provided for three specific areas: <ol style="list-style-type: none"> 1. Criminal Justice; 2. Juvenile Justice; 3. Early Intervention and Prevention Programs.

Step two - Advocacy:

There is a need for a strong voice of advocacy to government. It is an unfortunate truth that many good ideas die on the vine due to an inability to be heard. Knowledge of promising programs needs to be shared with those who have influence on government.

Recommendation two:

State & National Early Intervention and Prevention Advisory Boards. It is recommended that boards be formed to drive change and advise government on where investment dollars should be spent.

1. The establishment of a National Early Intervention and Prevention Advisory Board. Similar to Fight Crime Invest In Kids in the United States, members of these boards should include State Police Commissioners, leading academic minds and key government officials to play an active part in providing advice to Federal and State governments in relation to early intervention and prevention investment.
2. The establishment of State Boards. Membership to include Commissioner of Police, State Government officials representing the Department of Communities, Department of Child Safety, Treasury, Premier and Cabinet, Justice and Attorney General, Health, Education. Leading academics and academic institutions to be included. Terms of Reference to include identifying and progressing promising early intervention initiatives to State Government and the National Board.
3. Both boards to consider initiatives that include:
 - (a) Adult offenders in the criminal justice system;
 - (b) Juvenile offenders in the juvenile justice system;
 - (c) Prevention programs for young people who have not yet entered the juvenile justice system.

Step three - Spending:

There is a need to review the present funding arrangements (State and Federal) to early intervention and prevention programs.

Recommendation three:

Spending reform. A specific funding stream is required, or a bi-partisan assurance to commit annual funding to early intervention and prevention initiatives, provided regardless of political imperatives – for the long term benefit of future administrations and the Australian public. A portfolio of spending should be developed that is both cost effective and reduces crime. The portfolio should consider spending in three specific areas.

1. Adult offenders in the criminal justice system;
2. Juvenile offenders in the juvenile justice system; and
3. Prevention programs for young people who have not yet entered the juvenile justice system.

Investment in unproven programs should cease, with 70% to 80% of investment in programs that have been rigorously evaluated and 20% to 30% invested in promising programs that have not yet been evaluated.

Step four - Information:

There is a need for better sharing of information. It is a critical issue in the early identification of future offending. At present, no common ICT platform allows for direct communication and information sharing protocols impede efficiency.

Recommendation four:

Information sharing. The following is recommended with respect to information sharing:

1. Investment in a common ICT solution to be shared across government agencies involved in the development and implementation of early intervention programs. Similar to the Seattle Youth Violence Prevention Initiative, the ICT platform should allow for young people to be referred into programs and for all interested agencies to share knowledge of prior referrals.
2. Creation of information sharing protocols that allow for certain information to be shared between key partner agencies (ie. Health, Education, Police, Communities, Child Safety) when the sharing of that information will benefit the young person.

Step five - Referral Pathway:

There is a need for common referral pathway

Recommendation five:

Referral Pathway. The following is recommended with respect to a referral pathway:

1. Government to decide on a common referral pathway with advice from the State and Federal Early Intervention and Prevention Advisory Boards.
2. For consistency and standardisation, this referral pathway to be adopted across the entire sector.

Step six - Assessment:

There is a need for a common assessment tool.

Recommendation six:

Common Assessment Tool. It is recommended that government invest in a Common Assessment Tool that categorise youth into high, medium and low risk of offending and assess their suitability for funded programs. Youth can then be dovetailed into funded evidence based programs.

Step seven – Evidence Based Programs:

There is a need to invest in evidenced based programs.

Recommendation seven:

Evidence Based Programs. It is recommended that government review the current portfolio of spending and develop a plan to invest in evidence based programs. Investment programs that do not work should cease, with 70% to 80% of investment in programs that have been rigorously evaluated (ie. Blueprints) and 20% to 30% invested in promising programs that have not yet been evaluated. Government to seek the advice of the Federal and State Early Intervention Advisory Boards on programs in three separate areas:

1. Adult offenders in the criminal justice system;
2. Juvenile offenders in the juvenile justice system;
3. Prevention programs for young people who have not yet entered the juvenile justice system.

In conclusion, I again thank the Churchill Trust and Mr. Brian Wilson for sponsoring the Dorothy and Brian Wilson Churchill Fellowship. Your generosity has changed my life. I sincerely hope that it will also provide a platform for the systemic change required in order to strengthen struggling families and provide the necessary support for troubled young lives to divert them from criminal and anti-social behaviour. It will be a great thing if this can be achieved, for families, for youth, and for the wider Australian community.