



JUVENILE PRE-COURT DIVERSION

**“A PROBLEM-ORIENTED APPROACH TO THE
MANAGEMENT AND PREVENTION OF JUVENILE CRIME”**

Prepared by:

Steven M. Edgington

Privacy

June 2002

TABLE OF CONTENTS

	PAGE
LIST OF TABLES	iii
ABSTRACT	iv
INTRODUCTION	1
THE JUVENILE JUSTICE SYSTEM – SETTING THE SCENE	2
Historical Perspective	2
The Child-Saving Movement	3
The Move Towards Due Process	3
JUVENILE PRE-COURT DIVERSION – THE EMERGING PARADIGM	4
What is Juvenile Diversion?	4
Cautioning	4
Restorative Justice	4
Shaming	5
Australian Conferencing Models	6
JUVENILE CRIME	7
Causes of Juvenile Crime	8
Risk Factors	8
Protective and Need Factors	9
COMMUNITY BASED POLICING	10
Problem-Oriented Policing	11
KEY RESEARCH QUESTIONS	12
JUVENILE PRE-COURT DIVERSION – THE NT APPROACH	12
Background	13
Development and Implementation of the Scheme	13
THE FIRST TWELVE MONTHS	16
Apprehensions	16
Serious Offences – Police Discretion	17

TABLE OF CONTENTS

Minor Offences	17
Excluded Offences	17
Verbal and Written Warnings	17
Conferences	18
Conditions	18
Programs	18
Training	19
Community Consultation	20
Satisfaction Levels with the Scheme	21
A PROBLEM-ORIENTED APPROACH TO YOUTH OFFENDING	21
Program Development	21
Community Youth Support Units	22
Case Management and Mentoring Services	24
CONCLUSION	25
BIBLIOGRAPHY	27
APPENDICES	
'A' – Juvenile Pre-Court Diversion Scheme Overview as at 22 March 2001	31
'B' – <i>Police Administration Act</i> 'Division 2B – Diversion of Juvenile Offenders	36
'C' – Juvenile Pre-Court Diversion Scheme – Case Studies as at 19 October 2001	38
'D' – Wadeye Community Youth Support Unit – Business and Operational Plan	44

LIST OF TABLES

Table 1 – Staffing Levels of JDUs	14
Table 2 – Summary of Apprehension Statistics 25/08/00 to 31/08/01	16
Table 3 – Summary of Diversion Statistics 25/08/00 to 31/08/01	17
Table 4 – Summary of Program Statistics 25/08/00 to 31/08/01	18
Table 5 – Summary of Training Statistics 25/08/00 to 31/08/01	19

This paper outlines an emerging paradigm in Juvenile Pre-Court Diversion. The primary aim of pre-court diversion is to divert juveniles away from the formal justice system. Juvenile pre-court diversion is a response to juvenile crime that encompasses a variety of practices that range from verbal and written warnings, formal cautions, family and victim offender conferencing and referrals to programs.

The causes and determinants of juvenile crime require close analysis and as such require that law enforcement organisations consider the causes of crime and the relationships between criminogenic risk factors with responsivity and protective risk factors, as they point toward the manner in which juvenile crime should be managed.

The paper proposes that a problem-oriented approach which includes a partnership approach to the management and prevention of juvenile crime, such as the Scheme being used in the Northern Territory is now emerging as a paradigm, which can be regarded as a best practice approach to juvenile issues.

INTRODUCTION

Juvenile justice has undergone a series of changes and reforms over the years. From the early days when convicts were transported to Australia the juvenile justice system has implemented various approaches in an effort to find the most effective responses to dealing with juvenile crime. Some of these approaches have consisted of a 'child-saving' or 'welfare' form of juvenile justice which have centred on identifying and treating the underlying causes of crime to more predictable approaches that have focused toward notions of 'just deserts' and 'due process' which offers greater protection to young people.

Despite the use of these approaches, fears of stigmatisation and a growing acknowledgment that, for many offenders, contact with the formal court system was not only unnecessary but could also be potentially damaging has led to an emerging paradigm in the public sector – juvenile pre-court diversion. This has seen a range of options introduced across Australia, which have ranged from cautioning, to various forms of conferencing, often delivered by police as an alternative to referring juvenile offenders to court.

Although many critics are hailing the conferencing model and its underpinning notions of restorative justice as promising, there is still a great deal of concern about juvenile crime in Australia. With acknowledgment that crime is linked to a range of underlying and deep-seated social and structural inequalities, such as high unemployment, homelessness and poverty, police leaders have had to reconsider their approach to the management and prevention of juvenile crime.

A contemporary approach to addressing the underlying causes of crime has seen the introduction of a more problem-oriented approach to these issues, which requires police to work directly with their communities, thus providing a more holistic approach to youth needs and issues. This includes development of a partnership approach with multi agency collaboration, including police, to develop and provide alternative interventions to the formal courts system for young people in an effort to prevent crime.

There are two parts to this treatise. The aim of the first part is to introduce the reader to an overview of the juvenile justice system and provide a literature review relating to the key concepts connected with the prevention and management of juvenile crime. In doing so, the paper discusses some of the determinants of juvenile crime, a problem-oriented approach to policing, and identifies an emerging paradigm in juvenile pre-court diversion.

The second part of the paper links these topics together and provides an evaluation of the paradigm and how it has emerged in Australia, particularly in the Northern Territory where police have recently developed and implemented a Juvenile Pre-Court Diversion Scheme. Although the Scheme is still in its early stages, extensive training has been delivered to a number of police officers and partnerships have been developed with government and non-government agencies which has led to a problem-oriented approach to youth issues in an effort to prevent and reduce the number of young people becoming involved in the criminal justice system.

THE JUVENILE JUSTICE SYSTEM – SETTING THE SCENE

The juvenile justice system has undergone a number of dramatic changes over the years. From the child-saving or welfare model of justice to a more predictable focus toward due process, the juvenile justice system now consists of not only the Children's Court, but also other community-based alternatives, such as pre-court diversion.

Historical Perspective

When Australia was settled in 1788, there was no distinctive or separate juvenile justice system however the applicable law used at the time was English common law, which made few concessions for young people (Warner, 1994, p. 28). The move towards developing separate treatment for juveniles in Australia was motivated by the need to absorb large numbers of transported convicts. For example, between 1812 and 1817 there were 349 male convicts aged 17 or under sent to Australia, while in the late 1830s ships carrying up to 200 boys were arriving in Van Diemen's Land. Initially these youths were treated no differently from adult convicts, with most being held in prisons or assigned to work gangs, however in some instances boys as young as 15 were hanged in Australia (Wundersitz, 1996, p.113).

It wasn't until 1803 that the first attempts to develop alternatives for youths were introduced by Governor King. These alternatives consisted of an apprenticeship scheme, which allowed boys to be assigned to boat builders and carpenters, and for girls to be placed as servants. Several decades later, attempts were eventually made to separate custodial facilities for convict boys from the adults. This saw the development and commencement of institutions where youths were to spend three years receiving training in various trades, before being assigned as servants and unpaid labourers (Wundersitz, 1996, p.114).

During the 1850s and 1860s the groundwork for a separate Children's Court system was eventually laid. The passing of this legislation resulted in a substantial 'piece of discrimination' in favour of young people, in that matters involving children could (although not mandatory) be

heard in a summary manner rather than automatically being heard by the Supreme Court. Although not until 1890, a logical extension of the changes in processing juveniles was introduced in South Australia where a separate court was established to deal specifically with juvenile offences. Other states soon followed with juvenile courts being established in New South Wales in 1905, Victoria in 1906 and Queensland and Western Australia in 1907 (Wundersitz, 1996, p.116).

The Child-Saving Movement

An important impetus for the establishment of a distinctive Children's Court system was that of the 'child-saving movement' which emerged in the United States and in England in the latter part of the 19th century. This was predicated on the belief that offending juveniles should not be dealt with as criminals but as persons who, because of their immaturity, needed assistance and guidance in becoming responsible citizens. The overriding view of the child-savers was that the court's role should be similar to that of a caring parent in that they (the court) should seek to save the child rather than punish them as a criminal. In order to fulfil this role, a shift in the focus of the court was required, a focus that concentrated on identifying and treating the underlying causes of the child's offending behaviour rather than responding to the offence. In Australia this model became well known as the welfare model of justice and dominated the juvenile justice systems until the 1970s and 1980s (Wundersitz, 1996, p.117).

The Move Towards Due Process

Eventually, many criticisms arose in regards to the child-saving or welfare model of justice, which centred around such issues as to whether control over sentence duration should be retained by the court or handed over to welfare authorities. The welfare approach was condemned on a number of grounds, for example, the law and order lobby group considered the sentencing approach to be unduly lenient while another group rejected the welfare model on the grounds that it gave the State unfettered discretion to intervene in the lives of young people (Wundersitz, 1996, p.119).

In response to the growing disillusionment with the child-saving and welfare approaches a process of re-evaluation commenced in Australia during the late 1970s. As a result, a more formal and predictable model of justice for children which was based on the notions of 'just deserts' and 'due process' emerged with South Australia passing legislation – the *Children's Protection and Young Offenders Act* - in 1979 to give greater procedural formality in the juvenile arena. This shift towards due process and procedural formality was quickly followed by other states which has seen young people have access to a full range of legal rights, the

most important of which is the right to plead not guilty and to force the prosecution to prove its case (Wundersitz, 1996, p.121).

JUVENILE PRE-COURT DIVERSION – THE EMERGING PARADIGM

While it is well known that informal responses to youth crime have always played some role in Australian juvenile justice systems a trend began to emerge during the 1960s, which focused towards deconstructing. Fears of stigmatisation led to the emergence of what is now referred to as the deconstructing movement with its allied notions of diversion, decarceration, and decriminalisation. As a result of these developments, the juvenile justice system has now become a more complex, multi-tiered structure with responsibility for the processing of young offenders increasingly being shared between the Children's Court and a range of informal diversionary mechanisms and community-based alternatives (Wundersitz, 1996, p.123).

What is Juvenile Diversion?

In its strictest sense, juvenile diversion is an alternative to the formal justice system for youth who have committed an offence. In a broader sense, juvenile diversion can be seen as the development of meaningful alternatives to be used in solving juvenile crime problems in society other than what is currently being used within the juvenile justice system (Heslop, 1989, p. 90). Diversion can consist of verbal or written warnings, formal cautions, family or victim offender conferencing and referral to formal or informal community based programs (Human Rights & Equal Opportunity Commission, 2001, p. 1).

Cautioning

Cautioning allows police to deal with juvenile matters rather than referring them to the court. This process is based in the common law discretion of police and allows police some degree of latitude in what action, if any, they will take against a person who has committed an offence. Cautioning is a formal process, which is used when the juvenile admits an offence and is accepted by the parents as an alternative to having the matter referred to court. The caution is normally delivered by a senior police officer in the presence of the child's parents with discussion centred on the offence and reasons for committing the offence. Finally, the offence is recorded on the official police record for later reference, should the child reoffend (Lewis and O'Regan, 1992, p. 246). This method of dealing with youth crime is still widely used around Australia however a new way of dealing with youth issues has recently emerged.

Restorative Justice

According to Daly and Hayes (2001, p. 1), the idea of restorative justice burst onto the international stage in the 1990s, capturing the imagination of those working in government,

criminal justice systems, family welfare agencies and community groups. Restorative justice is not easily defined because it encompasses a variety of practices at different stages of the criminal process, including diversion from court prosecution. A popular definition identified by Daly and Hayes (2001, p. 2) states that, 'those with a stake in a crime (or dispute) come together to discuss it with the aim of repairing the harm'.

Another way to understand restorative justice is to compare it with traditional forms of courthouse justice (Daly & Hayes, 2001, p. 2). Our present criminal justice system has what we call a retributive (or punitive) philosophy. The emphasis is upon punishment and deterrence. The overriding belief is that people comply with the law because of fear of punishment or by the deterrence effect associated with heavy sanctions such as imprisonment and so on. Restorative justice has a completely different philosophy as it seeks to deal with the total crime by seeking to involve everybody who is affected by what has happened. The philosophy is concerned with repairing the harm that results from crime. It places importance on restoring community cohesion and strengthening relationships. It does not seek to punish, rather, it sees the issues of accepting responsibility for the harm that has resulted and restitution needed to repair the harm, as paramount if we are to maintain a civil society (O'Connell, 1996).

Restorative justice does not separate rights and responsibilities, nor does it excuse or allow individuals to rationalise their inappropriate behaviour. It seeks to ensure that those responsible for causing harm have an insight into the consequences of their actions; that they understand how their actions have affected others; and finally, to provide them with opportunities to repair the harm and restore (their own) community standing. Repairing the harm often involves sanctions or actions the offender must do; these can be seen by the offender as the punishment. It also seeks to close the matter and move forward (O'Connell, 1996).

Shaming

Professor John Braithwaite, a leading criminologist and author of *Crime, Shame and Reintegration* (1989) believes there is an important difference between reintegrative (or restorative) shaming and stigmatisation but both are used widely. Reintegrative shaming deters offenders from future criminal activity while stigmatising an offender creates outcasts and humiliates the offender. Stigmatising treats offenders as bad people who have done bad crimes. Reintegrative shaming separates the offender from the offence. While the offence may be bad the offender may not be 'evil'. Restorative shaming means disapproving of the deed while treating the person in a respectful way (O'Connell, 1996).

It is believed that police can reduce crime if they are systematically restorative in the way they deal with all members of the public. An example of stigmatised shaming is the 'sandwich board - I am a thief signs' and offender registers on the internet. Restorative shaming, on the other hand occurs from within the offender, and is a mostly private realisation of the impact and harm caused by an offence to those people who are important or respected by the offender. This includes not only the victims but equally important, the family of the offender who are often shamed and hurt by the behaviour of their child. The expression of these feelings to their child is an important part of the process. This is particularly powerful in the case of juveniles who will generally be much more affected by the emotions of their parents. In these cases the juvenile will also be able to relate to their parents as 'victims' of their behaviour (O'Connell, 1996).

Australian Conferencing Models

Although there is considerable jurisdictional variation in conferences they are normally conducted in the following form when used as a diversion from the formal court system. A young person (who has admitted to the offence), his or her supporters (often a parent or guardian), the victim, his or her supporters, a police officer, and a conference facilitator come together to discuss the offence and the impact it has had on the victim, the young person's parents and any other affected parties. After a discussion of the offence and its impact, the conference moves to a discussion on reaching an agreement on how the young person will repair the harm or damage caused (Daly & Hayes, 2001, p.2).

Based on the New Zealand model of conferencing, the New South Wales Police Service introduced the diversionary conferencing program to Australia in 1990 (Lauer, 1995, p. 86). The program was trialed in Wagga Wagga in 1991 and was later introduced in the ACT Region by the Australian Federal Police, however since then the program has expanded into all Australian Jurisdictions (Daly & Hayes, 2001, p. 2).

The conference schemes introduced in each jurisdiction across Australia differ in a number of ways, including whether they have a legislative base, whether they operate in specific sites or across the entire jurisdiction, the offences eligible for conferencing and the agency which is responsible for the scheme's control and administration (Trimboli, 2000, p. 1). In addition to these variations, some jurisdictions have placed time limits on the completion of outcomes. At one end of the continuum is Western Australia and the Northern Territory, which has a list of offence types that may not be conferenced while in South Australia there are no specific prohibited offences. While all jurisdictions prefer that the outcome be reached by consensus, they vary on which people, at a minimum, must agree to it. For example, in New South Wales

the young person and the victim must agree to the outcome plan; in Queensland the young person, police officer and the victim must approve the outcome and in South Australia, the police officer and the young person must, at a minimum, agree to the undertaking (Daly & Hayes, 2001, p. 4).

Despite the variations in how the conferences are conducted there has been considerable satisfaction with the process. Studies in three States show that conferences receive very high marks on the fairness and satisfaction variables. In Queensland, Palk, Hayes and Prenzler (1998), while in New South Wales, Trimboli (2000) and in Western Australia, Cant and Downie (1998) all collected and analysed results relating to the conferencing process. The results show that between 90 and 98% of participants believed that the process was fair while similar number stated they were satisfied with the outcome/agreement plan (Daly and Hayes, 2001, p. 4).

There is no doubt that the conferencing models being used in Australia are effective in dealing with the offence, both from a victim's and an offender's perspective (Lauer, 1995, p. 86), but the question still remains, how can they prevent crime? They appear, due to the shaming and restorative aspects, to have some impact on future offending however because conferences are conducted after the offence has been committed they cannot address the risk factors associated with the causes of crime. According to Braithwaite (1994, p. 1999), the main criticism with conferences is that they do not address the fundamentals of the disempowerment and social vulnerabilities that confront young people (see Polk, 1994; Sandor, 1994 & White, 1994). It is therefore essential for policy makers to understand the causes of crime if they are going to develop interventions that will not only deal with the crime but will assist in preventing crime.

JUVENILE CRIME

There is currently a great deal of concern about crime, especially juvenile crime, in Australia. The official statistics point to some worrying trends, for example, there is an increasing involvement of juveniles in offences against the person, and an increasing involvement of females in all forms of juvenile offending (National Crime Prevention, 1999, p. 4). Whilst evidence has emerged regarding the causes of crime, it is necessary to consider the risk factors and protective factors as they clearly relate to the role intervention can play in reducing juvenile crime.

Causes of Juvenile Crime

To assist police in preventing and managing juvenile crime effectively it is essential that some of the determinants of crime and delinquency be understood. The work of Gottfredson and Polakowski (1995) provides an interesting insight into some of the factors associated with delinquency, the nature of delinquent and criminal acts and some of the strategies that policing might consider in preventing these types of individuals from becoming involved in crime.

Gottfredson and Polakowski (1995, p. 63) state that, “of overwhelming importance to expectations about policing is the now well-documented finding that individual differences in the tendency to commit crime, delinquency, and analogous acts can be documented very early in childhood.” Over an extended period of time and in a variety of cultures, psychologists have used a variety of techniques to measure the tendency to engage in delinquency, and have discovered that differences in this tendency reliably predict difficulties with the law prior to actual involvement with the juvenile or criminal justice system (Gottfredson and Polakowski, 1995, p. 64).

Some of the markers identified that contribute to later problem behaviours include early childhood behaviours such as repeated temper tantrums, dysfunctional family life, poor intrafamilial relations, misconduct at school (such as truancy, tardiness, and inability to conform in the classroom setting), low measured intelligence and academic difficulty in school, childhood accidents, poor peer relations, and early and frequent use of tobacco and alcohol (see Farrington, 1990; Glueck & Glueck, 1950; Hirschi, 1969; Hirschi & Hindelang, 1977; Loeber & Dishion, 1983; McCord, 1979; McCord & McCord, 1959; Patterson, 1980; Polakowski, 1994; Robbins, 1966; Sampson & Laub, 1993; West & Farrington, 1973, cited in Gottfredson and Polakowski, 1995, p. 64).

Risk Factors

While the previously mentioned markers have demonstrated links to later problem behaviours, risk factors are factors that increase the likelihood of something negative occurring in a child's early life, such as delinquency, use of drugs, alcohol etc. The presence of these factors may elevate the risk of both the initiation of offending and the persistence of offending (O'Connor, 1998, p. 7). According to Stanwick (2001, p. 4), “risk factors can arise from different sources including child factors, parent/family factors, and context/environment factors.”

Some of the child risk factors that have been linked to child delinquency include; characteristics of the child, for example, gender, age and race; prenatal risk, for example early

child bearing, teenage pregnancy, and substance abuse during pregnancy (Stanwick, 2001, p. 4). In regards to parent/family factors, criminologists have documented large correlations between differences in family functioning and the development of the antisocial or problem behaviour tendencies. It is now known that differences in parental disciplinary practices are substantially correlated with the tendency for a child to engage in problem behaviours. For example, overly lax, or erratic discipline and unusually harsh, or cruel discipline are strong correlates of this tendency (Gottfredson & Polakowski, 1995, p. 64). Additional family factors in delinquency causation consist of the level of criminality of the parents, especially parents who themselves have extensive records of criminal and delinquent behaviour. These parents are much more likely to have delinquent children (Gottfredson & Polakowski, 1995, p. 65, also see O'Connor, 1998, p. 7).

In addition to these child and parent/family risk factors, socio-economic factors such as economic poverty, poor or overcrowded housing, inequality, unemployment, are cited as significant factors in the child's environment. The neighbourhood/community in which the child lives is a significant factor, especially if there is high poverty, high unemployment, little access to community activities such as sport and recreation etc (Stanwick, 2001, p. 5).

While these environmental and individual risk factors exist, they must also be supplemented by a consideration of system factors, which O'Connor (1998, p. 9) describes as the public policy responses to youth in general and the operation of the criminal justice system in particular. O'Connor states:

In the Australian context it is clear that some groups of young people are particularly vulnerable to being processed by the criminal justice system. Aboriginal youth, for example, suffer not only from socioeconomic disadvantage, but from discrimination in the operation of the criminal justice system. At every stage, they suffer, rather than benefit from discretionary decisions, and the accumulative effects of these decisions result in deeper penetration into the criminal justice system.

Protective and Need Factors

The very existence of risk factors is extremely important as they determine the 'pathway' to delinquency or crime (Stanwick, 2001, p. 6). Hoge (2001, p. 50), distinguishes two risk factors being static and dynamic, the importance being that the dynamic risk factors constitute criminogenic need factors which, if changed, reduce the probability of a negative outcome associated with the risk factor.

Dynamic risk factors represent variables that are amenable to change such as, poor parenting practices, negative peer associations, lack of access to education and sports/recreation etc. While some of these conditions may not be easy to change they are subject to modification and become important from the point of view of intervention decisions (Hoge, 2001, p. 50). This is particularly important to policy-makers who seek to ameliorate or exacerbate factors that give rise to offending. In short, the risk of crime is alleviated by the creation of a community which is inclusive of the diversity of families and youth, and which provides meaningful social pathways for its members (O'Connor, 1998, p. 9).

Protective factors represent characteristics of the individual or their circumstances that mediate or buffer the effects of the risk factors (Hoge, 2001, p. 50). As stated by Stanwick (2001, p. 5), "a protective factor can be defined as a variable that decreases the probability of a negative outcome." These factors are associated with the concepts of resilience and desistance and are helpful in explaining why some children exposed to multiple risk factors do not engage in antisocial behaviours and why some who appear on a path toward serious criminal activity cease their antisocial actions (Hoge, 2001, p. 50).

Some of the protective factors that can lead to or promote resilience in children consist of good social skills, good temperament, problem solving abilities, family attachment, supportive parents, and strong family morals/religious beliefs. In addition to these factors, some of the key community/environmental protective factors consist of social networks involving competent and caring peers or elders, teachers, positive participation in school activities and participation in community activities such as church groups, sporting groups and a strong cultural identity (Stanwick, 2001, p 6).

COMMUNITY BASED POLICING

Since the formation of specialised police forces in the nineteenth century a key philosophical point has persisted in regards to the policy debate which surrounds the functions and powers of police. For example, a key question arising is whether the police should primarily operate in a reactive or proactive fashion and seek to prevent crime before it happens? One way to answer this may be related back to the risk, needs and protective factors identified that relate to the type of intervention that may be required for offending youth. In the same way as the medical profession has developed a preventative orientation which addresses the physical health of the community rather than a singular concentration on specific illnesses, so too have the new generation of police leaders embraced a similar approach to the social health of their communities, with professional police 'general practitioners working with communities to solve the underlying problems which give rise to crime and disorder (Lauer, 1995, p. 84).

Problem-Oriented Policing

A more recent contemporary approach to this question has seen the introduction of a 'problem-solving' or now more commonly known 'problem-oriented' approach towards the management and prevention of crime and disorder problems (Sarre, 1996, p. 33). In a narrow sense, it focuses directly on the substance of policing – on the problems that constitute the business of the police and how they resolve these problems. However, in its broadest context, problem-oriented policing is a comprehensive plan for improving policing in which the high priority attached to addressing substantive problems shapes the law enforcement agency, influencing all changes in personnel, organisation and procedures. Problem-oriented policing, therefore, not only pushes policing beyond current improvement efforts, it calls for a major change in the direction of those efforts (Goldstein, 1990, p. 32).

Parks (2000, p. 3) takes this issue a little further by stating that problem-solving advocates that police examine the underlying causes of recurring incidents of crime and disorder. He states that the whole framework is based on the understanding that police must move from the past preoccupation with form and process to a more direct concern with substantive problems. Thus, police must be encouraged to conduct an uninhibited search for the most effective response to problems, looking beyond just the criminal justice system to a wide range of alternatives.

In regards to the prevention of juvenile crime, developmental approaches which are directed at enhancing the opportunities of young people through encouraging their participation in activities which reflect their interests and needs can be seen as a problem solving or problem oriented approach to youth issues (White, 1998, p. 20). This approach generally tries to involve a more holistic approach to youth needs and issues, and thus incorporates multi-agency collaboration into its framework. This means that all agencies, including the police attempt to work in partnership to provide young people with positive options relating to work, leisure and education, with a central concern being to open up lines of communication between young people and the various parties (White, 1998, p. 20).

The key concept underlying problem-oriented policing is that rather than attack the symptoms of the problem, officers work with a number of people in the community and employ a variety of approaches to deal with the causes of the problem (Saville & Rossmo, 1995, p. 122). In short police officers work with the community in a way that seeks to turn police operations from a reactive to a proactive activity (Walsh, 1998, p. 19).

KEY RESEARCH QUESTIONS

So far the paper has provided an insight into the development of the juvenile justice system, issues surrounding juvenile crime, and some of the ways in which juvenile crime is currently being managed through the use of pre-court diversion. According to Wundersitz (1996, p. 146), tougher court sentencing or an increased likelihood of incarceration will not act as deterrents, but:

A broad-based community approach to the underlying social injustices which cause juvenile offending therefore needs to be developed in conjunction with more effective, more equitable, and more innovative ways of responding to illegal behaviour once it has occurred.

With one method of community based policing discussed, that of a problem-oriented approach toward policing combined with juvenile pre-court diversion, the issue of crime prevention and the management of juvenile crime raises the following questions:

How has the Northern Territory Police Force developed and implemented its Juvenile Pre-Court Diversion Scheme?

In regards to juvenile pre-court diversion, what community-based methods of policing are being used that take into account the risk factors and protective factors associated with juvenile crime and delinquency?

Taking into account problem-oriented policing, how do these approaches compare with other approaches currently being used to prevent and manage juvenile crime?

What are the implications for government and non-government agencies across the Northern Territory?

JUVENILE PRE-COURT DIVERSION – THE NORTHERN TERRITORY APPROACH

The Northern Territory Police Force has developed and implemented a Juvenile Pre-Court Diversion Scheme (the Scheme) in the Northern Territory that is providing a different approach to juvenile offending. In similar terms to the Human Rights 'best practice' principles for the diversion of juveniles (Human Rights HTML, 2001, p. 1), the Scheme allows police to divert young people from the formal criminal justice system by using a range of options which include verbal and written warnings, family or victim offender conferencing and referral to formal or informal community based programs (see Appendix 'A'). Unlike the current adversarial system which is based on punishment, the new process encourages dialogue and

responsibility for past behaviour, whilst focusing on future problem solving, victim reparation and offender recognition of harm and accountability. The needs of victims, parents/guardians and the community are all taken into account and now given much higher priority.

Background

On 10 April 2000, the Prime Minister and the Chief Minister of the Northern Territory issued a joint statement regarding the need to divert young people from the courts process of the criminal justice system (Prime Ministers HTML, 2000). Subsequently, legislative amendments were passed on 1 July 2000, raising the age of a juvenile from 16 to include young people who have not attained the age of 18 years.

A formal Agreement between the Northern Territory and the Commonwealth to give effect to the joint statement was signed on 27 July 2000. The Agreement contains a commitment by the Commonwealth to fund \$5M for the Scheme (and a joint funded Aboriginal Interpreter Service) each year for four years commencing 1 September 2000. A requirement of the Agreement is that the Northern Territory Police Force manage the Scheme and in doing so report to the Commonwealth on the performance of the Scheme at 6 monthly intervals. In addition to this, there is a requirement that a review be conducted of the progress of achieving the Agreement after 12 months and a further review of the Agreement 6 months prior to its expiration in 2004 (Attorney Generals HTML, 2000).

In accordance with the Agreement, police must offer diversion to all young people who commit solely a 'minor' property offence in circumstances where the value of the property involved does not exceed \$100. However, for serious offences police have the 'discretion' to offer diversion for more serious offences apart from 'excluded' offences (Attorney Generals HTML, 2000).

Development and Implementation of the Scheme

In response to the policy announcement made by the Prime Minister and the Chief Minister on 10 April 2000 regarding the need to divert young people away from the criminal justice system, the Northern Territory Police Force immediately responded by selecting Superintendent Graham Waite to develop and recommend policies and procedures to achieve this aim.

Development of the Scheme required intensive analysis of other diversion schemes operating around Australia and close consultation with the Commissioner of Police, however to assist with implementation, training courses, including course materials also had to be developed.

With juvenile pre-court diversion becoming a ‘new way’ of doing business for police it became imperative that the policies and training courses were designed to be detailed and informative to assist in developing an organisational culture which would be supportive of the Scheme (Waite, G. 2002, pers. comm., 22 June).

Although the Agreement between the Northern Territory and the Commonwealth officially took effect from 1 September 2000, the Northern Territory Commissioner of Police formally introduced the Scheme by way of an Interim Policy on 24 August 2000. To coincide with the commencement of the Scheme, the Commissioner of Police established a Juvenile Diversion Division headed by Superintendent Graham Waite, which incorporated two Juvenile Diversion Units (JDUs) - one in Darwin and the other in Alice Springs.

Approved staffing levels of the JDUs consist of 11 police officers and 5 civilian staff (see Table 1).

Table 1 – Staffing Levels of JDUs

Darwin	Alice Springs
Superintendent	Senior Sergeant
Senior Sergeant	Sergeant
Sergeant (2)	Constable (2)
Constable (2)	Program Project Officer
Police Auxiliary	Administrative Officer
Legal Officer	
Program Project Officer	
Administrative Officer	

The key responsibilities of the JDUs are to provide the necessary expertise and internal support to police officers throughout the Territory, particularly remote police stations. For external customers, this support includes adopting a partnership approach and working closely with communities in the development of programs that provide the most effective support to young people and the community. With a requirement being to report to the Commonwealth on the performance of the Scheme at six monthly intervals the Juvenile Diversion Units had to rapidly establish review and quality control mechanisms, including reporting and data control mechanisms which would be compatible with the Police Realtime Online Management Information System (PROMIS).

To assist with the delivery of internal training across the Territory 40 police officers and 2 civilian staff from various locations were identified through a selection process and trained as

juvenile diversion instructors. In addition to the dissemination of the Interim Policy, the instructors commenced introducing the Scheme to all other operational police officers through a one-day training course, which consisted of theory, policy and procedures, and scenario training. The logistical challenges presented by the development and initial delivery of the training was enormous and was further compounded due to a need to train a sufficient number of police officers to be able facilitate family and victim offender conferences at all stations across the Territory.

To achieve this part of the training a consultant (Director of Real Justice, Terry O'Connell) was selected and delivered the training at all major centres around the Territory. This particular training has provided police officers with the skills and knowledge to facilitate family or victim offender conferences using a restorative and reintegrative shaming approach to deal with offending behaviour (see Daly & Hayes, 2001; O'Connell, 1996; Braithwaite, 1989). Another important aspect of the training was the creation of opportunities for some of the major stakeholders, such as program providers and community representatives to become involved in the training. This allowed key stakeholders and police officers to learn together which not only assisted in demonstrating the advantages of conferencing but it also assisted with the development of increased confidence and respect for police and the Scheme.

To support the Scheme, amendments were made to the *Police Administration Act* and passed in the October 2000 Sittings of the Legislative Assembly. The amendments to the *Police Administration Act* created 'Division 2B – Diversion of Juvenile Offenders', Sections 120F to 120P provide police with the power to, instead of charging, divert a juvenile utilising one or more of the four levels of diversion created. In similar terms to the New South Wales legislation (see *Young Offenders Amendment (Records of Warnings) Regulation 1999, Schedule 1, Clause 15*) the Northern Territory legislation allows police to record the details of the diversion however, the legislation also provides police with the authority to produce a record of the diversion or any other diversion in court, if the juvenile is found guilty of an offence (see Appendix 'B').

On 15 March 2001, the Interim Policy was replaced with the introduction of a Police General Order, which provides comprehensive guidelines and instructions to all police officers on how to utilise and manage the Scheme, with the support of the JDUs, across the Territory. The General Order also details a list of 'excluded' offences, which are offences of a very serious nature, which cannot be the subject of diversion. Some examples of the excluded offences include murder, sexual assault, trafficking in dangerous drugs and drink driving.

As the Scheme is still in its infancy stages and constantly evolving the JDUs have continued to closely monitor all aspects of its implementation which has required the development and implementation of a number of supporting policies for all police officers and internal guidelines for JDU staff. These documents consist of ‘Guidelines for the Development of Community Based Programs’, ‘Guidelines for the Administering of Warnings, Formal Cautions/Family Conferences and Victim Offender Conferences using Restorative (and Shaming) Techniques’ and comprehensive guidelines and forms to be used for recording all diversion activity on PROMIS.

THE FIRST TWELVE MONTHS

The diversion process in the first twelve months of operation has been promising not only in relation to the operation of the Scheme itself and the development of community support, but also regarding the performance by police officers, including senior management across the Territory in respect of their willingness to embrace the aim and the principles of the Scheme and to treat young offenders in a ‘new way’. Accountability, such as the requirement to report to the Commonwealth at 6 monthly intervals and conduct a review after 12 months on the performance of the Scheme has greatly assisted the JDUs to regularly assess and develop a continuous improvement philosophy (see Human Rights HTML, 2001, p. 3).

Apprehensions

During the first twelve months of the Scheme a total of 1548 apprehension cases were dealt with by the Northern Territory Police Force. Of these, 1215 were offered diversion, which equates to 78% of all juvenile cases being offered diversion. Of all young people apprehended, 1186 (77%) received diversion with only 29 of those offered declining to participate in the Scheme (see Table 2).

Table 2 – Summary of Apprehension Statistics 25/08/00 to 31/08/01

Apprehensions	Number	%
Total Apprehension Cases ¹	1548	
Offered Diversion	1215	78%
Participated in Diversion	1186	77%
Diversion Declined by Juvenile/Parent	29	
Failed Diversion	14	1%
Diversion Denied by Police	333	22%

¹ One apprehension case may involve the apprehension of a juvenile on several occasions over a short period of time and may involve several charges for each apprehension, eg. a juvenile may have been apprehended on three occasions in a one month period and on each occasion the apprehension may have involved three potential charges such as Unlawful Entry, Stealing and Criminal Damage.

Police denied diversion to 333 (22%) young persons for serious offences because the offence was an excluded offence, the offence/circumstances were too serious or the impact upon the victim was such that diversion was not appropriate. Only 14 young persons from the 1186 who participated in diversion failed to complete their diversion.

Serious Offences – Police Discretion

Of the 1548 apprehension cases, 77% were for 'serious' offences not being excluded or minor property offences. Diversion for these types of offences is at the discretion of police however, in keeping with the international standards outlined by the Human Rights and Equal Opportunity Commission (see Human Rights HTML, 2000), 78% of these apprehensions were offered diversion with only 26 declining the opportunity. Due to the seriousness of the offence, previous failures to comply with diversion arrangements or the impact upon the victim, 271 apprehensions involving young persons were denied the opportunity by police to participate in the diversion process and were referred to court.

Minor Offences

During the first twelve months, 290 (18% of total) apprehension cases were recorded for the sole commission of 'minor' property (value of property not exceeding \$100) offences. All young people who committed only a 'minor' property offence were, in accordance with the Commonwealth Agreement, offered diversion with only three declining to participate.

Excluded Offences

Of the total 1548 apprehension cases, 62 (4%) were for 'excluded' offences. These offences included armed robbery, dangerous act, and other serious offences such as sexual/aggravated assault and drug trafficking. As such, in each of these cases the young person was not considered for diversion.

Verbal and Written Warnings

The introduction of the Scheme saw a large number of young persons identified to receive verbal and written warnings. In total, 491 young persons have been given verbal warnings while 330 have received written warnings, which were served on a parent/guardian (see Table 3). The majority of young people who received verbal and written warnings, involved circumstances where it was a first time very minor or trivial offence committed by the young person.

Table 3 – Summary of Diversion Statistics 25/08/00 to 31/08/01

Diversion Types	Number	%
Verbal Warnings	491	41%
Written Warnings	330	28%
Formal Caution/Family Conference	298	25%
Victim Offender Conference	67	6%

Conferences

A total of 298 apprehensions which involved young people were resolved with the use of a formal caution/family conference while 67 were resolved using a victim offender conference (see Table 3). Apart from some of the conferences conducted during the early stages of the Scheme the majority were facilitated by a trained police officer. These conferences, particularly victim offender conferences are regarded as the cornerstone of diversion particularly where the offences are more serious or the young person's personal circumstances are more complex.

Using the restorative and reintegrative shaming approach has provided opportunities for the young person to be exposed to the hurt and harm they have caused and to gain a realistic appreciation of the impact of their behaviour upon others. Each conference which is facilitated by a police officer involves the young person, his or her supporters (often a parent or guardian), the victim (if willing to participate) and his or her supporters. The conference allows discussion about the offence, the impact it has had on the victim, the young persons parents and any other affected parties. As an outcome of the conference, discussion moves to how the harm or the damage will be repaired which has resulted in many cases having conditions or referral to a program being agreed to (see Appendix 'C').

Conditions

Of the 695 young persons who completed written warnings, formal cautions or conferences, 232 had, in addition to the diversion, conditions imposed upon them. These conditions included verbal and written apologies, restitution, restoration of damage, work for the victim and imposition of family agreed consequences. All of these conditions were monitored by the police officer that imposed the conditions, and the relevant Juvenile Diversion Unit.

Programs

During the first twelve months of the Scheme, 79 young people were referred to community based programs comprising 35 to registered programs and 44 to informal programs. Of the 66 young persons who have completed a program, eight did not successfully complete the

requirements and were referred to court. Program referrals were generally for the more serious cases and generally originated from formal cautions/family conferences or victim offender conferences. Inclusive of these referrals, 365 young persons had 'personal' or tailored programs developed or included as part of their diversion (see Table 4).

Table 4 – Summary of Program Statistics 25/08/00 to 31/08/01

Programs	Number
Personal Programs	365
Referrals to Registered Programs	35
Referrals to Non-Registered Programs	44

In many cases the JDUs found that personal programs have been more onerous for young people to complete. For example, they require greater commitment from the juvenile than referral to a registered program as they may involve attendance at a victim offender conference and include a commitment to observing agreed conditions such as a written and verbal apology to the victim, school attendance and restitution of damage.

An informal program may involve the referral of a young person to a non-registered program such as a one-off project, after school activities or work for the victim whereas a registered program involves the referral of a young person to a registered service provider, eg. counselling, substance abuse or education program.

No matter what the program or conditions imposed upon the young persons, police officers have attempted, in consultation with families, to design interventions which are likely to have an impact on the young person and prevent reoffending by minimising or eliminating the risk factors associated with these types of behaviour (see O'Connor, 1998; Stanwick, 2001; Gottfredson & Polakowski, 1995; Hoge, 2001). To date this approach has been quite successful and has resulted in a low rate of reoffending especially where a conference and referral to a program has taken place (Waite, G. 2002, pers. comm., 22 June; also see Appendix 'C').

Training

It has clearly been recognised by the Northern Territory Police Force that to maintain a high level of commitment to a Scheme considered to be 'best practice' the delivery of training and provision of regular feedback to all police officers has been imperative. Since the commencement of the Scheme, approximately 492 operational police officers and 33

Aboriginal Community Police Officers (ACPOs) have received formal classroom training in diversion procedures (see Table 5).

Table 5 – Summary of Training Statistics 25/08/00 to 31/08/01

Course Name	Student Type	Number
General Diversion	Police	492
	Aboriginal Community Police Officer	33
	Police – Presenter / Instructor	40
	Police Civilian Staff – Presenter/Instructor	2
Conference Facilitator	Police	177
	Aboriginal Community Police Officer	3
	Police - Instructor	17
	Police Civilian Staff	5
	Non – Police	33

As previously mentioned, 40 police and 2 civilian staff were trained as instructors in general diversion while recently a further 17 police were trained to instruct other members in conference facilitation. To assist in meeting international standards outlined by the Human Rights and Equal Opportunity Commission (2001, p. 2), 177 police officers, 4 police civilian staff and 33 non-police have been trained in family and victim offender conference facilitation. In addition to formal training, all police officers have received significant advice and instructions in diversion via Police Gazette, General Orders, instructional documents, electronic copy and presentations or briefings.

Community Consultation

An important aspect of the Scheme has been community involvement. The JDUs have clearly recognised that for police to enjoy the confidence, trust, cooperation and active support for the Scheme, community involvement and support is essential (Australasian Police Minister's Council, 1999, p. 3). To date, in excess of 170 agencies, organisations, service providers and community councils have been consulted or briefed on community program development. In consideration of some of the findings of the National Inquiry into the Separation of Aboriginal and Torres Strait Islander Children from Their Families (NISATSIC) in 1997 (see Cunneen, 1998, p. 46), one of the factors which has contributed to the success of the Scheme so far has been the contributions made by Indigenous communities regarding program development and the flexibility regarding the conduct of conferences.

In addition to the above, more than 700 community members have been briefed on the Scheme by personal presentations and meetings conducted by the JDUs. The conduct of many media interviews and the distribution of information documents to the general public have supported these meetings and presentations. Community consultation is ongoing with OICs of all Police Stations and JDUs giving priority to community consultation regarding the development of suitable programs and community involvement in diversion actions.

Satisfaction Levels with the Scheme

To coincide with the completion of the first twelve months and to assist with a review of the Agreement, a consultant (Menzius School of Health Research) was employed to determine the satisfaction levels of persons involved in the diversion process. According to Superintendent Graham Waite (2002, pers. comm., 22 June) the results obtained regarding fairness and satisfaction levels were similar to those obtained in other surveys (see Daly & Hayes, 2001, p. 4) however in regards to programs the satisfaction levels found amongst all participants was even higher. From personal experience, the concept of victim offender conferences has been well received by Aboriginals in remote areas, with some tribal elders stating that they were happy with "the new white fella way" of dealing with young offenders because it was the "old Aboriginal way".

A PROBLEM-ORIENTED APPROACH TO YOUTH OFFENDING

At present, diversionary programs in Australia tend to be limited to either police cautioning or conferencing and although family and victim offender conferencing has provided a problem oriented approach to youth offending (see Lauer, 1995, p.85) the JDUs have actively sought to identify and where necessary establish programs which provide a holistic approach to youth needs and issues by using a multi agency approach. In doing so, a number of programs have been established or found to already be available for offending youth however in an effort to prevent crime, a recent approach to youth offending has seen the establishment of a Community Youth Support Unit and a Case Management / Mentoring approach for not only offending youth but for all youth at risk.

Program Development

Since commencement of the Scheme the aim has been to provide programs that will alleviate youth boredom, give a sense of purpose and to develop life skills that will not only prevent re-offending but will also assist youth in becoming responsible community members. The types of programs recommended by the JDUs are those which are able to provide a range of interventions such as education, sport, recreation, job training, life skills, counselling, mentoring, substance abuse, adventure, employment and community service activities. In

addition to this, to keep young people interested the programs need to be flexible, continually developing or changing, challenging and adaptable to suit both individual and community needs. Most importantly, they need to be relevant to each community and supported by leaders and elders at that particular location.

In the urban centres of Darwin and Alice Springs, a large number of programs are available from established service providers. At present, there are 94 programs registered throughout the Territory with 23 of these being in remote Aboriginal communities. The greatest challenge for police in terms of the development of programs has been found to lie in the remote communities and as such the development in these areas has required a two-stage process. The first stage has involved the development of community service (reparation) programs and the second stage involves the development of more holistic programs with a range of program interventions, (particularly those that enhance life skills) to meet the needs of all youth at risk. Many rural communities are being encouraged to develop Community Youth Support (or Development) Units.

Community Youth Support Units

Early in the development of the Scheme, the JDUs identified Wadeye as a priority community for the establishment of a program that would significantly impact upon the behaviour of youth in the community. Wadeye's population is around 2500 with approximately 1700 of those being under the age of 25 years. The community experiences significant socio-economic disadvantage, for example, poor housing, unemployment and health problems have all contributed in some ways to high levels of anti-social behaviour, offending and the subsequent imprisonment of youth.

In December 2000, police officers from the JDU in Darwin took the initiative and commenced consulting with the community about new approaches to the many problems the community was experiencing with its youth. To assist in meeting the recommendations handed down by the Royal Commission into Aboriginal Deaths in Custody (see Human Rights HTML, 2001, p. 5) the concept of a Community Youth Support Management Group (CYSMG) and a Community Youth Support Unit (CYSU) consisting of local participation, was developed by the JDUs and presented to the community over a number of meetings. The community enthusiastically received this concept however, the community also expressed that it did not know how to go about its development and further requested assistance from police in the development of a funding proposal and further ongoing assistance in the development of the program and its maintenance.

Subsequently, a strong partnership has been developed between police and the community in this innovative approach to youth issues. In a strong display of leadership, police have provided significant assistance with the development of the funding proposal, the formation of the CYSMG and the CYSU, the development of a business and operational plan, community education, training, recruitment of staff and the day to day management of the CYSU (see Appendix 'D'). As a result of the consultation a formal Agreement between the community and the NT Police was signed on 31 August 2001 committing funding for a period of 3 years.

The CYSMG is independent of any particular authority in the community including the Council. It comprises senior representatives from government and non-government organisations who live in the community and who can make immediate and effective decisions in respect of youth and other crime prevention issues. These representatives include Traditional Elders, OIC Police, Principals of Education establishments, Manager Health Clinic, Manager Corrections and the Council Clerk who are all now working in partnership to provide range of options available for all youth to not only prevent reoffending but to prevent young people from becoming involved in crime (see White, 1998, p. 20; Australasian Police Minister's Council, 1999, p. 4).

The CYSU is formed under the CYSMG to deliver services to youth in the community and has responsibility for the development of a range of interventions that will provide a holistic approach to youth issues. This approach includes attending to the protective factors such as taking into account education, sport, recreation, health, welfare and behavioural issues which over the longer term may assist in developing resilience amongst the young people (see Stanwick, 2001, p. 6). The CYSU plays a significant role in the prevention of crime with the responsibility for the formation and delivery of plans in respect of all juveniles in the community identified 'at risk' in addition to providing a coordinated and planned approach to all activities and services involving juveniles.

In respect of offending juveniles who are dealt with by police by way of family or victim offender conference, members of the CYSU attend the conference, make assessments and case manage the juvenile in respect of any agreed outcomes. Keeping in mind what most successful programs should incorporate (see Buttrum, 1998, p. 67) the CYSU regularly meet with the families of young people and develop individual plans for those youth and their families, especially in regards to developing lifeskills, and providing assistance with education, sports and recreation. Feedback is provided to the families in respect of the progress of their child and wherever possible the family and traditional Elders are encouraged to become involved in youth activities.

Case Management and Mentoring Services

Contracts have recently been signed between police and service providers for the provision of case management and mentoring services for the next two and a half years in the communities of Darwin, Katherine and Alice Springs. The contracts were awarded to YWCA Darwin, YMCA Katherine and Relationships Australia in Alice Springs. In partnership with the police the service providers have been engaged with the objective of alleviating the work that has previously been carried out by police alone in these centres in the diversion of juveniles from the formal justice system. In particular, the work associated with the assessment of juveniles, pre-conference arrangements including interviews and the monitoring of juveniles on programs.

The contracts also recognise that families and friends often do not support these juveniles and as a consequence they may need someone whom they can communicate with about their problems and get further advice and assistance with personal issues. Each of the service providers provide a mentoring service for juveniles who are referred by police which is available in each location between 0900 hours and midnight seven days a week via a toll free number.

Under the terms of the contracts the service providers attend all police facilitated family conferences and victim offender conferences and case manage and mentor juveniles who are referred to programs as outcomes of these conferences. The service providers also carry out assessments of juveniles prior to the conferences and liaise with police to determine options for behavioural change in juveniles including appropriate programs. They also provide reports on the outcomes with juveniles and if difficulties arise with the juvenile during the program contact is made with police to enable further assessment and options to be considered. The concept is based on a close and transparent partnership between police and the case management service providers in influencing behavioural change with juveniles.

In similar terms to the CYSU concept, staff from the service provider's work closely with families and traditional Elders in developing case management plans for young people. The programs delivered by the service providers are also made available for all youth rather than those who have come into contact with police. In Katherine the YMCA, in consultation with police, has already formed a multi agency committee that consists of representatives from a number of government and non-government organisations to assist with the development of the service and to oversee the implementation of a number of various strategies which includes program development to assist with the reduction of youth related crime.

CONCLUSION

Traditional theories of punishment and justice within which the criminal justice system deals with young people are no longer effective, especially in cases where there are underlying social and personal problems impacting on young people. In searching for more effective responses to these issues, police leaders have had to rethink their approach and in doing so, have introduced a range of alternatives such as cautioning and conferencing as a diversion from the criminal justice system.

Many Australian jurisdictions, including the Northern Territory have now introduced family and victim offender conferencing and its underpinning notions of restorative justice and reintegrative shaming as a promising way forward however despite their ability to prevent further offending the approach is primarily seen as being reactive rather than proactive. As such, their ability to bring about a reduction in crime is limited. To assist in addressing these issues the Northern Territory Police Force has recently developed and implemented a Scheme, which has taken a new approach to the management and prevention of juvenile crime that has included extensive training for police officers, the development of programs, community consultation, legislative support and the administration of the Scheme by police.

Although the aim of the Scheme is to divert juveniles away from the formal justice system, police have acknowledged that crimes committed by young people are linked to a range of underlying and deep-seated social and structural inequalities, such as high unemployment, poor or over crowded housing, little access to sports and recreation and poverty. In recognition of these risk factors police have taken a leading role in the community and have introduced, in combination with pre-court diversion, a problem-oriented approach that involves early intervention and a more holistic approach to meeting the needs of all youth, not just for those coming into contact with police. In many ways, the Scheme provides for a return to traditional methods of policing in which police interact on a more personal level with families and in partnership with other organisations, focusing on ways to deal with the causes of crime and hopefully prevent offending behaviour.

Whilst the results achieved in the Territory so far are extremely promising, police must continue to provide leadership to the communities, proactively manage the environment in which policing occurs and continue to take an innovative and problem-oriented approach toward crime prevention. A strong commitment by police to juvenile pre-court diversion and the development of programs, such as Community Youth Support Units in rural communities will greatly enhance opportunities for young people at these locations to attain a sense of purpose and well-being. The behaviour of youth in these communities is a complex issue

requiring the commitment and coordinated efforts of all government and non-government agencies and importantly, communities themselves. No one agency can be expected to deliver all of the services required to influence the full range of risk and protective factors associated with youth crime. Accordingly, extensive consultation is continuing across the Northern Territory between police, community organisations, indigenous leaders, government and non-government agencies to develop partnerships and establish suitable programs that will assist in preventing youth crime.

BIBLIOGRAPHY

Attorney General's HTML: *Joint News Release* (on line). (2000). (http://www.ag.gov.au/aghome/agnews/2000newsag/joint7_00.htm) [accessed 22 June 2002].

Australasian Police Ministers' Council (1999) *Directions in Australasian Policing July 1999-June 2002*, APMC.

Braithwaite, J. (1989) *Crime, Shame and Reintegration*, Cambridge Press.

Braithwaite, J. (1994) *Thinking Harder About Democratising Social Control*, in Alder, C and Wundersitz, J. (eds) *Family Conferencing and Juvenile Justice: The Way Forward or Misplaced Optimism*, Australian Institute of Criminology, Canberra, A.C.T.

Buttrum, K. (1998) *Juvenile Justice: What Works and What Doesn't*, in Alder, C. (ed) *Juvenile Crime and Juvenile Justice*, Australian Institute of Criminology Research and Public Policy series, No. 14.

Chappell, D. and Wilson, P. (1996) *Australian Policing: Contemporary Issues*, Second Edition, Butterworths, Sydney.

Cunneen, C. (1998) *The New Stolen Generations*, in Alder, C. (ed) *Juvenile Crime and Juvenile Justice*, Australian Institute of Criminology Research and Public Policy series, No. 14.

Daly, K. and Hayes, H. (2001) *Restorative Justice and Conferencing in Australia*, Trends & Issues in Crime and Criminal Justice, Paper No. 186, February 2001.

Eck, J.E. and Spelman, W. (1987), *Problem Solving: Problem Oriented Policing*, in Newport News, U.S. Department of Justice, Washington, D.C. pp. ix, xv-xxv.

Goldstein, H. (1990) *Problem-Oriented Policing: The Basic Elements*, in Problem-Oriented Policing, McGraw-Hill, New York, pp. 32-49.

Gottfredson, M. and Polakowski (1995) *Determinants and Prevention of Criminal Behaviour*, in Brewer, N. and Wilson, C. (eds.) *Psychology and Policing*, Lawrence Erlbaum Associates, Hillsdale, New Jersey.

Hazlehurst, K.M. (1995) (ed) *Perceptions of Justice*, Avebury Ashgate Publishing Limited, Aldershot, England.

Heslop, J. (1989) *Diverting Young Offenders from the Formal Justice System*, in Vernon, J. and McKillop, S. (eds) *Preventing Juvenile Crime*, Australian Institute of Criminology, Canberra, A.C.T.

Hoge, R.D. (2001) *The Juvenile Offender: Theory Research and Applications*, Kluwer Academic Publishers, Boston, U.S.A.

Howard, J. (2000) *Prime Minister Media Release: Joint Statement* (on line) (http://www.pm.gov.au/news/media_releases/2000/jointstatement1004.htm) [accessed 17 June 2002].

Human Rights and Equal Opportunity Commission HTML: *Human Rights Brief 5 – Best practice principles for the diversion of juvenile offenders* (on line). (2001). (http://www.hreoc.gov.au/human_rights/briefs/practitioners_brief5.html) [accessed 25 November 2001].

Human Rights and Equal Opportunity Commission HTML: *Human Rights Brief 2 – Sentencing Juvenile Offenders* (on line). (2002). (http://www.hreoc.gov.au/human_rights/briefs/brief2.html) [accessed 2 April 2002].

James, S. (1994) *Contemporary Programs with Young People: Beyond Traditional law Enforcement?*, in White, R. and Alder, C. (eds) *The Police and Young People in Australia*, Cambridge University Press, U.K.

Juvenile Diversion Division (2000) *Scheme Overview*, (on line) (<http://www.nt.gov.au/pfes/police/units/jdu/scheme.htm>)

Lauer, T. (1995) *Nurturing Innovative Patrol Strategies: Environment and Leadership Implications*, in Palmer, M. and Etter, B. (eds.) *Police Leadership in Australasia*, The Federation Press, Sydney, N.S.W.

Lewis, A. and O'Regan, C (1992) *Police Cautioning – Effective Diversion or Expedience?* In Atkinson, L. and Gerull, S. (eds) *National Conference on Juvenile Justice*, Australian Institute of Criminology, Canberra, A.C.T.

Miers, D. (2001) *An International Review of Restorative Justice*, Crime Reduction Research Series Paper 10, Home Office, London.

Moore, D.B. and O'Connell, T.A. (1994) *Family Conferencing in Wagga Wagga: A Communitarian Model of Justice*, in Alder, C and Wundersitz, J. (eds) *Family Conferencing and Juvenile Justice: The Way Forward or Misplaced Optimism*, Australian Institute of Criminology, Canberra, A.C.T.

National Crime Prevention (1999a) *Pathways to Prevention: Developmental and Early Intervention Approaches to Crime*, Summary Volume, Canberra: Attorney-General's Department.

Northern Territory Police Force (NTPF) (2001), *General Order J1 – Juvenile Pre-Court Diversion Scheme*, Northern Territory Government Printer.

O'Connell, T. (1996) *Restorative Warnings, Cautions and Community Conferences*, Report and Paper To Thames Valley Police, unpublished.

O'Connell, T., Wachtel, B and Wachtel, T. (1999) *Conferencing Handbook: The New Real Justice*© Training Manual, Piper's Press, PA USA.

O'Connor, I. (1998) *Models of Juvenile Justice*, in Alder, C. (ed) *Juvenile Crime and Juvenile Justice*, Australian Institute of criminology Research and Public Policy series, No. 14.

Parks, Dr. W. (on line) (2000) *Community Policing a Foundation for Restorative Justice*, (http://www.realjustice.org/Pages/t2000papers/t2000_wparks.html) [accessed 25/01/2001]

Police Administration Act, as in force at 11 December 2001, Northern Territory Government Printer.

Polk, K. (1994) *Family Conferencing: Theoretical and Evaluative Questions*, in Alder, C and Wundersitz, J. (eds) *Family Conferencing and Juvenile Justice: The Way Forward or Misplaced Optimism*, Australian Institute of Criminology, Canberra, A.C.T.

Report from the Prime Minister's Youth Pathways Action Plan Taskforce, (on line). (2001). (<http://www.youthpathways.gov.au/default.htm>) [accessed 6 April 2002].

Sandor, D. (1994) *The Thickening Blue Wedge in Juvenile Justice*, in Alder, C and Wundersitz, J. (eds) *Family Conferencing and Juvenile Justice: The Way Forward or Misplaced Optimism*, Australian Institute of Criminology, Canberra, A.C.T.

Sarre, R. (1996) *The State of Community Based Policing in Australia: Some Emerging Themes*, in Chappell, D. and Wilson, P. (eds) *Australian Policing: Contemporary Issues*, Second Edition, Butterworths, Sydney.

Sarre, R. (1999) *Destructuring and Criminal Justice Reforms: Rescuing Diversionary Ideas from the Waste-paper Basket*, *Current Issues in Criminal Justice*, Volume 10, Number 3, pp. 260-272.

Saville, G. and Rossmo, D.K. (1995) *Striking a Balance: Lessons from Problem-Oriented Policing in British Columbia*, in Hazlehurst, K.M. (ed) *Perceptions of Justice*, Avebury Ashgate Publishing Limited, England.

Stanwick, J. (2001) *Early Childhood Crime Prevention – Implications for Policing: A Critical Issues in Policing Paper*, Australian centre for Policing Research, Payneham, South Australia.

Trimboli, L. (2000) *An Evaluation of the NSW Youth Justice Conferencing Scheme*, New South Wales Bureau of Crime Statistics and Research, Sydney.

Walsh, W.F. (1998) *Policing at the Crossroads: Changing Directions for the New Millennium*, *International Journal of Police Science and Management*. 1(1), pp. 17-25.

Warner, K. (1994) *The Legal Framework of Juvenile Justice*, in White, R. and Alder, C. (eds) *The Police and Young People in Australia*, Cambridge University Press, U.K.

White, R. (1998) *Public Space and Youth Crime Prevention*, in Alder, C. (ed) *Juvenile crime and Juvenile Justice*, Australian Institute of criminology Research and Public Policy series, No. 14.

Wooten, H. (1995) *Policy Issues in Policing Aboriginal People*, in Etter, B. and Palmer, M. (eds) *Police Leadership in Australia*, The Federation Press, NSW, Australia.

Wundersitz, J. (1996) *Juvenile Justice*, in Hazlehurst, K. (ed) *Crime and Justice: An Australian Textbook in Criminology*, LBC Information Services, N.S.W.

APPENDIX 'A'



NORTHERN TERRITORY POLICE

JUVENILE PRE-COURT DIVERSION SCHEME

OVERVIEW

On 10 April 2000, the Prime Minister and the Chief Minister of the Northern Territory issued a joint statement regarding efforts to divert juveniles from the Courts process of the criminal justice system. On 1 July 2000 the age of a juvenile was raised to include 17 year olds. The formal Agreement between the Northern Territory and the Commonwealth to give effect to the joint statement was signed on 27 July 2000. The Agreement contains a commitment by the Commonwealth to fund the Juvenile Pre-Court Diversion Scheme (and a joint funded Aboriginal Interpreter Service) each year for four years commencing 1 September 2000. The Agreement specifies that the Northern Territory Police Force is to manage the scheme.

Well before the Agreement was signed, the Territory was preparing the infrastructure and planning for the introduction of the scheme. The scheme commenced with the Commissioner of Police issuing an Interim Policy Statement by Gazette on 24 August 2000. A Juvenile Diversion Division has been established and two Juvenile Diversion Units have been staffed in Darwin and Alice Springs. Since then draft legislation was prepared and passed in the October 2000 Sittings of the Legislative Assembly. The amendments to the Police Administration Act created a set of four level diversions for juveniles in the pre-Court process giving legal effect to the Agreement with the Commonwealth.

Aim & Principles

The aim of the scheme is to divert juveniles away from the formal justice system and the courts. Use of the courts will be appropriate only when offences committed are of a more serious nature or other options have been tried and failed to prevent re-offending.

The principles of the scheme are to treat young people fairly, take fully into account the views of victims, reduce youth crime, support and involve victims, encourage parental responsibility, foster closer police and community interaction and foster positive social change.

In support of these principles, legislative amendments have been implemented to include a person who has not attained the age of eighteen years.

Juvenile Pre-Court Diversion Scheme Overview

The diversion scheme provides for different levels of response to juvenile offending; verbal and written warnings, formal cautions, family or victim/offender conferencing, formal

community based programs, including alcohol, drug and substance abuse programs and prosecution.

Juveniles will not be able to use the diversion process to continue to re-offend and avoid punishment or responsibility for their actions. Repeat offenders who consent to diversion will receive more formal and more appropriate forms of diversion to further educate the juvenile and encourage change. In circumstances where the juvenile refuses to undertake diversion or the parent/guardian refuses to allow the juvenile to undertake diversion, or the juvenile fails to comply with diversion arrangements, he/she may be referred for prosecution.

An important element of the scheme is to take the needs of the victim into account in the diversion process. The impact on the victim is given a high priority in all decisions regarding diversion. Victims will be consulted about whether a diversion is appropriate and the views of the victim will be taken into account in respect of the type of diversion that the juvenile is to undertake. Victim/Offender conferences will be encouraged wherever possible.

The scheme also recognises that victims and parents/guardians have an important role to play in the effective diversion of juveniles and the prevention of re-offending. Parents/guardians are encouraged to take responsibility for the actions of their child under the scheme. In particular, family or victim/offender conferencing and family involvement in any part of the process is viewed as an important part of the scheme.

The scheme incorporates widespread consultation with relevant stakeholders within the community, particularly Aboriginal people. The scheme encourages groups and organisations to develop suitable programs for juveniles at risk.

Verbal Warnings

A verbal warning is appropriate where the offence is of a trivial or very minor nature and it is a first time offence committed by the juvenile. For example, it may be appropriate to deal with a first time street offence by use of a verbal warning. There is no bar to additional verbal warnings being given to the juvenile if in consideration of the circumstances, it would be appropriate to give a further verbal warning. Wherever practicable, a parent/guardian of the juvenile will be informed that a verbal warning was given to their child, unless the matter is of a very trivial nature or the parents cannot be easily located.

Written Warnings

A written warning is appropriate where the offence is of a trivial or minor nature but the juvenile is at greater risk because of his/her behaviour and a higher level of intervention is necessary, eg. a previous verbal warning has been given for an offence or it is clear that parental guidance and responsibility is lacking.

The written warning will be given to the parents or responsible adult in the presence of the juvenile to inform them of the behaviour of the juvenile and to further encourage parental responsibility.

Formal Cautions / Family Conferences

The Formal Caution / Family Conference can be given in circumstances where there are more serious circumstances involved including circumstances where verbal or written warnings have previously proven to be ineffective. They may also be effective in some circumstances for first time offenders where a more formal intervention at an early stage would achieve effective results.

The formal caution / family conference can be carried out by a Commissioned Officer of Police, OIC of a Police Station, a respected person in the juvenile's community such as an Aboriginal elder or a religious leader or other suitable person. In effect, whoever is more likely to have an effective impact upon the juvenile's behaviour, and where necessary, the responsible behaviour of the parents/guardians. In respect of Aboriginals or juveniles of ethnic origin, the juvenile will be dealt with in a manner that is culturally and religiously appropriate.

Conditions

Police are able to apply conditions, in consultation with the parent or guardian in addition to the formal caution or diversion conference or programs.

These conditions may include but are not limited to:

- a) Work for the victim
- b) Restoration of damage
- c) An apology to the victim – written or verbal
- d) Restitution (whole or in part)
- e) To agree not to associate with certain peers
- f) To dispose of certain possessions
- g) Imposition of a curfew
- h) Imposition of family agreed conditions.

Diversionsary Conferencing

Diversionsary conferencing is viewed as an effective form of diversion and can underpin or be combined with any of the other types of formal diversion for greater effect. Conferences can be conducted independently with the juvenile and parents/guardians or with the juvenile, parent/guardian and victim of the offence. Essentially the conference is intended to be relatively informal where the offender and his/her family are brought together with the victim, the victim's supporters and any other relevant parties to discuss the offending and to negotiate appropriate responses.

The conferencing process allows for flexibility, particularly in relation to allowing for the process to be adapted to different cultural practices. In consultation with police, families can choose their own procedures and the time and place of the meeting, and the creation of outcomes which reflect appropriate cultural responses.

This type of diversion should assist in the offender recognising the wrong of their actions not just the material harm that may have been caused.

They must make amends in some form for the victim's loss and the victim should feel that their rights have been respected in the process. The offender should take responsibility for his/her actions for this form of diversion to be effective.

Every person involved in the conference should agree on the outcomes which need to be followed up to ensure that they were dealt with in a time-frame that is appropriate to the juvenile's sense of time.

It is not imperative that the victim has to attend the conference but should be given the opportunity, eg. the victim may be a corporate body and no individual wishes to attend.

Effective results in these circumstances may be obtained by the facilitating of a conference where the juvenile, his/her family, police and counsellors discuss the matter and agree on outcomes.

Community Based Programs

The development of programs will be encouraged in communities throughout the Northern Territory. Programs will include programs provided to police by an agent and, where appropriate, some of the post-court programs for juveniles utilised by the Northern Territory Correctional Services. Any such program will not be considered where it may involve contact with adult offenders. Programs are to be flexible and take into account any appropriate cultural, religious or community requirements. It is recognised that a program suitable for one community may not necessarily be appropriate in another community.

Programs will need the support of the community and should be developed not only to suit the needs of the juvenile but they should be the type of program that the community and parents will view in a positive manner. They should be viewed as being suitable for juveniles regardless of whether they are offenders, e.g. providing life skills, character development or social development. Programs associated with assistance to the elderly/infirm, sporting group involvement, community projects, job/skills training, lifestyle skills (e.g. typing, cooking), life skills (e.g. conflict resolution, anger management), leadership, drug/alcohol/substance abuse education, culture or education development are the types of programs that will be favoured.

Programs will be reviewed by the police on a regular basis as to their effectiveness and, where necessary, recommendations will be made in respect of their performance enhancement. OIC's of police stations and Juvenile Diversion Units will not be required to supervise programs however they will be required to monitor the effectiveness of the programs. If necessary, referrals to the program will be discontinued if it is not effective or the service provider is not fulfilling its obligations.

All programs will be subjected to assessment by the police before certification however, it is recognised that there needs to be flexibility in the process to allow for the quick development, accreditation and facilitation of programs without bureaucratic holdups, e.g. a program may be approved by telephone or via computer facilities if necessary. The emphasis is on working with existing organisations or local community groups where possible with the flexibility to develop new programs quickly in consultation with the community.

Drug, Alcohol or Substance Abuse Programs

A Juvenile Diversion Unit may, in consultation with a Territory Health Services (THS) coordinator or other service provider, refer a juvenile to a program or counselling in circumstances where the juvenile has a drug, alcohol or substance abuse problem and, in the best interests of the juvenile and the community, such a program or counselling should be undertaken. Programs may also include treatment for 'petrol sniffing'. Any such programs will not be considered where it may involve contact with adult offenders or is not culturally or religiously appropriate. A juvenile may, and should where appropriate, receive other forms of diversion in conjunction with a drug, alcohol or substance abuse program.

Summary

The needs of the parents/guardians, victims and the community will be taken into account however, this approach is to be appropriately balanced with the needs of the juvenile. In many situations the juvenile may lack self-esteem, life skills, and a sense of purpose and face other difficulties that prevent them from being responsible members of the community. Police

will be objective in their reasoning and apply a compassionate but a no-nonsense approach to the diversion process.

Diversion is not a “let off” for juveniles however it is recognised that as a part of growing up many juveniles will make mistakes and should be given opportunities to correct their behaviour without resorting to the formal justice system as an early option. It is also recognised that many juveniles will not be suitable for diversion and many diversion attempts will be unsuccessful in preventing re-offending. However, in keeping with the principles and intent of the scheme, juveniles will be afforded pre-court opportunities to change their behaviour dependent on the seriousness and circumstances of the offence.

Police are not locked into a particular sequence of providing pre-court diversion, i.e. the juvenile can receive a verbal warning or be referred to very formal types of diversion in the first instance. Furthermore, a combination of diversion types may be used on a single occasion, e.g. a victim offender conference, conditions and a program. The scheme has been designed to be flexible and to provide for maximum input both by police and the community where the juvenile resides.

Extensive consultation is continuing across the Northern Territory with community organisations, indigenous leaders and organisations and other Northern Territory government agencies to develop partnerships and to identify suitable diversion programs. It is hoped that, in time the total number of approved programs throughout the Territory will number well in excess of two hundred (already more than 70). Training for police has commenced and every member will receive appropriate training in the diversion of juveniles with close to two hundred also being taught how to manage diversionary family and/or victim-offender conferencing.

Community Agencies and organisations will be engaged to provide the programs and services and payment (where negotiated) will be facilitated by police for approved referrals or program development.

APPENDIX 'B'

Division 2B – Diversion of juvenile offenders

120F. Definitions

In this Division –

"divert", in relation to a juvenile, means to take an action under section 120H;

"juvenile" means a person who is less than 18 years of age;

"parent" means a parent, guardian or other person who is responsible for the care and custody of a juvenile.

120G. Purpose and application of Division

- (1) The purpose of this Division is to provide a means of diverting juveniles who are believed on reasonable grounds to have committed offences.
- (2) Except as provided by section 120K, nothing in this Division affects the application in respect of a juvenile of any law relating to –
 - (a) investigating and collecting evidence of criminal activities and the commission of offences;
 - (b) questioning, apprehending, detaining, arresting, charging and bailing a suspected offender; and
 - (c) prosecuting an offence.

120H. Diversion of juvenile

If a member of the Police Force believes, on reasonable grounds, that –

- (a) a person has committed an offence; and
- (b) the person was a juvenile when the offence was committed,

the member may instead of charging the juvenile with the offence do one or more of the following:

- (c) give the juvenile a verbal warning;
- (d) give the juvenile a written warning;
- (e) give the juvenile a formal caution;
- (f) refer the juvenile to a diversionary program.

120J. Juvenile and parent must consent to diversion

- (1) Subject to subsection (3), a member of the Police Force must not divert a juvenile unless the juvenile and a parent of the juvenile consent to the juvenile being diverted.

- (2) If the juvenile or a parent of the juvenile does not consent to the juvenile being diverted, the member of the Police Force may charge the juvenile with the offence that the juvenile is believed on reasonable grounds to have committed and the juvenile may be prosecuted for the offence.
- (3) If it is not possible or practicable for a member of the Police Force to obtain a parent's consent to a juvenile being diverted, the member may give the juvenile a verbal warning despite that the consent of a parent has not been obtained.

120K. Effect of diverting juvenile

If a juvenile is diverted and the diversion is completed to the satisfaction of a member of the Police Force, no criminal investigation or criminal legal proceedings may be commenced or continued against the juvenile in respect of the act or omission that constituted the offence in respect of which the diversion was made.

120M. Reporting on diversion of juvenile for sentencing purposes

- (1) If a person is found guilty of an offence, information concerning the diversion of the person as a juvenile for that or any other offence may be produced in court for the purpose of determining the sentence to be imposed on the person for the offence.
- (2) In subsection (1), a reference to the diversion of a juvenile includes dealing with the juvenile under a scheme for the diversion of juveniles operating in a State or another Territory of the Commonwealth that is similar to the scheme operating under this Division.

120N. Protection of members of Police Force acting in good faith

A member of the Police Force who, in good faith and in the course of his or her duty, decides to divert or not to divert a juvenile is not liable in any civil action arising out of the decision.

120P. No review or appeal except under Act

A decision to divert or not to divert a juvenile or that a juvenile did or did not complete a diversion satisfactorily cannot be reviewed or appealed against except as provided under this Act and is not to be subject to prohibition, mandamus or injunction on any ground in any court or tribunal.

APPENDIX 'C'

NORTHERN TERRITORY POLICE FORCE JUVENILE PRE-COURT DIVERSION SCHEME – CASE STUDIES

CASE STUDY 1

A 16-year-old non-indigenous male juvenile was involved in an ongoing neighbourhood dispute over a number of weeks. One night after drinking a quantity of alcohol, the juvenile responded to a disturbance outside by producing a weapon and threatening several neighbours. A member of the juveniles family intervened and a scuffle occurred which resulted in the attendance of Police. The juvenile was intoxicated and in a very aggressive and agitated state.

The juvenile is from a dysfunctional family in which his parents separated when very young. The death of one of the parents and the other parent entering a new relationship caused hurt, resentment and anger in the juvenile and this contributed to behaviour difficulties throughout his formative years. His behaviour manifested itself into violent outbursts and excessive bouts of binge drinking which brought him into constantly into conflict with family, peers and Police.

The juvenile has no recorded criminal history but had been the subject of Police attention through recorded incidents of antisocial behaviour over the preceding 12 months. His lack of remorse and acknowledgment of wrong doing reflected in the choice of diversion offered, which was to participate in a 2-month anger management program. The program resulted from discussions with his family and his hostile uncooperative manner during conference assessment. Given his aggressive behaviour towards his family and his unwillingness to talk about his situation, it was felt a conference with his family would not be appropriate for safety reasons and he was placed directly on a suitable counselling program. Initially, his participation was met with some resistance from the juvenile and his attendance was under sufferance and only in lieu of prosecution.

The juvenile attended a number of counselling sessions over the two-month period and a good rapport developed between himself and his counsellor. During this time, some of the behavioural causes and related issues were raised and discussed. This assisted the juvenile to work through and deal with a number of emotional issues that had been with him for a number of years. The program was successfully completed and a report from the counselling program spoke highly of the juvenile.

Whilst still dealing with issues that have affected him in the past the juvenile continued full time employment with the knowledge and support of his workmates. He has yet to resolve his difficulty within his family, but he has access to people he now accepts as part of his support system.

In the past 6 months, the juvenile has not re-offended since commencing his counselling program and has not come to Police notice since completing it.

CASE STUDY 2

A 15-year-old indigenous male juvenile stole a **CI** [REDACTED]
[REDACTED]
[REDACTED]

The juvenile is a repeat offender from a single parent family with a low socio-economic background. He had previously received a written warning for stealing. Attendance at school

was erratic and there were some behavioural issues that affected his performance. He suffers from Attention Deficit Disorder (ADD) and was associating with other young offenders. Alcohol was a part of his social life and he attended parties on a regular basis.

When the juvenile stole the bike he was unaware of its value or significance. A victim & offender conference was conducted which detailed to the juvenile how important and significant this bike was to the victim. The conference also highlighted the impact the theft had had on the victim's and juvenile's families. The victim's parents were extremely hostile and could not understand why the juvenile failed to understand the importance of this bike and the possible consequences of his actions.

The juvenile's football coach had attended the conference as a friend and mentor. He expressed great disappointment at the juvenile's actions. The coach then stated that as he could not trust the juvenile, his position on the team was in jeopardy as the team was travelling to Darwin for a competition. The impact of this comment caused some shock and the juvenile only then realised that his actions did and do affect other people. The coach offered a second chance but suspended the juvenile's scholarship with the team until the conference and any outcomes were completed.

The juvenile did acknowledge that his actions were wrong and showed some remorse for what he had done. The juvenile did expect some punishment or consequence for stealing the bike but he did not expect it to come from one of his supporters.

As an outcome of the conference, the juvenile participated in a 20-hour community service program over 4 weeks. This service took the form of minor grounds maintenance, car washing and some gardening. He also assisted in the supervision of children in sporting activities and helped in their skill development. **CI**

The juvenile has not re-offended in the 6 months since this conference. He is active in sport and is currently attending school where he is completing Year 10. He also travelled to, and participated in, a national indigenous youth summit held at Ross River.

CASE STUDY 3

Two indigenous female juveniles aged 14 and 17 years had consumed a large amount of alcohol and were very intoxicated. They saw the victim sitting and talking with a group of friends in a park adjacent to a river. The two juveniles had been told earlier that the victim had been making derogatory comments about them at school. Seeking to address this issue the juveniles approached the victim in a highly aggressive and hostile manner. As a result the victim fled into the nearby river where the juveniles caught and assaulted her. The assault was fairly intense and the victim was left on the ground in a semi conscious condition.

Both juveniles have stable families and both are new mothers. Having no recorded criminal history and given the severity of the assault, the juveniles were asked to participate in a victim offender conference. What the juveniles were not aware of was that as a result of their assault on the victim, a second and more serious assault was committed on the victim by others who took advantage of the victim's condition and situation. This second assault was spoken about by the parents of the victim during the conference.

The juveniles found themselves facing a hostile and angry reception from the victim's parents. The victim was not present due to her fear of the juveniles. A statement tendered on behalf of

the victim made quite an impact on the juveniles and they responded to the parents of the victim by saying sorry. Both juveniles exhibited shame and showed remorse for their actions. They stated that they should apologise to the victim for the hurt and suffering they had caused. The consumption of alcohol and their intoxicated state contributed to this offence and an agreement to participate in a alcohol awareness and counselling program was accepted by all parties involved in the conference.

A written apology was later presented to the victim via the mother and the juveniles attended their program. This program was conducted over a 3-month period with both juveniles attending individual weekly counselling and information sessions. These sessions covered topics related to alcohol usage, personal health issues, and exercises in self-esteem and assertive behaviour. A good rapport developed between the counsellor and the juveniles which was extended to include the parent and guardian. The program counsellor was very pleased with the juveniles' involvement and active participation.

Both juveniles have returned to part time study and both have not re-offended since the assault. They have given statements concerning the second assault and have been interviewed in relation to that matter. The victim is happy with the outcomes from the conference and will return to give evidence in relation to the second assault when that matter is heard in Court.

CASE STUDY 4

A 16 year old indigenous youth in the company of others unlawfully entered nine private residences over a two-week period. The total amount in property stolen amounted to just over \$16,000.00. Only \$4,000.00 has since been recovered.

Poor self-esteem and susceptibility to peer pressure was a contributor in the commission of these offences. The juvenile lacked family support and he was expected to provide for the family in the absence of the father. The juvenile was resentful of this, which bought him into conflict with his mother. As a result he spent considerable time living with friends and other relatives. He had dropped out of school and lacked the motivation or discipline needed to seek other training or employment.

Due to the seriousness of this matter, the number of victims involved and a lack of recorded criminal history, the juvenile was recommended for a victim offender conference. Of the nine victims involved, two had left the Territory and one refused to attend. Of the remaining six victims, one had deep reservations and concerns about participating but did attend on the day.

The juvenile heard how his actions had affected and impacted on the victims and their families. He also heard through the tears of one victim how upset she was over the theft of a small item of significant sentimental value which had been discarded and lost by the juvenile. The juvenile listened as other victims told similar emotional stories. He responded by saying how sorry and ashamed he was of his behaviour. This shame was extended to the juvenile's mother who was also in tears as she expressed her sorrow and hurt for what her son had done.

As an outcome of the conference, the juvenile apologised to each victim in writing and participated in a 20-hour community service program over four weeks. This program involved gardening, grounds maintenance, and vehicle cleaning. He was involved in sporting activities with young children and assisted them with skills development. The community service enabled him to interact in a positive manner with other youth and adults outside of his peers and to put something back into the community. He received very high praise for his involvement, attitude and work ethic from the program coordinator. The juvenile also attended

an education and training program in conjunction with his community service that got him back into school. The education and training program, which was completed over 3 months, enabled him to achieve an accredited trade certificate in basic building maintenance.

The juvenile has not re-offended since this conference and has not come to police notice.

CASE STUDY 5

A 16-year-old non-indigenous female juvenile caused \$2,000.00 damage to the victims parked motor vehicle by walking around the vehicle scratching the panels with a ring on her finger. This damage was the result of a dispute with the victim that had been ongoing for over 12 months. This dispute originated in school and extended to other family members. The juvenile was not involved in any criminal behaviour and this was the first time she had been involved with Police.

This ongoing dispute, the seriousness of the offence and the lack of a criminal record indicated that a victim offender conference would be the best way to deal with this matter. Both juvenile and victim agreed to participate but the juvenile did not want her family involved. It was later established that the juvenile had failed to tell her family the whole truth and this caused the mother some embarrassment when the relevant facts were disclosed during the conference.

The victim in this matter initially agreed to participate in the conference but later refused to attend when advised of the conference details. The victim was hostile and offered no reason for the change of decision. Without victim (or representative) participation it was decided that a family conference would be more appropriate.

The juvenile had since left home and was residing with other family members. She had dropped out of school during Year 12 and had limited work experience with any regular employer. Her interaction with peers was becoming aggressive and she was involving herself in increasing bouts of anti-social behaviour. This affected her self-esteem and reduced her capacity for positive social interaction with her family and friends.

In the resulting family conference, the juvenile stated that she was sorry for the stupidity of her actions. A proposal to send a written apology was, unfortunately, rejected by the victim. As an outcome of the conference, the juvenile agreed to participate in a 25-hour community service program over two weeks. This program involved a variety of tasks including filing, photocopying and other reception duties at a youth facility, which included the responsibility for petty cash. She also assisted with the supervision of children in a vacation care program and attended to cleaning duties. This program was completed with a positive and complimentary report from the program provider. The program provider has offered to mentor the juvenile if she returns to study and would employ her if there was sufficient funding.

The program provided the juvenile with some career options and other support and assistance. The juvenile is now considering returning to study and completing a Certificate III in Early Childcare.

In the 12 months since this offence was committed, the juvenile has not re-offended and has not come to Police notice.

CASE STUDY 6

A 17-year-old indigenous juvenile with others unlawfully entered the clubrooms of a sporting association. The entry was forced and some damage was caused. The juvenile searched the

premises and left after realising he had activated a silent alarm. He took a quantity of alcohol with him.

The juvenile is a repeat offender having committed other similar offences over the previous two years. He is a regular cannabis user having started at 12 years of age. His attendance at school was erratic and he spent most of his time hanging out at the local shopping centre. He has not attended school for 3 years and has not been able to find a job. The juvenile has domestic problems with his family and these problems are exacerbated with him suffering from Attention Deficit Hyperactive Disorder (ADHD).

The sporting association being the victim in this matter asked for a victim offender conference to be conducted so that they could express their views and explain to the juvenile how his actions had impacted upon the association. The juvenile and his family agreed and a conference was held. The juvenile showed genuine remorse for his actions and he apologised for his actions to the victim in writing. He also agreed to attend the sporting associations premise and undertake a day's community service. This community service involved moving sand, repairing irrigation systems, and some cleaning of the sports centre. The juvenile was asked about his future plans and asked whether or not he would consider further education and/or training. As a result of his comments and discussion from the conference participants, the juvenile agreed to participate in a 6-week education and training program. This was a residential program requiring the juvenile to attend another regional centre.

The juvenile attended and successfully completed a Certificate I in beef cattle production. He developed some basic skills and enjoyed working on a cattle station. With the course completed he was due to return home. He opted to remain and commence further study over another 7 weeks, which resulted in his obtaining a Certificate II in beef cattle production. He did this at his own expense and he is now qualified to gain employment in the cattle industry. This is an opportunity he has not had before.

In the 6 months since his conference, the juvenile has not re-offended.

CASE STUDY 7

A 14-year-old indigenous male juvenile climbed on to the roof of the local community store and lifted up one of the tin sheets forming the roof. He climbed down into the store and helped himself to food, drink, clothing and electrical equipment. He took as much as he could carry and left the premises by climbing back out the hole in the roof. The total amount of property stolen and/or consumed was nearly \$1,000.00.

The juvenile was subsequently caught and interviewed in relation to the theft. His family attended the local police station where the juvenile was formally cautioned regarding his behaviour. The juvenile had no recorded criminal history. The victim in the matter was quite happy with the juvenile being cautioned but felt that he should be required to complete some form of service as reparation for the damage and hurt he had caused. It was suggested to the victim that perhaps the service could be completed in the store. This was met with a little trepidation from the victim who expressed some concerns about the suggestion. After some discussion with the juvenile and his family, a somewhat reluctant victim agreed to provide the community service.

An agreement was reached for the juvenile to attend the community store for two weeks. During this time he assisted in cleaning the store, re-stocking shelves, and performing minor errands for the store manager. The juvenile attended to his tasks so well that at the end of the two week period, the store manager offered him a part time job working in the store for a three month period. The offer of a job was accepted and the juvenile commenced part time work.

The juvenile enjoyed the responsibility and trust placed in him and he responded by alerting the store when other people attempted to steal property.

In the five months since committing this offence, the juvenile has not re-offended. The victim has also reconsidered his position and has willingly offered to provide service opportunities for other suitable young people.

CASE STUDY 8

A 14-year-old indigenous male watched as his friend smashed the rear side window of an unattended car that was parked in a secluded area of the town. The door of the vehicle was unlocked and his friend climbed in and began searching the car. The juvenile waited until the friend located an ignition key, which was used to start the engine. He jumped into the vehicle and the friend drove away. The vehicle was driven around the town and then driven to vacant crown land where the juvenile began searching bags and luggage belonging to the owners of the vehicle. Property and personal effects which were not wanted were thrown from the vehicle into the scrub. The vehicle was furiously driven around the area and then driven to a nearby residential area where the vehicle ran out of fuel. The manner in which the vehicle had been driven had attracted a number of complaints and Police apprehended the juvenile at the scene.

A full investigation was conducted and the total value of the theft amounted to over \$13,000.00. Most of the property was recovered and returned to the victim. \$3,000.00 worth of property has been lost and not accounted for.

The owner of the vehicle was an international tourist and he had returned home prior to this matter being resolved. He did however, provide a victim impact statement that was later read at a victim/offender conference involving the offender, his family and attending officers. The youth was very apologetic and felt ashamed of what he had done. He agreed to write a letter of apology to the owner of the car and return to school on a regular basis for the rest of the school term. The victim also agreed to attend a community service program with a local youth group for a period of two weeks.

During the first week, the juvenile assisted in erecting a fence, which exposed him to the use of power tools and other equipment that he had not previously had the opportunity to use. At the completion of the project the youth was very pleased at what he had achieved. During the second week the juvenile attended with a group of his peers to a remote National Park where he assisted in carrying out a flora and fauna survey and assisted in the laying of new paths. This experience enabled the youth to work in a team environment, and again offered him the opportunity to learn new skills, whilst re-building his self esteem which had previously been low.

Prior to this offence the juvenile had not committed any other offences. He came from a dysfunctional family, where his parents had separated. He often lives with an Aunt. His older brother was currently involved in criminal activities, which had a detrimental affect on the juvenile.

The juvenile successfully completed all tasks required of him and in the 15 months since the juvenile committed the offence, he has not come to police attention or re-offended.

APPENDIX 'D'

**WADEYE COMMUNITY YOUTH SUPPORT
MANAGEMENT GROUP**

AND

WADEYE COMMUNITY YOUTH SUPPORT UNIT



**BUSINESS AND OPERATIONAL
PLAN**

2001 – 2004

INTRODUCTION

The Wadeye Community Youth Support Program has been developed after extensive consultation between the Northern Territory Police Juvenile Diversion Division and the Wadeye Community Youth Support Management Group.

The Program, which commenced on 31 August 2001, will primarily be funded by the Juvenile Pre-Court Diversion Scheme. It involves the establishment of a Community Youth Support Unit to be permanently staffed by an experienced youth services coordinator, a youth worker and two local CDEP workers. The Unit will receive additional support from a sports and recreation officer and a further two CDEP workers employed under the Kardu Numida Council sports and recreation program.

A key focus of the Program will be to work closely with young offenders and their families by using a case management and mentoring approach to assist in developing lifeskills for all Wadeye youth so that they can become responsible citizens, show respect for people and property, and lead happy and productive lives.

The Business and Operational Plan has been prepared to provide future directions for the Wadeye community with youth intervention and to assist in achieving the Agreement Milestones of the Wadeye Community Youth Support Program over the next 1-3 years.

BACKGROUND – WADEYE COMMUNITY

Wadeye is located 420km SW of Darwin. It is the main population centre of the Daly River/Port Keats Land Trust region, the sixth largest community in the Northern Territory. A mission established Port Keats in 1935, eventually bringing together people from three ceremonial groups (sixteen language groups) to live on Kardu Diminin land. History has shown that cultural relations between the different groups can make it difficult to progress local actions or ensure equitable access to local services. Much of the population speaks little or no English, and for those that do, it is often a third or fourth language. The barriers that this poses for Wadeye people trying to interact with English-speakers and a foreign culture cannot be understated. Its negative impacts are most stark when looking at the representation of Wadeye people in the criminal justice system.

Wadeye's population is around 2500, with approximately 1700 of those being under the age of 25 years. With a population growth of approximately 3% per annum, the projected population by 2005 is over 3000, with an even larger proportion than today's being under the age of 25 years.

Youth Needs and Issues

High rates of offending, recidivism and imprisonment

Wadeye has the highest per capita juvenile offending rate in the Territory, and young people from Wadeye constitute a significant proportion of detainees. Reasons for offending given to the court include a desire to be sentenced to detention as this is considered by some to be preferable to being in Wadeye. Detention offers regular meals, decent accommodation, stability, recreational opportunities and the company of mates, making it an incentive to offend rather than a deterrent.

Lack of formal education and lifeskills

As previously stated, young people under the age of 25 years constitute the majority of Wadeye's population. Despite the presence of a school that offers education to Year 10, it only has around 270 students attending regularly. At the secondary level, enrolment is negligible. An alternative education program for young men is provided by the Christian Brothers at Kardu Kigay, which currently has 20 students.

In addition to the lack of formal education, many younger (and older) people have not had the opportunity to develop essential lifeskills. For example, many young people lack skills and knowledge in day-to-day activities such as cooking, shopping, money management, personal health and hygiene, parenting skills, knowing what services exist and how to access them. In particular they lack lifeskills in the areas of responsibility, personal respect, values, communication, anger management and conflict resolution.

Lack of sport and recreational opportunities

Much of the offending behaviour by children and young people is partly due to boredom and the lack of meaningful and enjoyable alternative ways to channel their energy and curiosity. Wadeye has a recreation hall and some sports and gym equipment but until recently has not had the benefits of any organised sport. Irregular use is made of the hall. Swimming spots are out of town and transport is required to reach them. A disco is sometimes run at night, or video screenings in the social club. There is a basketball court at the school and one outside the recreation hall (requires major repairs if it is to be usable again). There is also a boxing ring. Kardu Kigay and the social club have pool tables. Regular sporting and recreational opportunities would not only provide healthy activities for young people, but would also contribute to personal development.

Training opportunities

Kardu Kigay, CDEP and the Adult Training Centre provide some training opportunities to young people in limited fields. As the general level of formal education amongst young people is so low, strategies to build young people's capacities to access available opportunities in Wadeye and elsewhere must first overcome a lack of understanding of what training is for and what could be available, as well as bringing their basic literacy standards and personal work habits up to a standard necessary to cope with attending regular training. Other personal and family issues that mitigate against regular attendance may also need to be addressed.

Mental and physical health issues

The actual extent of substance abuse amongst young people is unknown, but anecdotal reports from residents and workers indicate use of marijuana amongst young people is fairly widespread, with some young children under the age of 10 years also known to indulge. As Wadeye is a dry community, illegal alcohol consumption in the town appears to be relatively low overall. There are, however, fairly frequent trips made, particularly by young men, to other communities or to a meeting place on the coast where alcohol consignments are delivered, for consumption outside Wadeye.

Prevalent health problems affecting children and young people include hearing loss, malnutrition, and various skin complaints. 80% of the population die before reaching the age of 50 years.

Housing and infrastructure issues

The housing shortage is critical in Wadeye. Overcrowded housing exacerbates maintenance problems and contributes to a range of family and social problems. While the priority has to be on providing adequate housing for large family groups, young people are left with no options for independent living. Where they may be suffering abuse, or perhaps perpetrating abuse, moving them elsewhere is often impossible.

The lack of infrastructure also limits Wadeye's ability to employ skilled people from elsewhere as housing for workers is often not available. The lack of suitable buildings in which to operate new services is also a significant prohibitory factor in meeting needs.

Wadeye Community Youth Support Management Group

Over the past few years many Wadeye residents have been involved in discussing youth needs and issues and possible solutions. The Wadeye Community Youth Support Management Group was formed in May 2001 specifically to develop strategies to address youth issues. As a result of a funding application submitted to the Northern Territory Police Juvenile Diversion Division, the Wadeye Community Youth Support Management Group has developed the Wadeye Community Youth Support Program in partnership with the Northern Territory Police with the intention of dealing with all youth needs and issues.

STRATEGIC FRAMEWORK

The Wadeye Community Youth Support Management Group has established a strategic framework for its Business and Operational Plan. Some of the key elements of the strategic direction are the result of service obligations to the Northern Territory Police Juvenile Pre-Court Diversion Scheme through the funding agreement.

Vision

The Wadeye Community Youth Support Management Group and staff from the Community Youth Support Unit have adopted following vision as their driving force:

“The development of lifeskills and opportunities for Wadeye youth so that they can become responsible citizens, show respect for people and property, and lead happy and productive lives”

Ethos

In conducting programs and delivering education to the youth of Wadeye the Community Youth Support Management Group and Community Youth Support Unit have developed a strong ethos to be included in all activities. The ethos which will form part of all activities involving youth will, at every opportunity, be focused towards:

“Teaching Lifeskills”

Objectives

To assist in achieving the Vision the Community Youth Support Management Group and the Community Youth Support Unit will work towards attaining the following objectives. A detailed outline of the strategies and performance measurement information is contained in the operational plan. The objectives are as follows:

- 1. To divert juvenile offenders from the formal justice system***
- 2. To reduce the incidence and impact of socially unacceptable public behaviour and crimes against property***
- 3. To provide opportunities and access to programs that will encourage positive behavioural change and develop lifeskills amongst youth***
- 4. To provide a strong focus on family and community involvement in the development of youth in the community***
- 5. To provide a service that is culturally sensitive to the needs of juveniles, families and the community***
- 6. To encourage access to program services for all members of the community***
- 7. To promote and develop a strong partnership with police that will ensure that the aims and principles of the Juvenile Pre-Court Diversion Scheme are supported***

Links - Juvenile Pre-Court Diversion Scheme Aims and Principles

The Northern Territory Police Juvenile Pre-Court Diversion Scheme commenced on 24 August 2000, and supportive legislation was passed in the October 2000 sittings of the Legislative Assembly. The Juvenile Diversion Division was established as part of the Northern Territory Police, to manage the Scheme.

In promoting and developing the partnership with police, the Wadeye Community Youth Support Unit will ensure their activities and programs are focused towards supporting the Scheme's Aim and Principles which are:

The aim of the Scheme is to divert juveniles from the formal justice system

Principles of the Scheme are to support and involve victims and to take account of the impact on the victim, as well as reducing youth crime and ensuring young people are treated fairly. Additionally, the Scheme encourages parental responsibility, cultivates closer police and community interaction and fosters positive social change.

SERVICE / CLIENT PROFILE

Program Description and Aims

The Community Youth Support Unit will be staffed by an experienced youth services coordinator and youth development worker, and two or more local CDEP workers. As previously mentioned, the Unit will also be supported by a sports and recreation officer and a further two CDEP workers employed under the Kardu Numida Council sports and recreation program. They will work closely with all young people (predominantly up to the age of 24 years), their families, government and non-government agencies toward achieving the identified objectives.

While offenders and young people at risk of involvement in the criminal justice system will be a priority target group requiring mentoring and tailored case-managed programs, the Unit will also work on broader preventative strategies that aim to:

- Reduce offending, anti social behaviour, substance abuse, recidivism and imprisonment rates;
- Increase young people's access to, and participation in, education, training and employment, and in social, sporting, recreational and cultural activities;
- Strengthen family functioning by helping young people and families address personal and family issues, define goals and plan for the future;
- Develop youth leadership potential and lifeskills;
- Encourage / involve elders and local leaders in the development of their youth; and
- Contribute to community efforts to make Wadeye a safe, peaceful and enriching place to live.

Services to be Provided

To ensure the objectives and broader preventative strategies are achieved the Community Youth Support Unit will provide the following services for police and the community:

- Attend Family and Victim/Offender Conferences conducted by Police;
- Provide advice/assistance in the conduct of the conferences;
- Conduct assessments/interviews with juveniles and families for appropriate program referrals;
- Liaise with service providers for the provision of program services;
- Case manage juveniles in the program process;
- Provide mentoring services for juveniles referred to programs;
- Closely liaise and consult with the OIC Wadeye Police Station and the Juvenile Diversion Division in respect of the case management of juveniles;
- Provide case management plans and report as required by police in respect of referred juveniles;

- Provide access to case management, mentoring and program services for juveniles referred from sources other than police;
- Provide family consultation, advice and support services for families of juveniles referred to programs; and
- Provide performance information as required by police in respect of services provided from police funding.

Intensive Support Program

Young people identified by police, the community, government and non-government agencies as requiring intensive support will be assisted by the Unit staff to assess needs and develop personal and/or family case management plans and be expected to act upon them, with appropriate on-going support. As well as attending to primary needs such as appropriate housing, family issues and income, such plans may include:

- Attendance at Kardu Kigay (young men's education centre);
- Work in CDEP or work experience in other community organisations;
- Attendance at alcohol, drug and substance abuse education sessions;
- Other education or training programs available;
- Family and victim/offender conferences to resolve offending and interpersonal issues;
- Various lifeskills programs (eg. budgeting, cooking, literacy);
- Education programs for personal lifeskills development in the areas of responsibility, personal respect, values, communication, anger management and conflict resolution;
- Cultural activities, bush camps etc;
- Arts (eg. music production, painting, sculpting);
- Team sports;
- Outdoor programs (eg. abseiling, fishing/hunting); and
- Where appropriate, restorative activities (eg. cleaning graffiti, picking up rubbish etc).

The young person's specific needs, abilities and aspirations will be taken into account when developing their action plan however, if the young person is an offender, they will be subjected to a more specialised case management and mentoring program which may include restorative actions as part of their plan.

Sport and recreation opportunities

The Sports and Recreation Officer will be located with the Unit staff at the Wadeye Recreation Hall to maximise collaboration in developing a range of sporting and recreational facilities and opportunities, and encouraging young people to make best use of those opportunities. Ways of involving parents in all sporting and recreational activities will also be explored.

Activities that will be regularly organised during the day and evenings, including weekends may include but are not limited to:

- Boxing
- Football
- Basketball
- Rodeo
- Fishing/hunting
- Horse riding/mustering
- Gymnastics
- Discos & Film nights
- Operation of local radio station

Where opportunities exist, external service providers will be invited to Wadeye to conduct additional activities (eg. abseiling, music production, boat handling, film-making, magazine production, radio station operation, coaching clinics etc).

Bush camps and Aboriginal culture

Regular short-term programs such as bush camps as a means of removing selected young people from the pressures of daily living in Wadeye to learn survival techniques and practical lifeskills will be organised. Respected local elders and other leaders will contribute their skills and knowledge to help teach young people about their cultural heritage, bush living skills, and their place in the community. Such involvement of respected elders and local leaders will assist in building understanding between the generations, and a sense of shared responsibility for the future of Wadeye people, including shared social values.

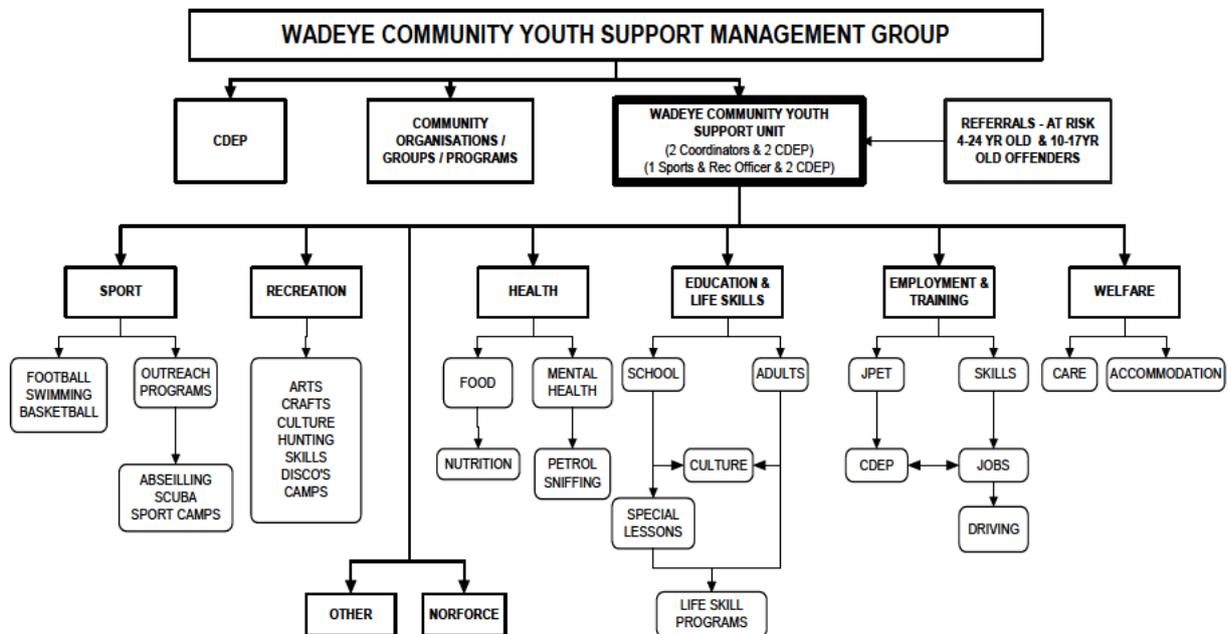
Young people who are unsupported by adults, whether temporarily or on a long-term basis, will be a target group for a new family support initiative proposed by women involved in the development of the Wadeye Women's Centre. This support is likely to include attention to the psychological needs of young people, practical measures such as the provision of regular meals, help with learning to shop and cook, and help with other daily living requirements such as health care and hygiene.

Youth Forum

It is intended that young people in Wadeye will have the opportunity to participate in the decision-making process regarding the future development of their community, and an on-going legitimate voice in local affairs. One of the Unit's first priorities will be to organise and promote a youth forum to engage young people in identifying issues, generating solutions, and building a vision for the future. To assist in developing ownership of youth and community issues, it is anticipated that the youth forum will meet regularly, develop a list of priority issues, and take some responsibility for providing direction and support for the implementation of all youth activities.

Links with other Organisations / Services

The Wadeye Community Youth Support Management Group includes representatives from all local Aboriginal organisations and various government agencies. This will ensure that organisations and agencies work cooperatively, holistically and in partnership with the Community Youth Support Unit in meeting the needs of all youth. Listed below are the key local agencies and a brief description of their links with this project.



Wadeye Police

The Officer-in-Charge (OIC) of the Wadeye Police Station is a key representative on the management group and will work in partnership with Unit staff in the case-management of young offenders and others deemed at risk.

In consultation with the Community Youth Support Unit the OIC will ensure the Youth Services Coordinator or the Youth Development Worker attends all Family and Victim/Offender Conferences. As an outcome of all conferences, juveniles may be referred to the Unit for case-management and mentoring of juveniles who are referred to programs.

Individual case reports will be prepared by the Unit and forwarded to the OIC and the Juvenile Diversion Division on a regular basis.

Community Corrections

The local community corrections officer is a member of the management group and will work closely with the Unit staff and the Police in the case-management of young people, as well as contribute to the development and implementation of early intervention and prevention strategies. Community Corrections will play a key role in ensuring all young people deemed to be at risk are referred to the Unit. Another key role for Corrections will be to facilitate the return of young offenders from correctional institutions such as the Don Dale Centre to Wadeye and in doing so ensure an adequate case-management program is in place to facilitate the transition back into community life.

Makura Wunthay (meaning non-drinkers)

This centre provides information and counselling to individuals and families affected by

alcohol and drug abuse. Workers assist people to access training courses and treatment outside Wadeye. The Centre has a range of information products and also conducts awareness raising and educational activities both on-site and in other venues, such as the school and aged care facility. This service is represented on the management group and will help ensure the Unit's activities and their own activities are complementary.

Health Clinic

Presently there are 17 local health workers who can assist nursing staff with delivering various health and hygiene educational and monitoring activities. Childcare and nutrition are particular areas of interest. Clinic staff and Territory Health field officers will work with the women involved in the women's centre project to maximise effective use of the centre and the creche as an access point to women and their children. The Community Youth Support Unit will serve as another access point for clinic staff to engage with young people, providing better access to health related information and regular health checks, and to operate nutrition programs.

Adult Education and Training Centre

A registered training organisation offers accredited courses through the centre in basic literacy, numeracy, computers and drink-driving education. Staff also assist people with filling in forms and handling personal correspondence. With increased demand generated by the Unit's work with young people, it is intended to expand the range and scope of courses available.

Ngepan Patha ("Good Spirit" women's centre and creche)

The establishment of a multi-purpose centre and the development of a variety of projects and programs is now underway. A 'helper' (centre coordinator) will be employed to assist the centre's management group in their activities, including building their capacity to operate effectively. The women intend to reopen the creche as part of the project. The Centre will offer various learning and skills and development activities, with young mothers being a target group for family support and parenting advice. The family support aspects will also be available to young men. The women are represented on the management group and are keen to develop services and programs that assist young people and their families.

Kardu Kigay

An alternative educational facility for young men aged 15–18 years run by the Christian Brothers, providing courses in literacy, numeracy, and computers skills. It also has a recreation room for students, equipped with a pool table, gym equipment and other facilities. Tutor-to-student ratios are high, as students have had little or no prior education. There is scope to accept more students and to work closely with the Unit to assist in meeting youth needs.

Norforce

In the near future Norforce intends to introduce a program in Wadeye offering various activities and training opportunities to interested young people. Norforce intends to make regular visits to the community to further develop the Reserves and introduce a Cadet program. It is intended that Norforce will take a holistic approach to the program by including activities in their programs such as education, health, and sport and recreation components.

OLSH School

The school offering education to year 10, has recently instigated weekly culture days which involves parents and elders, staff and students, in story sharing and teaching about aspects of culture and history. A direct focus of the School and the Community Youth Support Unit will be to develop strategies to increase student attendance rates whilst decreasing drop out rates prior to completion of year 10. The school principal is the school's representative on the management group and will work with Unit staff in developing curriculum that focuses on

building lifeskills as well education to young people.

CDEP

Wadeye's CDEP scheme can offer placement of young people in a variety of paid positions, in both existing opportunities and new ones arising as the Unit develops various practical strategies and activities. A key initiative for the Unit will be to work closely with Kardu Numida, young people and their families to make them aware of the opportunities with CDEP and provide the necessary training and skills development to enable them to take up employment opportunities. CDEP people will, wherever possible, be encouraged to assist the Community Youth Support Unit with the development of Wadeye youth.

OPERATIONAL PLAN

The following pages outline the role of the Wadeye Community Youth Support Management Group, the Financial Plan and presents the Objectives, Strategies and Performance Indicators for the Community Youth Support Unit over the next 3 years.

Performance information is required to be presented to the Northern Territory Police Juvenile Diversion on 27 February and 31 August each year in accordance with and until the expiration of the Agreement between the Northern Territory Police and Kardu Numida Incorporated. The progress performance reports will address the objectives, strategies and performance indicators detailed below.

The objectives, strategies and performance indicators will be monitored and evaluated by the Unit's youth services coordinator and reported to the Wadeye Community Youth Support Management Group and the Northern Territory Police Juvenile Diversion Division.

Although the full-time staff of the Community Youth Support Unit are responsible for the functions of the Unit, overall accountability for the achievement of the Business and Operational Plan rests with the Wadeye Community Youth Support Management Group.

Wadeye Community Youth Support Management Group

As part of the funding Agreement between the Northern Territory Police and the Wadeye Community Youth Support Management Group it is agreed that the Management Group will meet frequently and at least on a quarterly basis to discuss the performance of the Unit and make any decisions in respect of activities/programs and expenditure. It has been agreed that the Management Group shall include the following Principal Committee members:

- Council President or other representative of the Kardu Numida Incorporated committee;
- Council Clerk;
- Officer in Charge, Wadeye Police Station;
- Manager Wadeye Health Clinic;
- Principal, Our Lady of the Sacred Heart School;
- Aboriginal Community Spokesman;
- Aboriginal Community Spokeswoman; and
- Manager, Wadeye Community Correctional Services.

A quorum for any Management Group meeting must consist of at least five (5) Principal Committee Members present in person who must include a representative of the NT Police, the Council Clerk and an Aboriginal Community Representative. It has also been agreed that funding will not be withdrawn from the bank account without written authorisation of the Management Group.

Financial Plan

Funding for the Wadeye Community Youth Support Program will be provided by the Northern Territory Police Juvenile Diversion Division for a period of three years, commencing on 31 August 2001 and ceasing on 31 August 2004. Additional funding will be provided to the program by FACS (YAS Program) in the sum of \$30,000 pa and the Kardu Numida / ATSIC CDEP in the sum of \$59,210 over three years. Kardu Numida Incorporated will be the auspicing body for the administration of the funding however overall accountability and responsibility for expenditure of the funding will be the role of the Wadeye Community Youth Support Management Group.

Funding will be in the form of establishment, operational and personnel costs. A breakdown of the funding is as follows:

Establishment Costs

Allocations			
	Year 1	Year 2	Year 3
Renovate Recreation Hall & Office and Fitout			
Construct 2 x 2 Bedroom Units for Personnel			
Purchase of Vehicles			
Totals			

Operational Costs

Allocations			
	Year 1	Year 2	Year 3
Office Equipment			
Vehicle Costs			
Insurance			
Bookkeeping & Audit			
Phone & Electricity			
Recruitment & Relocation			
Program Activities			
Totals			

Personnel Costs

Allocations			
	Year 1	Year 2	Year 3
Salaries and all on-costs for Youth Services Coordinator, Youth Development Worker and 2 Local Youth Workers			
Totals			

Performance Plan

A precondition of funding is that the Wadeye Community Youth Support Management Group provide regular Progress Performance Reports, Annual Reports and audited financial statements to the Commissioner of Police.

Key Points

- The Service Provider (Kardu Numida Incorporated) must:
 - Provide the services;
 - Achieve the milestones by the milestone dates in accordance with the Agreement and the directions of the Committee;
 - Comply with preconditions of funding set out in the Agreement;
 - Ensure all funding for the Program is kept separate from all other monies in a trust account and not drawn on without the written authorisation of the Management Group; and
 - Ensure that all insurance policies are in place as set out in the Agreement.
1. The Wadeye Community Youth Support Management Group (Committee) has the responsibility to:
- Monitor and implement the Agreement;
 - General Management of the program;
 - Approval of application of funding received by the service provider;
 - Approval of buildings and proposed construction works;
 - Selection of the youth services coordinator, youth worker and other staff; and

- Approval and development of programs and such other functions as may be agreed by the parties and the committee from time to time.
2. The Wadeye Community Youth Support Unit has the responsibility to:
 - Maintain progress reports of expenditure and develop financial statements;
 - Production of regular performance progress reports and financial statements for the Management Group; and
 - Consult with and inform the Management Group of all activities, issues and actions relating to the program.
 3. Meetings and approvals of the committee must have a quorum of five (5) principal committee members present in person who must include a representative of the NT Police, the Council Clerk and an Aboriginal Community Representative (see Agreement for Committee responsibilities).
 4. Funding payments are subject to the submission of relevant Progress Performance Reports by the Service Provider to the Commissioner by the stipulated dates. Progress Performance Reports are required to show Funding Income and Expenditure with reference to Milestones and Program Outcomes (performance against objectives, strategies and performance indicators) and are to include sufficient information to enable the Superintendent, Juvenile Diversion Division to assess the performance of the Service Provider against agreed Outcomes using performance indicators such as quality, quantity and access and equity.

The following pages provide details of the Performance Plan:

Key Dates	Milestones	Performance Measurement Report	Actions	Responsibility	Comments
31 August 2001	Agreement Finalised.		Commence discussion in relation to recruitment of Youth Co-Ordinator and Youth Worker, and commence discussions in relation to purchase of Housing and refurbishment of the Rec Hall. Agreement for plans should be reached during the first meeting and progress made toward contracting builders.	Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	First payment of \$288,900 made to Kardu Numida by NT Police.
7 September 2001	National and local newspaper advertisements for Youth Co-Ordinator and Youth Worker to be published by 7 September 2001. (Delayed to 22/07/01)		Develop a Job Description for each position which outlines the Key Responsibilities and Selection Criteria – Essential and Highly Desirable.	Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated and Juvenile Diversion Division.	Basic Job descriptions have been prepared in the Wadeye Background Paper however will require additional criteria to cover development of reports outlined in the Agreement.
14 September 2001	Performance Plan to be forwarded to the Commissioner.		Develop and forward Performance Plan and commence development of Asset Register.	Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	Draft completed by JDD for KNI approval.

Key Dates	Milestones	Performance Measurement Report	Actions	Responsibility	Comments
30 September 2001	Construction of Building (housing for Youth Co-Ordinator and Youth Worker) must have commenced by 30 September 2001.		Convene a Committee meeting to discuss and finalise the type of housing to be constructed/purchased and contract builder.	Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	All construction works will require prior approval of detailed plans for buildings and fixtures by the Committee and by the Commissioner. Payment of \$ was made on 31 August 2001.
30 October 2001	Business and Operational Plan for the Wadeye Community Youth Support Unit.		Develop Business and Operational Plan containing Objectives, Strategies & Performance Indicators. The Plan should contain an Overview & Guidelines for the management and staffing of the Unit and outline proposed Protocols and Agreements with other groups/organisations for the referral of juveniles and conduct of programs.	Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	
30 November 2001	Refurbishment of Recreation Hall to the satisfaction of the Committee must		Convene a Committee meeting to discuss progress and confirm in consultation with Kardu	Wadeye Community Youth Support Management Group with support from	Payment of \$ was made on 31 August 2001 with the remaining \$ to be paid on 15 December 2001.

Key Dates	Milestones	Performance Measurement Report	Actions	Responsibility	Comments
	be completed by 31 November 2001.		Numida that work has been completed to the satisfaction of the Committee.	Kardu Numida Incorporated.	
30 November 2001	The Youth Co-Ordinator and Youth Worker must be under contract, resident in Wadeye and ready to commence work on or before 30 November 2001.		At completion of recruitment process (closing date of applications) form a selection panel to interview and select most suitable candidates for employment.	Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated and Juvenile Diversion Division.	Staff will be employed under a contract with Kardu Numida.
30 November 2001	Completion of Building (housing for Youth Co-Ordinator and Youth Worker) and connection to electricity and sewerage services must be completed to the satisfaction of the Committee by 30 November 2001.		Liaise and monitor arrangements with builder or organisation where housing has been purchased from to ensure housing is in place and appropriate connections are made by them or by staff from Kardu Numida.	Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	
30 November 2001		Progress Performance Report to be provided to the Commissioner.		Wadeye Community Youth Support Management Group with support from Kardu Numida	To be submitted prior to 2 nd payment being made by NT Police on 15 December 2001.

Key Dates	Milestones	Performance Measurement Report	Actions	Responsibility	Comments
				Incorporated.	
15 December 2001			Check Progress Performance Report to ensure milestones, program outcomes etc have been completed.	Juvenile Diversion Division.	NT Police to make 2 nd payment to Kardu Numida for sum of \$.
31 January 2002	Local Youth Workers must be employed and ready to commence work on or before 31 January 2002.		Develop a Job Description for each position which outlines the Key Responsibilities and Selection Criteria – Essential and Highly Desirable, then identify through local recruitment and selection procedures who the successful applicants will be.	Youth Co-Ordinator and Youth Worker in consultation with the Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	
31 January 2002	Attendance of first juvenile on the Program must be by 31 January 2002.		Liaise with Police and local authorities to determine youth at risk or referrals to the program as a diversion measure.	Youth Co-Ordinator and Youth Worker in consultation with the Wadeye Community Youth Support Management Group.	
27 February 2002		Progress Performance Report to be provided to the Commissioner.		Wadeye Community Youth Support Management Group with support from Kardu Numida	To be submitted prior to 3rd payment being made by NT Police on 15 March 2002.

Key Dates	Milestones	Performance Measurement Report	Actions	Responsibility	Comments
				Incorporated.	
15 March 2002			Check Progress Performance Report to ensure milestones, program outcomes etc have been completed.	Juvenile Diversion Division.	NT Police to make 3rd payment to Kardu Numida for sum of \$.
31 August 2002		Report to be provided to the Commissioner – Annual Report - Audit Report.		Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	To be submitted prior to 4th payment being made by NT Police on 15 September 2002.
15 September 2002			Check Progress Performance Report, Annual Report and Audit Report to ensure milestones, program outcomes etc have been completed.	Juvenile Diversion Division.	NT Police to make 4th payment to Kardu Numida for sum of \$.
27 February 2003		Progress Performance Report to be provided to the Commissioner.		Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	To be submitted prior to 5th payment being made by NT Police on 15 March 2003.
15 March 2003			Check Progress Performance Report to	Juvenile Diversion Division.	NT Police to make 5th payment to Kardu Numida

Key Dates	Milestones	Performance Measurement Report	Actions	Responsibility	Comments
			ensure milestones, program outcomes etc have been completed.		for sum of \$.
31 August 2003		Report to be provided to the Commissioner – Annual Report - Audit Report.		Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	To be submitted prior to 6th payment being made by NT Police on 15 September 2003.
15 September 2003			Check Progress Performance Report, Annual Report and Audit Report to ensure milestones, program outcomes etc have been completed.	Juvenile Diversion Division.	NT Police to make 6th payment to Kardu Numida for sum of \$.
27 February 2004		Progress Performance Report to be provided to the Commissioner.		Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated	To be submitted prior to Final payment being made by NT Police on 15 March 2004.
15 March 2004			Check Progress Performance Report to ensure milestones, program outcomes etc have been completed.	Juvenile Diversion Division.	NT Police to make Final payment to Kardu Numida for sum of \$.

Key Dates	Milestones	Performance Measurement Report	Actions	Responsibility	Comments
31 August 2004		Report to be provided to the Commissioner – Final Program Report & Final Acquittal Report.		Wadeye Community Youth Support Management Group with support from Kardu Numida Incorporated.	
31 August 2004			Check Final Program and Final Acquittal Reports to ensure Program requirements have been met.	Juvenile Diversion Division.	

Objectives, Strategies and Performance Indicators

OBJECTIVE	STRATEGIES	PERFORMANCE INDICATORS	KEY DATES
<p><i>To divert juvenile offenders from the formal justice system</i></p>	<p>Attend all Family and Victim Offender Conferences conducted by Police.</p> <p>In consultation with Police, conduct assessments with juveniles and their families to determine appropriate programs.</p> <p>Provide case management and mentoring for juveniles referred to the Unit by Police.</p> <p>Refer juveniles to appropriate programs / service providers.</p> <p>Develop a database to accurately monitor and record information / outcomes from case management and mentoring.</p>	<p><u>Quantitative</u></p> <p>Number and type of conferences attended – Family or Victim Offender Conference.</p> <p>Number and names of referrals (by age, race and gender) to the Unit from Police.</p> <p>Number and names of juveniles who successfully / unsuccessfully completed their case management plans from Police and other sources including types of outcomes.</p> <p>Number, type and name of service provider to whom juveniles are referred originating from police.</p> <p>Time analysis of attendance at conferences and the case management of juveniles.</p> <p><u>Qualitative</u></p> <p>Impact of the Unit on juveniles, including case management and mentoring aspects.</p> <p>Satisfaction levels amongst juveniles, families, police, service providers and the community.</p>	<p>27 February each year.</p> <p>31 August each year.</p>

OBJECTIVE	STRATEGIES	PERFORMANCE INDICATORS	KEY DATES
<p><i>To reduce the incidence and impact of socially unacceptable public behaviour and crimes against property</i></p>	<p>Encourage community involvement to reduce these types of incidents.</p> <p>Educate and reinforce with young people an awareness of acceptable standards of social behaviour.</p> <p>Work closely with the Community Youth Support Management Group to develop strategies to assist in reducing these types of incidents.</p> <p>In consultation with key agencies identify young people at risk of being involved in this type of behaviour and facilitate inclusion in programs / activities.</p>	<p><u>Quantitative</u></p> <p>Comparison of costs of repair to Community property expended by Kardu Numida.</p> <p>Comparison of reported number of incidents / offences reported to Police.</p> <p>Number of apprehensions by Police for these types of incidents / offences.</p> <p><u>Qualitative</u></p> <p>Feedback from the Community as to perceived levels of anti social behaviour and crimes against property compared to previous periods.</p>	<p>27 February each year.</p> <p>31 August each year.</p>

OBJECTIVE	STRATEGIES	PERFORMANCE INDICATORS	KEY DATES
<p><i>To provide opportunities and access to programs that will encourage positive behavioural change and develop lifeskills amongst youth</i></p>	<p>Ensure all programs and activities provided by the Community Youth Support Unit contain a strong ethos of teaching lifeskills.</p> <p>Develop strong partnerships with program / service providers to ensure access for all youth.</p> <p>Liaise with program / service providers to ensure programs contain a strong ethos of teaching lifeskills.</p> <p>Work closely with OLSH school to ensure curriculum contains an ethos of teaching lifeskills.</p> <p>Encourage and where necessary facilitate the attendance of young people to school.</p>	<p><u>Quantitative</u></p> <p>Number and names of referrals (by age, race and gender) to the Unit from other sources.</p> <p>Number and names of participants (by age, race and gender) participating in the program of their own initiative.</p> <p>Number, type and name of service provider to whom juveniles are referred originating from sources other than police.</p> <p>Number of lessons containing aspects relating to lifeskills.</p> <p>Comparison of school attendance rates.</p> <p><u>Qualitative</u></p> <p>Description of the programs / services / curriculum provided or accessed and developmental aspects / initiatives.</p> <p>Information relating to the effectiveness of programs / services used by the Community Youth Support Unit.</p> <p>Impact of the programs / services on juveniles including case management and mentoring aspects.</p>	<p>27 February each year.</p> <p>31 August each year.</p>

OBJECTIVE	STRATEGIES	PERFORMANCE INDICATORS	KEY DATES
<p><i>To provide a strong focus on family and community involvement in the development of youth in the community</i></p>	<p>Work closely with families and elders in developing case management plans for youth.</p> <p>Encourage and facilitate the participation of family, elders and local leaders in youth activities</p>	<p><u>Quantitative</u></p> <p>Number of meetings with family and elders regarding case management plans.</p> <p>Number of families, elders and local leaders who participated in youth activities.</p> <p>Number of family plans and family outcomes developed.</p> <p><u>Qualitative</u></p> <p>Satisfaction levels amongst families and elders with case management plans for youth.</p> <p>Satisfaction levels amongst family, elders and local leaders with youth activities.</p>	<p>27 February each year.</p> <p>31 August each year.</p>

OBJECTIVE	STRATEGIES	PERFORMANCE INDICATORS	KEY DATES
<p><i>To provide a service that is culturally sensitive to the needs of juveniles, families and the community</i></p>	<p>Form strong relationships with families, elders and local leaders.</p> <p>Liaise with program / service providers to ensure the content and structure of programs meet community expectations.</p>	<p><u>Quantitative</u></p> <p>Number of complaints in respect of the service provided.</p> <p><u>Qualitative</u></p> <p>Satisfaction levels amongst families, elders and local leaders.</p>	<p>27 February each year.</p> <p>31 August each year.</p>

OBJECTIVE	STRATEGIES	PERFORMANCE INDICATORS	KEY DATES
<p><i>To encourage access to program services for all young members of the community</i></p>	<p>Facilitate regular community education meetings in regards to progress and performance of the Community Youth Support Unit.</p> <p>Provide information and facilitate regular education meetings with various groups, such as women’s groups, youth groups, elders and men’s groups.</p> <p>Conduct regular education and information sessions with other organisations and service providers.</p> <p>Establish and coordinate a Youth Forum.</p>	<p><u>Quantitative</u></p> <p>Number of community education meetings.</p> <p>Number and names of groups who have received educational meetings.</p> <p>Number and names of organisations and service providers who have received educational meetings.</p> <p>Number of meetings held for Youth Forum.</p> <p><u>Qualitative</u></p> <p>Satisfaction levels amongst the community, various groups and service providers with information and education provided.</p> <p>Impact of Youth Forum in respect of development, encouragement and access to programs.</p>	<p>27 February each year.</p> <p>31 August each year.</p>

OBJECTIVE	STRATEGIES	PERFORMANCE INDICATORS	KEY DATES
<p><i>To promote and develop a strong partnership with police that will ensure that the aims and principles of the Juvenile Pre-Court Diversion Scheme are supported</i></p>	<p>Closely liaise with the Officer in Charge of the Wadeye Police Station and the Juvenile Diversion Division in respect of case management and mentoring of juveniles.</p>	<p><u>Quantitative</u></p> <p>Number of meetings between Unit staff, OIC Wadeye Police Station and Juvenile Diversion Division.</p> <p><u>Qualitative</u></p> <p>Efficiency and effectiveness of the partnership between the Unit, Wadeye Police and the Juvenile Diversion Division.</p>	<p>27 February each year.</p> <p>31 August each year.</p>