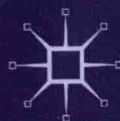




POLICING AND SECURITY IN PRACTICE

Challenges and Achievements

TIM PRENZLER



Policing and Security in Practice

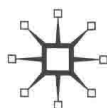
Challenges and Achievements

Edited by

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Preface

A major feature of the current international political landscape is mass uprisings by citizens seeking to depose oppressive regimes and establish democratic governments. Central to this project is the replacement of policing agencies that were the tools of despots with professional police departments that serve the people and are accountable to elected parliaments. Police have a key role to play in establishing the rule of law and creating a safe environment in which people can enjoy liberty and build prosperity. The spread of democratic freedoms and market freedoms in the last few decades has also stimulated growth in private security, providing a supplementary and, sometimes, a primary source of security for businesses and households. But what are the best forms of policing and security? Is it possible for these agencies to minimize crime while protecting individual freedoms and human rights? Many emerging democracies look to established democracies, mainly in Europe and North America, for examples of good practice. However, these countries also struggle to ensure that policing and security services are free from misconduct and are as efficient and effective as possible.

This book is designed to address these crucial questions by focusing on the international evidence concerning appropriate standards and effective strategies across key domains in police and security work. It develops the lessons from the scientific literature in short chapters in an easy-to-read format and with attention to practical means of implementation. The book is unique in recognizing the co-contribution of police and security to crime prevention and community safety, with attention to key points of strategic cooperation. It is also designed to appeal to a wide readership, including academics, students of policing and security, managers and operational officers in both fields and legislators and policy makers. The book is a valuable and convenient guide for busy practitioners and managers, but it also advances academic theory and knowledge about problems and solutions in law enforcement and crime prevention across the public and private sectors.

Many of the chapter authors are members of the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS),

established in 2007, located at Griffith University and the University of Queensland in Brisbane, the Australian National University in Canberra and Charles Sturt University in Sydney. Although the book is designed in part to showcase work being undertaken in CEPS, the primary focus is on the international dimensions of a wide range of topics. Consequently, the authors are joined by a number of other subject experts recruited to provide further depth and breadth across the field.

The chapter topics were selected on the basis of relevance, both in terms of contemporary challenges, where work needs to be done, and areas of achievement, where demonstrated improvements have been made and lessons can be drawn. The first chapter establishes key principles for subsequent chapters, by emphasizing the need for police to account for their use of taxpayers' funds through performance indicators and impact data, while at the same time questioning the relevance of many traditional performance measures. This is followed by a chapter that makes an empirical assessment of what counts as legitimacy in policing. Chapter 2 shows that, while limited by numerous political and social constraints, there is a great deal that police can do to obtain public acceptance and support and to engage more closely and effectively with their varied constituencies.

The next group of chapters shifts the focus to specific crime problems. Chapter 3 considers the problem of organized crime and the challenge of increased internationalization of criminal networks. This is an area where knowledge about 'what works' is still developing, and the authors outline a number of promising strategies and provisional evidence of success. The policing of mass demonstrations and other forms of protest presents police with another challenge. Chapter 4 provides examples of good and bad practice in different approaches to managing protest with a view to minimizing harm while allowing the exercise of basic rights of freedom of speech and assembly.

Police are making increasing use of criminal intelligence methods and intelligence databases in solving and preventing crime. This is an area of emerging academic interest. However, as the authors of Chapter 5 point out, measures of what counts as good or effective intelligence are still in development, and there is a clear need, which the chapter addresses, for better protocols to ensure the most advantageous uptake of intelligence capacity in law enforcement. One area where we can see policing making a large difference is in traffic law enforcement. Chapter 6 examines the many successes of improved policing in crash reduction. At the same time, many more lives could be saved and more injuries prevented if the findings from this chapter were consistently put into practice.

Addressing the challenges identified in the book requires visionary leadership and effective human resource management. Chapter 7 reviews current knowledge on management strategies in policing and sets out a coherent programme for developing and selecting the best leaders. Deficient leadership has been identified as a major factor behind the problems of corruption and misconduct that have plagued modern police services and continue to undermine police legitimacy and effectiveness. Chapter 8 examines the destructive effects of unethical policing and identifies the lessons from the literature about the need for complex and overlapping systems to proactively prevent corruption and ensure the highest ethical standards in police work.

At this juncture the book turns back to an examination of the core crime prevention and control tasks of police, but this time by examining the potential for police to work with the business sector, including security businesses, in cooperative projects. Chapter 9 makes use of a series of studies of different types of public-private partnerships to demonstrate the potential in this area as long as accountability and public interest criteria are met. The logic of police and private security working together is reflected in partially overlapping work profiles and, unfortunately, high-risk profiles for fatalities and injuries to officers, suspects and members of the public. Chapter 10 reviews the limited literature on this topic and shows what can be done through upgraded procedures and training to reduce physical harm in law enforcement.

Growth in the number of security personnel has been accompanied by rapid growth in the uptake of security technology – which is often criticized as ineffective, inconvenient and a threat to privacy. Chapter 11 provides examples of the successful application of security devices in the fight against crime and describes a security risk management framework for the selection and effective management of security technology. The security industry is also subject to many of the ethical risks associated with policing and has a parallel history of corruption, human rights violations, excessive force and failed accountability. With this in mind, Chapter 12 explores international experience with the regulation of the industry through occupational licensing regimes that include mandated training and disqualifying offences. The chapter argues that adequate government regulation is required if the private security industry is to realize its enormous potential in crime prevention.

The chapters in this book cover a diverse set of topics. The unifying theme is the potential for continuous improvement. The book shows how this can be done, by using research to identify problems, developing tailor-made interventions, evaluating the impacts and making

modifications where necessary. Much has been done in this area, but the book also presents evidence that there is still some way to go to optimize best practice in policing and security.

I would like to thank all the authors for their time and cooperation in fitting their work to the aims and parameters of the book. And I would like to say a special 'thank you' to Geoff Alpert for advice on Chapter 10.

I hope that all readers will find the book enjoyable, useful and inspiring.

Tim Prenzler

Series Editor's Introduction

There are a range of security threats that face modern society, and the response will inevitably involve the police but also other policing groups. Some concerns are the result of emerging or developing crime patterns or concerns, such as organized crime, violent protest or terrorism; some concerns are the result of the way that police agencies respond (or do not do so properly), and focus on issues of legitimacy and managing complaints, measuring performance, establishing agreed best practices and techniques, developing partnerships and engaging with technology. This book incorporates a discussion about all of these concerns.

At least part of Professor Tim Prenzler's aims in bringing these authors and these papers together in one volume is to highlight the importance of both the police and private security in tackling crime. An emphasis is placed on reviewing current approaches and at the same time on highlighting innovative and progressive ways in which strategy and practice may develop.

At least part of the difficulty is that problems or threats are often poorly defined, as Julie Ayling and Roderic Broadhurst note in their discussion of organized crime. And similarly there are weaknesses in the way performance (of the police) is measured. As Tim Legrand and Simon Bronitt note, it is far from clear that the right things are being measured. It is perhaps not surprising then that Jacqueline Drew should argue that police leadership is less developed than is leadership in other organizations, and she laments the lack of a clear link between leadership qualities and police performance. At the same time there is increasing awareness that paying attention to causes lends credence to the need for a varied response to crime so that actions taken are fit for their purpose and are more likely to have an effect. For example, Lyndel Bates and colleagues highlight the need to avoid the 'one-size-fits-all' approach to tackling traffic offences. In a different way David Baker, in his discussion of policing protest, invites a focus on facilitating peaceful protest as the main priority rather than on readying to tackle confrontation at an early stage.

The need for improved practices in the security world is tackled too. Tim Prenzler and Rick Sarre present an insightful chapter on the benefits

and drawbacks of different types of crime partnerships between the police and other agencies and generate a list of key ingredients which underpin success and provide an important reference point for the future. All too often 'partnership' is presented as an unqualified good, when in practice many are dogged by problems or otherwise fail to reach their potential.

Similarly discussion about making security effective rarely strays far from the need for effective regulatory regimes. Mark Button helpfully outlines why security work is a special case for regulation, representing as it does, a thin blue line in protecting parties in private space, a thinner blue line than the police play perhaps in protecting the public, but still a blue line.

Importantly, Rick Draper and colleagues summarize and highlight the growing body of research which reports that security has been successful and a key component in crime drops witnessed across the western world. Clearly building on good approaches is as important as eliminating weak ones in improving the response to crime, whether that be in the private or public sector.

Tim Prenzler has provided a more comprehensive overview of all the chapters and of how they inform our understanding of police and security. In doing so he highlights the crucial aim of this book series – to better inform the theory and practice of tackling crime, wherever it occurs, be that in organizations or in the community. Moreover, Tim highlights the potential of the public and private sectors to learn from each other and the ways in which they may do so.

Martin Gill

Notes on Contributors

Julie Ayling is a research associate in the Regulatory Institutions Network at the Australian National University (ANU), Canberra, Australia. As an associate investigator at the Centre of Excellence in Policing and Security (CEPS) she is working on Illicit Organizations, a project focusing on gangs, organized crime and terrorist groups that aims to generate insights about the characteristics, the rise and decline of these organizations and the recruitment, commitment and desistance of their members. Prior to joining RegNet, she was a senior lawyer in the Australian Public Service working on issues of international law and communications law. In RegNet she has researched areas as diverse as the governance of illicit synthetic drugs and the resourcing of police organizations. Her research interests include policing, criminalization, transnational crime (especially transnational environmental crime) and the global diffusion of criminal justice law and policies. She is an author, with Professors Peter Grabosky and Clifford Shearing, of *Lengthening the Arm of the Law* (2009).

David Baker is Head of Criminal Justice at Monash University, Gippsland, Australia. His main research interest is public order policing, especially the policing of industrial, social and political protests. He is the author of *Batons and Blockades: Policing Industrial Disputes in Australasia* (2005). He has also written interdisciplinary articles and chapters in relation to police history and reform, policing dissent, police unionism, labour history, South Pacific policing, the Australian Federal Police, industrial relations and politics. He is a member of the International Policing Research Consortium on the Police Use of Force and is an associate investigator for the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS).

Lyndel Bates is Research Director with the Queensland Parliamentary Service and a PhD student with the Centre for Accident Research and Road Safety – Queensland (CARRS-Q) at the Queensland University of Technology, Australia. She has over seven years of experience in road

safety research. Her main research interests include graduated driver licensing and the use of road safety research to develop best practice policy. Lyndel is qualified in commerce and behavioural science.

Roderic Broadhurst is Chief Investigator (designate) for the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS), RegNet ANU College of Asia and the Pacific, Australia. He is also a professor in the School of Regulation, Justice and Diplomacy in the ANU College of Asia and the Pacific. He is Chief Investigator (designate) engaged in CEPS projects, including Illicit Organizations and Investigative Practices, with Victoria Police and other agencies. Professor Broadhurst is a graduate of the University of Western Australia, Perth, Australia, and Cambridge, UK, and has served in corrections (1974–1985) and public health (1986–1989) in Western Australia. He has extensive experience in criminal justice as a practitioner and researcher. His earlier research has focused on criminal behaviour, lethal violence, victimization and cyber crime, and has involved longitudinal research applying risk analysis methodologies to problems of recidivism, persistent offending, sex offending and dangerous offending. Current research also includes projects on crime and modernization in Cambodia, homicide in Hong Kong and China, UN surveys of crimes against business in China and omnibus UN crime victimization studies in Hong Kong and Cambodia, monitoring serious crime in cyberspace and a national survey of attitudes to sentencing in Australia.

Simon Bronitt is Director of the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS). He was previously Professor of Law at the Australian National University College of Law and Associate Director of the Australian Centre for Military Law and Justice, ANU. Between 2006 and 2009 he served as Director of the National Europe Centre, Research School of Humanities, ANU. Drawing on comparative and interdisciplinary perspectives, Simon has published widely on criminal justice issues, including counter-terrorism law and human rights, covert policing, telecommunications interception and international criminal law. His publications include *Principles of Criminal Law* (2nd ed, 2005) and *Law in Context* (3rd ed, 2006).

Mark Button is Reader in Criminology and Associate Head Curriculum at the Institute of Criminal Justice Studies, University of Portsmouth, UK. There he has also recently founded the Centre for Counter Fraud Studies (CCFS), of which he is Director. Mark has written extensively on

counter-fraud and private policing issues, publishing many articles and chapters and completing four books, with one forthcoming. Mark was also Director of the Security Institute and chaired its Academic Board. He is Head of Secretariat of the Counter Fraud Professional Accreditation Board. Before joining the University of Portsmouth he was a research assistant to the Rt Hon Bruce George, MP, specializing in policing, security and Home affairs issues. Mark completed his undergraduate studies at the University of Exeter, UK, his masters at the University of Warwick, UK, and his doctorate at the London School of Economics, UK. Mark has just completed the largest study of fraud victims to date in the United Kingdom, funded by the National Fraud Authority and the Association of Chief Police Officers (ACPO).

Jacqueline Davis is a research assistant working with the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS) at the University of Queensland, Australia. Her educational background is in psychology and quantitative business research techniques. She has experience in systematic reviews and meta-analysis, and is especially interested in the application of these methods to the evaluation of social policy interventions.

Rick Draper is a career crime prevention and security risk management professional, with over 25 years of local and international experience. He is also Adjunct Senior Lecturer in the School of Criminology and Criminal Justice at Griffith University in Brisbane, Australia. Rick holds a degree in education, with major studies in security and justice. Prior to earning his degree, he obtained electrical trade and electronics qualifications and worked extensively in the installation, commissioning and servicing of electronic security systems, including large-scale access control and closed-circuit television systems. Rick is also a forensic security consultant and has served as an expert witness in civil litigation cases involving security, with a number of cases involving matters related to crime prevention through environmental design (CPTED). Rick has written and presented numerous papers and articles on a diverse range of topics in the areas of crime prevention and security. He wrote chapters for both the third and fourth editions of the highly regarded *Handbook of Loss Prevention and Crime Prevention* (edited by Lawrence J. Fennelly).

Jacqueline M. Drew is Lecturer in the School of Criminology and Criminal Justice at Griffith University, Australia, and a member of the

Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS). Dr Drew trained as a psychologist and received her PhD in organizational psychology from Griffith University. Her research interests include the attraction and retention of police personnel, performance management within police organizations and organizational structure and systems, as they relate to innovative police strategies and operational practice.

Janet Evans is a senior research assistant in the Centre of Excellence in Policing and Security (CEPS), Australia, where she is Project Manager of the Intelligence Methods Project. Janet holds an M.Sc. in investigative psychology from the University of Liverpool, UK. Janet began her career as a crime and intelligence analyst in England, working for Lancashire Constabulary, and she later worked as Principal Intelligence Analyst/Analytical Coordinator at West Midlands Police, where she managed crime and intelligence analysts whose expertise covered strategic, tactical and operational intelligence. Janet has also worked in Australia in research for the Queensland Police Service and as Manager of Intelligence in Police Misconduct for the Queensland Crime and Misconduct Commission.

Mark Kebbell is Chief Investigator with the Australian CEPS. His expertise and research is in the area of investigative psychology, particularly with regard to the investigation and prosecution of serious crime. Within the Centre he is Lead Chief Investigator on the Risky People and Intelligence Methods projects. His previous work has included writing the guidelines for police officers in England and Wales (with Graham Wagstaff) for the assessment of eyewitness evidence and a review of factors associated with violent extremism for the National Policing Improvement Agency commissioned by the Office for Security and Counter Terrorism in the United Kingdom (with colleagues). He has worked on more than 70 criminal cases, principally involving murder or serious sexual assault, and has given expert evidence on numerous occasions, including uncontested psychological evidence in an Old Bailey appeal case. Academically, the quality of his work has been recognized by the award of a British Academy Postdoctoral Fellowship for Outstanding Younger Scholars. He is Editor, with Professor Graham Davies, of *Practical Psychology for Forensic Investigations and Prosecutions* (2006).

Tim Legrand is a post-doctoral research fellow in the Australian Research Council Centre of Excellence in Policing and Security (ARC

CEPS), Griffith University, Brisbane, Australia. He completed his PhD in political science at the University of Birmingham, UK, in 2008. He is currently Head of Research for a government consultancy in the United Kingdom and works with the UK Home Office, Department of Children, Schools and Families, Ministry of Justice and with the Department of Health as a specialist policy adviser. His current research focuses on developing drug, alcohol and policing policy for the Home Office and local governments. His academic work focuses on the value that policy makers place on overseas policy learning and on the economy of knowledge in the policy process.

Lorraine Mazerolle is Research Professor in the Institute for Social Science Research (ISSR) at the University of Queensland, Australia. She is also Foundation Director and Chief Investigator at the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS), Chief Investigator in the Drug Policing Modeling Program and the ISSR's 'Policing and Security' Program Director. Professor Mazerolle leads a team of research scholars with expertise in experimental criminology, urban criminological theories, survey methods, advanced multi-level statistics and spatial statistics. She is the recipient of numerous US and Australian national competitive research grants on topics such as community regulation, problem-oriented policing, police technologies, civil remedies, street-level drug enforcement and the policing of public housing sites. Professor Mazerolle is a fellow of the Academy of Experimental Criminology, current President of the same Academy, Foundation Vice President of the American Society of Criminology Division of Experimental Criminology and author of scholarly books and articles on policing, drug law enforcement, third-party policing, regulatory crime control, displacement of crime and crime prevention.

Kristina Murphy is Associate Professor at Griffith University's School of Criminology and Criminal Justice, Australia. She is also Associate Investigator at Griffith University's Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS). Kristina is a leading Australian scholar in the field of procedural justice and legitimacy research. She has undertaken procedural justice and legitimacy research in law enforcement, taxation and welfare contexts. In her research, she has found that widespread resistance to authorities can partially be explained by a lack of procedural justice and a breakdown in trust between individuals.

Louise Porter is a research fellow in the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS), where she works in the Integrity Systems and Risky People projects. Louise joined CEPS from the United Kingdom, where she was Lecturer in Forensic Psychology at the University of Liverpool. Her research interests centre on interpersonal processes, specifically leadership and peer influence in forensic contexts. She began by examining the criminogenic environment of juvenile crime, drug use and the desistance process, primarily through work with Professor Shadd Maruna on the Liverpool Desistance Study. Since this early work, Louise has explored social and organizational features of group crime, specifically with regard to rape and robbery groups and, more recently, police corruption. Much of Louise's work in this area has involved a behavioural approach, examining the actions of offenders in their crimes, as taken from archival accounts such as police statements, law reports and media sources. She has also worked on a number of criminal cases, aiding the preparation of psychological reports for both the courts and the police.

Tim Prenzler is Chief Investigator at the Centre of Excellence in Policing and Security (CEPS) and Professor in the School of Criminology and Criminal Justice, Griffith University, Brisbane, Australia. He teaches courses in professional ethics and corruption prevention and in situational crime prevention and security management. At CEPS he manages the Police Integrity research project and is a member of the Frontline Policing project. Tim's research has a strong focus on the application of crime prevention principles to corruption and misconduct, especially misconduct amongst police and security providers. He also has a broader sociological interest in issues associated with the development of the private security industry and specialist police agencies and in safety issues for police and security officers. He is the co-author of *The Law of Private Security in Australia* (2009, with Rick Sarre), which won an Award for Excellence from the Australian Security Industry Association, and is the author of *Police Corruption: Preventing Misconduct and Maintaining Integrity* (2009) and *Ethics and Accountability in Criminal Justice* (2009).

Jessica Ritchie has degrees in criminology and law, and works as Security and Crime Prevention Support Officer with Amtac Professional Services, Australia. She also works as a tutor in the School of Criminology and Criminal Justice at Griffith University, Australia. Jessica's professional interests include litigation relating to the security industry and

the development of strategies to mitigate the range of consequential risks arising from security-related incidents. She is a member of the Safer Places project team (developing online resources for crime prevention) and is responsible for developing the Amtac clearing house for security risk management and crime prevention resources.

Elise Sargeant is a PhD candidate in the School of Social Science at the University of Queensland (UQ), Australia, which is affiliated with the Australian Research Council Centre of Excellence in Policing and Security (ARC CEPS). Elise also works as a senior research assistant at the Institute for Social Science Research at UQ. Elise has experience in survey design and interview research, using both quantitative and qualitative methods. She currently works on the Community Capacity Study, a large-scale community survey of 298 suburbs in Brisbane and Melbourne, Australia. Her key areas of interest include policing and the ecology of crime.

Rick Sarre is Professor of Law and Criminal Justice at the University of South Australia. He was, from 1992 to 1998, Head of the School of Law and Legal Practice, University of South Australia. He currently lectures in criminal justice, policing, media law, sport law and commercial law with the School of Commerce. He received a Citation from the Australian Learning and Teaching Council in 2008. He has published widely on issues to do with policing, private security and criminal justice. His books include *The Law of Private Security in Australia* (2nd ed, 2009, with Tim Prenzler) and *Key Issues in Criminal Justice* (2005, edited with J. Tomaino).

David Soole joined the Centre for Accident Research & Road Safety – Queensland (CARRS-Q), Australia, as a research assistant in 2006. He graduated from Griffith University, Australia, in 2004 with qualifications in behavioural science and criminology and criminal justice, and is currently completing his master's degree in applied science (research), investigating driver perceptions of police speed enforcement in Queensland. Since joining CARRS-Q, David has worked on numerous projects covering a range of topics, including speed enforcement, drink-driving, driver aggression, novice driver safety, traffic enforcement sanctions, intelligent transportation systems, older drivers and pedestrian safety.

Barry Watson is Director of the Centre for Accident Research & Road Safety – Queensland (CARRS-Q), which is based at the Queensland