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Evaluation of Campus Police Officers in Scottish Schools



EVALUATION OF CAMPUS POLICE OFFICERS IN SCOTTISH SCHOOLS

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EXECUTIVE SUMMARY

Background and methodology

1. The use of campus officers¹ is one way in which the education and police services are working together to help young people engage in positive behaviour and steer away from antisocial activity and crime. As of summer 2009, there were a total of 55 campus officers in 65 secondary schools, across 6 police forces and 15 local authority areas.
2. A mixed method case study approach to this evaluation was adopted. The mapping stage consisted of telephone interviews with campus officers, headteachers and other members of staff closely involved with the work of the campus officer(s). This information was used to help select the 11 case study schools visited by the research team to undertake in depth analysis of the campus officer role and its impact. A range of stakeholder interviews were also conducted to explore attitudes towards the role and to collect funding and cost information.
3. National school statistics, crime data and data from the Scottish Children's Reporter Administration (SCRA) were also collected to support the findings of the qualitative data. Eleven comparison schools were selected (where campus officers were not operational) to enable comparison of data trends pre and post the deployment date of a campus officer². Telephone interviews were also conducted with headteachers at each comparison school.
4. A set of success criteria was devised to evaluate the *potential* impact and effectiveness of campus officers using both qualitative and quantitative data. Generally, it was assumed that the better a campus officer's performance on each of these criteria, the more successful the role of the campus officer in relation to the school, the wider community and/or improving the lives of challenging children and/or children at risk.

Main findings

Deployment of campus officers

5. There were no standard, national criteria for deploying campus officers and deployment decisions were typically police-led, with decisions made at a divisional level.
6. There were 3 main factors considered when selecting schools in which to deploy campus officers. These centred on police intelligence that related to the school community, the size of the school roll and the availability of funding.

¹ For the purposes of this report, campus officers are defined as police officers who are located within secondary schools and work within these schools and the local community. We acknowledge that this terminology is not used in some parts of Scotland.

² In some cases, it was not possible to collect full data trends from before and after the campus officer took up post as this data either did not exist or was not comparable.

7. There was a view amongst most educational staff, campus officers and stakeholders that the main purpose of a campus officer was to improve relationships between young people and the police.
8. Job descriptions were rarely used operationally and where they were used they did not always reflect an officer's day-to-day activities. This gap sometimes led to confusion over the officer's role.
9. Successful deployment of a campus officer was dependant on good communication between the relevant agencies (usually the police, the local authority and the school) and on getting the right person for the post.
10. A number of educational staff, parents and pupils expressed initial negativity about having a campus officer in their school. This negativity commonly centred around 3 key concerns, that: the officers would become involved in enforcing school discipline; the use of campus officers was a subtle strategy for gathering local police intelligence and having a police officer would reflect badly on the reputation of the school. However, initial concerns largely disappeared once the campus officer(s) had been in post for a short period.

The role of campus officer(s) in schools

11. Campus officers performed broadly similar roles regardless of which school they worked at.
12. Group work (targeted at challenging children and children at risk) was considered particularly important. The activity itself was not as important as the opportunity it gave pupils to receive the kind of attention that was lacking in other aspects of their lives.
13. Information sharing with educational staff and other agency workers (for example, social workers, restorative practice workers) was also viewed as an integral part of the campus officer role.
14. A less common but still valuable role for campus officers was to provide advice to parents. Although this occurred in only a few case study schools, educational staff working in these schools felt that having an officer on site meant that parents who wanted to talk to the police, but who were reluctant to go to a police station, could go to the school instead. This was thought to be of value in deprived areas where there could be a stigma attached to visiting a police station.
15. Campus officers were not usually involved in incidents of discipline unless it involved potentially criminal behaviour.

The impact and effectiveness of campus officers

16. The message from those participating in the research was largely positive. The role that campus officers played in schools was valued by educational staff, pupils and stakeholders alike.

17. Most educational staff and campus officers felt that having a police officer regularly interacting and forging positive relationships with pupils had improved the relationship between the police and pupils. This was cited as one of the main benefits of the role.
18. Amongst some pupils, it was apparent that positive feelings towards the individual campus officer did not extend to police personnel in the wider area. This could be seen as a limitation of the initiative. However, it is possible that the effects of this work on pupil/police relationships may take more time to emerge.
19. The improved information sharing between the police and school (primarily information held by the police) was deemed by police and educational staff to be one of the main benefits of the role. They felt it improved the welfare of pupils at the school, meant the school was better equipped to provide pupils with support and helped prevent offending behaviour.
20. Educational staff and campus officers held a common view that the presence of a campus officer could help to reduce serious indiscipline, physical violence, gang and criminal activity in case study schools. They felt this was due to the officer(s) forging positive relationships with pupils, conducting targeted work with challenging children and children at risk and increased levels of information sharing between the school and the police (which helped stop incidents in the local community spilling into the school environment). This view was supported by crime data trends in two of the case study schools, however, it is not possible to attribute any decrease *directly* to the role of campus officer.
21. A common view held by educational staff, campus officers and pupils was that having a campus officer in school increased the feeling of safety for pupils and/or staff. It was clear that some educational staff were reassured by the campus officer(s) presence when dealing with incidents of physical violence.
22. In several cases, the campus officer was shared between more than one school. Although the work of these officer(s) was viewed favourably by educational staff, it was evident that in comparison with the full time campus officers, time constraints diluted the role which was likely to reduce their performance on all of the success criteria.
23. In some schools the campus officer accompanied the Education Welfare Officer (EWO) on home visits to speak to parents of truanting pupils. However, there was no clear evidence that in schools where the campus officer accompanied the EWO on home visits, that this had an effect on the attendance rate.

The cost of deploying officers in schools and funding

24. In most cases, the only regular reported annual cost in placing an officer in a school was the salary of the officer. The average total salary cost of placing an officer in a school was £38,161. There were also ongoing costs (such as diversionary activities and travel) and set up costs (including IT and

marketing) that are likely to increase the overall level of expenditure but this information was not available.

25. Annually, it cost a little over £2 million (in salary costs) to have 55 officers in 65 schools across Scotland. Campus officers were deployed based on an allocation of resources from existing police and local authority budgets. Approximately 64% were funded by the police, 30% by local authorities and 6% by Community Planning Partnerships, from the Fairer Scotland Fund.
26. The research originally aimed to provide an assessment of the cost-effectiveness of campus officer(s). However there were difficulties with quantifying cost savings due to a lack of existing data which meant it was not possible to conduct this assessment.

Conclusion

27. Campus officers are likely to have the largest effect on each of the success criteria if they are deployed in schools where:
 - perceptions of the police are especially negative
 - pupils are likely to have a lack of positive role models in the community
 - there are higher numbers of children exhibiting challenging behaviour or at risk
 - issues from the local community sometimes spill over into the school community
 - the school is situated in an area with gang activity.
28. It is important to highlight that particularly positive findings emerged in two of the case study schools. In these schools there was a reduction in the number of crimes recorded and the cases of exclusion. Both of these schools also performed particularly well on each of the success criteria. Although these outcomes cannot be directly attributed to the campus officer, triangulation of these findings with performance on the success criteria provides important indicators for best practice.
29. The picture emerging from this study is a positive one but there are lessons to be learned. The findings indicate potential benefits from deploying a campus officer but it is important to get everything right. Recommendations are made for good practice to help local decision makers through the process of deployment and management.

1 INTRODUCTION

- 1.1 This report presents the findings of the evaluation of campus officers in Scottish schools, commissioned by the Scottish Government. The evaluation, conducted by Ipsos MORI, comprised several strands of research including an initial mapping exercise which outlined key issues for further investigation, detailed case studies based on the work of 9 campus officers³, interviews with a range of key stakeholders and analysis of the costs of deploying campus officers.
- 1.2 This is the first independent national evaluation of campus officers in Scotland and will provide evidence to help plan future developments among existing and new campus officers.

Background

- 1.3 The Scottish Government and Local Government have set out 15 National Outcomes to articulate their purpose over the next 10 years. In relation to children and young people they wish to achieve the following outcomes⁴:
- Our young people are successful learners, confident individuals, effective contributors and responsible citizens
 - Our children have the best start in life and are ready to succeed
 - We have improved the life chances for children, young people and families at risk.
- 1.4 The role of the school in tackling issues of antisocial behaviour and crime has been highlighted by the Scottish Government in the document 'Preventing Offending by Young People: A Framework for Action'.⁵

Schools are in a key position to develop confidence, emotional literacy, emotional resilience and positive behaviour in children and young people, and to develop positive relationships across whole school communities. The support provided by schools to make sure all pupils are engaged with and benefiting from the curriculum makes a fundamental contribution to developing positive outcomes for all children and young people.

- 1.5 However, schools are not working in isolation. The introduction of 'Getting It Right for Every Child', the Government's principle delivery mechanism⁶, has emphasised the importance of other agencies, like the police and health

³ For consistency, police who work within and outwith schools are referred to throughout this report as campus officers. However, we acknowledge that this terminology is not used in some parts of Scotland.

⁴ Scottish Government, 2007. Scotland's National Outcomes. Available at: <http://www.scotland.gov.uk/About/scotPerforms/outcomes>

⁵ Scottish Government, 2008. *Preventing Offending by Young People: A Framework for Action*. Available at: <http://www.scotland.gov.uk/Resource/Doc/228013/0061713.pdf>

⁶ Scottish Government, 2008. *A Guide to Getting it right for every child*. Available at: <http://www.scotland.gov.uk/Publications/2008/09/22091734/0>

services, working in collaboration with schools to help young people make the right decisions in life.

- 1.6 Campus officers provide one vehicle for demonstrating how these agencies are working together to help young people engage in positive behaviour and steer vulnerable young people away from antisocial behaviour and crime. Campus officers were first deployed in 2002 and there are currently 55 campus officers in 65 schools, across 6 police forces and 15 local authority areas⁷.
- 1.7 The Violence Reduction Unit (VRU) has been tasked by the Assistant Chief Constable (Community Safety) to maintain an overview of the campus officer role within the Strathclyde Police Force and on a national basis. They highlight on their website that *“the current campus officer role is already enhancing and supporting local structures within the education system and the wider local community as well as contributing to local policing objectives and outcomes.”*⁸
- 1.8 There has also been political recognition of the work of campus officers. In evidence to the Scottish Parliament’s Education Committee in December 2006, Frank McAveety, MSP for Glasgow Shettleston, praised the wider role played by the officers; *“The police officers who operate in at least two of the secondary schools in my constituency.... have changed the dynamic, by engaging in work on citizenship and by intervening early in bullying at school and the territorial hassle that happens in neighbourhoods throughout Scotland.”*⁹ Scotland’s Commissioner for Children and Young People suggested that young people are on board with the initiative as well; *“It is clear to me that young people want the police to be there for them, so there is a lot of scope for mutual collaboration.”*¹⁰
- 1.9 However, support for campus officers has been varied. Concerns include suggestions that the presence of officers within schools could lead to children being subject to excessive exposure to the police and that the presence of police in schools may negatively affect teacher-pupil relationships.
- 1.10 This report sets out the findings from the evaluation and contains ‘good practice’ guidance for those considering appointing a campus police officer in their area. In section 2, the evaluation methods used are set out. Following that is an assessment of the rationale for deploying a campus officer, what role they play and the impact they have. Finally, the costs involved to police and education budgets are explored.

⁷ From data collected summer 2009

⁸ Violence Reduction Unit, 2009. *Education*. <http://www.actiononviolence.co.uk/aov/33.81.29.html>

⁹ Scottish Parliament Education Committee December 2006

¹⁰ Scottish Parliament Education Committee December 2006

2 METHODOLOGY

Aims and objectives of the research

- 2.1 The overall aim of the evaluation was to examine the role and effectiveness of campus officers deployed in schools across Scotland.
- 2.2 This can be broken down to the following specific research objectives:
- investigate the aims, roles and functions of campus officers across schools in Scotland with specific reference to their job descriptions and roles in practice, within and outwith the school setting; (see sections 3 and 4)
 - ascertain how officers are deployed and how they work with headteachers, teachers and pupils in schools, and with their own police force and other relevant agencies; (see sections 3 and 4)
 - assess the impact and effectiveness of the role(s) of campus officers within the school context and the wider community; (see section 5)
 - assess the impact and effectiveness of the role(s) of campus officers in working with and improving the lives of challenging children and children at risk¹¹; (see section 5)
 - collect information on how campus officers are being funded across different schools and estimate the costs of deploying campus officers in schools; (see section 6)
 - provide an assessment of the cost-effectiveness of campus officers in relation to the role(s) they perform in schools and the wider community; (see section 6)¹²
 - draw out and disseminate relevant findings and lessons across local authorities and police forces including schools and campus officers; (see section 7)
- 2.3 The evaluation consisted of several stages: a mapping exercise, case studies based on the work of 9 campus officers, stakeholder interviews and analysis of the costs of deploying campus officers. Interviews were also conducted at

¹¹ **Challenging children** were defined as those who have exhibited challenging behaviour including any form of behaviour that may be harmful to the child, other children or adults. This included offending behaviour, anti-social behaviour and any behaviour that interfered with their own or other children's learning development.

Children at risk were defined as those children where their family background or home situation may cause them physical or emotional harm. For example, there may be a history of offending behaviour in the family or known domestic violence issues. This group also included children deemed as being at high risk of developing later social problems (including those children that had been bullied or had low self-esteem).

¹² It was not possible to gather the information needed to conduct a cost-effectiveness assessment of campus officers due to limitations in current police recording methods. This is discussed in Chapter 6.

11 comparison schools which did not employ a campus officer. Each stage is outlined in the sections below.

Mapping phase

- 2.4 A mapping exercise took place between November 2008 and January 2009 to investigate the aims, roles and functions of campus police officers in schools across Scotland. This consisted of telephone interviews with campus officers, headteachers and other members of staff closely involved in the work of the campus officer.
- 2.5 Discussion guides were developed, in consultation with the Scottish Government, for each of the 3 interview types (headteacher, campus officer and other staff member). These can be found in Appendix 1.
- 2.6 Letters were sent to the Association of Chief Police Officers in Scotland (ACPOS) and the relevant Directors of Education prior to commencing fieldwork. The letter informed them of the aims and objectives of the evaluation and what the research would entail. Letters were also sent to schools to encourage their participation. A member of the research team subsequently called the school to gain consent and to arrange interview appointments.
- 2.7 In total, interviews were conducted with 46 out of the 52¹³ campus officers and 52 out of the 59 headteachers involved in the initiative as well as 24 other members of staff with a high level of involvement with the campus officer. Interviews with the campus officers and headteachers were generally 45 minutes long while interviews with other highly involved staff were generally 20-30 minutes.
- 2.8 Key information (such as the length of time a campus officer had been in post and the perceived level of multi-agency working) was recorded in a matrix which was used to select a representative sample of schools for the detailed case study research.

Stakeholder research phase

- 2.9 Stakeholder interviews were conducted between December 2008 and February 2009 to supplement the information gathered in the mapping exercise. Twenty-eight possible participants, selected by the Scottish Government, were sent an email advising them of the purpose of the research. In total, 22 telephone interviews were conducted each lasting approximately 40 minutes. Table 2.1 below shows the coverage of different stakeholder groups interviewed.

¹³ There were only 52 officers deployed across Scotland, amongst 59 schools, at the time of the mapping stage.

Table 2.1 Composition of stakeholder interviews

Stakeholder Groups	Number of interviews
Senior police personnel (including representatives from the Violence Reduction Unit (VRU) and the Association of Chief Police Officers in Scotland (ACPOS))	8
Local Government Education Representatives	4
Scottish Government Representatives	3
Community Planning Partnership	3
Teachers Unions	3
Her Majesty's Inspectorate of Education (HMIE)	1

2.10 The discussion guide for these interviews focused on the participant's involvement and knowledge of the campus officer initiative (please see Appendix 2). With the permission of participants, all discussions were recorded and then transcribed for analysis. XSight (a qualitative analysis software package) was used to organise, code, search and retrieve the text for analysis.

Case study schools

2.11 Eleven case study schools, where a campus officer currently worked, were selected for in depth analysis of the campus officer role and its impact. To ensure a variety of schools and campus officers were included, a range of criteria were used for selection. Criteria included levels of deprivation, rurality, extent of multi-agency working, length of time the campus officer(s) had been in post and whether an officer was shared between schools.

2.12 Fieldwork was carried out at case study schools between March and May 2009. Typically, researchers spent two days in each school. The research team visited eleven schools, covering the work of 9 campus officers.

2.13 Prior to fieldwork, letters were sent to headteachers outlining the purpose and nature of the research. In every case study school, semi-structured interviews, lasting approximately one hour, were conducted with the campus officer, a depute headteacher who worked closely with the officer and the campus officer's police line manager.

2.14 Pupils' views were also collected in every case study school. A total of 3 semi-structured interviews, 9 paired interviews¹⁴ and 10 focus groups¹⁵ were conducted, lasting approximately 30 to 40 minutes.

2.15 Two or three interviews or focus groups were conducted with pupils at each school¹⁶. For practical reasons it was agreed that campus officers and teaching staff would select the pupils to take part in the evaluation.

¹⁴ One to one interviews or paired interviews were conducted with challenging children or children at risk who had a high level of contact with the campus officer (usually through one to one work and/or group work).

¹⁵ Focus groups were conducted with pupils who had less "sensitive" contact with the campus officer. For example, they may have been in classes where the campus officer had done classroom inputs.

- 2.16 Face to face interviews were also conducted with educational staff, multi-agency workers, voluntary groups and/or local businesses at each case study school. The research team selected the most appropriate individuals to interview according to the role fulfilled by the individual campus officer. This meant that the number and composition of interviews and mini groups differed from school to school. Thirty-six of these interviews were conducted in total. Example interview schedules are included in Appendix 3.
- 2.17 Seven telephone interviews were also conducted with parents of pupils who had some involvement with the campus officer.
- 2.18 As with the stakeholder interviews, with the permission of participants, all discussions were recorded and then transcribed for analysis.
- 2.19 In between interviews, and in agreement with the headteacher and campus officer, the researchers observed the campus officer in their daily role. The observations made by the researchers were used to enrich understanding of the role of the campus officer and the context in which they operated.

Comparison Schools

- 2.20 Eleven comparison schools were selected where campus officers were not operational. The intention was to observe and establish the differences between schools with and without campus officers so that more robust conclusions about impact could be drawn. Her Majesty's Inspectorate of Education (HMIE) groupings were used to accurately match case study schools with comparison schools¹⁷. Further details on HMIE school groupings can be found in Appendix 4. Where possible, comparison schools selected were based in the same LA as the case study school and of a similar size.
- 2.21 Telephone interviews were conducted with headteachers at each comparison school, each lasting between 30-45 minutes. They focused on the current behaviour management policies and procedures in action at the school. An example interview schedule is included in Appendix 5.

Quantitative research

- 2.22 National school statistics, crime data and data from the Scottish Children's Reporter Administration (SCRA) were collected for the case study and comparison schools. Data trends for case study and comparison schools, pre and post the deployment date of a campus officer¹⁸ were compared.

¹⁶ With the exception of the schools that shared a campus officer where 3 interviews/groups were spread across the schools.

¹⁷ HMIE is an Executive Agency of the Scottish Ministers, responsible for the independent inspection and evaluation of the Scottish education system.

¹⁸ In some cases, it was not possible to collect full data trends from before and after the campus officer took up post as this data either did not exist or was not comparable.

National school statistics

2.23 The attendance rates and cases of exclusion (per annum) of the case study schools were compared with that of the comparison schools from 2003/4 to 2008/9¹⁹.

Crime data

2.24 Police forces who had campus officers in schools in their force area - or comparison schools in their force area - provided us with crime data that related to the schools from 1999 - 2008.

2.25 The crime data was based on recorded crimes that occurred at the schools during school time and term time.

SCRA data

2.26 The Scottish Children's Reporter Administration (SCRA) is a national body that coordinates the Children's Hearings System in Scotland. Children who have offended and/or are in need of care and protection are referred to Children's Reporters. Referrals are investigated and if warranted the child is referred to a Children's Hearing. The SCRA provided the research team with data from 2003/04 – 2008/09 on the number of referrals received annually by SCRA²⁰.

2.27 This included non-offence data which included the number of children referred to the SCRA due to non-offending behaviour and the number of grounds for referral. It also included offence data which included the number of children received and referred to SCRA for offending behaviour and the number of grounds for referral.

Financial analysis

2.28 To gather evidence on the cost of campus officers, interviews were conducted with business managers or force accountants in each police force. Example interview schedules are included in Appendix 10.

2.29 It was also hoped that it would be feasible to conduct an assessment of the cost-effectiveness of campus officers in relation to the role(s) they perform in schools and the wider community. However, there was no available quantitative data to conduct this assessment. This is discussed further in Chapter 6.

¹⁹ The 2008/9 figures are provisional as data was collected prior to official publication. They should therefore be interpreted with caution.

²⁰ This figure defers from the number of children referred to the SCRA.

3 DEPLOYMENT OF CAMPUS OFFICERS

Key Points Summary

- Deployment was typically police-led, with decisions made at a divisional level. There are no standard, national criteria for the deployment of campus officers.
- Deliberations about the appointment of a campus officer tended to focus on intelligence about the school, the size of the school roll and the availability of funding.
- Most educational staff, campus officers and stakeholders felt the main purpose of deploying a campus officer was to improve the relationship between young people and the police.
- Job descriptions were rarely used operationally and where they were used they did not always reflect an officer's day-to-day activities. This gap sometimes led to confusion over the officer's role.
- Recruitment was typically conducted via a competitive process which was police-led, involving education staff to varying degrees.
- The provision of training for campus officers was limited and inconsistent, though the picture has improved more recently.
- Misunderstandings about the campus officer role by educational staff, parents and pupils were largely due to a lack of communication. This sometimes led to negative perceptions of the role and misunderstandings between educational staff and the campus officer.

3.1 This chapter examines the background to the deployment of campus officers, with a particular focus on exploring the practicalities of deployment. It aims to address the following research objectives to:

- investigate the aims, roles and functions of campus officers across schools in Scotland with specific reference to their job descriptions and roles in practice, within and outwith the school setting.
- ascertain how officers are deployed and how they work with headteachers, teachers and pupils in schools, and with their own police force and other relevant agencies.

Decisions behind deployment

3.2 Although the Violence Reduction Unit (VRU) takes an overview of the campus police initiative, it does not make decisions about where campus officers will be located. This is done at a local level at the discretion of divisional commanders.

3.3 In most case study schools, the police provided the main impetus in deciding to employ an officer. However, final decisions on deployment were usually made jointly between police, the local authority and the school involved.

3.4 There were three main factors considered when selecting where to deploy campus officers:

- Information provided by the police about the level of *antisocial behaviour or gang-related activity* in the area surrounding a school. This meant that officers were deployed in areas with the greatest need.
- The *size of the school roll* was important as it was argued that the initiative had the greatest value when officers were placed in large schools impacting on a large number of pupils.
- The *availability of funding* in particular areas. If the police were unable to fully fund the initiative then deployment could be affected by the availability of funding streams.

Key aims & objectives of deploying campus officers

3.5 All interviewees were asked what they thought the aims of an on-site campus officer were.

3.6 There were no official national objectives as the campus officer initiative was a locally driven exercise and strategy varied between police forces and local authorities. However, identifying clear functions was seen as important for the success of the initiative.

3.7 There was a view amongst most educational staff, campus officers and stakeholders that the primary role of a campus officer was to create positive relationships and break down the barriers between young people and the police by engaging with pupils, within schools and the wider community.

It's [a] pretty deprived [area] and the police aren't really looked on with an awful lot of respect by a lot of the kids, so it's a really good way of getting a good relationship going and letting the kids know that policemen are human too, not as bad as what they seem to make out sometimes.

(Parent)

3.8 Some educational staff, campus officers and stakeholders reported other aims and objectives such as:

- helping pupils develop a respect for themselves, their fellow pupils and their community
- targeting pupils at risk or with challenging behaviour
- engaging with younger pupils
- helping provide a safe and secure school community, in turn, enhancing the learning environment

3.9 Virtually all campus officers felt that detecting crime was not a primary aim of the initiative although, as police officers, they had a duty to take action if a crime was committed. Rather, the focus of the initiative was to use early

intervention to prevent young people taking part in offending behaviour rather than on enforcement.

- 3.10 When explaining to pupils why the school was going to deploy a campus officer, educational staff tended to focus on their role of helping pupils to feel safer through reducing antisocial behaviour such as fighting, bullying, and vandalism.

Job descriptions

- 3.11 There was consensus that a job description, providing a clear definition of the campus officer role, was important so that all parties had an understanding of what the job entails.
- 3.12 All campus officers had a job description drawn up at force or divisional level with little or no input from the education sector. Campus officers who had been in place longest usually reported being involved in drawing up their job description. However, as the number of campus officers increased, job descriptions for newer campus officer posts were increasingly based on existing templates. These Templates included the VRU job description, job descriptions of existing campus officers in Scotland or the Safer School Partnerships (SSP) model found in England and Wales.
- 3.13 In practice, job descriptions rarely reflected the officer's day-to-day activities, which were usually based on a remit developed between the officer, their line manager and the school. Consequently, the gap between formal job descriptions and day-to-day activities created the potential for misunderstanding over the officers' role and activities.
- 3.14 The research indicated generic job descriptions should be tailored to each appointment and the school should be involved in this process alongside the police.

Recruiting campus officers

- 3.15 In the main, officers were recruited through a competitive process involving internal police advertisement of vacancies. In comparison with those who are assigned to the post, competitive recruitment should mean that the officers selected both want to do the job and are best suited to the role.
- 3.16 While most appointments were the result of a competitive selection process, a number of officers had been appointed after being selected by a senior officer. This was the case for some of the campus officers who had been in post the longest. It was also the case in some schools where roll out had occurred from a pilot project. This was usually due to insufficient time to conduct a more rigorous and formal selection process. In the latter cases, some educational staff and campus officers were concerned that officers nominated to the role had not always been suited or were less motivated about the post.
- 3.17 In competitive recruitment processes, headteachers or deputies did not always sit on interview panels. Educational staff highlighted that if headteachers had

not been involved there was greater potential for post-deployment misunderstandings and tensions between educational staff and campus officers.

Getting the right person

3.18 All participants felt that success in deploying a campus officer depended on getting the right person for the post.

3.19 In terms of engaging effectively with pupils, the following attributes were identified as important in candidates:

- having the desire to work in an educational environment, and being able to adapt to, and embrace, the different culture, philosophy and ethos of the sector
- being tolerant/patient and a good listener, influencer and negotiator
- having a desire to work independently using their own initiative
- being approachable and friendly, yet authoritative and frank
- having a good sense of humour.

3.20 In addition, campus officers would need to bring skills from their policing role into campus police work, such as:

- having a solid grounding in policing and experience of a wide range of issues including domestic abuse, child protection, youth offending and working with children
- an interest in pro-active policing and experience of inter-agency working
- a good knowledge of the local area and an understanding of local issues
- having an interest in a cross-section of other skills and activities such as extra curricular activities like football or biking – this was viewed as important for maximising the benefits of the initiative.

3.21 There was agreement between teaching staff and police that the role would not suit officers who placed an emphasis on enforcement, as pupils may feel intimidated by their presence and would not feel comfortable approaching them.

Training campus officers

3.22 The provision of training was generally felt to be limited and inconsistent, especially during the early stages of the initiative. Campus officers thought that this had improved in recent years, particularly with the introduction of the national campus officer training at Tulliallan.

3.23 Training was generally provided and paid for by the police. However, it was normal for campus officers to make use of any available training. For example, some officers received the Prince's Trust XL co-ordinator training, mountain bike leader training and 'Seasons for Growth' bereavement training.

- 3.24 Campus officers felt there was a place for specific training courses relating to the education system or child protection. Shadowing experienced campus officers before starting the job was also highlighted as a useful training tool.
- 3.25 It was common for campus officers to say they had little or no handover when taking over from predecessors. This was seen, almost universally, in a negative light. The role of campus officer is still relatively new and unfamiliar to many and without a sufficient handover it can result in the campus officer feeling unsure in their role.

Line management

- 3.26 Most officers were managed through the police and felt that this was the most appropriate way of working. However, there was generally a member of the school's senior management team with whom the officer liaised on a regular basis. Campus officers usually worked in partnership with their liaison teacher rather than having a formal line management relationship.
- 3.27 Funding played a role in determining the extent to which officers were managed by the school. For example, if an officer was partly funded by a local authority, then the liaison teacher was more likely to have an influence on the officer's day-to-day activities.
- 3.28 Similarly, police typically undertook the formal yearly appraisal of campus officers. Occasionally educational staff provided feedback on the performance of the officer in this appraisal. Although several headteachers expressed a desire to be involved in this process, this was not standard practice.

Permanency of post

Length of tenure

- 3.29 Campus officers were at schools for varying lengths of time. The key considerations in deciding the length of tenure was the availability of funding and the perceptions of key education and police personnel of the officer's impact.
- 3.30 There was disagreement among interviewees about how long an officer should stay in post. A secondment of less than 2 years was generally thought to be ineffective as it did not provide continuity of contact for pupils. Three years was suggested as an appropriate period to build up a relationship with pupils, parents, educational staff and the wider community. However, some campus officers would welcome the opportunity to stay in the post for a longer period of time.
- 3.31 Some officers highlighted a link between length of tenure and success in applying for external funding for diversionary activities. If there was uncertainty surrounding the amount of time an officer would be in post, or a view that the length of tenure was too short, it was more difficult to obtain funding from some external sources (for example, from local community projects or voluntary organisations).

Information provision and consultation

- 3.32 A recurring theme in the interviews was the importance of a mutual understanding between schools and the police about campus officers. Understanding served to combat negative connotations and misconceptions, whilst also affording 'buy in'. Adequate provision of information about both the deployment and the role of the campus officer were essential. Relevant parties, including staff, parents and pupils, needed to know that an officer was coming to the school, why an officer was being deployed and most importantly *what* they were going to do once they got there.
- 3.33 While most key parties, including educational staff, pupils and parents were aware that an officer was coming to their school, it was far less common for information about *why* the campus officer was to be deployed and *what* they were going to do at the school to be provided. This lack of information surrounding the role of the campus officer often led to initial negative reactions and misunderstandings.
- 3.34 The misapprehensions of other agency workers, educational staff and parents commonly centred around three key concerns: that the officers would become involved in enforcing school discipline; that the initiative was a subtle strategy for gathering local police intelligence; and that having a police officer would reflect badly on the reputation of the school, portraying it in a bad light and sending out the wrong signal about what the school was really like.
- 3.35 It is therefore particularly important to explain the campus officer role to all relevant parties to reduce the likelihood of any confusion towards the intended role of the campus officer.

Consultation with relevant parties

- 3.36 Although it was agreed that consultation was important, findings showed that consultation with pupils, parents, education staff and the wider community, surrounding the introduction of a campus police officer was often limited. Headteachers and campus officers both felt that any consultation should focus on the role of the campus officer as opposed to whether one should actually be deployed or not.

Media management

- 3.37 There had been very little media management in relation to the deployment of campus officers and, in some areas, this had proven problematic. As opposed to promoting the positive reasons and potential benefits, some schools had experienced negative publicity, with local press insinuating that a school must be dangerous if it required a constant police presence.
- 3.38 It was generally felt that a misunderstanding of what campus officers were aiming to achieve was at the root of much of the negative press and it was commonly suggested that damage could be limited by proactively promoting positive publicity around the use of campus officers.

4 THE ROLE OF CAMPUS OFFICERS IN SCHOOLS

Key Points Summary

- Participation in group work organised by campus officers with challenging young people was seen by many to have a significant impact on improving young people's lives.
- Information sharing and liaising with other agency workers (for example, social workers and restorative practices workers) was integral to the campus officer role. Educational staff and campus officers felt it added great value to both the school and the police.
- Almost all campus officers were involved in organising or delivering lessons or sessions with pupils. This activity was well received by staff and pupils and was seen as adding authority and credibility to some issues.
- Most campus officers worked with feeder primary schools and saw this work as extremely important. However, time constraints have minimised this work and some officers have had to concentrate on working only with P6 and P7 pupils.
- Educational staff and campus officers felt that campus officers should not be involved in discipline and this was generally the case unless an incident included potentially criminal behaviour.
- Campus officers did contribute to behaviour management in several ways; educational staff and campus officers felt their presence provided a deterrent to young people getting involved in low level or serious indiscipline. Some campus officers also attended home visits with Education Welfare Officers. They also had the power to stop and search pupils and could address behaviour from the community spilling into the school.

4.1 In this chapter the roles undertaken by campus officers both in the school and the wider community are outlined. It therefore aims to address the following research objectives, to:

- investigate the aims, roles and functions of campus officers across schools in Scotland with specific reference to their job descriptions and roles in practice, within and outwith the school setting.
- ascertain how officers are deployed and how they work with headteachers, teachers and pupils in schools, and with their own police force and other relevant agencies.

4.2 The role of campus officer was generally similar across all the schools. However, particular elements of the role did vary according to the needs of each school.

Working in the school and in the community

Participation in group work and extra-curricular activities

- 4.3 Campus officers engaged in group work (targeted at challenging children and children at risk) and extra-curricular work (any pre or post school activities aimed at all pupils) on a regular basis. The nature of group work varied widely, ranging from groups such as the Prince's Trust XL groups to gardening clubs. The activity itself was not as important as the opportunity it gave pupils to receive the kind of attention that was lacking in other aspects of their lives. Commonly cited advantages of this work included giving the pupils someone to talk to and providing them with a positive role model.
- 4.4 A common perception among campus officers was that this part of their role could affect more change in young people's lives than any other element of their job. They felt they could really see a difference in the pupils; not only were they diverting young people away from offending behaviour but also helping them to develop new skills and appreciate the consequences of their actions.

...these are kids that we've targeted specifically, because there has been a real chance that they could deviate off the rails and go into some petty crime, might be on to more serious crime, kids that you would expect to be going up the scale of trouble within the school. We tried to intercept them at a young age, so that we can make a change, make a difference to them and I genuinely think we made a real difference to most of them.

(Campus officer)

- 4.5 Involvement in extra-curricular activities was less prevalent than group work, although to some extent the two overlapped; sporting activities were the most common extra-curricular activity conducted by the officers.
- 4.6 Group work and extra-curricular activities were developed more by officers who had been in post for a longer period. Some officers felt it was necessary to build up a relationship with pupils prior to initiating these activities. On a more practical note, officers commented that these activities take time to conduct and organise particularly with regard to securing funding.

Information sharing

- 4.7 Another aspect of the role that was considered to add great value was the improved information sharing between the police and the school. This was primarily information held by the police.
- 4.8 The main benefits of improved information sharing were that it improved the welfare of pupils at the school, as it meant the school was better equipped to provide pupils with support, and it helped to prevent offending behaviour.
- 4.9 It could be seen from the comparison school interviews that, although schools without a campus office did liaise on occasion with community police, this had

none of the immediacy and regularity of the information available when an officer was stationed in the school full time.

4.10 Information was predominantly shared through three forums, these were:

- access to local police IT systems
- multi-agency meetings
- ad hoc information sharing.

4.11 The majority of officers attended their local police station at least once a day to access local police IT systems. Not having access to these systems in the school, usually due to security issues in shared offices, was seen by most to be a great disadvantage. Without this immediate access some campus officers felt that their response to incidents would be delayed.

4.12 Several campus officers saw a daily visit to the station as a positive element of their role as it eased the isolation that comes with being on-site and away from colleagues for the majority of time.

4.13 Information was also shared between agencies and the campus officers at formal multi-agency meetings. Officers attended internal and external meetings about individual pupils and their problems in school and the community, but usually only when they had relevant information to contribute to ensure their use of time was maximised. Campus officers were able to provide information, in relation to child protection, on pupils' backgrounds; their family situation and intelligence regarding what had been happening in the wider community (for example, gang related violence). This type of information was otherwise usually unavailable to educational staff so in many cases it enhanced their response.

4.14 Where appropriate other agency workers recognised the benefits around information sharing within a multi-agency team, recognising that it was essential for helping them to do their job as effectively as possible and ensure that the most appropriate agencies were involved in handling issues.

I feel it is very important. I would support within any legal framework that exists any opportunity of our agencies to share in a secure fashion the relevant information between agencies.

(Multi-agency worker)

4.15 One concern raised by some agency workers, educational staff and campus officers was that the structures to facilitate partnership working were not always sufficient. In some instances, staff were not able to access each others' computer systems and this was perceived to sometimes hinder joined up working and intelligence sharing. It is likely that these issues occur as a result of the Data Protection Act 1998 which dictates that agencies do not have an automatic right to access all information kept by a partner agency.

4.16 In most case study schools the campus officer was located next to or near the offices of staff they regularly worked alongside to encourage communication and to improve information sharing.

...all of the kids know we can self refer in this corridor anytime and because it was hoped that we would be working very closely with him, that is why we plunked him next door. It is good; we are in and out of each other's offices just to say, oh by the way had you heard about such and such at the weekend. Sometimes it's us saying, could you check this out for us, there are rumours that this happened, or he will come and say if there's young people that he knows we are working with, actually, this young man was charged at the weekend

(Guidance teacher)

Delivering classroom inputs

- 4.17 The findings from the mapping exercise indicated that almost all campus officers delivered, or were involved in organising, lessons and sessions to pupils in their schools. In cases where a campus officer organised sessions, they often used their police or community contacts to deliver them. Sessions included drugs and alcohol awareness, knife crime, road safety for young drivers, internet safety, rights and citizenship and gang culture.
- 4.18 A common perception from both pupils and educational staff was that when these messages were delivered by a campus officer they held more authority and credibility than if they were delivered by a teacher.

It's much more easy to take him seriously when he's telling you about something, when you know that this person has actually been in contact with people who had these sort of problems. When you have that told to you by a teacher, I feel sometimes that it's a little bit harder to take into consideration what they're saying, when you know they probably haven't actually had direct contact with that sort of situation.

(Pupil, S1)

Working with primary schools

- 4.19 Campus officers' work with primary school pupils was typically seen as an extremely important part of their role. Participants cited the benefits of developing a positive relationship between young people and the police at an early stage as being vital.
- 4.20 The transition period between primary and secondary was an important time for the campus officer to work with primary pupils as campus officers could help primary pupils understand what to expect and reassure pupils about any concerns they may have about what life is like in secondary school. Participants also felt that allowing the children to meet the campus officer before they attended the secondary school reduced the shock of seeing an officer in school and helped make it clear the officer was there to help them.
- 4.21 In practice, however, officers did not always spend the amount of time they would have liked in primary schools due to time constraints and the dispersed locations of the schools. One solution favoured by some schools was to work specifically with pupils from P6 and P7 rather than spread resources across

the whole primary school. This allowed them to focus on the transition to secondary school and work with primary pupils on a more regular basis. In most cases, the existing education liaison officers continued to provide class inputs for the younger years.

Working with parents

- 4.22 Working with parents was not a role that campus officers commonly undertook. Generally, campus officers' involvement with parents was on a needs only basis. Those parents that had experienced contact with a campus officer in this type of situation were very positive about it.

The important thing that he gave to my wife and I, was that he was so professional by the way he dealt with my son. He spelt out very clearly to us and to him, what the law was, what the requirements of the law were, what the responsibilities were. He didn't try and give advice, but he told us where our boundaries were as parents. He didn't make us feel guilty for involving the police.

(Parent)

- 4.23 Some campus officers attended parent's evenings and a few delivered presentations to parents. A less common but still valuable role for campus officers was to provide advice to parents. Educational staff felt that having an officer on site meant that parents who wanted to talk to the police, but who were reluctant to go to a police station, could go to the school instead. This was thought to be of particular value in deprived areas where there could be a stigma attached to visiting a police station.

Offering support to educational staff

- 4.24 In the main, participants from both the police and the education sector felt that the campus officer performed a new and separate role from existing teaching roles and the roles of other educational staff. They generally subscribed to the view that the campus officer was there to provide support and advice for others to be better able to perform their own role. Campus officers were generally felt to be approachable, knowledgeable and flexible, fitting in well with school policies and procedures.

Police duties

- 4.25 In the mapping exercise, the majority of headteachers and campus officers said that the officer spent 80-90% of their time at the school. On occasion, undertaking other policing roles took them away from their school duties. The main reasons for absence from schools were police specialisms (for example police diving), operational policing (such as giving evidence in court) and training requirements.
- 4.26 Educational staff typically found the removal of campus officers from schools frustrating as the officer was not always there when they needed them.

- 4.27 Commonly, they understood this was inevitable as they recognised the campus officer was still a police officer. However, the impact of the campus officer being pulled away to other police duties was considerably reduced where it was possible to advise educational staff of this in advance and provide a replacement if resources allowed.
- 4.28 Police participants had differing views on the issue of fulfilling other police duties alongside the campus officer role. One view was that if they were required to perform certain policing duties, they should do so. Some enjoyed taking part in other police duties as it allowed them to maintain 'frontline' policing skills. Others believed that campus officers should not have to do other policing duties to maintain continuity of contact for pupils.
- 4.29 For campus officer deployments which were at least partly funded by the local authority, the issue of other policing duties was less important. This was because these schools were more reluctant to allow the officer to be placed on other duties and had more influence in preventing this from happening. When the officer was fully police funded, schools appeared to be more resigned to the fact their officer may be pulled away to perform other duties.

Overlap of roles

- 4.30 On the whole, while there did sometimes appear to be a degree of overlap between the campus officer role and other community policing posts, there was little duplication in the actual duties carried out.
- 4.31 Before campus officers were introduced, schools were generally keen to have the police involved on an informal basis, with officers coming in occasionally to speak to particular children or deliver specific inputs as part of the curriculum. The main benefit of the involvement of the campus officer, as opposed to the School Liaison Officer (SLO), was perceived to be the continuity of contact provided by someone being deployed in the school full-time.

I used to get somebody out from [area], but sometimes we had to wait three or four days because he was on back shift and we had to wait for him to go on to day shift. Then he would come up and go again, so the kids would see him and then never see him again. Whereas [campus officer] has conversations and he sees the kids the next day and the next week and he remembers and he keeps up with them and says, 'How's it going?', and the kids appreciate that degree of commitment from him.

(Depute headteacher)

- 4.32 In some comparison schools, the community police were in contact with staff on a regular basis, while for others there was only contact when there was a serious situation to be dealt with. Some were not even aware of their local officer's name.

[Relating to whether the school had regular contact with the police] - Not quite as much as they used to, the whole

community cop thing seems to have got a lower profile, perhaps because they have diverted resources into inputting officers into secondary schools.

(Depute headteacher)

- 4.33 Since the deployment of campus officers, SLOs were less likely to be found in secondary schools with a campus officer, though in some instances there was still an SLO in place who did all the educational inputs to the primary and secondary schools. In such cases, the campus officer provided support to the SLO where appropriate and vice versa.

Behaviour management

- 4.34 Campus officers were unlikely to be written into any of the schools' formal behaviour policies. However, officers still contributed to behaviour management in a number of ways.
- 4.35 It was commonly thought by education staff that the campus officer's visible presence in itself was a deterrent to pupils, especially those who may previously have been involved in criminal activity.
- 4.36 Some educational staff felt that having an officer on site reassured them about how to deal with more serious indiscipline, such as the carrying of weapons or drugs possession. In addition, it meant that such situations were dealt with quicker as the officer had the power to stop and search. Previously, the school would have had to wait for a parent or a police officer from the local station.

In the past, if you had any big problems like that, the people were normally gone by the time you could get the police. They would get up and walk if they knew you were phoning the police, but the fact that you've got a man here on the premises makes a big difference.

(Attendance officer)

- 4.37 The remainder of this section looks at campus officers' contributions towards dealing with specific types of behaviour, including truancy, bullying, low level indiscipline, serious indiscipline, gang activity and the carrying of weapons.

Level of attendance

- 4.38 Some campus officers reported that they were involved with helping the school to increase attendance.
- 4.39 A common view amongst those that did support campus officers' involvement in truancy, was that if the campus officer followed up on truanting (especially alongside an attendance officer) it brought more credibility to the home visit, for both the pupil and their parents, highlighting the legal implications of continuing to truant.

There are times I've been to the door, and I've known the parents have been in, they've known it's me at the door and they've not bothered opening it. But there are also times when we've gone and it's a joint visit and they see the uniform and think, 'This is serious, I'd better open the door'. So it does help.

(Attendance officer)

Bullying

4.40 Most campus officers were involved in dealing with bullying both inside and outside of school.

4.41 The nature of bullying was perceived to have changed over recent years, with pupils increasingly using mobile phones to send abusive text messages and social networking sites such as Bebo and MySpace to taunt and bully fellow pupils online. Since this type of bullying would inevitably take place out of school time and away from the school campus, it was often felt appropriate to involve the campus officer as educational staff often felt it was difficult to get involved in incidents that had not occurred in the school environment.

4.42 On some occasions, campus officers felt it was worthwhile informing pupils that their bullying behaviour may actually be criminal and that the consequences of their actions may be serious.

I will come in and give advice and guidance to pupils and parents, not just the victims but also the perpetrators, and will indicate to them, with the support of the school, that if their behaviour becomes criminal, then ultimately they are going to be dealt with by the police.

(Campus officer)

Low level indiscipline

4.43 For the purposes of the research, low level indiscipline was defined as behaviour such as general rowdiness and messing around while after school, or cheeky remarks being made to educational staff.

4.44 Campus officers generally felt that low level indiscipline was something that would always be found when groups of young people were together and that it wasn't something which they should or could have much of an effect on.

4.45 Almost universally, educational staff and campus officers also tended to be of the opinion that it was not the campus officer's place to be involved in situations involving low level indiscipline, believing that this should remain the remit of teaching staff unless the situation merited more serious intervention.

It's good that he doesn't get involved in the classroom...because someone has been cheeky....but it's good for youngsters to see that we are joined up, we are working together...we are there to support them.

(Depute headteacher)

Serious indiscipline

- 4.46 For the purposes of the research, the definition of serious indiscipline included behaviour such as fighting and pupils being under the influence of drugs or alcohol.
- 4.47 Campus officers were more likely to be involved in dealing with serious indiscipline than low level indiscipline because of the potentially criminal nature of the issues in question.
- 4.48 One way in which campus officers were involved with serious indiscipline was explaining to pupils the implication of their behaviour, particularly if there were any criminal repercussions. If an incident had led to exclusion, the campus officer could also be involved in the re-admission process.
- 4.49 Campus officers were usually involved with dealing with fights or incidents of physical violence. Officers and staff felt that this involvement had some positive effect on the prevalence of physical violence among pupils in school. There was a feeling that the officer's presence could deter pupils from getting involved in incidents because of the prospect of being charged with a criminal offence if they were caught.
- 4.50 A few educational staff cited a greater sense of safety in schools since the deployment of officers in school as some had previously felt uneasy about the appropriate level of force to use when breaking up fights.
- 4.51 Some schools, however, still preferred to deal with matters such as fights between pupils themselves.

[relating to low level destructive behaviour]...we have a number of little first year boys who are testing the water and who together could be quite a problem, but it's a depute that's trying to deal with that, rather than [campus officer].

(Guidance teacher)

- 4.52 Campus officers sometimes found it hard to strike a balance between working towards the school ethos while at the same time upholding the law. One view was that they tended to let more go, for example a fight technically constitutes a breach of the peace but it was commonly thought to be counterproductive to arrest pupils after a "playground scrap".

Gang activity

- 4.53 Gang activity was not perceived to be a major problem in most schools. However, in those that did have a gang problem it was a very serious issue.
- 4.54 Both educational staff and the police saw that the campus officer had a vital role to play in addressing gang membership in schools as they were in a strong position to receive and pass on intelligence, preventing the escalation of problems that were happening in the community and pinpointing those likely to be involved in gangs.

He is able to give us information about situations, maybe out in the community, so we are aware if there are things that are happening that we need to be aware of. Maybe there are times where we ask for extra staff to supervise at intervals and lunchtime, if there are particular issues that we think might turn into something a bit more major.

(Depute headteacher)

- 4.55 Educational staff often found it difficult to measure the effect the campus officer had on gang activity, though indicated that the officer's presence had an impact on behaviour.

I'm not saying that [the campus officer] was solely responsible for this, but he played a part in discipline, he was one part of the jigsaw. Gang warfare and antisocial behaviour had disappeared completely and I think, along with other things we were doing, the presence of [campus officer] helped.

(Depute headteacher)

The carrying of knives

- 4.56 The carrying of weapons such as knives was not perceived to be a significant problem for schools, though it was always taken very seriously.

- 4.57 More common was the reporting of suspicions that pupils were carrying a weapon. In such situations, the campus officer would tend to remove the pupil under suspicion immediately and search them for the weapon.

I have had odd occasions where a kid has come to report that somebody has a knife in their bag, but it's never been a threatening knife...but it's still been dealt with really seriously. I think the fact that has happened has maybe stopped further carrying of knives.

(Guidance teacher)

- 4.58 Before the deployment of a campus officer, schools would have been likely to have called in the police if a pupil was suspected of or found to be in possession of a weapon.

5 THE IMPACT AND EFFECTIVENESS OF CAMPUS OFFICERS

Key Points Summary

- Educational staff and pupils had largely positive feelings towards their campus officer. However, for some pupils, this positive attitude did not extend to the police as a whole.
- Educational staff and campus officers also felt that this role had successfully:
 - provided positive role models to pupils
 - improved information sharing between police and educational staff
 - reduced serious indiscipline, physical violence and gang activity in case study schools.
 - increased the feeling of safety at school for pupils and staff
 - improved the way complaints made by the local community about pupils are handled
- In several cases, the campus officer was shared between more than one school. As a result, these officers had increased pressures on their time and did not achieve the same impact as officers dedicated to a single school.
- In some schools the campus officer accompanied the Education Welfare Officer on home visits to speak to parents of truanting pupils. There was no evidence to suggest that this had a positive effect on attendance rates.

5.1 In this chapter, the findings around the impact and effectiveness of campus officers at the case study schools are outlined. It therefore aims to address the following research objectives:

- assess the impact and effectiveness of the role(s) of campus officers within the school context and the wider community.
- assess the impact and effectiveness of the role(s) of campus officers in working with and improving the lives of challenging children and children at risk.

Challenges associated with assessing impact and effectiveness

5.2 There were several challenges associated with assessing whether campus officers had an impact within the school and the wider community and/or improving the lives of challenging children and children at risk. Prior to commencing the project it had been hoped that the qualitative data, collected during fieldwork, would be complemented and supported by the analysis of quantitative data, such as police and national school statistics. However, the quantitative data was found in many cases to be limited or unavailable. Where appropriate this section discusses the consequence of these limitations in understanding the impact and effectiveness of campus officers in schools.

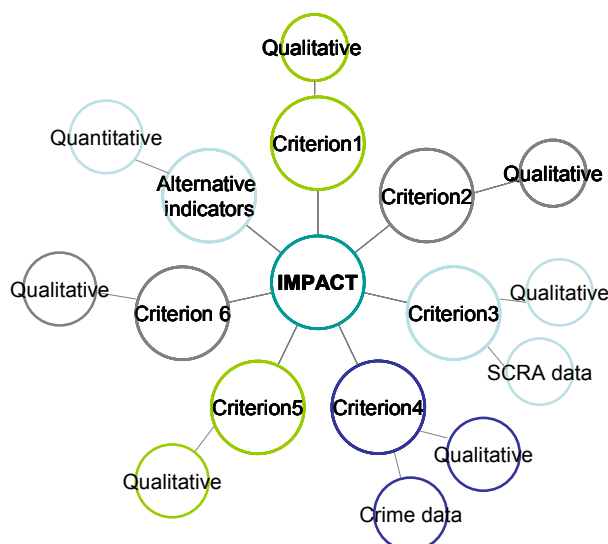
5.3 A set of success criteria was devised to evaluate the *potential* impact and effectiveness of campus officers using a combination of qualitative and quantitative data. During the mapping stage, head teachers, campus officers and other educational staff were asked about the aims and objectives of placing a campus officer in the school as well as what they considered worked well about placing an officer in the school. The following success criteria were developed using these findings. So, a campus officer can be regarded as successful if s/he:

1. improved the pupils' relationship with the police
2. acted as a positive role model to pupils
3. improved information sharing between the police and education staff
4. reduced the following types of behaviour in school and/or in the local community:
 - a. bullying
 - b. serious indiscipline
 - c. physical violence
 - d. gang activity
5. increased the feeling of safety at school for pupils and/or staff
6. improved the way complaints (made by the local community) are handled by the school.

5.4 Generally, it can be assumed that the better a campus officer's performance on each of these criteria, the more successful the role of the campus officer in relation to the school, the wider community and/or improving the lives of challenging children and/or children at risk.

5.5 Figure 1 shows the type of data used to evaluate each of the success criteria.

Figure 1: Methods used to evaluate the success criteria²¹



5.6 Despite some initial concerns before and immediately after appointment (discussed in paragraph 3.35) feedback from participants about the campus

²¹ Criteria 1 – 6, shown in this figure, relate to the success criteria listed in paragraph 5.4.

officer role was generally positive. In the remainder of this chapter the qualitative data, and where relevant the quantitative data, is explored in relation to each of the success criteria.

Success Criterion 1: Improved the pupils' relationship with the police

- 5.7 Most educational staff and campus officers felt that having a police officer regularly interacting and forging positive relationships with pupils had improved the pupils' relationship with the police. This was cited as one of the main benefits of the role.
- 5.8 Educational staff and campus officers were especially positive about the work the officers did with challenging children and children at risk. This included one to one work, group work and/or extra-curricular activities. There was evidence of this type of work in all case study schools, but in some there was a higher prevalence of this type of work.
- 5.9 There was also evidence of this type of work being conducted in comparison schools by members of educational staff or other agency staff so it does not have to be exclusively conducted by campus officers. However, if an objective of conducting this work is to improve the pupils' relationship with the police or because it is believed this work is better conducted by a police officer than another member of staff, then a campus officer is best placed to do it.
- 5.10 Some educational staff highlighted that challenging children and/or children at risk targeted for this work were sometimes from families where perceptions of the police were especially negative. Due to the increased level of contact the officer had with these children, staff and campus officers reported the greatest improvement in their perceptions of the police.
- 5.11 Some educational staff, other agency staff and campus officers also felt that by improving the relationships between pupils and the police, this work had filtered out improving the relationship between their parents and the police. Again, this was especially the case with pupils who the campus officer was likely to have more contact with – those children with challenging behaviour or considered to be at risk.
- 5.12 Most pupils enjoyed the contact they had with the campus officer. Pupils who interacted with the campus officer on a regular basis felt very comfortable around the officer and had few reservations about having a police officer stationed in school.

Everybody respects him and you can sit there and have a carry on with him, as if he was one of your pals.

(A pupil)

- 5.13 Amongst some pupils it was apparent that positive feelings towards their campus officer did not spread out to other police in the area, about who they still had negative perceptions.

When you have a school campus officer here you feel more safe when he approaches you. When you are out on the street and some random police officer comes up to you, you feel nervous.

(A pupil)

- 5.14 This could be seen as a limitation. However, it is possible that the effects of this work on pupil/police relationships may take more time to fully emerge.
- 5.15 In conclusion, findings from the qualitative research indicate the use of campus officers can be deemed a partial success in relation to this criterion. Educational staff and campus officers both felt that the relationship between the police and pupils had improved as a result of the role. However, despite this positive feedback, there was no current evidence that this positive contact with the campus officer affected pupils' views towards other police officers, although this may develop given more time.

Success Criterion 2: Acted as a positive role model to pupils

- 5.16 Some educational staff highlighted that they felt the campus officer acted as a positive role model to pupils. It was recognised that in deprived areas pupils may be less likely to have positive role models and that having contact with an officer on a regular basis was likely to be beneficial to pupils.
- 5.17 Educational staff and campus officers regularly highlighted the importance of the one to one work, group work and extra-curricular activities with challenging children and children at risk, as many of the children targeted for this work may never have had a positive role model (especially a positive male role model).

They have fostered really positive relationships with young people in the area, they are sought out for advice, they become a different kind of role model for many boys...one of the difficulties we have in our area is that our young men have no positive role models at all.

(Educational staff)

- 5.18 In conclusion, educational staff felt that campus officers offered pupils a positive role model, especially in areas of deprivation where pupils may be less likely to have contact with positive role models.

Success Criterion 3: Improved information sharing between police and education staff

- 5.19 Educational staff and campus officers also highlighted the importance of improved information sharing facilitated by having a campus officer. This was considered by many to be one of the most important benefits.
- 5.20 Educational staff and campus officers felt that having better access to information held by the police had improved the welfare of pupils at the school as it meant they were better equipped to provide pupils with support.
- 5.21 Information provided by officers on the family background of pupils, and incidents that had occurred in the community, were seen as essential by

educational staff and campus officers in providing context to effectively deal with challenging children and children at risk.

He is a valuable resource for us if you like, because he can bring information to us, which we wouldn't normally have.

(Educational staff)

5.22 Educational staff and campus officers also highlighted how this information sharing helped identify children involved with offending behaviour in the community, which helped the schools to facilitate targeted work with these individuals.

5.23 In contrast to findings from the schools with campus officers, some headteachers at the comparison schools (usually those who had issues with behaviour in the local community spilling out into the school community) highlighted that the level of information sharing between the school and the police was something that should be improved.

...if for example, they [the police] are aware of something that has happened at the weekend, it might impact on the school, or if we become aware of information from the children about something going on in the community, it's not always easy to share that information. Someone on the premises obviously it would be much, much easier.

(Comparison school headteacher)

5.24 Headteachers at some comparison schools, who did not seem to experience these issues, felt that improved information sharing between the police and the school would be beneficial but did not feel it was necessary to have a police officer on site.

5.25 However, headteachers in other comparison schools felt their relationship with the police fostered adequate information sharing practices, including the regular attendance of a community police contact at multi-agency meetings.

5.26 SCRA data was explored using the number of referrals received annually by the SCRA from 2003/4 – 2007/8²² (included in Appendix 6). This was because any positive change in this data may be related to enhanced information sharing.

5.27 Non-offence related referrals and offence related referrals were also explored.

5.28 It was only possible to explore this data for 3 case study schools and their relevant comparison schools as there was no existing data pre or post a campus officer taking up post for the other schools. This meant it was not possible to fully explore any data trends.

5.29 There were no clear patterns in the SCRA data when looking at data trends of these 3 case study and comparison schools before and after a campus officer took up post.

²² 2008/9 data could not be used as it was incomplete due to the time of year the data was collected.

5.30 In conclusion, findings from the qualitative research indicate that the use of campus officers has resulted in improved information sharing between police and educational staff. Educational staff and officers both felt that this information sharing had allowed them to address welfare issues more effectively and allowed staff to conduct more targeted work when dealing with children with challenging behaviour or children at risk.

Success Criterion 4: Reduced the following types of behaviour in school and/or in the local community:

- bullying
- serious indiscipline
- physical violence
- gang activity

5.31 All campus officers were involved in tackling bullying, usually through a restorative practice approach or targeted work. Educational staff and campus officers felt this work had a positive effect on the level of bullying in the school.

5.32 Headteachers at comparison schools said they tackle bullying in a similar way to case study schools, with educational staff using a restorative practice approach and targeted interventions.

5.33 Some educational staff and campus officers, in case study schools, felt that it was valuable to have a campus officer conducting this type of work instead of educational staff as, for some pupils, it escalated the perceived seriousness of bullying.

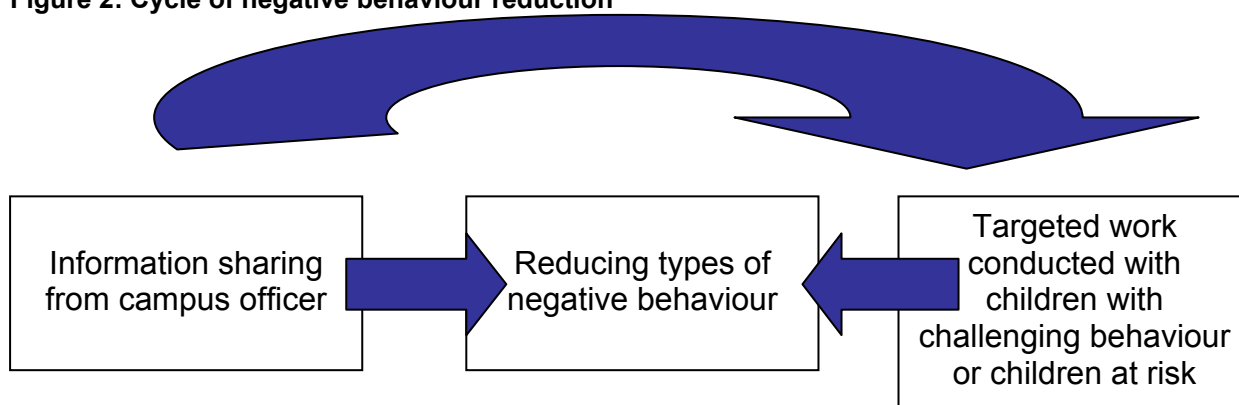
5.34 Headteachers at comparison schools highlighted the difficulties in dealing with bullying via the internet that happened outside of school. This was an area where educational staff and campus officers cited the campus officer's involvement as a benefit as the officer could speak to pupils and parents about the effect of this type of behaviour on all those affected.

5.35 Most educational staff and campus officers felt that having an officer in school reduced the prevalence of serious indiscipline, physical violence and gang activity.

5.36 A commonly held view among educational staff and campus officers was that the campus officer's positive relationship with pupils reduced the likelihood of young people taking part in negative behaviour, especially amongst those children with challenging behaviour or children at risk. They felt that the increased level of contact with a campus officer (through one to one work, group work and/or extra curricular activity) helped develop a good relationship between the officer and pupils, with the officer acting as a positive role model. This helped divert or prevent these pupils from getting involved in negative behaviour. This was highlighted by educational staff and campus officers in schools that had a gang problem.

- 5.37 Another reason cited by some educational staff and pupils for the perceived reduction in negative behaviour was that pupils were less likely to get involved in as they were concerned about getting into trouble with the police.
- 5.38 Information sharing was also felt to be key in reducing serious indiscipline, physical violence and gang activity as a campus officer could feedback information about incidents that occurred over the evenings or weekends which would help to prevent incidents from spilling over into school. For example, if a campus officer heard about a fight amongst pupils in the community they could closely monitor these pupils in the school environment. This was especially the case in terms of dealing with gang violence, *“the impact for us [of information sharing], in terms of dealing with the situation and being prepared for it, has been particularly significant.”*
- 5.39 In some schools, this information was fed back to inform further targeting of the work the campus officer did with challenging children and children at risk, completing the cycle. Figure 2 below shows this cycle of behaviour reduction.

Figure 2: Cycle of negative behaviour reduction



- 5.40 Some headteachers interviewed at comparison schools also mentioned that there were sometimes issues that occurred over the weekend that could spill into the school environment.
- 5.41 It was clear that information sharing between the police and the comparison schools was not advanced enough for educational staff to be informed of any events in the evening or over the weekend that may effect behaviour in the school environment.

There is a community police officer, but not someone we contact on a regular basis, so I mean at the moment I couldn't even tell you what the persons name is. The reason for that is it changes quite a lot.

(Comparison school headteacher)

- 5.42 Generally headteachers at comparison schools recognised that these situations could be more effectively handled if information sharing between educational staff and the police was improved. Headteachers varied in their opinions as to how this could be achieved. Most felt that information sharing

would be sufficiently improved by the provision of a named contact in the local police force with whom they could regularly liaise, or by further developing existing relationships with the police. A few headteachers at comparison schools suggested having a campus officer on site as a solution.

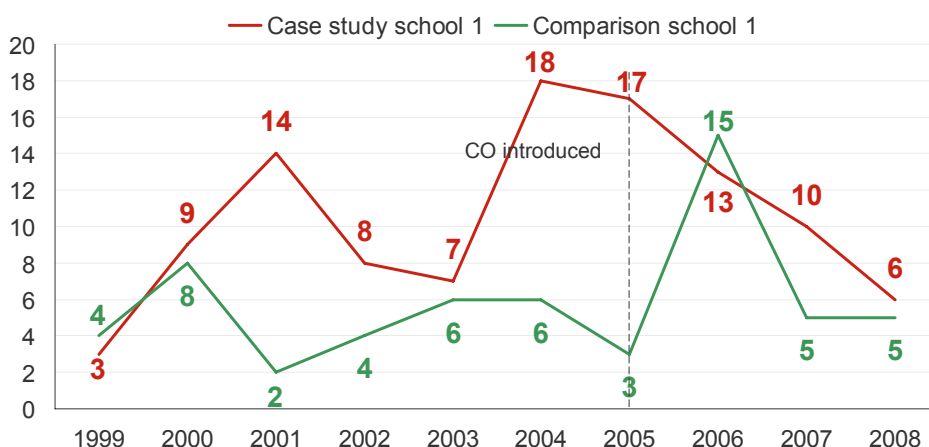
Crime data

- 5.43 Crime data from 1999 – 2008 was explored, this data was provided by police forces for the case study and comparison schools (included in Appendix 7). The crime data was based on recorded crimes that occurred at the schools during school time and term time.
- 5.44 In most cases there were no clear trends in the crime data when comparing the data for the case study schools and the comparison schools pre and post a campus officer taking up post.
- 5.45 There was a reduction in the number of crimes recorded in 2 of the 11 case study schools after the campus officer had taken up post (Graphs 1 and 2). Comparison school data for the same time period did not reflect this reduction indicating that it may be partly due to the role of campus officer. It is worth noting that campus officers, in each of these schools, also performed particularly well on each of the success criterion. However, it is not possible to attribute any decrease *directly* to the role of campus officer.

Graph 1: The number of crimes reported per year (during school time and term time) in a case study school and its comparison school

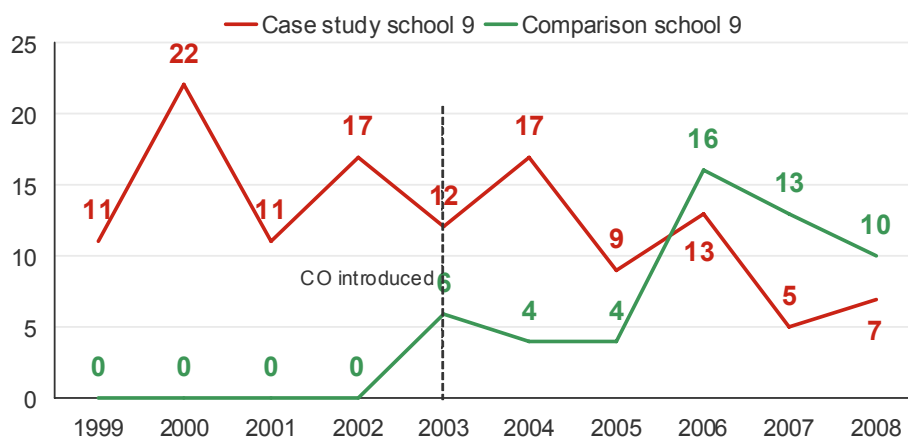


Number of crimes per calendar year



Graph 2: The number of crimes reported per year (during school time and term time) in a case study school and its comparison school

Number of crimes per calendar year



Ipsos MORI



5.46 In conclusion, it is **not** possible to attribute any decrease in the number of crimes *directly* to the role of the campus officer and this pattern only emerged in two of the case study schools.

5.47 However, a common view held by educational staff and campus officers was that the presence of campus officer(s) has reduced serious indiscipline, physical violence and gang activity in case study schools. They felt this was due to:

- the officer(s) forging positive relationships with pupils that in turn reduced the likelihood of exhibiting, or getting involved, with such behaviour
- having an officer conducting targeted work with challenging children and children at risk, as these pupils could be considered as being at greater risk of exhibiting, or getting involved in such behaviour
- having a police presence in school which deterred pupils as they were concerned about getting into trouble with the police
- increased levels of information sharing between educational staff and the police which helped stop incidents in the local community extending into the school environment.

Success Criterion 5: Increased the feeling of safety at school for pupils and/or staff

5.48 Several pupils stated that they felt safer in the school knowing a campus officer was there. However, some pupils often initially felt that the school must be “bad” to have an officer in it.

At first I didn't like a police officer in the school, but now I would rather.... I feel safer.

(A pupil)

- 5.49 Some of the educational staff interviewed also felt that simply having the presence of a police officer in the school improved its atmosphere and made it feel safer.
- 5.50 Having an officer in the school also helped some staff feel safer, especially in those schools where there was (or had previously been) experience of fighting or physical violence. Some staff felt that by having an officer in the school they were less likely to have to intervene in potentially dangerous situations such as fights.
- 5.51 This finding was echoed in a small number of interviews with headteachers in comparison schools who expressed concerns about staff sometimes having to put themselves in situations where they may not have felt safe. However, this view was not commonly held by headteachers in comparison schools and was only expressed by headteachers at schools that had more frequent incidents of physical violence in school or issues with gang activity.
- 5.52 In conclusion, a common view held by educational staff, campus officers and pupils was that having a campus officer in school increased the feeling of safety for pupils and/or staff. It was clear that some educational staff were reassured by the campus officer(s) presence when dealing with incidents of physical violence.

Success Criterion 6: Improved the way complaints made by the local community about pupils are handled

- 5.53 Educational staff in some case study schools commented on the positive effect campus officers had on dealing with local community issues.
- 5.54 This was usually regarding complaints from local residents or businesses about the behaviour of pupils on their journeys to and from school or in lunch hours.
- 5.55 In some of the case study schools, the campus officer was involved in dealing with complaints from local residents about antisocial behaviour and/or offending behaviour. In general, local residents welcomed campus officer involvement as it gave them a consistent figure to deal with persistent problems, which they previously felt were not a priority for the school.
- 5.56 In several of the case study schools, this also involved working in partnership with local businesses. This included shopkeepers who experienced difficulties with pupils during lunch breaks, and bus/coach companies who experience difficulties with pupils on their journeys to and from school. Some of this work included restorative practices to help pupils understand the effect their behaviour was having on the wider community.
- 5.57 This element of the campus officer role was seen as important by educational staff, campus officers and members of the wider community at some of the

case study schools as they felt it further enhanced the relationship between the police, the school and the local community.

- 5.58 However, headteachers in some comparison schools also mentioned that they had fostered good relationships with local businesses, in relation to dealing with complaints about pupils, using educational staff. It is therefore possible that this role could be completed by educational staff instead of a campus officer.
- 5.59 In conclusion, educational staff and local residents (at the schools where the campus officers conducted this work) felt the campus officers had a positive effect on dealing with issues relating to the local community as it gave residents a consistent contact point. However, it is possible that this role could be completed by educational or other agency staff instead of a campus officer.

The shared campus officer model

- 5.60 In a few of the case study schools, the campus officer was shared between several secondary schools.
- 5.61 Although the work of the officer was largely viewed favourably by educational staff and the pupils they had contact with, it was evident that in comparison with the single-school campus officers, these officers operated under more time restrictions as they had to divide their time between more than one school.
- 5.62 This factor was evident when speaking to pupils, who did not seem to be aware of the campus officer role unless they had been targeted for specific work with the officer. This is in stark contrast to pupils in schools with a dedicated officer who were more likely to be aware of their campus officer.
- 5.63 In conclusion, these time constraints diluted the role of the campus officer which was likely to reduce their performance on all of the success criteria.

Views on universal and selective deployments

- 5.64 Several stakeholders, educational staff and campus officers felt that deployment of campus officers should not be universal across all schools. They felt that deployment should be selective and based on police intelligence and the needs of the school and local community.
- 5.65 A contrasting, and less typical, perspective was that regardless of location, campus officers can benefit every school in Scotland because many of the issues they tackle (e.g. domestic and sexual abuse, alcohol, drugs, and child protection etc.) are experienced in all types of schools and communities.
- 5.66 However, there was a concern in the police sector, that universal deployment would result in officers becoming simply an 'extra pair of hands'; an additional school resource undertaking tasks which do not require policing skills and would be best undertaken by other professions.

- 5.67 Some police interviewees and stakeholders also questioned whether there would be enough police officers with both the required interest and skills for the campus officer role to fill the posts.

Alternative indicators: Attendance and exclusions data

- 5.68 Campus officers are only one of many strategies applied in schools which may affect attendance and exclusion. While they were not placed in schools to positively impact on rates of attendance or exclusion (which are monitored at a local and national level), it is possible this may be an unintended side effect. It is important to explore the data trends of the case study and comparison schools on attendance and exclusions data to see if there are any obvious effects, although as highlighted previously it is difficult to directly attribute any effects to the role of campus officers.

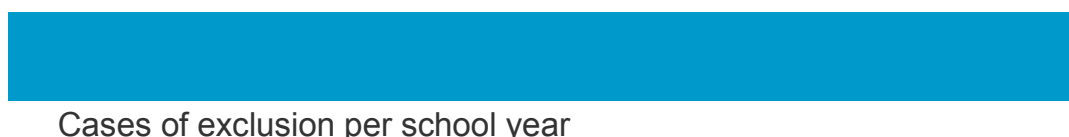
Campus officers and attendance

- 5.69 The attendance rate (%) per school year of the case study schools were compared to the comparison schools from 2003/4 to 2008/9 (shown in Appendix 8). The 2008/9 figures should be interpreted with caution as they were obtained before the data was officially published.
- 5.70 There were no clear patterns that emerged in any of the case study schools when comparing the data with their comparison schools.
- 5.71 The attendance rate had increased in several of the case study schools since the campus officer took up post but where this was the case, a similar increase had occurred in the comparison school. Indeed, in 6 of the case study schools, there was a larger increase in attendance rate (in the period after the campus officer took up post) in the comparison schools than in the case study schools.
- 5.72 Campus officers in several of the case study schools conducted work specifically targeting truancy. In these cases, the campus officer accompanied the Educational Welfare Officer (EWO) on home visits to parents where it was deemed appropriate. A few of these officers also regularly looked at truancy hotspots to help reduce truancy.
- 5.73 In these schools, there was no evidence from the quantitative data that this work had an effect on attendance rates. Indeed, one of these schools was a school where there was a larger increase in attendance rate in the comparison school than in the case study school.
- 5.74 Contrary to these findings, educational staff and campus officers in these schools were very positive towards this part of the campus officer role. They felt that having an officer accompany an educational welfare officer on a home visit added gravitas to the visit, which in turn helped to encourage attendance.
- 5.75 In conclusion, there is no clear evidence that in schools where the campus officer accompanied the EWO on home visits, that this had an effect on the attendance rate.

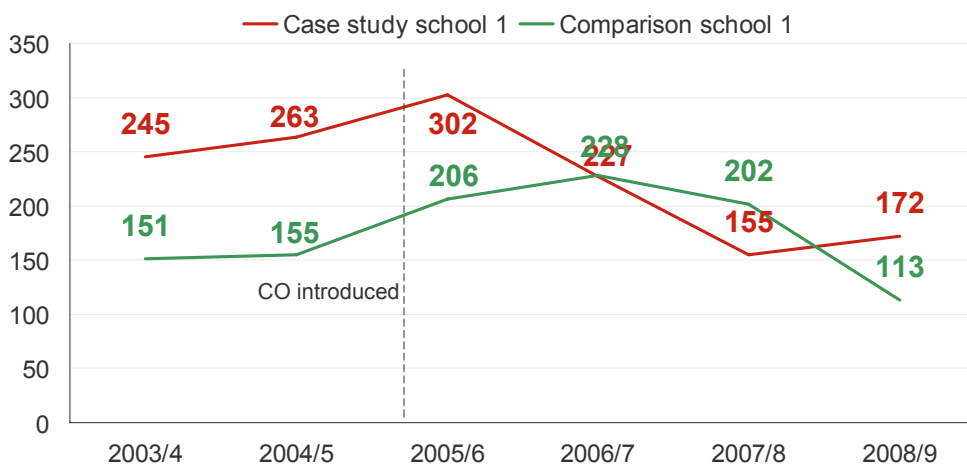
Campus officers and exclusions

- 5.76 The cases of exclusions per school year in case study schools were compared to the comparison schools from 2003/4 to 2008/9 (shown in Appendix 9). The 2008/9 figures should be interpreted with caution as they were obtained before the data was officially published.
- 5.77 In most of the case study schools, there were no clear patterns in relation to the cases of exclusion in these schools and the comparison schools.
- 5.78 In 2 of the case study schools there was a clear reduction in the cases of exclusion, since the campus officer(s) took up post, whereas the data for the comparison schools either showed a smaller decrease or an increase (Graphs 3 and 4).
- 5.79 The data trend for another case study school was also positive (Graph 5) showing a continued reduction in the number of exclusions since 2004/5, despite a slight increase in 2008/9. In contrast, the number of exclusions in the comparison school had not decreased. However, there was no comparable data available pre the campus officer taking up post.
- 5.80 The campus officers in two of these schools (Schools 1 and 9) performed particularly well on each of the success criteria explored in this evaluation which may further support these findings. It is also worth noting that in the same two schools, a reduction in crimes was also recorded.

Graph 3: The cases of exclusion per year at case study school 1, compared to comparison school 1.



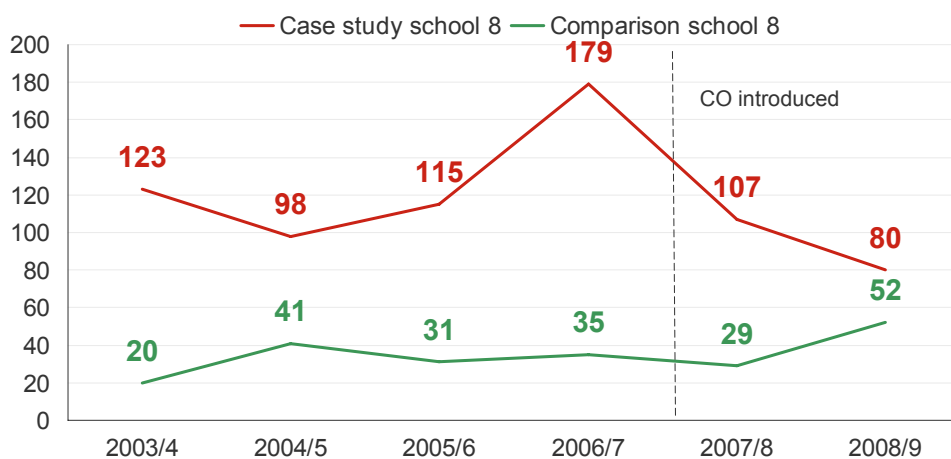
Cases of exclusion per school year



Graph 4: The cases of exclusion per year at case study school 8, compared to comparison school 8.



Cases of exclusion per school year



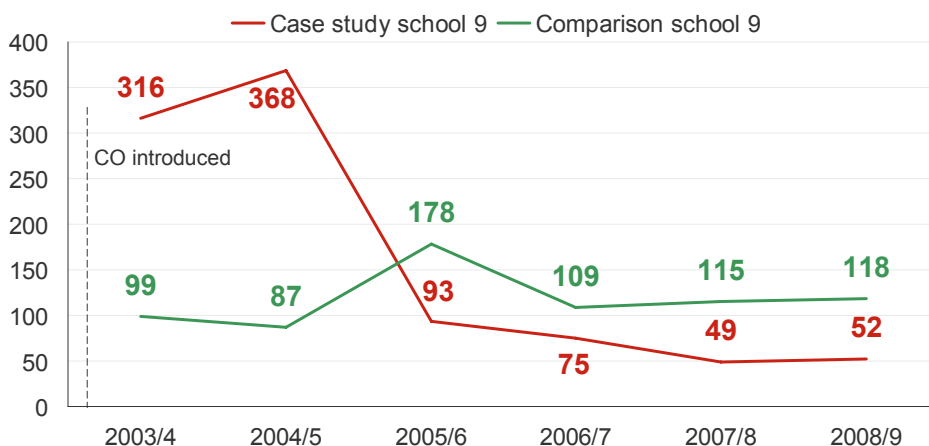
Ipsos MORI



Graph 5: The cases of exclusion per year at case study school 9, compared to comparison school 9.



Cases of exclusion per school year



Ipsos MORI



5.81 In conclusion, it is possible that campus officers in some of the case study schools *may* be having a positive effect on the number of exclusions but as stated previously, it is not possible to directly attribute any reduction to the work of the campus officer.

Conclusion

5.82 In conclusion, campus officers are likely to have the largest effect on each of the success criteria if they are deployed in schools where:

- perceptions of the police are especially negative
- pupils are likely to have a lack of positive role models in the community
- there are higher number of children exhibiting challenging behaviour or at risk
- issues from the local community sometimes spill over into the school community
- the school is situated in an area with gang activity.

5.83 It is important to highlight that particularly positive findings emerged in two of the case study schools. In these schools there was a reduction in the number of crimes recorded and the cases of exclusion. Both of these schools also performed particularly well on each of the success criteria. Although no reduction in the number of crimes recorded and the cases of exclusion can be directly attributed to the campus officer, triangulation of these findings with performance on the success criteria provides important indicators for best practice.

6 FINANCIAL ANALYSIS

Key Points Summary

- In most cases, the only regular reported annual cost in placing an officer in a school was the salary of the officer. The *average* total *salary* cost of placing an officer in a school was £38,161 per year.
- There were also several ongoing costs (including diversionary activities and travel) and set up costs (including IT and marketing associated with the scheme) that are also likely to contribute to the cost of placing an officer in a school.
- Annually, it costs a little over £2 million to have 55 officers in 65 schools across Scotland. Campus officers were deployed based on an allocation of resources from existing police and local authority budgets. Around 64% of this funding is sourced by the police, 30% by local authorities and 6% by Community Planning Partnerships (CPPs), from the Fairer Scotland Fund.

6.1 This chapter explores the cost of deploying campus officers and what funding arrangements are in place. It therefore aims to address the following research objectives, to:

- collect information on how campus officers are being funded across different schools and estimate the costs of deploying campus officers in schools.
- provide an assessment on the cost-effectiveness of campus officers in relation to the role(s) they perform in schools and the wider community.

Challenges with collecting financial data

6.2 There were several challenges associated with collecting this data. Initially, it was planned that financial data would be gathered from the mapping stage interviews and/or stakeholder interviews. However, this left numerous gaps in the data as it was apparent at an early stage that headteachers, campus officers and stakeholders did not all know how officers were funded and how much this cost.

6.3 Interviews were subsequently conducted with police business managers and/or divisional accountants to gain this information. All of the data outlined in this chapter is from these interviews unless otherwise stated.

6.4 At the time of the final cost information being collected (July 2009) there were 55 police officers based in 65 schools across Scotland²³.

²³ It is important to highlight that additional schools were only added or removed where this information was provided by business managers or divisional accountants.

Financial Analysis

6.5 Detailed information including predicted set up costs, salary costs and ongoing costs (including diversionary activities and travel) for the 55 officers are included in Appendix 11. Ongoing costs and set up costs are reported together as most business managers and accountants could not provide this information separately. Where these costs are not reported, business managers and accountants were either not aware of these costs or they were deemed minimal.

Salary

6.6 In most cases, the only regular reported annual cost in placing an officer in a school was the salary of the officer. Predictive salary ranges for police officers, by grade and years of service, were obtained from the Scottish Government and these were used to predict salary cost. The average total salary cost of placing an officer in a school was £38,161²⁴ based on 2009 figures.

Other ongoing costs

6.7 Some business managers and force accountants mentioned other ongoing costs, including diversionary activities and travel.

6.8 Despite the large range of diversionary activities conducted by officers, only one police division (and only those in one Local Authority in the division) indicated that they had a budget for this type of work. This may be because these activities do not come out of a central budget as they are sourced locally by officers from the local community or from other funding streams. Alternatively, this may be because the details regarding these diversionary activities are not held centrally.

6.9 For virtually all officers, travel costs were viewed as either too minimal to record or non-existent. However, in one area, where the officer worked in schools in rural areas (the officer was shared between several schools) the Local Authority paid for a lease car. In another area, the officer was provided with a bicycle.

Set up costs associated with placing officers in schools

6.10 Various set up costs were also occasionally mentioned including IT and those associated with marketing the post. Again, only a few business managers or accountants could provide detail relating to these costs.

6.11 Most interviewees felt that IT set up costs were minimal, and in most cases the schools paid for these. For the schools where officers had access to the local police IT systems, business managers and accountants were more likely to know the costs of IT set up as these costs were higher as they included the cost of a laptop. In the cases where there were IT costs in linking the officer to

²⁴ The total cost of placing an officer in a school is therefore the predicted salary cost (including tax and national insurance contributions).

the local police system (instead of solely linking the officer to the school system), these costs were usually met by the police. The average costs of providing a laptop for this purpose, amongst the forces that held this data, was £1,308.

How are campus officers being funded?

- 6.12 Annually, it costs approximately £2,097,500 to have 55 officers in 65 schools across Scotland. Approximately 64% of this funding is sourced by the police, 30% by LAs and 6% by CPPs, from the Fairer Scotland Fund.
- 6.13 The funding arrangements for each of the campus officers is listed in Appendix 11, alongside predicted salary costs, ongoing costs and set up costs. Campus officers were deployed based on an allocation of resources from existing police and local authority budgets.
- 6.14 Funding arrangements varied according to the police force area and local authority area where the school was based.
- 6.15 Thirty schools (21 officers) were solely police funded. These schools were based in 4 police force areas (Strathclyde, Lothian & Borders, Fife and Dumfries & Galloway). The highest number of solely police funded school based officers were located in Strathclyde, who solely funded 10 full time officers, 9 based in Glasgow Central and 1 in North Lanarkshire. Lothian & Borders police funded 6 full time officers in Edinburgh. Fife constabulary solely funded 2 school based officers; however these were used across 7 schools. Dumfries and Galloway had recently taken over the funding of 1 school based officer as the LA had funded the officer for the last 2 years but could not afford to do so any longer. They had also started funding another 2 officers in the area, however these officers were used across 6 schools.
- 6.16 All campus officer funding by the police was taken from frontline policing resources.
- 6.17 Twenty-one schools (20 officers) were jointly funded by the relevant local authority and police division. These schools were based in 4 police force areas and 10 LA areas. In 9 schools, the funding was split equally between the LA and the police force. In 12 schools the LAs provided two thirds of the funding and the relevant police forces provide the remaining third.
- 6.18 Fourteen full time officer posts were funded using funding from the Police, LA and CPPs. These officers were all based in Strathclyde, across 3 LA areas (Renfrewshire, East Ayrshire and North Ayrshire). In all these cases, the CPP funding came from the Fairer Scotland Fund. The funding arrangements for these schools varied and were more complex due to the increased number of funding streams.

The cost-effectiveness of campus officers

- 6.19 This research originally aimed to provide an assessment of the cost-effectiveness of campus officer(s) in relation to the role(s) they perform in

schools and the wider community. However, there were several issues which meant it was not possible to conduct this assessment.

- 6.20 The perceived benefits of campus officers were reflected in many different and complex ways, often reflecting the different roles of officers across Scottish schools. For example, findings in section 5, suggest that the role of campus officer, in some of the case study schools, may have reduced offending behaviour. There are numerous savings which could be associated with this reduction (for example, police costs in dealing with the offender, costs to victims, etc.) but it was not possible to quantify any reduction on which costs could then be placed or associate costs to particular police or judicial actions.
- 6.21 It was also not possible to quantify other financial gains that may have been made as a result of deploying campus officers. Records kept varied by police force and details such as the number of police cars or officers that attended a school for incidents pre and post a campus officer taking up post were incomplete. Several of the case study schools highlighted that before a campus officer took up post, police officers were regularly called to the school(s) to deal with incidents. So, it is possible that savings may have been made by having an officer permanently based at the schools although there is no quantitative data available to conduct a cost-effectiveness assessment.
- 6.22 The difficulties involved with assessing the cost-effectiveness of this type of policing have been noted elsewhere. The Scottish Parliament Justice Committee²⁵ highlighted the important challenges for improving police performance measurement in community policing approaches. The inquiry took place in 2008 and considered evidence from a number of sources from senior police officers, Her Majesty's Inspectorate of Constabulary for Scotland (HMICS) and academics who described how performance measurement has not traditionally reflected these benefits and needs to include qualitative as well as quantitative performance measures. The Committee's report concluded that, *"successes from community policing activity are perhaps less tangible than in other aspects of policing and as such it is less easy to quantify success."*
- 6.23 The research undertaken for this evaluation further supports these conclusions and has consequently restricted the analysis of benefits to the views of the people who have been involved and the observations made by the researchers.
- 6.24 In Appendix 12, information provided from the mapping interviews about the role of campus officers in several of the schools is presented alongside the total estimated annual cost of placing an officer in the school. This reflects the vast range of roles the campus officer performs and how much this costs.

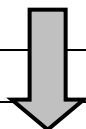
²⁵ Enquiry into community policing. <http://www.scottish.parliament.uk/s3/committees/justice/reports-08/jur08-18.htm#21>

7 RECOMMENDATIONS/GOOD PRACTICE

- 7.1 This evaluation has looked in detail at how the campus officer role is developing in schools throughout Scotland. The picture emerging from this study is a positive one but there are lessons to be learned. Improvements can be made to ensure that the officers provide maximum benefit both to the school and, more widely, the local community which they serve.
- 7.2 The findings indicate potential benefits from deploying a campus officer but it is important to get everything right. This section sets out good practice guidance to help local decision makers through the process.

Deployment

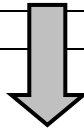
- The decision to deploy a campus officer at a particular school should be guided by police intelligence about the surrounding area with consideration given to the size and location of school.
- Communication is the key to setting up a successful campus officer placement.
- All relevant funding organisations, most commonly the police and the local authority, should be in discussions as early as possible.
- It is recommended that face to face meetings are set up early on between these agencies and the selected school to discuss set up of the initiative.
- Each officer should have clearly defined objectives tailored to their school.
- The police, the school and the local authority should all be involved in drawing up these objectives.



Recruitment

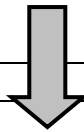
- Campus officers should be recruited through a competitive process, advertised internally by the police on a police bulletin.
- The education sector should be represented, and have input into the choice of the officer, during the recruitment process.
- The person specification needs to be clear to reflect the differences between the campus officer role and a more traditional policing role. The following were identified as desirable skills and attributes:
 - having the desire to work in an educational environment
 - being tolerant/patient and a good listener, influencer and negotiator
 - having a desire to work independently using their own initiative
 - being approachable and friendly, yet authoritative and frank
 - having a solid grounding in policing and experience of a wide range of issues including domestic abuse, child protection, youth offending and working with children
 - an interest in proactive policing and experience of inter-agency working

- a good knowledge of the local area and an understanding of local issues



Job descriptions

- Job descriptions should be drawn up using existing templates, for example, the Violence Reduction Unit (VRU) template, with room to tailor the role to the individual tasks to be carried out at each school.
- The job description should be drawn up with the input and agreement of the police, the education authority and the school.
- Job descriptions should be used operationally to provide clear guidelines of the expected duties of the campus officer on a day to day basis and should be reviewed on a regular basis, possibly in line with the officer's annual appraisal.



Information provision

- It is vital to provide teaching staff, parents, pupils and the surrounding community with an explanation of why the officer is at the school and what they are going to be doing pre-deployment.
- Pupils should be informed at assemblies and through pupil councils and educational staff through staff meetings. Parents can be informed at parents' evenings or by a letter from the school and the local community can be informed through newsletters.
- Consultation (with feedback) should be conducted with educational staff, pupils and the surrounding community to help develop the role once the officer has been deployed. This can be done formally or informally through discussion at staff meetings, pupil's councils or by conducting a survey or focus groups.
- A proactive approach should be taken to the media. The deployment should be publicised and the role and its aims should be explained in a press release.

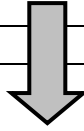


Training

- It is recommended that new campus officers shadow existing officers before taking up their post and attend inset days at the school with education staff before the school term starts. This allows them to gain experience of an education setting.
- Campus officers should make use of the national campus officer training. However, it is important for officers to attend early in their post, in the first few months, for it to be of most use.
- It is recommended that training is reviewed regularly at the officer's appraisal. The input of the school would be useful and training should be discussed at a quarterly meeting between the liaison teacher and police line manager.
- The specific training courses will depend on the role of individual officers but it is suggested that child protection training, training in the education system

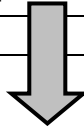
and technology/internet safety training are very important.

- If a handover occurs between two campus officers, a duration of 2- 4 weeks is recommended. This should consist of shadowing, the introduction of the new officer at assemblies and staff meetings and the introduction to key multi-agency workers.



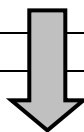
Management

- Line management of the campus officer should still be conducted by the police with a liaison teacher in the school for the officer to report to and keep updated on their activities and whereabouts.
- There should be quarterly meetings between the police line manager and the liaison teacher to make sure the deployment is running smoothly and to discuss any changes to the role. A wider annual meeting, including representatives from the funding organisations to discuss progress is also recommended.
- Appraisals should continue to be police led but schools should be given the opportunity to provide input into the review.
- During their annual appraisal, campus officer performance should be monitored against the objectives set out for their role. As previously noted with regards to job descriptions, this could be an opportunity to review objectives and to ensure they are still relevant and achievable.
- It is recommended that campus officers working in the same area should have regular meetings to share best practice.



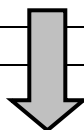
Length of tenure

- If possible, one individual should stay in the campus officer role for a 3 year minimum to maintain continuity of contact for pupils, the school staff and wider community.



Group work and activities

- Campus officers should be involved in group work with pupils at risk of challenging behaviour or suffering from low self esteem. For example, through the Princes Trust XL club.



Information sharing

- It is recommended that information sharing and liaison with other agencies such as community policing, social work services and health services is maximised in the following ways:
 - providing access to the local police IT system in school for the campus officer

- campus officer attendance at multi-agency meetings when they have relevant information to contribute for a particular pupil
- locating the officer in the school alongside other agency workers such as restorative practice workers or behavioural support workers.
- ensuring that there are structures in place to facilitate the exchange and sharing of information according to the Data Protection Act 1998.

Delivering educational inputs

- The delivery of educational sessions presented by campus officers is working well at the moment. If a topic is suitable for a police officer to present then the campus officer should do so or contact a police colleague who has expertise in the area to do so.

Working with primary schools

- Campus officers should work with their associated primary schools. However, there are constraints on time and school location and it is suggested that officers should focus their work on primary 6 and 7 who are going through the transition period into secondary school. This would mean that primary schools still need school liaison officers for inputs to the younger pupils.

Police duties

- The requirement for campus officers to carry out other police duties should be minimised. If it is unavoidable then the school should be informed as early as possible.

Behaviour management

- Campus officers should not be highly involved in discipline unless the incident is very serious and the offending behaviour could be considered criminal activity. However, there are some areas of behaviour management where their contribution is valuable:
 - truancy and attending home visits with the Education Welfare Officer
 - attending exclusion meetings when a pupil returns to school, to emphasise the long term consequences of their behaviour.

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