

POLICE RESEARCH BULLETIN

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JUSTICE COMMITTEE REPORTS ON EFFECTIVE USE OF POLICE RESOURCES

The Justice Committee of the Scottish Parliament has concluded its investigation into the effective use of police resources and has produced its final report. Although taking at its starting point the SNP Scottish Government's manifesto commitment to recruit additional police officers, the Committee considered a wide range of issues relating not only to resources, but also to a number of key issues for the future development of policing in Scotland.

The main recommendations in the Report included the following:

- The Committee acknowledges that there is a clear perception among some sections of the police service that at current levels the deployment of police resources is inadequate to allow forces to effectively meet all of their present commitments.
- The Committee supports the retention of the current eight police forces across Scotland . . . However, the Committee also supports the view . . . that the development of a 'supra-force' capability in specific operational areas will allow local police forces to focus their attention on dealing with important local issues, including volume crime, disorder and minor emergencies.
- The Committee acknowledges that expectations of the police have changed significantly over the past 40 years as Scottish society has changed and as the need to monitor and enforce new legislation has increased . . . any future changes to the police role and functions must be effectively communicated to the public in order to secure their support.
- The Committee has received starkly contrasting evidence . . . on the scope for further civilianisation within the police service . . . [It] therefore invites the Scottish Government to consider commissioning a study to identify best practice in police staffing structures in order to share the benefits among all eight Scottish police forces.
- The Committee recommends that within the lifetime of this Parliament the Scottish Government should initiate an independent review of the role and responsibilities of the police in Scotland.
- The Committee considers that it is extremely important that, in trying to measure, monitor and improve the police service in Scotland, a clear definition of community policing is established and adopted by all stakeholders as a matter of priority.
- The Committee welcomes the establishment of the Scottish Policing Performance Framework as a step towards a coherent national system for managing and monitoring police performance.
- The Committee recommends that the Scottish Government should review the composition of police authorities to assess whether their capacity to scrutinise their respective chief constables and police forces could be bolstered by augmenting their membership . . . in an advisory capacity.
- The Committee recommends to the Scottish Government that it should introduce appropriate mechanism to strengthen the accountability of ACPOS in order to secure its legitimate status as the leadership of the police service in Scotland.

A debate on the Report took place in the Parliament Chamber on 16 April, but did not result in any vote being taken. The Justice Committee has now moved on to carry out further inquiry work into community policing in Scotland.

The Report can be found on-line at:

www.scottish.parliament.uk/s3/committees/justice/reports-08/jur08-04-01.htm

The Justice Committee page relating to its investigation into Community Policing is at:

www.scottish.parliament.uk/s3/committees/justice/inquiries/CommunityPolicingHomepage.htm

ABSTRACTS

Gordon Hughes and Michael Rowe (2007) 'Neighbourhood policing and community safety: Researching the instabilities of the local governance of crime, disorder and security in contemporary UK', *Criminology and Criminal Justice*, vol. 7, no. 4, pp. 317-346.

'Community' continues to be at the heart of political and policy discourses surrounding policing, security and community safety. This article examines policy developments relating to Neighbourhood Policing and Crime and Disorder Reduction Partnerships in Britain. The latter developments emphasize that community engagement and co-production are centrally important. However, it is clear that there are dangers that already identified tensions will persist. The need to meet performance targets will continue to detract from community-oriented work, unless the two coincide. Additionally, cultural and institutional factors are likely to prove inimical to efforts to respond effectively to community needs. None of this ought to be taken as an argument in favour of jettisoning the idea of community, but it does mean that the participation of the public needs to be couched in broad, inclusive and often conflictual terms and understood that such efforts offer only limited guarantees in terms of establishing progressive agendas for community safety and neighbourhood policing.

Julie Ayling and Clifford Shearing (2008) 'Taking care of business: Public police as commercial security vendors', *Criminology and Criminal Justice*, vol. 8, no. 1, pp. 27-50.

This article examines practices in 'user-pays' policing. It locates these practices historically as well established, with a lineage that stretches back to the beginnings of the police in Britain and earlier. The article identifies different forms of user-pays policing, the various practices they include and the regulatory issues raised by them. Consideration of the tension between a conception of policing as a public service and charging for police services suggests that user-pays policing can be, and often is, compatible with public interests and the provision of public goods. A case study of events policing within an Australian Police agency explains this further. The article concludes with a consideration of the risks that may be associated with user-pays policing and of possible future directions for police participation in the market-place as security vendors.

Kenneth Scott (2008) 'The Scottish Crime and Drug Enforcement Agency: From Common Police Service to "MacFBI"', *The Police Journal*, vol. 81, no. 1.

On 1 April 2007, as a result of the implementation of the Police, Public Order and Criminal Justice (Scotland) Act 2006, a new national policing organisation called the Scottish Crime and Drug Enforcement Agency (SCDEA) was established. This took forward a process begun in 2001 when, as part of its contribution to the 'war against drugs', the Scottish Executive set up the Scottish Drug Enforcement Agency (SDEA) to focus across Scotland specifically on drug crime. The SCDEA is an expanded and, potentially, more powerful version of SDEA, which has led it to being popularly described as 'the Scottish FBI'. The purpose of this article is to examine the evolution and development of the SCDEA and to discuss some of the key issues arising from efforts to create a 'MacFBI'.

Stephen Reicher, Patrick Cronin et al. (2007) 'Knowledge-based public order policing: Principles and practice', *Policing*, vol. 1, no. 4, pp. 403-415.

Much public order policing is still based on the assumption that crowds are inherently irrational and dangerous. This article argues that this approach is both misinformed and counter-productive because it can lead to policing interventions that increase the influence of those advocating violence in the crowd. It challenges traditional assumptions about crowd psychology and demonstrate how widespread conflict derives from the interactions between police and crowds. From this, are developed general guidelines, as to how policing can reduce crowd violence and lead crowd members themselves to self-police violent groupings in their midst. We then use examples from anti-globalisation protests and the Euro 2004 football championships to show how these guidelines can be applied in practice and how effective they can be. This article concludes by arguing that such knowledge-based crowd policing can turn crowd events into opportunities to overcome seemingly intractable conflicts between the police and groups within our society.

Graham Ellison (2007) 'A Blueprint for Democratic Policing Anywhere in the World? Police Reform, Political Transition, and Conflict Resolution in Northern Ireland', *Police Quarterly*, vol. 10, no. 3, pp. 243-269

This article provides an overview of the police reform process undertaken in Northern Ireland since 1999 as part of a broader program of conflict resolution. It considers the recommendations of the Independent Commission on Policing (ICP), which proposed a number of changes to policing structures and arrangements in Northern Ireland, and it assesses the degree to which these have been operationalized in the 8 years since the ICP published its report. It suggests that although the police reform process in Northern Ireland has been moderately successful and provides a number of international best practice lessons, the overall pace of change has been hindered by difficulties of implementation and, more fundamentally, by developments in the political sphere and civil society.

Wesley G Skogan (2008) 'Why reforms fail', *Policing and Society*, vol. 18, no. 1, pp. 23-34.

Police reform is risky and hard, and efforts to innovate in policing often fall short of expectations. This chapter examines sources of resistance to change in policing. Some are internal, including opposition to reform at virtually all levels of the organization and among special units. The position of unions vis-a-vis change is highly variable, particularly if proposals do not threaten working conditions and officer safety. Politicians and other potential opponents of change lurk in the vicinity of policing, and reformers need to bring them into the process as well. The public must understand how the investment they have in policing will be enhanced, and not threatened, by reform. If new strategies require the co-operation of other service agencies (as, for example, for problem-solving policing) the heads of those bureaucracies must understand they are partners in their city's programme, not victims of empire building by the police. At the top, city leaders must match the commitment of chiefs and other police executives to change, if reforms are to survive leadership transition.

David Bayley (2008) 'Police reform: Who done it?', *Policing and Society*, vol. 18, no. 1, pp. 7-17.

This paper examines nine innovations in American policing since the report of the President's Commission on Law Enforcement and the Administration of Justice (1967) - community-oriented policing, problem-oriented policing, signs-of-crime policing, hot-spots policing, mandatory arrest for spouse assault, enhancement of internal discipline, external oversight, COMPSTAT, and increased diversity of personnel. These innovations occurred from the top-down within policing and were not the product of collaboration with the rank-and-file. In all but two cases, innovations were not instigated by the police themselves but were formulated by people outside the police and brought to the police for adoption. The paper concludes that innovation occurred because of a system of collaboration between police and civil society that is unique in the world and was itself instigated by far-sighted police leaders.

David Thacher (2008) 'Research for the front lines', *Policing and Society*, vol. 18, no. 1, pp. 46-59.

It is a truism in the sociology of science that scientific knowledge bears the imprint of particular perspectives, interests, and values. In social science, it is especially common to find that research serves the needs of managers and policymakers better than it serves the needs of front-line workers. This paper analyses the traces of that tendency in police research. By examining three features of front-line police work (the need to improve programs rather than assess them, the need to attend to an enormous number of situational details, and the need to cope with ambiguous and contradictory goals), it argues that common approaches to police research address managerial and policy concerns better than line officer concerns. To help rectify this imbalance, it discusses three variations on an alternative research strategy that deserves more emphasis in policy-oriented police research-one grounded in concrete case study description and analysis that often eschews causal generalisations.

Ken Scott-Brown and Patrick Cronin (2007) 'An instinct for detection: Psychological perspectives on CCTV surveillance', *The Police Journal*, vol. 80, no. 4, pp. 287-305.

The aim of this article is to inform and stimulate a proactive, multidisciplinary approach to research and development in surveillance-based detective work. This article we review some of the key psychological issues and phenomena that practitioners should be aware of. It looks at how human performance can be explained with reference to our biological and evolutionary legacy. It shows how critical viewing conditions can be in determining whether observers detect or over-look criminal activity in video material. It examines situations where performance can be surprisingly poor, and cover situations where, even once confronted with evidence of these detection deficits, observers still underestimate their susceptibility to them. Finally, it explains why the emergence of these relatively recent research themes presents an opportunity for police and law enforcement agencies to set a new, multidisciplinary research agenda focused on relevant and pressing issues of national and international importance.

Michael Rowe (2007) 'Rendering Visible the Invisible: Police Discretion, Professionalism and Decision-making', *Policing and Society*, vol. 17, no. 3, pp. 279-294.

That police officers operate with considerable discretion is a staple of policing in Britain. Based on an observational study, this article explores the impact of a positive arrest policy that considerably reduced the extent to which officers could use their discretion when dealing with incidents of domestic violence. The aim of the policy was that this type of crime should be treated more seriously by police than has often been the case, and that the tendency for such crimes to escalate in their intensity means that early intervention offers a more effective means of risk management.

The article explores the reasons why officers tended to find the limits which this policy placed on their discretion difficult to reconcile with their notion of professionalism, and suggests that it raises difficult questions about ethical policing and victim-centred approaches.

POLICING SCOTLAND, CHINA-STYLE

A Chinese edition of the standard text on policing in Scotland has just been published. *Policing Scotland*, edited by Daniel Donnelly and Kenneth Scott, was first published in 2005 by Willan Publishing. Now academics at the Beijing People's Police College have translated the book for a wider audience in their own language.

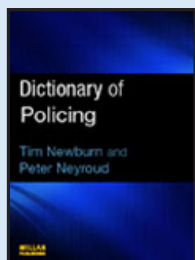
There have been a number of contacts between the police in Scotland and in China over the years, usually on an individual basis, and police leaders in China have shown great interest in policing procedures and approaches here.

The Chinese version of the book appears to have followed closely the structure of the original. However, it seems that the Chinese language has no equivalents for 'Scottish Executive', 'Audit Scotland' or 'ACPOS', which all continue to appear in English!



RECENT BOOKS

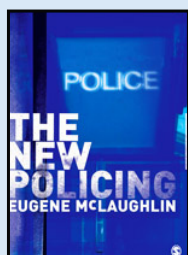
Tim Newburn and Peter Neyroud [eds] (2008) Dictionary of Policing. Devon: Willan Publishing.



Contemporary policing is facing many challenges and is developing rapidly. At the same time the academic study of policing has become an increasingly popular and important field in universities. This Dictionary is the essential reference and companion for

people working in and studying policing who need to know about its key concepts and ideas. It contains over 200 entries with headline summary definitions as well as key texts and sources. Among the contributors are SIPR directors, Professor Jim Fraser (on Forensic Investigation), Professor Nick Fyfe (on Victim and Witness Support) and Dr Ken Scott (on Scotland Policing).

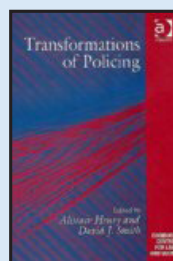
Eugene McLaughlin (2007) The New Policing. London: Sage Publications.



This book provides a comprehensive examination of often contradictory and conflicting changes in policing today. It provides a systematic overview of key studies of policing, including a detailed account of Michael Banton's pathbreaking text on The

Policeman in the Community based in Edinburgh. Based on evidence from the UK, USA and elsewhere, the book promotes an understanding of the cultural significance of policing in society and assesses the challenge posed by contemporary scholarship on security and risk management. It provides a lucid and stimulating analysis of research in the purpose of contemporary policing, the reconfiguration of police culture, accountability innovations, critical dilemmas currently confronting the police, and the future of policing.

Alistair Henry and David J. Smith (2007) Transformations of Policing. Edinburgh Centre for Law and Society series. Aldershot: Ashgate.



Twenty-five years ago 'Police and People in London' was a major landmark in British police research, the most extensive empirical study of a police force to be conducted in this country. This collection of essays by distinguished scholars of policing assesses the changes since then

– the arrangements for democratic accountability, the technologies involved in crime and policing, police management structures and methods, and methods of assessing police performance. Edited by two members of Edinburgh University's criminology department, it reviews areas of research that have emerged since 1983 and highlights debates about fundamental issues in contemporary policing.

David G. Barrie (2008) Police in the Age of Improvement: Police development and the civic tradition in Scotland, 1775-1865. Devon: Willan Publishing.



The study of police history in Scotland has largely been neglected. Little is known about the Scottish police's origins, development and character despite growing interest in the machinery of law enforcement in other parts of the United Kingdom. This book

seeks to remedy this deficiency. Based on extensive archival research, its central aim is to provide an in-depth analysis of the economic, social, intellectual and political factors that shaped police reform, development and policy in Scottish burghs during the 'Age of Improvement', including the workings of traditional forms of law enforcement; in what ways the Scottish police model compared and contrasted with other British models; and the impact of police reform on urban governance and the struggle between social groups for control of the local state. In addressing these questions, this book moves beyond many of the 'problem-response' interpretations which have pre-occupied many police historians, and locates reform within the wider contexts of urban improvement, municipal administration and Scottish Enlightenment thought.

OFFICIAL PUBLICATIONS FROM THE SCOTTISH GOVERNMENT

A summary of recent official publications produced by the Scottish Government relevant to policing include:

HM Inspectorate of Constabulary for Scotland (HMICS) Thematic Inspection: Serious Fraud (Published: May 2008)

Main recommendations include:

1. The Scottish Government consults with stakeholders to make certain that legislation, process and interventions relating to fraud in Scotland are no less comprehensive or robust than they are elsewhere in the UK.
2. The Scottish Government creates a national fraud capability within the Scottish Crime & Drug Enforcement Agency structure to co-ordinate intelligence gathering, enhance knowledge of fraud, in order to promote consistency, accuracy and quality of service.
3. Forces adopt consistent and transparent processes for managing fraud in Scotland, including clear recording guidelines and common criteria for deciding whether or not to investigate fraud.
4. Forces' use of data-sharing and matching be extended to drive intervention strategies, and that consideration be given to extending access to the Scottish Intelligence Database to those agencies and organizations dealing with fraud and who are compliant with the Community Security Policy.

HMICS Thematic Inspection : Productivity of police officers (Published: May 2008)

Main recommendations include:

1. Forces should incorporate the Scottish Policing Performance Framework into their own public performance reports and use this as a basis for reporting to their police authority/board.
2. All forces, in keeping with National Intelligence Model processes, introduce clear processes for tasking all staff: directing their performance and activities in line with identified organizational and local priorities, and increasing accountability.
3. All forces review and develop training provided to sergeants and inspectors to increase their ability to fulfill their organizational role in providing leadership and in achieving continuous improvement in performance and maintaining standards.
4. All forces agree a common methodology for recording activity analysis with primary focus on management and performance information.

Natural Justice: A Joint Thematic Inspection of the Arrangements in Scotland for Preventing, Investigating and Prosecuting Wildlife Crime (Published: April 2008)

This joint thematic inspection was carried out by the Inspectorate of Prosecution and HMICS. Its 24 recommendations include the creation of a wildlife crime reduction strategy by the Scottish Government and the implementation of a specialist wildlife prosecutor role within COPFS.

HMICS Thematic Inspection: Custody Facilities (Published: April 2008)

Main recommendations include:

1. Forces combine to develop a clear strategy for custody management that will direct future design and development of custody facilities.
2. Forces review custody facilities with regard to prisoners' welfare and rights.
3. Forces review their custody facilities with reference to prisoner privacy, taking account of staff and prisoner safety, to determine how custody suite functions should be designed.

Scottish Policing Performance Framework 2008/09 (Published: March 2008)

The Scottish Policing Performance Framework, first launched in 2007, has now been further developed.

The key aims of the Framework are:

- To develop a single suite of performance measures which reflects the breadth and variety of policing activity across Scotland;

- To create a framework which supports managers throughout the police service in understanding, reflecting on and improving performance so that forces can provide more effective policing within Scottish communities;
- To provide a mechanism for improved accountability at local and national levels through the publication of consistent and transparent performance information, which will support the Scottish Government, Police Authorities and the general public in their understanding of policing performance; and
- To provide a basis for robust performance management and, in turn, performance improvement.

The SPPF is divided into four areas, each area containing some High Level Objectives and a range of Performance Indicators (PIs). The areas are:

1. Service Response [10 PIs].
2. Public Reassurance & Community Safety [10 PIs].
3. Criminal Justice and Tackling Crime [9 PIs].
4. Governance & Efficiency [14 PIs].

Inspectorate of Prosecution Report: Complaints Against the Police (Published: January 2008)

This thematic report on the quality of investigation and decision making in a sample of complaints against police involved examination of case papers from four Strathclyde procurator fiscal areas. The main conclusions drawn included:

1. Overall compliance with Crown Office policy and targets was very high.
2. The high level of withdrawals was a feature, ranging from 15% to 56%.
3. Videos were infrequently shown to complainers.
4. There was an obvious appetite for change and development of the system and a fundamental review of policy and practice in this area is recommended.

Criminal Justice Statistical Series: Homicide in Scotland, 2006-07 (Published: December 2007)

HMICS Thematic Inspection: Selection for promotion in the Scottish police service

(Published: December 2007)

Main recommendations include:

1. All forces advertise all vacancies externally (across the UK), at least at the rank of superintendent and above.
2. All force promotion processes are underpinned by a single national competency framework, and that all forces assess the same competencies for promotion to any given rank.
3. Forces introduce scoring mechanisms for all stages of their promotion selection process, and consider each of these stages when determining which candidates are successful.

Statistical Bulletin: Electronic Monitoring in the Scottish Criminal and Youth Justice Systems: Statistical Information 1 July 2007 - 30 September 2007 (Published: December 2007)

Annual Report of HM Chief Inspector of Constabulary for Scotland 2006:2007

(Published: December 2007)

Statistical Bulletin: Domestic Abuse Recorded by the Police in Scotland, 2006-07

(Published: November 2007)

Crime and Justice Research Findings: A Review of Dispersal Powers (Published: October 2007)

This research from Justice Analytical Services focused on two questions: how have dispersal powers been administered and how effective have they been at providing relief to communities affected by the antisocial behaviour of groups, especially of young people, in public spaces. During the period of the 14 dispersal authorizations examined, police gave individuals directions to disperse on 867 occasions. There were 38 arrests for failure to comply, of which 15 were proven in court. Disposals included 7 custodial sentences. Police, residents and businesses felt that antisocial behaviour was substantially reduced for the three months when the powers were in force, in some cases a reduction of over 50% in police incident records compared to the preceding three months.

FOR FURTHER DETAILS visit www.scotland.gov.uk/Publications/Search/Q/Subject/479

NEW PUBLICATION

Daniel Donnelly,
Municipal Policing in Scotland

This new book examines what Municipal Policing is in modern day Scotland. It examines the role community policing, civilianisation in the police, private sector involvement, surveillance and CCTV, the role of the Scottish Government and police authorities, police governance and accountability. Up-to-date research on community wardens is included and conclusions include an analysis of the future of the contemporary model of Municipal Policing.

The book is published by Dundee University Press and the publication date is June 2008. For pre- or post-publication orders, at £25.00 each, contact:

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