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**A REPORT FOR THE WINSTON CHURCHILL
MEMORIAL TRUST ON THE TRAVEL
FELLOWSHIP**

‘CRIME AND DISORDER:

IMPLEMENTING EFFECTIVE CRIME ANALYSIS PARTNERSHIPS’



Dr John Blackmore.

SECTION 1: THE DOMESTIC ASPECTS OF THE FELLOWSHIP.

How far the purpose of the Fellowship was achieved:

'The Winston Churchill Memorial Trust offers Fellowships to British citizens from all walks of life and backgrounds to acquire knowledge and experience abroad.'

The aim of the Travel Fellowship is to gain a better perspective of personal and professional matters by experiencing different cultures and approaches of countries outside the UK.

The Fellowships are designed to provide the 'Chance of a Lifetime' and are aimed at enabling *'British Citizens to acquire knowledge that will make them more effective in their work, while enriching themselves, their communities and, ultimately, the United Kingdom as a whole.'*

For me the objectives of the Fellowship were more than fulfilled. The Fellowship was a unique opportunity. It provided an unforgettable personal and professional experience. My horizons and perspectives were certainly widened. The lessons I learnt from my visits to policy makers, practitioners and community members are undoubtedly benefiting my work with disadvantaged communities in the UK.

i) The adequacy of the grant

I found the grant awarded was perfectly adequate for me to travel to both countries once I had worked out a clear itinerary. I researched the most cost effective and efficient means of travel to and within Australia and America, reasonable priced accommodation and meals, whilst ensuring basic comfort and safety. The Trust's many years of experience showed in the level of grant awarded.

ii) Acknowledgements and Thanks

I would like to thank Gerry Davis at Brent Council for supporting my initial application, Iain Hook at Hackney Council for agreeing time to visit Australia and my management team at Hackney Council for covering whilst I was away in Australia.

I would particularly like to thank the Churchill Trust, firstly for awarding me the Fellowship and then for being so helpful and flexible in accommodating to my changes in employment which required splitting my travel into 2 separate time frames. The Trust's flexibility enabled me to complete the

Fellowship. I am extremely grateful to Judith Barber, PA to the Director General, for all her help. I would also like to thank to Air Vice-Marshal Nigel Sudborough, Director General and Ian Beer, Chairman of the Council for their support.

I would of course like to thank all the organisations and individuals I contacted and met in Australia and America who put themselves out and made every effort to accommodate my requests to visit them. Without their help and support I could not have gained my 'experience of a lifetime'. I met many fine people during my Fellowship travels. The memories of my contact with them and the communities they were working in will remain enduringly with me. I learnt and experienced much which inspired me. I am applying the lessons I learnt during my Fellowship to my work with communities in the UK.

iii) Suggestions for future Fellows:

There are many different categories of Churchill Fellowship and each Fellowship is unique. My Fellowship fell within the category of 'People working in Local Government'. Fellows should make full use of this unique 'Chance of a Lifetime' to experience other cultures and perspectives by meeting up with a diverse range of organisations and individuals in order to get a balanced view of their topic. In my case I wanted to meet representatives of national and local government, academic institutions, Police, community workers, community organisations and residents from different, disadvantaged communities who all have to deal with crime and disorder. The Fellowship enabled me to achieve this. I believed I gained a better overall picture of my topic by meeting and talking to many individuals who looked at the same problem but from different perspectives.

The Web is now essential to research individuals and projects to construct a travel itinerary to achieve Fellows' objectives. I used my contacts in the UK but I also undertook a lot of web research and e-mailed individuals in Australia and America direct, enclosing a CV, the objectives of my Fellowship and a request for help. Other suggestions are:

- a) leave enough flexibility in your schedule to follow up 'leads' that will inevitably be given to you through the contacts you make;

- b) get out and about in the towns and cities you visit to get a feel of the people and the communities –I walked around a lot and hired bicycles. I met a lot of local people that way and got a good understanding of their cultures.
- c) take a CD presentation of your work in the UK with you as you may be asked to give a brief talk. The people you visit will be as interested in you as you are in them (e.g. I was asked to give a presentation to government officials in Melbourne Crime Prevention Department and to speak at a Youth Conference in Tasmania);
- d) don't feel that you have to cram as many visits into your itinerary as you can or cover huge areas of territory as this will not give you sufficient time to make the best of your visits.
- e) keep written or audio/visual records of each visit you make as the visits take place.
- f) extend your hospitality and time to the people you meet who may contact you on your return asking for information, advice and reciprocal visits.
- g) always act as a positive ambassador for the Churchill Memorial Trust and for your country.

iv) Dissemination plans:

I am placing this report on the web, writing short pieces for professional journals and circulating the report and/or elements of it to policy makers in the UK and internationally. I am implementing some of the lessons I learnt back into my work in London. I will encourage others from a range of ages, educational, cultural and ethnic backgrounds to apply for future Churchill Fellowships.

SECTION 2: THE PROFESSIONAL ASPECTS OF THE FELLOWSHIP

My Churchill Fellowship provided a unique opportunity to visit a wide variety of individuals and organisations concerned with crime, policing, community safety and communities in Australia and the USA. This report is condensed from a much longer report on the topics listed.

I learned a great deal during my visits. What I found refreshing about the Fellowship was

the freedom it gave to pursue areas of relevance as they emerged, rather than having to focus too narrowly on one specific subject. This was particularly helpful in my field of study because so many elements combine to influence the issue of crime, policing and community safety.

The Fellowship allows for individual views, thoughts and experiences to be captured and shared. It is not intended to be an academic research study. The Churchill principles of understanding issues from different cultural perspectives and then transferring this learning back into the UK for community benefit was central to my Fellowship objectives.

This involved looking at how crime, policing and community safety is tackled from the perspective of central and local government officials, police, community members, citizens, academics and policy makers from 2 different countries which have close links with the UK.

This report presents my understanding and interpretation of what I learned from the individuals and groups I met. The report is not intended to be an academic treatise, backed up by precise reference to facts and figures and research findings. I was more interested in trying to capture the views and experiences of the different people I met. I make recommendations about good practice that could be replicated in the UK. I am aware that no completely new practice or idea exists that has not already been tried in some shape or form by someone, somewhere at some time. Nevertheless I highlight key points from my visits which I believe are relevant to the ongoing debate about crime, policing and community safety in the UK. Good practice and good ideas are always worthy of repetition.

Australia, USA and the UK have all learnt from each other's policy and practice of ways to tackle crime. During my visit to Australia I learnt how policy makers and practitioners have been influenced by UK practice. I also learnt how current juvenile justice policy and practice in England and Wales has been influenced by the conferencing, reparation and restorative justice approach developed first by New Zealand drawing from Maori cultural traditions and then by Australia. In the USA I learnt how American and UK Police and government policy makers were

sharing ideas on the implementation of Policing styles and community engagement over, for example, Problem Orientated Policing and Community Orientated Policing. I hope that recommendations made in this Fellowship Report will be of interest to both policy makers and practitioners engaged in reducing crime and disorder and in promoting community orientated policing and community safety in the UK.

SUMMARY OF RECOMMENDATIONS:

Recommendation 1: That the ‘Every Block a Village’ community development concept be replicated through a number of pilot projects in inner city housing estates in the UK by local crime and disorder partnerships, New Deal and regeneration projects and Residential Social Landlords.

Recommendation 2: UK prisoner Resettlement strategy and programmes should be clearly linked to a ‘weed and seed’ strategy in disadvantaged neighbourhoods.

Recommendation 3: -- The impact of regeneration on tackling crime should be clearly recognised by Regional Development Agencies and Learning and Skills Councils so that they commit funding in partnership with the Home Office, DTI and ODPM to focus regeneration efforts on reducing crime in local neighbourhoods (e.g. in London the LDA, a GLA and LSC should specifically state in their strategies the impact of crime and offending on neighbourhood regeneration and indicate how they will fund projects to implement the ‘seeding’ aspect of a ‘weed and seed’ strategy.)

Recommendation 4: --Home Office and Regional Government Offices in UK should encourage Crime and Disorder partnerships to develop a ‘weed and seed’ strategy for their local areas and provide funding to ‘kick start’ initial pilot projects.

Recommendation 5: --Home Office, ODPM, RDA’s, LSC’s should demonstrate clearly how their strategies and funding co-ordinate together to support the reduction of crime through local regeneration.

Recommendation 6: --Banks and finance institutions should provide more low cost finance facilities for disadvantaged communities in inner city neighbourhoods and should

state in their annual reports progress made regarding this.

Recommendation 7: --Police and local authorities in the UK should review the scope for ‘citizen patrol’ type activities focussed on ‘quality of life’ issues in local neighbourhoods.

Recommendation 8: --That the Safer Neighbourhoods programme being implemented in London fund and train representatives of local community groups to engage in analysing neighbourhood crime issues and determine action to address the crime problems.

Recommendation 9: --The Home Office through Regional Development Offices should set up Regional Police/Community Training academies to train community and business representatives—bringing in colleges and universities, community training providers, BME and Faith groups with funding from Learning and Skills Councils, Crime and Disorder Partnerships, Police and Home Office.

Recommendation 10: UK Police should significantly extend a more strategic use of mountain bike patrols as a means of tackling crime, increasing visibility and re-assuring the public.

Recommendation 11: That the Home Office encourage Crime and Disorder Partnerships to include anti terrorist strategies and practice as part of their Safer Communities agenda.

Recommendation 12: That the Home Office examine the wide range of anti terrorist /Homeland Security publicity and training materials already produced by the USA and learn and adapt from their good practice

Recommendation 13: Home Office should provide funding to support Faith communities in the UK to engage with ex offenders to pilot programmes to divert young people from crime

Recommendation 14: That a charitable trust, private sector companies and/or local authorities provide funding to replicate the Community Youth Mapping project in neighbourhoods in the UK.

Recommendation 15: GIS crime mapping work in the UK should also be used to map associated indices of deprivation and youth, mentoring, community and other neighbourhood resources.

Recommendation 16: Private sector support in developing the TMC GIS system for use in

American and the UK should be sought from a company with a presence in Chicago and London.

Recommendation 17: That the Youth Justice Board encourage a more extensive involvement of paid, sessional, trained workers from diverse communities to work on conferencing and other youth justice activities with offenders.

Recommendation 18: Peace Committees to empower local people to be paid to resolve disputes should be piloted in inner city areas in the UK by Crime and Disorder partnerships, Residential Social Landlords and New Deal Communities.

Recommendation 19: That the Support Link model of ‘brokering’ referrals of young people from the Police to local support agencies be replicated in the UK by a national/regional voluntary agency and/or social enterprise. This could make a very innovative social enterprise franchise.

Recommendation 20: A universal non-emergency police number should be introduced by the Police in partnership with local authorities in the UK to take the pressure off 999 calls.

Recommendation 21: That the Police in the UK make greater efforts to increase police visibility by establishing (a) Community Police shops in inner city neighbourhoods (involving police, local authority and residents) and (b) community police booths

Recommendation 22: Research findings on post custody support services, particularly the need to plan post custody support prior to prisoner’s discharge, should be implemented clearly in the UK.

Recommendation 23: Crime and Disorder Partnerships should prioritise Graffiti removal and adapt a much more strategic and analytical approach similar to the model approaches used in Canada and Australia, making full use of ICT, web and GIS technology.

Recommendation 24: The prevention of graffiti using Brisbane Council Community Art project approach ‘Hands on Art’ should be replicated by local authorities in the UK.

Recommendation 25: Local authorities in the UK should become much more proactive in establishing structures for young people to be engaged in, comment on, and influence Council decision making. This should be a clear objective and action point in every

authority’s Community Strategy and Local Area Agreement.



EVERY BLOCK A VILLAGE



POLICE MOUNTAIN BIKE PATROLS



One of the fastest growing trends in law enforcement

FELLOWSHIP VISIT TO AMERICA

THE US DEPARTMENT OF JUSTICE ‘WEED AND SEED’ PROGRAMME.

As part of my Fellowship in the USA I wanted to find out about the ‘Weed and Seed’ programme. After research on the web and very helpful e-mail correspondence from the Department of Justice’s Office I decided to focus my visit on 4 cities--Washington DC, Baltimore, Cincinnati and Chicago. My objective was to meet policy makers, practitioners and community representatives.

Weed and Seed is an innovative and comprehensive multi agency approach to law enforcement, crime prevention, and community revitalization

The Weed and Seed Programme is led by the Community Capacity Development Office (CCDO) of the Department of Justice. The programme has run for 15 years, through various political administrations and is CCDO's flagship strategy. CCDO oversees a network of more than 300 Weed and Seed communities. Nelson Hernandez, Director of the CCDO office, felt the programme had survived ‘because everyone recognised it works’.

Certainly I found the key principles of Weed and Seed very compelling and ones that should seriously be considered as part of the UK approach to tackling crime and disorder.

Weed and Seed strategy to tackle crime.

‘Weed and Seed’ is primarily a strategy rather than just a Federal Government grants programme. The aim is to prevent, control and reduce violent crime, drug abuse and gang activity in targeted high crime neighbourhoods. Weed and Seed sites and communities range in size from several neighbourhood blocks to 15 square miles. The District US Attorney’s office helps provide leadership to local Weed and Seed projects and community leaders. The DA office supports local steering committees which comprise representatives from the Police, Mayor’s office, businesses, faith groups and community. Grants of \$225,000 a year are available from the Federal government for a fixed period of 5 years and are used to fund ‘weeding’ activities (such as for purchasing extra police hours, equipment, surveillance activity etc) and ‘seeding’

activities (such as youth projects, community resources, drug prevention projects etc).

A Two-pronged approach.

The Weed and Seed strategy involves a 2 pronged approach: (i) ‘weeding’ involves law enforcement agencies and prosecutors co-operating through vigorous police and prosecution enforcement activity to ‘weed out’ criminals who participate in violent crime and drug abuse and

(ii) ‘seeding’ *‘brings human services to the area, encompassing prevention, intervention, treatment and neighbourhood revitalisation’.*

A community orientated policing component bridges the weeding and seeding strategies. Police officers build up good relations with the local community and neighbourhood leaders. This assists them obtain information about criminals from area residents for ‘weeding’ efforts while the Police also help residents in community revitalisation and securing ‘seeding’ resources.

WEEDING out the criminals

Weeding equals assertive law enforcement in a neighbourhood. It involves systematically identifying key crime problems and criminals and designing and implementing a strategy to monitor, apprehend and prosecute and if necessary ‘taking criminals off the (neighbour) Hood’.

This gives out a clear message both to the offenders and to the community. The offenders are given the message that they are being closely monitored and will be arrested and prosecuted speedily when they commit offences. The community is given the message that the police will take positive action in a strategic and dynamic way. For example, in usual circumstances police and/or community may easily identify drug dealers. The community may report dealers to the police. However, it can take a long time from the dealing activity being reported to any apparent action being observed by the community. The drug dealers still have plenty of time to continue operating in the community before they are arrested and go to court. During this time they can (and frequently do) carry on dealing and have time to identify and intimidate witnesses. As a result the community members who have identified the dealing problem may feel that the police are doing nothing or may be fearful

that the dealers or associated will threaten or intimidate them.

Under the 'Weed' element of the strategy the Police commit to enforce activity rigorously and speedily and the law enforcement process is stepped up through the active involvement of the District Attorney's office. Weeding strategy targets the more serious offenders in the community and mainly involves enforcement and suppression activities.

Visible Police presence in the community may be stepped up to increase public assurance and confidence.

Through the Weed and Seed local steering committee the police and DA office give regular feedback to community representatives about the actions being taken.

SEEDING the neighbourhood.

The Seeding element of the strategy focuses on police, public body and community engagement in restoring the neighbourhood. The seeding process can commence after completion of 'weeding' activity by the Police and Law enforcement officials or can take place in parallel with 'weeding'.

'Seeding' brings in social services, schools, housing, community groups, faith groups, health agencies etc in partnership to remove the fear of crime and develop prevention activities in the community (e.g. 'safe haven' project activities, youth activities, drug prevention/ treatment programmes etc). It is essential for the Police to be fully involved as the community, businesses and other bodies all expect a high level of Police commitment.

It is also crucial to get community representatives involved at an early stage. Seeding aims to revitalise deprived through economic and community development and to strengthen legitimate community institutions. *'A key element is often to foster self-worth and individual responsibility'*.

'Seeding' should include economic regeneration activity. In the Madisonville neighbourhood I visited in Cincinnati Kathy Garrison, the local Weed and Seed co-ordinator, working with community activists, had a particular focus to regenerate derelict historic housing and commercial buildings which were a magnet for crime and anti social activity. They were developing innovative partnerships with the local council and private sector to buy up and restore run down commercial and housing blocks as a

way of reducing crime and improving community safety. I thought this was a very ambitious and commendable goal and an example for UK practice.



Nelson Hernandez also pointed out that his previous experience in Los Angeles had demonstrated the importance of private business, banks and insurance companies aiding the 'seeding' process in run down neighbourhoods. He encouraged banks to set up accessible finance facilities for local people in deprived neighbourhoods. Often people from neighbourhoods with very bad crime reputations find it impossible to access legitimate finance institutions. In the USA banks have a legal requirement to provide finance facilities for poor people in deprived neighbourhoods. This is an example for banks in the UK to apply more proactively as part of their contribution to regenerating neighbourhoods and communities.

My experience in America highlighted that the absence of an explicit and strategic 'weeding' element working together with 'seeding' activity is a significant omission in the UK government's current policy and practice to tackle crime and promote community safety.

Visit to Hebcac and Project Garrison, Weed and Seed in NW Baltimore,

Troy, the Community Outreach Specialist from the US Attorney's Office very kindly took me around Weed and Seed projects in Baltimore. Baltimore seemed to me like an abandoned neighbourhood, with hundreds of empty, boarded up properties, a predominantly unemployed, black population, high crime rate and drug problems. Everyone in the neighbourhood was black—there were no white faces. This

level of segregation was much more dramatically the case than any inner city area I have visited or worked in the UK. It gave a sense that the neighbourhood and its citizens had been abandoned by the city and government. It reminded me on some level of the black township areas in South Africa located away from white affluent neighbourhoods. I am aware that this is by no means a new insight—but experiencing it in person was quite shocking.

The projects I visited in Baltimore were Faith and community based incorporating churches, residents and community associations. I visited a 'Weed and Seed' project located in a church basement and an impressive drug treatment project in a very high crime neighbourhood. The drug project was run by a charismatic pastor who had used all the efforts of himself, his congregation and public funds to develop the well staffed and well resourced centre on Church premises. This area of Baltimore has very, very poor communities with limited or no employment or other resources. Education is a big problem and a very high number of kids drop out of school. The thousands of empty, abandoned houses in Baltimore have little resale value (maybe \$5,000) because no one wants to move to the area. There are no incentives for landlords or homeowners to invest. When people move out the house is left to rot. The neighbourhood is 99.9% African American. The pastor said they were 'fighting a battle every day but losing the war.' Black faith leaders in America have a lot of respect in the community and are a key force to engage in community efforts to tackle crime. The Church project represents hope by providing treatment slots for addicts. It aims for 2000 plus slots a year. It also runs a free food programme and soup kitchen. When I asked how it had been possible to find the million dollars of funding to build and then run such an ambitious programme the pastor smiled and said: 'It was God's ability, not my ability. God will always find a way'.

I was very impressed by residents I met in Baltimore who through their own efforts had improved their immediate neighbourhood, warned trouble makers away and had turned a derelict lot into a community garden. Community concerns are guns, drugs and violence. As in Austin, Chicago I was told

that attitudes to drug dealing can be complicated as many families also depend on drug dealing as a source of income to survive.

The Chicago 'Every Block a Village' project.

The Austin neighbourhood in Chicago was perhaps even more visibly 'urban deprived' than Baltimore. The police were so concerned that I was going to take public transport to the project that they kindly drove me there and waited to see me safely inside the project building.

The Austin 'weed and seed' project forms part of Westside Health Authority's 'Every Block A Village' project. This is a major health, housing, community development programme which has an Online element linking with other similar projects.

(www.ebvonline.org).

I was taken around the Austin area by one of the project workers who pointed out that the neighbourhood was extremely deprived and over 90% African American. Again it was disturbing to see the extent of segregation and the run down nature of the neighbourhood.



I was most impressed by the Project team I met and the charismatic organiser, Mrs Jacqueline Reed. The 'Every Block a Village' concept and its objective of building community links is very impressive. In practice one person takes responsibility for contacting and working with all the residents of a specific public housing block. The aim is to build up community feeling and support in each block and then link these blocks together to form a wider supportive community to restore neighbourhood pride, tackle crime and other problems and bring the community together. This community development formed part of an overall health, housing and economic regeneration programme. There was an emphasis on securing jobs for unemployed residents. The

construction of a major new health centre had been accompanied by pressure on contractors to use black owned sub contractors and train and hire local unemployed residents rather than bring workers in from outside the area. The project had been visited by Home Office Minister Hazel Blears and filmed by the BBC. The dedication of the Project manager, staff and volunteers tackling such massive problems often at personal risk and with limited resources was remarkable. Despite the odds they were determined to make a difference.

Recommendation 1: That the ‘Every Block a Village’ community development concept be replicated through a number of pilot projects in inner city housing estates in the UK by local crime and disorder partnerships, New Deal and regeneration projects and Residential Social Landlords.

Re –entry programmes for offenders as part of the Weed and Seed strategy.

‘Re-entry’ programs for offenders released from custodial institutions can satisfy both the "Weeding" and "Seeding" sides of the Weed and Seed strategy. Weed and Seed funding can be used for managing and supervising returning offenders (through law enforcement, corrections, and judicial systems) as well as for developing "support services" such as mental health, employment, substance abuse, housing, welfare and faith-based services. Offenders released back into the community from custody are at high risk of continuing serious or high levels of criminal activity. It therefore makes sense to target them a) to warn them they will be re-arrested if they commit further offences and b) to offer them help and support finding jobs, housing, drug prevention support etc to reduce the chances of them re-offending.

Recommendation 2: UK prisoner Resettlement strategy and programmes should be clearly linked to a ‘weed and seed’ strategy in disadvantaged neighbourhoods.

Projects are a ray of hope against massive urban deprivation.

I was very impressed with the principle and practice of the Weed and Seed programme and with the commitment and enthusiasm of everyone I met during my visits. People were making extraordinary efforts against all the

odds. However, it was also impossible not to feel depressed by the scale of the crime problem and the immense deprivation and disadvantage in the inner city areas I visited. This is the reality of urban deprivation. The projects I visited were indeed beacons of hope in these run down and seemingly abandoned neighbourhoods. But the projects were like plasters on a massive sore. There should be a war on poverty in America with the massive resources that wars require. I felt strongly that the ‘weed and seed’ programmes in these areas needed to be resourced on a major, multi million-dollar regeneration scale. They need to be developed on a city district level, bringing together key decision makers from housing, city council, police, health, businesses and private sector to support and resource the local Weed and Seed steering committees and projects.

Recommendation 3: -- The impact of regeneration on tackling crime should be clearly recognised by Regional Development Agencies and Learning and Skills Councils so that they commit funding in partnership with the Home Office, DTI and ODPM to focus regeneration efforts on reducing crime in local neighbourhoods (e.g. in London the LDA, a GLA and LSC should specifically state in their strategies the impact of crime and offending on neighbourhood regeneration and indicate how they will fund projects to implement the ‘seeding’ aspect of a ‘weed and seed’ strategy.)

Recommendation 4: --Home Office and Regional Government Offices in UK should encourage Crime and Disorder partnerships to develop a ‘weed and seed’ strategy for their local areas and provide funding to ‘kick start’ initial pilot projects.

Recommendation 5: --Home Office, ODPM, RDA’s, LSC’s should demonstrate clearly how their strategies and funding co-ordinate together to support the reduction of crime through local regeneration.

Recommendation 6: --Banks and finance institutions should provide more low cost finance facilities for disadvantaged communities in inner city neighbourhoods and should state in their annual reports progress made regarding this.

COMMUNITY POLICING —RELATIONS BETWEEN POLICE AND COMMUNITIES.

In many respects Community Policing forms the bridge between ‘Weeding’ (Law enforcement) and ‘Seeding’ (neighbourhood restoration’). In the USA (as in the UK) there has been a marked focus in the past 10 years on improving co-operation between community members and the police and increasing Police visibility. The nature and quality of the relationships that exist between the Police and different communities in local neighbourhoods is crucial in ensuring that community concerns about crime are understood and responded to. If the Police do not develop positive relationships with members of the local community then this will affect information provided to the Police by the community and hence the extent to which the Police can work with the community to tackle crime. Without positive police/community relations the enforcement strategy of ‘weeding’ can too easily be interpreted as over oppressive policing of black and ethnic minority groups. Positive police community relationships are therefore essential to successful ‘seeding’ as well as ‘weeding’.

Citizen engagement with the Police and Community Orientated policing (COPS)

Nationally in America there is a major commitment to engaging local citizens actively with the police. This is much more apparent than is the case in the UK. Citizen engagement has been promoted by President Bush and has received greater urgency since the terrorist atrocity of 9/11. *‘We want you (the people) to be citizens not subjects’*. A range of citizen engagement programmes has been developed. I was impressed by the commitment of the police I met to work with local community representatives and ordinary citizens.

Cincinnati and Chicago Police and Community engagement.

I was interested to visit Cincinnati as part of my Fellowship studies because it had relatively recently experienced very traumatic police relationships with the predominantly black community in inner city neighbourhoods. Police shooting of a black resident had led to riots. This had subsequently led to legal action by the ACCU

and a major public investigation of the police force. A hearing by the US Supreme Court had only been avoided by a brokered agreement whereby an independent body was funded to oversee progress made by the Police in restoring confidence with the black community. In Chicago the Police Force had an international reputation for promoting its Community Alternative Policing Strategy (CAPS). The CAPS strategy brings the police, community, and other City agencies together to proactively identify and solve neighbourhood crime problems, rather than simply react to symptoms.

I was particularly impressed by the extent to which the police forces in both cities were committed to encouraging ‘citizen involvement’ and use of volunteers in a wide variety of policing activity. The Police in both America and the UK involve volunteers in policing and community safety activity. However, my impression was that the opportunities offered by police forces in America for ordinary citizens to get involved, together with the wide range of induction and training provided by the Police and partner



agencies, is significantly greater and wider than in the UK. America also has a much more obvious focus on the rights and duties of citizenship and on engaging citizens. The following examples from my brief visits to Cincinnati and Chicago police illustrate these points:

Citizen Police Academy. (CPA).

I attended a workshop on this subject during the National Crime Prevention Agency Eastern Region Conference held in Cincinnati. The philosophy of the CPA is *‘to build understanding and co-operation between the community and the police’*. A key objective is to increase the number of volunteers working with police thereby increasing better mutual understanding. A CPA can be seen as a gateway opportunity for volunteers to engage with the police. The range of activity involved in a CPA varies considerably—it can involve attending

patrols with police officers, involvement in Problem Orientated Policing (POP) crime analysis, community police problem solving, helping with administrative duties, involvement in Citizen patrols.

It can also be linked to assistance with 'Homeland security' and anti terrorism vigilance *'Our nation will never be safe until our neighbourhoods are safe...there could be sleeper cells in our neighbourhoods...there are 100's of vulnerable terrorist points in Ohio'*.

There are many variations of CPA such as Business Police academies and Faith based police academies. Emphasis is placed on providing training and on public recognition for citizens. Training programmes include awareness about gang issues, drugs, ID pictures, cultural awareness, police radio procedures etc.

Citizens on Patrol and Cincinnati Police volunteer programme.

As a development of the community oriented policing strategy adopted by the Cincinnati Police Department, civilian volunteers have been incorporated in the department's operations since 1990. Cincinnati Police now have over 500 volunteers involved in one way or another with the police.

The Citizens on Patrol initiative was first used in 1997 in three test neighbourhoods. The programme has since expanded into 22 of the city's 52 neighbourhoods. Volunteers patrol their neighbourhoods, acting as the eyes and ears of the police. With the Cincinnati Police Citizens on Patrol programme the volunteer signs an agreement to patrol in the community at least once a month. The volunteer has to sign that they understands the rules of the programme. At no time can volunteers take any law enforcement action themselves—no physical involvement by the volunteer at all is permitted. Volunteers are instructed that they should never intervene in any incidents—they should always radio the police for assistance. All patrols must assemble at an approved point and no patrol should consist of less than 3 COPS members. No weapons should be carried! No one should have drunk any alcohol before going on patrol. Citizens have to wear official clothing which identifies them as a COPS member. Patrols concentrate around problem areas aiding the police by increasing visibility. In

the views of the Cincinnati police department COPP units deter crime by their presence and visibility to the public. Using police radios and cell phones team members are able to communicate directly with officers and report crimes in progress.

However, in practice much of the COPP units' function is the reporting of quality of life issues. The Cincinnati police believe that by locating and reporting issues that contribute to criminal activity (e.g. discarded drug needles, abandoned or stolen cars, broken door entries etc) these COPP teams help police and public authorities fix 'quality of life issues' which bring down and affect disadvantaged neighbourhoods on a daily basis.

In the UK the idea of variations of the 'citizen patrols' concept has been derided by the media as a gimmick and accordingly dropped quickly by politicians and not enthused about by the police.

However, in my view there is mileage to be gained in persisting in exploring the scope for individuals from the community to get support from the police and local authorities to assist with a variation of the citizen patrol concept focussed particularly on 'quality of life' concerns and suited to different conditions of rural and inner city neighbourhoods in the UK.

Recommendation 7: Police and local authorities in the UK should review the scope for 'citizen patrol' type activities focussed on 'quality of life' issues in local neighbourhoods.

Volunteers in Policing Programme (VIPS) Volunteers in Police Services (VIP's)

—was promoted as part of wider Citizen Engagement programme post 9/11 by President Bush *'Our nation cannot be safe until our neighbourhoods are safe'*. Law enforcement officers are trained on how to recruit and use volunteers in policing programmes. Volunteers are used for citizens on patrol; roof top surveillance in hot season, radio contacts; administrative support, child safety, fingerprints, sex predator notifications, Youth Academy, terrorism awareness etc.

In Chicago I met a range of Police officers engaged in community orientated policing. I



attended a South Wabash Beat Community Meeting where residents of the high crime



public housing neighbourhood meet monthly with the police to raise problems and discuss how the police dealt with them. Residents gave information on locations and apartments being used for drug dealing and other crime problems. The police listed progress on previous crimes raised, numbers of community contacts made, and information on police activities. The police supported the community to organise public demonstrations against violence and drug crimes.

Nevertheless there is still some suspicion among the community about possible corruption by some police officers who may be in contact with certain criminals.

Residents are encouraged to fill in Public Housing Narcotics Information forms which ask for offenders names, nickname, address, age, sex, race, height, weight, details of car (make, colour, registration) and location where drugs are being sold and hidden etc. Anonymity is guaranteed and forms can be mailed to police or housing officials. Good progress is clearly being made in community orientated policing in Chicago and Cincinnati.

Whilst progress has recently been made in London with Safer Neighbourhood Policing programmes there is an indication that the police community 'focus' groups do not fully represent community issues in a neighbourhood. There is little evidence that community representatives are involved in analysing community crime problems with the police and using SARA or POP methods

to collate information, analyse and take action together.

Recommendation 8: That the Safer Neighbourhoods programme being implemented in London fund and train representatives of local community groups to engage in analysing neighbourhood crime issues and determine action to address the crime problems.

Training for citizens in community policing.

The range of training opportunities offered to community representatives by the Police and Training institutes impressed me. Training opportunities are extensive and include Problem Oriented Policing, and the SARA model (Scanning, Analysis, Response, and Assessment). Residents work with police to address specific problems in their community using the SARA model as a guide. The amount and type of training on offer to local residents seemed much more genuine regarding the idea of police learning together with local residents about their crime problems and beginning to develop effective crime analysis partnerships than is the case in the UK. The training opportunities are encouraged and financially supported by the Department of Justice and Regional Policing Institutions. The extensive contact between police and volunteers which forms part of the training offers residents' greater understanding of how a police force operates in practice.

Training for COPPS --All volunteer COPP members have to complete a basic class of 12 hours and attend additional training throughout the year. A police COPP co-ordinator organises the COPP activities I attended a regular training evening organised by the Cincinnati Police for local citizens. The training was held for 32 volunteers at the Police Training centre and had a good balance between formality and informal police community interaction. The police lieutenant started the session with lots of praise for the citizens at the training session. *'You're rare—you should be proud—lots of people wont stand up and be counted'* He said there were 2 ways they could help the partnership with the police: **1. Acting as Eyes and ears for the Police---** each group has a police radio and if they see a crime have direct access to a police car. The Lt also

drew the link between helping to tackle crime and Homeland Security. *'there is a strong likelihood our county could be a victim of an attack like in Madrid Spain because of our election—as you're out there between now and election day keep a good look out—let us know if you see anything suspicious—plus intelligence gathering—write down any information and give to the police'*. 2.

Providing a Visible presence to re-assure neighbourhoods--Citizens on patrol wear a blue shirt, carry a radio and torches and their visible presence can help to reduce fear of crime. Initially a police officer will go out with a new group then only once a month. Citizens can patrol whenever they want but must follow correct procedures. Some police are sceptical of volunteer involvement in police activities. *'The vast majority of our officers will welcome you –a few dinosaurs won't—remember who found the DC sniper? –a truck driver –not the police!*

US Department of Justice supports Regional Community Police Training partnerships where police, academics and community representatives work together on training programmes. These programmes have trained hundreds of thousands of participants from business, community, and police. Each RCP can pass on results of their training in work with elected officials, mayors and other groups. There are no similar government funded Regional Training support programmes in the UK. In America an important tactic is to advance community policing through training –for example by training representatives of key leadership organisations in local neighbourhood an also local citizen volunteers. RCPI involves community personnel in training on domestic violence, gang violence, gun crime, drugs etc. There is also Problem solving training with an emphasis on teaching methods to analyse crime problems before taking action. Whilst a few similar training activities exist in the UK there is nothing like the systematic support from central government for such a community training strategy. Sometimes universities will give credits for some of the training and some police standards are accredited.

A big success of the COPS programme has been to offer training to local community representatives. This also then gives the opportunity for community representatives to

act as trainers themselves thereby empowering the community.

Recommendation 9: The Home Office through Regional Development Offices should set up Regional Police/Community Training academies to train community and business representatives—bringing in colleges and universities, community training providers, BME and Faith groups with funding from Learning and Skills Councils, Crime and Disorder Partnerships, Police and Home Office.

Police Mountain Bike patrols.

I met the organiser of Cincinnati Police Mountain bike patrols and was impressed by the strategic way in which bike patrols are used. Bike patrols have been used extensively in America and Canada for many years as a specific strategy to detect crime and to promote visible community policing. America established an International Police Mountain Bike Association many years ago which promotes training, good practice and networking. Whilst visiting the Cincinnati police a mountain bike patrol was called out to link with officers in cars to deal with a drug bust. (I also personally saw the effectiveness of a bike patrol in Chicago when someone collapsed in an area where a police car could not attend but bike patrol police could and did). Mountain bike patrols are also very effective for silent surveillance, managing events in congested areas and making good links with the public. Officers fill in a 'community contact card' on patrol and frequently complete 20 or more contacts a day. They are very cost effective and improve officers' fitness and health! There are disadvantages but overall mountain bike patrols are viewed as a key element of modern community policing. Whilst there have been some developments in police bike patrols in the UK there does not appear to be a specific **strategy** about how they are utilised as part of community policing and they are still very under utilised.

Recommendation 10: UK Police should significantly extend a more strategic use of mountain bike patrols as a means of tackling crime, increasing visibility and re-assuring the public.

CRIME PREVENTION AND ANTI TERRORIST ACTIVITY—HOMELAND SECURITY IN THE USA.

The National Crime Prevention Agency (NCPA) 2004 Eastern Regional conference 2004 I attended was entitled 'Homeland security in your Hometown: crime prevention works.'

I was intrigued that this major crime prevention conference should have such a title and that many workshops focussed on Homeland security. At the opening of the Conference the keynote speaker said '*terrorism is a crime and community outreach and terrorism prevention are crime prevention.*' I initially thought this was something of an over reaction of crime prevention agencies to the terrorist threat. However, in discussions with officials and practitioners throughout the conference I could see that there is a growing common agenda between engaging the community in crime prevention and in activity to guard against terrorism. President Bush launched the Homeland Security programme and the need for public officials to engage the community in the prevention of terrorism agenda was frequently referred to during the Conference. '*We should continue to strengthen partnerships between citizens and local law enforcement and work to engage more volunteers in public safety and emergency preparedness.*' President Bush. The awareness of terrorist concerns had struck me on my first metro trip on arrival in Washington DC where daily (even hourly) colour coded 'terrorist awareness' levels were listed on the metro trains along with voice announcements. Many key public monuments in Washington were cordoned off as an anti terrorism precaution. A lot of publicity material concerning Homeland Security has been made available including Outreach to New Americans (ONA) and NCPA partnerships linking police with refugees to address problems of crime in refugee communities. '*The purpose of ONA is to promote the establishment of partnerships between refugee communities and law enforcement agencies*'. There was a workshop at the conference on 'How new American communities can help with Homeland security' and Pennsylvania Commission on Crime and Delinquency

promote an online course to help citizens fight domestic terror. (www.pa-aware.org). This focus on linking crime prevention and Homeland security and the engagement of was very apparent throughout my visit and America is certainly ahead of us in the UK in this respect.

Recommendation 11: That the Home Office encourage Crime and Disorder Partnerships to include anti terrorist strategies and practice as part of their Safer Communities agenda.

Recommendation 12: That the Home Office examine the wide range of anti terrorist /Homeland Security publicity and training materials already produced by the USA and learn and adapt from their good practice.

COMMUNITY POLICING AND FAITH GROUPS

There is a big emphasis in America on involving faith groups to tackle crime problems. This is particularly so in the most deprived, inner city areas where the community is primarily black and ethnic minority. The Police have placed particular importance on engaging with leaders of Faith communities. These Faith group leaders are often the most powerful and influential persons in the community. They are needed to call and to chair meetings. Police Forces run training academies for Faith leaders so they can tell others in the community how the police work. Once trained, the Faith leaders are very useful to act as bridges between the police and residents of deprived neighbourhoods. Faith groups are often prominent in campaigns to stop violence against youth and gun violence. In



Washington DC there is a Faith emergency response team response team—if there is a crisis they go out and respond by contacting the community. They have funding to develop this work and a specially marked van in Washington DC.

Black Faith workshop at NCPC Conference.

At the NCPC conference I attended a Faith workshop on tackling gun and violent crime.

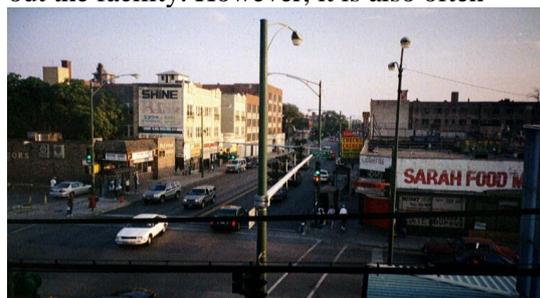
A pastor from a large African American church in Indiana spoke about how his faith community were living in fear and decided to take action against the criminals. He felt he had to offer the criminals something-so he got businesses to offer jobs at \$25 an hour in construction if they were trained. He chose neighbourhoods with the highest rates of violence and through a combination of efforts from his churchgoers and local businesses reduced homicides in those areas by 44%. 'Low Down' an ex leader of the Black Disciples gang who had spent 16 years in prison said that as a result of involvement with the pastor he was in a new relationship with police *'I don't want mama's door kicked in any more'*. He persuaded some gang members to give themselves up then provided support for them at court, in jail and after release. *'the Department of Corrections don't do the dirty work -the church has to.'* He pointed out the importance of trying to reach boys and young men who often had no stable father figure in their lives *'If a boy don't see a man he can't become a man....They seeing the rap videos -they aint seeing the church'* He referred to the work by Dr Harold Davis—'Talks my father never had with me' He said that a lot of gang members want to get out of the violence but don't know how to. Low Down had a theatrical way and some good lines. He described how as part of his work to educate young people away from crime he came into their schools in an orange jump suit, manacled, restrained by police to show them what happened to him *'some of us is walking round today in a jail suit but you can't see the colour''*.

There are a few similar faith projects in the UK (such as the faith based 'Street Pastors' project based on Jamaican experience and the 'From Boyhood to Manhood' programme based on American experience). However, there does not appear to be the same level of commitment in the UK by Faith groups to work with young men at risk or ex offenders.

***Recommendation 13:* Home Office should provide funding to support Faith communities in the UK to engage with ex offenders to pilot programmes to divert young people from crime.**

COMMUNITY YOUTH MAPPING: AN INNOVATIVE IDEA WITH A SOLID TRACK RECORD

A 'networking' approach to harnessing resources for disadvantaged children and young people is crucial. Even in the most disadvantaged communities there will be resources which are not being fully used. This may be because resource providers are not geared up to cope with the more 'difficult' or less motivated young people, or because the young people are wary of trying out the facility. However, it is also often



because children, young people, families and professional workers do not know about the existence of the projects, even though they are in their own neighbourhood. There is always a need for more resources for disadvantaged communities but it is also crucial to make the best use of existing resources. The Community Youth Mapping project HQ is in Washington DC. Community Youth Mapping has been developed over the past 10 years by the Academy for Educational Development. Community Youth Mapping brings together young people and adults to find out about resources for young people in a neighbourhood. Young people are trained to conduct surveys, visit private, public and voluntary projects and then map out their findings. They gain employability skills such as team building, interview skills, data gathering and analysis and communication skills. Community Youth Mapping gets young people actively involved with other stakeholders in the community. It is an excellent youth community development tool bringing young people into contact with a wide range of adults and organisations who can see young people acting in a positive way. Once young people are trained they go out into their communities to find out about places to go, things to do, training and job opportunities. All these resources are then categorised and entered into a web database

so the information is freely available to all. Community Youth Mapping has been developed successfully throughout communities in America and internationally in Haiti and Egypt.

This is a simple but very powerful idea which could certainly be replicated beneficially in the UK. It can be adapted to help engage young people in partnerships to reduce crime.

Recommendation 14: That a charitable trust, private sector companies and/or local authorities provide funding to replicate the Community Youth Mapping project in neighbourhoods in the UK. CABRINI CONNECTIONS AND TUTOR MENTOR CONNECTION, CHICAGO.

 Use of computer mapping to distribute charitable services effectively

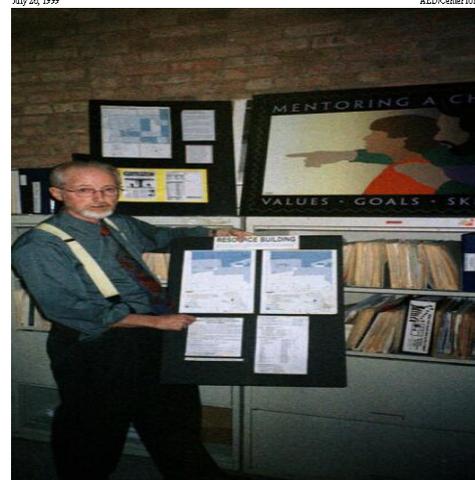
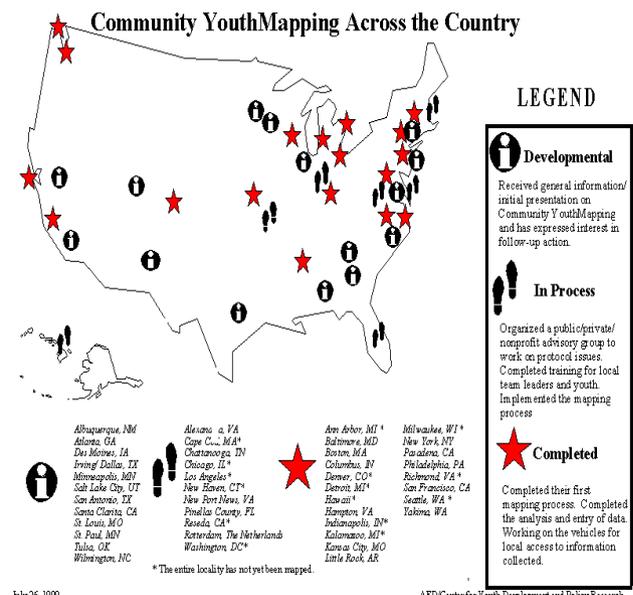
Cabrini Connections manage a volunteer youth Mentoring scheme in the Cabrini Green housing district of Chicago. The Tutor Mentor Connection (TMC) has developed a network to gather, organise and share information about successful non-school tutor/mentor programmes. This is established on a web database and shared nationally and internationally. Workshops and conferences are also organised and shared nationally and internationally through e-conferences. (www.Tutormentorexchange.net).

T/MC database contains details of over 300 mentoring projects in Chicago and maps this with a Geographic Information System (GIS). This helps people find out what mentoring activity is taking place. Further, by plotting areas of deprivation and failing schools on a map of Chicago this highlights the importance of a neighbourhood approach rather than just focussing on the school. The map can also highlight where voluntary help and resources are most needed. Dan Bassill, President, Tutor/Mentor Connection and Cabrini Connections impressed me as an exceptionally dedicated individual using all his energy and time to develop the project with extremely limited resources. Dan describes his passion for utilising GIS technology as follows: “Computer generated maps are worth a thousand words. While Generals use maps to make sure soldiers and equipment are distributed in places where the enemy is located, our leaders in the war on poverty and poorly performing schools don’t use these tools. The T/MC is piloting use of

Geographic Information Systems (GIS) to draw volunteers, visibility, operating dollars and technology to tutor/mentor programmes in every poverty area in Chicago’. On my return to London I was honoured to be asked by Dan to represent him at an awards ceremony for Best Global Ideas where his project had been short-listed in the Top 10.

Recommendation 15: GIS crime mapping work in the UK should also be used to map associated indices of deprivation and youth, mentoring, community and other neighbourhood resources.

Recommendation 16: Private sector support in developing the TMC GIS system for use in American and the UK should be sought from a company with a presence in Chicago and London.



FELLOWSHIP VISIT TO AUSTRALIA.

YOUTH CRIME AND YOUTH JUSTICE.

How a society deals with its young people who cause problems says a lot about that society.

The impression I gained from my Fellowship travels was that the UK currently has a far greater fixation on the 'badness' of young people than Australia or even America. In England and Wales the 'demonisation' of youth by politicians and the media has led to a punitive and repressive approach to young people. Young people are blamed consistently for causing 'disorder' in our society--as well as for committing crimes. The introduction by the government of the anti social behaviour and RESPECT agendas and subsequent pressure on local authorities and police to follow it has led to a sea change in how young people are viewed and dealt with by authority.

Visiting Australia was like returning to an earlier time in the UK when the focus of juvenile justice was on addressing the needs of children and young people rather than just punishing and controlling them. In England and Wales a great failure of the government's and Youth Justice Board's approach to young offenders has been the significant increase in the numbers of young people locked up in custodial institutions. In the UK the pendulum of youth justice has swung significantly towards punishment and control whilst in Australia it is balanced more towards treatment and support. (this is not necessarily the case with Aboriginal youth who are becoming incarcerated in increasing numbers).

YOUTH CONFERENCING AND RESTORATIVE JUSTICE.

My visits to policy makers, academics and practitioners in Australia included a particular focus on how young people who break the law are dealt with.

I met John McDonald and Jenny Barga in Sydney both of whom have played a key part in developing and implementing the 'conferencing' approach to dealing with children and young people who offend. Youth conferencing is a major aspect of youth justice in Australia. Youth Conferencing originated from the cultural

traditions of Maori's in New Zealand of engaging community members in dispute resolution. This has been further developed in Australia drawing on aboriginal customs. This experience of Restorative justice and Conferencing is now being utilised by the Youth Justice Board in England and Wales. Conferencing basically focuses on bringing the different 'participants' in a crime (e.g. young offender, victim, conference facilitator) together to mediate a response to the crime. The administration of conferences may be conducted by different bodies-e.g. religious bodies, voluntary sector, etc. The idea of conferencing is to take on views of young person, family, community and victim. Conferences are meant to be community based. Conference administrator managers are full time public servants and in New South Wales 5 of the 17 are aboriginal. Members of the public are recruited and trained as paid sessional conference facilitators. They are statutory appointees, have to be trained and police checked and are like sub contractors and paid a fee to run each conference. Conference administrators are responsible for following through results and often tend to delegate follow up action to the facilitator. Jenny Barga said that around 90% of conference actions are followed through to completion. If young people don't co-operate their case is sent back to original referrer who can deal with it as though a Conference has not taken place.

This commitment to extend involvement of individuals from the local community in youth justice issues could be expanded much more in the UK. The experience of restorative justice and conferencing in New Zealand and Australia is utilised by the Youth Justice Board in England and Wales. Variations of the model are being used by Youth Justice teams but the concept of recruiting, training and using 'sessional' staff from the community could be significantly extended.

A key lesson from Australian experience is not to have full time Conference convenors but rather to have sessional, community representatives acting as convenors. Conferencing emphasises the importance of a community-orientated approach to dealing with youth crime. The aim is to hand 'power back to the community' and those most affected by crime.

Research on the Young Offenders Act in Australia shows mixed results *'no one in the field says Conferencing reduces offending'*. Reducing re-offending is not necessarily the prime aim. The main argument is that Conferencing gives victims a say and brings the young person face to face with victim and/or consequences of his criminal behaviour.

***Recommendation 17:* That the Youth Justice Board encourage a more extensive involvement of paid, sessional, trained workers from diverse communities to work on conferencing and other youth justice activities with offenders.**

PEACE COMMITTEES AND COMMUNITY DISPUTE RESOLUTION IN SOUTH AFRICA.

I met Professor Clifford Irving at the Australian National University (ANU). Professor Irving had been a member of the Patton Commission investigating policing in Northern Ireland. He believes strongly that the community should influence policing and has argued for more open accountability of the police. We discussed a very interesting model of community dispute resolution that he and colleagues have developed in the townships of South Africa. Professor Irving spoke passionately about urban safety in South Africa, particularly the need for institutional arrangements that allow government to fund local community groups to promote safety and to be accountable. The Peace Committees are community institutions funded to do dispute resolution in response to community problems. The Peace Committee model is detailed and well researched. It provides guidance on how funding should be used so the community is accountable. As a way of bridging links between the police and community, innovative community police centres have been established. They are places where community institutions (Peace committees) and police co-operate and inter react. There are 3 sets of players -- Peace committees, police reservists, police regular officers. In South Africa 10 officers generally staff a police station and because of limited resources many police stations are closing down. The police asked Peace committees to re-open police stations and organise meetings to deal with community

problems through dispute resolution



ideaswork.org

Building communities through building peace

Ideaswork brings together people engaged in reimagining and reinventing

The Peace committee deals with individuals causing problems in the community unless the Committee think the police have to be involved. With the involvement of the Peace Committees 5 police stations can be provided for every 1 that existed before as only 2 police officers are needed for each station. (Professor Irving has met several times with Ian Blair, currently Commissioner of the Metropolitan Police, to discuss his ideas.)

Peace Committees

Peace Committees comprise members of the community who come together for dispute resolution. They receive training and follow a system of procedures. A key concept is that community representatives are paid to run the dispute resolution conferences, not 'expert' professionals from outside the community. Also, half of the payment the community representative receives has to be ploughed back into a community fund. The Peace Committee then decides how this community part of the payment can be spent on community projects. Then whoever delivers the project must also be from the community. This process is an innovative way of recycling funding within the community and strengthening and empowering the community. As an illustration a Peace Committee is convened to deal with a 'shack burning' dispute. A Peace Committee convenor is paid £100 by the government to resolve the dispute. Half of this £100 goes to the individual and half is paid into a community fund. The Committee decides to use the community fund to build a playground for children and the builders have to be employed from the community. This is quite different to regeneration activity in the UK where local communities often

complain that too much money is spent on external consultants and the community doesn't get paid to contribute their expertise. The Finnish government supports the development of Peace Committees. Currently 300-500 disputes a month are being resolved in this way in South Africa.

The model is powerful as it provides life skills and opportunities for community entrepreneurs. The aim is to demonstrate to local people that they do have valuable skills and knowledge that can be used to improve the community. A key aim is to mobilise poor, uneducated peoples' life experience and knowledge and to look at alternative ways of resolving disputes (e.g. use Peace Committees to deal with conflicts rather than rely on violence, vigilantes or the over stretched police). Police Peace committees are like micro businesses.

Peace committees deliver a framework under contract and the key rule is that the community owns the process. Everyone in the dispute needs to be involved and have his or her say. The job of the Peace Committee is not to make decisions but to make a space for discussion. Sometimes people come expecting to be told what to do. The crucial stages are ensuring that the right people attend and following the Code of practice. The facilitator's job is to draw out issues and then agree on an action plan. A monitor then follows progress through. The process is entirely voluntary for everyone. Peace Committees learn by exchanging experiences with Peace committees elsewhere. There are key non-negotiable rules e.g. no gossip, no violence! The Committees build on local knowledge and capacity and the process brings a structure to how this can most effectively be used.

I also spoke with John Cartwright who has been working on delivering the Peace Committee programme in Cape Town. He pointed out that the programme should clearly be separated from local government control so that it is clear that it is a community led process. He has researched over 18 Peace committees and 1000 gatherings and in only 3% of these was the dispute not resolved. Peace committees have no special legal or other authority and an organiser sets up the conference, invites relevant individuals etc.

Recommendation 18: Peace Committees to empower local people to be paid to resolve disputes should be piloted in inner city areas in the UK by Crime and Disorder partnerships, Residential Social Landlords and New Deal Communities.

YOUTH SUPPORT PROGRAMME—'SUPPORT LINK'

A project I discovered in discussion with Jenny Fleming at ANU who was undertaking research into community Policing in the ACT was 'Support Link', an innovative youth/ community link support programme operating in Canberra. I met up with Tony Campbell to discuss the programme.

Support Link acts as an intermediary referral point between the Police and support services for children and young people. The police frequently deal with children and young people 'at risk' who need support.

The police do not have the time, expertise or knowledge to refer children on to appropriate support services. Tony's research found that the police weren't referring to agencies.

There are thousands of non-profit, voluntary organisations in Australia and most people don't know what is available, even in their own neighbourhood. If they do know about a service they often don't have the time or perhaps the confidence to make contact with them. Conversely, the support agencies often don't have the time or resources to liaise regularly with agencies like the police. They may also lack 'marketing skills' to sell their organisations and they may fail to target the children and young people who need them—particularly for early intervention.

What was needed was a 'broker'—an agency that could take referrals from the police and pass them on to suitable support services.

Tony worked with police and developed a 'one-stop shop' early intervention service. Previously the police had generally done a 'tick and file' referral system which involved little or no contact with the support agencies. Support Link introduced a pro-active approach. In order to keep momentum going it is critical that someone initiates follow up support for the children identified by the police.

The Police now refer children to Support Link when they are visiting a family or shortly afterwards. Support Link staff talk to the child/parent and assess briefly what is

needed. They then contact an appropriate support agency asking if they will contact the child/young person and later check what action is taken. Support Link acts a broker--all agencies have a protocol agreement regarding the referral process with the organisation.

Doctors, police, health, probation etc. can now also make referrals and the scheme has been expanded to adults and a range of client groups. The referral system has been streamlined and automated and a template can be used to activate a referral in minutes. Support Link has also developed an e-mail/web referral system. Service providers can also phone conference a client in a couple of hours. Support Link is creating auto routing where the police can send an e-mail direct to the web site and a counsellor. Interestingly, Support Link does most of the referral assessments by telephone. They find this a very good medium whereas traditional referrals require time-consuming home visits. Sometimes you can mediate on the phone between the young person, police, and parent. There is also a parent support phone line. Support link has staff working with the police to change their culture—to encourage them to see the value of making a referral. It is also necessary to influence senior managers in the Police. Support Link staff have education /social services experience/ qualifications and have experience of community work.

Support Link now averages 220 referrals a month and operates 24 hours a day. The Support Link service is very cost effective and saves a lot of police time and resources.

Recommendation 19: That the Support Link model of ‘brokering’ referrals of young people from the Police to local support agencies be replicated in the UK by a national/regional voluntary agency and/or social enterprise. This could make a very innovative social enterprise franchise

Change from Police emergency telephone number

Canberra has introduced a new telephone number (131444) for non-emergency calls to the police. On dialling this number the machine automatically says ‘if this is a life threatening call dial 555’. An operator then deals with the non-emergency call. This has cut down dramatically on the numbers of

non-emergency calls that the police have to deal with. Chicago has a similar call system using 311 for non-emergency calls to the police.

Recommendation 20: A non-emergency police number should be introduced by the Police in partnership with local authorities in the UK to take the pressure off 999 calls.

COMMUNITY POLICE SHOPS.

In Canberra there is close co-operation between the police and the Council. Canberra council have established 5 ‘Canberra Connect’ one-stop’ shop fronts where citizens can go and access all Canberra services. This is really well appreciated by the public. Also, because of the good relationship with the local council the police can pass on queries relevant to Council, services direct to the Council. There is also an excellent Canberra on line web site. In Queensland the Police service, as part of their community-oriented policing strategy, have implemented 49 police beat shopfronts in shopping centres and central business districts across Queensland.

In Melbourne I met Rob McDonald, Chief of Staff for Ministers of Police, Emergency Services and Corrections in the State Government of Victoria to discuss policing methods. There is a specific move to co-locate ambulance/police/emergency services. This leads to better co-operation and response times. Old buildings are being sold in order to invest in new, co-location premises. The visibility of police within the community is felt to be crucial. Police booths are being built, community police shops being opened and more police are travelling visibly on public transport. The perception of the public and their views of the police are being positively improved. *‘We have not traditionally had a visible underclass--its been there but not visible’*

The Crime Prevention Council is chaired by the owner of a big radio station which adds great value to the community safety work. Partnerships are developed between business and the city council and police Crime Prevention work. Some big businesses helped with the anti graffiti programme. Clear up orders to remove graffiti are issued. Fear of crime is a big issue for the police--local Safety committees are moving away

from focussing only on crime towards more general safety issues e.g. mental health etc. Family incidents/disputes/violence take up a lot of police time. It is mandatory to prosecute any domestic violence incidents if there is criminal damage or violence. The concept of direct contact with the public and also with businesses and retailers through shop front premises is a very attractive one. The police in Canada, USA and Japan have established shop front premises and there are also some in the UK. There is a move towards co location of local authority and police personnel in the UK as part of the development of local crime and disorder partnerships.

***Recommendation 21:* That the Police in the UK make greater efforts to increase police visibility by establishing (a) Community Police shops in inner city neighbourhoods (involving police, local authority and residents) and (b) community police booths .**

LINKS BETWEEN ACADEMIC RESEARCH, POLICY AND PRACTICE

One objective of my Fellowship was to examine how academic institutions contribute to the policy and practice of crime analysis partnerships. I visited a number of universities in Australia and talked to different academic staff and researchers. At Griffiths University, Brisbane I met Professor Ross Homel a keen advocate of linking research with policy and practice. Professor Hommel spoke positively about research showing the effectiveness of the Multisystemic Therapy model of dealing with offenders. He also highlighted the work of the Australian Research Alliance for Children and Youth which aimed to bring researchers and practitioners together to develop effective projects. Dr Inez Dusseger invited me to address a meeting of staff from the Victoria Criminal Justice Department to discuss research, policy and practice. In Melbourne Dr Adam Graycar, Director of the Australian Institute of Criminology (AIC) emphasised how the Institute endeavoured to bridge the gap between research and policy implementation. The AIC provides a clearing house for research findings on crime and community safety and links with 700 local authorities who view AIC as a source of expert advice. The AIC sends regular

briefings to local authorities, provides staff for contract work and organises conferences bringing together researchers, academics and local government practitioners. I met Jo Sallybanks who was examining research from USA, UK and Australia on post custody support services for prisoners. It was difficult to co-ordinate information as there are many different providers in the community in Australia and many didn't respond to requests for information. A key finding of the research is that the first 48 hours of post custody release is critical. This is the most vulnerable time as offenders can return to old haunts, friends etc. They need accommodation, food, employment and money. These issues should be addressed before the offender leaves prison. Indeed, post release planning should start when someone enters prison and services available inside prison should continue outside in the community.

***Recommendation 22:* Research findings on post custody support services, particularly the need to plan post custody support prior to prisoner's discharge, should be implemented clearly in the UK.**

GRAFFITI AND COMMUNITY SAFETY

In Brisbane I attended a conference organised by the Local Government Association and the Australian Institute of Criminology 'Graffiti and Disorder: Local Government, Law Enforcement and Community Responses'. Initially I was surprised that the topic of Graffiti could merit a 2-day conference for 100's of people from central and local government and police, with international as well as Australian speakers. However, hearing that the cost of graffiti to the Australian community is \$200 million per annum, listening to presentations and talking to delegates, made me realise how important this issue is in Australia and also that it should be given much greater priority in the UK.

I have always viewed graffiti as a key element of the 'broken windows' approach to crime prevention. This approach holds that if you ignore vandalised cars, broken windows and graffiti in neighbourhoods then you get more vandalism and graffiti and 'broken windows' because lack of action signifies lack of community ownership or control. This leads on to increased anti social

behaviour and crime because the perpetrators think the community or authorities don't care and won't do anything to stop the neighbourhood deterioration. Graffiti can therefore be a key visible statement about a neighbourhood and can significantly affect quality of life for residents.

My experience in the one day I spent at the conference confirmed my view that central government, local government, police and community in the UK should address the graffiti problem seriously.

A presentation on the GriT project outlined a strategy developed prior to Calgary hosting the G6 summit when political graffiti was anticipated. The authorities targeted the graffiti problem systematically—they set up a hot line for the community to report graffiti, logged all information on a web database and used GPS and a GIS (Geographic Information System) to map all cases of graffiti according to location in Calgary. They used IT to share data between agencies about graffiti incidents. Usually graffiti incidents are very unreported and agencies do not pool data together or analyse the problem effectively. They did a public education programme and recruited volunteers from the community to go 'under cover' and report graffiti incidents. The police used enforcement activity based on GIS location and predictive tracking –this was very important.

Using ICT to tackle graffiti.

The use of IT to address the graffiti problem was a feature of the Conference presentations. In New South Wales, schools report graffiti incidents on the web (an initiative which is also being piloted in some places in the UK). Technical and human analysis is utilised. All graffiti photos are uploaded onto the web site and 'tags' are analysed. Cross-reference is made to graffiti appearing on different days, times, sites, locations. Data analysis is the key to tackling graffiti in a systematic way. Councils tackle graffiti using volunteers, trained contractors and individuals on 'work for dole' projects to remove graffiti. There is a graffiti web site and hot line, free graffiti removal by councils, free paint, materials and training for volunteers, and extensive partnership, with other agencies including the police. Graffiti removal is also developed as an employment opportunity/business for local people.

Community art can also be an important tactic in tackling graffiti.

In Brisbane graffiti on council property made it look as though the council either didn't care or was incompetent. Brisbane council was responsible for 700 highly visible traffic signal boxes which were always covered in graffiti. They tried 4 different strategies--1. Rapid removal of graffiti 2. painting the boxes different colours 3. using graffiti resistant paint --4 encouraging legal art on the boxes. They found that all 4 approaches had an impact but legal art was the most effective. The legal art project encouraged local residents to support local artists to paint each box. Free or reduced price material were provided to artists, 'Hands on Art' a non profit art group managed the scheme and competitions were held and Art Force prizes awarded for different age groups for children, young people and adults. The project was very successful and only a small number of the Traffic boxes were subsequently 'tagged'. There was a very positive response from the community- '*the project is a no brainer.... Councillors love it—the media loves it, the public love it.*'

Casey City Council passed the first local anti graffiti laws where it is an offence to deface property, supply under 18's with aerosol cans and where possession of an aerosol can is illegal if on private land. Voluntary compliance by businesses has been achieved and graffiti has reduced significantly. A visionary objective is to be 'a graffiti free town/city'.

Recommendation 23: Crime and Disorder Partnerships should prioritise Graffiti removal and adapt a much more strategic and analytical approach similar to the model approaches used in Canada and Australia, making full use of ICT, web and GIS technology.

Recommendation 24: The prevention of graffiti using Brisbane Council Community Art project approach 'Hands on Art' should be replicated by local authorities in the UK.

ABORIGINAL COMMUNITY IN AUSTRALIA
In Australia I was shocked by the actual and virtual 'segregation' of the aboriginal population. It almost appeared that society was content to see Aboriginal young people and adults locked up in prison and discharged

back into 'reservations'. I was told that previously there were traditional, cultural 'rights of passage' for aboriginal young men to go through but now that right of passage is to go to jail! A high percentage of Aboriginal young people are incarcerated in New South Wales and they form around one quarter of all referrals for Conferencing. Aboriginal children are visible to the police in small towns and often get a criminal history built up from early age. Even up to the 1960's aboriginal children were removed from their families by the Police (the 'stolen generation') and there is still considerable distrust of the police. The police have recruited unsworn Aboriginal Community Liaison Officers to try and build bridges. The Police are also developing leadership programmes targeted at ethnic minorities (a poster on display stated '*a diverse workforce for a diverse community*') and height restrictions on joining the police have been removed. Police engage with cultural groups and have developed protocols and steering groups. Aboriginals are up to 12 times over represented in the criminal justice system. I was shocked again to hear about the very poor conditions in which the Aboriginal community live in the Territories. Dr Graycar director of AIC spoke about his concern about aboriginal communities with many dysfunctional families, no police and where a small number of people run the community. He felt that elders have lost status and the traditional authority and respect held by the elders is breaking down. There are serious alcohol problems and high rates of violence. He was engaged in a research project to look at alternatives to the criminal justice system in aboriginal communities. He felt that just putting aboriginals in jail was damaging. There is a lot of black on black violence (particularly among 15-19 year olds). It is quite exceptional for aboriginals to kill whites. I heard that alcohol and drug abuse, petrol sniffing by children and young people leading to brain damage and foetal abuse, and domestic and other violence was rife. The aboriginal community seem not to gain as much economic benefit from tourists visiting Uhuru (Ayers Rock) as they should. At the Uhuru tourist centre there was no evidence Aboriginal people were employed, and in the towns I visited in Australia I did not see aboriginal people working in shops, fast food

restaurants etc. Next to the hotel I stayed in at Cairns there was a hostel only for aboriginal people. The only hotel where I met an Aboriginal resident was at the YMCA in Sydney. I heard about the criminal career of many aboriginal young people, their over-representation in custodial institutions and their return to the desperate lives in the territories. It seemed to me that Australian society was content to ignore this progress to custody because generally Aboriginal people do not come back into mainstream society (except on the fringes) to cause problems within the white community. It drew parallels with American Indian reservations. Despite the different history and cultural differences in America and Australia the level of actual segregation in both countries still stood out starkly to me.

In Cairns I met with representatives of agencies involved in the District Court of Queensland including Dr Helen Sungali and Judge Sarah Bradley. Judge Bradley told me that few aboriginal young people go to trial. Over 90% plead guilty. Judge Bradley flies all over Queensland for hearings. Elders from the Aboriginal community will give written and verbal reports. English isn't their first language so there is often difficulty committing evidence to paper. There are a lot of barriers to break down. However, the Conferences involving the Aboriginal community members have been very successful. Judge Bradley said she had gained an incredible insight into the background of Aboriginal communities and individuals. Community members will often come up with creative suggestions regarding sentences e.g. the young offender should stay with an uncle in an outstation. Around 50% of young people in court are aboriginal. Many aboriginal young people find prison provides better conditions than the reservations. They get regular, good food, clothing, support and exercise '*What is offered in prison can be paradise—I had an aboriginal youth cry because he was being released*'. It struck me that this quote was almost exactly the same as the one given by Low-Down, the black ex prisoner I met in Cincinnati who said '*Some kids from the ghetto don't even have money to buy toothpaste—they got better conditions in jail*' Whilst being locked up is a form of exile it can still be a relief from a terrible, hard

struggle and life in the community. So it is not surprising sometimes that young people have little fear of being sentenced to prison. Judge Bradley was frustrated by the slow and lengthy process of the criminal justice system in Queensland and was interested to learn about the good progress made by the Youth Justice Board in England and Wales in being set targets to speed up the process. She contacted me on my return to the UK and I was pleased to send her fuller details of how the Youth Justice process has been speeded up in England and Wales in response to government pressure.

YOUTH CONSULTATION AND EMPOWERMENT

Melbourne Youth Council.---I visited Denise Francisco at Melbourne council to find out how young people have a voice in community safety and other issues that affect them. Melbourne Council engage young people understanding and influencing City Council decisions. Youth activity takes place during school time as part of the citizenship curriculum. Melbourne Council arrange for young people to visit the Council, discuss Council issues and make specific recommendations for the Council and Committees. Young people learn about how a local council works increasing their understanding of local democracy. YMCA facilitates the process with staff and trainers but Melbourne Council own the implementation of the recommendations. Denise acts as an advocate for the young people. She pointed out that young people do not want to focus just on youth issues –they have views they want to express on wide issues such as the environment, community safety, transport and multi culturalism. *‘It’s amazing to see these young people in action’*. The Mayor is fully supportive of Youth engagement and Melbourne Youth Council meets quarterly. Melbourne is a multi cultural city and young people are involved in discussions on ‘reconciliation’ with the Aboriginal community as well as wider cultural issues with refugees and other ethnic minorities. The YMCA is contracted to develop youth engagement and Youth Councils in Australia including work with refugee groups (e.g. from the Horn of Africa).

Tasmania Youth Council. In Tasmania I was invited to be a guest speaker at a Youth Forum and Conference organised by Glenorchy City Council’s Youth Action Network and the University of Tasmania. I was impressed by Professor Rob White (University of Tasmania) and Ross Park, Youth Development Officer, and met young people at youth projects. Glenorchy has undertaken extensive work with young people on youth empowerment and launched its ‘Local Government Guide to Youth Participation’ at the Conference. I met the oldest person at the Conference (a lady in her 80’s) who worked actively with the young people as well as the youngest elected Councillor (in his teens). I was impressed by the Commitment shown by City Council representatives in both Melbourne and Glenorchy to youth engagement in the local political process.

Recommendation 25: Local authorities in the UK should become much more proactive in establishing structures for young people to be engaged in, comment on, and influence Council decision making. This should be a clear objective and action point in every authority’s Community Strategy and Local Area Agreement.

CONCLUSION:

The beginning of this report highlighted that Churchill Travel Fellowships are designed to provide the ‘Chance of a Lifetime’ to enable ‘British Citizens to acquire knowledge that will make them more effective in their work, while enriching themselves, their communities and, ultimately, the United Kingdom as a whole.’

The Fellowships’ objective of learning through other countries and cultures experiences was fully achieved in my case. I certainly found the opportunity provided by the Fellowship exceptionally rewarding both professionally and personally.

I am already implementing good practice I learnt from visits to projects in Australia and America in my work with communities in the UK.

John Blackmore, Churchill Fellow .

APPENDIX 1. BASIC SUMMARY OF PROJECTS AND PEOPLE I MET

USA:

Nelson Hernandez, Director, Community Capacity Development Office, US Department of Justice, Washington DC;
Beverley Alford and colleagues, Dept of Justice; Washington DC
Troy, Community Outreach Specialist, US Attorney's Office, Baltimore;
Residents and project workers from Baltimore Weed and Seed area;
Kathy Garrison and volunteers, Madisonville Weed and Seed, Cincinnati;
Mrs Jacqueline Reed and Project staff, Westside Health Authority, Chicago;
Eric Kilbride, Director, Community Youth Mapping Project, Academy for Educational Development, Washington;
Officer Jeff Shari, Mountain Bike Co-ordinator, and colleagues, Cincinnati Police
Officer Eric Franz, COPS Co-ordinator, and colleagues, Cincinnati Police.
Officers from Chicago Community Alternative Police Strategy (CAPS);
Residents of Chicago Beat district, CAPS, Chicago

AUSTRALIA

John McDonald, ProActive Resolutions, Sydney.
Jenny Bargaen, Director, Youth Justice Conferencing, Dept. of Juvenile Justice, Sydney, NSW
Dr Jenny Fleming, Fellow, Regulatory Institutions Network (REGNET), Australian National University, Canberra, ACT
Tony Campbell, Director, Support Link Systems, Canberra
Dr Adam Graycar, Director Australian Institute of Criminology (AIC), Canberra.
Maria Borzycki, Research Analyst, AIC
Dr Helen Sungaila and colleagues ; Justice Department, Cairns, Queensland
Judge Sarah Bradley, District Court of Queensland, Cairns.
Professor Ross Homel , Professor and Head of School of Criminology and Criminal Justice, Griffiths University, Brisbane
Clifford Shearing , Ideas -work , Australian National University, Canberra
Dr Monique Marks, Security 21, International Centre for Security & Justice, Australian National University.
Dr Adam Sutton, Senior Lecturer in Criminology , University of Melbourne
Prof. Steve James ,Department of Criminology University of Melbourne
Leane Serjeant Community and Cultural Division, Melbourne Police.
Denise Francisco, Project Officer, Community Services, City of Melbourne
Rob McDonald, Senior Adviser to the Minister for Police & Emergency Services and to the Minister for Corrections, State Government of Victoria.
Dr Inez Duseyer, Asst. Director, Research, Crime Prevention Victoria, and colleagues.
Bill McKendry Director, Crime Prevention Victoria, Dept of Justice.
Professor Ross Homel, Prof. of Criminology and Criminal Justice, Griffith University, Brisbane.
Kath Wedgwood LPP Police Inspector Region 3 NW (Melbourne) and colleagues.
Leanne Sarjent, Community and Cultural Division, Melbourne Police and colleagues.
Professor Robert White, School of Sociology and Social Work, University of Tasmania
Father Chris Riley, Founder and Director, Youth Off the Streets, Sydney
Ross Park, Youth Development Officer, Glenorchy City Council, and young people.

Useful contacts/websites.

<http://www.ebvonline.org>; www.proactive-resolutions.com; www.supportlink.com.au
www.tutormentorexchange.net; www.cabriniconnections.net;
www.tutormentorconference.bigstep.com
www.aic.gov.au; www.icss.com.au (GRIP); www.ideas.work.org;
www.crimeprevention.gov.au; www.aracy.org.au;
<http://www.policevolunteers.org>; www.melbourne.vic.gov.au; <http://cyd.aed.org/cym/cym.html>
www.weprevent.org ; www.infoXchange.net.au