



Director's Report

As I look back over the past year, I am conscious of the fact that 2008 has been an exceptionally busy and productive year for TILES. I would like to take this opportunity to acknowledge the hard work that staff and students alike have put into the Institute and to thank them all for their energy and commitment throughout the year.

We hit the year running with Jenny Fleming and Clarissa Hughes both presenting papers at the Australian Institute of Criminology's Conference on *Young People, Crime and Community Safety* held in Melbourne in February. Most of the Institute's staff and students have given regular presentations on their research activities and findings at various conferences throughout the year including the *Nexus Policing* Conference held by Victoria Police, the First Annual ATDC Conference, the New Zealand Police Research Symposium held in Wellington, the 19th International Symposium on the Forensic Sciences as well as the annual conferences of the British Society of Criminology, the Australasian Political Science Association, the Australian and New Zealand Society of Criminologists and the Australian Sociological Association. Jenny Fleming delivered a keynote address at the AFP's *Wellbeing* Conference in Canberra, Roberta Julian presented the keynote address at the Filipino Communities Council of Australia 10th Annual National Conference, Clarissa Hughes presented a paper on the future of social norms research in Australia at the American National Social Norms Conference held in San Francisco in July and Nicole Asquith presented a paper at the British Society of Criminology Conference in the United Kingdom.

We have been engaged in some exciting collaborative research projects with agencies outside the university during the year. These have included evaluating programs for the Migrant Resource Centre (South), Mission Australia, the Department of Infrastructure, Energy and Resources (DIER), the Clarence City Council and Metro Tasmania. Collaborative projects with colleagues around the university have also continued to open up exciting opportunities for interdisciplinary work. I would particularly like to mention the following colleagues with whom we have developed productive working relationships: Dr Jeremy Prichard (Law), Dr Raimondo Bruno (Psychology), Dr Clarissa Hughes (University Department of Rural Health), Professor Rob White (Sociology) and Dr Hugh Sibby (Economics). We look forward to continuing to work across disciplinary boundaries with these colleagues in 2009.

We completed three major research projects in 2008. The SNAP Project funded by the Alcohol Education Rehabilitation Foundation was completed in June. This project, which addressed the problem of alcohol misuse among young people on the West Coast and in the Huon Valley, enabled us to conduct the first Australian trial of the Social Norms methodology. The Final Report will be launched by Mr Daryl Smeaton (CEO, AERF) on Monday 1 December at the University Staff Club and will be attended by Ms Tracey Purdham (AERF) as well as representatives from the trial schools and other stakeholders. We have just received notification that our submission for UTAS pre-seed funding

for 2009 and 2010 has been successful. This will allow us to continue to develop the Social Norms methodology in the Australian context and to further address issues of alcohol misuse among young Tasmanians over the next two years. A very exciting outcome!

The second major project completed this year was the ARC-funded project 'Community Policing and Refugee Settlement in Regional Australia – A Case Study of Tasmania'. This project was funded through the ARC Linkage Projects scheme with the Department of Immigration and Citizenship (DIAC) and the Tasmanian Department of Police and Emergency Management (DPEM) as industry partners. It provided a PhD scholarship for Danielle Campbell who has worked closely with personnel from both agencies over the past three and a half years. Danielle and I would particularly like to acknowledge the support of Mr Doug Walker from the Tasmanian office of DIAC and Inspector Craig Waterhouse from Tasmania Police, and to thank them for their commitment to the project and its outcomes. Danielle recently had the opportunity to brief the Parliamentary Secretary on Multicultural Affairs and Settlement, Mr Laurie Ferguson MP, on the outcomes of the project. Finally, and most importantly, we wish to thank all the project participants especially the African Australians who engaged so openly with Danielle throughout the fieldwork stage of the project. A Final Report will be completed by the end of this year and Danielle will complete her PhD thesis in 2009.

Our third major project was conducted by Professor Jenny Fleming and funded by the NSW Bureau of Crime Statistics and Research (BOCSAR). This project examined law enforcement strategies developed to address the problem of alcohol-related violence and anti-social behaviour in and around licensed premises in Australia. The Final Report entitled *Rules of engagement: Policing anti-social behaviour and alcohol-related violence in and around licensed premises*, identifies how police are adapting their systems and responding to what is essentially a 'wicked issue'.

Our Postgraduate Symposium in August was a huge success with a significant number of industry representatives attending. This opportunity to present research to the 'public' was taken up with enthusiasm by our postgraduate students who did a wonderful job and should be very proud of their achievements. Feedback from industry has been overwhelmingly positive and we will certainly be expanding on this successful program in 2009.



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ISSN: 1832-7001

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A number of visitors have delivered seminars and spent some time at TILES during the year. We would like to thank the following for their involvement in the Institute's seminar program, research and teaching activities: Associate Professor Mike Rowe (University of Victoria, Wellington, NZ), Dr Caroline Taylor (University of Ballarat, Victoria and now Edith Cowen University, WA), Dr James Robertson (Australian Federal Police), Mrs Anna Davey (National Institute of Forensic Science), Professor Claude Roux (University of Technology Sydney), Mr Alastair Ross (Victoria Police), Dr Allan Trifinoff (National Centre for Education and Training on Addiction, NCETA) and Professor Ann Roche (NCETA).

In between these events, our research and postgraduate teaching has maintained its momentum. Jenny Fleming spent some time conducting research in the United Kingdom on community policing and public expectations of policing and met with Chief Constable Peter Neyroud, Chief Executive of the National Policing Improvement Agency. Jenny has been re-appointed to the role of Criminology Research Council Academic Panel Member for 2008-9 and Roberta continues in her role as member of the Board of Studies for the Australian Institute of Police Management. Jenny was invited to participate in the Federal Criminal Justice Forum in Canberra in September and completed the *Sage Dictionary of Policing* with her co-editor Dr Alison Wakefield (University College London and now UNSW). Meanwhile, Dr Rob Hall has been working closely with Sharon von Bertouch from the Tasmania Police Academy to revise the Bachelor of Social Science (Police Studies) degree to incorporate an In-Service pathway for Tasmania Police recruits in the future. All in all, a very busy and productive year!

I would like to take this opportunity to thank the members of the Institute's Board of Directors for their support, advice and oversight during the year and, in particular, the Chair of the Board, Mr Richard Bingham. A number of our members will be retiring at the November Board meeting: Ms Joanne Blackburn (Commonwealth Attorney General's Department), Ms Linda Hornsey (Community representative) and Professor Jan Pakulski (Dean, Faculty of Arts). On behalf of the Institute's staff and Management Committee I thank them for their work and wish them all well in their future endeavours.

Finally, I would like to thank all the Institute's staff (academic and general) and students for being so committed to the Institute, for their hard work over the year and for the ongoing support they have given me. I would like to thank Nicole Asquith for her professionalism and her hard work. It has been wonderful to have her 'on board' if only for a year and we all wish her well in her new position at the University of Bradford in the UK.

On behalf of all of us at TILES, I wish you all a happy and safe Christmas and New Year and look forward to working with you in 2009.



Roberta Julian (PhD)

Associate Professor and Director
Tasmanian Institute of Law
Enforcement Studies

Farewell to Nicole



Dr Nicole Asquith

Dr Nicole Asquith joined TILES in February 2008 as a lecturer and researcher. In that time she has dedicated many hours to teaching and research alike.

During the past few months Nicole has undertaken a review and evaluation of the Officer Next Door Program. This program significantly reduces crime and antisocial behaviour in public housing environments. Her report to Housing Tasmania and Tasmania Police will be a very important tool in the future direction and operation of the program.

Unfortunately for TILES, Nicole's time with us has been cut short. By the time this Newsletter is published, Nicole will have commenced her new position of Senior Lecturer in Applied Criminal Justice Studies in the Department of Social Sciences and Humanities at the University of Bradford (West Yorkshire region of England). Nicole will also continue her research started earlier this year with the London Metropolitan Police Service on investigating how front line officers interpret and process hate crime provisions.

Nicole, best of luck in your new endeavours and thank you for being part of the team.

Cheers from all of us at TILES.

Briefing Paper No 8 (December 2008): *The Concentration of Offending and Related Social Problems in Tasmanian Families*

This briefing paper presents preliminary findings from research examining the extent to which offending and related social problems are concentrated in six Tasmanian families. The main aim of the research is to identify ways to break the cycle of intergenerational crime and better respond to the needs of families with multiple problems.

Copies are available by contacting tiles@utas.edu.au or the paper can be read online at <http://www.utas.edu.au/tiles>



Commander Donna Adams, Assoc Prof Michael Rowe, Prof Jenny Fleming & Assoc Prof Roberta Julian



Assoc Prof Michael Rowe addressing the seminar



Commander Donna Adams and Assoc Prof Michael Rowe

TILES SEMINAR – Police Education: Challenges and Opportunities

On 22 October, Associate Professor Michael Rowe from the Victoria University of Wellington, New Zealand came to Hobart to present TILES' final seminar of 2008. Associate Professor Rowe is the Program Director in the Institute of Criminology and has written extensively on policing and minority ethnic communities, and on the broader implications of diversity for the police service. His most recent publication is an introductory, comprehensive textbook on policing, *Introduction to Policing* (Sage Publishing, 2008).

The seminar, entitled Police Education: Challenges and Opportunities was fittingly held at the Police Academy at Rokeby. Over 50 people attended the seminar including new recruits, academics and senior management personnel from the Police Academy. Sergeants participating in a development course with Dr Rob Hall at the Academy also attended.

Associate Professor Rowe traced the history and development of police education looking specifically at the nexus between academia and police training and the impact of tertiary education on police work and policing generally. While Australian education providers were discussed, examples drawn from the United Kingdom and the United States were also used to demonstrate the move towards university education for police officers.

The benefits and positive impact of tertiary education were discussed. The potentially positive policing attributes of further education for police

officers included better communication skills; a fuller understanding of ethical issues; fewer citizen complaints; reduced use of force; strong critical thinking skills and productive reflexive practice. Such attributes, according to some scholars, contribute significantly to higher job satisfaction levels.

Associate Professor Rowe also talked broadly about police professionalism. Essentially does tertiary education ensure policing is regarded as a profession or does it contribute to a more professional approach? This particular subject has much resonance in TILES given the Institute's successful workshop last year that picked up these debates and others around police professionalism with academics and senior practitioners.

After the 45 minute seminar, questions were fielded from the floor from recruits, sergeants and indeed senior staff from the Academy. It was a useful and accessible seminar that once again demonstrated the importance of bringing together academics and practitioners to discuss and debate issues that are of mutual interest and concern.

For those who couldn't make it down to Hobart to see the seminar, Michael Rowe's powerpoint presentation can be found on the TILES website at <http://www.utas.edu.au/tiles/>

A Whole-Of-Government Approach to Crime Prevention

by Andrea Heath, Deputy Director, Social Inclusion Unit, Department of Premier and Cabinet
(formerly Project Manager, IAST, Department of Police and Emergency Management)



Ms Andrea Heath

In Australia, state government agencies are embracing whole-of-government and community partnerships in order to respond to social issues. This government working together approach to address social issues is advocated by Payne (1998) who acknowledges that there are overwhelming arguments for treating social issues in a holistic way and that many of these issues are inter-connected. The Inter-Agency Support Teams (IAST) model is an example of a whole-of-government approach to address issues associated with anti-social and criminal behaviour by children and young people.

INTER-AGENCY SUPPORT TEAMS

The IAST model was developed in a southern Tasmanian municipal area as an action group of a local community partnership. The model was designed with the intent to reduce juvenile offending through better engagement with, and support for, 'at risk' children and young people.

IASTs bring together relevant State and local government service providers to work collaboratively towards developing practical, multi-agency responses to support 'at risk' children, young people and their families. The philosophy behind the model is that the relevant government agencies and local councils work together for the benefit of an individual. The model relies on case co-ordination rather than case management ensuring that duplication of service delivery is avoided, gaps in service delivery are identified and responded to and that any responses are provided in a targeted and coordinated manner.

IASTs are non-statutory committees where participation by relevant government agencies relies upon a policy commitment from senior management. Participation by children, young people and their families is by consent and they can withdraw from the process at any time.

The success of the model therefore relies upon good working relationships and trust amongst all participants.

Operation

A set of business rules were agreed across state government departments and provide a robust framework for operation. IASTs meet once a month for no longer than two hours to:

- identify children and young people who would benefit from a multi-agency response;
- discuss appropriate engagement with the child, young person and their family to discuss the referral;
- identify and prioritise risk and protective factors;
- develop strategies to provide for integrated intervention and support;
- implement and action strategies; and
- manage and review strategies.

The management and review of strategies is a critical element of the model as this process provides an accountability mechanism which ensures that tasks are actioned and ineffective responses are identified and addressed.

Membership

The membership of an IAST varies from community to community and is dependent upon the circumstances of the child or young person being supported. Typically, membership includes representation from:

- Police;
- Education;
- Mental Health;
- Child and Family Services;
- Alcohol and Drug Service;
- Housing;
- Youth Justice, and
- Local Government.

It is important that representatives not only have an understanding of an individual's circumstances but they must also be empowered by their agency to make decisions and commit resources to support strategies. As lead agency, a representative from Tasmania Police may often chair meetings. Secretarial and administrative support is shared by participating agencies.

IMPLEMENTATION OF THE MODEL

The success of the implementation of the model was dependent on ensuring that participating agencies were able to develop relationships based on mutual understanding and trust. This involved the management of major cultural change, particularly considering historic siloed approaches to service delivery and the challenges associated with developing a new model of practice.

Recognising these tensions and the need to address them was particularly important for Tasmania Police as lead agency because it was attempting to build relationships with stakeholders whilst also providing leadership to the model. It was also necessary that the organisation recognised that the implementation of the model was not police-centric. Engagement by other agencies was necessary to ensure the success and sustainability of the model into the future.

Tasmania Police was able to successfully manage these tensions through a commitment to the model, strong leadership and negotiation, and conflict resolution skills. This commitment enabled a delicate and challenging process to be negotiated in a positive environment of trust.

Role of Tasmania Police as lead agency

The question that was often asked during the implementation of IASTs was what should the role of Tasmania Police be in implementing the model? In particular, should police lead the process, participate as an equal partner or simply provide information or assistance to an IAST on a needs basis?

The role of police in the context of establishing early intervention crime prevention strategies is considered by Stanwick (2001) in the paper *Early Childhood Crime Prevention – Implications for Policing*. Stanwick advocates that police should be involved in determining initiatives for children in their early years due to the fact that effective strategies will assist in preventing children from offending behaviour later in life. Stanwick holds the view that police have an important role to play in developing early childhood prevention initiatives. Not only do police have a considerable body of knowledge in terms of a variety of crime prevention

A Whole-Of-Government Approach to Crime Prevention (continued)

strategies, but they also have a role to play as the facilitator between agencies and to act as advocate for the adoption of early childhood intervention approaches. Stanwick notes that the involvement of police in such initiatives ensures that children who come to the attention of police can be directed by police to other agencies who deliver early intervention services to the community. The IAST model is a good example of where police successfully partner with other service providers and provide leadership on the implementation of an early intervention crime prevention strategy.

RESULTS

At the time of writing, there has been limited formal evaluation of the benefits of the IAST model. Nevertheless, informal feedback from IAST stakeholders suggests that the model is achieving the following outcomes:

- positive interventions for children and young people;
- increased numbers of children and young people being diverted from the criminal justice system;
- better working relationships and sharing of information between State government agencies; and
- improved relationships between families and government agencies.

These outcomes are supported by the figure below which shows the number of referrals to IASTs for the period 1 January 2006 to 30 September 2007. The figure shows that 197 or 45% of the children or young people are now non-active and are therefore not being managed by an IAST.

In the context of IASTs, the term 'non-active' means that the child or young person has reduced their offending and/or antisocial behaviour and/or re-engaged with the community in a positive way. In addition, the child or young person no longer requires co-ordinated support and can be monitored by a single agency.

The figure indicates that 45% of 'at risk' children and young people have been diverted away from the criminal justice system. It should, however, be noted, that of those 45% there is a small percentage of children and young people that are deemed inactive due to the fact that the IAST model was not an effective strategy to modify their behaviour or to re-engage them with the community. In many of these cases there were often third or fourth generational cycles of offending within their family. Two case studies illustrate the potential of early intervention strategies.

Case Study 1

A young person (15 year old male) was referred to an IAST after two formal cautions and two community conferences. He was in the process of attending court in relation to more serious matters and was displaying anti-social and high level offending behaviour.

He was not attending school due largely to the fact that he was required to catch a number of buses to an out of area school and was struggling with a learning disability. He was also associating with a peer group that was involved in 'high risk' behaviour and encouraging him to disengage with the school community.

A number of interventions were put in place by the IAST, including:

- a) transferring the young person to a local school. Local police provided him with a push bike, restored by the community, for commuting to and from school;
- b) attendance at a personal development camp. The camp was so successful he was asked to join another trip which he agreed to do;
- c) engaging the youth in local interventions through his school timetable; and
- d) linking him with support staff from the school to assist him with participating and completing new activities.

As a result of the support from the IAST, this young person now attends school on a regular basis and no longer offends in the community. He has gone on to establish some positive relationships with other young people which has improved his level of self-esteem and positively impacted on the course of his life.

It is recognised by this young person and members of the IAST that he may not have been able to achieve these outcomes without coordinated support from State and Local Government agencies.

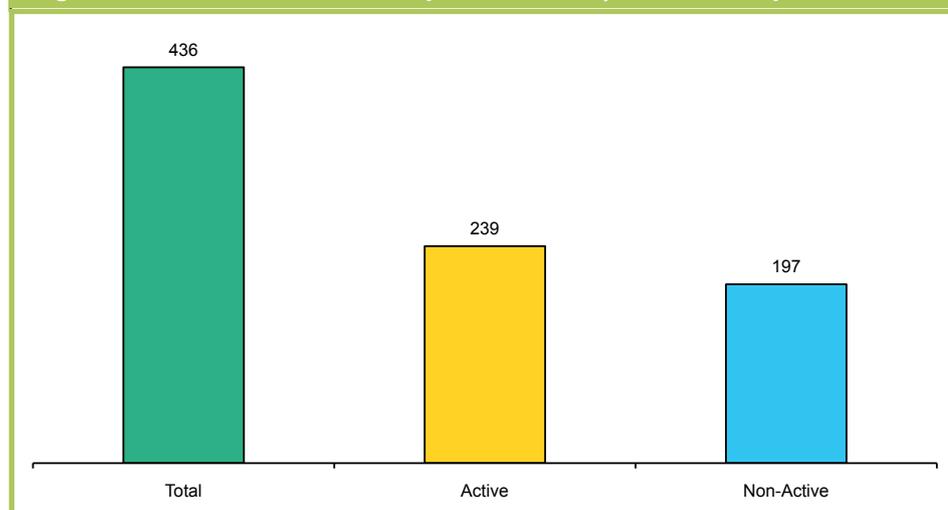
Case Study 2

Another case study provides an example of how co-ordinated persistence by government agencies has led to a young male, with highly complex needs, being assisted on a pathway that has the potential to divert him from the criminal justice system to being re-engaged with the community.

This young person (15 year old male) was referred to an IAST at 13 years of age. He was presenting with anti-social behaviours in the community, not attending school, engaging in drug abuse involving both cannabis and amphetamines, had health issues as a result of being run over whilst apparently under the influence of cannabis and was committing petty crimes which were escalating under the negative influence of his peer group.

Initially the IAST engaged this young man with alcohol and other drug counselling, but this intervention had limited impact due to the combination of a violent peer group, threats of violence, continuing increased

Figure 1: Referrals to IASTs for the period 1 January 2006 to 30 September 2007



A Whole-Of-Government Approach to Crime Prevention (continued)

drug use, escalating offending and 'at risk' behaviour. The IAST worked with his parents to develop a strategy to remove him from his negative peer group and assist him to overcome his drug related issues.

With support from the IAST, his parents funded a placement in a mainland drug rehabilitation centre with an emphasis on youth. He initially showed an interest in cooperating with a rehabilitation plan and the representatives from the IAST liaised with his family and the rehabilitation centre to provide ongoing support. After a number of incidents, he was excluded from the rehabilitation facility and program. Whilst he was given several more chances, he elected to return to Tasmania.

Upon his return to Tasmania, the IAST re-evaluated his circumstances and considered alternative strategies for support. At this time he was also required to appear before the court in relation to a number of outstanding matters which resulted in a short period of detention. Representatives from the IAST worked with the court and his family to ensure that when he was granted bail it was subject to stringent conditions involving accommodation, education, drug and alcohol, peer group and area restrictions, and curfew and weekly health assessments (including urine analysis for drugs). In addition, the IAST identified that his education was a priority and, with support from his family, arranged for distance education.

Over the next few months, with support from the IAST and his family, this young person's general health stabilised, it was established that he had no identified mental health issues, the influence of his former negative peer group had diminished and there were no offending patterns of behaviour evident.

At the time of writing, this young person had acknowledged that he is a happier person and the efforts of the IAST have 'most likely saved his life'. He is content with his situation and knows and understands his boundaries, while accepting that he still has serious charges he must answer for in the Youth Justice Court. The IAST continues to monitor and provide support to him on a needs basis. behaviour. The IAST worked with his parents to develop a strategy to remove him from his negative peer group and assist him to overcome his drug related issues.

CONCLUSION

The Inter-agency Support Team model is a major initiative of the Tasmanian Government in delivering government services to 'at risk' children, young people and their families. The model involves a whole-of-government response to service delivery, working in partnership with local councils.

In early 2006, Tasmania Police agreed to provide the leadership to implement the model and now IASTs operate in every municipal area in Tasmania. The approach adopted by Tasmania Police in implementing the IAST model has led to the model being accepted as a legitimate form of service delivery with leadership now being provided by individuals within regional areas. The implementation of IASTs was undertaken by Tasmania Police and led to an acceptance of the model as an appropriate service delivery model across government agencies and local councils.

Initial data collected by Tasmania Police suggests that the model is delivering effective outcomes and that the model is a sustainable form of service delivery. Tasmania Police will continue to monitor the performance of IAST as an early intervention crime reduction strategy and aim to develop success indicators.

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