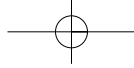


## BOOK REVIEWS

### **WHAT IS COMMUNITY JUSTICE?: CASE STUDIES OF RESTORATIVE JUSTICE AND COMMUNITY SUPERVISION David R. Karp and Todd R. Clear (eds). Sage Publications, 2002; pp170; £23.00, pbk. ISBN 0-7619-8746-0**

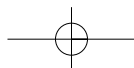
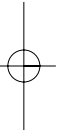
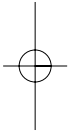
This book is a good example of everything that is wrong with community justice. Theoretically and politically naïve, it uses pseudo technical terms that either invoke an image of Huxley's *Brave New World* (e.g. City Corps Community Service Academy) or a bizarre type of Stepford community (e.g. 'apologising to a teacher in front of the class with appropriate attitude and attire' page 98). The text is riddled with examples of conscientious communities full of active citizens providing support and guidance to wayward and remorseful individuals. Similar to many texts on either community or restorative justice this book promotes such practices with a zealous pride. 'Restorative community justice provides a wonderful and viable vision of justice' (p. 105). Hallelujah! All our crime and criminal justice problems are solved! The problem is that the text seems blinded to any possible problems with community justice. Blinded by an almost fundamentalist conviction that community justice offers a credible alternative to the 'tough on crime' consensus increasingly peddled by British and American politicians.

This type of criticism might seem a little unfair given that the book is just a collection of case studies. Yet most of its authors are vociferous in their support for community and restorative justice without ever discussing the structural, ideological and political context in which community justice has grown. To not do so implies a neutral conception of community that ignores issues of discrimination, exclusion and inequality. Neither is there any real engagement with whose notion of community is being invoked and what value system this might represent. The only acknowledgement of these issues comes in the more interesting (if very brief) conclusion by Shadd Maruna who reminds the reader of Cohen's (1985) observation that the term community 'lacks any negative connotations' (page 117) and is therefore politically acceptable to both the left and right. Of course, this does not mean that community is a politically neutral or innocent concept. The language of community justice may well appear to navigate a path between traditional left and right wing beliefs (a third way?) but this does not mean it is ideologically vacuous. The problem with this book is not that it fails to debate these issues but that it does not even seem to be aware of them.



The text itself provides half a dozen case studies of various restorative or community supervision schemes across the United States. How or why these particular projects were chosen over others is not explained and the reader is left to make his or her own assumptions about their selection. The case studies themselves review projects that draw on both multi-agency co-operation and lay members of the community to help address the causes of crime and criminality. As a point of comparative interest between the UK and USA or for those seeking inspiration for new community-based activities this text may well offer some value. Yet the case studies are very much about the principles, implementation and practices of particular schemes and do not tell us much about whether they have been effective or not. Therefore, those seeking examples of 'what works' are probably better off looking elsewhere.

*Simon Green, The University of Hull*



**WHAT WORKS IN REDUCING DOMESTIC VIOLENCE? A COMPREHENSIVE GUIDE FOR PROFESSIONALS Julie Taylor-Browne (ed). Whiting and Birch, 2001; pp 380; £16.95, pbk. ISBN 1-86177-037-5**

The chapters in this book are a collection of reports commissioned under the Home Office Crime Reduction programme Violence against Women Initiative, devised in partnership with the Women's Unit of the Cabinet Office. Each chapter looks at a particular aspect of domestic violence or considers the work of a specific agency and asks what is known about good and effective practice. The book deals with the experiences of those directly affected by domestic violence: women; children; and perpetrators. It does not seek to address the position of male victims of domestic violence. It makes good practice recommendations for a number of agencies, including the health service, police and housing authorities, and it discusses multi-agency work, risk assessment and arrangements for monitoring and evaluation.

The first chapter of the book, written by Audrey Mullender and Gill Hague, deals with the views of women survivors. The themes that emerge will come as no surprise to readers familiar with domestic violence in personal or professional capacities. Survivors continue to receive a patchy service, sometimes being left feeling unsafe or not believed. They are often unaware of policy developments or inter-agency forums operating in their area. Black women and disabled women may find it particularly difficult to access appropriate services. Many agencies have improved their practice in this area, but more work is needed to ensure that time and money are not wasted on initiatives that are poorly coordinated and unresponsive.

Drawing on a literature review and research findings from a study funded by the Joseph Rowntree Foundation, Mullender then explores how best to meet the needs of children affected by domestic violence. She argues strongly that there is an impact on these children even if they are not being directly abused. She criticises current procedures that focus entirely on child protection investigations, leaving women unsafe and children at risk. Refuges are identified as dealing well with the needs of children, but against a background of significant under-funding.

In her third contribution, Mullender, writing with Sheila Burton, seeks to identify effective practice in work with perpetrators. The authors acknowledge the contentious nature of such work and argue that it is of secondary importance to meeting the needs of women and children for emergency services and long-term safety and security. However, they discuss the research findings that are emerging from programmes run in the UK, the USA and Australia, identify weaknesses in the current research and highlight areas of good practice.

The book then contains a number of chapters which explore the work of particular agencies, making recommendations for improving policy and practice. The police, health service, housing authorities and the legal system (both civil and criminal law responses) are discussed in detail. Writing about effective policing, Jalna Hanmer and Sue Griffiths begin with an examination of three UK studies (from Merseyside, West Yorkshire and Islington) which looked at the policing of domestic violence. They usefully identify a number of factors that are key to the assessment of effective policing and highlight ways in which future evaluations could be improved.

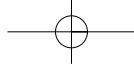
Domestic violence has been identified as a priority by many local Crime and Disorder Partnerships and much of the associated work has been done by way of multi-agency projects and forums. Gill Hague's chapter about multi-agency initiatives acknowledges the importance and potential for creativity of this approach but highlights the lack of evaluation of the effectiveness of multi-agency work. She raises a number of significant issues that, if properly addressed, increase the chances of a multi-agency initiative being more than a talking shop. These include the full participation of Women's Aid and local women's refuges and support services and the active involvement of community, grassroots and women's organisations. Hague also stresses that these initiatives need to be adequately funded, with proper attention given to diversity and equality issues and arrangements for monitoring and evaluation.

In a chapter which will be helpful to those who are required to assess and manage risk, Sylvia Walby and Andrew Myhill review the relevant literature and discuss the factors which appear associated with the onset of domestic violence. They also highlight the gaps in the current research and argue that it would be beneficial to learn more about the factors linked to desistance from domestic violence. They call for a national survey of violence against women in the UK.

This book describes itself as 'A Comprehensive Guide for Professionals'. In many ways, this is a reasonable claim. The book is not a 'how-to-do-it' manual for social workers, probation officers, health service workers or police officers seeking to improve the service they offer to those affected by domestic violence. It does not seek to explain domestic violence, set it in a particular psychological or sociological framework or use the experiences of victims and survivors to illustrate the pain and suffering it causes. However, the book does take a thorough look at what is known about effective responses to domestic violence and makes clear recommendations for best practice. These 'key messages' are outlined by Julie Taylor-Browne in her editor's preface. Many of these will be (and, indeed, should be) familiar to professionals whose work brings them into contact with those affected by domestic violence.

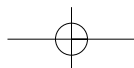
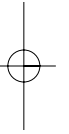
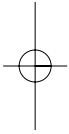
The key messages include:

- Involve survivors and the refuge movement in formulating strategies and interventions

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- Focus on reducing repeat victimisation
- Conduct rigorous risk assessment and safety planning procedures
- Integrate child protection and family support work with domestic violence
- Measure the costs of interventions and the costs of delaying interventions or delivering them in an inadequate, uncoordinated way
- Use multi-agency partnerships to their full potential. The full involvement of health, education and the CPS are crucial to effective working
- Ask women about domestic violence in health care settings – and ensure an adequate referral mechanism is already in place
- Work with perpetrators – but liaise and support the woman partner as well
- Ensure women and children fleeing domestic violence are given appropriate housing and offered re-settlement support
- Monitor the recent changes in civil and criminal law, and their implementation. Ensure women and children are protected by child contact arrangements
- Outreach and advocacy projects offer considerable potential in providing a rapid response that can influence both individuals and agencies.

*Jane Dominey, De Montfort University*



**DRUGS, CRIME AND THE DRUG TREATMENT AND TESTING ORDER: ISSUES IN COMMUNITY AND CRIMINAL JUSTICE, MONOGRAPH Louise Fowler. Napo, 2002; pp 92; £10.00, pbk. ISBN 0-901617-17-2**

The monograph traces the recent history of drug use and treatment within a probation context. It starts by examining patterns of consumption and the position of women and people from minority ethnic communities in receiving drug services. The debate on links between drug use and offending is explored and recent drug policy analysed. The probation response to problematic drug users is assessed particularly in relation to Drug Treatment and Testing Orders (DTTOs). The conclusion calls for more inclusive services for drug users from minority groups.

Louise Fowler's work provides an important summary of relevant literature suitable for probation students and practitioners who want to know more about the background to DTTOs. It neglects the broader social and public policy dimensions to this area but acknowledges the increasing criminalisation of drugs policy. The attention given to issues of diversity in probation and drug services' responses to drug users is central to the argument of the work. It provides an important reminder to managers and policy makers concerned with the use of resources and the nature of service delivery. The debate on coerced drug treatment also provides an interesting insight into human rights issues from a probation perspective. Whether all parts of an academic audience will be convinced that the provision of effective services overcomes any ethical tension may be a moot point.

The initial chapters cover the nature and extent of drug use in the UK and the position of women and ethnic minority drug users. Recreational drug use is acknowledged to be widespread and unproblematic. The work appropriately highlights the small minority of drug users who become problematic in terms of the harm they cause to themselves or others. This group is not homogenous as the diverse needs of women and ethnic minority drug users highlights. The failure of drug services and the criminal justice system to address these needs is identified as unfair. The central chapters address the uncertainty of knowledge in relation to drug-crime relationships and the presumption of drugs policy that providing drug treatment in the criminal justice system will address the problem. The main vehicle examined is the probation service response. This is seen to depend upon a partnership response and suitable assessment by probation staff. The problems found by different inspections are described and the introduction of DTTOs explained. The pilot study is analysed in detail and the problems of inter-agency working and supervising the orders highlighted. The final chapters provide a critique of DTTOs and suggest that research is undertaken and guidelines are issued to address the problems identified.

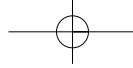
The monograph locates problematic drug use in a criminal justice setting and makes only a brief mention of the way in which this context creates problems itself. The reasons for

the move from medical responses to drugs to a criminal justice approach are barely questioned. Coerced drug treatment (or compulsory treatment as it becomes by the final chapter) is regarded as acceptable since the criminal justice system acts as another source of motivation in the same way as family and friends. Whilst the factors working against women and people from minority ethnic communities are acknowledged the socially excluded position of drug users per se is not. The need for broader policy responses outside of the criminal justice system could have been given more attention. The punitive dimension to drugs policy is challenged but the limitations of coerced treatment are not. Within a criminal justice setting it is likely to be the most disadvantaged who fail and those who need preparation for treatment who are excluded. The monograph does call for more research into how and why treatment works with a view to developing service responses. This is welcome but the message from existing research is that problematic drug use can be a long-term condition that needs repeated treatment interventions. The development of joined up services is discussed in the last chapters but the systemic problems in such a project are significant. The monograph examines the problems of inter-agency working between probation and the health/voluntary sectors but does not do enough to locate service responses in the broader community justice sector incorporating prisons and police. It is here that some of the intractable problems of drug use may need to be addressed.

The conclusion calls for drugs and crime issues to be dealt with separately by the government. This is surprising given the tacit approval for the criminalisation of drug services that is apparent earlier. The problems of such an approach for mainstream services are acknowledged but the significant area of those who do not succeed in DTTOs is not mentioned. Their place as 'failures' fit only for prison because of the high risk they pose of further property crime is implicit in the approach taken here and indeed in the criminal justice system. This may be a contributory factor to the current level of imprisonment where rigid community sentence regimes contribute to the high use of custody through the enforcement process. Unfortunately prison drug services tend to be limited for those serving short sentences.

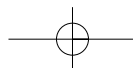
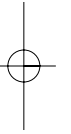
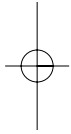
The monograph is worthy of consideration in the field because of the attention it gives to neglected groups of service users in relation to drug and probation services. In drawing attention to these groups, including young people, it argues that ethical concerns with coerced drug treatment can be addressed by ensuring services meet their needs. This is certainly a necessary condition for addressing the dilemma but it is not clear that it is a sufficient one. Indeed as the causes of drug use are complex so the responses to it may need to be more sophisticated than the panacea of DTTOs. The traditional place of ordinary community sentences in dealing with individual motivational work needs to be recognised albeit that programmatic work now tends to centre on groups.

The monograph was enjoyable for an enthusiast of the subject area. Its detailed consideration of the probation response to drugs was welcome. It perhaps needed to take the perspective of other agencies and the broader system of community justice in order to



move beyond the limits of its own analysis. On the other hand it provides a unique and comprehensive addition to an emerging literature on DTTOs which will support future developments in policy and practice.

*Richard Lynch, Sheffield Hallam University*





**ISLAM, CRIME AND CRIMINAL JUSTICE Basia Spalek. Willan Publishing, 2002; pp 208; £30.00, hbk. ISBN 1-903240-89-1**

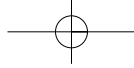
The events of 9/11, the urban disturbances of 2001, the increasing visibility of Muslim communities, and Islam, in public and political discourse make this book particularly timely. The focus on Islam, crime and criminal justice is an area of British criminology that has received insufficient attention. Consequently, this book should be a welcome contribution to the subject; however there are some limitations to this publication.

The book claims to be a response to the need to address religious diversity by focusing on Islam, and subsequently highlighting how Islamic faith influences peoples' experiences of crime and the criminal justice system. To a certain degree the book achieves this aim, but the shortness of some chapters limits the discussion and development of key issues.

The book's scope is limited by a failure to represent a comprehensive range of key aspects that one would expect from an edited collection on Islam, crime and criminal justice. While recognising the difficulty of including a thorough discussion encompassing all subject areas, the book falls well short of its stated intentions. Whilst the discussions included are warranted, a focus on a number of key aspects are omitted, such as (Muslim) female criminality, forced marriages, domestic violence, victimisation of 'white' Muslims, terrorism and a more explicit focus on hate crime as experienced by the Muslim community. In relation to the latter, the book highlights the significance of 9/11 but fails to embark on a comprehensive discussion of this in terms of increased fear of crime, victimisation, Islamophobia and terrorism. Some of the contributors allude to the impact of 9/11, but there are no chapters dedicated to the exploration of this issue in relation to Muslims experience of crime and criminal justice.

With regards to the book's stated aim of highlighting how Islamic faith influences peoples' experiences of crime and the criminal justice system, there is a particular dearth in this collection; for example Muslim offenders' experiences of crime and criminal justice. Although Macey's chapter on young Muslim men's involvement in criminal activity engages in some interesting debates, the added inclusion of offenders' perspectives would have offered a fresh point of view.

Throughout the book Islam has been prioritised and at times isolated from other factors, such as race, ethnicity, gender, class, generation and nationality. Although one of the book's aims is to highlight the significance of Islam in shaping Muslims' experiences of crime and criminal justice, there is a tendency, particularly by the editor to prioritise this over and above other factors which may also be important. On occasions religion is presented as the central and most important tenet of the editor's argument. One does not dispute that religious belief is important in defining one's consciousness and contribution to social life. However, religious beliefs need to be considered alongside other factors that may also be significant in shaping an individual's experience of crime and criminal justice.



This synthesis is partially achieved in the chapters by Macey and Sharp, who both acknowledge the role of additional factors which, alongside religion, require serious consideration, thus providing a more insightful understanding of the dynamics of Islam, crime and criminal justice.

Throughout the book there is a tendency to over generalise the experience of Muslims; for example, chapter 5 on Muslims in Prison. This chapter discusses a study that focused on the work of nine Imams in twenty-two prisons containing a mix of male, female and young offender institutions. Here the results might have been more fruitful had the authors developed a more gendered and generational analysis, one which distinguishes between male and female prisoners, and between the first and second generation.

The diversity of Islam in a multi-cultural society like Britain is not fully captured by this collection, as it predominantly focuses on Muslims of Pakistani, Bangladeshi and Indian heritage, whilst other long standing Muslim communities like the Yemenis are not included. The experiences of a wide range of minority ethnic Muslims are not represented particularly refugees and asylum seekers. In addition there is a tendency by some of the contributors to homogenise Islam expunging important differences of geography and ideology.

*Sunita Toor, Nottingham Trent University*

