
Title registration for a systematic review: Multiagency programs with police as a partner for reducing radicalisation to violence

**Lorraine Mazerolle, Adrian Cherney, Elizabeth Eggins,
Angela Higginson, Lorelei Hine, Emma Belton**

Submitted to the Coordinating Group of:

Crime and Justice

Education

Disability

International Development

Nutrition

Food Security

Social Welfare

Methods

Knowledge Translation and
Implementation

Business and Management

Other:

Plans to co-register:

No

Yes Cochrane Other

Maybe

Date submitted: 15 March 2019

Date revision submitted: Not applicable

Approval date: 2 April 2019

Publication date: 10 April 2019

Title of the review

Multiagency programs with police as a partner for reducing radicalisation to violence: A systematic review

Background

Radicalisation is a complex but key factor in the context of counter-terrorism interventions and violence prevention (Jensen, Seate & James, 2018). While models of radicalisation can vary by contexts (Borum, 2015; Christmann, 2012; Desmarais et al., 2017; Koehler 2017; Horgan, 2008; Sarma, 2017), it is broadly defined as the process by which a person adopts extremist views and moves towards committing a violent act (Hardy, 2013; Jensen, Seate, & James, 2018). Radicalisation has been linked with individual and group engagement in terrorist attacks against innocent civilians (Wilner, & Dubouloz, 2010), and individuals entering conflict zones to join formal extremist groups to engage in violent combat (Lindekilde, Bertelsen, & Stohl, 2016). As a result, radicalisation has become a key focus of counterterrorism and violence prevention interventions.

The complex nature of an individuals' progression from radicalisation to violence can present challenges for designing appropriate policy responses (Horgan, 2008). Given there is no clear terrorist profile, with risk factors for violent extremism varying across individuals and groups, a core component of national counter-terrorism policies has been the adoption of multiagency response that aim to address various radicalisation risks (Beutel & Weinberger, 2016). These multiagency strategies often involve partnerships and collaborations between different agencies and entities (Hardy, 2018). The collaborations can include a range of agencies and entities including police, government agencies (such as education, immigration, customs, home affairs, employment, housing, health), local councils, businesses, communities (such as churches, mosques and other houses of worship), and services providers (such as re-settlement agencies, local health providers). Often times, it is the public police who are the first point of contact with individuals who have radicalised to extremism. As such, police are important partners for identifying, reducing and building resilience to radicalisation (Cherney 2015). Given the central role of police in many multiagency interventions, this review will examine the impact of multi-agency interventions that include police as a partner to assess the impact of the multi-agency interventions on reducing radicalisation to violence.

Policy relevance

Police cannot tackle the problem of violent extremism and terrorism on their own (Cherney & Hartley 2015). Many of the risk factors for radicalisation and violent extremism are complex. For example, one risk factor identified in the research literature are individuals who are second- and third-generation immigrants with strong ties both to their country of birth and their family country of origin (Harris-Hogan 2014; LaFree et al 2018; Nessar 2018; Pressman, & Flockton 2012). The complexity and variability of the radicalisation process requires police to partner with various agencies and community groups to tackle radicalisation. As such, multiagency interventions have become a dominant approach to tackle the problem of radicalisation. Existing evidence, however, does not provide a clear understanding of the effectiveness of police-involved, multi-agency approaches to radicalization (Cherney & Harley 2015; Koehler 2017; MacDonald 2002). Given the cost of forming multi-agency interventions and the organizational complexities of managing and maintaining these types of responses, it is imperative to know whether current multiagency approaches that include police partners are effective for reducing radicalisation to violence.

Objectives

The primary objective of this review is to answer the question: how effective are multiagency interventions with police as a partner at reducing radicalisation to violence? If there are sufficient data, the review will also examine whether the effectiveness of these interventions vary by the following factors: geographical location, target population, nature of the intervention approach, and number and type of multiagency partners.

Existing reviews

We conducted a search of the literature using the following terms to identify existing reviews: terrorism* OR extremism* OR radicali*. Searches of the following locations did not identify any existing systematic reviews (completed or ongoing) on the specific topic proposed in this proposal:

- Campbell Collaboration
- Cochrane Collaboration
- PROSPERO registry
- Google Scholar

Intervention

This review will include any multiagency intervention with police as a partner that aims to address terrorism, violent extremism, or radicalisation to violence. Specifically, each study must meet two intervention criteria:

1. Report on a multiagency intervention where police are a partner, defined as some kind of a strategy, technique, approach, activity, campaign, training, program, directive, or funding/organisational change that involves police and at least one other agency (Higginson, Eggins, Mazerolle, & Stanko, 2015). Police involvement is broadly defined as:
 - Police initiation, development or leadership;
 - Police are recipients of the intervention or the intervention is related, focused or targeted to police practices; or
 - Delivery or implementation of the intervention by police.

The other agencies or entities involved in the intervention may be government or non-governmental agencies, including government agencies (such as education, immigration, customs, home affairs, employment, housing, health), local councils, businesses, communities (such as churches, mosques and other houses of worship), and services providers (such as re-settlement agencies, local health providers).

AND

2. Report on a multiagency intervention with police as a partner that *aims to address terrorism, violent extremism, or radicalisation to violence*, as defined or specified by study authors.

We anticipate that multiagency interventions with police as a partner that aim to address terrorism, violent extremism, or radicalisation to violence may include:

- Police being trained OR police doing the training of a partner(s), to improve recognition, referral and responses to radicalisation, including guiding at risk populationstowards numerous forms of support services offered by various partnerships, such as life skills mentoring, anger management sessions, and cognitive/behavioural therapy (Home Office, 2015b).
- Community awareness programs or training delivered to police OR police delivering community awareness training or programs to a partner(s) to help partner(s) identify someone who may already be engaged in illegal terrorist-related activity and are referred to the police (Home Office, 2009).

- Police working in partnership with universities to train, engage, intervene and consult on action plans to reduce at-risk youth to extremist messaging (Angus, 2016).
- Approaches that involve police working with external agencies to case manage individuals convicted of terrorism or identified as at risk of radicalisation (Cherney & Belton 2019).
- Police working with external agencies to divert an individual away from violent extremism (e.g., UK Channel program, Home Office, 2015a).
- Police officers undertaking various forms of engagement with different community and agency stakeholders to help identify terrorist threats (Innes, Roberts, & Innes, 2011; Ramiriz et al., 2013).

Population

This review will consider the impact of multiagency interventions with police as a partner on the following populations:

1. Individuals of any age, gender, or ethnicity
2. Micro places (e.g., street corners, buildings, police beats, street segments)
3. Macro places (e.g., neighbourhoods, communities, police districts)

We will place no limits on the geographical region reported in the study. Specifically, we will include high-, middle- and low-income countries in the review.

Outcomes

This review will include studies where the measured outcome is radicalisation to violence. For the purposes of this review, radicalisation to violence is defined as the process by which a person adopts extremist views and moves towards committing a violent act (Hardy, 2013; Jensen, Seate, & James, 2018). It is important to note that 'radicalisation' remains inconclusively defined in the literature (Heath-Kelly, 2013) and violence is just one potential outcome of radicalisation (Schmid, 2013; Hafez, & Mullins, 2015; Angus, 2016). We also recognise that terminology (e.g., radicalisation and extremism) in the extant literature is often used interchangeably (Borum, 2012), and that outcomes may not be labelled explicitly as 'radicalisation to violence'. Other labels that may be used include: radicalisation (Horgan, 2009), extremism, violent extremism (Khalil, & Zeuthen, 2016), political violence, ideologically motivated violence, political extremism (Lafree, Jensen, & Safer-Lichtenstein, 2018), violent radicalisation (Bartlet, & Miller, 2012) and terrorism (Cristmann, 2012).

We will include outcome data that are measured through self-report instruments, interviews, observations and/or official data (e.g., contact with police, calls for service reporting incidents, arrests, charges, prosecution, sentencing and correctional data).

Some examples of how radicalisation to violence can be measured include:

- *Violent Extremist Risk Assessment-2 (VERA-2)*: A risk assessment of the likelihood of violence by an offender who has been convicted of ideologically motivated violence (Pressman, & Flockton, 2012).
- *Extremist Risk Guidance Factors (ERG 22+)*: Assesses the needs and risks of offenders who have either been convicted of an extremist offence or have shown behaviours or attitudes that raise concerns about their potential to commit extremist offences (Knudsen, 2018).
- *IAT-8*: Assesses the effectiveness of a current intervention at reducing or altering the level of vulnerability to radicalisation (RTI International, 2018).
- *RADAR assessments*: Identifies individuals who would benefit from services to help them disengage from violent extremism by assessing a variety of observations including religious understanding and knowledge, radicalisation source, intervention goals and progress undertaken to achieve these goals (Cherney & Belton, 2019)
- *Terrorist Radicalisation Assessment Protocol (TRAP-18)*: A professional judgement instrument for risk and threat assessment of individuals who may engage in lone-actor terrorism (Meloy, 2018).

Study designs

This review will include quantitative impact evaluations that utilise a randomised experimental (e.g., RCTs) or a quasi-experimental design with a comparison group that does not receive the intervention. We will include studies where the comparison group receives ‘business-as-usual’ policing, no intervention or an alternative intervention (treatment-treatment designs).

Although not as robust as RCTs, ‘strong’ quasi-experiments can be used to provide causal inference when there are elements of the design that aim to minimise threats to internal validity (see Farrington, 2003; Shadish, Cook, & Campbell, 2002). Minimising threats to internal validity can include: controlling case assignment to treatment and control groups (regression discontinuity), matching characteristics of the treatment and control groups (matched control), statistically accounting for differences between the treatment and control groups (designs using multiple regression analysis), or providing a difference-in-difference analysis (parallel cohorts with pre-test and post-test measures).

Therefore, we will include the following ‘strong’ quasi-experimental designs in this review:

- Cross-over designs
- Regression discontinuity designs
- Designs using multivariate controls (e.g., multiple regression)
- Matched control group designs with or without pre-intervention baseline measures (propensity or statistically matched)
- Unmatched control group designs without pre-intervention measures where the control group has face validity
- Unmatched control group designs with pre-post intervention measures which allow for difference-in-difference analysis
- Short interrupted time-series designs with control group (less than 25 pre- and 25 post-intervention observations (Glass, 1997)
- Long interrupted time-series designs with or without a control group (≥ 25 pre- and post-intervention observations (Glass, 1997)

Weaker quasi-experimental designs can be used to demonstrate the magnitude of the relationship between an intervention and an outcome. However, we will exclude the following weaker quasi-experimental designs due to their limitations in establishing causality:

- Raw unadjusted correlational designs where the variation in the level of the intervention is compared to the variation in the level of the outcome; and
- Single group designs with pre- and post-intervention measures.

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Review authors

Lead review author:

Name:	Lorraine Mazerolle
Title:	Professor
Affiliation:	University of Queensland
Address:	School of Social Science, St Lucia Campus
City, State, Province or County:	St Lucia, Queensland
Post code:	4072
Country:	Australia
Phone:	+61 7 334 67877
Email:	l.mazerolle@uq.edu.au

Co-author(s):

Name:	Adrian Cherney
Title:	Associate Professor
Affiliation:	University of Queensland
Address:	School of Social Science, St Lucia Campus
City, State, Province or County:	St Lucia, Queensland
Post code:	4072
Country:	Australia
Phone:	+61 73365 6663
Email:	a.cherney@uq.edu.au

Name:	Elizabeth Eggins
Title:	Ms
Affiliation:	University of Queensland (UQ)
Address:	School of Social Science, St Lucia Campus
City, State, Province or County:	St Lucia, Queensland
Post code:	4072
Country:	Australia
Email:	e.eggins@uq.edu.au

Name:	Angela Higginson
Title:	Doctor
Affiliation:	Queensland University of Technology
Address:	School of Justice, Gardens Point Campus
City, State, Province or County:	Brisbane, Queensland
Post code:	4000
Country:	Australia
Phone:	+61 7 3138 4491
Email:	angela.higginson@qut.edu.au

Name:	Lorelei Hine
Title:	Ms
Affiliation:	University of Queensland
Address:	School of Social Science, St Lucia Campus
City, State, Province or County:	St Lucia, Queensland
Post code:	4072
Country:	Australia
Email:	l.hine@uq.edu.au

Name:	Emma Belton
Title:	Ms

Affiliation:	University of Queensland
Address:	School of Social Science, St Lucia Campus
City, State, Province or County:	St Lucia, Queensland
Post code:	4072
Country:	Australia
Email:	e.belton@uq.edu.au

Roles and responsibilities

- Content: Mazerolle, Cherney, Belton, Eggins, Higginson, Hine
- Systematic review methods: Eggins, Higginson, Hine
- Statistical analysis: Higginson, Eggins
- Information retrieval: Eggins, Higginson, Hine

Lorraine Mazerolle is a Professor of Criminology in the School of Social Science at the University of Queensland and current Co-Chair of the Campbell Collaboration Crime and Justice Coordinating Group. She has won numerous US and Australian competitive research grants - including systematic reviews - on topics such as third party policing, police engagement with high risk people and disadvantaged communities, community regulation, problem-oriented policing, police technologies, civil remedies, street-level drug enforcement and policing public housing sites.

Adrian Cherney is an Associate Professor in the School of Social Science at the University of Queensland and an Australian Research Council (ARC) Future Fellow. His current research focuses on the evaluation of programs aimed at countering violent extremism and he has undertaken research on the supervision of terrorist offenders in Australian who have been released into the community on parole. His ARC Future Fellowship aims to develop and test metrics and methods to evaluate case-managed interventions targeting individuals who have been charged for a terrorist offence or have been identified as at risk of radicalising to violent extremism. He has secured both international and national competitive grants.

Ms Elizabeth Eggins is the Managing Editor of the Campbell Collaboration Crime and Justice Coordinating Group. She has co-authored and managed multiple systematic reviews in criminology and social welfare disciplines, with particular expertise in methodology, analysis, and information retrieval.

Dr Angela Higginson is a Senior Lecturer in the School of Justice, Faculty of Law, QUT and current editor of the Campbell Collaboration Crime and Justice Coordinating Group.

She is an ARC Discovery Early Career Research Award (DECRA) fellow for 2018-2020, and her DECRA project examines the correlates and consequences of ethnically-motivated youth hate crime in Australia. Much of Angela's work has focused on policing and community processes for crime control, with a particular expertise in evaluation through systematic reviews and meta-analysis.

Ms Lorelei Hine is a Research Assistant in the School of Social Science at the University of Queensland. She has assisted with the project management of several systematic reviews as well as the Global Policing Database. This has provided her with expertise in both systematic review methodology and substantive content in relation to criminal justice interventions.

Ms Emma Belton is a PhD student and Research Assistant in the School of Social Science at the University of Queensland. She has co-authored and worked on projects in the area of countering violent extremism (CVE), including the collection and analysis of data and evaluations of programs aimed CVE.

Funding

This review is funded by a Campbell Collaboration grant awarded to Lorraine Mazerolle, Elizabeth Eggins, Adrian Cherney and Angela Higginson via Public Safety Canada. The final review is due for submission to the Campbell Collaboration on 20th December 2019.

Potential conflicts of interest

Three of the review authors have internal roles within the Campbell Collaboration Crime and Justice Group. Lorraine Mazerolle is the Co-Chair of the Crime and Justice Coordinating Group (CJCG), Angela Higginson is the Editor of the CJCG, and Elizabeth Eggins is the Managing Editor of the CJCG. Consequently, Mazerolle, Higginson and Eggins will not be involved in any editorial or internal Campbell Collaboration communications about this review. In addition, Adrian Cherney has published research that is closely linked with the review topic. To minimise potential bias, Cherney will not be involved in the screening or coding of any studies for this review.

Preliminary timeframe

Note, if the protocol or review is not submitted within six months and 18 months of title registration, respectively, the review area is opened up for other authors.

- Date you plan to submit a draft protocol: 31 May 2019
- Date you plan to submit a draft review: 20 December 2019