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Police Officers in Schools:
A scoping study

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Summary of findings

In recognition of the growing role of police officers in schools across the UK, the NFER funded a scoping study of practice in this area. The study explored:

- the range of ways that police are working with schools
- the impacts of this kind of work
- the challenges experienced
- and the key ingredients for success.

What are the core benefits of police officers working in schools?

The study indicated that police working with schools results in a wealth of benefits for the police, for schools, their teachers and pupils, and for the wider community.

Core benefits (those that benefit more than one group) included:

- increased accessibility (e.g. between pupils, the police and schools)
- improved relationships (between police and schools, or police and pupils)
- an increased sense of safety for pupils, teachers and the community
- improved attendance
- raised achievement
- reduced levels of offending behaviour and poor behaviour in school.

Specific benefits for each group are set out overleaf.

How do police work in schools?

Police work with schools in a range of ways. It can vary by where they are based, the type of contact they have, the number of schools they work with and the time they are able to dedicate to it. For example, the study found:

- Police can be based on the schools' premises and work solely with that school, or a cluster of schools. Alternatively they can be based in their usual station or have bases in a number of different schools with which they work.
- Police can be formally dedicated to a specific school or group of schools and work independently, or they can be part of a wider team serving one or a number of schools.
- Sometimes officers act as a dedicated contact for a school, whilst in other cases they provide support in a team as part of their formal duties, as and when requested.
- The police also work with schools on an ad hoc one-off basis to address a specific need in the school or local area.

What roles or activities do the police take on?

A police officer's role in school can comprise any number of roles and activities. The research identified three broad areas of activity:
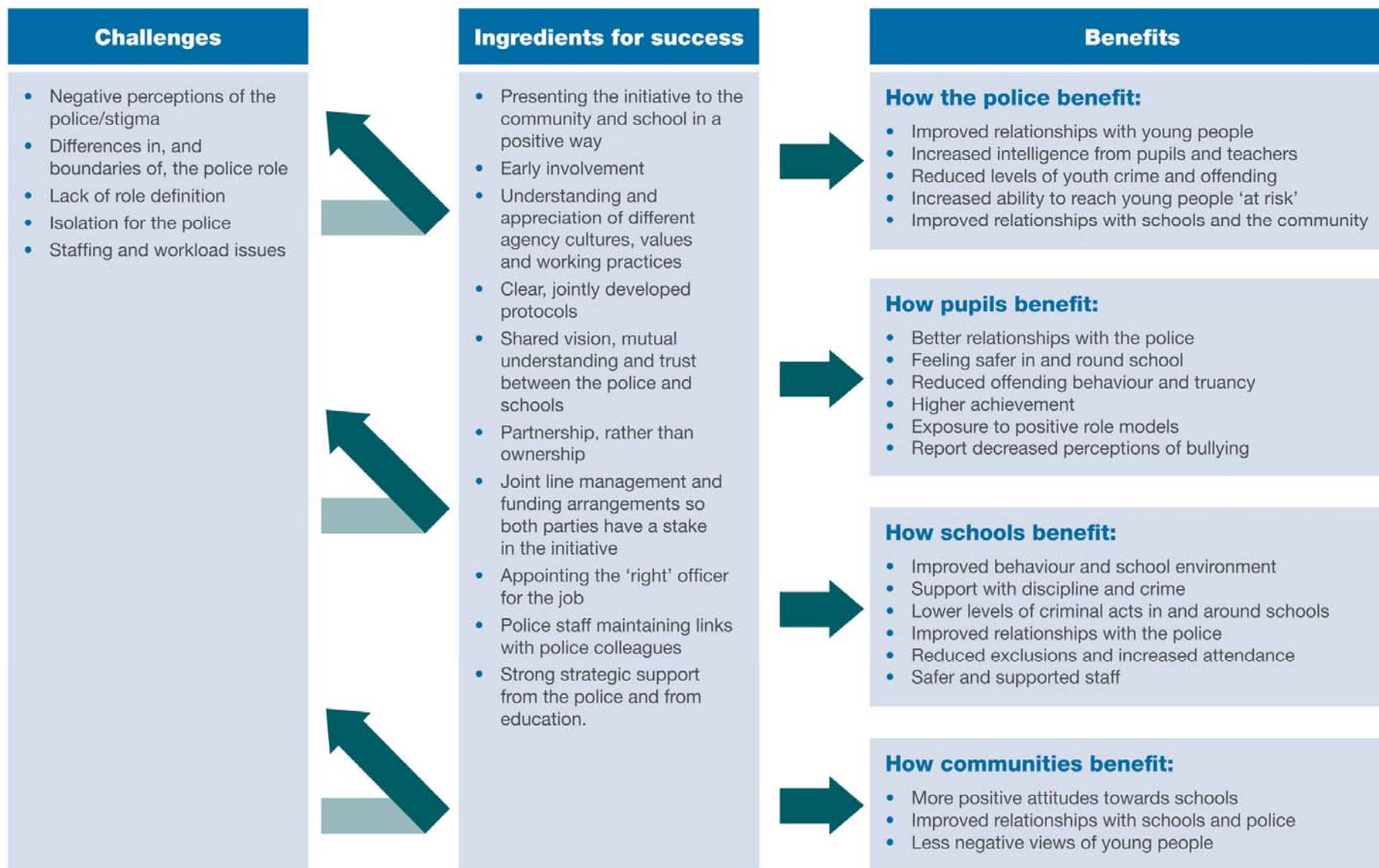
- Enforcement and safety of young people (e.g. tackling crime; discipline, safety and behaviour in school; restorative justice)
- Supporting improvements in young people's knowledge and quality of life (e.g. curriculum or extracurricular activities; schools assemblies; pastoral support)
- Strategic and multi-agency preventative working (e.g. sharing intelligence, working with other agencies; police presence and profile).

How does it work in practice?

The research looked at staffing arrangements, funding, training and line management and found the following:

- **Staffing:** there is some distinction between the use of police constables (PCs) and police community support officers (PCSOs). The most common deployment involves PCSOs working with junior or primary schools, with PCs predominantly working with secondary schools. Secondary school staff prefer to work with PCs rather than PCSOs as PCs have greater powers to protect themselves, staff and others from harm, and deal with incidences of criminal behaviour.
- **Funding:** sources of funding for police working with schools varies. Historically, police resources funded officers in schools; however, in some areas there are moves towards more equal divisions of funds or a 50:50 basis between police and schools. Funding also comes from agencies such as youth offending teams or area based initiatives such as Behaviour Improvement Partnerships (BIPs) or Behaviour and Education Support Teams (BESTs) (as was).
- **Training:** training for officers in schools is patchy. Some informal, on-the-job training is apparent, as are some bespoke programmes designed by individual Safer Schools Partnerships.
- **Line management:** Officers tend to remain part of the formal line management structures of their police force, but this is usually supplemented by some form of oversight and/or reporting arrangements with senior school staff. This 'joint' management can be on a firm and equal division of responsibilities between the police and schools, or on a more informal basis.

The figure overleaf provides an overview of the range of benefits and challenges of police work in schools, as well as the ingredients of successful approaches.

Challenges

- Negative perceptions of the police/stigma
- Differences in, and boundaries of, the police role
- Lack of role definition
- Isolation for the police
- Staffing and workload issues

Ingredients for success

- Presenting the initiative to the community and school in a positive way
- Early involvement
- Understanding and appreciation of different agency cultures, values and working practices
- Clear, jointly developed protocols
- Shared vision, mutual understanding and trust between the police and schools
- Partnership, rather than ownership
- Joint line management and funding arrangements so both parties have a stake in the initiative
- Appointing the 'right' officer for the job
- Police staff maintaining links with police colleagues
- Strong strategic support from the police and from education.

Benefits

How the police benefit:

- Improved relationships with young people
- Increased intelligence from pupils and teachers
- Reduced levels of youth crime and offending
- Increased ability to reach young people 'at risk'
- Improved relationships with schools and the community

How pupils benefit:

- Better relationships with the police
- Feeling safer in and round school
- Reduced offending behaviour and truancy
- Higher achievement
- Exposure to positive role models
- Report decreased perceptions of bullying

How schools benefit:

- Improved behaviour and school environment
- Support with discipline and crime
- Lower levels of criminal acts in and around schools
- Improved relationships with the police
- Reduced exclusions and increased attendance
- Safer and supported staff

How communities benefit:

- More positive attitudes towards schools
- Improved relationships with schools and police
- Less negative views of young people

What difficulties can schools and/or the police encounter?

The study found that schools and/or police can encounter the following difficulties:

- **Negative perceptions of the police/stigma**: some schools are initially reluctant to have officers in school and are wary of local perceptions of why they might 'need' a police presence. Police wearing full protective clothing in school can also be contentious as some schools feel this gives out the 'wrong message'. However, to not wear it would contravene police regulations.

- **Role definition**: School staff and police officers, particularly at the outset of this type of work, can be unaware of the responsibilities of the police role. This can lead to different interpretations, causing confusion; to uncertainty about the level of autonomy expected of officers; and, in some cases, a lack of accountability or too many restrictions on the role.

- **Role boundaries:** Officers report that the role is very different to 'normal' policing and can involve a steep learning curve. The role is felt to require a balance between keeping a 'police head on' and being aware of the needs of the schools and of not criminalising pupils. Where a balance is achieved, pupils report different relationships with the police out in the community to the 'human face' they are accustomed to in school.

- **Isolation:** There is a danger that officers can become isolated from police colleagues when working autonomously in a school.

- **Officer availability and consistency:** In some cases officers are pulled away from schools for other police duties. Changes in personnel are problematic, and if an officer is moved from their school and replaced by another officer, this can be very frustrating.

- **Working hours:** School-based officers tend to work predominantly from 8am until 4pm, so they are usually on different shift patterns to their peers. This can exacerbate isolation. They are usually expected to take their holidays in school holiday times, which may not suit all officers. Furthermore, in the police, any over time worked is typically taken back or paid, whilst in schools, working outside of school hours is standard practice.

How can I ensure it works well in my own context?

The difficulties set out above can be overcome by trying to build in some of the features listed below. Where these key ingredients are in place, the benefits of police work in schools outweigh any initial challenges.

- **Presenting the initiative to the community and school in a positive way**: ensure it is seen as part of the whole school approach to safer environments

- **Early involvement** of police, rather than waiting for problems to arise

- **Providing incentives** to schools to encourage them to engage with the police

- **Understanding and appreciation of different agency cultures**, values and working practices

- **Mutual trust** and a willingness to share information

- **Clear, jointly developed protocols**, setting out expectations in a flexible framework

- **Shared vision and mutual understanding** between the police and schools

- **Partnership**, rather than ownership
- **Joint line management** and dedicated staff in schools to oversee the work of the officer
- **Appointing the 'right' officer for the job** (who understands schools, is flexible, and who can work effectively and appropriately with young people)
- **Police staff maintaining links with police** colleagues and their central base
- **Joint funding** arrangements so both parties have a stake in the initiative
- **A model/way or working to best suit the local context**
- **Strong strategic support** from the police and from education.

How will this help meet our local needs?

The benefits set out earlier are a key motivation for schools and the police to develop a closer working relationship, where both parties, as well as the local community, benefit. Other rationales for establishing this way of working stem from a particular local need and can include:

- Using multi-agency approaches as a vehicle to respond to national policy initiatives or agendas e.g. safeguarding children
- Reducing the prevalence of crime, anti-social behaviour and victimisation among young people
- Providing safe and secure school communities
- Developing relationships between young people and the police, between schools and the community
- Improving the way that information is shared and the integration of services around children and young people
- Identifying, targeting and accessing 'at risk' or vulnerable children and young people.

What evidence has been used to inform these findings?

Four sources of evidence informed the findings: a review of UK literature; interviews with six strategic-level representatives from the police and education sectors; two case studies in areas with established Safer Schools Partnerships; and an online survey of headteachers in the two local authorities from which the case studies were drawn.

1. Introduction

In recognition of the growing role of police officers in schools across the UK, the NFER funded a scoping study of practice in this area. This aimed to explore the current activity of police in schools in England, to share good practice, and to highlight effective strategies for implementation. Specifically, the scoping study investigated:

- the range of ways that police are working with schools
- the models of practice
- the impacts of this work for schools and the police
- the challenges faced by those developing the role of police in schools, and by the operational officers and schools
- the key factors in successful implementation and embedding of this way of working.

This report sets out the key findings from this scoping study.

1.1 Police work in schools: the context

Tackling crime and anti-social behaviour has been a consistent priority of successive UK governments. Evidence from a number of policy and practice developments, since the late 1990s, has highlighted the value of school-based interventions in tackling anti-social and offending behaviour among young people. In 2002, this evidence contributed to the set up of the cross-departmental Safer School Partnerships programme (SSP). Jointly set up by the (then) Department for Education and Skills (DfES), Home Office, Association of Chief Police Officers (ACPO), Association of Chief Education Officers (ACPO) and the Youth Justice Board (YJB), the SSP represented a '*new intervention based on a partnership between police and schools*' (Bhabra *et al.*, 2004, p. 10). Safer Schools Partnerships were introduced with funding to support the placement of Safer Schools Police Officers in a hundred schools within selected Street Crime Areas (Hayes and Ball, 2008). The cessation of this funding in 2005 was followed by the publication of guidance on how to implement a Safer Schools Partnership, in the form of the Red Book, and the DfES mainstreamed the SSP approach in March 2006 (Burgess, 2006b).

Partnerships between schools and police have remained an important part of government policy since the official mainstreaming of SSPs. In 2008, the government's Youth Crime Action Plan encouraged the set up of more SSPs, describing them as an important part of neighbourhood policing (HM Government, 2008). Then in 2009, further clarity regarding how SSPs are intended to work was included in the updated SSP guidance published by the Safer Schools Working

Group (which includes representatives from the (as was) Department for Children, Schools and Families (DCSF), YJB, ACPO and the Home Office) (DCSF, 2009 and HM Government, 2009).

Since the change of government in April 2010, little explicit reference to Safer Schools Partnerships has been made in policy. However, changes to the work of police could reasonably be expected as a result of other policy developments since then. For example, in March 2011 the Home Office outlined its proposals for the greater local accountability of police, through the introduction of elected police and crime commissioners (HM Government, 2011). Additionally, public consultations on which aspects of policing are most important to local communities were conducted in each of the 43 Police Authorities in England, during February 2011 (APA, 2011).

There may also be changes regarding how the police will deploy its available resources given that police resource funding will reduce by 14% in real terms by 2014-15, from 2010/11 onwards, which are (GB. Parliament. HoC., 2010). In his role as chair of the Association of Chief Police Officers (ACPO), Sir Hugh Orde reflected on the forthcoming changes in a recent conference speech, saying

> *The public sector is facing the most challenging times in living memory, and policing, as one of the most essential yet "unprotected" departments is facing substantial cuts. Which, however defined, will impact on the number of staff we employ.*
>
> (Orde, 2011)

Simultaneously, there has been a significant shift towards early intervention in children and young people's lives to reduce their risk of experiencing disadvantage in later life e.g. engaging in offending behaviour. A review commissioned by the government recommended the establishment of fifteen Early Intervention Places to pioneer such activity (Allen, 2011). The work of police in schools could remain relevant in the context of any such developments in early intervention approaches in future and potentially as part of ongoing activity as a result of the new Early Intervention Grant which has been distributed to local authorities from 2011 onwards. ACPO highlighted the importance of early intervention, and the police services' role in relation to such approaches, in its Children and Young People's newsletter in early 2011, stating

> *Perhaps the police services most important role and contribution will be as joint partner to child safeguarding. Across many areas in the UK there is a shift toward multi-agency safeguarding centres where police, health, children's services and other partners not only work together but sit together, share systems, resources and knowledge. This allows quicker and more effective decisions to be made and is perhaps the key structural change that will help to support the shift towards early intervention*
>
> (ACPO, p. 4)

This scoping study reviews the police activity in schools (both in SSPs and beyond) in order to bring together operational-level evidence and insights into this unique partnership.

1.2 Police work in schools: the rationale

The policy context set out above clearly led the development of police officers working in schools. However, on the ground, schools and police forces have their own rationale for improving the way in which they work together, most often characterised by local needs and embedded in the school and community context. On a formal level, Safer Schools Partnerships aim to:

- reduce the prevalence of crime, anti-social behaviour and victimisation among young people and to reduce the number of incidents and crimes in schools and their wider communities
- provide a safe and secure school community which enhances the learning environment
- ensure that young people remain in education, actively learning and achieving their full potential
- engage young people, challenge unacceptable behaviour, and help them to develop a respect for themselves and their community.

These aims encapsulate a broad range of reasons for developing closer work between schools and the police. Other identifiable rationales include:

- developing the relationship between young people and the police. This was identified as the most significant rationale in this scoping study, and also in a recent review of campus police officers in Scotland (Black *et al.*, 2010)
- developing relationships between schools and the community as a broader move towards community-based schooling
- improving the way that information is shared and developing the integration of services around children and young people
- implementing a form of early intervention to prevent children and young people from engaging in criminal activities
- identifying, targeting and accessing 'at-risk' or vulnerable children and young people.

1.3 The research study

The study draws on four data sources:

- a literature review
- telephone interviews with key stakeholders

- information gathered through two case studies
- a survey of schools in two local authority areas.

1.2.1 The literature review

A literature review of key journals and websites was conducted. This identified 49 potential 'hits', 26 of which were identified as most relevant and subsequently summarised for this report.

1.2.2 Telephone interviews with key stakeholders

In the early stages of the research, six telephone interviews with key stakeholders were carried out. The interviews focused on the models of practice, the rationale, benefits, challenges and best practice associated with police working in schools. The interviews were used to provide up-to-date policy contexts, and were fed into the development of the research tools used for the literature review, case-study research and small-scale survey. Representatives from the following organisations were involved: The Police Foundation; the Association for Chief Police Officers (ACPO); the Youth Justice Board (YJB); the National Association of Headteachers (NAHT); the Association of School and College Leaders (ASCL); and the National Association of Schoolmasters/Union of Women Teachers (NASUWT).

1.2.3 The case-study areas

Following the literature review and the stakeholder interviews, two areas were identified as case studies of effective practice. Both of the areas had established SSPs in operation and both were recognised for the quality of the partnerships in place. The two police forces that covered the case-study areas were the Metropolitan Police Force and the West Yorkshire Police Force.

Within the Metropolitan Police Force a police-based strategic-level interview was carried out for an overview of Safer School Partnerships (SSP); two police-based operational strategic interviews were conducted with those who oversee the officers in schools; and a secondary school-based PC along with the Assistant Principal of their host school, were also interviewed.

Within the West Yorkshire force, three police-based strategic level interviews were conducted. These were followed by interviews in two schools (one primary, one secondary) with the school-based officer and their associated link in school.

The interviews focused on the development of the SSPs and their strategic and operational management. They also explored the day-to-day work of the officers and how they are managed and funded. The key impacts in these areas, as well as the challenges they experienced and ways of surmounting these were also explored. The research team are extremely grateful to the individuals who provided such detailed insights into their practice.

1.2.4 A small-scale survey of schools

In the autumn of 2010, all headteachers in the two local authorities that featured as case-studies were invited to complete a short on-line survey. This ascertained the extent to which schools were working with the police, and the reasons or rationale for this. Where schools were working with the police, further questions were asked around the models of practice, impacts, challenges, and advice for other schools. Fifty-three headteachers participated in the survey (out of 268, representing a response rate of 20 per cent). An overview of the findings is provided in Appendix A.

1.4 This report

This report provides an overview of the key findings from the scoping study. In doing so, it covers the models of practice, the impacts that can arise as a result of police working in schools, the challenges and the key factors for success.

2. How do police work with schools?
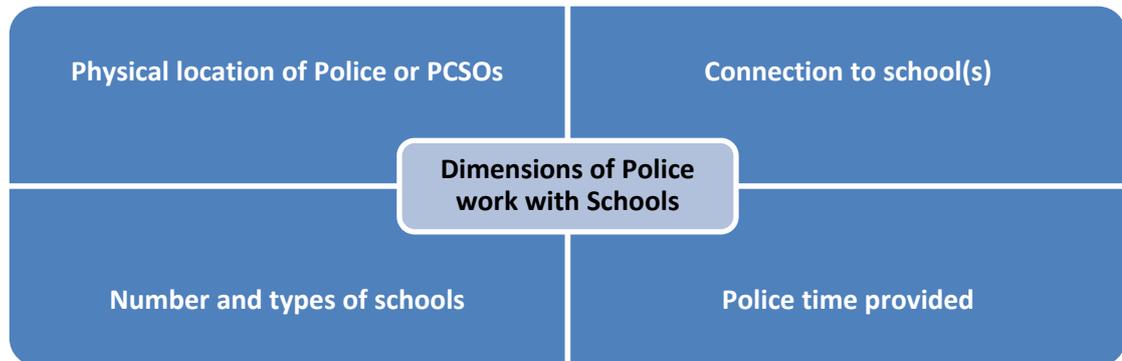

Key points

- There are four dimensions to the way that police work with schools. The models vary around:
  - ➢ the physical location of the police or PCSOs
  - ➢ the connection to the school (active, flexible, formal and responsive, informal and responsive or single purpose)
  - ➢ the number and type of schools they work with
  - ➢ the amount of police time provided.
  - ➢
- Police working with schools undertake a diverse range of roles and activities along a wide spectrum of work. Activities can be broadly grouped into three areas:
  - ➢ enforcement and safety of young people (e.g. tackling crime, discipline and behaviour in school)
  - ➢ supporting improvements in young people's knowledge and quality of life (e.g. curriculum activities, extra-curricular activities, pastoral support)
  - ➢ strategic and multi-agency preventative working (e.g. sharing intelligence, police presence and profile).
- There is some variation in how the police roles in schools are staffed. Some are filled by PCSOs, other by fully qualified police officers. This varies according to need and resource.
- Training for police officers in schools is an area for development. Some informal, on-the-job training is apparent, as are some bespoke programmes designed by individual SSPs.
- The funding of police work in schools reflects the nature of multi-agency working where the sources of financial support are diverse, coming from a number of different sources. Traditionally, police resources have funded officers, but a shift towards more equal division of resources between schools and the police is apparent.
- The majority of officers working in schools remain part of the formal line management structures of their police force. This is usually supplemented by some form of line management oversight and/or reporting arrangement with senior staff in school.

This section sets out the findings on how police work with schools in England, and begins with a consideration of the different models of practice. This is followed by information on the kinds of activities and roles that the police officers undertake. The section concludes with an overview of the organisational aspects of implementing the work of police in schools.

2.1 Models of practice

There is no single model (or group of distinct models) that represents how police work in schools. Rather, there are different configurations of this partnership working, which vary in relation to four different dimensions (as illustrated by Figure 1 below).

Figure 1: Dimensions of Police work with schools

Physical location of Police or PCSOs	Connection to school(s)
Dimensions of Police work with Schools	
Number and types of schools	Police time provided

2.1.1 Physical location

Police working with schools are typically based on the school's premises with the use of an office or similar facilities (e.g. Andrews, 2007b; Bhabra *et al.*, 2004, Clark, 2004; DCSF, 2009). Most commonly the police are located in one school, usually a secondary school. If necessary, this school acts as the base from which the police visit, or work with, other schools or feeder primary schools in the area.

An extreme example is an arrangement in Sunderland where the local police station is based on the site of an infant school. It works exactly like a normal police station, being manned round the clock, providing access for the public and acting as a base for officers going out on patrol (Dean, 2005).

Several case-study schools indicate that they have made space on site to accommodate the police personnel they work with, although resource pressures remain an influential factor in this arrangement:

> *...the police had an office in the school initially but it stopped due to changes and pressures in the police - they could not afford for them to be exclusively schools-based any more.*
>
> Strategic-level representative: education.

A less common variant on this arrangement involves 'itinerant' police, providing support to more than one school, who have use of some form of physical office space or facilities at each school. Other arrangements include the police working with the school(s) while remaining physically located in a local police team or elsewhere off-site as part of a multi-agency team (e.g. their Neighbourhood Policing Team, Behaviour and Education Support Teams (BESTs), or Youth and Community Teams).

2.1.2 Connection to the school

Police officers and PCSOs have varying degrees of connection to the school(s) with which they work; a relationship defined here by the frequency, motivation for, and/or type of contact between the school and police. Five types of such connections to schools are apparent:

- **Active:** the police officer or PCSO is formally dedicated to a specific school or group of schools. This is the most common connection, in both the review of literature and the case studies, whereby the police officer or PCSO is dedicated, or formally assigned, to a school or group of schools considered his/her responsibility.

- **Flexible:** the police officer or PCSO works as part of a team serving one, or a number of, schools. This connection is less fixed and the police officer or PCSO work as part of a team serving one, or a number of, schools. In this, police have a formal attachment to a certain group of schools yet flexibly rotate their attendance and support for the school amongst a team of officers known to the school(s).

- **Formal and Responsive:** the police officer or PCSO operates as a named contact for the school. This is a lower-level of physical police presence and frequency of contact**.** Among a number of actions aimed at providing earlier and more targeted support for young people, the previous government encouraged the expansion of Safer Schools Partnerships stating that 'every school (is) to have a named police contact' (HM Government, 2008, p. 34). This type of connection between schools and police is also referred to in some of the literature e.g. arrangements in which schools and police (most commonly a single officer) retain a formal relationship provided by 'linked' or 'named' police officers and PCSOs in response to school needs as they arise (Burgess, 2006a; Bowles *et al.*, 2005; Bradford District SSP, 2010).

- **Informal and Responsive:** the police officer or PCSO provides support to the school as part of their usual policing responsibilities as and when requested. This is a less formal model, providing support as part of their duties within a local Neighbourhood Policing Team (NPT), as and when requested. It is the responsive nature of such support, yet the absence of a formal relationship with the school, that typifies this type of connection.

- **Single Purpose:** the police officer or PCSO works with the school to address a specific need within the school or local area. This final form of police connection to schools centres on arrangements which arise for a single purpose, such as a specific initiative or programme, and which are driven by a particular need within the school or local area. Examples include good behaviour reward schemes or delivery of weapon awareness programmes (e.g. Evans, 2002).

2.1.3 Numbers and types of schools the Police work with

The number and types of schools with which police work also varies. Most common, across all the evidence, is a police officer or PCSO working with one school or educational establishment exclusively (Bhabra *et al.*, 2004; Bowles *et al.*, 2005; Dean, 2005; Andrews, 2007b). In some cases, a wider team comprising project workers, or administrative staff, may be part of this arrangement (Burgess, 2006a).

However it is also apparent that school-based police officers also work across a number of schools, and do so in three main ways:

- An officer being based in one school for the majority of his/her time, but working with (or visiting) one or more other schools.

- **Officers working in teams serving a cluster of schools.** A more proportionate distribution of police time is evident in this second arrangement. Clusters of schools usually each receive a broadly similar proportion of police time/resource and distribution of time can span across different types of schools (e.g. Andrews, 2007a; Bradford District SSP, 2010).

- **Officers working in multi-agency partnerships or teams that include the police.** This represents a slight variation on the cluster approach. An example of such an approach, identified by the literature, referred to officers being part of intensive Behaviour and Education Support Teams (BESTs) (Bowles *et al.*, 2005).

The need to tailor and target support to a group of young people with particular needs is the priority that defines the ultimate configuration of police work in schools; the scope of the local need, rather than the number of schools in the locality, determines how police work with schools. This may lead to a police officer working solely with a Pupil Referral Unit, a Special School or FE colleges (DCSF, 2009), or, one police officer may work with a specific group of vulnerable young people, irrespective of which school they attend. For example, as part of the Bradford Safer Schools Partnership, one officer works with vulnerable young people under the 'Prevent' agenda (Bradford District SSP, 2010). In another area, the police work closely with 50 pupils identified as at risk of underachieving or becoming involved in crime (Readfearn, 2004).
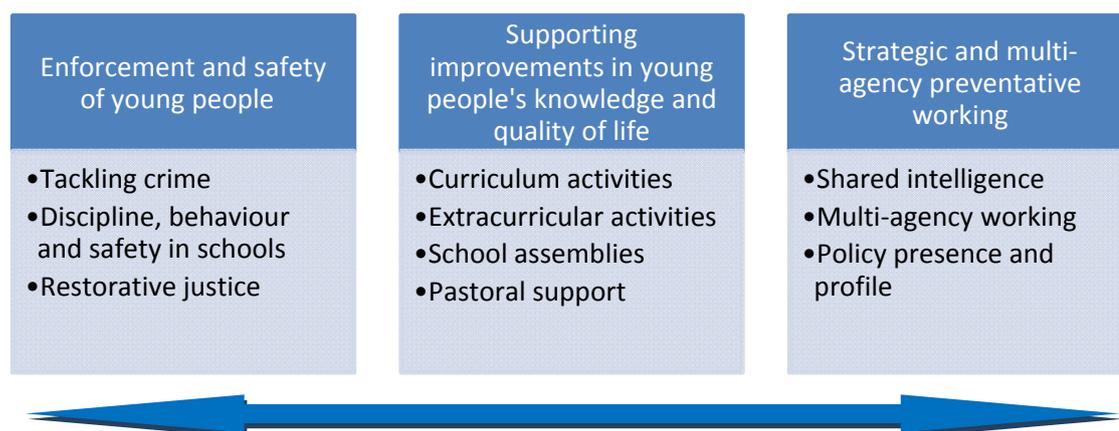
2.1.4 Police time provided to the school

Police work with schools either on a full- or part-time basis (Bhabra *et al.*, 2004; Bowles *et al.*, 2005; Burgess, 2006a; Clark, 2004). In each of the case studies for this scoping study, the majority of police working with schools report doing so on a full time basis, reflecting the arrangements of their SSP. Part-time, and more occasional arrangements also exist, although references to such are less frequent (Safer Schools Partnership Guidance, 2009). The police time provided to schools appears to be in response to local needs, and flexibility appears to be offered around the most appropriate allocation of time for each school.

2.2 Types of role and activities undertaken by the police

Police working with schools undertake a diverse range of roles and activities along a wide spectrum of work, which extends from enforcement at one end, to strategic and multi-agency preventative working at the other, as illustrated by Figure 2 below. In practice, the scope and extent of police officers' role can comprise any number of different roles and activities along this spectrum.

Figure 2: Police roles and activities in schools

Enforcement and safety of young people	Supporting improvements in young people's knowledge and quality of life	Strategic and multi-agency preventative working
• Tackling crime • Discipline, behaviour and safety in schools • Restorative justice	• Curriculum activities • Extracurricular activities • School assemblies • Pastoral support	• Shared intelligence • Multi-agency working • Policy presence and profile

2.2.1 Enforcement and safety of young people

At the end of the spectrum closest to the core role of a police officer, police work within schools to **enforce the law in and around the school** and ensure the safety of pupils. This can sometimes involve taking preventative steps to avoid or reduce offending behaviour, such as helping to develop responses to drug-related incidents or raising awareness of specific types of crime and their consequences, by, for example, bringing in serving prisoners to speak to students (Clark, 2004; Andrews, 2007b). At other times it can require the police officer to be responsive to, and deal with, incidences of criminal behaviour committed or experienced by young people and school staff (Orr-Munro, 2002; DfES, 2002; Clark, 2004).

Police officers also contribute to making schools a safe environment for pupils and staff. Patrolling school corridors and the wider school site enables police to improve security by identifying, and dealing with, intruders to school premises and responding quickly to school incidents (Readfearn, 2004; Clark, 2004; Hayes and Ball, 2008). In some cases, police can have a supervisory role in relation to young people's journey to and from school, to be available to deal with any problems which arise in this context.

Police are also involved directly in the action taken by schools to address discipline and behaviour issues. Assessing and responding to issues such as anti-social behaviour, bullying, harassment, victimisation and incidents of violence can all form part of the police officer's role (Orr-Munro, 2002; Clark, 2004). Further, police may be involved in improving young people's attendance at school by conducting truancy sweeps or helping to develop strategies to address unauthorised absences (DfES, 2002; Briers, 2004; Bhabra *et al.*, 2004; Bowles *et al.*, 2005). Additionally, police can support the resolution of such behavioural issues, as illustrated by Burgess in his study of Safer Schools, in which he refers to police working with young people and their parents to agree Acceptable Behaviour Contracts (ABCs) (Burgess, 2006a).

If you look after the really small issues that are happening, such as two groups of girls having a go at each other, which was leading to attendance issues etc., ... bigger issues don't arise. I have taken that on and I've worked with the BEST to try to get the girls in.

Police officer based in a secondary school.

Police officers also facilitate **restorative justice practices** in schools. This ranges from a police officer taking the lead role in mediating between offenders and victims to supporting the broader use of conflict resolution techniques (DfES, 2002; Clark, 2004; Bhabra *et al.*, 2004; Bowles *et al.*, 2005; Burgess, 2006a; DCSF, 2009).

2.2.2 Supporting improvements in young people's knowledge and quality of life

Educational and advisory activities consistently feature as part of police officers' responsibilities in their work with schools. Typically, these activities are aimed at increasing young people's understanding, and knowledge, of a range of topics related to crime and personal safety, as well as supporting improvements in their well-being and overall quality of life.

Police may work within the school's curriculum to contribute to lessons on Citizenship and Personal Social Health and Economic education (PSHE) covering topics such as positive behaviour and citizenship skills, road safety, substance misuse, the consequences of choices and criminal activities (Andrews, 2007a and b; Brown, 2006; Bhabra *et al.* 2004; Bradford SSP, 2010; Briers, 2004; Clark, 2004; Dean, 2005; Readfearn, 2005). This can involve presentations to classes or short, role-play based sessions (Andrews, 2007a; Brown, 2006). Although the emphasis in the Safer School Partnerships guidance aims to shift expectations and practice away from police delivering lessons (DCSF, 2009), this continues to be a part of the police role in some of their work with schools, as highlighted by accounts from the case studies and strategic interviews.

Police are involved in various curriculum activities…bringing them in to talk about issues of gangs, or knife crime [at secondary level] and at primary level it is more about talks on lower-levels such as road safety, issues to do with crime or drugs

Strategic-level representative: education.

He runs a series of workshops here every year on crime and consequence, which are very successful. He has also arranged for other bodies from supporting agencies to come in and work specifically on a one-to-one basis. So we have had ex-offenders in here to talk about the difficulties you face should you become an offender, and we target certain students with that.

Assistant principal: secondary school.

The police are also known to **contribute to school assemblies** (Bhabra *et al.*, 2004). However, the educational aspect of police work with schools is not limited to

school hours or the classroom, as **extra-curricular activities also feature regularly** as part of their work, either on or off the school site. In school this can include police taking breakfast clubs, homework or after-school clubs, attending school events to raise the visibility of police involvement with the school, or supervising school discos on 'troublesome nights' (Bowles *et al.*, 2005; Burgess, 2006).

Away from school, the police officer can be involved in:

- arranging short educational visits or courses (e.g. a basic course in firefighting, Readfearn, 2004)

- participating in holiday schemes or residential trips (Clark, 2004)

- supporting leisure and sporting activities for young people e.g. youth clubs, boxing or football (Hayes and Ball, 2008)

- organising other learning and skills activities such as car maintenance (Bhabra *et al.*, 2004).

Several examples of police involvement in extra-curricular activities were reported in the case-study evidence, including gang-focused activities, community discos, home visits with school staff, and specific programmes aimed at reducing offending by raising awareness of the consequences of crime.

Beyond the educational and informative aspects of roles, the use of police officers' skills and experience extends to their more **pastoral role** in actively supporting young people to address any personal or social barriers which discourage them from fully participating in school. Case-study examples included involvement in pastoral teams, social and welfare issues and initiatives, as well as initiatives to tackle difficulties in relationships and domestic violence.

Police officers also provide specific **support for pupils who are at risk** of offending or becoming victims of crime (Orr-Munro, 2002). This can be individual, one-to-one help for pupils (in the form of advice on anger management or dealing with conflict) or it may involve working closely with both pupils and their families (Bhabra *et al.*, 2004; Andrews, 2007b). Other activities include support for young people in transition between primary and secondary schools, and helping them to feel safe and free from victimisation in their new school (DfES, 2002).

2.2.3 Strategic and multi-agency preventative work

A third broad strand of police work with schools revolves around the input police officers provide at a strategic level, particularly in relation to supporting multi-agency preventative work.

A police officer working with a school offers **a visible police presence and profile** when s/he is on site (Bhabra *et al.*, 2004). The strategic importance of this activity is the reassurance it provides to pupils, staff, parents, and sometimes the public, which contributes to perceptions of a safer learning and teaching environment (Briers,

2004). This physical presence is part of the police officer's role in becoming part of the school community and building positive relations with staff and young people. Through making his/herself physically accessible, mainly through the act of walking corridors at breaks, lunch and the start/end of the day, the police officer is regularly available to provide professional advice, on a one-to-one basis if necessary, to pupils and staff (Bowles *et al.*, 2005; Andrews, 2007b; DCSF, 2009)

Police can also act as a bridge between schools and their local communities, enabling wider, multi-agency work. Police officers share their existing knowledge of, and links with, local community and voluntary groups, or other public agencies to facilitate the provision of additional services to the school and its pupils (Bhabra *et al.*, 2004). Similarly, police support the sharing of information, data and intelligence both with the schools in which they work and, as appropriate, with parents or carers (DCSF, 2009). In this respect, police can also be involved in the collation of information through their participation in monitoring and evaluation processes (Clark, 2004; DfES, 2002).

The capacity to link schools to other agencies can complement police officers' other roles in the school. For example, if a police officer has identified a young person at risk of, or involved in, offending, or who has been the victim of a crime, they may be able to identify an appropriate agency for the school to work with or to which the young person can be referred. Alternatively, a police officer can work in a multi-agency capacity within the school. For example, he/she may contribute to the design and implementation of Individual Education Plans (IEPs) and Individual Behaviour Plan (IBPs) (Clark, 2004).

2.3   Implementation of police work in schools

This section discusses implementation issues associated with police officers working in schools. Staffing, training, funding and line management are discussed.

2.3.1 Staffing

Some distinction between the use of police officers and police community support officers (PCSOs) is apparent in the evidence. The most common deployment of police staff involves PCSOs working in junior, or primary, schools, with police constables (PCs) predominantly working with secondary schools.

The key reason for this difference is the distinct benefits each of these roles offers to different educational contexts. PCSOs are typically more involved in community-based work, and so have a local understanding. They are also well placed to deal with issues involving primary school-aged children. Police officers, in contrast to PCSOs, have a range of police powers available to them, which are keenly valued by secondary school staff in situations where they may need to protect young people from harm or there is a need to deal with incidences of criminal behaviour. In this

context, police officers are better able to protect themselves if situations escalate, and are better equipped (than PCSOs) to deal with any problems, through the use of their powers to detain and/or arrest. The funding arrangements in place can also influence whether PCSOs or PCs are deployed in schools.

> *We dabbled with PCSOs but the consensus amongst headteachers in this area is if they are putting a financial stake in, they want it to be a fully qualified police officer. They want to know that if a police officer has to use their powers, they can. They have the power of police protection and can keep young people from going home when they might be in harm, and other staff in school can't.*
>
> Strategic-level representative: police.

As set out in Section 4.7, ensuring that the right person for the post is recruited is a key factor in staffing police roles in schools. It is also seen as valuable to involve school staff in any recruitment, to ensure that the officer is best suited to the school's ethos, its pupils and staff.

2.3.2 Training

The scoping study found very little reference in the literature to the type, or level, of training available for police officers who work with schools. Reflecting this gap, the evidence from the case studies and interviews with strategic-level representatives indicates that this is currently an area in need of development. Historically, a national, accredited training programme was available to police officers working as part of Safer Schools Partnerships; however this has now ceased. In the absence of such formal training, a number of different training practices have developed to equip police in schools with the knowledge and understanding necessary for this type of role.

There are reports of some informal, on-the-job training where police officers new to the role shadow police colleagues or attend meetings for police officers in similar roles. Additionally, the case-study evidence reveals a few examples where bespoke training has been developed or arranged jointly or unilaterally by the Safer School Partnership or the police force. In these examples, the training provided to the police has included inductions when starting work with schools, protocols setting out the parameters and expectations of the role, and formal training programmes. Indeed, in one police force, a two-week training programme is offered to all SSP officers, as well as one-off training opportunities.

> *Every member of staff that comes here has to have a full induction programme, but when he [the officer[first started there wasn't. We now have working protocols for police officers in schools showing what is required and expected of them. That is jointly developed with the police.*
>
> Assistant principal: secondary school.

We commissioned internally within our force a performance needs analysis and then a training needs analysis and that led to the design and subsequent delivery of a three-day training course for all safer schools partnership officers.

Strategic-level representative: police.

2.3.3 Funding

The funding of police work in schools reflects the nature of multi-agency working where the sources of financial support for such work are diverse, coming from a number of different public sector bodies and funding streams, as well as from charities and trusts.

Historically, police resources have funded officers in schools and the support provided by schools was 'in kind' in the form of office space, access to IT systems and other facilities (Burgess, 2006a; Clark, 2004). However, one of the forces used as a case-study have shifted towards a more equal division of funding, where, for example, officers are funded on a 50:50 basis between police and schools, regardless of the amount of support in place.

Funding can also be provided by other local agencies including youth offending teams and Connexions as well as crime prevention charities such as Crimestoppers and the Damilola Taylor Trust (Andrews, 2007a). A range of area-based initiatives, and their associated funding streams, have also been used to fund the work of police officers in schools. Examples in the literature cite the use of Neighbourhood Renewal Funding (NRF), the Community Fund (CF), funding through Behaviour Improvement Partnerships (BIP) and Behaviour and Education Support Teams (BEST) as well as the Single Regeneration Budget (SRB) (Clark, 2004).

There is some uncertainty around how this work will continue to be funded in the future according to reports from strategic interviewees and case studies alike.

The substantial funding of the Safer Schools Partnerships, until March 2010, comes from the police. From April 2010, it's uncertain and schools are getting worried about where they could get funding to keep the work going.

Strategic-level representative: criminal justice.

2.3.4 Line Management

The majority of police officers working in schools **remain part of the formal line management structures of their police force;** either through their neighbourhood policing team or through a central team managing all school-based police officers (Bhabra *et al.*, 2004). This is usually supplemented by some form of line management oversight and/or reporting arrangements with the senior school staff in which the police officer is based, although the exact nature of this relationship varies from school to school (Clark, 2004).

Joint line management arrangements are frequently referred to in the evidence from the case studies and strategic interviews. Interpretations of 'joint line management' appear to differ, however. Some arrangements are represented as, or are expected to be, a firm and equal division of responsibilities between the police and schools. Other references are less clear and suggest that line managers in schools usually act as a day-to-day point of contact for the police officer. In one case-study area, the officers are managed in their neighbourhood policing team, by school staff, and also by a manager who coordinates SSPs.

> *We send police officers into what can be potentially quite an alien working environment and it's important that they are supported and managed equally by a school manager and a police manager. So the idea of dual line management is, I think, fantastic but it has to be equal.*
>
> Strategic level representative: police.

> *[The Sergeant] is the officers' police line manager and then they all have line managers within their schools...an inclusion manager or head of year...in reality they work with very minimal supervision from a policing point of view, they keep in touch by emails, and by ringing up and if they're wanting to clarify something.*
>
> Strategic-level representative: police.

There are a number of different factors to take into account when setting up and agreeing line management arrangements. There is a need to ensure the police officer does not become isolated from her/his police colleagues, both to support ongoing information sharing between the police and schools where appropriate and to ensure the police officer has access to professional support and development opportunities (see Section 4.4 for further detail). Additionally, the remit of police work in schools can be a factor in agreeing how to line manage the police resource. For example, the degree to which designated line management contacts within schools have an influence over the scope of police officers' role in schools is sometimes determined by the rationale or purpose of the police work with schools. One strategic interviewee's comments specifically illustrate this point.

> *It depends on what they are doing, e.g. if curriculum focused then the school have control over this, if police are based on the school site to focus on community and using the schools as an operational base then there is less direct control by the school over what the police will be doing in the wider community.*
>
> Strategic-level representative: education.
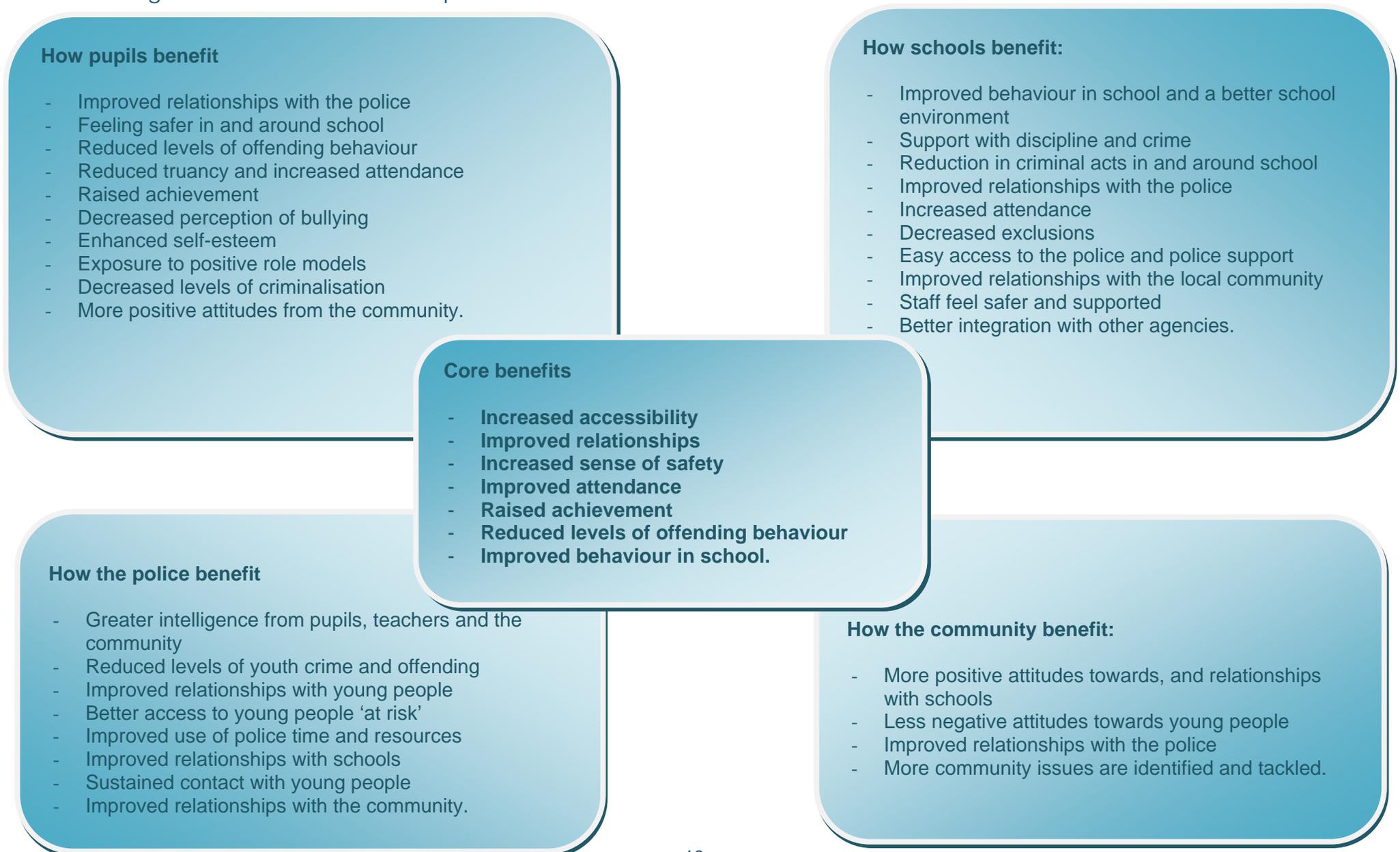
3. The benefits of police working in schools

> **Key points**
>
> - A wealth of benefits for all stakeholders is associated with police work in schools. A core set of impacts is identifiable, which manifest themselves in different ways for different stakeholders.
>
> - The core benefits include:
>
>   ➤ increased accessibility
>   ➤ improved relationships
>   ➤ increased sense of safety
>   ➤ improved attendance
>   ➤ raised achievement
>   ➤ reduced levels of offending behaviour
>   ➤ improved behaviour in school.
>
> - Demonstrating the outcomes of police working in schools is generally considered a challenge. Capturing 'softer' outcomes is felt to be hard. There is a need to draw together the different outcome measures currently in place to provide guidance for schools and the police to effectively monitor the success of their joint work.
>
> - Where impacts measures are being used, these include:
>
>   ➤ School-based data (e.g. exclusion, attendance and achievement data; qualitative material from young people, schools, the community and the police; behaviour and incident logs in schools; logs of complaints from the public regarding pupil behaviour).
>   ➤ Police-based data (e.g. levels of offending, reoffending and first offences; crime reports; police call out rates to school; number of intelligence submissions).

This section sets out the benefits and impacts arising as a result of police work in schools. It draws on the literature review, the stakeholder and case-study interviews, as well as the survey results.

Figure 3.1 provides an overview of benefits identified in this scoping study.

Figure 3.1: The benefits of police in schools

How pupils benefit

- Improved relationships with the police
- Feeling safer in and around school
- Reduced levels of offending behaviour
- Reduced truancy and increased attendance
- Raised achievement
- Decreased perception of bullying
- Enhanced self-esteem
- Exposure to positive role models
- Decreased levels of criminalisation
- More positive attitudes from the community.

How schools benefit:

- Improved behaviour in school and a better school environment
- Support with discipline and crime
- Reduction in criminal acts in and around school
- Improved relationships with the police
- Increased attendance
- Decreased exclusions
- Easy access to the police and police support
- Improved relationships with the local community
- Staff feel safer and supported
- Better integration with other agencies.

Core benefits

- **Increased accessibility**
- **Improved relationships**
- **Increased sense of safety**
- **Improved attendance**
- **Raised achievement**
- **Reduced levels of offending behaviour**
- **Improved behaviour in school.**

How the police benefit

- Greater intelligence from pupils, teachers and the community
- Reduced levels of youth crime and offending
- Improved relationships with young people
- Better access to young people 'at risk'
- Improved use of police time and resources
- Improved relationships with schools
- Sustained contact with young people
- Improved relationships with the community.

How the community benefit:

- More positive attitudes towards, and relationships with schools
- Less negative attitudes towards young people
- Improved relationships with the police
- More community issues are identified and tackled.

3.1   Increased accessibility

Perhaps the lynchpin of police work with schools is the enhanced access that it grants for all stakeholders and beneficiaries.

3.1.1 Improved access between the police and schools

Schools benefit from police officers working in, or more closely with schools in a number of ways, all of which stem from improved access to police support. Teachers are supported with discipline and behaviour, and with dealing with criminal issues in schools, and can access informal guidance and support from officers (Clarke, 2004; DCSF, 2009).

> *For many teachers, just going and chatting to the police in a way that doesn't involve going to the police station or phoning up – just chatting about the pressures that are happening with children and young people and getting a police perspective is helpful.*
>
> Strategic-level representative: education.

The police benefit from working more closely with schools as they have access to intelligence from teachers (and pupils) (Clarke, 2004; Dean, 2005). For example, in Bradford, the SSP evaluation reports that intelligence submissions around SSPs relating to secondary schools increased by 31 per cent (Bradford District SSP, 2010). The police can also deliver targeted programmes best suited to the pupils in that school, and have easy and sustained access to young people (see 3.1.2 below).

3.1.2 Improved access between the police and pupils

By being in schools, police officers have enhanced access to young people, who they are able to influence and work alongside for a sustained period of time as pupils progress through the school years. Police officers from the case-study schools feel that this leads to greater impacts on young people than any one-off initiative can offer. The officers are also able to access all of the young people in a community, and can increase their contact with, and influence over, young people at risk.

Police working in schools naturally opens up young people's access to police support. This leads on to many of the impacts for pupils that are set out in the following sections: to improved relationships and perceptions of the police (see Section 3.2), to pupils feeling safer in school (Section 3.3) and, ultimately, to reduced offending (Section 3.5).

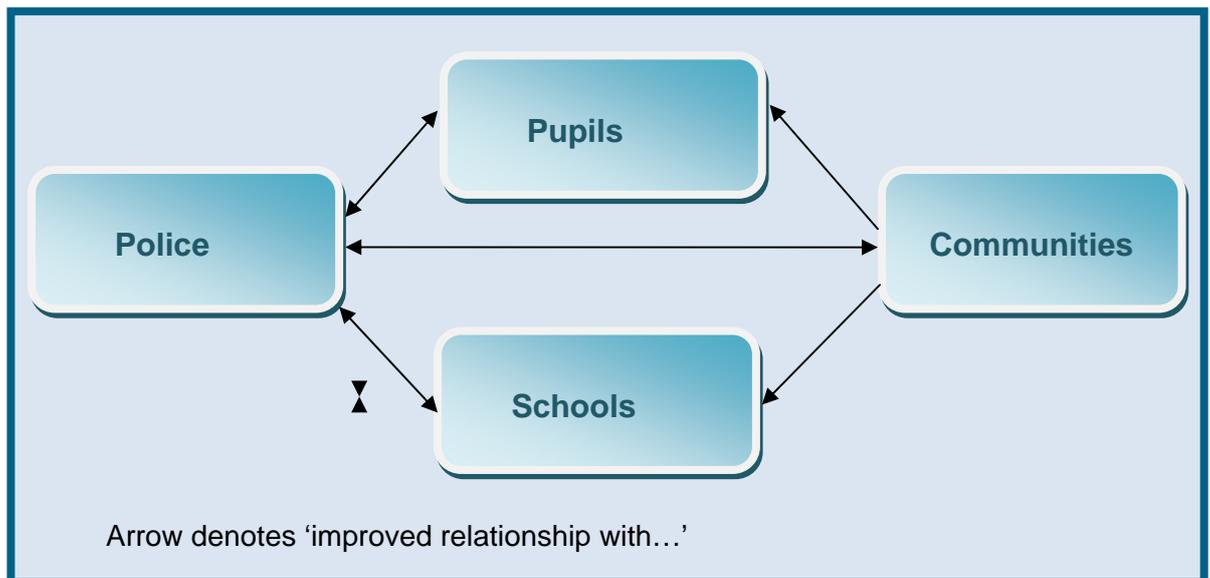### 3.1.3 Improved access between the police and the community

The school is increasingly recognised as the focal point in the community, and as such, by basing officers in schools, the police are able to further develop their community-based work. Officers in schools develop an increased understanding of the young people and families in their community, and also benefit from increased intelligence around community issues. Similarly, the community benefit from officers

being based in and around schools, which enhances community perceptions of the police (see Section 3.2) (e.g. Bradford District SSP, 2010; Clarke, 2004; Dean, 2005).

3.2   Improved relationships

A key impact for all groups is improved relationships. In most cases, these are a result of increased access to the police. Figure 3.2 details the types of relationships that benefit as a result of police work in schools.

Figure 3.2: Relationship web

Arrow denotes 'improved relationship with…'

Some of the arrows denote a two-way improvement in relationships (e.g. the improved relationships between pupils and the police, where both groups benefit). Developing positive relationships with, and perceptions of, the police is the most frequently identified benefit for pupils in this scoping study, and in other research reports (e.g. Black *et al.,* 2010). Pupils become more trusting of the police and will confide in them as they become more familiar with the officers.

> *It's breaking down barriers so they actually do see you as a human being. Hopefully, by the kids seeing us in school doing work, being good to them, trying to sort things out, they will remember that and when they see us outside of school they'll be different.*
>
> PC based in a primary school.

> *The biggest impact is the fact that the children are beginning to see the police as someone they can work with, and not just against. For the majority of students who come up against the police outside of school, it is about antagonism, authority etc, and so showing them the human side of the police force, that they can engage with the police is important.*
>
> Head of inclusion, secondary school.

The police also benefit from their improved relationship with young people, a benefit strongly espoused in the case-studies. The enhanced openness and trust between the two groups means that the police are **better able to prevent and to handle criminal activity or risky behaviour**, can gather in intelligence and work more effectively with the pupils. In some cases, this represents a substantial shift in entrenched attitudes held by young people towards the police, and means that the police can more easily carry out their day-to-day role.

The community are also reported to develop more positive perceptions of young people as a result of police work in schools; for example, **the community begin to complain less about the behaviour of pupils** (Clark, 2004). Indeed, in one case study, the police officer oversaw a communication strategy to promote more positive community perceptions of young people.

The police benefit from enhanced relationships with the community and families of the school (Bradford District SSP, 2010). For example, as a result of police stations being based in schools in Sunderland, **the police and the community have been brought closer together**, and traditional barriers have been broken down through the daily visibility of the police at the school or patrolling in the local area (Dean, 2005). As issues involving pupils in the community can be dealt with quickly and efficiently, this improves the community perception of the police force (Black *et al.,* 2010):

> *Schools officers have added to community intelligence because they are in the school, day on day, and young people and their families are now starting to trust the police a lot more, and with that comes exchange of information. But it's a two way process because the police officer is also feeding back to the school and the wider community.*
> Strategic-level representative: police.

> *There have been improvements in levels of truancy which had previously caused problems in the local community. This increases community confidence and satisfaction, so overall the picture is very rosy because we are getting into dealing with the issues that schools what us to deal with and the community want us to deal with. So we're reaping the benefit from that angle really.*
> Strategic-level representative: police.

Similarly, relationships between schools and the community have also developed:

> *Occasionally, the school used to get complaints from the community, so the school ensured that the police officer went round to find out what the complaints were and then took action. People have been very complimentary about that.*
> Strategic-level representative: education.

Finally, relationships between school staff and the police also improve. Staff in the case-study schools value the support that they have been provided with, and have

begun to understand more about how the police can handle situations involving young people, as well as learning to trust the officers. Again, this **breaks down barriers between the police and schools**, smoothes working relationships and officers can be regarded as very valued colleagues in school (e.g. Bradford District SSP, 2010).

> *A few years ago, the relationships between schools and the police was not great. You didn't go into schools unless you had the express permission of the Headteacher. Where we are now as opposed to where we were ten or 15 years ago is amazing.*
>
> Strategic-level representative: police.

3.3 Feeling safe

Pupils, teachers and the community feel safer when police are working closely with, or are based in, schools (e.g. Black *et al.,* 2010).

Students feel safer both in and outside of their school when police officers are present. Pupils consider their school to be a safer environment, and know that police help will be available if needed (e.g. Bowles *et al.,* 2005; Wright, 2009). An evaluation of Safer Schools Partnerships (SSP) reports that 73 per cent of young people in SSPs feel safer since having an officer in their school (e.g. in relation to bullying, assaults, thefts and encountering problems from 'non-school' people coming into school) (Burgess, 2006a).

> *The pupils know they are safe. The students know he [the officer] is there if a situation arises and he prevents them from arising…if something goes wrong he will deal with it.*
>
> Assistant headteacher, secondary school.

Staff also feel safer (e.g. Black *et al.*, 2010), and community members and parents are confident that issues will be dealt with appropriately and that police support will be available, if needed.

3.4 Improved attendance

Improved attendance levels are a benefit for all groups – pupils, schools, the community and the police. The literature and case-study work suggests that **levels of truancy decrease**, and attendance increases when police work in schools (e.g. Bowles *et al.,* 2005; Clark, 2004; Evans, 2002; Wright, 2009). In some cases, persistent absences have reduced by 23 per cent (Bradford District SSP, 2010). Although it is accepted that the increased police presence is not solely responsible for the increased attendance, it is considered that this is supporting schools' wider efforts to reduce truancy.

He [the SSP officer] has been involved in attendance and gone to people's houses etc, so that has improved. The families are seeing that not only is it a legal requirement, but we can send the police round as well. So it helps with that.

Head of inclusion, secondary school.

This leads to more benefits for pupils as they are in school learning and ultimately achieving more (e.g. Burgess, 2006a). The school is able to reach attendance targets, and the police deal with fewer incidents involving young people who are absent from school and engaging in anti-social or offensive behaviour.

3.5 Reduced levels of offending behaviour

When police officers work more closely with schools, pupils' levels of offending behaviour reduce. For example, **levels of substance misuse drop, fewer offensive weapons are carried** (Andrews, 2007b) and fewer offences or cases of criminal damage occur in and around schools (Readfearn, 2004). In some cases, this is due to specific programmes and interventions (e.g. visits to prisons and meeting prisoners as a deterrent, weapon awareness programmes), in others, it is due to understanding what constitutes a criminal offence and the consequences of crime, or because early intervention and work with young people at risk of offending reduces any subsequent criminal activity (Bhabra *et al.*, 2004; Shaw, 2004). It has also been reported that using methods such as restorative justice, and working more closely with young people, can avoid criminalisation of young people and, hence, this reduces levels of reported crimes (Clark, 2004).

Quantitative measures have been collected in SSP evaluations. For example, it is estimated that 139 offences were prevented annually across three intervention schools, relative to control schools (Bowles *et al.*, 2005). In Bradford, a district-wide evaluation of their SSPs reports that the total number of offences with outcomes by young people fell by 24 per cent after the implementation of the SSPs; the frequency of reoffending fell from 1.8 to 0.98, and the number of first-time entrants to the criminal justice system fell by 19.8 per cent (Bradford District SSP, 2010).

3.6 Improved behaviour in school and support with discipline issues

This scoping study highlights that behaviour in schools can improve as a result of police working with or in them. In many cases, this creates **a calmer school environment**, more conducive to learning: '*it creates a quieter and more workable school community*' (PC based in a secondary school) (Wright, 2009; Burgess, 2006a; Clark, 2004; Readfern, 2004; Black *et al.*, 2010). SSPs can bring about improvements in young people's perceptions of the quality of the school environment (Bhabra *et al.*, 2004) and calmer schools also lead to both pupils and staff feeling

safer (see Section 3.3 above). Young people report **fewer incidents of and perceptions of bullying, racism and sexism** in their schools as a result of SPPS or police involvement (e.g. Bhabra *et al.*, 2004; Bradford District SSP, 2010; Clark, 2004). The case-study schools also report that fewer gang-related issues are manifest in schools where police are present.

Staff in schools value the support that the police can provide, either in terms of immediate responses to requests for help, or with discipline issues more broadly (e.g. Clarke, 2004):

> *It is the knowledge that there is someone here, who will be there if you need them, and at the end of the phone. The fact that he is there sometimes has helped us in enabling the students to understand that there will be firm consequences if anything goes down that is violent and requires police intervention.*
>
> Head of inclusion, secondary school.

As schools receive more support with discipline, pupil behaviour improves and there are **fewer exclusions in schools**. For example, Bowles *et al.*, (2005) report that exclusions reduced in SSP schools and similarly, the Bradford District SSP evaluation (2010) reports that permanent exclusions from secondary schools fell steadily over the period that the SPPs were introduced, with fixed-term exclusions falling by 26.9 per cent.

3.7 Raised achievement

Raised achievement is also reported to be a benefit that arises from police work with schools (e.g. Andrews, 2007b; Clark, 2004). In some cases, this is perceived to be a result of increased attendance, and in others, a result of the more positive, calmer and less disruptive environment in schools (e.g. Dean, 2005). As with attendance levels, it is accepted that police work in schools is not solely responsible for raised achievement, but rather contributes alongside other initiatives to enhance the overall achievement of children and young people.

3.8 Specific impacts

Specific impacts, beyond the core ones set out above, include:

- **for schools**: improved integration with multi-agency services; improved intelligence about community issues; and support with curriculum areas
- **for pupils:** provision of a role model in the police officers, support with incidents concerning the police that happen out of school

- **for the police:** improved use of police time, reduced pressure on teams who respond to emergency calls, and shared intelligence amongst officers when dealing with individual young people.

3.9   A note on measuring impact

Key stakeholders and interviewees in the case-study schools were asked about how they measure the impact of police work in schools. In the majority of cases, it is felt that demonstrating the outcomes is a challenge, particularly given that some of the outcomes are 'softer' or those not able to be measured by quantitative indicators.

> *It's almost like measuring a negative – we've stopped it happening – how do you measure that?*
>
> Strategic-level representative: police.

> *We need to define some parameters. Some of the most impactful things that happen in schools are immeasurable. Who knows the influence of the kids seeing me in school today?*
>
> Strategic-level representative: police.

> *The confidence that you get from a police officer stood outside the school gates at half past three on an afternoon making sure all the kids go home, and there's no-one causing any mass chaos outside, how do you measure the impact of that on local residents?*
>
> Headteacher, primary school.

In some cases, the interviewees were not monitoring impact, and recognised that this was an area of weakness. Generally, there was a willingness to find out about how others were measuring impact, and enthusiasm for finding ways to demonstrate the effectiveness of what they were delivering. There is recognition that, as with all initiatives, outcome measures need to be agreed upon and worked towards, in order to demonstrate the success of the work going on in schools. Hence, there is a need to draw together the different outcome measures currently being used, to produce a toolkit for schools and the police to effectively monitor the success of their joint work.

Where impact measures are being used, these revolve around school-level and police-level data, as set out in Figure 3.3.

Figure 3.3: Impact measures

School-based data

- Exclusion data
- Attendance data
- Achievement data
- Qualitative material from young people, schools, the community and the police
- Behaviour and incident logs in schools
- Logs of complaints from the public regarding pupil behaviour.

Police-based data

- Levels of offending, reoffending and first offences in areas surrounding schools
- Levels of crime reports in the local area
- Police call out rates to schools
- Intelligence submissions.

4. Challenges and key factors for success

Table 4.1 sets out the key challenges of integrating the police into schools, as well as key factors for success.

Table 4.1: Key challenges and success factors

Challenge	Key factor for success
Negative perceptions of the police/ stigma	• Presenting the initiative to the community in a positive way, ensuring it is recognised as part of a whole-school approach to making the school a safer environment, more conducive to learning. • Earlier involvement with the police, rather than waiting for a problem to arise and then inviting them in. • Providing an incentive to schools to encourage them to engage with the initiative. • Clear communication regarding the purpose and objectives of the partnership. • Having an understanding and appreciation of different agency cultures, values and working practices. • Mutual trust and a willingness to share information.
Lack of definition of the role	• Having clear, jointly developed protocols in place, setting out expectations, but with a degree of flexibility. • Shared vision and mutual understanding. • Effective working relationships between schools and the police based on partnership rather than ownership. • Joint line management by police and school.
Difference in, and boundaries of, the role	• Good communication and collaboration. • Having a dedicated link person in school, of sufficiently high status, 'someone with clout'. • Appointing the right officer for the job (who understands schools, is flexible, and who can work effectively and appropriately with young people). • Keeping in touch with policing.
Isolation	• Positive relationships with staff in schools. • Maintaining links with police colleagues and the central base.
Staffing and workload issues	• Joint funding to ensure schools have a stake in the initiative. • Strong strategic support within the police. • Clear and jointly developed working protocols.
Technological issues	• Making use of innovative online systems with which to reach more young people. • Making greater use of school-level electronic recording systems for attendance, behaviour etc. • Encouraging schools to run regular pupil surveys on issues such as pupil victimisation, fear of crime etc.

Perhaps unsurprisingly, the development of police officers working in schools resulted in a number of challenges, for both school staff and police forces. This section of the report looks at the barriers or challenges to implementation that were identified by interviewees and considers the key factors in the success of the initiative, as well as outlining advice for other schools which might be considering working more closely with the police. Challenges identified related to:

- negative perceptions of the police/stigma
- lack of definition of the role
- differences in, and boundaries of, the role
- isolation
- staffing and workload issues
- technological issues.

4.1 Negative perceptions of the police/stigma

Potential stigma or negative images of the police have been highlighted as a barrier to police work in schools (Orr-Munro, 2002; Bhabra *et al.*, 2004; Clark, 2004; Black *et al.*, 2010). Echoing the Scottish findings of Black *et al.* (2010), interviewees in the current study reported that the idea of having a police officer based in school was met with initial negativity by some schools. There were said to be certain schools in 'dire need' of working with the police yet concerned that the local community would then perceive them as having 'a problem'.

> *A big barrier is getting schools to see that you can have an engagement with the police that shouldn't be feeding a perception that the minute police are in schools that the school is in difficulty. This is a challenge for both the police and the school.*
>
> Strategic-level representative: education.

Equally, police officers wearing full protective clothing in school can be a contentious issue. It was felt that this gives out the wrong message, thus reinforcing negative perceptions. However, not wearing it could mean the officer was in contravention of police regulations.

> *I couldn't do my job in this school, the way I do it, if I was to wear my gear. I'd lose the kids' trust, teachers would ask why I am wearing it and they are not. If I was to be in a confrontational situation I would go and put it on.*
>
> Police officer based in a secondary school.

Historically, in some areas, negative attitudes towards the police have existed within the wider community, for example, where the police have been perceived as racist in their past dealings with certain ethnic groups. This resulted in reluctance, or a degree

of cautiousness, amongst schools with higher numbers of pupils from minority ethnic groups to engage with police in their schools[1].

Negative perceptions of the police also relate, in some instances, to a fear for schools that nothing is 'off the record' and thus to a reluctance to share necessary information.

> *Sharing of information is vital and a lot of schools are reluctant to do that … I would say to schools if you want to develop your relationships with the students and with the police, you have to share information and communicate. If you don't, it limits everything.*

> Assistant principal, secondary school.

Key success factors

- Presenting the initiative to the community in a positive and 'upfront' way, ensuring it is recognised as part of a whole-school approach to making the school a safer environment, more conducive to learning.

- Earlier involvement with the police, rather than waiting for a problem to arise and then inviting them in. Again, this means they are seen as part of an overall approach, not an enforcement agency only called in to deal with incidents.

- Providing an incentive – one police force in our sample had offered three months of an officer's time free to schools in order to 'hook' them in and encourage them to engage with the initiative.

- Clear communication regarding the purpose and objectives of the partnership (identified in Orr-Munro, 2002; Clark, 2004; Sherbert Research, 2009).

- Having an understanding and appreciation of different agency cultures, values and working practices.

- Mutual trust and a willingness to share information – schools need to be reassured that the information they share with the police will be dealt with appropriately and sensitively.

4.2 Lack of definition of the role

As highlighted in the literature (Bhabra *et al.*, 2004), there is often a lack of definition surrounding the role of school-based police officers. Interviewees in the current study comment that school staff, and other police officers, are often unaware of the responsibilities of the role (also noted in Black *et al.*, 2010). This can lead to the role being interpreted in different ways, causing confusion and, in some cases, reinforcing initial prejudices (e.g. whether the role is seen as supportive and preventative rather than punitive and criminalising). There is felt to be a cultural tension within the police

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[1] Interestingly, very few of the 45 schools in our survey that reported having links with the police identified negative perceptions amongst the community as a challenge.

that can result in a more 'tactical' response to situations than is appropriate for the lower –level offences that are often the focus of a school-based police officer's work. Allowing them to act with professional discretion may avoid young people being brought into the criminal justice system unnecessarily.

Lack of guidance or clarification around roles can lead to uncertainty about the level of autonomy expected of the police officer and thus, in some cases, either a lack of accountability, or too many restrictions on the role. At the same time, where school staff are unclear about the expectations of the role, they may make unrealistic demands of the officer, such as additional non-teaching support, or treating officers as a 'glorified security officer' (strategic-level representative: police). In schools where working practices are clearly specified, this is less likely to be a challenge.

Key success factors

- Having clear protocols in place that have been jointly developed by the schools and the police, setting out exactly what is required and expected of the police officer in school. However, it is also important to allow a degree of flexibility. The importance of protocols is highlighted in the literature (Bhabra *et al.*, 2004; Andrews, 2007b).

- Shared vision and mutual understanding – for the police, an understanding of how schools function (their ethos, policy and practice) and for the school, an appreciation of the position that police officers are in: preventative as opposed to punitive where possible, with an awareness that some criminal acts bring consequences.

- Effective working relationships between schools and the police based on partnership rather than ownership.

- Joint line management of officers by the police and school reinforces and facilitates the sense of partnership.

4.3   Difference in, and boundaries of, the role

As well as coping with misunderstanding of what their role entails, police officers in this study also find the work very different to 'normal' policing, 'a huge learning curve' (police officer based in a secondary school). It is believed to be all about finding a balance, keeping a 'police head' on but, at the same time, being aware of the needs of the school and avoiding criminalising pupils.

> *If you go the arrest stage, where do you go from there? There isn't anywhere to go ... in a school, it is an extension of a family, and if a child misbehaves in a family, you can't just thrown them out, you have to find a way of managing them and improve what they are doing. And that is what an SSP officer should be doing.*
>
> Director of inclusion, secondary school.

At the same time, some police representatives reported a need to avoid going too far the other way and becoming too attached to the schools in which they are located, to

the detriment of their policing role: 'You do have instances where officers have 'gone native' and start to talk more like a teacher or social worker than a police officer (police officer based in a secondary school). Appointing someone who can get that balance right is, in itself, a significant challenge, as noted by almost a quarter of our survey schools.

However, even when police officers in schools are felt to have achieved an appropriate balance, confusion can still exist. Young people reported very different relationships with the police out in the community to the 'human face' that they are accustomed to in school. This has been identified in previous literature, for example Noakes (Unpublished): 'SLO [School Liaison Officers] cops are OK, but other cops are not' (p. 10). Black *et al.* (2010) highlighted the same issue in Scotland, commenting that it could be seen as 'a limitation' of the initiative (p. 3), but pointing out that the effects of a school-based initiative on relationships between police and young people out in the community may take longer to develop.

Key success factors

- Good communication and collaboration with school staff are key to achieving a balance between the policing role and the needs of the school.

- Having a dedicated link person in school, of sufficiently high status – 'someone with clout' – facilitates working practices.

- Appointing the right officer for the job (also highlighted in Black *et al.*, 2010) – someone with an understanding of schools, who has the flexibility, personality and experience to be able to work effectively and appropriately with young people.

- Keeping in touch with policing, by remaining up to date with police work via meetings, training etc. – 'a reality check'.

4.4 Isolation

As a result of the very different role that school-based police officers are undertaking, a significant challenge can be the danger of becoming isolated from police colleagues, a feature also highlighted in the literature (Bhabra *et al.*, 2004). Police officers are used to being paired up when out on the streets, and having the support of a 'family' of other officers. In school, they often operate with a high degree of personal autonomy and, even where relationships with staff are positive, can find themselves very much on their own.

> *Some people don't like it because of that isolation, you are literally your own boss. I am lucky with the school and staff here. Some schools are not like that, in fact they can be quite awkward, and that can put severe pressure on police officers because they have nobody at the school and they very rarely see anyone back at the police station.*
>
> Police officer based in a secondary school.

> **Key success factors**
>
> • Positive relationships with staff in schools ensure that potential barriers are broken down and provide a more supportive working environment.
>
> • Maintaining links with police colleagues and the central base is important in terms of safety, support and information sharing. For example, starting and finishing the day at the police station to check emails, attend briefings, catch up with colleagues.

4.5 Staffing and workload issues

The issue of police officer availability emerges in a number of interviews. There are reports of police officers being called away from school for other police duties when required, for example, if needed to help with a major incident. This issue also features in previous research (e.g. Clark, 2004). Police interviewees in our study feel that schools do not always understand that this is part of their police job, while school interviewees find it difficult if the police officer is then not in school when needed. In one school, their police officer had been called to participate in a police raid during which he broke his arm and was subsequently away from school for nine weeks, which had proved particularly challenging.

> *He can be off site, on training, off sick etc. and so he is not always there. There is no-one who steps in to replace him. There is still lots of time when he isn't around.*
>
> Director of inclusion, secondary school.

Changes in personnel are also a challenge for schools. If a police officer is moved from their post in school and another officer is brought in, that can be very frustrating as it means building up relationships and refining working practices again.

> *Schools like continuity and a relationship with a member of the police force, and then they are moved. Schools tell you that constant changes of personnel don't mean that you get the best out of the relationship because people are having to start again.*
>
> Strategic-level representative: education.

School-based police officers tend to work predominantly from 8am until 4pm in school so they are usually on different shift patterns to their peers, which can exacerbate the sense of isolation already identified. They are also usually expected to take their holidays during school holiday times which suits some officers, but not others.

> *Most officers are quite OK with it [taking holidays during school holiday times] and there is an expectation that this will happen. We can't enforce it and we are honest about that, but there is always give and take.*
>
> Strategic-level representative: police.

In one police force in this study, any time worked over and above eight hours is classed as overtime, for which the officers take time back. However, this was not always understood by school staff, for whom this level of flexibility was not possible. In another police force, one school-based officer does extended hours during the week in term time, so that he has weekends and school holiday times off, which can be quite exhausting, something noted by school staff: 'He works too hard' (Assistant Principal, secondary school).

> **Key success factors**
>
> - Joint funding ensures that schools have a stake in the initiative, some 'bargaining power' because they are paying a proportion of the costs. Where police officers are put into schools at no cost to the school, it may be easier for the officer to be called away for other duties.
>
> - Strong strategic support within the police means that the value of the work is recognised and it is prioritised. At the same time, the officer's commitment to the school is respected, so they are less likely to be called away from school as often.
>
> - Clear and jointly developed working protocols can help to minimise disruption and support understanding of different working practices and cultures.

4.6 Technological issues

The speed with which developments in technology take place, coupled with young people's very evident ability in using new technology, can be difficult for police forces and schools to keep up with. Used effectively, new technological advances could be a very effective way both of providing information for, and gathering data on, young people.

> **Key success factors**
>
> - Making use of innovative online systems with which to reach more young people, for example, the School Help Advice Reporting Page (SHARP), developed in conjunction with the police, which comprises a number of web pages driven by a menu based on a series of headings relevant to particular topics. Young people can seek support and advice on a whole range of topics such as bullying, health, weapons, peer pressure etc. It acts as an information gathering, education, communication and measuring tool.
>
> - Making greater use of school-level electronic recording systems for attendance, behaviour, incidents in school etc.
>
> - Encouraging schools to run regular pupil surveys on pupil victimisation, fear of crime and involvement in offending and bullying (Bowles *et al.*, 2005).

4.7 Advice for others

Case-study interviewees and survey schools were asked what advice they would give to other schools considering working more closely with the police. There were a number of overwhelmingly positive responses to this question, such as 'Go for it', 'Give it a go', 'Do it' and even 'Welcome the police with open arms'. Other comments focused on the benefits such work can bring for the community and the school, including: the provision of positive role models; responding to local needs or concerns; acting as a useful resource for curriculum enhancement; the development of positive relationships with, and attitudes towards, the police; and the development of greater interagency working.

Specific advice (much of which echoes the key success factors already highlighted) focused on the following:

- Look at the needs of your own school and then plan accordingly to best meet those needs.

- Look at other models working effectively in other areas in order to inform planning and development.

- 'Get the right officer for the job' – particular qualities required included: openness; honesty; being human; allowing young people to 'have their say'; being proactive; having an understanding of, or experience of working in, the education sector.

- Use the police officer appropriately, i.e. not as a substitute teacher, or as a means of offloading responsibility for minor disciplinary matters:

     Police officers have discretion in the real world, they must have the same discretion within the school environment – if someone needs arresting, they should be arrested, if someone needs a restorative approach, within the ethos and disciplinary procedures of the school, then that is what should be done.

- Integrate the work within the curriculum.

- Try to ensure that the school has the same officer on a regular basis to facilitate relationship building.

- Be clear about expectations and anticipated outcomes and make sure this is widely communicated.

- Allow time for the development and embedding of the initiative.

- Look at 'softer' outcomes (e.g. motivation, engagement, health and wellbeing, attitudinal changes, and enjoyment) as well as hard outcomes such as attendance, exclusions and attainment figures.

Key messages and recommendations

This scoping study has highlighted the range of benefits that arise when police work in schools. This partnership approach is leading to positive impacts for children and young people, their schools, communities and the police. The key messages that arose in the scope, and associated recommendations, are as follows:

- **Make a business case for this work**: Reductions in public services' budgets, and the associated review and assessment of need for different programmes of work, could be considered to create a more hostile environment for the work of police with schools. For example, both schools and the police could be expected to state that they no longer have the resources to fund this kind of activity. However, the types of impacts experienced by this multi-agency working underlines the opportunity for the police and schools to simultaneously meet their respective organisational targets, whilst improving outcomes for children, young people, schools and communities.

- Recommendation: When considering budgets for partnerships between the police and schools, the positive impacts for all stakeholders should be used to influence decision making. Cost-benefit analysis may be useful in assessing the case for continued police work with schools.

- **Choose from diverse models of practice to jointly develop an approach which is fit-for-purpose:** There are a variety of configurations for how the police can work with schools and there is no blueprint for the models used, in recognition of the need for different styles of intervention in different areas. This provides scope for approaches to be tailored to best match levels of need, budgets and local context. At an operational level, jointly developed protocols are important in smoothing implementation issues. Some protocols are already being used successfully and sharing this good practice amongst others will be of value.

- Recommendation: When considering partnerships between schools and the police, tailor the model to best suit local need. Sharing examples of protocols for police work in schools will be of value to the wider implementation of this kind of partnership, and smooth operational issues for those already established.

- **Gather evidence of impact:** Monitoring the outcomes of police work in schools remains a challenge. Measuring the 'softer' outcomes presents difficulties, and the quantifiable measures that can be used are not always being gathered systematically. In order to sustain and attract funding for police work in schools, the wealth of benefits need to be quantified and demonstrated.

- Recommendation: Develop a toolkit or monitoring structure to help schools and the police decide how best to measure the impact of their joint work. This will help to retain (or obtain) funding and increase commitment to closer working relationships between the police and schools.

- **Secure strategic buy-in and support:** Continued support from strategic-level police and education personnel is crucial in sustaining a police in schools model. Education representatives need to be willing to find funding to support this work, and to create the infrastructures and cultures in their school to accommodate police officers. Police representatives need to be willing to release their officers from other duties to focus on work in schools. Where strategic support is in place, operational changes will follow.

- Recommendation: To secure strategic-level support, ensure that outcomes are monitored, communicated and appropriately promoted. Demonstrate the value of police work in schools to all stakeholders for whom there are positive impacts.

- **Identify relevant training:** The scope has highlighted the lack of consistency and availability of training programmes for police officers working in schools. Training programmes are developing locally in recognition of the value of initial and ongoing professional development for the officers in schools.

- Recommendation: Assess what training provision is currently in place for police officers working in schools to influence the development of a national training programme, or to encourage tailored approaches, where appropriate.

In summary, this scoping study has begun to highlight and document the value of police officers working in schools. However, a subsequent national, in-depth exploration of the role of police officers in schools across England would be of worth, similar to that which has been recently conducted in Scotland (Black *et al.*, 2010). Areas of particular focus might most usefully be the prevalence of this kind of partnership, its impact and cost effectiveness, as well as how this way of working meets local needs and national government priorities regarding crime reduction.

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Appendix A: Summary of main findings from the school survey

Phase/type of school of respondents (n=52)

Primary: 41
Secondary: 6
Nursery: 3
Special: 2
Independent: 2
(N.B. respondents could give more than one answer).

Although the survey provided some useful information, the sample size is small, and therefore not representative. As such, findings are treated as indications of what might be happening across a broader number of schools.

Links with the police

- Over three-quarters (45) of the 52 headteachers responding to the survey said their school had links with the police.

- Of the 42 headteachers who then reported on the length of time their school had been working with the police, nearly half (19) stated that their school had been working with the police for six years or more, while 15 reported working with the police for three to five years.

- Thirty-four replied that they did not have an officer based in their school, five had an officer based there part time and three had an officer based there full time.

- Almost half (20) of these schools were supported by a Police Community Support Officer (PCSO), eight of the schools by a qualified police officer, while a third (14) were supported by both.

- In just over three-quarters (32) of these schools, police officers also worked with other schools in the area.

Rationale behind schools working with the police

- The main rationales for schools working with the police were: 'to deliver specific education programmes such as drug awareness or anti-knife programmes' (26); 'to work with families and the local community' (23); 'police offering to work with the school' (21); and 'to help reduce pupil-related crimes in and out of school' (13).

- Respondents in the small minority of schools (4) not currently working with the police said that this was because they were not sure who to contact.

- In three schools that were no longer working with the police, this was because of a change of police personnel.

Activities/roles of police officers in schools (n=41)

In rank order, the activities most likely to be carried out 'often' or 'sometimes' by police officers were:

- Delivering specific programmes (e.g. drug/knife awareness) (36)
- Curriculum support/delivery (32)
- Patrolling before, during and after school (26)
- Providing police support for crimes (26)
- Work with other agencies (24)
- Work with families (22)
- Behaviour support (20)
- Out-of-school activities (15)
- Work with targeted groups (14)
- Truancy and attendance support/interventions (12).

Funding of police officers in schools (n=41)

- Three-quarters (31) of the 41 headteachers who responded to the question on funding did not know how the police officers working with their schools were funded.
- In the ten schools where headteachers were aware of funding arrangements, the majority were 50 per cent funded by the police (perhaps reflecting the model used in one of the study's case-study areas), with the remaining amount being funded either by the school or the local authority.

Line management of police officers (n=41)

- In almost three-quarters (28) of the 41 schools where headteachers responded to this question, the police officer working with them was managed by the police, while in two of the schools they were managed by the school itself.
- In just under a fifth (8) of responding schools, police officers were managed jointly by the police and the school.

Training of police officers (n=41)

- Over half (21) of the headteachers responding to the question on training did not know whether or not the police officer working with their school had undergone any training for the work.
- Of those headteachers that were aware, just over a quarter (11) said this had been police based, seven said that it had been provided by the police and the school/LA, while two said it had been school/LA based.

Impacts resulting from police work in school (n=41)

In rank order, the most often cited impacts to occur to a 'great' or 'some' extent from the police working in schools were as follows:

- Improved relationships between pupils and the police (30)
- Improved relationships between the community/families and the police (25)
- Pupils feel safer (23)
- Teachers feel safer (20)
- Reduction in crime around school (19)
- Improved pupil behaviour (15)
- Improved pupil achievement (15)
- Reduction in crime in school (13)
- Improved pupil attendance (11).

Challenges resulting from police work in school (n=40)

Responding headteachers were more likely to report that the challenges identified in the survey had not occurred as a result of their school working with the police. In rank order, the most common challenges that did result to a 'great' or 'some' extent were:

- Getting the right 'type' of person/officer for the post (9)
- Difficulty communicating with their line manager/the police (7)
- Establishing protocols (7)
- Negative responses from pupils (6)
- Difficulty communicating with the officer(s) (6)
- Difficulty funding the work (6)
- Managing expectations of school staff (5)
- Finding a room/base for the police (4)
- Negative responses from parents (4).

Providing independent evidence to improve education and learning.

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