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ABSTRACT

This deliverable describes:

- Opportunities and threats of 19 police forces in 10 EU countries
- External parties of 19 police forces in 10 EU countries

The report is the final report which was preceded by an interim report on June 30th, 2011.

This final report includes in the appendix 10 detailed reports of policing opportunities and threats in the 10 participating EU countries.

Abstract: In this report we present the results from almost 500 interviews in 10 EU countries (i.e. Belgium, Czech Republic, France, Germany, Italy, Macedonia, The Netherlands, Romania, Spain, United Kingdom) with police officers and knowledgeable important externals of the police (i.e. politicians, union leaders, journalists, etc.). In every country about 50 interviews were held to determine opportunities and threats. Based on this cross-country, cross-organisational **PESTL analysis**, we present the following common themes that describe the most important common opportunities and threats for European policing:

- Political and government influence in police matters (restructuring, micromanagement)
- Economic crisis (budget cuts, salary cuts)
- Immigration, migration and globalization
- Changing society (loss of old values, changing demographics, higher inequality)
- Advances in technology (ICT, internet, social media, forensics)

The trends above are visible in all EU countries, but there are also some trends that only apply to a single country or a number of countries. One may think about changing national legislation which affects some countries more than others. Or the European integration which has a stronger effect on Eastern European states which still are in the process of adopting EU standards. There are also individual differences between countries. As an example; in the period considered some countries are decreasing the significance of performance management (e.g. The Netherlands), others are strengthening their performance management capabilities (e.g. France). These individual differences are described in detail in the appendix E of our report which contains the 10 country reports.

The major conclusions from the PESTL analysis are:

1. The economic downturn has a strong and negative impact on the European police forces. Although the associated budget cuts can potentially have a long-lasting effect on the police, the overall impact is largely of a short-term nature that, for a large part, already has run its course.
2. Societal and technological developments are perceived to generate the largest long-run impact on European police forces, hence representing the greatest opportunity for and the largest threat to the police.
3. By and large, government-induced changes are assessed to have limited impact on the police. This suggests that the police forces should focus on developing their knowledge of technology, as well as on deepening their understanding of and adapting their dealing with societal trends. Reorganisations that do not

contribute to increasing technological knowledge or understanding of societal trends run the risk of having little, if any, impact on the strategic positioning of the police, and may even negatively influence police performance.

4. There is a large overlap as to the importance and nature of the key PESTL trends, suggesting convergence in the European Union.

This research goes beyond a classical PESTL analysis. Additionally, to understand the police environment a **resource dependency framework** was used to identify the external stakeholders of the various police forces and understand the various management methods the police forces are using to manage these external parties. As national legislation and the governance of the police force is different in every country, this has a direct impact on the importance of the various external parties and how they are managed. Nevertheless one can say that the following external parties are common to all police forces (but the relative importance and the management methods used differ from country to country):

- Government (national and/or local depending on nature of the police force and the national legislation)
- Prosecution and other judicial bodies (e.g. court, lawyers)
- Civilians and civilian organizations
- Other police or security forces research community
- Partner organisations (i.e. partners with which the police operates to prevent, detect, and solve crimes)

Our major conclusions regarding the management and performance of external parties:

1. In general the European police forces perform rather satisfactory on the expectations of their most important external stakeholders; the government (i.e. often the formal authority), and the judicial bodies (e.g. public prosecution).
2. However the performance of the police versus the expectations of the citizens is significantly lower. Although the expectations of citizens are pretty clear, the police find it difficult to fulfil these expectations. This is partly due to citizen's lack of understanding of police work, but may also be caused by the lack of active management of citizens' expectations. Given the considerable influence of the citizens on the police, this suggests that police forces need to improve the management of the expectations of citizens.
3. The performance of the police regarding the expectations of partner organizations is also quite low. By and large, the interviewees express the opinion that the police do not manage the expectations of these partner organisations very well.

Notes on the format of the deliverable: This deliverable including its appendices is in a standard Word format. Although the COMPOSITE project especially targets not only the research community but also aims at having practical impact on police forces, this interim report is mainly targeted for the research community. In the coming weeks we will follow the example of WP4 and create a brochure based on the template used for deliverable WP4.1. This type of document is more appropriate for a wider audience and attracts the reader and supports her in getting an efficient overview as well as in understanding details. During the interview sessions, police officers showed great interest in learning about the results of our study. In printed form, the brochure allows us providing the results to the involved officers and to further promote the dialogue with the police forces.

Acknowledgement and co-authorships (or contributors)

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Utrecht University

Second Cross-Country Comparison (WP 1.2)

Identification of policing opportunities and threats in the European Union, and the role of external parties

Final Report –Version 1.0

This report is based upon contributions from Kerry Allen, Daniela Andrei, Melody Barlage, Kathryn Betteridge, Mattias Betz, Fabio Bisogni, Kamal Birdi, Rebecca Casey, Damien Cassan, Jochen Christe-Zeyse, Pietro Costanzo, Sebastian Denef, Mila Gascó, Leslie Graham, Mario Gruschinske, Kate Horton, Gabriele Jacobs, Theo Jochoms, Christian Mouhanna, Catalina Otoiu, Hartwig Pautz, Sofie Rogiest, Saraï Sapulete, Trpe Stojanovski, Nathalie Vallet, Arjan van den Born, Ad van den Oord, Arjen van Witteloostuijn, and Michal Vit. The contributions to the cross-country comparison of Melody Barlage and Saraï Sapulete are particularly appreciated. The final editing of the full report was done by Arjan van den Born and Arjen van Witteloostuijn.

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Management summary

This report's aim is twofold: (1) to develop an overall picture of the policing¹ environment, with an extra emphasis on the role of external parties, in ten European countries; and (2) to engage in a cross-country comparison. This report is largely based on 441 interviews with police officers and knowledgeable external stakeholders (such as journalists, trade union representatives, members of the public prosecution, mayors, et cetera) who have been interviewed in the period between January and May 2011 in ten countries: Belgium, Czech Republic, France, Germany, Italy, the Republic of Macedonia, the Netherlands, Romania, Spain, and the United Kingdom. Although this report cannot but offer a snapshot in time, as all cross-section environmental analyses do by definition, it provides an interesting diagnosis of current and future trends in European policing from the perspective of 441 representatives of external and internal parties active in the European policing field of 2011.

To guide data collection regarding the policing environment, two different environmental frameworks from the academic business literature were used that offer theoretical lenses that help to see the critical trees in the otherwise rather impenetrable forest of the environment. On the one hand, a classical PESTL analysis was completed, where interviewees were asked to identify the major trends that currently or in the not-too-distant future impact their activities. This framework provides a list of potentially important issues in an organisation's Political, Economic, Social, Technological and Legal environment. On the other hand, resource dependency theory was applied to structure the analysis of the external parties that affect a police force's functioning, as well as to analyse how police forces sought to handle their interaction with these external parties. Together, these two theoretical frameworks facilitate the development of a high-quality analysis of the environment of the police forces in our ten participating countries. This analysis offers insights, together with the analysis of resources and capabilities (see work package 2), into the strategic context in which European police forces are operating, and in which they try to change their organisations such that they can improve their performance.

From the PESTL analysis, a number of interesting observations can be derived. First, the effect of the **economic crisis** on the police forces should not be underestimated. Almost all police organisations that were involved in our study have been severely affected by the economic crisis through budget and salary cuts. This is, in a sense, counter-intuitive because economic downturns also seem to lead to more crime, social unrest, et cetera. In other words in "bad times" you need more police, not less.

¹ For the sake of variety in wording, we use terms such as policing, police and police force interchangeably.

From our interview data, a positive relationship emerges between the severity of the economic downturn, on the one hand, and the impact of the economy on the police forces, on the other hand. That is, the police forces in countries hit most severely by economic decline have been and will be confronted with the largest budget and salary cuts. Second, albeit posing a few interesting challenges, the **technological development** is generally seen as very positive from a policing perspective. Especially ICT advancements are viewed as offering positive opportunities to policing, as these may help the police in their ongoing efforts to catch criminals and keep order, and to work more efficiently with less tedious work. German police officers, however, tended to be rather apprehensive with respect to recent developments in ICT-technology, pointing out that these developments also provided new opportunities to criminals and facilitated the emergence of new types of crime. This was also mentioned in other countries (e.g. the Netherlands and France), but to a lesser extent. German police officers indicated that in Germany politicians and public opinion seem to be reluctant to give police similar rights to use modern surveillance techniques as in the UK or the Netherlands – a quite understandable reluctance given the specific German experience with repressive regimes in the 20th century.

Social developments are, by and large, evaluated to be very negative for policing, generating challenging threats. These social trends do not so much have a short-term impact, but rather generate a strong damaging impact on policing in the long(er) term. These developments are related to changing norms and values, decreasing authority of the police, changing demographic composition, and increasing inequality in society². Especially the interviewees from large Western European democracies such as France, Germany and the United Kingdom perceive these social developments as major and harmful. In the Republic of Macedonia and Spain, the assessment of these societal trends is much less negative. And in Italy and Romania, the dominant perception is even that social trends offer positive opportunities, rather than negative threats. But whatever the overall assessment, these societal changes are considered to be the greatest long-term challenge for the police.

Governmental authorities and **political parties** have the ultimate power over the police. In all countries, police officers report an increasing influence of the government. This can be through large and small reorganisations, the setting of police priorities, the appointment of top police officers, launching new responsibilities, introducing performance standards, developing new police procedures, and even by an increasing tendency to micromanage the police. These governmental

² The police officers tend to think of the past as a “golden age” where everybody was respecting their authority. It is doubtful whether this is actually the case.

initiatives are abundant in the ten European countries. Some of these organisational changes are broad in scope, while others are targeting a specific force, department or procedure. As so many of the external trends are of a political nature, and because of the formal power of the government over the police, the logical follow-up expectation would be that these political initiatives have a large impact on the police. However, this is far from what was reported by the interviewees. On the contrary, in general these government-induced changes have less of an impact than economic, social and technological trends. In most countries, these government-induced changes are seen as slightly negative for the police, but here there are large differences across our set of ten countries. In the Czech Republic, France, Germany and the United Kingdom, these government-induced changes are assessed as strong negatives. In Belgium, the Netherlands and Romania, though, they are evaluated to be slightly positive. This is perhaps because these changes are perceived to give more responsibility, autonomy, and power to the police organisation and these changes are not related to micromanagement of the police by imposing strict policies and performance measures.

The central **legal issues** differ greatly from one country to another. In some countries, there are many legal changes, already in place or expected to come into force in the (near) future, with a tough impact on the police. In other countries, such as Germany, important legal changes do not seem to play a major role – at least as of now and with respect to the two German states where the interviews were conducted. In this respect, there is a large difference between the countries that still need to adapt their legal structure to European standards, such as the Republic of Macedonia and Romania, and the mature Western democracies with well-established legal practices.

All in all, the PESTL analysis suggests that the economic downturn has a strong and negative impact on the European police forces. Although the associated budget cuts can potentially have a long-lasting effect on the police, the overall impact is largely of a short-term nature that, for a large part, already has run its course. Rather, societal and technological developments are perceived to generate the largest long-run impact on European police forces, hence representing the greatest opportunity for and the largest threat to the police. By and large, government-induced changes are assessed to have limited impact on the police. This suggests that the police forces should focus on developing their knowledge of technology, as well as on deepening their understanding of and adapting their dealing with societal trends. Reorganisations that do not contribute to increasing technological knowledge or understanding of societal trends run the risk of having little, if any, impact on the strategic positioning of the police, and may even negatively influence police performance.

Across our set of ten countries, there is a large overlap as to the importance and nature of the key PESTL trends, suggesting convergence in the European Union.³ This is certainly the case with the economic and technology trends, and largely so with the societal changes, which are the challenges associated with the largest impact. Here and there, some smaller cross-country differences could be observed (e.g., demographic changes in society are perceived as more important in Germany than elsewhere), but a large number of societal changes can be found in all European countries. Only when it comes to legal and political changes, we see significant differences between the police forces in the ten countries, simply because they all operate in a different legal and governance framework, which is in a different stage of development in Eastern vis-à-vis Western Europe. The sizeable overlap in trends suggests that European police forces can learn from each other's mistakes and successes in dealing with these economic, societal and technological challenges – e.g., as to how to cut costs, how to advocate police authority, and how to deal with ICT advancements. Especially because the timing of these trends may differ somewhat from country to country.

Major conclusions PESTL:

1. *The economic downturn has a strong and negative impact on the European police forces. Although the associated budget cuts can potentially have a long-lasting effect on the police, the overall impact is largely of a short-term nature that, for a large part, already has run its course.*
2. *Societal and technological developments are perceived to generate the largest long-run impact on European police forces, hence representing the greatest opportunity for and the largest threat to the police.*
3. *By and large, government-induced changes are assessed to have limited impact on the police. This suggests that the police forces should focus on developing their knowledge of technology, as well as on deepening their understanding of and adapting their dealing with societal trends. Reorganisations that do not contribute to increasing technological knowledge or understanding of societal trends run the risk of having little, if any, impact on the strategic positioning of the police, and may even negatively influence police performance.*
4. *There is a large overlap as to the importance and nature of the key PESTL trends, suggesting convergence in the European Union.*

Beside the PESTL analysis, a study of the identity, role and influence of external parties – or stakeholders – was carried out. From this, we learned that the cross-country differences as to

³ Of course, the Republic of Macedonia is not a formal EU member. However, this country is involved in an active policy of adoption of EU policing standards.

external parties are somewhat larger than those regarding the external PESTL trends, probably simply because the legal framework varies across countries. Nevertheless, in all countries, a **government** is often the formal authority. In some cases, this is the national government; in other countries, this is the local government; and sometimes, this is yet another level of government (e.g., *Länder* in Germany, a regional board in the Netherlands, or an autonomous community such as Catalonia in Spain). In general, the interviewed representatives from police forces feel that the demands from and expectations of the government are not very predictable. Perhaps because of this, police forces are very active in managing the expectations of the relevant governmental authority or authorities. By and large, the assessment is that they are doing a reasonably successful job in this respect.

The **prosecution** is often viewed as the second-most important external party, generally associated with high levels of authority and influence over the police. Moreover, this external stakeholder is believed to have a good understanding as to what police work is all about, expressing its demands and expectations pretty clearly. Nevertheless, on average, the interviewed police representatives feel that they do not perform well in terms of satisfying the expectations of the public prosecution. Actually, they think that fulfilling these expectations is hard to achieve, given the tension between what they are asked to do and the insufficient resources to be able to do so.

The third type of external party referred to by the interviewees is the **general public** – a very heterogeneous collection of citizens, and institutions and associations representing citizens in society that reflect an equally heterogeneous set of policing demands and expectations. On average, this stakeholder group does not understand policing very well, and has no formal authority over police forces. The general public is nevertheless very influential, and, according to police officers, their expectations of the police are pretty obvious. By and large, police forces are evaluated to not perform well here, falling short of what is expected from them by the general public. Only in the Republic of Macedonia and Romania, the police officers believe that they are performing in line with the general public's expectations. It is often mentioned by police officers that it is hard to meet the expectations of the citizens. This finding is quite interesting and requires further study. Almost all police forces find it very hard to manage the expectations of this important stakeholder and there are no clear guidelines or uniform approach for this.

Depending on the country-specific security governance structures and legal frameworks, our focal police forces have to cooperate more or less intensively with other **police and security forces**. These other forces have a very good understanding of policing, as could be expected from external parties operating in the same “business”, but they often have no formal authority and little influence over

the focal police forces. Their expectations are not very predictable, as these can change overnight due to new priorities.

Last but not least, there are all kinds of **partner organisations**, such as juvenile care, tax authorities, emergency services, prisons, educational institutions, and more. The police forces in all countries actively cooperate with such partner institutions or organisations to fight crimes and keep order. These institutions or organisations neither have formal authority nor formal influence over police forces, and they have a limited understanding of the police. Their expectations as to the police are also subject to unpredictable changes. By and large, the interviewees express the opinion that the police do not manage the expectations of these partner organisations very well. Notable exceptions here are the Czech Republic and Romania. In the Czech Republic, for instance, police forces are said to actively work together with partner organisations in the Integral Rescue System, which might be a reason for their higher level of performance in this respect.

Major conclusions external parties:

1. *In general the European police forces perform rather satisfactory on the expectations of their most important external stakeholders; the government (i.e. often the formal authority), and the judicial bodies (e.g. public prosecution).*
2. *However the performance of the police versus the expectations of the citizens is significantly lower. Although the expectations of citizens are pretty clear, the police find it difficult to fulfil these expectations. This is partly due to citizen's lack of understanding of police work, but may also be caused by the lack of active management of citizens' expectations. Given the considerable influence of the citizens on the police, this suggests that police forces need to improve the management of the expectations of citizens.*
3. *The performance of the police regarding the expectations of partner organizations is also quite low. By and large, the interviewees express the opinion that the police do not manage the expectations of these partner organisations very well.*

1 Introduction

This document is the second report on the assessment of the external environment of the police in ten European countries based on the interviews performed in the period running from January 2011 to May 2011. The participating countries are: Belgium, Czech Republic, France, Germany, Italy, Republic of Macedonia, the Netherlands, Romania, Spain, and United Kingdom. The purpose of this second cross-country report is twofold:

1. To take stock of the policing opportunities and threats in the ten participating EU countries.
2. To offer a discussion document for academics and police officers that enables
 - a. Detection of key similarities and dissimilarities of this environment across our set of ten countries.
 - b. Investigation of whether similar opportunities or threats are interpreted differently across our set of ten countries.

As indicated above, one of the purposes of this cross-country report is to stimulate a high-level debate on the challenges the European police is facing, and to enable further fruitful discussions between academia and EU police forces on the opportunities and threats emerging in and from the police environment. Some preliminary conclusions and a number of hypotheses were already discussed at various seminars – for instance, at the COMPOSITE conference (for researchers) organised on May 27 2011 in Utrecht, the Netherlands, and the COMPOSITE End User Board meeting (for academics and practitioners) held in Lyon, France, on June 30 2011. These meetings and other engagements, within and across countries, provided a collective learning experience and offered new insights that benefit this second cross-country comparison.

The current full report differs in a number of aspects from the earlier interim cross-country report. The most important differences between this full report and the earlier interim report are:

1. Work package 1 uses a so-called mixed-method approach, where open questions are combined with near-survey data (Creswell, 2003). This enables COMPOSITE to provide both qualitative analyses as well as statistical testing of relationships. Qualitative analysis is a powerful method to identify topics and their interconnections, if the phenomena under study are largely unexplored – as is the case here. Quantitative analysis offers COMPOSITE the opportunity to find statistical relationships that cannot be inferred at a single-country

level (e.g., hidden relationships between the type of opportunities / threats identified and the job level of the police officer who identified them). The full report presents results from both the **qualitative as well as the quantitative analyses**.

2. The full report builds on **uniform and standardized definitions** of environmental trends and external parties. After the academic COMPOSITE meeting in Utrecht (May 27, 2011), we initiated a careful definition convergence procedure. This triggered a recoding and reanalysis of the data in each and every country. Now, these definitions are aligned across all ten countries to ensure that environmental trends and external parties that seem similar across countries are indeed similar.
3. There seem to be large differences in the impact of these similar environmental trends and external parties on the various police forces in the different countries. *Why do seemingly similar environmental trends or external parties have such a large and diverse impact on the police forces in the different countries?* This report discusses this **variety in impact of similar environmental trends and external parties** in much more detail.
4. The full report is based on a somewhat different dataset than the interim report. The full report draws heavily on the quantitative data in the two score sheets on PESTL trends and external parties (see Appendix D), which were not yet included – let alone analysed – in the first interim report. Note, however, that the score sheets were not fully utilised in all interviews, which limits what we can do with this quantitative information.
5. The full report is accompanied by **all ten country reports** in Appendix E. Each country report discusses in detail the environmental trends, opportunities and threats for that specific country, as well as the external parties in every country. Note that each country report has been compiled and written by each respective country team.⁴ Moreover, for the full cross-country report, we not only used the findings discussed in these country reports, but also the underlying “raw” data.

This initial analysis of the external policing environment is meant as a steppingstone for further work, and not only as the final report for work package 1. It is also a necessary ingredient for a strategic analysis of the police forces in the EU (the result of the work in work package 1, together with work packages 2 and 4a), and will provide the basis and background for studying organisational changes that will follow in the next three years.

⁴ Specifically, work package 1's leadership has been actively involved in coordinating the fieldwork across countries. Part of this task involved the preparation of data collection and coding protocols and procedures, as well as commenting on interim country reports. However, note that the appended country reports have not been edited by members of work package 1's leadership team.

2 Methodology and data

This document is based on data collected through structured interviews with police officers and representatives of external parties of almost twenty different police forces (see Appendix A) in ten European countries. In each and every country, one or more research partners were responsible for conducting, transcribing and analysing (the raw data from) these interviews. The *ex ante* data collection preparation and *ex post* cross-country data analysis were executed by Utrecht University's work package 1 leadership team, in close collaboration with the leadership teams of work package 2 (University of Durham) and work package 8 (University of Antwerp). In this chapter, we briefly discuss key issues relating to methodology and data. Note that, from a methodological perspective, the approach taken here is a mixture of qualitative and quantitative methods, with an emphasis on the former. That is, the core of the data consists of qualitative information collected via structured interviews. Here, we followed well-established methodological guidelines regarding case study research by carefully preparing a structured interview protocol and strictly coordinating data coding procedures (Yin, 2009). Moreover, part of the information is of a quantitative nature, which offers the opportunity to apply low- n statistical techniques (as in, e.g., Heijltjes and van Witteloostuijn, 2003).⁵

2.1 Interview preparation

Before the interviews were conducted, a detailed interview protocol was developed, together with a proposed sampling strategy. The **sampling strategy** involves a trade-off between the wish for representativeness (see below) and binding capacity constraints. Ideally, we would have liked to capture all potentially relevant variation through the composition and size of our sample. But this was simply undoable, given the resources available. After extensive discussions in the leadership team and the COMPOSITE research group as a whole, the decision was made to focus on four

⁵ Key here is n , which is the number of observations. Potentially, the number of observations varies from 10 to 438, depending upon the level of analysis. The level of analysis can be, e.g., countries ($n = 10$), police forces ($n = 20$) or respondents ($n =$ about 438), or a combination thereof (then, we are in the realm of multi-level statistical analysis). The size of n , together with the nature of variables included in the analysis, determines what statistical techniques can be applied. The choice of statistical techniques is discussed in the respective substantive chapters. One aspect of the data, though, already restricts the set of available statistical techniques, as what we have here is a cross-section data set.

potential sources of relevant variation (i.e., as to the views regarding environmental trends and external parties):⁶ (1) hierarchical levels within the police; (2) uniform versus non-uniformed police; (3) rural versus urban police forces; and (4) representatives from parties external to the police versus internal police officers. So, the proposed **sampling strategy** involved ensuring there was a good mix between internal and external interviewees, the former across higher and lower levels in the police forces, uniformed as well as investigative police officers, and rural as well as urban police forces. Specifically, the proposed sampling strategy implied the following series of interviews:

- Two officers at the top level (2 interviews).
- Three officers from each of the subgroups of uniformed versus non-uniformed officers and urban versus rural areas at the senior level (9 interviews).
- Three officers from each of rural and urban at the supervisory level (6 interviews).
- Eighteen officers in urban and rural police stations at the operational level (18 interviews).
- Twelve representatives from relevant outside stakeholder groups, such as union members, local councillors, journalists, prosecutors and academic experts (12 interviews).

In total, this gives a proposed sample of 47 interviews per country, implying a grand total of 470 for ten countries.

Before the interviews were conducted, every country research partner submitted their sampling strategy for their country, which included a mapping of our requirements to the local context, suggesting deviations from the proposed sampling strategy if needed as this mapping exercise might imply the need for adaptation of the proposed sampling strategy to local country-specific circumstances. This, for instance, triggered lively discussions on the exact definitions of the different hierarchical levels distinguished within different focal police forces, as well as on the implication of the local country-specific situation context as to differences in rural and urban areas, and country-specific distinctions between investigative and uniformed police. Only after the sampling strategy was agreed upon by the work package leader, the interviews could be and were scheduled and conducted.

⁶ Note that the leadership team took notice of the needs from the perspective of work package 2 as well, as the interview protocol integrated issues and questions from both work packages 1 and 2. Moreover, preliminary inquiries relating to work packages 5, 6 and 8 on organisational change, identity and performance, respectively, were taken on board. This was done to provide opportunities to engage in exploratory integration analyses, as well as to pilot-test ways to collect information relating to the key constructs essential to later work packages within COMPOSITE. We return to this issue in forthcoming COMPOSITE publications.

Together with the leaders of work package 2 (University of Durham), 5 (University of Durham), 6 (Erasmus University), and work package 8 / Action Line I (University of Antwerp), a standard interview protocol was developed, including questions related to this set of work packages, albeit with a clear focus on work packages 1 and 2. This joint effort facilitates efficiency, and offers opportunities to achieve synergies across the work packages. In December 2010, the draft interview protocol was pilot-tested in Belgium, the Netherlands, Romania, and the United Kingdom. The pilot-testing experience was used to develop a revised interview protocol. This revised interview protocol was extensively discussed during a meeting of the whole COMPOSITE research team in Oranienburg on January 12 and 13 2011. Subsequently, two varieties of the standard interview protocol were developed: a so-called elite interview protocol for top-level police officers and an external interview protocol for representatives of external stakeholder groups (non-police officers).

In conducting the interviews, all countries used the same three interview protocols (referred to as the “Standard”, “Elite” and “External” protocol; in Appendix D, we reproduce the parts of the protocols that relate to work package 1). This is needed to make reliable and sensible comparisons across countries. However, the country contexts are too different to work with a fully standardised and rigid interview protocol. Therefore, to allow some flexibility to anticipate or react to country-specific contextual circumstances, the interview protocol includes a mix of open-ended questions and near-survey items with Likert scales. The open-ended questions are used to collect rich, context-specific and often qualitative information; the near-survey items are meant to generate quantitative data. This combination of two types of questions / items reflects the mixed methodological approach referred to above. An interview took, on average, about two hours. In addition to the sampling strategy and the interview protocol, we must emphasise that there were important requirements regarding the experience and knowledge of the interviewers, given the complexity of the data collection method in combination with the profiles of the interviewees.⁷

⁷ The leadership team prepared all material in English. It was expected that all country teams, with the exception of the United Kingdom’s, would produce protocols in the local language, using well-established back-translation procedures.

2.2 Overview of conducted interviews

On average, about 44 interviews were conducted in each of the ten partner countries, from 30 in Italy to 54 in Germany (see Appendix B). Table 1 presents the distribution of interviews across hierarchical levels. Top-level police officers represent about 11 per cent of all interviewees. The vast majority of interviewees were operational-level police officers (in total, 37 per cent of all interviewees). The actual sample differed somewhat from the ideal sampling strategy, as could be expected, given large contextual differences across countries.⁸ More top-level police officers were interviewed and a somewhat lower number of representatives from external parties than proposed in the initial sampling strategy.

Table 1: Distribution of interviews across hierarchical levels

Type of interviewee	Interviews	Percentage	Sampling strategy
Police forces	382	86%	74%
<i>Top/strategic level</i>	44	11%	4%
<i>Senior level</i>	85	21%	19%
<i>Supervisory level</i>	67	17%	13%
<i>Operational level</i>	146	37%	38%
External parties	59	14%	26%
Total	441	100%	47

Appendix B shows that a reasonable distribution across the various hierarchical levels was achieved, by and large, but with a few notable exceptions. In *Belgium*, a relatively large number of top-level interviews is conducted, and a relatively low number of operational and senior-level interviews. In *France*, there are relatively many operational-level interviewees, and less senior and top-level interviewees. In *Germany*, the number of interviews with representatives from external stakeholder groups is relatively low. In *Italy*, a lower number of interviews have been done at the supervisory and operational level. In the *Republic of Macedonia*, most interviews are at the senior and operational level, the supervisory level is not interviewed at all, and only one interview is conducted at the top level. In the *Netherlands*, the top level is relatively over-represented. In *Romania*, a large number of operational-level interviews have been conducted, but only two with representatives from external parties.

⁸ Another important issue is access to police forces and interviewees. In this respect, too, the COMPOSITE team was confronted with substantial cross-country variety.

2.3 Representativeness

As said, this document is based on information collected through 441 interviews relating to 17 police forces in ten European countries. Therefore, this document reports the findings from a cross-country analysis of environmental trends and external parties. However, neither the sample of police forces nor that of the interviewees (or the set of countries, for that matter) can be regarded as representative. Given binding capacity constraints, representativeness was out of reach (by far), which was already recognised in the proposal writing stage of COMPOSITE.⁹ Rather, we opted for depth and richness. So, we should be careful not to draw too strict conclusions as to national differences or “the” police. In every country, one or more police forces have been extensively studied, but we cannot exclude the possibility that there are differences between our focal police force(s) and other police forces in a specific country. For example, the Romanian Border police, although very large, may not be representative of all Romanian police. Furthermore, the interviews were often held in one particular region within the respective country, implying that we cannot be certain that the findings hold true for this country at large. Finally, an average of 44 interviews per country is too little to guarantee representativeness. This is a low number when considering the total size of the police forces (there are police forces with more than 100,000 police officers).

We also need to be aware that we did our investigations in a very short period of a couple of months. In some case, our results would have been very different if we had done our interviews one or two years earlier. For instance the economic crisis would probably not have been mentioned in 2008. Another case in point may be France where after eight years of legal change in favour of the police forces, France has recently passed the first law in ten years which is giving more power to lawyers. Such events might be quite important regarding the conclusions and their interest in a long term period.

Nevertheless, we believe that our findings are interesting in their own right for at least two reasons. First, even if interpreted with caution, the outcomes of our cross-country analysis offer a rich description of issues central to many (i.e., 17) police forces in Europe with respect to environmental trends and external parties. Jointly, our set of findings points to some interesting conclusions regarding policing opportunities and threats in the Europe, particularly to the extent that the findings are similar across our ten countries and twenty police forces. Second, a key aim of work package 1

⁹ Note that this is not really an issue in Action Line II’s work packages, where the analyses shift to organisational change projects. As studying the latter is the main focus of COMPOSITE, Action Line I’s key aim is to provide the background information necessary for this later work.

(and work packages 2 and 4, for that matter) is to provide the background information essential for other work packages. That is, if we want to really understand the organisational changes within the focal police forces that COMPOSITE is going to study in the next years, the background information provided in the current report is critical. It provides a better understanding of the contextual setting within which the organisational change processes are embedded.

Finally we need to stress that our conclusions and observations in this report are almost completely based on the perceptions of police officers and knowledgeable external professionals. So if we report changes in criminality, these trends are based on our interviews, not on quantitative factual research on changes in criminality.

3 Environmental context of the police in ten European countries

This chapter presents the results from a classical PESTL analysis (Johnson & Scholes, 2000) of COMPOSITE's twenty police forces in the ten participating countries. It aims to answer the following question:

“What are the main Political, Economic, Social, Technological and Legal trends that impact the police forces?”

A PESTL analysis is a standard instrument in the toolkit of strategic management. Organisations do not operate in a vacuum; they are influenced by and they do influence their environment. To understand this (reciprocal) organisation-environment interaction, key is to understand their nature and the nature of the changes, in terms of direction and potential impact, in the environment. The environment is a multi-headed monster, though. This is why many different theories from many different disciplines circulate in the academic literature dealing with this organisation-environment interaction. A well-known example is industrial organisation, which is the microeconomics of competition; another is organisational ecology, which is the sociology of industry evolution (van Witteloostuijn & Boone, 2006). And there are many, many more. In this context, the PESTL analysis is, indeed, a tool – and not a theory (van Witteloostuijn, 2001). In a way, it offers a (lengthy) checklist of environmental aspects that might impact the interaction of any organisation with its environment. An aspect from this list, in turn, can be associated with a specific theory. Consulting **this** specific theory is then needed to understand the nature of the interaction of the organisation with **this** specific aspect of the environment. For example, if the PESTL analysis reveals that changes in competition imply a great challenge for the organisation, then a deep understanding of the possible impact of this change in competition on the organisation can subsequently be facilitated by applying insights from industrial organisation theory. This understanding can then, in turn, feed back into a diagnosis as to how the organisation should anticipate or respond to the expected change in competition by initiating organisational change.¹⁰

¹⁰ So, a PESTL analysis is only one piece of the larger puzzle of organisational change and performance, as briefly explained in the original COMPOSITE proposal (see, e.g., Parker & van Witteloostuijn, 2010), as is the analysis of the impact of external parties (see the next chapters). Another piece of this puzzle, for example, is an analysis of the organisation's strengths and weaknesses as reflected in assets, capabilities, competencies and resources – an analysis central to work package 2. In future work in the context of work package 8, we will shed more light on this puzzle by combining insights from and data relating to different pieces.

The example of competition seems to suggest that this type of analysis is only relevant for commercial (profit) organisations. Indeed, much of the work in strategic management, and hence PESTL, originates in the literature dealing primarily with commercial enterprises. However, the very same toolkit (and the underlying theories, for that matter)¹¹ can be applied to non-commercial organisations as well. This is immediately clear from the application of the PESTL framework to the public sector by Johnson and Scholes (2000). Of course, different environmental aspects may be important or similar aspects may work out in a different way if applied to the public sector. But that is something a PESTL analysis is supposed to reveal anyway: which aspects from the environment (are expected to) affect the focal organisation in what way?¹² That is, although the PESTL tool as a framework is universally applicable, for each and every (type of) organisation, the outcomes tend to be specific for the (type of) organisation at hand. All this is not different for police forces. But the proof of the pudding is in the eating. So, in this chapter, we will prepare a police pudding using the PESTL ingredients.

3.1 Main changes in the environment

When we asked the interviewees to describe the change trends in the environment, we also asked them to rate these changes in terms of the expected impact of those trends on the police force, as well as to assess the direction of the effect (i.e., positive, negative or both) of these trends. This was measured on a scale from –1 (very negative impact) to +1 (very positive impact). Also, interviewees evaluated each trend's importance, ranging from 1 (not important at all) to 7 (extremely important). Using this information, we can conduct a quantitative analysis of the overall environmental assessment across countries, forces, levels and the like. Here, we focus on cross-country differences – if any. From this exercise, we can see that interviewees from six countries perceive the overall

¹¹ Take the example of organisational ecology. This is a Darwinian selection theory of the evolution of organisational populations that has been applied extensively to the world of non-commercial organisations (e.g., hospitals, labour unions and kibbutz). For an overview, we refer to Hannan and Freeman (1989).

¹² Again, briefly discussing an example may clarify these issues. For policing, aspects of the political environment may turn out to be particularly important – much more so than for commercial enterprises. Also, the relationship is probably very different, as police forces – contrary to commercial enterprises – operate directly under political authority. Another example is competition. Although police forces do not compete head-on with other police forces in the way (non-monopoly) commercial enterprises do, they have to “compete” for their share in scarce resources, as is revealed by the current budget cuts imposed on police forces all across Europe.

police environment to be negative. These countries are, from high to low: Germany (−0.57), France (−0.47), United Kingdom (−0.36), Czech Republic (−0.34), Belgium (−0.20) and the Netherlands (−0.14). From these six countries, interviewees from three countries rate the impact of the environment on the police force as significant (reflected in a score higher than 5.5). These are Germany (6.03), France (5.75) and the Netherlands (5.72). In three other countries, the impact of the environment on the police is considered to be less severe, with scores just below the threshold: United Kingdom (5.49), Czech Republic (5.41) and Belgium (5.15).

In four countries, the impact of the environment on the police is perceived to be positive. These countries are the Republic of Macedonia (0.02), Romania (0.11), Spain (0.06) and Italy (0.36). The impact of the environment is thought to be high in the Republic of Macedonia (5.90) and Romania (5.77), and relatively low in Spain (5.21) and Italy (5.33). The results are summarised in Table 2.

Table 2: Perceived impact of the overall policing environment

Relative impact	Negative impact of environment	Positive impact of environment
<i>High impact of environment</i>	Germany, France, Netherlands	Republic of Macedonia, Romania
<i>Low impact of environment</i>	UK, Czech Republic, Belgium	Spain, Italy

Overall, the analysis of the environmental trends points to an environment that is somewhat negative for the police, although the policing environment is perceived to be relatively positive in the Southern and Eastern European countries, compared to the negative view in the Western European countries.

Looking into the type of environmental trends observed in the ten countries, we may conclude that in Europe many common opportunities and threats are perceived. However, although the trends are named similarly (e.g., economic crisis, or changes in government), the perception of the implications of these similar changes in the police environment are different across the participating countries. In the separate country sections, we will reflect in greater detail on the perception of the particular environmental change trends and their implications. The main quantitative findings are listed in Table 3.

Table 3: PESTL trends

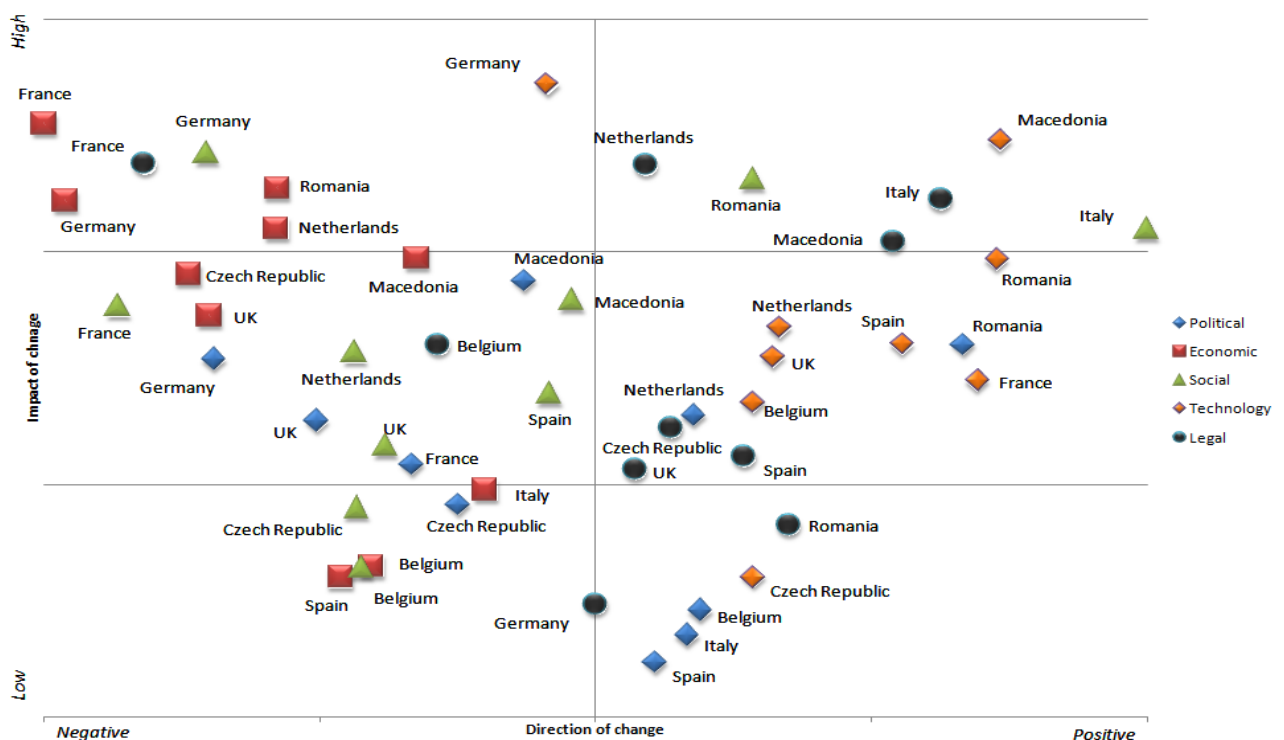
Country	Share	Impact	Direction	Predictability
<i>Political trends</i>	23%	Medium (5.8)	Slightly negative (−0.2)	Low (5.4)
<i>Economic trends</i>	19%	Very high (6.1)	Negative (−0.6)	High (5.8)
<i>Social trends</i>	31%	High (6.0)	Negative (−0.4)	Medium (5.6)
<i>Technological trends</i>	12%	Very high (6.2)	Positive (0.3)	High (5.8)
<i>Legal trends</i>	16%	Medium (5.8)	Slightly positive (0.1)	Medium (5.6)

Overall, our interviewees identified 1,575 environmental trends. Almost 500 trends have a predominantly social nature (31%), more than 350 are primarily political in character, and just about 300 trends (19%) have an economic profile. Of lesser importance are the legal trends (nearly 250; 16%) and the technological trends (about 200; 12%). Technological and economic trends have the highest impact of the five types of trends, followed by social trends. The impact of political and legal changes is considered to be pretty moderate. Both the economic and social trends are perceived to have a fairly negative impact on the police forces. Legal trends and, particularly, technological trends are evaluated to be beneficial for police forces. Interestingly, the political trends are considered to be least predictable, thus making it hard for police forces to prepare themselves for these changes. Not surprisingly, the technological and the economic trends are viewed as largely foreseeable.

3.1.1 Differences in PESTL trends

There are, as can be expected, large differences across our sample of ten countries. We have visualised these differences in Figure 1.

Figure 1: PESTL trends per country



1. Rather unsurprisingly, the **economic** trends are considered to have the largest negative impact in all ten countries. Not in a single country is the economic situation of 2011 evaluated to be positive. The perceived impact is different, though. In some countries (e.g., France, Germany, Romania and the Netherlands), the impact of the economy is assessed to be high. In other countries (e.g., Spain and Belgium), the effect of the state of the economy is considered to be rather limited.¹³
2. With respect to the **technological** trends, we notice a relatively high degree of cross-country agreement about the direction of the impact of these trends as well. In all countries except for Germany, technology is judged as having a positive impact on the police. There are, however, cross-country differences regarding the impact of technology. In Germany, the Republic of Macedonia and Romania, the effect of technological changes is perceived to be large, and in Italy as relatively small.
3. In by far the majority other countries (especially in the large EU countries of France, Germany and the UK), the **social** changes are regarded as very negative for the police forces. The interviewees in Italy and Romania form an exception, evaluating the effect of social trends as positive.
4. The evaluation of the impact of **legal** changes varies considerably across the various countries. In France, the legal changes are considered to have a high negative impact. In three countries (the Netherlands, Italy, and the Republic of Macedonia), the legal changes are assessed to have a high but positive impact. And in Romania and Germany, the legal changes are deemed to be positive, but of little impact.
5. With respect to **political** changes, we find that the differences across the countries are the largest. This is no surprise, as each country has its own political system and police governance structure. Remarkably, political changes are not considered to be of high impact in any country. Thus, although political changes are viewed as rather unpredictable and are sometimes evaluated to have a positive impact on police forces (e.g., in Romania) and sometimes a negative effect (e.g., in Germany and the UK), the impact of political trends is assessed to be average or low in all countries. This suggests that although (a) the political movement(s) in power can change due to elections, (b) political priorities shift with that on a regular basis, and (c) politicians can even exert their influence by launching reorganisations and engaging in micromanagement policies, all in all the impact of these politically induced

¹³ This finding may, in part, be the result of multicollinearity. That is, economics might have fed into politics before having a major effect on the police: only if governments decide to initiate large budget cuts will the economic downturn be translated into a direct (negative) impact on police forces.

changes are of lesser importance than those deriving from the economic, social and technological trends.

For every environmental change, we have asked interviewees to assess the likeliness, predictability, direction, impact and timing of the change. Table 4 gives the correlations between these change characteristics. It seems to be that trends that are more likely to happen are associated with a shorter time frame (i.e., they are happening now, basically) and that their predictability is higher. Moreover, the results suggest that more predictable changes have a higher impact, but this positive correlation is probably for a large part caused by the category of political changes, which are seen as (highly) unpredictable and as having little impact. Most remarkable is, probably, that these change characteristics are hardly related to begin with.

Table 4: Correlations between change characteristics¹⁴

	Likelihood	Predictability	Direction	Impact	Timing
Likelihood of trend	1.0				
Predictability of trend	0.3	1.0			
Direction of trend	-0.1	0.0	1.0		
Impact of trend	0.2	0.4	0.0	1.0	
Timing of trend	-0.3	-0.1	0.1	-0.1	1.0

3.1.2 Differences in PESTL clusters

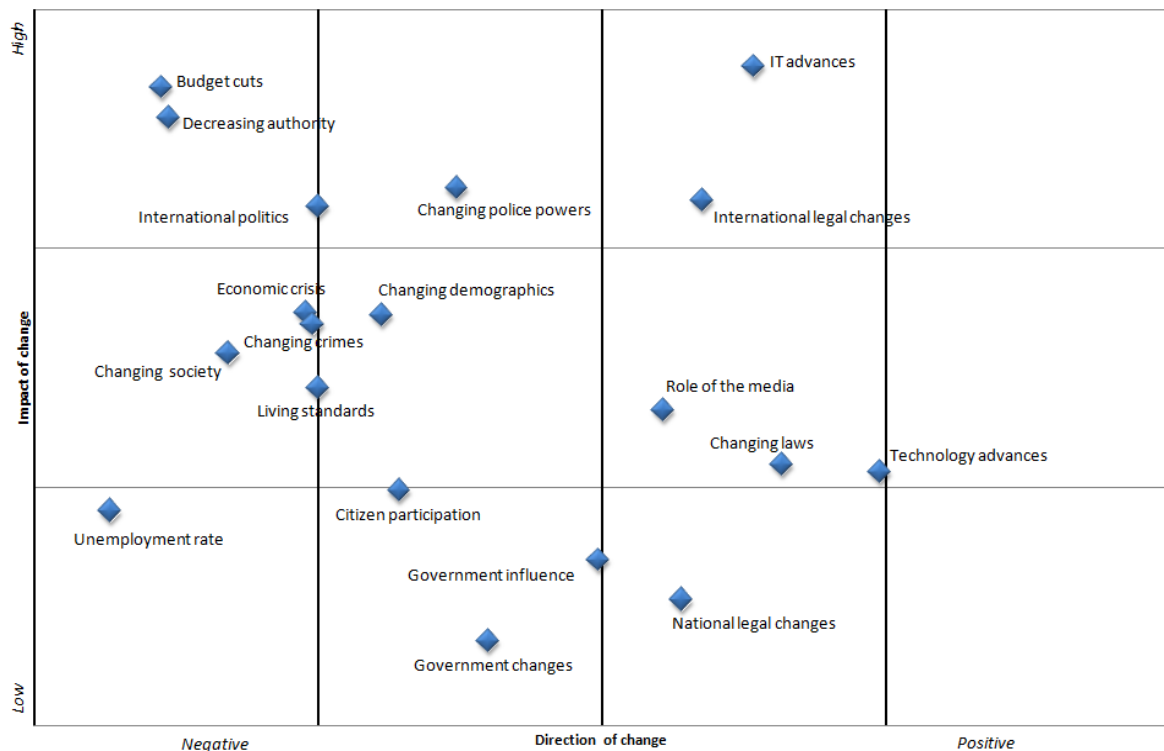
Due to the coding procedure that we applied to PESTL trends, with a single code for each trend, we were able to create a hierarchy of changes in which every PESTL trend received a four-digit code. The first digit indicates the type of trend (P, E, S, T or L). The second code offers a further refinement of the PESTL trend typology (see Appendix C), and shows the different kinds of trends within the PESTL typology. This enables us to produce a more in-depth cross-country comparison, as visualised in Figure 2.

ICT improvements are evaluated to have the largest influence on police forces. Other **technological** improvements (e.g., in forensic technologies) are deemed to be of much lesser importance. Budget cuts are the **economic** aspect with the largest negative impact, but the other economic trends are also seen as very negative. Among the **social** trends, the (perceived) decreasing authority of the police is judged to have a very high and negative impact. Changing demographics, crimes, and

¹⁴ Only the shaded correlation values are significant ($p < .1$).

societal norms and values are all social trends that are assessed to have a considerable and negative impact on the police. It is noteworthy that globalisation and immigration are not considered to be very important trends in all countries (although there are exceptions as we shall see later in this report).

Figure 2: PESTL trends more closely examined



Note: only trends mentioned over 20 times are mapped in the graph above.

There is one type of **political trend** that stands out: international politics, which is considered to be associated with a very negative and high impact. This is caused by the fact that international terrorism is part of this trend, which is perceived to have a high negative impact on the police force, perhaps because it is an additional task that distracts from other police work. The other types of political trends – i.e., changes of governments and government influence (e.g., through reorganisations, policy setting, priority shifts, introduction of processes and procedures, and micromanagement) have little impact. The in-depth analysis of the legal trends reveals large differences. Although legal changes are generally seen as positive, the perceived diminishing legal powers of police officers are considered to have very negative influence. Internationally induced legal changes are evaluated to be positive, but the direction of this trend is largely determined by the fact that all Romanian interviewees were sampled from the Romanian Border police. The Romanian interviewees mentioned this trend relatively often. In other countries, this trend is not considered to be very positive.

3.2 Opportunities and threats in the participating countries

As stated above, similar environmental trends may have different implications per country, and may be perceived in a different manner by different police forces within countries. Therefore, we now move to an analysis of environmental challenges at the country level. That is, this section describes the opportunities and threats per country, one by one, offering a high-level overview for each country. More details can be found in the appended country reports.

3.2.1 Opportunities and threats in Belgium

The Belgian scores are listed in Table 5.1.

Table 5.1 Top environmental trends (PESTL) in Belgium

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	18%	Low (4.9)	Slightly positive (0.2)	High (5.4)
<i>Economic trends</i>	27%	Medium (5.0)	Negative (−0.4)	High (5.6)
<i>Social trends</i>	30%	Medium (5.0)	Negative (−0.4)	High (5.4)
<i>Technological trends</i>	12%	High (5.5)	Slightly positive (0.3)	Medium (4.8)
<i>Legal trends</i>	13%	High (5.7)	Slightly negative (−0.3)	Low (4.5)

In Belgium, **legal** and **technological** trends have the largest impact on the police force. Regarding technology, the interviewees mention the increased availability of ICT for citizens, criminals and police officers. For citizens, more ICT means that they have more access to information, triggering them to become more critical as to what the police do (and do not) and how the police perform. Criminals profit from easy information transfer, too, making existing criminal activities more efficient and effective, and offering opportunities to engage in new types of cybercrime. Furthermore, the police can optimise internal processes, and also have more access to information and support, too. The interviewees see this trend as positive, all in all, but not very predictable. The most important legal trends relate to more international cooperation and to an increasing number of legal rules. Especially the increase of the legal rule stock is perceived as having a negative impact on the police. The effect of **economic** and **social** trends is assessed to be medium. Both types of environmental challenges are evaluated to have a negative impact. The state of the economy is a point of concern for most of the interviewees. Examples of social changes are the ageing of society and the increasing expectations of citizens, combined with less respect for authority. **Political** trends are believed to

have a rather low impact on policing. The interviewees observe an international trend toward more right-wing political thinking. Furthermore, on all levels (national, regional, and local), the interviewees see government changes.

3.2.2 Opportunities and threats in the Czech Republic

Table 5.2 provides the Czech scores. In the Czech Republic, the **economic crisis** is the environmental change with the highest, severely negative, impact on the police. This effect is evaluated to be negative, because the new government announced to reduce government expenditures, leading to budget cuts for the police. This will not only imply wage cuts, but also no room for renewal of equipment, which is badly needed. Other economic changes have to do with unemployment. This leads to a reduced living standard among (unemployed) citizens, which might generate extra criminality. Additionally, a few **legal changes** are assessed to have a significant impact. The most important legal changes in the Czech Republic involve the amendments of the Police Act, in which the local-level municipal police will most likely become part of the national-level state police. All other trends have limited impact on the police. The **political** changes are considered to have a somewhat negative impact on policing. The Minister of the Interior is relatively new, as are the police president and his deputies. Interesting is that not many of interviewees mention ICT as the main **technological** change, as they do in the other countries. Rather, they focus on other technologies such as the modernisation of the car park, which has improved the perception of the police as a modern security body. As in most other countries, **social** trends, such as changing norms and values, are considered to have a negative impact on the police.

Table 5.2 Top environmental trends (PESTL) in the Czech Republic

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	20%	Low (5.2)	Slightly negative (−0.3)	High (5.7)
<i>Economic trends</i>	33%	High (5.8)	Very negative (−0.7)	High (5.9)
<i>Social trends</i>	24%	Low (5.2)	Negative (−0.4)	Medium (5.6)
<i>Technological trends</i>	6%	Low (5.0)	Slightly positive (0.3)	Low (4.9)
<i>Legal trends</i>	18%	Medium (5.4)	Slightly positive (0.1)	Medium (5.6)

3.2.3 Opportunities and threats in France

The French scores are presented in Table 5.3. In France, **legal** changes are considered to be very important, having a negative impact on the police. This is related to the reform of the judicial

procedures in France. This reform is very unpopular within the police: *“They’re killing the judicial.”*¹⁵ The reform gives more rights to criminal suspects and fewer rights to police officers. This change was initially expected to lead to a large decline in motivation within the police force. However, now that the reform has been implemented, it turns out not to be as bad as was first feared. The **economic** changes are considered to be even worse for policing. The interviewees mention that France has become a consumption society. This leads to more crimes, because people seek a higher living standard. Furthermore, the police are confronted with budget cuts, going as far as not having patrol vehicles available, having to share them with other units or having to do more foot patrols. **Social** trends are assessed to have a medium impact on the police. Criminality is changing in France in the sense that police officers think that criminals are become younger and more violent. They show less respect for the police than before. **Technological** advancement is also viewed to produce a, generally positive, medium impact on the police. The interviewees refer to a number of changes, such as the growing importance of forensic labs, CCTV and mobile devices. An expected downside is that the technological changes trigger more cybercrime. The availability of new technology-based methods is used by management to “control” the police. As one of the interviewees states, *“we are managed by statistics.”* The new statistical software programmes are perceived as a useful management tool at the more senior levels, but the lower levels consider it as a controlling device first of all. **Political** changes are believed to have the lowest impact on the police. Police officers perceive that they are very much influenced by the media and politics. If they set a priority, the police have to react to this. The interviewees indicate that they feel manipulated by the media and politics. Another political change relates to organisational reforms within the police, aiming at more efficiency by means of control and centralisation.

Table 5.3 Top environmental trends (PESTL) in France

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	32%	Low (5.3)	Slightly negative (−0.3)	Medium (5.7)
<i>Economic trends</i>	9%	High (6.3)	Very negative (−1.0)	High (6.0)
<i>Social trends</i>	17%	Medium (5.8)	Very negative (−0.9)	Low (5.5)
<i>Technological trends</i>	16%	Medium (5.6)	Positive (0.7)	Low (5.5)
<i>Legal trends</i>	26%	High (6.2)	Very negative (−0.8)	High (6.4)

¹⁵ Occasionally, we literally cite an interviewee to illustrate the argument made. These quotes are printed in italics.

3.2.4 Opportunities and threats in Germany

The German scores are summarised in Table 5.4. **Technological** progress, particularly in the field of ICT, is seen as the trend with the greatest impact on the police. But where these technology trends are perceived as an opportunity in most countries, the German interviewees view this as both an opportunity as well as a threat. As in many other countries (e.g., France), **social** changes are evaluated to be important trends affecting the police. Amongst the relevant social trends, changes in the social composition of society (as a result of, e.g., immigration, shifting income distribution, ageing population, urbanisation, and migration within Germany) are mentioned very frequently, as well as changes in social values (less respect for police and authorities in general, more violence, et cetera). Demographic factors (such as an ageing society, urbanisation, migration, and low birth rates) are remarkably more prominent among the answers in Germany than in other countries. This can possibly be attributed to the fact that a large part of the interviews were conducted in the state of Brandenburg, which – as part of the former GDR – was confronted with low birth rates and ongoing emigration to the more prosperous parts of Germany in the wake of the reunification process. The **economic** changes are seen as the largest threat to the police, with high and strongly negative impact. Most interviewees, however, viewed economic changes mostly with respect to the expected development of *Land* (state) budgets. Although Germany due to its strong export sector managed to get through the economic crisis better than other European countries, *Land* governments are still under considerable pressure to cut down on personnel costs and trim the deficit – particularly in the states of Berlin and Brandenburg where the interviews were held. **Political** changes are deemed to have a medium and negative impact. Mentioned frequently, in this respect, are European developments (e.g., open borders, Eastern enlargement of the EU, free flow of goods, people, money and information, the Europeanisation of law, and increased cross-border cooperation). Other political changes referred to are changes in the *Land's* governments (a new coalition government and new Minister of the Interior). These changes are relevant because the German *Länder* (states) are responsible for all police matters, implying that the *Länder* governments decide upon the resources police forces are allotted, as well as on the structural framework of police organisations. Changes in the *Land* government are seen as both positive and negative. In the German states of Berlin and Brandenburg, where the interviews were held, **legal** changes, such as new laws and court decisions, that might affect police work were rarely mentioned.

Table 5.4 Top environmental trends (PESTL) in Germany

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	19%	Medium (5.6)	Negative (−0.7)	Low (6.0)
<i>Economic trends</i>	15%	High (6.1)	Very negative (−1.0)	Medium (6.3)
<i>Social trends</i>	39%	High (6.2)	Negative (−0.7)	Medium (6.3)
<i>Technological trends</i>	19%	High (6.4)	Slightly negative (−0.1)	High (6.7)
<i>Legal trends</i>	8%	Low (4.9)	Slightly negative (−0.1)	Low (6.0)

3.2.5 Opportunities and threats in Italy

Table 5.5 reports the scores for Italy. **Legal** trends are believed to have the highest impact. This distinguishes Italy from the other countries. This is probably partly because in Italy the inevitable evolution of the legal framework is generally considered as “physiological”, evolving according to the evolution of social and criminal phenomena. Another reason is that new rules and procedures have been established for the coordination between central and regional authorities, due to Constitution reform that generated devolution of competences from the national state to regions. This entailed new coordination needs – e.g., between the Corpo Forestale and Regional bodies – in the field of agriculture and forestry policies and surveillance. Additionally, an overall reform of the Corpo Forestale took place, widening its scope and enhancing typical police duties. **Social** trends, as legal trends, have also a high impact, which is considered to be positive. This is partly due to the fact that the population has an increasing sensibility toward police forces’ effort. For instance, increasing attention towards urban security or towards environmental issues, result in a more fruitful cooperation of the population with Arma dei Carabinieri and Corpo Forestale dello Stato.

As in other EU countries, there is in Italy an apparent contradiction between falling crime rates, on the one hand, and a decreasing perception of safety, on the other hand. The demand for protection from the citizens is growing, as is the cry for attention to factors that affect the quality of life, including the difficulties associated with ethnic and cultural integration, urban blight, inequality and exclusion. In relation to international context changes, the Arma dei Carabinieri and Corpo Forestale dello Stato are expanding their intervention, facing criminal threats from globalisation processes and new emerging markets. This trend is seen as a challenge, being related to new needs in terms of increasing effort and new knowledge development (an example for the Corpo Forestale is the increased circulation of problematic goods, such as illegally imported exotic flora and fauna, an example for Arma dei Carabinieri is the growing participation to international peacekeeping and police missions). But the very same trend also provides new cooperation opportunities. The Arma dei

Carabinieri is also strengthening an international network with similar police forces, increasing opportunities for exchange of good practices, also in the training area. This requires a stronger effort from the side of the police, in terms of cooperation with foreign institutions and of new knowledge needs. These changes are perceived as a natural and partly predictable evolution, not necessarily being negative or positive.

Economic trends are evaluated to be negative. In this changing operational environment, both the Arma dei Carabinieri and Corpo Forestale are confronted with budget cuts. Although difficulties must be faced, a positive side-effect might be that budget cuts are a stimulus toward increasing optimisation efforts. They are fostering the development of economies of scale in public administration, such as shared initiatives between central and local offices. Additionally, such cuts may push the police toward innovative and effective solutions. Despite these positive side-effects, the budget cuts are referred to as one of the most critical ongoing challenges. **Technological** changes are mostly seen as positive. For example, they enhance the possibility of strong control and protection on the ground. Police officers underline how their efforts must be seen from the perspective of being active developers, not only users, of new technology, by leading or contributing to the development of specific technologies to support their activities. New technologies are generally considered to be the largest opportunity to increase the quality of work and of the service provided to citizens.

Table 5.5 Top environmental trends (PESTL) in Italy

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	17%	Low (4.8)	Slightly positive (0.2)	Low (2.8)
<i>Economic trends</i>	14%	Medium (5.3)	Slightly negative (−0.2)	High (5.9)
<i>Social trends</i>	25%	High (6.0)	Very positive (1.0)	Low (3.0)
<i>Technological trends</i>	11%	Low (4.0)	Positive (0.5)	High (6.0)
<i>Legal trends</i>	33%	High (6.1)	Positive (0.6)	High (5.8)

3.2.6 Opportunities and threats in the Republic of Macedonia

In a number of respects, the Republic of Macedonia is different from the other countries in our sample. The Republic of Macedonia has relatively recent experiences with armed conflict in its territory, and is not a full EU member. Consequently, the Republic of Macedonia focuses much energy and devotion to adapting the Macedonian legal framework to EU norms. This strong **legal** trend, leading to substantial changes in national legislation, is seen as very positive, with high impact on the police. **Technological** advancements are also perceived as very positive for the police, being

associated with a very high perceived impact. The other three types of trend – **economic**, **political** and **social** – are assessed to have a medium impact on the police, with an effect that is often evaluated to be slightly negative or neutral.

The scores for the Republic of Macedonia are given in Table 5.6.

Table 5.6 Top environmental trends (PESTL) in the Republic of Macedonia

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	35%	Medium (5.9)	Slightly negative (−0.1)	Low (5.6)
<i>Economic trends</i>	18%	Medium (5.9)	Slightly negative (−0.3)	Low (5.5)
<i>Social trends</i>	25%	Medium (5.9)	Neutral (0.0)	Medium (5.8)
<i>Technological trends</i>	8%	High (6.3)	Positive (0.7)	High (6.4)
<i>Legal trends</i>	14%	High (6.0)	Positive (0.5)	Medium (5.9)

3.2.7 Opportunities and threats in the Netherlands

The Dutch scores are provided in Table 5.7. **Legal** changes, although infrequently mentioned, are considered to have a high impact on the Dutch police. There is a difference between national legal changes, which are seen as largely positive, and international legal changes, which are perceived as very negative. The two aspects mentioned regarding the national legal changes are the reform of legal police-related frameworks and procedures, and the trend to outsource police tasks to external security parties. The **economic** crisis is thought to have a large and very negative impact on the police. This is partly due to its impact on crime statistics, given the positive relationship between economic hardships in a society and crime rates, as well as direct negative impact on the police as a consequence of cuts in the police's budgets. **Technological** trends are believed to have a slightly positive impact on the police. Advances in ICT provide the police with improved means to prevent and identify criminals and crimes. At the same time, interviewees stressed the difficulty for police organisations to deal with the changes in ICT technologies. The fast advances in ICT lead to challenges in dealing with the overload of information available through a wide array of media and tools such as the Internet, CCTV and phone logging. Moreover, new technologies generate new types of crime (e.g. cybercrime), and increasingly provide criminals with better tools for secure communication.

The interviewees in the Netherlands mentioned many **social** changes, such as those as to the type of criminality (criminals become younger and more violent, increasing network building among previously independent criminal groups, increasing professionalisation of criminals in terms of knowledge and technology, et cetera), and more cross-country criminality due to open borders.

Furthermore, the interviewees observe a change in norms and values, which implies a hardening of society and decreasing respect for authority. The most important **political** change identified in the Dutch sample involves the restructuring of the police (i.e., the creation of a national police force in combination with reducing the number of regional forces from 25 to 10), a more right-wing political climate, and the changing role of the police as supplier of safety and security. The latter trend is mostly due to an increasing influence of politics on police work, where politics sets priorities based on incidents rather than on long-term strategic goals.

Table 5.7 Top environmental trends (PESTL) in the Netherlands

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	22%	Medium (5.5)	Slightly positive (0.2)	Low (4.3)
<i>Economic trends</i>	14%	High (6.0)	Negative (−0.6)	High (4.8)
<i>Social trends</i>	36%	Medium (5.6)	Negative (−0.4)	High (5.1)
<i>Technological trends</i>	19%	Medium (5.7)	Slightly positive (0.3)	Medium (4.5)
<i>Legal trends</i>	9%	High (6.2)	Slightly positive (0.1)	Medium (4.5)

3.2.8 Opportunities and threats in Romania

Table 5.8 reports the Romanian scores. In Romania, **social** developments and the **economic** climate are assessed to have the largest impact on the police. In Romania, the impact of the economic crisis on the police is perhaps most severe, among our set of ten countries. Budget reductions already resulted to a 25 per cent salary cut for all state employees. Social trends, such as the changing role of the media and the decreasing authority of the police, are considered to be positive for the police. In Romania, interviewees largely emphasise the positive aspects of **technological** trends. Technology is thought to have a medium impact on policing, but a very positive one. **Political** changes are generally considered to be positive, but the frequent changes in the political arena lead to a perception of an instable government, which is seen as negative for the police by making it harder to create strong ties of support and cooperation. Last but not least, the key **legal** trend involves the convergence to international law. This is viewed as the most important change, and seen as positive for the police force, although its impact is pretty low.

Table 5.8 Environmental trends (PESTL) in Romania

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	17%	Medium (5.7)	Very positive (0.7)	Medium (5.8)
<i>Economic trends</i>	31%	High (6.1)	Very negative (−0.6)	Medium (5.9)
<i>Social trends</i>	11%	High (6.1)	Slightly positive (0.3)	High (6.0)
<i>Technological trends</i>	15%	Medium (5.9)	Very positive (0.7)	Medium (5.9)
<i>Legal trends</i>	27%	Low (5.2)	Positive (0.4)	Low (5.1)

3.2.9 Opportunities and threats in Spain

The scores for Spain are provided in Table 5.9. As in many other countries, **technological** advancements are seen as largely positive, with a high impact on the police. But the interviewees point to some negative aspects, too: technology can help the police to work more efficiently, but it also fosters cybercrime. **Social** changes are assessed to have a high impact on the police as well, but this is not seen as very positive. Among the youth, changes in social values and cultural patterns generate new challenges; they have less respect for authority, and engage more in alcohol and drug use. Immigration is an important social change. Spain receives many immigrants each year, which leads to social tension between immigrants and locals in the districts. The **economic** crisis has a medium impact, negatively affecting the whole country. Budget cuts have influenced the Spanish police forces, too; their material resources are reduced, and the police officers' wages were decreased with five per cent. What makes matters worse is that there is more social tension, and that the need to safeguard public order has increased.

Table 5.9 Environmental trends (PESTL) in Spain

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	28%	Low (4.8)	Slightly positive (0.1)	Low (4.6)
<i>Economic trends</i>	11%	Medium (5.0)	Negative (−0.5)	Medium (5.1)
<i>Social trends</i>	30%	High (5.5)	Slightly negative (−0.1)	Medium (5.1)
<i>Technological trends</i>	9%	High (5.7)	Positive (0.6)	High (5.2)
<i>Legal trends</i>	21%	Medium (5.3)	Slightly positive (0.3)	Medium (5.0)

Many **legal** changes occur in Spain. All kinds of law changes influence the police work, as these changes tend to involve extra monitoring tasks. A positive point is that the legal changes are associated with new training activities, which help the police force to be updated. All in all, these legal changes are considered to have a slightly positive effect. Finally, although many interviewees mention **political** changes, the impact of these changes is evaluated to be relatively low. In Catalonia, there were elections in November 2010. In Catalonia, a change of government that brought power to a nationalist and right-wing party initiated positive changes, due to the newly introduced priorities regarding security. The implied political support for more police on the street had a positive effect on policing in Catalonia.

3.2.10 Opportunities and threats in United Kingdom

The British scores are presented in Table 5.10. The **economic** downturn is viewed as probably the most important challenge in the UK, with a high and very negative impact on the police. Not all interviewees perceived the budget cuts as negative, though. As one interviewee commented, *“the police force is a massive leviathan... We could easily assimilate 25% cuts if we did it properly.”* As in the Netherlands, there is much attention for **social** changes in the UK. Further inequality in society, increased public order demand, increased misuse of alcohol and drugs, a changing attitude towards the police and increased domestic violence are all important social trends. These changes are mostly diagnosed to be a direct result of poverty and unemployment.¹⁶ Change of government policies and policing strategies are two important **political** changes. Both the social and political changes have a negative impact on the police force. **Legal** changes are less frequently mentioned than the other types of changes, and the interviewees who referred to such changes do not agree on the direction of the trend’s impact, as approximately the same number of interviewees evaluates this as positive, negative or both. The particular legal changes mentioned reflect high diversity, including changes to the Children’s Act, the Fraud Act and the Sexual Offences Act. In terms of impact, **technological** trends are assessed as influential at a medium level.

Table 5.10 Environmental trends (PESTL) in the United Kingdom

Country	Share	Impact	Direction	Predictable
<i>Political trends</i>	21%	Low (5.4)	Negative (−0.5)	Medium (5.0)
<i>Economic trends</i>	17%	High (5.9)	Very negative (−0.7)	High (5.9)
<i>Social trends</i>	42%	Low (5.4)	Negative (−0.4)	Medium (5.3)
<i>Technological trends</i>	8%	Medium (5.6)	Slightly positive (0.3)	High (5.8)
<i>Legal trends</i>	12%	Low (5.3)	Slightly positive (0.1)	Low (4.3)

¹⁶ The riots in London and other large English cities in August 2011 provide evidence for his observation, emerging after the interviews had been conducted.

3.3 Main changes in the environment – themes

In this section, we shift the focus to the underlying themes dominating the main environmental PESTL changes, as referred to by our 441 interviewees. Specifically, we will discuss four common trends that are observed in all ten countries. We will reflect on these trends in more detail to see what is common to these trends and what is different across our sample of ten European countries. In so doing, economic, political, social and technological opportunities and threats pass under review in greater detail. Only legal trends are missing, as these do play a minor role in quite a few of our sample of ten European countries (so, for a discussion of the impact of legal changes, we refer to the above country-specific sections).

3.3.1 Government influence

In all countries, we see political changes. Typically, between 20 and 30 per cent of all environmental trends in a country are political in nature. The country scores are summarised in Table 6. The impact of these trends is generally assessed to be quite low, however, when compared to economic, legal, social and technological changes. The impact on the police is considered to be slightly negative, on average, although the Romanian interviewees view the effect as quite positive and British and German interviewees believe that the impact is quite negative.

Table 6: Impact and direction of political changes

Country	BE	CZ	FR	GE	IT	MC	NL	RO	SP	UK
<i>Impact</i>	Low	Low	Low	Med	Low	Med	Med	Med	Low	Low
<i>Direction</i>	0	–	–	—	0	0	0	++	0	—

Most of the political changes have to do with changes of government at the national, regional or local level. The police forces in all countries are influenced by such changes of government, particularly by the associated (changes in) government decisions and policies. We can distinguish, roughly, between two types of political environmental changes: political influence and government influence. The first type of changes mostly involves the general political climate in the focal country; the second type of changes relates to the specific policies initiated by the government leading the country or region.

A number of interviewees referred to the right-wing political climate in their countries. This trend is, for example, emphasised by interviewees in Belgium, the Netherlands and Spain. In Belgium, this

right-wing political climate is perceived as an international trend, and is evaluated to be a threat because a different role is expected from the police. Contrary to this, in the Netherlands and Spain, the right-wing political climate is believed to bring opportunities for police work. For example, in the Netherlands, there is more focus now on safety and security. A negative effect of this focus is that people become more critical towards the police, because they expect the police to solve all crimes and other safety and security issues, and to guarantee 100 per cent safety and security. In Catalonia in Spain, the nationalist right-wing party brought positive changes, also because of a stronger focus on safety and security. The right-wing Catalan government promotes more police on the street, and are committed to give political support to the police.

Germany is the only country in which interviewees mentioned left-wing influences. These influences are mainly coming from smaller groups in the community, and are only perceived in the city of Berlin; the Brandenburg police interviewees did not mention this left-wing influences at all. In Berlin, left-wing activism has been an issue for several decades with significant fluctuation in degree. According to some police officers, left-wing militants have become better organised and more knowledgeable about police tactics which is seen as potentially threatening to public security and the security of police officers as well.

At the national level, interviewees in a number of countries mention the large influence government and politics have on the police work. A large number of interviewees emphasise that they have to work according to the priorities set by the government, which change each time a new government takes over. These priorities often have to do with the political climate mentioned above, which is currently leading to more populist politics and policies. Additionally, police-related policies become more and more incident-driven, which does not always comply with the internal priorities of the police. In France, interviewees even stated that they felt “manipulated” by politics.

The interviewees in the different countries named different changes concerning government influence. The influences referred to differ across international, national and local governments. For example, interviewees from the Republic of Macedonia and Romania emphasise that international influences trigger important politically motivated changes in their country’s police. Romanian interviewees are concerned with adhering to the Schengen area and full integration into the EU police infrastructure. Similarly, interviewees from the Republic of Macedonia refer to the implications of their country’s move to convergence with EU norms, procedures and rules as to policing.

In a number of countries, the interviewees observe that government influences have led to far-reaching reforms, mostly in the direction of centralisation, in an attempt to make the police work

more efficiently. In the Netherlands, the government is currently engaged in implementing policies aimed at centralisation in the police organisation. Specifically, the Dutch police will have to reorganise the current 25 police forces into ten, on top of which a new national police force will be introduced. These types of centralisation-promoting reorganisations are not regarded as a positive change by a large number of interviewees. Many interviewees share the opinion that a clear vision on police work is lacking in the political arena, and that – hence – the reason for why these change have to be implemented is unclear. In the UK, the new government started to implement a substantial reform as of 2010 with the aim to enhance the efficiency and effectiveness of the police. Only in Spain, the interviewees argue that the local police are given an expanding set of responsibilities, following the transfer of tasks from the national to the local police forces.

3.3.2 Economic crisis

The economic crisis has influenced the police in different ways in different countries, but police forces in all countries have been impacted by the current economic downturn. The assessments per country are listed in Table 7. Clearly, in almost all countries, the impact of the economic crisis is severely negative.

Table 7: Impact and direction of economic changes

Country	BE	CZ	FR	GE	IT	MC	NL	RO	SP	UK
<i>Impact</i>	Med	High	High	High	Med	Med	High	High	Med	High
<i>Direction</i>	—	—	—	—	0	—	—	—	—	—

By and large, we can distinguish between two types of economic influences on policing: indirectly, through influences on society; and directly, in the form of their effect on the police budget. The first type of influences follows from the general state of the economy in the countries. Interviewees in almost all countries mention that the state of the economy in their country is not very good, or not good at all. Interviewees in Belgium, for instance, refer to a deterioration of the economic climate. In most countries, the economic crisis is associated with a high level of unemployment and / or with a rising level of unemployment. The interviewees in the Republic of Macedonia indicate that their country's economic performance was already below par before the current crisis, and that the latter now leads to higher migration of people out of the country. In France, interviewees argue that the ongoing move toward the consumption society comes with higher expectations of citizens, because they want to achieve a higher standard of living. Unemployment and the desire of a higher living standard jointly generate more social tension, and accordingly more crime. The police are faced with

a difficult task: on the one hand, they have to fight against more crime, due to the economic downturn; but on the other hand, they are themselves faced with tougher budget constraints.

These budget constraints have different implications per country. In France, the government launched a “Global revision of public policies”. However, the interviewees point out that a better name would be a “*Global revision of public budgets*”. In the Czech Republic, interviewees remark that there is no room for renewal of equipment, notwithstanding the fact that the current equipment is outdated. In the Netherlands, the budget cuts lead to questions as to whether tasks will have to be outsourced, such as organising security at certain events. In Italy, the budget cuts imply lower recruitment, and less training and education. In Belgium, salaries will not decrease, but the extras, such as working overtime, will. In the UK, 20 per cent of the budget must be cut in the next four years, but police officers cannot be made redundant. Therefore, no new police officers are recruited, and current police employees are stimulated to retire early.

More extreme are the examples of Romania and Spain, where substantial wage decreases for police employees have already been implemented. In Romania, there was a 25 per cent cut in the salary of all state employees, in combination with layoffs. About 5,000 Romanian police employees will be made redundant in the coming years, meaning a reduction of approximately 15 to 20 per cent of the total police force in Romania. As a consequence of this, Romanian police officers may decide to migrate or to resign from police work. Moreover, some suicides of police officers have been linked to the bad economic situation of the Romanian police. In Spain, there are fewer resources available, and a five per cent decrease in wages has been introduced. Interviewees in the Czech Republic mentioned a decrease in wage funds as well.

Table 8: Economic situation in the participating countries

Country	BE	CZ	FR	GE	IT	MC	NL	RO	SP	UK
Unemployment (%)	8.5	7.1	9.5	7.4	8.4	31.7	5.5	8.2	20	7.9
GDP per capita	37,800	25,600	33,100	35,700	30,500	9,700	40,300	11,600	29,400	34,800
GDP growth 2010	2.2	2.3	1.5	3.6	1.3	0.7	1.8	-1.3	-0.1	1.4
GDP growth 2009	-2.8	-4.1	-2.7	-4.7	-5.2	-0.9	-3.9	-7.1	-3.7	-4.9

Source: Eurostat, CIA World Factbook

Most interviewees perceive the economic crisis and the associated budget cuts as a threat, and hence as a negative change. However, there are a few interviewees who also see opportunities associated with this development. For example, in Italy, some of the interviewees mentioned that the budget cuts give the police the opportunity to really engage in a serious process of optimisation, which might lead to shared initiatives, and a search for innovative and effective solutions.

Table 8 shows illustrative economic figures. These figures are echoed in the comments made by the interviewees. The lowest gross domestic product (GDP) per capita (in euros), combined with the highest unemployment rate, is found in the Republic of Macedonia. Furthermore, Romania has a relatively low GDP per capita, but does not perform that badly on unemployment. The other countries where salary cuts were introduced score low on GDP per capita relative to the other countries. Spain suffers from high unemployment relative to the other countries. The Czech Republic does relatively well in terms of unemployment, though. The Netherlands is the top performer in terms of GDP per capita, and in terms of level of unemployment. Indeed, Dutch interviewees are also less concerned with budget cuts than their counterparts from other countries.¹⁷

There is a strong positive correlation between GDP growth, on the one hand, and the direction and impact of the economic crisis on the police, on the other hand. The correlation between GDP growth and direction is 0.6, and between GDP growth and impact -0.7 . So, in countries with low economic growth rates, the impact of the economic crisis is larger and more negative. Apparently, the (perceived) impact of the economic crisis on the police forces is strongly correlated with the actual development of the economy. The influence of the political decision process seems to be minimal, as the impact of the country's economic performance on the police is hardly mitigated at all by political factors.

3.3.3 Social pressures

A number of police interviewees mentioned that society becomes more individualistic, valuing traditions less. The assessments per country are listed in Table 9.

Table 9: Impact and direction of social changes

Country	BE	CZ	FR	GE	IT	MC	NL	RO	SP	UK
<i>Direction</i>	-0.4	-0.4	-0.1	-0.9	-0.7	1.0	0.0	-0.4	0.3	-0.4
<i>Impact</i>	5.0	5.2	5.5	5.8	6.2	6.0	5.8	5.6	6.1	5.4

Again, we can distinguish between two broad categories of effects of social developments on the police: social developments in society that lead to more demand for police, on the one hand, and

¹⁷ Notwithstanding this economic top position within Europe, the Dutch government has decided to engage in an unprecedented downsizing program, involving an overall budget cut of 18 billion euro. However, the right-wing profile of this government implies an emphasis on security, which is by police officers considered as good news for the police.

social developments influencing the police directly, on the other hand. This implies that many social changes reflect a two-edged sword. A clear example of this is that quite a few interviewees across different countries mentioned that society is hardening: there is more violence in society, less respect for each other, and less social control. In the UK, interviewees referred to increasingly more issues related to alcohol and drugs abuse, largely being triggered by the bad economic situation of many in British society (reflected in increasing poverty and unemployment). Spanish interviewees point to similar social developments. In Spain, there are issues with juveniles considering a lack of respect as well as alcohol and drugs abuse. The level of civility among the young population is lower than ever, according to the interviewees in Spain; nothing seems to matter to them. For example, they do not care anymore about the public space. They get drunk or drugged and destroy cars, break windows and so on. Our interviewees report that this did not happen as much before. And indeed, youth unemployment is extremely high in Spain, having increased to about 40 per cent in the current economic crisis.

The police are influenced by these changes in society in the sense that they perceive less respect for authority. Also, people are behaving more violently toward the police. Indeed, quite a few interviewees believe that people justify violence much easier than before. This implies a two-edged sword, as at the same time the public's expectations are rising. That is, citizens expect the police to provide answers to their questions and to solve their problems at all times of the day during all days of all weeks of the whole year, year after year. One of the interviewees in the UK posed the question: *"Does the police continue to try and police by consent in the traditional model in an increasingly non-consensual society?"* In Spain, interviewees mentioned that police forces are negatively impacted by the loss of core values in society, because there is less trust in and respect for them. Such erosion in core values is perceived by interviewees from most countries. However, in the Czech Republic, interviewees indicated that they thought that the police only face the issue of decreasing authority¹⁸.

Another key social trend that emerged in many countries relates to immigration. Not surprisingly, the immigration issue is raised particularly forcefully by interviewees from the urban police forces and the border police. The type of immigration is different across the participating countries, however. For example, some interviewees mentioned that immigration is mostly from Muslim countries, which received a further boost as a consequence of the current revolutionary events in the Arabic states.

¹⁸ It would be useful to compare these comments with the real figures of crime (number of murder, of violent crimes). For instance in France, even if the police officers say that people are more violent, the number of violent crimes (e.g. murders) has been decreasing for years.

Even police interviewees in Romania mentioned an increase in immigration following such events, although Romania experiences net emigration (see Table 10 below). Other interviewees primarily referred to issues associated with immigrants from Eastern European countries. In Spain, immigration was even evaluated to be the most important social change. About 15 to 20 per cent of the population in the regions that the interviewees represent are immigrants. The interviewees mentioned that, statistically, immigration is not associated with higher crime rates, but that the police have to play a role in reducing social tension and citizen complaints. They then have to mediate between immigrant and non-immigrant communities, which is not easy because the immigrant groups tend not to trust the police very much. In France, police interviewees remarked that they had to maintain order at demonstrations by illegal immigrants.

In Belgium and the Netherlands, police interviewees indicated that open borders lead to new types of crime. For example, Eastern European groups come into the country to commit organised crimes. An example of this is the Romanian groups that are involved in “skimming”: obtaining bank account information with which money can be stolen from citizens and organisations. This happens, for example, by placing a device on ATM machines to read the card information, together with a camera for reading a person’s pin code, with which money can subsequently be deducted from that person’s account. The UK interviewees referred to challenges associated with increased immigration from other European countries, too. Next to new types of crime, they also point to the language problem that occurs with these new groups of immigrants in their interaction with the police, because they do not speak English very well.

Table 10 presents the migration numbers per 1,000 persons in a country, which reflects the net effect of persons coming in and leaving the country. A positive number indicates that there are more people entering than leaving, while a negative number means that more people are leaving than entering.

Table 10: Migration 2010

Country	BE	CZ	FR	GE	IT	MC	NL	RO	SP	UK
Net migration (per 1000)	5.1	-3.2	1.2	1.6	5.2	-0.5	1.9	0.0	1.4	2.6

Source: Eurostat and CIA World Factbook only for Macedonia

The figures in Table 10 partly match with the interviewees’ perceptions discussed above. For example, the high numbers for Spain and the UK are in line with the perceptions of the interviewees. Spanish interviewees indicate to have quite some problems with immigration, similar to their British counterparts. However, Italian interviewees not explicitly mentioned immigration as a major social change, notwithstanding Italy’s highest net immigration figure. This might be due to the fact that

immigration is not a newly emerging phenomenon, but rather a stable factor of influence that is seen as a “natural” part of Italian society. Arma dei Carabinieri and Corpo Forestale dello Stato are deployed on the whole territory; i.e. they work in urban areas, rural areas, mountain areas, sea, rivers, lakes, sky. Therefore, they are also urban and border forces; they have dedicated units and commands. Yet, interviewees simply did not report immigration as a core concern.

The only two countries with negative migration figures in Table 10 are the Republic of Romania and Macedonia. Even though Romanian interviewees refer to the increasing immigration of people from the Arabic states, the number of people leaving the country is probably still higher than the number of people entering. In both countries, the explanation offered for net emigration by the interviewees relates to the observed tendency of inhabitants to migrate to more prosperous countries.

3.3.4 Changes in ICT

The average evaluation scores of technological changes per country are listed in Table 11.

Table 11: Impact and direction of technological changes

Country	BE	CZ	FR	GE	IT	MC	NL	RO	SP	UK
<i>Direction</i>	0.3	0.3	0.7	-0.1	0.5	0.7	0.3	0.7	0.6	0.3
<i>Impact</i>	5.5	5.0	5.6	6.4	4.0	6.3	5.7	5.9	5.7	5.6

The changes in ICT affect the police in three different ways: they give more opportunities to the police, but also to citizens and to criminals. So, again, we have a two-edged sword here. For police forces, advances in ICT are therefore perceived as an opportunity as well as a threat, although the positive perception of ICT is, in most countries, perceived as much stronger.

The advances in ICT give criminals the opportunity to communicate in a more efficient and secret way, and offers more access to information. Moreover, many interviewees observe that advances in ICT lead to new types of crimes, such as cybercrime. The importance for the police to keep up with the advances in ICT is high, because they need to fight against these new types of crime. This is often difficult, as is, for example, explained by the interviewees in the Netherlands, where there is not enough capacity and knowledge to keep up with cybercrimes. In the Republic of Macedonia, for instance, the police’s ICT is not yet at a sufficient level, implying the need to invest heavily in ICT capacity and knowledge – e.g., to fight against cybercrime. Macedonian interviewees mentioned that ICT would be the most important aspect that they would improve upon when they were asked what they would do with a 25 per cent budget increase.

In work package 4 of the COMPOSITE project, research into ICT changes and their impact on policing was, is and will be conducted. One of the themes that is described in work package 4's first deliverable (Denef et al., 2011) is the role of user acceptance, which refers to degree of acceptance of ICT advancements by the police. As in their report, in the context of work package 1, we find that it is hard for the police to stay up-to-date with technological developments in the world of ICT. For the police, advances in ICT offer opportunities as well, for at least three reasons. First, ICT advancements help to gain access to information and to secure communication. Second, ICT makes information sharing easier. Indeed, integrating systems in order to work more efficiently and to share information is indicated to be one of the main themes in ICT trends for the police in work package 4's first deliverable (Denef et al., 2011). Third, social media offer a way for police to communicate with the public, maybe reaching a group that would not have been reached without social media, such as the younger populations in a country. In all these different dimensions of ICT's potential, police forces are currently experimenting to find out what does and what does not work in achieving their objectives.

Both a threat and opportunity, from the perspective of policing, is the availability of ICT to the public. The public increasingly uses social media, Internet, and mobile phones (including mobile Internet) to communicate. A key effect of the changing social norms and values mentioned above is that citizens become increasingly demanding and critical. The extensive use of social media, Internet and mobile phones facilitates the quick development and diffusion of opinions among citizens. On the one hand, this provides the police with new sources of potentially valuable information. On the other hand, spreading bad news about or opinions of the police emerges easier and quicker. For example, citizens can film every incident in which a police officer misbehaves and place this on the Internet, influencing the reputation of a whole police force. This trend is also acknowledged by Denef et al. (2011), stating that *"social media [...] puts additional pressure on the status of police in society and its legitimacy."* In the Netherlands, interviewees mentioned that police officers suffer from information overload. An investigative police interviewee gave the example of tapping phones and explained that no so long ago, with a simple mobile phone, the log of the phone used to be around three pages. However, nowadays, with a large number of people using smart phones, this can amount to up to hundreds of pages of information.

3.4 Hypothesis testing

This section presents the results from simple statistical analyses of the perceived differences or similarities as to environmental opportunities and threats between a few of the various sub-groups of interviewees, as explained in Chapter 2's discussion of the sampling design. Two sub-groups are distinguished in the context of our statistical analyses: police officers (or “insiders”) versus representatives of external stakeholder groups (or “outsiders”); and lower-level versus higher-level police officers. In advance, three remarks are worth making:

1. To guide our statistical analyses, we formulated a series of benchmark hypotheses. As a source of inspiration, we benefited from the country reports (see Appendix E), discussions with police officers and academics, the input from the academic workshop in Utrecht (the Netherlands) and the descriptive statistics that emerged from the data collected. Note that the data collected only allow for a test of a sub-set of the initially formulated hypotheses.
2. For the sake of brevity, we refrain from offering an extensive rationale for each and every formulated hypothesis. In follow-up studies, which will be submitted to academic journals, this will be done much more extensively, after consulting and reviewing the relevant academic literatures.
3. Below, for the sake of completeness and transparency, we will list all formulated hypotheses – i.e., both the tested and the non-tested ones. Given the nature of the data, the statistical analyses are limited to straightforward mean-comparison *t*-tests. With such tests, we find evidence for or against the benchmark hypotheses that the mean scores of two different sub-groups of interviewees are statistically significant (requiring the *p* value to be below 0.1).

3.4.1 Differences between insiders and outsiders

Table 12 shows lists interesting differences between police officers and external representatives (or, in other words, between insiders and outsiders). Police officers mention social trends more often than external representatives do, while outsiders have the tendency to emphasise the importance of legal trends more than insiders do. Moreover, police officers view the direction of changes as less of a threat than external representatives do. Additionally, the insiders' evaluation of the impact of trends

is associated with lower scores than that of outsiders. Finally, both sub-groups agree, on average, as to the predictability of change.

Table 12: PESTL differences between police officers and external representatives

Types of trends	Police officers	External representatives
<i>Political trends</i>	24%	24%
<i>Economic trends</i>	19%	19%
<i>Social trends</i>	30%	21%
<i>Technological trends</i>	11%	13%
<i>Legal trends</i>	16%	22%
Features of trends	Police officers	External representatives
<i>Impact of changes</i>	5.5	5.9
<i>Direction of changes</i>	−0.2	−0.4
<i>Predictability of change</i>	5.3	5.6

Table 13 provides the list of initial hypotheses, as well as the results from simple mean-comparison *t*-tests. These initial hypotheses were generated by the international research team in the Utrecht conference and were based on qualitative insights and their experiences in conducting the interviews. Three hypotheses could not be tested easily with the available data,¹⁹ and for two hypotheses (H1.1 and H1.3) no support could be found. That is, the hypotheses that insiders mention changes of government (H1.1) and criminal changes (H1.3) more frequently than external representatives are not supported by our data. We could find evidence, however, for the hypothesis that police officers refer to social changes more often than external representatives do (H1.2).

Table 13: Hypotheses as to PESTL differences between police officers and external representatives

Hypotheses	Results
<i>H1.1: Police officers (insiders) mention changes of government more often than do external representatives (outsiders).</i>	Rejected ($p = 0.85$)
<i>H1.2: Police officers (insiders) mention social changes more often than do external representatives (outsiders).</i>	Supported ($p = 0.05$)
<i>H1.3: Police officers (insiders) mention criminal changes more often than do external representatives (outsiders).</i>	Rejected ($p = 0.75$)
<i>H1.4: Police officers (insiders) are more specific in the trends they identify, while external representatives (outsiders) view the wider context.</i>	Not tested
<i>H1.5: Police officers (insiders) see the change in demand for public order as more important than do external representatives (outsiders).</i>	Not tested
<i>H1.6: Police officers (insiders) perceive social changes differently from external representatives (outsiders).</i>	Not tested

¹⁹ In future work, we will further explore this issue. Perhaps, recoding of the raw data will provide the opportunity to do some extra tests.

3.4.2 Differences between lower-level and higher-level police officers

Table 14 shows a few interesting differences between lower and higher-level police officers in terms of the frequencies with which the interviewees referred to types of trends and their features.

Table 14: PESTL differences across a police force's hierarchy

Types of trends	Operational	Supervisory	Senior	Top
<i>Political trends</i>	21%	25%	26%	20%
<i>Economic trends</i>	21%	18%	17%	18%
<i>Social trends</i>	35%	32%	25%	31%
<i>Technological trends</i>	11%	12%	12%	13%
<i>Legal trends</i>	13%	12%	20%	19%
Features of trends	Operational	Supervisory	Senior	Top
<i>Impact of changes</i>	5.7	5.5	5.8	5.4
<i>Direction of changes</i>	-0.3	-0.2	-0.1	-0.2
<i>Predictability of change</i>	5.5	5.4	5.5	5.7

A linear relationship between the frequency of the trends reported and the hierarchical level of the police officer could not be found. Senior police officers refer to political trends more often than the other levels do. Both top-level ranks do not mention political trends a lot. Rather, they tend to suggest social trends, just as operational and supervisory officers do. Legal trends are much more frequently identified by top and senior-level officers, and much less so by interviewees at the operational and supervisory levels. Officers at the operational and supervisory levels tend to view the impact of changes as somewhat more negative and less predictable than interviewees in top-level ranks. The latter see changes in a more positive light. However, these differences are not statistically significant.

From Table 15, we can learn that social trends are indeed much more often referred to by operational police officers. They also tend to think that the impact of social trends is larger, compared to the view expressed by interviewees at the senior and top rank. Senior and top-level police officers are less negative as to the effect of legal changes. These findings provide support for hypotheses H2.3 and H2.4 (H2.1 and H2.2 could not – yet – be tested). Overall, the differences between higher and lower-ranked officers are quite limited, though, as is clear from the lack of support for hypotheses H2.5 and H2.6. There seems to be a reasonable consensus on the relative importance of the five types of trends, their impact and their direction across the hierarchical levels

in the police forces. Differences between the ranks are only evident in the case of social and legal trends. Lower-ranked officers mention social changes more often and emphasise their high and negative impact, whereas higher-level police officers tend to refer to legal changes more frequently, but they are relatively less positive (-0.04 instead of +0.23) about the effects of legal changes on the police.

Table 15: Hypotheses across PESTL differences across a police force's hierarchy

Hypotheses	Results
<i>H2.1: Lower-level police officers tend to refer to specific changes, and higher-level police officers to abstract trends.</i>	Not tested
<i>H2.2: Higher-level police officers tend adopt a strategic, and lower-level police officers an operational perspective.</i>	Not tested
<i>H2.3: Lower-level police officers tend to mention legal and political trends more often, and lower-level police officers tend to refer to social and economic trends more often.</i>	Supported ($p < 0.01$)
<i>H2.4: The impact of social trends is perceived as higher by lower-level police officers.</i>	Supported ($p = 0.06$)
<i>H2.5: ICT trends are rarely mentioned by higher-level police officers, but often by lower-level police officers.</i>	Rejected ($p = 0.57$)
<i>H2.6: Lower-level police officers are more negative about budget cuts than higher-level police officers.</i>	Rejected ($p = 0.89$)
<i>H2.7: Lower-level police officers are less negative about legal trends than higher-level police officers.</i>	Supported ($p = 0.02$)

4 External parties of the police in ten European countries

This chapter builds upon a conventional external stakeholder analysis of the overall police forces in the participating countries. We refer to Johnson and Scholes (2000) for more details on stakeholder analysis. A stakeholder analysis offers, in a way, a specific type of environmental opportunities and threats evaluation (see Chapter 3) by targeting a key element in an organisation's environment: parties inside and outside the organisation that (a) are influenced by the focal organisation and (b) exert an influence upon the focal organisation. This aspect of influence is critical. Without any influence either way, from the focal organisation on the party and / or vice versa, this party is not defined as a stakeholder. Here, we only focus on stakeholder parties that, in the eyes of the interviewees, exert influence on the police. Strictly speaking, these stakeholder parties can be located inside and outside the focal organisation. It should be noted, however, that our analysis focuses on external parties only – i.e., groups and individuals that do not belong to the focal police force, but who have influential connections with the police (such as government, citizens and the public prosecution). Internal parties (such as employees, groups of managers, internal pressure groups, et cetera) are not part of this analysis. An external stakeholder analysis from the perspective of the police is meant to explore the following question:

Which external parties in the police environment have an impact on the police's behaviour and performance, and what are characteristic differences across these external parties in terms of the nature of the relationship with the police, their influence, and the extent to which the police satisfies their expectations?

By answering this question, we will obtain a more precise diagnosis, in terms of opportunities and threats, of a key aspect of the police's environment.

Specifically, in this chapter, we focus on two aspects of an external stakeholder analysis. First, we seek to find out which external parties are on the list of a police force's stakeholders to begin with. After all, the identity of external stakeholders may differ across countries, police forces, and sub-groups of interviewees. Second, we explore the importance of seven features that may characterise each external stakeholder:

1. Level of formal authority. Some external parties have formal authority over the police, and others have not.

2. Level of influence. External parties may differ considerably in terms of the level of influence on the police.
3. Level of understanding. Some external parties have a better understanding of the police than others.
4. Predictability of expectations. The degree of predictability of what external parties expect from the police can differ substantially across external parties.
5. Meeting expectations. The expectations of external parties can be more or less difficult to satisfy.
6. Management of expectations. The expectations of some, but not all, external parties are actively managed by the police.
7. Performance on expectations. The extent to which the police perform in line with external parties' expectations does differ significantly across external parties.

As in Chapter 3, our data are from interviews with 441 police officers and representatives from external parties, reflecting both qualitative and quantitative information (see Chapter 2 on methodological issues). And as in Chapter 3, we proceed in two steps. First, we will present descriptive statistics, across all ten countries and per country, in terms of both the identity of the main external parties as well as their characteristics. Second, we will do some simple non-parametric *t*-tests to see whether there are significant differences in the assessment of external parties in terms of identities and characteristics across sub-groups of interviewees (insiders versus outsiders and across the police hierarchy; see Chapter 3).

4.1 Main external parties

The main external parties identified by the interviewees in the participating countries are listed below in Table 16. As we will see below, these overall labels and frequencies hide cross-country differences, partly because the governance and legal structure are different from country to country and from police force to police force. For instance, where in one country the local government is the dominant governing and reporting body, in another country this might be the national government. Hence, the overall scores as represented in Table 16 should be interpreted with this in mind, and should be used as a reference point only when discussing the findings for the ten individual countries in Section 4.2.

Table 16: Main clusters of external parties of European police forces

Type of external party	Frequency	Total
Local government	75	5%
National government	250	17%
Other government	165	11%
Other police organisations	214	15%
Citizens	199	14%
Partner organisations	316	22%
Judicial bodies	166	11%
Other external partners	76	5%

From Table 16, we can learn that after the government (i.e., local government, national government, and other government institutions together take over a third of all references to external parties), partner organisations are most frequently mentioned (22%), followed by other police organisations (15%) and judicial bodies (14%).

As indicated above, seven questions were asked to the interviewees about each and every external party. To facilitate comparison, interviewees were asked to assign a score between 1 and 7 to the following features of the external parties: (1) the level of formal authority, (2) the level of influence, (3) the level of understanding of police work, (4) the predictability of their expectations, (5) the difficulty of meeting these expectations, (6) active management of this external party, and (7) the police's performance in terms of satisfying this external party's expectations. These features are not independent, but imply a subtle web of interdependencies, as can be revealed from the bivariate correlation structure reported in Table 17.

Table 17: Correlations between features of external parties

External party	Authority	Influence	Understand policing	Predictable expectations	Well managed expectations	Performance
<i>Level of formal authority</i>	1.0					
<i>Level of influence</i>	0.4	1.0				
<i>Level of understanding</i>	0.2	0.1	1.0			
<i>Highly predictable</i>	0.1	0.1	0.3	1.0		
<i>Well managed expectat.</i>	0.2	0.2	0.3	0.2	1.0	
<i>Performance on expect.</i>	0.1	0.1	0.3	0.2	0.6	1.0

Not surprisingly, external parties with formal authority exert high influence and have a better understanding of the police, and their expectations tend to be actively managed, leading to somewhat higher performance. From Table 17, we can also see that it is harder to meet the

expectations of (a) external parties that understand policing well and (b) external parties with expectations that are not predictable.

Table 18 reports the average scores, aggregated over all interviewees in all countries, for each feature per external party.

Table 18: Features of external parties²⁰

External party	Authority	Influence	Understand policing	Predictable expectations	Well managed expectations	Performance
Local government	High (5.1)	Very high (5.6)	High (4.8)	Low (3.8)	Very high (5.5)	Very high (5.5)
National government	Medium (4.7)	High (5.0)	Medium (4.7)	Low (3.7)	High (5.3)	High (5.3)
Other government	Medium (4.5)	High (5.2)	High (4.9)	Low (3.8)	High (5.3)	High (5.4)
Other police organisations	Low (3.0)	Medium (4.1)	Very high (5.9)	Low (3.3)	High (5.3)	High (5.0)
Citizens	Very low (2.9)	High (5.2)	Low (3.8)	Medium (4.1)	High (5.3)	High (5.1)
Partner organisations	Very low (2.6)	Medium (4.2)	Medium (4.5)	Low (3.5)	High (5.0)	High (5.3)
Judicial bodies	High (5.4)	High (5.1)	High (5.2)	Low (3.9)	High (5.3)	High (5.1)

Interviewees in all countries referred to **judicial bodies** as an (and even the most) important external party. They reflect the category of external parties which overall score the highest on formal authority, which is associated with a high level of influence, too, as well as a good understanding of police work. What they want from the police is pretty predictable, and the expectations of the judicial bodies are reasonably well managed by the police. In contrast with this, however, the performance of the police in terms of meeting the (probably tough) expectations of judicial bodies is rather mediocre. The most important judicial body is the public prosecution. The following storyline emerges from the interviews. The public prosecution is a demanding external party: they expect much information and high performance. The police need to provide data and evidence, so that cases can be solved. The police thus have to cooperate with the public prosecution, and they need to be transparent. Well-defined procedures help the police to manage the expectations of the public prosecution. Furthermore, the police try to be in frequent contact, and to satisfy their needs, to the

²⁰ Here scores higher than 5.5 are considered to be very high, between 4.75 and 5.5 high, between 4-4.75 medium, between 3-4 low, and lower than 3 very low. It should be noted that, perhaps, a rescaled score per question (e.g., based on their distance from the mean) might more appropriate as some questions have notoriously high scores (e.g., performance).

extent they can. Public prosecution expects support in investigations, and a high quality of the files they receive from the police. The common goal, shared by the police and public prosecution, is crime fighting. Communication is key. The police realise this by engaging in informal contacts, but also through formal coordination platforms. In several countries, the police interviewees indicate that the public prosecutors are often not happy with the quality of the reports they receive from the police – for example, because they are badly written. This is a concern. Some interviewees emphasise the importance to write high-quality reports, because this may help you further in your career, or because this means you will receive the ‘best’ investigative cases.

Local government is also mentioned as a key external party by a large share of the interviewees in the ten participating countries. In many countries (e.g., in the Netherlands and United Kingdom), local government has the formal authority over the police; in other countries, there is no formal authority, but still influence from local government can be substantial. It comes as no surprise, then, that local government scores highest on influence of all external parties. Local government has a mediocre understanding of the police, with expectations that are fairly predictable. But police forces are believed to be quite good at managing the expectations of the local government, and are assessed to perform very well as to meeting local government’s expectations. Local government expects law enforcement and safety of citizens in their city or region. Both police tasks are expected to be executed in a timely manner, implying that quick responses are requested. Also, local governments want to share information with the police, and want the police to provide assistance. The police try to manage these expectations by arranging meetings with the local governments, formally as well as informally. Furthermore, if local government has formal authority over the police, they try to live up to the local government’s rules and procedures.

The formal authority and the level of influence of the **national government** are somewhat lower than that of local government. But as we will see later in the per-country analyses, this result is very much dependent on the legal and governance structure in the country at hand. As a rule, the national government expects the police to exchange information with them, and to provide assistance in fighting crime and keeping order. They want the police to enforce the law. The police have to obey the central government, of course, as the country’s ultimate formal authority, and report to them properly. By performing their tasks well and in time, they try to manage the expectations of the central government.

A totally different external party are the **citizens**. They are perceived to have a poor understanding of policing, but their expectations are rated as highly predictable. They do not have formal authority,

but through elections and other means of pressure, they have a high influence on policing. Our interviewees suggested that the police is mediocre in managing their expectations and performs generally low on the expectations of this external party. Citizens have different roles in different countries. For example, in some countries citizens are seen as an important cooperation partner, because they are often the first ones to see a crime (and can thus help to catch a criminal red-handed). In other countries, citizens are not seen as a source of information. In all countries, citizens need protection from the police. They expect safety, protection, and problem-solving intervention. In a number of countries, interviewees mentioned that citizens become more demanding, expecting quick and successful problem-solving performance by the police in a large number of cases. The police manage these expectations by investing in fast response times, by solving problems as they emerge, and by trying to make the citizens aware of their own responsibility. Furthermore, the police seek to be visible, by communicating with the citizens directly or via social media.

Interviewees refer to **other police organisations** as cooperation partners, because of the shared task of defending public order and safety, and to fight crime. The other police organisations are said to expect cooperation, information sharing and clear communication. This is realised by politically imposed agreements and coordination meetings, but also through “voluntary” higher management agreements. Cooperation is organised in the form of joint task forces and integrated action systems. By their very nature, other police organisations are believed to have a very good understanding of policing, but their expectations are not predictable and, perhaps because they do not have formal authority or influence on the focal police force, they are not very well managed. Hence, it comes as no surprise that the level of the focal police force’s performance as to satisfying other police organisations’ expectations is evaluated to be very low.

The police work together with a number of **partner organisations** to reach their common goal of providing safety to citizens. For example, they work together with schools, health service organisations, and tax agencies. In the Netherlands, these are referred to as so-called chain partners, because they all add to the “chain of safety”. These partner organisations work together with the police, but also want protection from the police. One of the interviewees mentioned that as soon as the police cooperate with these partners, they expect you to solve all their cases. To reach the common goal, agreements are made, and information is shared. In the case of schools, for instance, police officers visit schools and educate the youth. Next to the partner organisations referred to above, the police work together with several other institutions or organisations, such as emergency services, foreign institutions, and all kinds of public and private organisations. These non-police organisations mostly expect safety, protection and information from the focal police force. The police

manage these expectations by communication, through formal as well as informal channels. As a rule, these organisations have no authority and little influence over the police. They somewhat understand policing, but their expectations are not predictable, nor are their expectations managed very well. As a result, police performance here is assessed to be average.

4.2 External parties in the participating countries

This section offers a summary of the findings as to external parties and their characteristics for each of the ten European countries separately. In this way, we can spot differences across countries. Of course, all we can do here is to provide a high-level overview. For more details per country, we refer to the individual country reports appended to the main text.

4.2.1 External parties in Belgium

The most important party is the **local government** – i.e., the mayor and aldermen. They have formal authority over the local police units, and they exert a very high level of influence. They understand policing and expect the police to work efficiently, but also to deal with priority crimes, often prioritised by the media. Rules and procedures help the police in Belgium to live up to these expectations. However, communication via coordination platforms and informal contacts plays an important role as well. The police perceive that they are actively managing the expectations of the local government, and that they are doing this well.

The **judicial bodies**, particularly the public prosecutor, expect the police to carry out their task to the best of their abilities; they need to fight crimes, and they have to keep order. Furthermore, the police are expected to facilitate and support the public prosecution's activities. By means of liaison roles (so-called "DIRJU's", who are persons bridging the police and prosecution) and other means of communication, these expectations are lived up to. Although the predictability of the expectations of the public prosecution is assessed to be quite low, the performance of the police as to meeting the public prosecution's expectations is evaluated to be quite high.

The average scores for Belgium are listed in Table 19.1.

Table 19.1: External parties in Belgium²¹

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
Local government	15%	Very high (6.1)	High (5.8)	High (5.5)	Low (3.6)	Very high (6.2)	High (5.6)
National government	3%	Very high (6.3)	High (5.3)	High (5.0)	High (5.0)	High (5.0)	Very high (6.0)
Other government	6%	Medium (4.2)	High (5.3)	High (5.1)	Low (3.0)	High (5.4)	Very high (6.0)
Other police organisations	41%	Low (2.2)	Medium (4.5)	High (5.5)	Low (3.2)	High (5.2)	High (5.6)
Citizens	4%	Low (1.4)	High (5.0)	Low (2.3)	Medium (4.1)	High (5.7)	Low (4.7)
Partner organisations	9%	Low (1.8)	Low (2.8)	Low (2.9)	Low (3.5)	Medium (4.0)	Medium (5.0)
Judicial bodies	22%	Very high (6.1)	High (5.5)	High (5.3)	Low (3.8)	High (5.4)	High (5.8)

Other police organisations, such as the federal police units, were frequently referred to in Belgium.

The local police expects clarity as to what of the federal police expects from them, so that they can give the needed support. Furthermore, the local police need accurate information. Informal contacts help to manage the expectations of the federal police. Furthermore, liaison officers play a role in this relationship, and joint task forces are in operation (for example, in the case of important events or manifestations). Police units from the neighbouring countries share the task with the Belgian police to protect the borders. They expect their Belgian partners to be good colleagues, and they want to exchange information on criminals crossing the border. They prefer to set joint priorities and to cooperate in a smooth way. Rules and procedures play an important role to facilitate this, but again communication is key.

Representatives from **other government** bodies, such as the governors of provinces, expect that the police contributes to a positive image of the provinces, and participation in initiatives. Next to that, they expect that the police forces within the province collaborate well. Informal meetings and contacts, as well as a liaison-officer help manage these expectations.

²¹ Here scores higher than 6.0 are considered very high, between 5.0 and 6.0 high, between 3-5 medium, and between 1-3 low. This applies to Table 19.1 to Table 19.10.

Representatives from **national government** bodies, such as the minister of internal affairs and minister of justice, pay attention to issues related to cross-border safety and security. They expect enough police capacity for border-related crime-fighting. Rules and procedures help to manage these expectations, as well as direct supervision and liaison roles.

Citizens were rarely mentioned in the Belgian context. However, the performance of the police with respect to the expectations of this high-influence party is evaluated to be low. This implies a paradox, as (a) the expectations of the citizens are rather clear and (b) these expectations are well managed according to the Belgian interviewees.

4.2.2 External parties in Czech Republic

Table 19.2 provides the average scores for the Czech Republic.

Table 19.2: External parties in the Czech Republic

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
Local government	7%	High (5.3)	High (5.8)	Medium (4.8)	Medium (4.0)	High (5.3)	High (5.7)
National government	6%	Very high (6.8)	Very high (6.8)	Medium (4.8)	Medium (3.8)	High (5.0)	High (5.8)
Other government	16%	Medium (3.0)	Medium (4.8)	High (5.2)	Medium (3.6)	High (5.2)	High (5.3)
Other police organisations	16%	Low (2.1)	Medium (3.5)	Very high (6.4)	Medium (3.1)	High (5.6)	High (5.6)
Citizens	13%	Low (2.0)	Medium (4.6)	Medium (3.6)	Medium (4.8)	Medium (4.8)	Medium (4.8)
Partner organisations	23%	Low 1.7	Medium (4.0)	High (5.1)	Medium (3.4)	High (5.3)	High (5.9)
Judicial bodies	9%	High (5.6)	High (5.8)	Medium (4.6)	Medium (4.9)	Medium (4.5)	Medium (4.1)

Judicial bodies are assessed to have a high level of authority and influence. The most important judicial body is the public prosecution, which gives the police directions as to investigation tasks, and which expects that the case is properly investigated, solved and closed. Furthermore, they expect a high quality, because they are dependent on the quality and speed of police work. Courts expect the police to cooperate with them. The police have to deliver evidence on cases. The local government has as a main priority the safety of citizens. The safety actions by the police should be mainly preventive, to increase safety in the community. The expectations of local government are often

higher than the capabilities of the police to meet these expectations. Therefore, the police have to seek balance in their communication.

The **citizens** demand absolute safety and protection, which is impossible to achieve. One way to try to live up to these expectations is to investigate offenses and crimes, quickly and effectively.

The police work together with **partner organisations** in the so-called Integral Rescue System, which consists of the police, medical emergency services, and fire brigades. The pillars of this system are personal safety (police), technical safety (fire brigades), and health protection and saving lives (medical emergency services). All pillars expect mutual help from each other. Furthermore, social workers expect protection against aggressive persons from the police. The police try to meet these expectations by patrolling in the office, giving physical protection and visiting stakeholders. Given the high score on performance perception, this system is evaluated to work very well, and might very well be an interesting model for other countries to look into.

4.2.3 External parties in France

The average scores for France are listed in Table 19.3.

Table 19.3: External parties in France

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
Local government	0%	-	-	-	-	-	-
National government	14%	High (5.5)	High (5.6)	Medium (4.8)	Low (2.5)	High (5.7)	High (5.9)
Other government	5%	Medium (4.2)	High (5.0)	Medium (3.8)	Medium (3.0)	Very high (6.2)	High (5.8)
Other police organisations	11%	Medium (3.6)	Medium (4.7)	High (5.9)	Medium (3.2)	High (5.5)	High (5.7)
Citizens	6%	Low (2.7)	High (5.9)	Medium (3.3)	Medium (3.6)	High (5.6)	High (5.3)
Partner organisations	44%	Low (2.7)	Medium (4.2)	Medium (4.2)	Medium (3.4)	High (5.4)	High (5.3)
Judicial bodies	17%	Very high (6.1)	High (5.3)	High (5.2)	Medium (3.3)	High (5.8)	High (5.5)

The interviewees in France did not reveal a clear view on the police's external parties' concerns and expectations. It is more the other way around, namely that the police have expectations and concerns towards other parties. In France, the self-reported performance of the police on the expectations of the external stakeholders is quite high. There is much difference across external stakeholders in this respect, with the perceived performance varying between 5.3 and 5.9. Puzzling, though, is that the predictability of the expectations of quite a few of the external parties is quite low.

The **judicial bodies** are named as one of the most important external parties in France. They are concerned with quality and clear judicial proceedings. The police should strictly apply the rules of law, with no deviance whatsoever. The police need to live up to this expectation by sticking to the strict rules. This is of course not always the case as many official reports underline the bad respect of procedures inside the police force; many police officers are poor in maintaining procedural hygiene²². The local state authority is another important external party. They want the police to implement the government policies and guidelines. The local state authorities are part of the ministry of interior. The “prefets” are appointed and dismissed by the national government. The police seek to be as responsive as possible, in answering to their request. The police have no other choice than to do so, because the local state authorities are their direct hierarchical authority. Local elected representatives (such as the mayor) are important external parties, too. They expect trouble-free cities, and they are concerned with the expectations and complaints of the population. But they have no power on the police forces. They can only ask but the local state authorities can refuse. The police inform the local elected representatives, and report serious matters. Furthermore, they take part in local meetings and so-called patrol-specific areas. Their focus is on the specific issues that are prioritised by national politics.

Patrol police have most contact with public social institutions, public schools, public transportation companies, and professional football clubs. These external parties are mostly concerned with their own interests: safety at the bus, at the schools, and at the football matches. Investigative police refer to social insurance agencies, experts, cell phone companies, banks, and forensic laboratories as important external parties. But here it is argued that it is the police that want something from these external parties, and not the other way around. The social insurance agencies want the police to investigate their cases.

²² This phenomenon is not special for France. In many countries this experience was mentioned.

4.2.4 External parties in Germany

The most important external parties are the **judicial bodies** (court and public prosecution). As in all countries, they need high quality case information. In Germany, laws regulating criminal procedure give judicial institutions formal authority over the police with respect to criminal investigation. This is reflected in the score in the table below, where only the judicial bodies have a very high level of authority and influence over the police. When investigating a crime, German police officers act as supporting agents of the public prosecutor's office and have to take orders from there. It is important to note, however, that German police forces do not depend on the public prosecutor's office when it comes to other police functions such as traffic safety or public order. Courts also play a major role for the police because they have the authority to decide whether a particular police activity was lawful in case someone objects and brings the case to court. Last but not least, judges need to give permission for crucial police activities such as search, detention, or the testing of blood alcohol. It is obvious that judicial bodies are a very important external party for the police. They score very well on all accounts. They have authority, influence, they understand the police, have predictable expectations which are managed, leading to a reasonable performance.

Table 19.4: External parties in Germany

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
National government	11%	Medium (4.2)	High (5.5)	Medium (3.0)	Medium (4.0)	High (5.1)	High (5.0)
Local government	25%	Low (2.1)	Medium (4.6)	Medium (4.8)	Medium (4.9)	High (5.1)	High (5.5)
Other police organisations	0%	-	-	-	-	-	-
Citizens	13%	Low (2.1)	Medium (4.6)	Medium (4.1)	Medium (4.9)	High (5.7)	High (5.1)
Other government	0%	-	-	-	-	-	-
Judicial bodies	19%	Very High (6.5)	Very High (6.2)	High (5.2)	High (5.4)	High (5.7)	High (5.5)
Partner organisations	28%	Low (1.9)	Medium (4.7)	Medium (4.4)	Medium (4.8)	High (5.0)	High (5.3)

Second is the **local government**, i.e. the municipal institutions. Unlike in most other countries, municipal authorities have no formal authority over the police in Germany with the exception of North Rhine-Westphalia, reflected in a very low score here, although police put a lot of emphasis on

keeping a good relationship with municipal offices dealing with public safety, youth, health, social affairs et cetera. Most communities also keep security partnerships with police authorities. Police very often are called in cases when local authorities are out of duty, because police are the only public authority next to emergency services and fire brigades that are on duty 24 hours a day and seven days a week.

Within the group of **partner organisations**, the emergency services are an important party.

Ambulances, fire brigades, and the police cooperate closely and hold collective debriefings. Schools are also mentioned as an important party in the prevention of juvenile crime and traffic accidents.

Citizens in general are fourth in line being mentioned as a relevant external stakeholder. This group of external stakeholders is not as homogeneous as other groups, and it is therefore harder for the police to identify the will and the needs of the citizens. This requires the police to take on different roles from service provider to consultant and mediator.

Politics are named also as an important external party; especially the *Land* government and – only in the case of Berlin and to a much lesser degree than the Land government – the administration of the city districts. The Ministers of the Interior define the political frame of policing. The Ministry of the Interior is the most powerful institution within the system of police and has the formal power to punish, transfer and even dismiss a police officer in case the wrongdoing warrants it. The police however, have to remain politically neutral. They try to do this by being well-informed about the political direction, and keep regular contact with politicians.

4.2.5 External parties in Italy

The average Italian scores are listed in Table 19.5. **National and local government**, such as ministries, regions and cities, are mentioned to have formal authority over and a very high influence on police activities, due to the Italian institutional and legislative governance structure. The performance on the expectations of national and local government is good to excellent, with scores ranging from between 4.5 to and 6.0.

Roughly similar assessments are made as to **judicial bodies**, particularly prosecution offices. Here, the formal authority is evaluated to be very high, too, and they have a good understanding of policing. Nevertheless, the formal authority and influence of the judicial bodies is lower than that of the national and local government.

Important external parties referred to are **other police organisations**, which have influence on the activities of the focal police force in terms of mutual cooperation needs. Concerns are mainly related to some overlap in functions and duties among the five national-level police forces and, therefore, the need for effective coordination and information sharing. The interviewees evaluate the focal police force's performance on the expectations of these other police organisations to be good.

Table 19.5: External parties in Italy

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed Expectations	Perceived Performance
National government	2%	-	-	-	-	-	-
Local government	7%	Low (2.0)	Medium (4.0)	Low (2.5)	Medium (4.5)	High (5.0)	Medium (4.5)
Other government	5%	Very high (6.0)	Very high (6.0)	Very high (6.5)	Very high (6.0)	Very high (6.0)	Very high (6.0)
Other police organisations	18%	Medium (4.0)	Medium (3.8)	High (5.7)	High (5.0)	Very high (6.0)	Very high (6.0)
Citizens	7%	Medium (4.0)	Very high 7.0	Very high (6.0)	Medium (4.0)	Very high 7.0	-
Partner organisations	22%	Low (1.0)	Medium (4.3)	High (5.8)	Very high (6.0)	Very high (6.3)	Very high (6.5)
Judicial bodies	9%	High (5.0)	Medium (3.0)	Very high (6.0)	Very high (6.0)	Very high (6.0)	-

Citizens are thought to exert very high influence on the police. They are considered as the key reference for police work, and concerns are related to the need to be as close as possible to them in the field.

Other **partner organisations** that were mentioned include environmental associations, volunteer organisations, universities, private research institutes, the civil industry, international organisations, and politicians. While private sector actors have no major influence on police forces, relationships and mutual dependencies with public bodies are fully regulated by law. Therefore, there is little room for unexpected influences in this domain.

4.2.6 External parties in the Republic of Macedonia

Table 19.6 gives the average scores for the Republic of Macedonia. The most important external party in Macedonia are the **citizens** in all forms, ranging from concerned residents and witnesses to victims and even criminals. In this category, both individual citizens as well as citizen action and lobby groups are classified. These different citizens and representative bodies basically expect that the police work professionally according to the law. Police officers in Macedonia note that they actively manage the expectations of citizens by working in a timely and efficient manner, and that this results in increased trust and increased levels of cooperation. The Macedonian police scores high on this aspect, in the eyes of the interviewees.

Table 19.6: External parties in the Republic of Macedonia

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
National government	5%	High (5.8)	Very high (6.4)	Low (2.8)	High (5.8)	Medium (3.8)	Medium (3.6)
Local government	27%	Medium (4.2)	High (5.3)	Medium (4.7)	High (5.0)	High (5.8)	High (5.8)
Other government	17%	Medium (4.7)	Medium (4.9)	Medium (3.8)	High (5.1)	Medium (4.6)	Medium (4.8)
Other police organisations	0%	-	-	-	-	-	-
Citizens	26%	Medium (3.4)	High (5.2)	Medium (3.8)	Medium (4.8)	High (5.4)	High (5.7)
Partner organisations	11%	Medium (3.8)	High (5.1)	Medium (3.8)	High (5.5)	High (5.8)	Very high (6.0)
Judicial bodies	12%	High (5.9)	Medium (4.6)	High (5.3)	High (5.3)	High (5.9)	Very high (6.3)

The second group is the **local government**, which consists of several local authorities such as the municipal councils, mayors, and local security councils. Here the interviewees perceive a tension. This has to do with the perceived lack of cooperation from the local authority, on the one hand, and their unrealistic expectations as to what the police can and should achieve, on the other hand.

The third group are **national government organisations** such as ministries. The expectations across different ministries vary somewhat (e.g., the Ministry of Justice has a different relationship with the police than the Ministry of External Affairs). Here, the introduction of new legal structures does produce bottlenecks. In the worst case, not meeting ministerial demands will lead to budget cuts. Police officers think that the national government has little understanding of police work.

The fourth most important party are the **judicial bodies**, which includes the public prosecutions office. Here, strict adherence to the law is of greatest importance.

Finally, a variety of **partner organisations** (for training, inspection services, et cetera) are mentioned. With them, cooperation is necessary to solve cases and fight crime.

4.2.7 External parties in the Netherlands

In Table 19.7, the average scores for the Netherlands are listed.

Table 19.7: External parties in the Netherlands

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
National government	10%	High (5.8)	High (5.9)	High (5.0)	Medium (4.8)	High (5.8)	Medium (4.9)
Local government	25%	High (5.5)	High (5.3)	Medium (4.3)	Medium (4.4)	High (5.3)	High (5.3)
Other government	1%	-	-	-	-	-	-
Other police organisations	1%	Low (2.0)	Medium (3.0)	Very high (6.0)	High (5.0)	Very high (5.0)	High (5.0)
Citizens	12%	Medium (3.4)	High (5.0)	Low (2.9)	Medium (4.2)	Medium (4.9)	Medium (3.6)
Partner organisations	36%	Low (2.5)	Medium (3.8)	Medium (4.0)	High (5.1)	Medium (4.2)	Medium (4.9)
Judicial bodies	11%	Very high (6.0)	Very high (6.3)	High (5.3)	High (5.5)	High (5.3)	Medium (4.8)

In the Netherlands, the most frequently mentioned external parties are the **partner organisations**. This group consists of a conglomerate of institutions from disparate sectors such as the public health, housing, public transport, or finances. The purpose of this chain of safety is to solve cases together – an integral / comprehensive way of working, and also to share the responsibility for the cases. The way in which the police manage these parties is to make agreements and share information. Even though this is a difficult process, because police officers feel that they are always the “problem owner”, the police want to invest in these relationships, because they know they cannot create

safety on their own. They have no formal authority, but some influence and are somewhat knowledgeable about policing. The police forces perform reasonably well on their expectations.

The **local government** is responsible for public safety in the Netherlands. Here, the police sometimes have the perception that they are used to resolve almost all problems regarding safety and security. The police feel that other parties should also play a role in providing security, and that the municipality is sometimes demanding too much from the police (e.g., enabling grandiose festivities for the public and expecting that the police will always provide security).

Judicial bodies, in particular the public prosecution, needs great quality legal dossiers to put criminals behind bars. Both parties (police and public prosecution) have to work together, but there are sometimes difficulties in the way both parties look at certain issues. The public prosecution has a more legal stance – and has authority in single cases – and the police may stress other aspects more, such as safety and prevention. This is certainly the case with the new nodal way of investigating versus the old way of inspecting. This new way of working demands a different way of working from the prosecution; it sometimes takes effort to align both parties.

Citizens want the police to be there for them 24 hours a day, seven days a week (24/7). At the same time they are increasingly critical about authorities. The police inform citizens, and make them aware of their own responsibilities. Also, the police try to involve citizens in their work. All in all this party is a very influential stakeholder, which is perceived to not understand policing very well. Although the police try to manage the expectations of citizens, their performance is assessed to be mediocre.

The **national government** – i.e., the Ministry of Security and Justice – is the fifth most important stakeholder. They set the national strategy and national procedures to which all police forces should adhere. These have been established in 2011, which makes it too early to see consequences of this establishment.

4.2.8 External parties in Romania

Table 19.8 summarises the average scores for Romania. In Romania, the **national government** is the most mentioned external party. With this, a diverse list of authorities, directorates and ministries is meant. The most important party here is the Ministry of Administration and the Interior to which the Romanian Border Police belongs. In this relationship, interviewees see difficulties in communication,

especially bottom-up communication. An important central body is the National Customs Agency, which also has an important role to play regarding border-crossing points. Strong interpersonal relationships greatly improve the relationship between the police and the customs agency. The level of authority and influence is assessed to be mediocre.

Citizens and citizen organisations are another important external party. Especially the citizens in the local communities around the border-crossing points are important as sources of information and cooperation.

The **other police forces** and organisations of national security are important external parties, too, as the border police has to work together with these actors frequently to solve crimes. Here, sharing (giving and receiving) of information is a key discussion point.

In Romania, as in the other countries, **judicial bodies** are important external stakeholders, with a high level of police understanding. The police is evaluated to perform very well on satisfying their expectations.

Finally, for the Romanian Border Police, **partner organisations** such as Frontex, Interpol, and Europol are important stakeholders as well. They even score the highest on authority. The interviewees do not attribute high formal authority to any of the mentioned external parties.

Table 19.8: External parties in Romania

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
National government	28%	Medium (3.1)	Medium (3.8)	High (5.3)	Medium (4.8)	High (5.3)	High (5.3)
Local government	6%	Medium (3.5)	Low (2.1)	Medium (4.8)	Medium (4.9)	Medium (4.3)	Medium (4.3)
Other government	6%	Medium (3.6)	Medium (4.5)	High (5.3)	High (5.0)	Very high (6.1)	Very high (6.0)
Other police organisations	29%	Low (2.8)	Medium (3.5)	High (5.6)	Medium (4.9)	High (5.6)	High (5.5)
Citizens	9%	Low (2.8)	Medium (4.5)	Medium (4.6)	High (5.4)	High (5.8)	High (5.6)
Partner organisations	10%	Medium (4.5)	Medium (3.7)	High (5.8)	High (5.8)	Very high (6.2)	Very high (6.2)
Judicial bodies	2%	Medium (3.3)	Medium (4.0)	High (5.8)	High (5.3)	Very high (6.0)	Very high (6.5)

4.2.9 External parties in Spain

Table 19.9 provides Spain's average scores. The most mentioned external party in Spain are **other police organisations**. They formally expect coordination and joint work. However, several conflicts arise when police forces work together, because what to do and how to do this can be rather fuzzy and unclear. Everybody seems to perceive that the required coordination results in a lack of autonomy and in delays, particularly because much information exchange is needed.

Table 19.9: External parties in Spain

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
National government	-	-	-	-	-	-	-
Local government	-	-	-	-	-	-	-
Other government	26%	Medium (4.8)	High (5.3)	High (5.3)	High (5.3)	High (5.8)	High (5.8)
Other police organisations	29%	Medium (3.9)	Medium (4.8)	Very high (6.2)	High (5.8)	High (5.2)	High (5.6)
Citizens	19%	Medium (3.9)	High (5.3)	Medium (4.1)	High (5.2)	High (5.4)	High (5.6)
Partner organisations	12%	Medium (3.5)	High (5.2)	Medium (4.8)	High (5.6)	High (5.8)	High (5.9)
Judicial bodies	10%	Very high (6.1)	High (5.8)	High (5.2)	High (5.5)	High (5.4)	High (5.8)

Government at different levels is referred to as important external party. The police are responsible for the enforcement of the law. The government wants the police to follow their instructions and implement their security public policies. Furthermore, they want the police to deliver information, so that they can make decisions. The police have to obey government, and that is how they manage their expectations. In one of the focal police forces, not following the political guidelines has resulted in a lack of political support for the police force. This was due to a conflict of priorities; the politician's instructions were in conflict with the police's internal priorities.

Citizens and citizen's organisations are a third group of important external parties. Citizens expect safety, punctuality, and adequate problem solving. It is hard to meet the citizens' demands, because there is always room for more and they have little understanding of actual police work. However, behaviour towards citizens should be clearly improved; it is not seen to be as good as it should be.

Businesses and traders organisations require safety, particularly regarding specific types of businesses, local areas and specific times of the year. Furthermore, they expect information. The police hold periodic meetings with these organisations, and give informal talks. It is not easy to meet the expectations, because the organisations have specific demands, which are hard to prioritise. Much attention is paid to citizens and citizen's organisations, as the police feel that they have to serve the public.

Judicial bodies expect information about the cases and events to be judged. The relationship between the police and the judicial bodies is good; the police meet their expectations. However, this leads to a large amount of bureaucratic deskwork. The police try to perform very well. This is important, because judicial bodies can request other police forces to come into action.

4.2.10 External parties in the United Kingdom

The average scores for the United Kingdom are listed in Table 19.10. In the United Kingdom, the **local government** is the main external stakeholder. The police are actively managing this stakeholder by establishing direct liaison contacts and close cooperation. The local government expects the police to respond fast to incidents and to have a high quality of communication. Sometimes, the local government's expectations are a little bit unrealistic. However, it is not the local government, but the national government whose influence and authority are viewed as very high. The police scores high on meeting the expectations of the local government; the performance on satisfying the expectations of the national government is much lower. This is probably because the latter's expectations are much less well managed by the police.

The **citizens** expect the police to be visible, respond quickly and resolve long-term problems. Interaction with the public is of greatest importance. Although they have no formal authority, they are assessed to have influence, being associated predictable expectations. All in all, performance here is average.

The United Kingdom stands out in that the **judicial bodies** score pretty low on formal authority and influence. Nevertheless, the performance of the police with respect to meeting their expectations is quite high.

Partner organisations are very important in the United Kingdom. Although they do not have formal authority or influence, the police perform pretty well on satisfying their expectations. Educational

institutions are, just like in Germany, mentioned as an important stakeholder. However, where in Germany traffic education and crime prevention were considered the most important goals, in the UK the safety of the educational institutions and their direct environment seem the most pressing aspects. In the UK, the police feel they are expected to resolve parking problems outside schools and to ensure the orderly behaviour of secondary school pupils and third-level students. As one interviewee stated, *“It’s not so much that crime is taking place (in schools), it’s what the school children get up to once they’re outside that is the issue.”* It is mentioned that while schools want the police to patrol and maintain order, they do not want police officers to make arrests.

Table 19.10: External parties in the United Kingdom

External party	%	Authority	Influence	Understand policing	Predictable expectations	Well-managed expectations	Perceived Performance
National government	5%	Very high (6.5)	Very high (6.6)	Medium (4.0)	Medium (4.7)	Medium (4.0)	Medium (4.6)
Other government	5%	Medium (3.5)	Medium (4.1)	High (5.3)	Medium (4.2)	Medium (4.8)	High (5.2)
Local government	31%	Medium (3.9)	Medium (4.9)	Medium (4.9)	High (5.2)	High (5.3)	High (5.4)
Other police organisations	5%	Medium (3.9)	High (5.0)	Very high (6.3)	High (5.1)	High (5.5)	High (5.7)
Citizens	19%	Medium (3.3)	High (5.0)	Medium (3.8)	High (5.0)	High (5.0)	Medium (4.9)
Partner organisations	25%	Medium (3.1)	Medium (4.4)	Medium (4.3)	Medium (4.8)	High (5.0)	High (5.0)
Judicial bodies	7%	Medium (3.5)	Medium (4.6)	Medium (4.2)	Medium (4.8)	High (5.3)	High (5.4)

4.3 Statistical testing

This section presents the results from simple statistical analyses of the perceived differences or similarities as to external parties between a few of the various sub-groups of interviewees, as explained in Chapter 2’s discussion of the sampling design, and similar to what is done in Section 3.3 on hypothesis testing in the context of the environmental PESTL analysis. With the latter, the analysis below shares the distinction in two sub-groups of interviewees and the application of simple t-test statistics. That is, first, two sub-groups are distinguished in the context of our statistical analyses: police officers (or “insiders”) versus representatives of external stakeholder groups (or “outsiders”); and lower-level versus higher-level police officers. Moreover, second, given the nature of the data,

the statistical analyses are limited to straightforward mean-comparison *t*-tests. With such tests, we find evidence for or against the benchmark hypotheses that the mean scores of two different sub-groups of interviewees are statistically significant (requiring the *p* value to be below 0.1). The difference with Section 3.3, though, is that we here refrain from formulating a priori hypotheses. Rather, we opt for an exploratory approach by simply running post hoc tests for differences across the above-mentioned groups.

4.3.1 External party differences between insiders and outsiders

From Table 20, we can learn that there are minimal differences between insiders and outsiders in the types of external parties they define. Representatives from external parties refer to the national government somewhat more often, but this is largely offset by the fact that internal police officers mention other government agencies somewhat more often.

Table 20: Insiders versus outsiders and the importance of external parties

External party	Government	National government	Local government	Other police forces	Citizens	Partner organisations	Judicial bodies	Other
<i>External party representatives</i>	7.2%	12.2%	16.5%	12.9%	12.9%	20.1%	10.1%	7.9%
<i>Internal police officers</i>	11.8%	5.0%	16.1%	17.0%	13.9%	21.0%	10.4%	4.8%

In Table 21, we see little differences between insiders and outsiders as to the features of external parties as well. External party representatives believe that the influence of external parties is somewhat higher than the police officers themselves think. Police officers tend to evaluate that it is quite easy to meet the expectations of external parties, and they overrate both their management skills and their performance when compared to the performance assessment of the external party representatives.

Table 21: Insiders versus outsiders and features of external parties

	Authority	Influence	Understand policing	Predictable expectations	Difficulty to meet expectations	Well managed expectations	Perceived Performance
<i>External party representatives (N=139)</i>	3.8	5.2	4.7	5.2	4.3	5.1	5.0
<i>Internal police officers (N= 1155)</i>	3.7	4.7	4.7	5.1	3.6	5.3	5.4

In *Macedonia*, internal interviewees mentioned the central government institutions as important, while the external interviewees focused more on the local municipal governments and international government. Furthermore, whereas the police interviewees indicated that they manage the expectations of external parties very well, the external interviewees mentioned the need for improvements in communication and cooperation between the police and external parties.

In *Romania*, citizens were mentioned by both types of interviewees, but the other important external parties referred to differed across insiders and outsiders. The external parties that were mentioned by external party representatives mostly depended on the work location of the interviewee. For example, the Chief of the Bureau of Air Transport Police named the airport and passengers as important parties.

In *Spain*, external party representatives expressed a broader picture of interactions with government than internal police officers did; they discussed institutional loyalty, while the internal police officers discussed specific guidelines of the government. In collaboration with other police forces, insider interviewees perceived their own performance as better than that of other forces, whilst external party representatives looked at this more objectively, and described general tensions in the collaboration. Outsiders did not mention citizens as an important external party.

In the *UK*, overall, there is a lack of difference in insiders' and outsiders' views on external parties understanding of policing and of police performance against external parties' expectations. Notable differences between insiders and outsiders in the UK are the level of understanding of police activities for the National Health Services, which is scored higher by external party representatives than by internal police officers, and the difficulty to meet expectations, which is scored lower. Additionally, educational institutions are scored as having higher influence by external party representatives than by police officers.

4.3.2 External party differences between lower-level and higher-level police officers

In the participating countries, different external parties are referred to by interviewees across different hierarchical levels. Higher-ranked interviewees mostly refer to policy-related and higher-level parties, whilst lower-ranked interviewees mostly refer to external parties they encounter in their daily work. In Table 22, the differences in the sorts of external parties that are mentioned by lower and higher-level police officers are reported.

Table 22: Police force hierarchy and the importance of external parties

External party	Government	National government	Local government	Other police forces	Citizens	Partner organisations	Judicial bodies	Other
<i>Operational level</i>	12.7%	4.9%	20.7%	12.2%	16.3%	20.5%	8.2%	4.5%
<i>Supervisory level</i>	12.8%	8.1%	15.5%	12.0%	14.7%	16.7%	12.4%	7.8%
<i>Senior and top level</i>	7.7%	3.2%	17.4%	14.6%	12.6%	25.5%	13.0%	6.1%
<i>Top level</i>	15.7%	2.3%	11.6%	28.5%	10.5%	12.2%	16.9%	2.3%

There are some noteworthy differences between higher and lower-level police officers. The higher-level police officers tend to specify other police and security forces and judicial bodies more. Lower-level police officers mention citizens and partner organisations somewhat more. Higher-ranked police officers also tend to identify the national government as an important external partner. Lower-ranked police officers tend to refer to the local government as an important partner. This finding indicates that higher-level police officers are mostly concerned with higher-level external parties, such as the central government, whereas lower-level police officers are mostly concerned with external parties related to their daily job, such as local government, but also citizens.

In Table 23, the difference in features of external parties referred to by lower and higher-level police officers can be found. From the table, we can learn that senior police officers think the level of authority of partners is higher, as is their influence. Senior police officers also perceive that their expectations are more predictable, though they believe it is much harder to meet their expectations. Senior and top-level police officers are also more positive about the performance of the police. In short, senior police officers tend to be somewhat more positive about the performance of the police.

Table 23: Police force hierarchy and features of external parties

	Frequency	Authority	Influence	Understand policing	Predictable expectations	Difficulty to meet expectations	Well managed expectations	Perceived Performance
<i>Operational level</i>	551	3.6	4.6	4.7	4.9	3.5	5.1	5.3
<i>Supervisory level</i>	250	3.5	4.8	4.7	5.1	3.6	5.2	5.4
<i>Senior and top level</i>	427	3.7	5.0	4.7	5.2	4.0	5.5	5.5

In *Germany*, operational interviewees were the only group mentioning emergency services as an external party. Politics were more important for senior and supervisory levels. In *the Republic of Macedonia*, senior-level mentioned central government as an important party, while local government is perceived more important at the operational level.

In *the Netherlands*, the same external parties are highlighted by interviewees from different levels of the hierarchy. However, the way these parties are related to is different. The higher-level interviewees, for example, deal with the chief of prosecution service, while lower-level interviewees are involved with prosecutors on a case-by-case basis. Higher-level interviewees tend to focus on policy-related partners and authorities, whereas lower ranks tend to mention concrete operations/partners.

In *Romania*, the members of top or senior level, on the one hand, identified higher-order structures of the police, governmental bodies and national agencies as external parties. Supervisory and operational interviewees, on the other hand, mentioned mostly external parties related to their particular current responsibilities at the border.

In *Spain*, top-level interviewees refer more to global actors, relating to the police as a whole, while supervisory and operational levels mostly refer to actors related to their daily job.

In the *UK*, the scores given by interviewees indicate that the higher the rank, the lower the perceived authority of the local government on police activities. The same is the case for citizens. Educational institutions are only named as external party by supervisory and operational interviewees, because they mostly have to deal with this external party.

5 Conclusions

From the PESTL analysis, a number of interesting observations can be derived:

1. The effect of the **economic crisis** on the police forces should not be underestimated. Almost all police organisations that were involved in our study have been severely affected by the economic crisis through budget and salary cuts.
2. **Technological development** is generally seen as very positive from a policing perspective. Especially ICT advancements are viewed as offering positive opportunities to policing, as these may help the police in their ongoing efforts to catch criminals and keep order, and to work more efficiently with less tedious work.
3. **Social developments** are, by and large, evaluated to be very negative for policing, generating challenging threats. These social trends do not so much have a short-term impact, but rather generate a strong damaging impact on policing in the long(er) term. These developments are related to changing norms and values, decreasing authority of the police, changing demographic composition, and increasing inequality in society.
4. In all countries, police officers report an **increasing influence of the government**. This can be through large and small reorganisations, the setting of police priorities, the appointment of top police officers, launching new responsibilities, introducing performance standards, developing new police procedures, and even by an increasing tendency to micromanage the police. These government-induced changes have less of an impact than economic, social, and technological trends.

All in all, the PESTL analysis suggests that societal and technological developments are perceived to generate the largest long-run impact on European police forces, hence representing the greatest opportunity for and the largest threat to the police. By and large, government-induced changes are assessed to have limited impact on the police. This suggests that the police forces should focus on developing their knowledge of technology, as well as on deepening their understanding of and adapting their dealing with societal trends. Reorganisations that do not contribute to increasing technological knowledge or understanding of societal trends run the risk of having little, if any, impact on the strategic positioning of the police, and may even negatively influence police performance.

Beside the PESTL analysis, a study of the identity, role and influence of external parties – or stakeholders – was carried out. From this, we learned that the cross-country differences as to external parties are somewhat larger than those regarding the external PESTL trends, probably

simply because the legal framework varies across countries. Nevertheless, in all countries there is a consistent and small set of external parties:

1. The **government** is often the formal authority. In some cases, this is the national government; in other countries, this is the local government; and sometimes, this is yet another level of government (e.g., *Länder* in Germany, a regional board in the Netherlands, or an autonomous community such as Catalonia in Spain). In general, the interviewed representatives from police forces feel that the demands from and expectations of the government are not very predictable. Perhaps because of this, police forces are very active in managing the expectations of the relevant governmental authority or authorities. By and large, the assessment is that they are doing a reasonably successful job in this respect.
2. The **prosecution** is often viewed as the second-most important external party, generally associated with high levels of authority and influence over the police. Moreover, this external stakeholder is believed to have a good understanding as to what police work is all about, expressing its demands and expectations pretty clearly. Nevertheless, on average, the interviewed police representatives feel that they do not perform well in terms of satisfying the expectations of the public prosecution. Actually, they think that fulfilling these expectations is hard to achieve, given the tension between what they are asked to do and the insufficient resources to be able to do so.
3. The third type of external party referred to by the interviewees is the **general public** – a very heterogeneous collection of citizens, and institutions and associations representing citizens in society that reflect an equally heterogeneous set of policing demands and expectations. On average, this stakeholder group does not understand policing very well, and has no formal authority over police forces. The general public is nevertheless very influential, and, according to police officers, their expectations of the police are pretty obvious. By and large, police forces are evaluated to not perform well here, falling short of what is expected from them by the general public.
4. Depending on the country-specific security governance structures and legal frameworks, our focal police forces have to cooperate more or less intensively with other **police and security forces**. These other forces have a very good understanding of policing, as could be expected from external parties operating in the same “business”, but they often have no formal authority and little influence over the focal police forces. Their expectations are not very predictable, as these can change overnight due to new priorities.
5. Last but not least, there are all kinds of partner organisations, such as juvenile care, tax authorities, emergency services, prisons, educational institutions, and more. The police

forces in all countries actively cooperate with such partner institutions or organisations to fight crimes and keep order. These institutions or organisations neither have formal authority nor formal influence over police forces, and they have a limited understanding of the police. Their expectations as to the police are also subject to unpredictable changes. By and large, the interviewees express the opinion that the police do not manage the expectations of these partner organisations very well.

All in all, the external party analysis suggests that police forces perform pretty well on the expectations of the government (i.e. often the formal authority) and the judicial bodies (e.g. public prosecution). However the performance of the police versus other parties is significantly lower. This is especially true of the performance of the police versus the expectations of the citizens. Although the expectations of citizens are pretty clear, the police find it difficult to fulfil these expectations. This is perhaps partly due to citizen's lack of understanding of police work, but is largely caused by the lack of active management of these expectations. Given the considerable influence of the citizens on the police, this suggests that police forces need to improve the management of the expectations of citizens.

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Appendix A: Overview of police forces

	Name of police force	Country
1	<i>National police</i>	Belgium
2	<i>Municipal Police</i>	Czech Republic
3	<i>Police Nationale</i>	France
4	<i>Brandenburg Police</i>	Germany
5	<i>Berlin Police</i>	Germany
6	<i>Arma dei Carabinieri</i>	Italy
7	<i>Corpo Forestale dello Stato</i>	Italy
8	<i>National Police</i>	Republic of Macedonia
9	<i>Koninklijke Marechaussee</i>	The Netherlands
10	<i>Politie Amsterdam-Amstelland</i>	The Netherlands
11	<i>Politie Rotterdam-Rijnmond</i>	The Netherlands
12	<i>Politie Gelderland Zuid</i>	The Netherlands
13	<i>Romanian Border Police</i>	Romania
14	<i>Mossos d'Esquadra</i>	Spain
15	<i>Policía Municipal de Madrid</i>	Spain
16	<i>South Yorkshire Police</i>	United Kingdom
17	<i>Greater Manchester Police</i>	United Kingdom

Appendix B: Overview of interviews per country

Type of interviewee	Number of interviews
Police forces Belgium	
Top/strategic level	14
Senior level	4
Supervisory level	8
Operational level	6
External party representatives Belgium	5
Total Belgium	37
Police forces Czech Republic	
Top/strategic level	5
Senior level	7
Supervisory level	7
Operational level	12
External party representatives Czech Republic	9
Total Czech Republic	40
Police forces France	N.A.
Top/strategic level	N.A.
Senior level	N.A.
Supervisory level	N.A.
Operational level	N.A.
External party representatives France	N.A.
Total France	40
Police forces Germany	
Top/strategic level	5
Senior level	6
Supervisory level	17
Operational level	26
External party representatives Germany	-
Total Germany	54
Police forces Italy	
Top/strategic level	2
Senior level	14
Supervisory level	4
Operational level	4
External party representatives Italy	6
Total Italy	30
Police forces Republic of Macedonia	
Top/strategic level	1
Senior level	19
Supervisory level	0
Operational level	21
External party representatives Macedonia	9
Total Republic of Macedonia	50

Type of interviewee	Number of interviews
Police forces the Netherlands	
<i>Top/strategic level</i>	6
<i>Senior level</i>	8
<i>Supervisory level</i>	8
<i>Operational level</i>	19
External party representatives the Netherlands	9
Total the Netherlands	50
Police forces Romania	
<i>Top/strategic level</i>	1
<i>Senior level</i>	8
<i>Supervisory level</i>	4
<i>Operational level</i>	27
External party representatives Romania	2
Total Romania	42
Police forces Spain	
<i>Top/strategic level</i>	7
<i>Senior level</i>	10
<i>Supervisory level</i>	12
<i>Operational level</i>	12
External party representatives Spain	7
Total Spain	48
Police forces United Kingdom	
<i>Top/strategic level</i>	3
<i>Senior level</i>	9
<i>Supervisory level</i>	7
<i>Operational level</i>	19
External party representatives United Kingdom	12
Total United Kingdom	50
Total	441

Note: no data was available of the level of interviewees in France

Appendix C: Clustering of PESTL trends

Trend	Frequency
Political trends	
10 - Government influence	169
11 - Political influence	21
12 - Impact of government change	95
13 - International politics	46
14 - Populist politics	11
15 – Privacy	11
18 - Constant change	3
19 - War and conflict	10
Economic trends	
20 - Social security	5
21 - Unemployment rate	30
22 - Economic crisis	113
23 - Budget and salary cuts	123
24 - Economic policy	1
25 – Competition	1
26 - Economic development	11
27 - Economic inequality	1
28 - Pooling of resources	5
29 - Economic (other)	14
Social trends	
31 - Citizen participation	28
32 - Critical citizens	25
33 - Relations with citizens	1
34 - Perceived unsafety	20
35 – Immigration	18
36 - Changing society	91
37 - Decreasing authority	45
38 - Changing demographics	53
39 - Changing Crimes	62
40 - Role of the media	39
41 - Living standards	42
42 - Police changes	9
43 – Events	8
43 - Police changes	2
44 - Work attitude	9
45 – Vulnerability	3
46 - Global warming	3
47 – Infrastructure	11
48 – Globalization	2
Technology trends	

Trend	Frequency
50 - Technological advances	51
51 - ICT advances	117
52 - Information ubiquity	12
53 – Standardization	3
54 – Databases	2
Legal trends	
60 - Changing laws	79
61 - National legal changes	60
62 - International legal changes	28
63 - Legal impact on organisation	4
64 - Change in labour regulations	1
65 - Role of law in society	2
66 - Increasing legal rules	8
67 - Changing police powers	49
68 - Outsourcing police activities	4

Appendix D: Questions WP1 in interview protocol – theme III & IV

THEME 3: ENVIRONMENTAL CONTEXT

Question 3a: *What are the main changes in the environment that have occurred or will occur that will affect this core activity of your police force/unit?*

Question 3b: *What are the main political/economic/social/technological/legal changes in the environment that impact upon this core activity of your police force/unit?*

Question 3c: Please answer the following structured questions per identified environmental change

- This change is very likely to occur (1..7)
- The impact of this change on our core activities is highly predictable (1..7)
- The impact that this change will have on our core activities is (positive/negative/both)
- The impact of this change on our core activities will be very large (1..7)
- This change will occur within (6 months/7-12 months/13-24 months/25+ months)

THEME 4: EXTERNAL PARTIES

Question 4a: Who are the key external parties (individuals, groups, or organisations) of your police force/unit with respect to THIS core activity?

Question 4b: What are the key issues/expectations/concerns of these external parties?

Question 4c: How does your police force manage the expectations of this external party?

Question 4d.1: Do you feel that you have managed to influence this external party in a way that helps you in your activities?

Question 4d.1: How was this done?

Question 4e: How will meeting the expectations of this external party impact upon your police force?

Question 4f: How will not meeting the expectations of this external party impact upon your police force?

Question 4g: Please answer the structured questions per identified external party.

- This external party has formal authority over our activities (1..7)
- This external party has high influence on our activities (1..7)
- This external party has a good understanding of policing (1..7)
- This external party's expectations are highly predictable (1..7)
- It is very difficult for us to meet this external party's expectations (1..7)
- We actively manage this external party's expectations (1..7)
- We perform very well on this external party's expectations (1..7)

Appendix E: WP1 Country reports

Attached to the cross country report are the 10 country reports describing in detail the opportunity and threats in every country. The ten countries and attachments are:

- E1. Belgium
- E2. Czech republic
- E3. France
- E4. Germany
- E5. Italy
- E6. Macedonia
- E7. The Netherlands
- E8. Romania
- E9. Spain
- E10. United Kingdom



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1 Introduction

This document is the first assessment of the external environment of the Belgian police active in two Euregions - namely the Euregion Maas-Rijn or “Drie-landen-kruispunt” and the Euregion “Metropolis Kortrijk-Lille-Tournai”. - based on the interviews performed in the period January 2011 to may 2011.

The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in these two Belgian Euregions.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries.

The external analysis in this document is based on the interview protocol of WP1 which was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

2 Sampling

The **ideal** and **original sampling** included **57 semi-structured interviews** within a complex¹ and for the EU probably very relevant and interesting police setting, namely that of the so-called Euregions. In particular it concerns **2 Belgian Euregions**. On the one hand there is the **Euregion Maas-Rijn** or **“Drie-landen-kruispunt”**, including a region in the north-east of Belgium at the Dutch-German-Luxembourg borderline. On the other hand there is the **Euregion “Metropolis Kortrijk-Lille-Tournai”** situated in the south-west of Belgium at the French borders. Both Euregions are quite different from each other when it comes to their specific institutional (legal), political and socio-economic profile. Although the present OT-report does not describe these differences in a profound, complete and comparative way – only “changes” are the focus of the present COMPOSITE research design and protocol - this will be done in an additional report written during the months of august-september 2011. Given the internal differentiation of Belgian police (see country-fact report), several types of local and federal police forces were to be involved within the ideal sampling of both Euregions. In particular we planned to include **6 local police forces**, being the local police force of **Kortrijk**, **Westkust** and **Moeskroen** in the Euregion of “Metropolis Kortrijk-Lille-Tournai” and **Maasmechelen**, **Eupen** and **Luik** in the Euregion Maas-Rijn. As far as the federal police was concerned, we planned to focus on several **liaison-officers (i.e. DIRCO’s and DIRJU’s)** and **information-cross-road dataservices** of the **federal Belgian police** (i.e. EPIC). Additionally, we included also some **country-level experts** (e.g. directors or staff-members of the Belgian Ministry of Internal Affairs and of the general services of the Federal Belgian police) and some important **local “partner”-stakeholders** (e.g. Euregion-specific services of the federal Belgian police, mayors and members of the bench of aldermen and local public prosecutors working for the Belgian Ministry of Justice). As such, we aimed for a rich and also realistic (representative ?!) data-gathering resulting in a more general, holistic and context-related (i.e. Euregion) framework of Belgian policing. This has of course its consequences for the limited generalization of the present research findings. We can not formulate conclusions on threats and opportunities for the entire Belgian police organization, but only for those police units active in the 2 Euregions involved.

As mentioned in table 1, the ideal sample included 57 semi-structured interviews of which:

¹ i.e. multi-cultural, multi-actor and multi-level

- 17 exclusive outsider interviews (i.e. police personnel), 31 exclusive insider interviewees (i.e. external stakeholders) and 9 mixed outsider-insider interviews (i.e. country level experts);
- 39 Strategic level interviews (i.e. 9 country level experts + 7 federal police force + 6 local police force + 17 external stakeholders) and 18 middle-operational interviews (i.e. 18 local police force);
- 22 exclusive urban interviews (i.e. 16 Local police force + 3 local political stakeholders + 3 local judicial stakeholders), 14 exclusive rural interviews (i.e. 8 local police force +3 local political stakeholders + 3 local judicial stakeholders) and 21 mixed urban and rural interviews (i.e. 7 federal Police Force + 9 country level experts + 3 political federal level + 1 judicial federal stakeholder level + 1 socio-economic level);
- A well-considered distinction between uniformed versus criminal investigation police agents was not made. When it comes to distinguishing specialized police agents these are just 2 types of a more elaborated typology of types of police functions within Belgian policing;

Table 1: ideal distribution of semi-structured interviews

Total amount of interviews: 57			
Country level experts: 9			
Police Force and station level (2 Euregions): 48			
	Police personnel: 31		
		Federal Police Force active in Euregions: 7	
		Local Police Force: 24	
			Urban Police Zone: 16
			Rural Police Zone: 8
	External stakeholders: 17		
		Political stakeholders federal level: 3	
		Political stakeholders local level: 6	
		Judicial stakeholder federal level: 1	
		Judicial stakeholder local level: 6	
		Economic-social stakeholder: 1	

Transformed into a table that is more comparable to that of the other COMPOSITE research partners, this ideal sample includes the following characteristics:

Table 2: ideal distribution of semi-structured interviews comparable to the other COMPOSITE research partners

Total amount of interviews: 57		
Outsider interviews: 26		
Police interviews: 31		
	Level:	
	Strategic level	13
	Middle-operational level	18
	Urban/rural	
	Urban	16
	Rural	6
	Mixed	7 (+ some country level experts)
	Uniform/criminal investigation	
	Uniformed	(not specified in advance)
	Criminal investigation	(not specified in advance)
	Federal/local	
	Federal	7
	Local	24

When organizing and realizing the planned sampling some changes and adaptations took place. They were mainly due to practical considerations (e.g. agenda-setting, willingness to cooperate) and additional insights into the organization of Belgian policing (e.g. identification of relevant functions). As such the real or eventual sampling concludes **37 semi-interviews**. These interviews include according to table 3:

- 11 exclusive outsider interviewees (i.e. external stakeholders) and 26 exclusive insider interviewees (i.e. police personnel);
- Of the 26 police interviewees, about 21 strategic level police agents and 5 middle-operational level police agents;
- Of the 26 police interviewees, about 12 urban police agents and 14 rural agents
- Of the 26 police interviewees, about 16 strictly uniformed police agents, 2 strictly criminal investigation agents and 7 mixed uniformed-criminal investigation police agents;
- Of the 26 police interviewees, about 7 federal agents and 19 local agents;

Table 3: realized distribution of semi-structured interviews

Total amount of interviews: 37		
Outsider interviews: 11		
Police interviews: 26		
	Level:	

	Strategic level	12
	Senior	2
	Middle	2
	Supervisory	7
	Operational	3
	Urban/rural	
	Urban	12
	Rural	14
	Uniform/criminal investigation	
	Uniformed	16
	Criminal investigation	2
	Mixed	7
	Federal/local	
	Federal	7
	Local	19

In comparison to the ideal sampling, the realized sampling includes less interviews with “outsiders”, a more equilibrated hierarchical representation, a more equilibrated urban-rural distribution, clearly more uniformed than criminal investigation police agents and a bit fewer local police agents than originally planned. In the future research activities of the COMPOSITE research project, we will investigate whether and how a correction of the sample is preferably and necessary.

3 Environment context of the police forces active in the Euregions “Maas-Rijn” and “Eurometropool Kortrijk-Lille-Tournai” (Belgium)

This section gives a classical PESTL analysis of the police forces active in the 2 Belgian Euregions. An answer is given to the question: *“What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police forces active in the 2 Euregions?”* We would like to emphasize that the semi-structured interviews gave us much more information on the specific characteristics of the political, economic, social, technological and legal profiles of the 2 Euregions involved. This is however not included in the description below, as this information does not concern “changes” but rather “stable profiles”. This information is however very important to understand the entire context within which change initiatives of Belgian police units active in the 2 Euregions take place. Therefore, this information will be included in an additional report (august-september 2011).

The current report describes the main developments, and identifies where relevant the major differences between the Euregion “Metropolis Kortrijk-Lille-Tournai” and the Euregion “Euregion Maas-Rijn”. For the political, technological and legal changes the answers of the interviewees in the two Euregions were not clearly dissimilar. For the social and economic changes differences they were.

The current analysis - solely based on semi-structured interviews that still have to be completed and controlled by means of additional interviews and secondary data - provides us with a total of 117 threats and opportunities. For every threat and opportunity the precise nature (threat/opportunity), likelihood, predictability, size of the impact is documented in annex. In the following section the main conclusions are formulated.

3.1 Main changes in the environment

3.1.1 Political changes

First we will provide an overview of the key **political changes** that were mentioned by the 37 interviewees in the semi-structured interviews. We can cluster them in 7 different categories: international political trends, national/regional government changes, provincial government changes, local government changes, budgetary constraints, scale enlargement trends and increased cooperation. There differences between the Euregion “Metropolis Kortrijk-Lille-Tournai” and the Euregion “Euregion Maas-Rijn” were limited.

Table 4: Political changes in the two Euregions

Political changes	Key topics
International political trends	<ul style="list-style-type: none"> Political/societal "climate change" towards right-wing political thinking in a lot of European countries. This changes the image and desired roles of policing
National/regional government changes	<ul style="list-style-type: none"> Political changes (coalitions) in the federal government Changes in the responsibilities/authority of the national and regional governments;
Provincial government changes	<ul style="list-style-type: none"> New governor
Local government changes	<ul style="list-style-type: none"> Decreasing political homogeneity in certain municipalities (Limburg) More mayors managing jointly one local police force
Budgetary constraints	<ul style="list-style-type: none"> Limitations of financial budgets (exception: increase in personnel in one department) The rationalization within Belgian policing
Scale enlargement trends	<ul style="list-style-type: none"> Institutional change of policing: debate on scale enlargement Mergers of police areas (e.g. Maasmechelen and Lanaken) Restructuring of the Dutch police
Increased cooperation	<ul style="list-style-type: none"> Increase in police cooperation between Belgian police forces Increase in international cooperation Increase in institutional networking between public organizations

- **International political trends:** the evolution towards a more right-wing political view, presumably influencing the desired role of policing, was mentioned as a threat. The impact was considered strong, predictable and visible at this very moment.

- **National/regional government changes:** changes in the dominant political coalitions of the government and the transfer of certain legislative responsibilities towards the German region were considered both a threat and an opportunity. These changes are foreseen to happen within 6 months up to 2 years, the likeliness is high and the impact is rather predictable but not necessarily strong.
- **Provincial government changes:** the replacement of a governor (Limburg) took recently place. The impact is expected to be very strong, because the former governor paid a lot of attention to the safety and security aspects of the entire province (i.e. Limburg). The legal authority of a governor is rather limited (e.g. priorities on the emergency planning within the province), but he does have an impact by means of his/her personality and his informal coordination role throughout the province (...including several local and federal police forces).
- **Local government changes:** A changing majority/coalition (Limburg) and a merger between 2 local police zones resulting in multiple mayors managing together one local police force (i.e. “zonale veiligheidsraad”). The impact is considered to be high since the mayor is the local political authority who jointly with the chief of the local police force sets forward the safety and security priorities of the municipality (i.e. “zonal veiligheidsplan”). It is also the mayor who is responsible for safeguarding the public order in his or her municipality. These changes were perceived as very likely to happen, predictable and with an impact that ranges from not very strong to very strong. The identified timeframes ranged from 6 months, for the merger of 2 local police zones, to more than 25 months. Finally these changes were considered as both threats and opportunities;
- **Budgetary constraints:** the interviewees are regularly confronted with budgetary limitations with one exception where it was mentioned that the department received supplementary personnel. The general economic situation, resulting in reduced financing, also leads to rationalizations. The budgetary constraints are considered to be very likely, rather strong, rather predictable and a threat.
- **Scale enlargement trend:** it is considered both as an opportunity and a threat. The timeframe varies from 6 months to a year, and some interviewees consider a future scale-enlargement very likely, very predictable and with a strong impact. Others however doubt this scale enlargement hype, mostly because of its delicate public – complex and so presumably long-term - debate. The mergers of the police zones Lanaken and Maasmechelen is an example of this evolution, but for some this has been the last for now.
- **Increased cooperation:** a current development seen as a threat and opportunity with a rather strong impact on the activities of all Belgian police forces. In particular it concerns both an international cooperation and a cooperation between Belgian police forces. The increased cooperation was mentioned as a side-effect of an increasing institutional networking between public organizations.

3.1.2 Economic changes

First we will provide an overview of the key economic changes that were mentioned by the 37 interviewees in the semi-structured interviews. As far as the first reactions on the economic threats and opportunities are concerned, it is too early to formulate final conclusions.

It is interesting though to mention that both Euregions are coping with a **deterioration of the economic climate**. Reorganizations, low investment levels and high unemployment rates are a primary concern of nearly all the interviewees. The situation of the Euregion “Metropolis Kortrijk-Lille-Tournai” is however considered to be worse because of its more general economic decline (i.e. textile industry) and lack of (other) important economic activities. Also the economic “recovery” is not that apparent than in the Euregion “Maas-Rijn”. As such the Euregion “Maas-Rijn” is mentioned to successfully undertake efforts to economically re-develop the previously “mining” province into a touristic, leisure-oriented and SME-region (e.g. shopping centers, biking routes, cultural events, ...). This evolution is clearly not taking place in the Euregion “Metropolis Kortrijk-Lille-Tournai”. There “despite previous subsidies and government support, no new industrial activities have developed that give jobs to local citizens”. Finally some interviewees highlight also the contrast between the richer city of Kortrijk and the poorer areas around it. This contrast is not that explicitly present in the Euregion Maas-Rijn. But, further research efforts should clear out this first-hand impressions in a more detailed and well-documented way.

Table 5: Economic changes in the two Euregions

Economic changes	(Euregion)
Deterioration of the economic climate	
<ul style="list-style-type: none"> • Low levels of investment • High levels of unemployment • Decline of economic activities 	
<ul style="list-style-type: none"> • Rather successful economic re-development • Unsuccessful economic re-development (no jobs for local citizens) 	Maas-Rijn Kortrijk-Lille-Tournai
Economic regional development	
<ul style="list-style-type: none"> • Opening of the borders • Rich economical region • Evolution towards a tourist region with the touristic recognition • Evolution of an industrial environment to a more SME-environment • Development of shopping facilities • Low decrease of the currently high unemployment 	Maas-Rijn
Contrast between city and poorer areas	
<ul style="list-style-type: none"> • Contrast between rich city and poorer areas 	Kortrijk-Lille-Tournai

- **Deterioration of the economic climate:** multiple variables and phenomena were identified that reflect this deterioration such as low levels of investment, investments that do not provide employment to local citizens, high unemployment rates, the decline of certain economic activities (e.g. the textile industry, the mining industry), and the negative impact of the worldwide economic crises. These changes were considered to take place now, within 6 months, in 7 to 12 months or over 2 years by the interviewees. As such the time-frame is rather variable. Some interviewees perceive that they currently already feel the deterioration of the economic climate, others expect that it is yet to come. The interviewees also differ in their perception of

the likelihood that it will take place, the predictability of the impact and the strength of the impact. The answers therefore range from not high to very high.

- **Economic regional development** was frequently mentioned in the “Euregion Maas-Rijn” as an opportunity for the region and a threat for the police, since increased activity was perceived to increase the police work. The opening of the borders, development of shopping activities, evolution towards a touristic region and to a SME-environment is mentioned to influence prosperity of the region. The interviewees collectively indicated a short timeframe (between now and 6 months), specified a high likeliness and a high predictability. With regards to the impact, the answers ranged from very high to not really high.

3.1.3 Social changes

First we will provide an overview of the key social changes that were mentioned by the 37 interviewees in the semi-structured interviews. We can cluster them in 5 categories: changing expectations, demographic diversity, increasing crime, infrastructural development and an ageing society. The first four topics were mentioned in both Euregions, but the last topic was only mentioned in the Euregion “Metropolis Kortrijk-Lille-Tournai”. All these social phenomena are however presently based on a first – limited - set of semi-structured interviews and need to be further specified on the basis of additional detailed data-gathering.

Table 6 Social changes in the two Euregions

Social changes	Euregion
Changing expectations of civilians	
<ul style="list-style-type: none"> • High demands toward police forces combined with a low respect and understanding (e.g. police authority) • Higher, individualized expectations combined with a lower respect for the police • Criticism by citizens without taking up their own social responsibilities • Increasing justification of acts and behavior required by the citizens 	
Demographic diversity	
<ul style="list-style-type: none"> • Opening of the borders resulting in additional ethnic groups and East EU citizens • Increase of permanent and mobile ethnic minorities (e.g. roma citizens, refugees, migrants, tourists...), • Increase of multiculturalism • Increase of international criminal gangs; • Increase of the general mobility of citizens; • Increase of inhabitants • Increase intergenerational conflicts (e.g. youngsters hanging in the street) • Decrease of higher-educated citizens in the Euregion with exception of certain cities 	
Increasing crime behaviour	

<ul style="list-style-type: none"> • Large scale international crime • Increase of violence in society (... and against police) • Increase in the criminal behavior of minors • Increasing "intensity" or degree of aggressiveness of criminal activities (especially in the Euergio Kortrijk-Lille-Tournai) 	
Infrastructural development	
<ul style="list-style-type: none"> • Construction apartment buildings • Expansion Nieuwpoort (local harbor), coastal tram service and Plopsaland (attraction park children) • Eupen football club plays in 1st division • Further development as a knowledge area (4 universities in the region) 	
Aging society	
<ul style="list-style-type: none"> • Aging society and population (65+) • Increasing frictions/problems between generations and especially with youngsters. 	Kortrijk-Lille-Tournai

- **Changing expectations of civilians:** these changing expectations were mentioned in both Euregions. On the one hand citizens want a complete and tailor-made service from the police, but at the same time they have no respect and understanding of police authority that needs to be used to meet certain of their expectations. Additionally it is acceptable and even encouraged to openly criticize public organizations and asking for an individual tailor-made service (instead of a collective one) 24 hours a day without taking up their own social responsibility as a citizen. An increase of information and technology tools (ICT) was mentioned to support this changing expectation development: interventions are filmed and posted on the internet, giving civilians the possibility to formulate complaints based on this material. Most of the interviewees mentioned that these changes were already taking place, whereas one person foresaw that this evolution would become apparent within 13 to 24 months. Finally these changes are very likely to happen, very predictable and will have a very high impact on the police activities.
- **Demographic diversity:** the opening of the borders, the increasing number of ethnic groups and (illegal) immigrants has an impact in both Euregions. Opening of the borders was identified both as an economic change and a social change, thus influencing the police work in multiple ways. The increasing mobility of citizens, within the region or to other regions is also an identified social change. These changes were mainly considered to be very likely, with a rather predictable and strong impact. The timeframe ranges from now to over more than 25 months.
- **Increase crime behavior:** identified as a threat by the interviewees in both Euregions. They noted an increase in large scale international crime, crime by minors and against police as well as an increase in intensity of the crimes. In the Euregion "Metropolis Kortrijk-Lille-Tournai", this evolution was considered very likely, with a very high and predictable impact. It is expected to happen between now and up to one year. In the Euregion "Euregion Maas-Rijn", the increase in criminality was already happening now and considered less likely, less predictable and with a smaller impact.
- **Infrastructural development** was mentioned as a social threat and opportunity by the interviewees of both Euregions. Examples are the construction apartment buildings, expansion of the harbor, the coastal tram service, an attraction park for children or the promotion of the football club into a higher division. These changes are identified as very likely and mainly with a

highly predictable impact. The expected impact ranges from not strong to very strong, and already felt or is expected in over a year.

- **Aging society** : only highlighted in the Euregion “Metropolis Kortrijk-Lille-Tournai”. In addition to the general evolution of the ageing population, they identified also the increasing frictions between youngsters and elderly people. The issues with youngsters (starting at the age of 11/12) were attributed to the poor socio-economic conditions in the region, and to the difficulties the youngsters experience in our society due to the increased amount of stress. This is mentioned to lead to increased criminal behavior, no acceptance of authority and deliberate negation of formal authority. It was mainly perceived as a very likely evolution, with very predictable and rather high impact on the police activities. This development was already felt at the moment, and one interviewee mentioned a timeline longer than 2 years.

3.1.4 Technological changes

First we will provide an overview of the key technological changes that were mentioned by the 37 interviewees in the semi-structured interviews. Based on the 37 interviews, we can identify three categories of external technology changes. First, the technological evolution ensures an **increase in information availability**. Cell phones, information exchange platforms, the internet usage and the speed of availability of information, provide both the police and the criminals with more means for cooperation. Second, the increase in **availability of ICT tools supporting operations** was mentioned. Thanks to new developments an optimization of workflows is possible, cameras and mobile devices can be used to support police work and police databases can be centralized. Finally, **internet fraud** was mentioned. Further research can specify the specific nature of this first-hand inventory.

Table 7: Technologic changes in the two Euregions

Technologic changes	Key topics
Increased information availability	<ul style="list-style-type: none"> • Increasing digitalization of society and public organizations • More technology driven information exchange platforms • The increased use of digitalized information exchange and communication between all safety/security partners, including police forces in neighboring countries. • increase in the speed and availability of information for example on the internet and cell phones • Increased use of internet and cell phones in planning and executing crimes
Availability of ICT tools supporting operations	<ul style="list-style-type: none"> • ICT usage for the optimization of work flows • Increase of technology such as internet, radio, usage of cameras and mobile devices • Centralization of the police databases • New IT programs
Internet fraud	<ul style="list-style-type: none"> • Internet fraud

- **Increased information availability**: it was both identified as a threat and an opportunity, since it provided both police and criminals with more possibilities to act. The interviewees indicated

both short term, medium term and long term as timeframe for the change, some already experienced this evolution now, others expect this evolution within 7 to 12 months and a third group indicated that this evolution would continue afterwards (+25 months). An interesting remark was that the use of digitalized information exchange and communication between all safety/security partners, including police forces in neighboring countries, is currently "underdeveloped" and not well thought of, but will be necessary and inevitably. The change was collectively identified as being very likely to take place, with a very predictable and very strong impact.

- **Increase in availability of ICT tools supporting operations:** the developments were already experienced at the moment or expected to happen within 6 months. The perceived likelihood was very high and the impact was estimated to be high to very high.
- **Increased internet fraud:** this is considered to be an external technological threat. The perceived likelihood and impact was very high, and the interviewee slightly agreed with the statement that the impact of the will be very predictable.

3.1.5 Legal changes

First we will provide an overview of the key legal changes that were mentioned by the 37 interviewees in the semi-structured interviews. We can cluster them in changes in international legislation and changes in national legislation. There were distinct differences between the situation of the Euregion "Metropolis Kortrijk-Lille-Tournai" and the Euregion "Euregion Maas-Rijn". In the Euregion Maas-Rijn, considerably more institutional or legal arrangements and facilities are present to coordinate cross-border police activities (e.g. Benelux pact, Verdrag van Prumes, ..). This is clearly lacking in the Euregion "Metropool Kortrijk-Lilles-Tournai" where only the treaty of Schengen deals with cross-border policing.

When it comes to expected "changes" however, both Euregions are quite similar. These expected changes in legislation were both identified as a threat and as an opportunity: increased legal treaties and procedures will increase the workload and make it more complex, which is considered negative, but will also increase the power and effectiveness of the police in cross-border crime-fighting which is considered to be positive. As for the other threats and opportunities, the legal changes identified in the interviews are far from exhaustive and should be completed with additional information to enable control and completeness.

Table 8: Legal changes in the two Euregions

Legal changes	Key topics
Changes in international legislation	
International cooperation	<ul style="list-style-type: none"> • The increasing need for additional legislation and protocols to manage cross-border police activities. • Profound changes in the international legislation concerning safety and security • Profound changes within the EU-legislation on policing (e.g; treaties)

	<ul style="list-style-type: none"> • More possibilities for execution of the responsibilities defined in the law • Considerable differences between procedures concerning operational police activities (e.g. arrestation, use of weapons, ...)
Legislation in other countries	<ul style="list-style-type: none"> • Increasing complexity of the EU legislation
Changes in national legislation	
Increasing complexity	<ul style="list-style-type: none"> • Increasing complexity of special legislation • Changes in national criminal legislation (e.g. the case Salduz)
Increasing responsibilities	<ul style="list-style-type: none"> • More responsibilities • Increase of local responsibilities
Increasing execution authority	<ul style="list-style-type: none"> • More possibilities for execution of the responsibilities defined in the law

- It is interesting to conclude that **international legislation with regards to cooperation** currently experienced, is indicated to have a strong impact (changes in legislation), whereas the changes foreseen in the far future (25+ months) are considered not to have a strong impact on the core activities (increase in execution capabilities of the legislation). Specific attention is paid to considerable differences between procedures concerning operational police activities (e.g. arrestation, use of weapons, ...). These differences make cross-border police actions rather complicated;
- Also the increased **complexity of legislation in other countries** is currently experienced, and the impact is considered rather high.
- Changes in **national legislation** are related to increased complexity, increased responsibilities and increased execution possibilities. These topics could also be identified with regard to the international legislation, but they are less prominently mentioned there. With regard to **complexity**, the use or adaptation of Anglo-saxon crime procedures in a legislation that is however clearly non-Anglo-saxon implies additional problems to handle (e.g.; one topic is the case Salduz, specifying that a suspect gets access to a lawyer from before the first interrogation by the police).
- With regards to the **increased responsibilities**, interviewees indicate that this is currently happening and will take place in the future (13-25 months), which possibly points toward a trend. The change is considered highly probable and the impact is rather high and very predictable. Finally, the **increase in execution possibilities** of the responsibilities defined in the law, is considered rather likely, with a rather high impact and predictability.

3.2 Environmental differences

This section describes the environmental differences between various subgroups. The following subgroups are distinguished:

1. Different police forces (if applicable):
2. Externals & internals
3. Levels in police forces
4. Investigative squad and uniform police
5. Urban & rural policing

The current analysis is entirely based on 37 semi-structured interviews taken place in different types of police forces and in different types of functions. The heterogeneous character of this sample is very interesting to get a first general glance of interesting opportunities and threats, but can not be used to identify clear inter-organizational or inter-functional differences. Therefore we need a sufficient amount of interviews per type of organization or function. Also we need a more systematic control of the collected data. Therefore we want to be very cautious with the conclusions below.

In every category we first repeat the realized distribution of semi-structured interviews, and discuss next the differences, if there are any for every category within the political, economic, social, technologic and legal changes

3.2.1 Differences between police forces

The so-called Octopus-agreement of May 23, 1998 has resulted in a law to create an integrated police force (WGP, 1999). The integrated police force is structured on two levels and is composed of two relatively autonomous units: the Federal Police and the Local Police, which are connected to perform an integrated police function. The Local Police, which provides the basic police functions, is subdivided into 196 geographic police zones. The Federal Police conducts specialized law enforcement and investigation missions that cover more than one police zone. While the Federal Police operates on the whole Belgian territory, a great deal of work is conducted within the 27 decentralized judicial districts. We interviewed 19 members of the local police and 7 members of the federal police.

Overall, most evolutions were mentioned by both the local and the federal police. It is interesting though to mention that two environmental changes were only mentioned by the local police in the Euregions, namely “local government changes” (political) and “increasing crime” (social). Without further information we cannot conclude that only the local police is considering both changes in a more explicit way, but it seems reasonable that they are more concerned with these issues than the federal police. These changes are more relevant for the local police, since the mayor(s) for instance is the political authority regarding the execution of local police activities and general crime tendencies within society are probably more directly perceived by local police agents, covering with their police activities the entire local society.

3.2.2 Differences between externals & internals

The semi-structured interviews contained 11 externals and 26 internals (see sampling). Although both internal and external interviewees identified changes in all five categories, at first sight the answers reveal a different focus of internal police and external stakeholders or experts. Although it would be premature to formulate conclusions before further controls, it is interesting to see that police functions highlighted several topics that were less directly identified by the external partners or experts. For instance the national government changes, the increasing complexity of national legislation and the increasing national responsibilities are topics we would expect also to be emphasized by external parties but that was not so much the case. Perhaps for them (e.g, public prosecutor, mayor) this was too obvious to mention or did not really refer to a particular “change” but rather to a “permanent state”..

3.2.3 Differences between levels

The 26 semi-structured police interviews are held on different levels, as mentioned in the sampling strategy. Five different levels can be identified. Since not all levels contain a representative amount of interviewees, we chose to reduce this amount at this stage of the analysis to two levels: **top** (including strategic level and senior) and **operational** (including middle, supervisory and operational). For the top level 14 interviews were conducted, and for the operational level 12. Although most of the topics were mentioned by the different categories, a possible distinction is visible for increasing crime, increased information availability and increasing national responsibilities. These topics were highlighted only by top police functions, perhaps because of their more overall management and control position.

3.2.4 Uniform vs. investigative police

As mentioned in the sampling strategy, a well-considered distinction between uniformed versus criminal investigation police agents was not made. When it comes to distinguishing specialized police agents these are just 2 types of a more elaborated typology of types of police functions within Belgian policing. 12 interviews were held with uniformed police, 2 with investigative police and 7 with police covering both responsibilities. No clear distinctions were however noticed.

3.2.5 Urban vs. rural police

The sample consisted of 12 urban interviewees, including police forces active in Maasmechelen, Eupen, Westkust and 14 rural interviewees, including police forces active in Luik, Moeskroen en Kortrijk. There are no distinct differences except on certain topics, but this should be further investigated first. As such the scale enlargement trend is for instance identified mostly by police forces active in rural regions. This is not surprising because of the small scale these police forces are presently working in. Or, the increase of crime was rather mentioned as a threat by the urban police forces than by the rural police forces. Presumably – and perhaps also logically - this trend is more visible in urban regions than in rural areas. But as mentioned before, this kind of comparative conclusions demand for additional and more elaborated research activities.

4 External parties

This section gives a classical stakeholder analysis of the Belgian police forces active in the Euregions “Maas-Rijn” and “Eurometropool Kortrijk-Lille-Tournai” (Belgium). In the 37 semi-structured interviews we collected considerably more information than mentioned in the COMPOSITE protocol, but this additional information will be the subject of an additional report written in august-september 2011. As such we will hope to meet the additional requirements of the participating Belgian police forces on their network-related profile.

4.1 Main external “partner”-parties

This first section includes the main external parties that are considered to be important “safety and security” partners of the Belgian police forces active in both Euregions. In particular we highlight :

- The key issues/expectations/concerns of the main (i.e. top 5) external parties?
- How the police forces involved manages the expectations of the main (i.e. top 5) external parties?
- How will meeting /not meeting the expectations of the main (i.e. top 5) external parties impact your police force?

First of all, we will summarize briefly the **main external parties** that have been mentioned by the 37 interviewees in the semi-structured interviews on the basis of a simple frequency count, see Table9 below.²

Table 9: Description of external parties and frequency count

External party	Description	Count
Parquet/public prosecutor	Formal authority on criminal investigation files; includes public prosecutors and investigating judges	33
Federal Police	Centralized (e.g., international police cooperation, special units) specialized and decentralized (e.g., coordination and support) directorates	28
Mayor/Police Council	Formal authority of Local Police; Mayor and bench of eldersmen for single municipality police zones or mayors from multiple municipality police zones	24
Foreign police forces	Neighboring police units from the Netherlands, Germany, and France	16
Other	Other external parties; e.g., private security firms, civil associations, public transportation partners	13
Local Police	Neighboring Local Police zones	10
Governor	Political head of provinces (10 in total); no formal authority, but important as “mediator”	8
District Information Crossroads	Management and analysis of administrative and judicial police information; Jointly managed by coordinating director (i.e., administrative police information) and judicial director (i.e., judicial police information)	8
Social services	Social service partners; e.g., OCMW	6
Emergency and support services	Ambulance, fire department	6
Federal government	Minister of Internal Affairs and the Minister of Justice; formal authority	4

	of the Belgian Integrated Police	
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Next, we will summarize the **key concerns** of the main external parties and the way in which they manage their general relationships, see Table 10 and 11 below.

Table 10: Key concerns of main external parties

External party	Key concerns
Mayor/Police council	<ul style="list-style-type: none"> • Main focus on community policing model • Efficiency of the Local Police force (e.g., a Local Police force that does not cost too much) • Electoral effectiveness or subjective perception of safety and security (e.g., mediatized crimes, problems of public nuisance and disorder) • Fast information channels when it concerns "visible" or "electoral important information" (e.g. criminal activities that are treated by the media) • Respect for/synergy with priorities on safety and security • Policy priorities stipulated in the zonal and local (for multi-municipal police zones) safety plans
Parquet/public prosecutor	<ul style="list-style-type: none"> • Follow procedures and legislation (e.g., operate within the legal framework, high quality interrogations, good crime scene investigations) • Execute orders timely • Policy priorities stipulated in the zonal and national safety plans • Main focus on crime fighting policing model (i.e., catching criminals), and less focus on community policing (this depends upon the prosecutor) • Provide speedy and high quality police reports • Support/facilitate prosecution activities (e.g., provide advice on investigation issues,
Federal Police	<ul style="list-style-type: none"> • Clear formulation of the needed support by Local Police forces of Federal Police forces • Clear argumentation and no unnecessary mobilization of Federal Police forces • Quick and accurate response to Federal Police needs (e.g., provide operational and non-operational support for actions that transcend single police zones) • Policy priorities stipulated in the national safety plans • Information exchange (e.g., giving correct information on the local population and scenery in order that they can get a grip on the activities of their federal criminal investigation squads/judicial police)
Foreign police	<ul style="list-style-type: none"> • Taking up Belgian policing responsibilities (e.g., doing our own job properly) • Collaboration and coordination² (e.g., joint priority-setting in safety and security policy along the borders, be a "good" neighboring colleague) • Information exchange to foresee and overcome border-exceeding side effects (e.g., exchange information on safety or crime policy, on criminal activity, on specific criminal files or incidents)
Governor	<ul style="list-style-type: none"> • Positive (safe) image of the entire province • Participation in initiatives /policy priorities concerning safety and security in the entire province • Cooperation and collaboration (e.g., a smooth functioning of all police forces within the province) • Advice and support (e.g., identifying and realizing the Governor's priorities, provide expertise concerning cross border topics)

² The demands of the French police are rather unilateral, because the French police does not tolerate and permit Belgian police actions on their French territory. The demands of the Dutch and German police are rather bilateral. Due to the extra legal and institutional arrangements beside the general Schengen agreement in the EU (e.g., the Benelux Treaty, the treaty of Prüm), more joint actions are undertaken trespassing the national borderlines.

Federal government	<ul style="list-style-type: none"> • Paying attention to Euregion-related safety and security problems and policy priorities • Guaranteeing enough capacity for border-related crime-fighting
District Information Crossroad	<ul style="list-style-type: none"> • Information exchange (e.g., quality, speed, and completeness of information, proactive information exchange)
Local Police units	<ul style="list-style-type: none"> • Provide support (e.g., operational and non-operation support to Federal Police and other police zones) • Information exchange (e.g., provide reliable information, fast information exchange)

Table 11: Main external parties and the managing methods

External party	Managing methods
Mayor/Police council	<ul style="list-style-type: none"> • Informal contacts (e.g., personal contacts between the mayor and the chief of the Local Police) • Rules and procedures (e.g., formal authority of the mayor, municipal and zonal security plans) • Coordination platforms (e.g., local safety council)
Parquet	<ul style="list-style-type: none"> • Informal contacts (e.g., personal contacts between the public prosecutor and all levels of police units, especially the local and federal criminal investigation squads/judicial police). • Liaison-roles (e.g., DIRJU's) • Coordination platforms (e.g., specialized platforms per type of crime, local security council, specialized platforms per crime file)
Federal Police	<ul style="list-style-type: none"> • Informal contacts (e.g., personal contacts between the police chief and the DIRCO) • Liaison officer (e.g., DIRCO's and DIRJU's) • Coordination platforms (e.g., regional safety council) • Task forces (e.g., in function of certain major federal matters such as mobility, manifestations, events, et cetera)
Foreign police	<ul style="list-style-type: none"> • Rules and procedures (e.g., Schengen treaty, Benelux treaty, Prüm treaty) • Informal contacts (e.g., personal contact between police officers from different countries) • Direct supervision or the respective political and administrative representatives of police organizations in Belgium, The Netherlands, France and Germany (e.g. ministers of internal affairs and justice, officers of justice,, prefects, ...). They have their own policy coordination platforms like e.g. NBDAgpol, BES in the Euregion Maas-Rijn. • Platform (e.g., the information cross-road database CEPIC in the Euregion Maas-Rijn) • Task forces (e.g., cross-border tracking of criminals, joint patrols, joint public prevention and information events)
Governor	<ul style="list-style-type: none"> • Informal contacts (e.g., personal contacts between the governor and all chiefs of the Local Police zones within the province , as well as with the federal DIRCO's and DIRJU's active in the province) • Liaison-officer (e.g., a special federal liaison officer installed at the province by the governor) • Platform (e.g., monthly joint meetings with the public prosecutors, the chiefs of the Local Police zones, the federal DIRCO's and DIRJU's and other important stakeholders on the level of the province)
Federal government	<ul style="list-style-type: none"> • Rules and procedures (e.g., legislation, treaties and national and local safety plans); • Direct supervision (e.g., on federal criminal investigation squads/judicial police) • Liaison roles (e.g., DIRCO's and DIRJUs)
District Information Crossroad	<ul style="list-style-type: none"> • Formal rules and procedures (this is stipulated by law)

Local Police	<ul style="list-style-type: none"> • Informal contacts (e.g., personal contact between police chiefs) • Consultation platforms (e.g., district meetings, crime file related consultation) • Task forces (e.g., ASTRID IT system, innovation) • Liaison manager (e.g., DIRCO and DIRJU)
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Next, we will delineate the **coordination mechanisms** with which the respective police forces try to manage their expectations. These mechanisms or methods refer primarily to specific coordination techniques within the discipline of organization theory. More specifically it concerns the use of **informal contact** (mutual adjustment), **direct supervision**, **rules and procedures**, **liaison roles**, **coordination/information platforms** and **task forces**. It is interesting to mention that the interviewees refer frequently to the combined use of informal contacts, liaison roles and coordination/information platforms. According to organizational theory these coordination techniques fit with a complex organizational setting in which the need for communication is high.

In Table 12 below, we have calculated the relative frequency of the coordination mechanisms per external party. As can be observed, there are no rules and regulations with respect to the coordination of activities with the Governor. This is because the Governor holds no formal authority over the Belgian Police. Furthermore, the lack of rules and regulations with social services exemplifies the lack of integration of the working of social services and police.

Table 12: Relative frequency of coordination mechanisms used per external party

External party	Rules & regulation	Informal contact	Liaison manager	Task forces	Platform	Other/ad-hoc
District Information Crossroads	63%	38%	25%	25%	38%	50%
Emergency and support services	50%	33%	0%	33%	17%	50%
Federal government	50%	50%	50%	0%	25%	0%
Federal Police	46%	54%	43%	29%	43%	4%
Foreign police	19%	81%	19%	25%	50%	0%
Governor	0%	63%	38%	25%	100%	0%
Local Police	60%	70%	20%	40%	70%	10%
Mayor/Police Council	75%	54%	17%	13%	58%	8%
Other	31%	54%	8%	8%	46%	23%
Parquet	55%	48%	12%	12%	76%	9%
Social services	0%	83%	0%	17%	33%	17%

With respect to the consequences of positive and negative performance, we can make a distinction between three different types of stakeholders. First and foremost are the stakeholders that hold **formal authority** over the police forces, which include the Federal government, the Mayor/Police Council, and the Parquet. Second, stakeholders that have a **strong influence** on the police are the District Information Crossroads, the Federal Police, the Local Police, the Foreign Police, and the

Governor. Finally, stakeholders that have **no formal authority** and **little influence** on the police are the emergency and support services, and social services, see Table 4.5.³

Table 13: Formal authority and influence of external parties on/over police

External party	Formal authority	Influence
District information crossroad	Low (1.7)	High (4.7)
Emergency and support services	Low (2.8)	Low (3.2)
Federal government	High (6.3)	High (5.3)
Federal Police	Low (2.7)	High (4.4)
Foreign police	Low (1.9)	High (4.0)
Governor	Low (3.1)	High (5.3)
Local Police	Low (2.0)	High (5.2)
Mayor/Police Council	High (6.1)	High (5.8)
Other	Low (1.3)	High (4.3)
Parquet	High (6.1)	High (5.5)
Social services	Low (1.2)	Low (2.8)

The stakeholders that hold formal authority over the police have the possibility to use **legal means** to make sure that the police comply with their expectations. The stakeholders that hold a strong influence over the police, but no strong formal authority can use **political means** to ensure that their expectations are met (e.g., the governor can exert his political power to influence political decision making to get his expectations met). Finally, stakeholders without formal authority and influence have no real legal and or political means other than filing complaints with the relevant authorities.

In Table 14 below, we indicate the results for the remainder of the structured questions regarding the external parties or stakeholders. In this table, **understanding** refers to the extent to which the external party understands policing (i.e., understanding-of-policing), **predictable** measures the extent to which the expectations of this stakeholder are predictable (i.e., predictable-expectations), **satisfy** measures how difficult it is to meet the expectations of the stakeholder (easy-of-satisfaction), **manage** measures the extent to which the police actively manages the expectations of the stakeholder (i.e., expectation-management), while **perform** measures how well the police unit performs in meeting the stakeholder expectations (i.e., expectation-performance).

Table 14: Average scores per stakeholder on select items

External party	Understanding	Predictable	Satisfy*	Manage	Perform**
District Information Crossroad	High (5.6)	High (5.3)	High (3.3)	High (5.1)	High (5.0)
Emergency and support services	Low (3.3)	High (4.2)	High (2.8)	High (4.0)	High (5.0)
Federal government	High (5.0)	High (5.0)	High (3.3)	High (5.0)	High (6.0)

³ Obviously, we have to remind ourselves of the fact that this is an aggregation over different police units and different levels of analysis, and can therefore only be considered as an approximation, and nothing more.

Federal Police	High (5.4)	High (4.7)	High (3.0)	High (5.2)	High (5.5)
Foreign police	High (5.7)	High (5.0)	High (3.3)	High (5.3)	High (5.8)
Governor	High (5.1)	High (5.4)	High (3.0)	High (5.4)	High (6.0)
Local Police	High (5.6)	High (4.5)	High (3.1)	High (5.2)	High (5.9)
Mayor/Police Council	High (5.5)	High (5.4)	Low (3.6)	High (6.1)	High (5.6)
Other	Low (3.2)	High (5.4)	Low (3.6)	High (5.3)	High (5.0)
Parquet	High (5.3)	High (5.5)	Low (3.8)	High (5.5)	High (5.8)
Social services	Low (2.0)	Low (3.2)	Low (5.0)	High (3.6)	High (5.0)

Legend: *Understanding* = the degree to which stakeholders understands policing; *Predictable* = the extent to which stakeholder expectations are predictable; *Satisfy* = degree to which it is easy to satisfy this stakeholder's expectations; *Manage* = the degree to which police manages this stakeholder's expectations actively; *Perform* = the performance of the police unit on this stakeholder's expectations; * This is an inverted scale; ** Due to the split up of WP1 and WP2, we have significantly less observations for performance, i.e., about 50% of the total observations

Interesting observations that can be made are the low scores on understanding-of-policing, predictable-expectations, and easy-of-satisfactions of social services. This is also reflected in the interviews, where police officers expressed their concerns with the difficulty of working together with social services, due to a misalignment of objectives and identities. This might be important in the light of the current debate regarding the role of the police in society, especially, with respect to the question which social tasks the police should and should not perform. Furthermore, because effective police work requires cooperation with social services, this might represent a weak link in "safety and security chain" that deserves special attention.

Also, the category "other" scores low on understanding-of-policing and easy-of-satisfaction, which, again, could imply a weak link between policing and other stakeholders. As this category is mainly composed of private (security) parties, this could be indicative of a difficulty in matching between police and private identities.

Preliminary conclusions "External Parties"

As far as the first reactions are concerned on the **performance** and **perceived satisfaction** of police units active in the Euregion, it is far too early to formulate clear and well-argued conclusions. This demands for additional information received in a more systematic and profound way from the stakeholder-partners themselves. Now we only received some impressions and mostly perceptions. Further investigation is therefore needed to get a more complete and realistic picture.

Nonetheless it is interesting to see that a lot of **performance-related perceptions** are linked to a **complex network-related point of view**. Within this (these) network(s) the performance perception is assumed not only to vary according to the participating organizations and functions but also the persons and individuals fulfilling these functions. As such, not all public prosecutors for instance demand and therefore evaluate in the same way. Although external parties such as researcher often assume that safety and security networks are highly standardized and homogeneous in their functioning, this is not at all the case according to a lot of the interviewees, irrespective of the kind of organization or stakeholder-partner they are representing. Additionally nobody has the entire

“overview” of the perceived performance. Additional more precise and fine-tuned research is therefore needed.

4.2 Differences in external parties

This section describes the differences in external parties between various subgroups. The following subgroups are distinguished:

1. Different police forces (if applicable)
2. Externals & internals
3. Levels in police forces
4. Investigative squad and uniform police
5. Urban & rural policing

To determine the differences between the various subgroups, we aggregate the data from the interviews on the basis of simple frequency counts. Due to the limited amount of interviews and focal police units, this is merely a first exploration and any apparent difference can actually be the result of our sampling strategy. Therefore, have to use the data with extreme caution, and must refrain from drawing any strong conclusion

4.2.1 Differences between police forces

To delineate the differences among external parties, we will first look at the extent to whether there are differences in the frequencies that external parties are mentioned by the different subgroups (here, local and federal). Obviously, we have to control for the number of interviews done at the different subgroups. The number of interviews and the number of external parties mentioned by the local and federal level are displayed in Table 15 below.

Table 15: Number of interviews for different police forces⁴

Police force	Interviews	External parties
Local Police interviews	28	123
Federal Police interviews	11	41
Total interviews	36	156

If we look at the relative frequencies of the external partners for the different police forces, we can see a number of differences (see Table 16 below). First, what mainly stands out is that the Local Police has more partners than the Federal Police (i.e., emergency and support services, federal government, and social services). The most likely reason for this observation is because the Federal Police units or forces in our sample are represented by the so-called Dirco's or directorates of support and coordination, which provide the link between the federal and Local Police. This picture would probably be different if we were to include other Federal Police units, such as, for example, special units or the Federal Judicial Police. Second, we can see that the Governor is mentioned relatively more by the Federal Police, and the Mayor/Police Council considerably less. This is obvious

⁴ Here, the Total interviews are actually less than the sum of the interviews at the Local and Federal level because some interviews considered both the local and Federal Police at the same time.

as the Governor is operating more closely to the Federal Police units (i.e., the Governor is the head of the province and our Decentralized Coordination and Support Directorates operate in Judicial districts; provinces contain multiple judicial districts, and judicial districts contain multiple police zones), while the Mayor/Police Council operates on the same level as the Local Police (i.e., within a particular police zone). Third, the Local Police are mainly a stakeholder of the Federal Police, and not so much for the Local Police themselves. This is also quite obvious, given the fact that the Federal Police units in our sample have the task to coordinate activities and events that transcend Local Police zones (i.e., they are responsible for inter-zonal cooperation and coordination).

Table 16: Relative frequency of stakeholder types per police force

External party	Local	Federal	Total
District Information Crossroad	5%	7%	5%
Emergency and support services	5%	0%	4%
Federal government	3%	0%	3%
Federal Police	16%	22%	18%
Foreign police	11%	12%	10%
Governor	4%	10%	5%
Local Police	2%	17%	6%
Mayor/Police Council	19%	5%	15%
Other	9%	5%	8%
Parquet	21%	22%	21%
Social services	5%	0%	4%

Next, if we look at the differences in terms of coordination mechanisms used by the police to manage the expectations of the external parties, we can stipulate the following differences (see Table 17).⁵ First, with respect to the District Information Crossroads, we can observe that the Local Police have extensive informal contact that appears to be completely lacking at the level of the Federal Police. Second, the Federal Police make extensive use of task forces to coordinate with the governor, and this is completely non-existent for the Local Police. Finally, while the Local Police have extensive informal contact with the Mayor/Police Council, the Federal Police do not appear to likewise coordinate with this external party, again stressing the difference between levels of analysis of Federal and Local Police as mentioned in the previous paragraph.

Table 17: Relative frequency of coordination mechanisms used by local (federal) police to manage the expectations of external parties

External party	Rules & regulation	Informal contact	Liaison manager	Task forces	Platform	Other/ad-hoc
District Information Crossroad	67% (33%)	50% (0%)	17% (33%)	17% (33%)	33% (33%)	0% (0%)
Federal Police	35% (67%)	55% (56%)	55% (22%)	25% (33%)	45% (33%)	5% (22%)

⁵ Because we are comparing the Local and Federal Police, we can leave out the emergency and support services, the federal government, and social services because these are not mentioned as an external party of the Federal Police. The same applies for all other comparisons between Local and Federal Police.

Foreign police	15% (20%)	77% (80%)	23% (0%)	23% (20%)	46% (60%)	8% (0%)
Governor	0% (0%)	80% (50%)	20% (50%)	0% (50%)	100%(100%)	0% (0%)
Local Police	67% (57%)	67% (71%)	0% (29%)	67% (29%)	67% (71%)	0% (14%)
Mayor/Police Council	74% (100%)	57% (0%)	13% (50%)	13% (0%)	57% (50%)	9% (0%)
Other	27% (50%)	55% (50%)	9% (0%)	9% (0%)	45% (50%)	27% (0%)
Parquet	50% (67%)	50% (44%)	8% (33%)	12% (11%)	73% (89%)	12% (0%)

As regards the differences in authority and influence of stakeholders on the local and Federal Police, we want make the following observations (see Table 18). First, while the governor has below average (2.4) authority on the Local Police, he has above average (3.8) authority on the Federal Police. Second, the Local Police not much (2.7 out of 7) influence on focal Local Police zone, but a great deal of influence (6.3 out of 7) on the Federal Police. Again, this is logical given the fact that our Federal Police units are mainly Dirco's, who's main task is to provide coordination and support to Local Police zones. Third and finally, the category other appears to hold more authority over the Federal Police than over the Local Police.

Table 18: Formal authority and influence of external parties on/over local (federal) police

External party	Authority	Influence
District Information	1.6 (1.7)	4.4 (6.0)
Federal Police	2.2 (3.3)	4.1 (4.8)
Foreign police	1.3 (3.0)	3.8 (4.6)
Governor	2.4 (3.8)	5.2 (5.3)
Local Police	1.0 (2.3)	2.7 (6.3)
Mayor/Police Council	6.1 (6.0)	5.9 (5.5)
Other	1.3 (3.5)	4.4 (4.0)
Parquet	6.3 (5.0)	5.8 (4.4)

On the topic of stakeholder's understanding-of-policing, and the predictability-of-expectations, easy-of-satisfaction, expectation-management, and expectation-performance, we can make the following observations (see Table 19). First, Local Police report that other Local Police zones have a lower understanding of them than Federal Police. Second, expectations of other Local Police zones are less predictable and managed by Local Police zones than by Federal Police, which is logical given the fact that Local Police zones are actually the 'clients' of our sampled Federal Police units. Third, in the category 'Other', expectations are more predictable and more actively managed by Local as compared to Federal Police.

Table 19: Average scores per stakeholder on select items for local (federal) police force

External party	Understanding	Predictability	Satisfy*	Manage	Perform**
District Information	5.4 (6.3)	5.0 (6.0)	3.8 (3.0)	4.8 (6.0)	5.0 (n/a)
Federal Police	5.1 (6.0)	4.6 (5.0)	3.1 (2.8)	4.8 (5.9)	5.6 (5.2)
Foreign police	5.5 (6.0)	5.0 (5.2)	3.4 (3.6)	5.2 (5.6)	6.0 (5.0)
Governor	5.4 (4.8)	6.0 (5.3)	2.3 (3.7)	5.0 (5.5)	n/a (6.0)

Local Police	4.3 (6.1)	3.3 (5.0)	3.0 (3.1)	3.0 (6.1)	6.0 (5.8)
Mayor/Police Council	5.5 (5.0)	5.4 (5.0)	3.7 (3.5)	6.2 (5.5)	5.6 (n/a)
Other	3.0 (4.0)	5.7 (4.0)	3.5 (4.0)	5.6 (4.0)	4.9 (6.0)
Parquet	5.2 (5.6)	5.6 (5.4)	3.8 (3.9)	5.7 (4.3)	5.7 (6.0)

Legend: *Understanding* = the degree to which stakeholders understands policing; *Predictable* = the extent to which stakeholder expectations are predictable; *Satisfy* = degree to which it is easy to satisfy this stakeholder's expectations; *Manage* = the degree to which police manages this stakeholder's expectations actively; *Perform* = the performance of the police unit on this stakeholder's expectations; * This is an inverted scale; ** Due to the split up of WP1 and WP2, we have significantly less observations for performance, i.e., about 50% of the total observations

4.2.2 Differences between externals & internals

Table 20 reports the number of interviews conducted and external parties mentioned by external and internal.

Table 20: Number of interviews and external parties per perspective

Interview type	Interviews	External parties
Internal interviews	26	116
External interviews	10	40
Total interviews ⁶	36	156

Regarding the frequency to which internals versus externals mention different types of stakeholders, what becomes immediately apparent is that externals do not mention emergency and support services or other Local Police zones (see Table 21 below). Therefore, we exclude these categories in our comparison of the internal and external perspective that follows.

Table 21: Relative frequency of stakeholder types from a total, internal, and external perspective

External party	Internal	External	Total
District Information Crossroad	6%	3%	5%
Emergency and support services	5%	0%	4%
Federal government	3%	3%	3%
Federal Police	19%	15%	18%
Foreign police	8%	18%	10%
Governor	3%	13%	5%
Local Police	9%	0%	6%
Mayor/Police Council	14%	20%	15%
Other	9%	5%	8%
Parquet	21%	23%	21%
Social services	4%	3%	4%

⁶ The reason why the number of interview is 36 is because one interview does not contain any meaningful stakeholder information.

In Table 22, we delineate the coordination mechanisms mentioned by internal (police) and external (non-police) interviewees.

Table 22: Relative frequency of coordination mechanisms used by police to manage the expectations of external parties from internal (external) perspective

External party	Rules & regulation	Informal contact	Liaison manager	Task forces	Platform	Other/ ad-hoc
District Information Crossroad	71% (0%)	43% (0%)	29% (0%)	29% (0%)	43% (0%)	57% (0%)
Federal government	67% (0%)	33% (100%)	67% (0%)	0% (0%)	33% (0%)	0% (0%)
Federal Police	59% (0%)	50% (67%)	45% (33%)	36% (0%)	45% (33%)	14% (0%)
Foreign Police	33% (0%)	89% (71%)	33% (0%)	22% (29%)	67% (29%)	11% (0%)
Governor	0% (0%)	33% (80%)	67% (20%)	67% (0%)	100% (100%)	0% (0%)
Mayor/Police Council	75% (75%)	69% (25%)	25% (25%)	6% (25%)	75% (25%)	6% (13%)
Other	27% (50%)	45% (100%)	9% (0%)	9% (0%)	36% (100%)	27% (0%)
Parquet	67% (22%)	54% (33%)	8% (0%)	17% (0%)	71% (89%)	13% (0%)

With respect to differences between the authority and influence of stakeholders over police forces from an internal versus external perspective, we can make the following observations (see Table 23). First, externals attribute a much larger influence of the District Information Crossroad on the police in combination with a slightly lower level of authority. Second, internals report a higher authority and lower level of influence of the Foreign Police. This is probably related to the fact that we have two shared commissariats in our sample, the formal authority of which is shared by the countries involved. However, this does not explain the lower influence. Third, internals report a higher influence and authority of other stakeholders. Further research is needed to investigate these differences in more detail.

Table 23: Formal authority and influence of external parties on/over police from an internal (external) perspective

External party	Authority	Influence
District Information Crossroad	1.8 (1.0)	4.3 (7.0)
Federal government	6.5 (6.0)	5.0 (6.0)
Federal Police	2.6 (3.0)	4.5 (4.3)
Foreign police	2.4 (1.0)	3.6 (4.7)
Governor	4.3 (2.4)	5.3 (5.2)
Mayor/Police Council	5.7 (6.9)	5.6 (6.3)
Other	1.7 (1.0)	4.5 (3.0)
Parquet	6.1 (6.1)	5.3 (6.1)

Regarding stakeholder's understanding of policing, and the predictability, easy-of-satisfaction, active management, and performance of their expectations, we can make the following observations (see Table 24). First, internals report that District Information Crossroads have a lower understanding-of-policing and higher ease-of-satisfaction (remember that this is an invested scale) than externals. Second, internals report that the Federal Government has a lower understanding-of-policing,

predictability-of-expectations, and ease-of-satisfaction. Third, compared to externals, internals report a higher ease-of-satisfaction and expectation-management of other stakeholders. At the moment, it is unclear what might cause these differences and further investigation is warranted.

Table 24: Average scores per stakeholder on select items from an internal (external) perspective

External party	Understanding	Predictability	Satisfy*	Manage	Perform**
District Information Crossroad	5.3 (7.0)	5.2 (6.0)	3.0 (5.0)	5.0 (6.0)	5.0 (n/a)
Federal government	4.5 (6.0)	4.0 (7.0)	4.0 (2.0)	5.0 (5.0)	6.0 (n/a)
Federal Police	5.2 (6.3)	4.5 (6.0)	3.0 (3.3)	5.1 (5.3)	5.5 (n/a)
Foreign police	5.3 (6.3)	4.4 (5.8)	2.9 (4.0)	5.2 (5.5)	5.8 (n/a)
Governor	4.7 (5.4)	4.7 (6.0)	3.7 (2.3)	6.0 (5.0)	6.0 (n/a)
Mayor/Police Council	5.2 (6.0)	4.9 (6.3)	3.2 (4.6)	5.9 (6.6)	5.5 (6.0)
Other	3.2 (3.0)	5.5 (5.0)	3.4 (6.0)	5.6 (2.0)	5.0 (n/a)
Parquet	5.1 (5.9)	5.3 (6.3)	3.4 (5.2)	5.3 (5.4)	5.8 (n/a)

Legend: *Understanding* = the degree to which stakeholders understands policing; *Predictable* = the extent to which stakeholder expectations are predictable; *Satisfy* = degree to which it is easy to satisfy this stakeholder's expectations; *Manage* = the degree to which police manages this stakeholder's expectations actively; *Perform* = the performance of the police unit on this stakeholder's expectations; * This is an inverted scale; ** Due to the split up of WP1 and WP2, we have significantly less observations for performance, i.e., about 50% of the total observations

4.2.3 Differences between levels

Table 25 reports the number of interviews conducted at different organizational levels, i.e., top (includes senior) and operational (includes supervisory, middle, and operational levels).

Table 25: Number of interviews for different police levels

Level	Interviews	External parties
Top	24	105
Operational	12	51
Total	36	156

We report the relative frequencies of the mentioning of the different types of stakeholders in Table 26. Besides the Governor not being mentioned by the operational level, no strong differences can be detected between the different levels of analysis.

Table 26: Relative frequency of stakeholder types reported by different levels

External party	Top	Operational	Total
District Information Crossroad	4%	8%	5%
Emergency and support services	2%	8%	4%
Federal government	3%	2%	3%
Federal Police	18%	18%	18%
Foreign police	11%	8%	10%
Governor		0%	5%
Local Police	7%	6%	6%
Mayor/Police Council	15%	16%	15%
Other	9%	8%	8%

Parquet	21%	22%	21%
Social services	3%	6%	4%

Next, we report the mechanisms used to manage the expectations of stakeholders. From this, we can make the following observations. First, while operational levels coordinate extensively with emergency and support services by means of rules and regulations and informal contact, top levels use task forces in all cases that this stakeholder was mentioned in the interview. This seems to point to an important difference in the means of communication with this stakeholder for different organizational levels of policing, and certainly warrants further investigation. Second, there are large differences in how the expectations of the Federal Government are managed by different levels of policing. Third, a difference in coordination mechanisms between top and operational level can also be witnessed for the Local Police as stakeholder. The cause of this difference might be that we have categorized the directors of the Decentralized Directorates of Coordination and Support (a total of 6 interviews) as top level.

Tabel 27: Relative frequency of coordination mechanisms used by police to manage the expectations of external parties reported by top (operational) police level

External party	Rules & regulation	Informal contact	Liaison manager	Task forces	Platform	Other/ ad-hoc
District Information Crossroad	50% (75%)	25% (50%)	25% (25%)	25% (25%)	25% (50%)	50% (50%)
Emergency and support services	0% (75%)	0% (50%)	0% (0%)	100% (0%)	0% (25%)	0% (0%)
Federal government	67% (0%)	33% (100%)	33% (100%)	0% (0%)	0% (100%)	0% (0%)
Federal Police	42% (56%)	58% (44%)	37% (56%)	26% (33%)	42% (44%)	11% (11%)
Foreign police	17% (25%)	83% (75%)	17% (25%)	33% (0%)	42% (75%)	0% (25%)
Local Police	57% (67%)	86% (33%)	29% (0%)	43% (33%)	86% (33%)	14% (0%)
Mayor/Police Council	81% (63%)	44% (75%)	19% (13%)	13% (13%)	63% (50%)	6% (13%)
Other	33% (25%)	44% (75%)	11% (0%)	11% (0%)	33% (75%)	22% (25%)
Parquet	50% (64%)	41% (64%)	14% (9%)	5% (27%)	82% (64%)	5% (18%)
Social services	0% (0%)	67% (100%)	0% (0%)	33% (0%)	33% (33%)	0% (33%)

In Table 28, we report the differences between the authority and influence of stakeholders for the different levels of analysis (i.e., top and operational). The first difference that strikes our attention is the reported influence of the District Information Crossroad by the different levels. Additional analysis reveal that this is mainly due to the fact that we have categorized the directors of the Decentralized Directorates of Coordination and Support (a total of 6 interviews) as top level. Second, the top organizational level reports a much higher authority and influence of emergency and support services. At the moment, we have no explanation for this observation, and have to leave the explanation of this phenomenon to further investigation.

Table 28: Formal authority and influence of external parties on/over police forces as perceived by top (operational) level

External party	Authority	Influence
District Information Crossroad	1.5 (2.0)	6.0 (3.0)
Emergency and support services	4.5 (1.7)	5.0 (2.3)

Federal Police	2.8 (2.6)	4.7 (4.0)
Foreign police	1.9 (1.8)	4.4 (3.0)
Local Police	2.5 (1.0)	5.6 (6.1)
Mayor/Police Council	6.1 (6.0)	5.7 (6.1)
Other	1.8 (1.5)	4.5 (4.0)
Parquet	6.0 (6.4)	5.1 (6.2)
Social services	1.0 (1.3)	2.5 (3.0)

Table 29 reports the stakeholder's understanding of policing, and the predictability, easy-of-satisfaction, active management, and performance of their expectations as perceived by the top and operational levels. The difference for the District Information Crossroads is, again, mainly caused by the directors of the Decentralized Directorates of Coordination and Support (a.k.a., DIRCOs). The difference in understanding-of-policing and predictability-of-expectations between the top and operational level is partly, but not fully caused by the DIRCOs and warrants further investigation.

Table 29: Average scores per stakeholder on select items from a top (operational) level perspective

External party	Understanding	Predictability	Satisfy	Manage	Perform
District Information Crossroad	6.3 (4.7)	6.0 (4.3)	3.3 (3.3)	5.8 (4.3)	n/a (5.0)
Emergency and support services	3.5 (3.3)	3.5 (4.5)	2.5 (3.0)	5.0 (3.5)	5.0 (5.0)
Federal Police	5.9 (4.4)	5.3 (3.6)	2.9 (3.2)	5.6 (4.4)	5.6 (5.3)
Foreign police	5.7 (5.8)	5.6 (3.3)	3.3 (3.5)	5.5 (5.0)	5.5 (6.0)
Local Police	5.4 (6.0)	5.3 (2.7)	3.1 (3.0)	5.4 (4.7)	6.0 (5.7)
Mayor/Police Council	5.3 (5.9)	5.5 (5.0)	3.8 (3.3)	6.1 (6.2)	5.8 (5.0)
Other	3.3 (3.0)	5.3 (5.8)	3.5 (3.8)	5.4 (5.3)	5.0 (5.0)
Parquet	5.6 (4.8)	5.8 (4.9)	3.8 (3.8)	5.2 (5.7)	5.9 (5.6)
Social services	1.5 (2.3)	3.5 (3.0)	5.5 (4.7)	3.0 (4.0)	n/a (5.0)

Legend: *Understanding* = the degree to which stakeholders understands policing; *Predictable* = the extent to which stakeholder expectations are predictable; *Satisfy* = degree to which it is easy to satisfy this stakeholder's expectations; *Manage* = the degree to which police manages this stakeholder's expectations actively; *Perform* = the performance of the police unit on this stakeholder's expectations; * This is an inverted scale; ** Due to the split up of WP1 and WP2, we have significantly less observations for performance, i.e., about 50% of the total observations

4.2.4 Uniform vs. investigative police

Table 30 reports the number of interviews conducted with uniformed and investigative police.

Table 30: Number of interviews for uniform and investigative police

Type	Interviews	External parties
Uniform	25	113
Investigative	10	48
Total	36	156

In Table 31, we report the relative frequency counts of the times that stakeholders are mentioned by uniformed and investigative police. The main difference is that investigative police did not mention the Governor as a stakeholder.

Table 31: Relative frequency of stakeholder types reported by uniform and investigative police

External party	Uniform	Investigative	Total
District Information Crossroad	6%	4%	5%
Emergency and support services	5%	2%	4%
Federal government	3%	4%	3%
Federal Police	19%	17%	18%
Foreign police	8%	15%	10%
Governor	4%	0%	5%
Local Police	8%	8%	6%
Mayor/Police Council	16%	13%	15%
Other	7%	8%	8%
Parquet	20%	23%	21%
Social services	4%	6%	4%

Next, we report the mechanisms used to manage the expectations of stakeholders (see Table 32). The main difference is that uniformed police use rules and regulations and informal contact to coordinate and communicate with emergency and support services, while investigative police rely on task forces and other/Ad-hoc mechanisms for this. However, given the low frequency that this stakeholder is mentioned by the investigative police we postpone the explanation of this difference to a later stage.

Table 32: Relative frequency of coordination mechanisms used by uniform (investigative) police to manage the expectations of external parties

External party	Rules & regulation	Informal contact	Liaison manager	Task forces	Platform	Other/ ad-hoc
District Information Crossroad	71% (100%)	43% (50%)	29% (0%)	29% (50%)	43% (0%)	57% (0%)
Emergency and support services	50% (0%)	33% (0%)	0% (0%)	33% (100%)	17% (0%)	0% (100%)
Federal government	67% (100%)	33% (0%)	67% (50%)	0% (0%)	33% (0%)	0% (0%)
Federal Police	55% (63%)	55% (63%)	36% (50%)	36% (38%)	41% (63%)	14% (13%)
Foreign police	33% (29%)	100% (86%)	33% (14%)	33% (0%)	44% (86%)	0% (0%)
Local Police	67% (75%)	67% (75%)	22% (0%)	44% (50%)	67% (75%)	11% (0%)
Mayor/Police Council	78% (83%)	67% (67%)	17% (17%)	6% (0%)	67% (100%)	6% (0%)
Other	38% (25%)	50% (75%)	13% (0%)	13% (25%)	38% (25%)	38% (25%)
Parquet	74% (55%)	48% (55%)	9% (9%)	17% (9%)	70% (64%)	9% (18%)
Social services	0% (0%)	100% (100%)	0% (0%)	25% (33%)	50% (33%)	25% (0%)

In Table 33, we report the differences between the authority and influence of stakeholders as reported by the uniformed and investigative police. Here, we can observe some slight differences, especially regarding the authority and influence of Foreign and Local Police.

Table 33: Formal authority and influence of external parties on/over uniform (investigative) police forces

External party	Authority	Influence
District Information Crossroad	1.8 (1.5)	4.3 (5.0)
Emergency and support services	2.8 (2.5)	3.2 (3.0)
Federal government	6.5 (6.5)	5.0 (5.0)
Federal Police	2.8 (1.9)	4.7 (4.4)
Foreign police	2.4 (1.7)	4.6 (3.0)
Local Police	2.1 (1.0)	5.2 (3.5)
Mayor/Police Council	5.9 (5.3)	5.8 (5.2)
Other	2.0 (1.3)	4.3 (3.0)
Parquet	6.1 (6.5)	5.1 (5.3)
Social services	1.3 (1.0)	3.0 (2.3)

Table 34 reports the stakeholder's understanding of policing, and the predictability, easy-of-satisfaction, active management, and performance of their expectations as perceived. Again, we can observe some difference between uniform and investigative police. Most likely, this is related to the different function that these units have and warrants further investigation.

Table 34: Average scores per stakeholder on select items for uniform (investigative) police forces

External party	Understanding	Predictability	Satisfy	Manage	Perform
District Information Crossroad	5.3 (5.5)	5.2 (5.5)	3.0 (2.0)	5.0 (5.5)	5.0 (n/a)
Emergency and support services	3.3 (2.0)	4.2 (4.0)	2.8 (3.0)	4.0 (3.0)	5.0 (4.0)
Federal government	4.5 (4.5)	4.0 (4.0)	4.0 (4.0)	5.0 (5.0)	6.0 (6.0)
Federal Police	5.1 (5.4)	4.5 (4.6)	3.0 (2.5)	5.0 (4.8)	5.4 (5.6)
Foreign police	5.6 (5.1)	5.4 (4.7)	3.0 (2.7)	5.7 (4.9)	5.7 (6.0)
Local Police	5.4 (4.5)	4.6 (4.3)	3.2 (5.2)	5.1 (3.8)	5.8 (6.0)
Mayor/Police Council	5.2 (4.3)	5.2 (4.7)	3.5 (3.5)	6.1 (5.8)	5.4 (5.7)
Other	3.1 (3.5)	5.4 (5.5)	3.9 (3.8)	5.5 (4.8)	4.5 (4.7)
Parquet	5.1 (5.5)	5.2 (5.6)	3.8 (3.1)	5.2 (5.1)	5.7 (5.8)
Social services	2.3 (1.3)	3.8 (2.7)	5.3 (5.0)	3.0 (4.0)	4.0 (6.0)

Legend: *Understanding* = the degree to which stakeholders understands policing; *Predictable* = the extent to which stakeholder expectations are predictable; *Satisfy* = degree to which it is easy to satisfy this stakeholder's expectations; *Manage* = the degree to which police manages this stakeholder's expectations actively; *Perform* = the performance of the police unit on this stakeholder's expectations; * This is an inverted scale; ** Due to the split up of WP1 and WP2, we have significantly less observations for performance, i.e., about 50% of the total observations.

4.2.5 Urban vs. rural police

Table 35: Number of interviews and external parties for urban and rural police forces

Police force	Interviews	External parties
Rural police forces	20	91

Urban police forces	16	72
Total police forces	36	156

As can be seen from Table 36, there is no clear differences between urban and rural police forces.

Table 36: Relative frequency of stakeholder types or urban and rural police forces

External party	Urban	Rural	Total
District Information Crossroad	6%	4%	5%
Emergency and support services	4%	3%	4%
Federal government	3%	3%	3%
Federal Police	17%	16%	18%
Foreign police	11%	11%	10%
Governor	4%	7%	5%
Local Police	4%	10%	6%
Mayor/Police Council	17%	13%	15%
Other	11%	7%	8%
Parquet	21%	22%	21%
Social services	3%	3%	4%

Regarding the coordination mechanisms that are used by the urban and rural police, we cannot witness any clear differences (see Table37).

Table 37: Relative frequency of coordination mechanisms used by urban (rural) police forces to manage the expectations of external parties

External party	Rules & regulation	Informal contact	Liaison manager	Task forces	Platform	Other/ ad-hoc
District Information Crossroad	100% (50%)	50% (25%)	25% (25%)	25% (25%)	25% (50%)	0% (50%)
Emergency and support services	67% (33%)	33% (67%)	0% (0%)	33% (33%)	0% (33%)	67% (0%)
Federal government	50% (33%)	100% (67%)	50% (33%)	0% (0%)	0% (33%)	0% (100%)
Federal Police	50% (53%)	58% (53%)	58% (20%)	25% (33%)	50% (33%)	8% (0%)
Foreign police	13% (30%)	25% (100%)	0% (30%)	13% (30%)	63% (40%)	0% (0%)
Governor	0% (0%)	0% (50%)	0% (50%)	0% (33%)	100% (100%)	0% (0%)
Local Police	100% (56%)	33% (78%)	33% (22%)	33% (33%)	67% (75%)	0% (11%)
Mayor/Police Council	67% (83%)	67% (58%)	25% (8%)	8% (0%)	67% (50%)	8% (0%)
Other	25% (33%)	25% (83%)	13% (0%)	0% (17%)	38% (50%)	13% (33%)
Parquet	60% (60%)	40% (35%)	13% (10%)	20% (5%)	73% (70%)	7% (10%)
Social services	0% (0%)	100% (100%)	0% (0%)	0% (33%)	0% (67%)	0% (33%)

With respect to differences between the authority and influence of stakeholders over urban and rural police forces, there are some differences in nuance but no real noticeable difference can be observed (see Table 38).

Table 38: Formal authority and influence of external parties on/over urban (rural) police forces

External party	Authority	Influence
District Information Crossroad	1.5 (2.0)	4.5 (4.7)
Emergency and support services	3.7 (1.5)	4.0 (2.3)
Federal government	6.5 (6.0)	5.0 (6.0)
Federal Police	2.2 (2.9)	4.5 (4.6)
Foreign police	1.6 (2.3)	4.3 (4.2)
Governor	3.0 (3.7)	5.3 (5.3)
Local Police	2.7 (2.1)	4.7 (5.6)
Mayor/Police Council	5.9 (6.5)	5.9 (5.9)
Other	1.6 (2.3)	4.4 (4.2)
Parquet	6.5 (6.2)	6.0 (5.0)
Social services	1.0 (1.3)	2.0 (3.3)

Regarding stakeholder's understanding of policing, and the predictability, easy-of-satisfaction, active management, and performance of their expectations, again we find some differences in nuance (see Table 39).

Table 39: Average scores per stakeholder on select items for urban (rural) police force

External party	Understanding	Predictability	Satisfy*	Manage	Perform**
District Information Crossroad	5.5 (5.7)	5.5 (5.3)	2.5 (3.0)	4.5 (6.0)	n/a (5.0)
Emergency and support services	4.3 (2.3)	4.0 (4.3)	3.3 (2.3)	5.0 (3.0)	5.3 (4.5)
Federal government	4.5 (6.0)	5.5 (5.5)	3.5 (2.5)	4.5 (5.5)	6.0 (6.0)
Federal Police	5.0 (5.5)	5.1 (4.4)	2.5 (3.1)	4.5 (5.5)	5.8 (5.3)
Foreign police	5.9 (6.1)	5.4 (5.2)	3.3 (3.1)	5.0 (6.0)	n/a (5.8)
Governor	5.3 (5.0)	5.7 (5.2)	2.3 (3.0)	5.3 (5.7)	n/a (6.0)
Local Police	5.3 (5.8)	4.3 (4.9)	1.7 (3.2)	4.7 (5.6)	6.0 (5.8)
Mayor/Police Council	5.8 (5.4)	5.4 (5.7)	3.2 (3.6)	6.5 (6.1)	6.0 (5.0)
Other	3.3 (3.3)	5.4 (5.0)	3.1 (4.3)	5.3 (5.0)	5.3 (4.8)
Parquet	5.9 (5.1)	5.6 (5.6)	4.2 (3.7)	5.2 (5.1)	6.0 (5.7)
Social services	2.0 (2.0)	4.5 (2.3)	5.0 (5.0)	3.0 (4.0)	n/a (5.0)

Legend: *Understanding* = the degree to which stakeholders understands policing; *Predictable* = the extent to which stakeholder expectations are predictable; *Satisfy* = degree to which it is easy to satisfy this stakeholder's expectations; *Manage* = the degree to which police manages this stakeholder's expectations actively; *Perform* = the performance of the police unit on this stakeholder's expectations; * This is an inverted scale; ** Due to the split up of WP1 and WP2, we have significantly less observations for performance, i.e., about 50% of the total observations

Preliminary conclusions “Differences External Parties”

On the basis of our analysis of the differences between the different subgroups regarding the external parties of the police, we can draw the following preliminary conclusions. First of all, with respect to the distinction between Federal and Local Police forces, it has become apparent that these units of analysis are rather distinct and cannot be considered as being the same. Local and Federal Police forces/units have different functions (in our sample, Local Police forces have a so-called 1st line police function of investigation and intervention, while the Federal Police forces have a 2nd line function of coordination and support). We fully acknowledge the fact that this is mainly due to our selection of Federal Police units (i.e., decentralized directorates of coordination and support) and the difference would probably be less striking if we were to select other Federal Police units (e.g., the Federal Judicial Police). However, it also warns us against considering different Police units as being representative of the Belgian Police. This also connects to our observation that even different police units at the same level of analysis cannot be considered identical, as these are embedded in unique social, economics, legislative (during the interviews, it has also become apparent that the formal requirements set by the Parquet are not identical in the different Judicial Districts in which Parquet is organized), and political environments.

Second, the differences between internal and external perspectives are striking. Not only do the different subgroups differ in terms of the frequency of mentioned stakeholders, they also report differences in coordination mechanisms, in the level of formal authority and influence of these stakeholders over/on policing, and in terms of the characteristics of the expectations of the external parties. Hence, there is a clear difference in policing as perceived from an internal and external perspective. This is an important observation in light of the current debate regarding the core tasks of policing, because policy makers are, at least to a certain extent, external to policing.

Third, we also observe a difference between the different levels of policing. While some of these differences are related to our sample selection strategy (i.e., the selection of units with 1st and 2nd line policing functions), it also signals that there is no uniform perception of policing across different organizational levels (i.e., top versus operational levels) of policing. This implies that it is important to control for different levels of organization, and we should consider additional levels in further analysis (e.g., top, senior, supervisory, operational). An alternative strategy would be to investigate the influence of policing rank on the perception of policing. After all, ranks are indicative of an individual's experience with the policing trade, and might also result in different perceptions.

Fourth, differences can also be observed between investigative and uniform police. As mentioned before, this is most likely due to the different function that these units have. While the investigative (or Judicial) police's main task is to catch criminals and solve crimes, the main task of the uniform police is community policing and intervention. Obviously, these different tasks imply different (nuances in) stakeholders.

Fifth, the least differences appear to be between urban and rural police. This is logical because these different subgroups merely reflect a difference in one characteristic of the environment in which they operate (i.e., whether this environment is urban or rural). However, this does not mean that the environment is not important. After all, from a larger perspective, we have sampled units from only two EU-regions that are integrated from a socio-economic, political, and legal perspective. A full analysis of the environment would also have to take into account Judicial Districts, Provinces, Federal

Districts (i.e., Flanders and Wallonia), and detailed socio-economic characteristics (e.g., population, wealth, unemployment levels, et cetera). Clearly, a crude categorization of urban rural cannot replace an in-depth analysis of the environment in which police forces operate.



The Police of the Czech Republic
Municipal Police

Czech Republic

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May 11, 2011

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1 Introduction

This document is the first assessment of the external environment of the police in Czech Republic based on the interviews performed in the period from January 2011 to April 2011. The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in Czech Republic. Particularly in the Police of the Czech Republic, and in municipal police.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries.

The Police of the Czech Republic is the state (national) police. The Czech police have various responsibilities, include investigation of crimes. Municipal police was analysed in two bigger cities of Brno and Hradec Králové, and in small municipalities of Blansko, and Adamov. Municipal police have only uniformed part, and they have no responsibilities in investigation.

As there are no rural police forces in the Czech Republic, there is no part compared these two parts of police forces in this document.

2 Sampling

There are two police forces in the Czech Republic, state (The Police of the Czech Republic; shortened as Czech Police) and municipal. Sampling was done in way as it was discussed with leaders of WP1 and WP2 leaders of COMPOSITE projects. Slight differences were done because of access to particular persons, or because of request of police forces.

Sampling strategy was fully discussed with municipal police, which gave us full support, and partially with the Czech Police. In the sampling there are police officers at operational level at the streets as well, as members of specialised units with specific responsibilities (e.g. Alien Police Inspectorate). Interviewees from state police covers uniformed units as well as not uniformed investigative units. Interviewed police officers work at various places in the Czech Republic. Interviewees from municipal police were chosen mainly from Brno Municipal Police. Other interviewees were chosen from nearby municipalities Adamov and Blansko. Interviewees from both police forces were divided to four levels, according their participation on the police management. Those four levels are as follows:

1. **Top/strategic level** (director of regional/municipal part of police, with all responsibilities)
2. **Senior level** (participation on wide range of police management)
3. **Supervisory level** (participation on specific part of police management)
4. **Operational level** (without participation on police management)

The standard protocol interview was applied to all the interviews conducted with police officers, except two top level officers (one from municipal police, one from state police). We used the external protocol interview with external actors. Due to specific questions and specific structured questions, some persons were not able to fill it in completely.

Externals cover wide range of organizations and individuals, including state organization (other security forces), municipal bodies, and non-profit organizations. Unfortunately, it was not possible to access anyone from Prosecuting attorney's office or from area of justice.

Table 1: Distribution of interviews across levels

Type of interviewee	Number of interviews	Number of Score sheets	
<i>Municipal police</i>		Q3	Q4
<i>MP top/strategic level</i>	3	<3>	<3>
<i>MP – senior level</i>	3	<3>	<3>
<i>MP – supervisory level</i>	4	<4>	<4>
<i>MP – operational level</i>	3	<3>	<3>

Externals		<number sheets>	<number sheets>
Total	Σ	Σ	Σ

Table 2: Distribution of interviews across functions

Type of interviewee	Number of interviews	Number of Score sheets	
Municipal police	13	Q3	Q4
MP – Uniform	13	<13>	<13>
MP – Investigative	0	<0>	<0>
MP – Urban	13	<13>	<13>
MP – Rural	0	<0>	<0>
Total	Σ	Σ	Σ

Table 3: Distribution of interviews across levels

Type of interviewee	Number of interviews	Number of Score sheets	
State police	18	Q3	Q4
MP top/strategic level	2	<2>	<2>
MP – senior level	5	<5>	<5>
MP – supervisory level	3	<3>	<3>
MP – operational level	8	<8>	<8>
Externals		<number sheets>	<number sheets>
Total	Σ	Σ	Σ

Table 4: Distribution of interviews across functions

Type of interviewee	Number of interviews	Number of Score sheets	
State police	18	Q3	Q4
State police – Uniform	13	<13>	<13>
State police – Investigative	5	<5>	<5>
State police – Urban	18	<18>	<18>
State police – Rural	0	<0>	<0>
Total	Σ	Σ	Σ

3 Environment context of the police in Czech Republic

This section gives a classical PESTL analysis of the overall police force in Czech Republic. It has to answer the following question: *“What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police force?”*

3.1 Main changes in the environment

3.1.1 State Police

The main changes could be characterized in connection to economic crisis and the change of government in 2010. The current Ministry of the Interior is by the media and police officers themselves (and according to the amount of demonstrations and petition actions as well as by firemen) considered as incompetent. It is paradoxical, as the function of the police president should be and due to the law is) apolitical. The answers of the interviewed people were certainly influenced also by the overall climate in the Police of the Czech Republic.

1. Likelihood of change

According to police officers of the Police of the Czech Republic there are mainly political and legislative changes. These changes were marked by the people as being in progress. Political changes impact on work of the police in two ways. Together with the change of the Ministry of the Interior there was a change of police president and his deputies. This has caused the changes in the standing conception of police management. Another political change is connected with the municipal elections. Self-governments are a significant external partner of the police. New-mayors and new council are looking for new ways of cooperation with the police.

Economic changes are a direct consequence of fading economic crisis and political changes. Right-wing government of the Czech Republic promised to reduce dramatically government expenditure. Sparing measures affect also the Police of the Czech Republic. Financial means for the police has been lowered in all chapters, including wages funds. Police officers accept the increase of the budget in a very negative way.

Social changes in the Czech Republic have been linear in the last years. Some police officers are afraid that the living standard will decrease.

The legislative changes include mainly an impact of the former law on the Police of the Czech Republic and also an impact of the Criminal Code. Further, the police works with an amount of internal legislation which on one hand standardizes the police work and its procedures and on the other hand limits the possibility of adapting to current situation. Some of the interviewed people expressed the feeling of tied hands.

Technological changes were in the Police of the Czech Republic realized mainly before the year 2010. The equipment of the car park has significantly improved perception of the police as a modern security body. However, the police officers encounter the restricted budget. They are afraid that the technologies will not be changed quickly enough.

2. Predictability of change

Almost all changes that according to interviewed people affect the police work are not in a progress. Some of the changes have already happened (law on the Police of the Czech Republic, Criminal Code). Other changes have been appearing continuously in the whole fiscal year and mainly at the end of the year (budget decrease).

3. Direction of impact of change (positive/negative)

As the police officers are not good-tempered, they were talking mainly about negative changes. A very negative view on change impact is connected with the lowered budget of the Police of the Czech Republic. Some changes, as e.g. political or social are perceived as positive as well as negative ones.

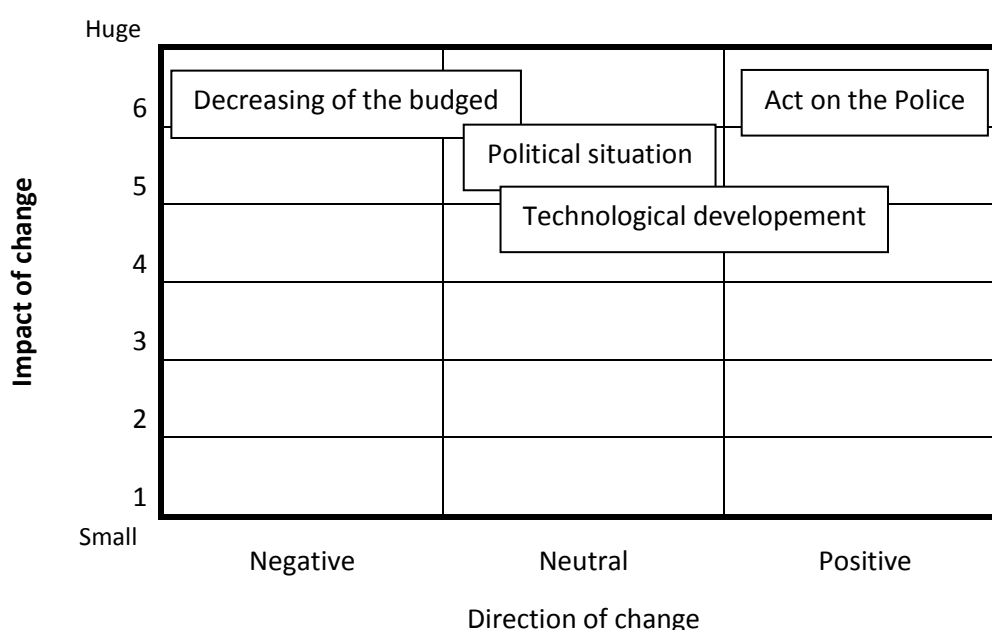
4. Strength of impact of change

Police officers are not expecting strong impact of political and social changes. On the other hand, lowering of the budget for the Police of the Czech Republic will have according to them a big effect on all aspects of police work. Decrease of the budget has already resulted in a departure of many experienced policemen.

5. Timing of change

The changes that police officers were talking about, has already been expressed or they are going to be shown in the course of a few months. In some changes (e.g. legislative) we expect relatively stable environment. Other changes are quick and hard to predict (e.g. political).

Figure 1: Impact of changes, The Police of the Czech Republic



3.1.2 Municipal Police

Officers of municipal police at the first place mention the following changes of the environment: economic, legislative and political ones. The general topic is a bad economic situation in the Czech Republic connected with the effect of the economic crisis of the whole world. Since 2010 the government measures has been tending towards cuts in budget and saving in all fields of the state administration, thus also in security forces. Police officers emphasize a prior need of financial sources for wages, fuels and material support and supplies necessary for the activity of the municipal police. Budget of the communities as well as the public police has been decreasing but statutory obligations remain. Despite of decreasing means for the functioning of the municipal police, its activity cannot be restricted and it is necessary to fulfil all the obligations (wages, operations, etc.). Municipal police is relatively well equipped with material. However, there are not means for renewal of material support and supplies. Many material units are already obsolete (vehicles, computer technology, communication technology, etc.).

The main legislative change in the near future should be amendment of the ActNo. 553/1991 Coll., on municipal police, as amended, which is connected mainly with extending and narrowing of metropolitan police powers. Some police officers feel insufficient reliance on law for the activity of the police. Restricted range of powers leads in practice very often to situations hard to resolve (solving of problems with homeless people, testing for presence of alcohol when motor vehicle driving, detention of a person on suspicion of driving while intoxicated, etc.). The change of the Act No. 361/2000 Coll. on the Road Traffic, as amended, is also to be newly amended, which could bring further changes in the work of municipal police.

Municipal police are established by town or community and its head is community mayor or lord mayor. Thus activity of municipal police (budget and others) is liable to changes in political environment that are expressed in changes in community council. Although municipal police is established by the community and should provide its citizens with service, relationships and requirements are towards municipal police different. In some towns the cooperation between municipal police and community council is without any problems, in other places there are discrepancies. Community council in some cases promote changes according to political setting or under the influence of lobbying (e.g. modification of local signing on roads in benefit to supplying of particular companies).

The main topic in the field of social changes is permanently increasing unemployment. Continually progressive trend has now slightly fallen back together with coming of spring, which has enabled higher employment in seasonal jobs, mainly in building. However, long-term increase of unemployment brings according to officers significant changes in a life style of citizens and increase of criminogenic features in society.

1. Likelihood of change

Police officers mention mainly economic, legislative and political changes. These changes have already been mainly in progress or are to appear in the near future. There are significant changes in personnel that are very often connected with the political development. The biggest current staff change is a newly occupied position of director of municipal police in the biggest town of Southern Moravia region. This change has and will have large impact on municipal police activity. Probability of impact of economic and social changes on municipal police activity is high.

2. Predictability of change

Almost all changes that according to questioned people influence police activity, have already been in progress. Some of them already happened (change of community council, change of the head, etc.). Others are to appear over time.

3. Direction of impact of change (positive/negative)

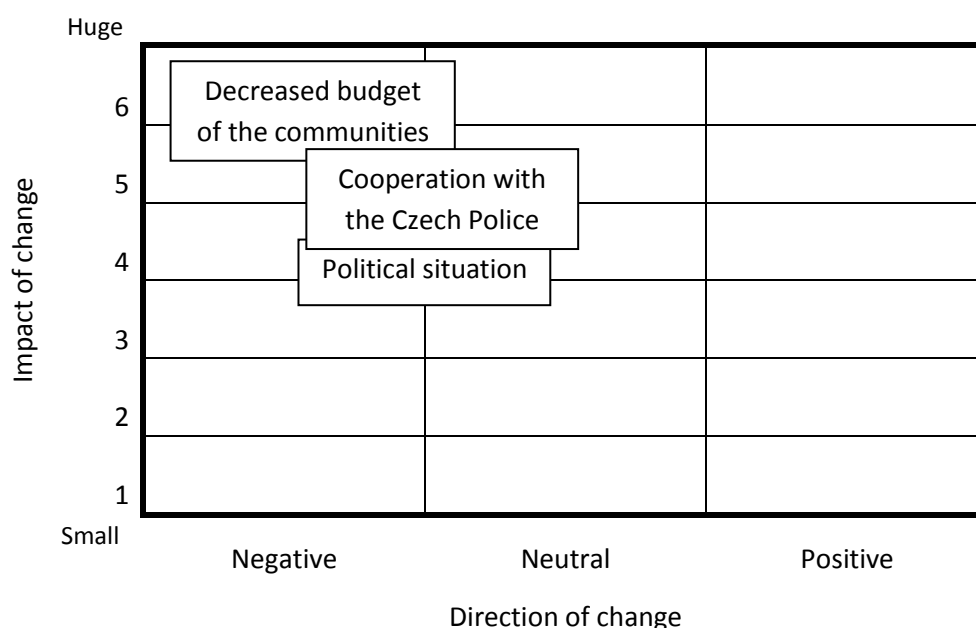
Expectation of effect of changes is uncertain, thus police officers evaluate the future impact of the range of changes as positive as well as negative. Impact of changes with better predictable impact is evaluated mainly as negative. It is connected with overall negative atmosphere in security forces in the last period. Positive impact is expected by officers e.g. in the case of possible access to database of state police. Nevertheless this change is not considered to be probable.

4. Strength of impact of change

Impact on activity of municipal police is evaluated by officers mainly as middle or high. High impact on activity of municipal police is expected mostly in personnel changes in high management, community councils and a structure of organization. Changes dealing with more common activities (cooperation with the Police of the Czech Republic, crime prevention, etc.) are evaluated as middle by police officers. Impact of economic changes is difficult to be evaluated by police officers because their development is hard to predict.

5. Timing of change

Majority of changes mentioned by police officers were planned for a long time and usually have a long-term progress, too. Their impacts have already been manifested and will have permanently bigger influence on their work in the period generally shorter than one year. In some changes (e.g. legislative ones) a relatively stable environment is expected. Other changes are quick and difficult to predict (e.g. political ones).

Figure 2: Impact of changes, municipal police

3.2 Environmental differences

This section describes the environmental differences between various subgroups. The following subgroups are distinguished:

1. Different police forces (if applicable)
2. Externals & internals
3. Levels in police forces
4. Investigative squad and uniform police

3.2.1 Differences between state and municipal police

Main difference between state and municipal police is, that these two law enforcement forces work in different legal status, they are under different acts. Municipal police works under ActNo. 553/1991 Coll. on municipal police, state police under ActNo. 283/1991 Coll on Police of the Czech Republic. Both municipal and state police are in expectation of changes these two legal norm. Probability of these changes is very different – municipal police relative high (5), state police very low (1). Impact on police activities can very high by both forces (6), but for state police should changes be still smaller then for municipal police. Large changes in municipal police are expected, because there is relative high probability of integration of municipal police into state police. Probability of this change is relative high (5). Officers of municipal police assess this change positive.

There is also big difference between perception of municipal and state police to each other. Whereas municipal police perceive state police as a partner in task filling, state police look at municipal police

as just another (inferior) law enforcement unit, which is not a partner. Authority of municipal is lower and more bounded with ActNo. 553/1991 Coll. on municipal police. State police officers are that opinion, that the task of municipal police is to solve local (not so serious) problems. For state police is more problematic to keep patrols in some smaller municipalities, because it is too expensive. There is not enough financial resources for petrol e.g. That is why, state police don't want to go in distant districts at the night and demand solving of security situation from municipal police. Officers of municipal police say, that cooperation with state police is worst then formerly.

3.2.2 Differences between externals & internals

Police officers list more concrete changes in the environment, such as political changes according to ministry of interior, economical changes, decreasing salaries, changes of legal norm connected with police activities etc. in comparison with externals. They are more focused on practical topics of their near environment. While externals speak more universally, and they can see nowadays problems in the wider context, police officers speak about particular problems in the respective police force. From the externals point of view, contemporary problems and threats are result of social change, which started 20 years ago in the Czech Republic and it is not yet finished. There is big difference between common crime of ordinary people and economic criminality and corruption, which has much bigger dimension and it is more harmful for all social classes. Social climate is very poor. Citizens and state employee perceive state like something, which they are not part of. Police officers have so many effort and they do so much work as "big" salaries they have. Political and economical change does the situation even worst.

Police officers are not in discrepancy with this opinion of externals. But they fill missing information about real performance of police forces. Political, economical and social situation is really bad, police officers have not good conditions and capabilities for their work. But performance of police forces has good standard and police meet its tasks on the other hand. We can ask how it is possible. Answer of police officers is, that in spite of bad conditions there are many good policemen in the organization. They are really enthusiast and they are doing all the best in their work.

3.2.3 Differences between levels

Different levels of police officers were analysed. Levels of police officers were divided to four individual groups. On the top, directors of regional/municipal part of state and municipal police were asked to be interviewed. These top/strategic level managers have all responsibilities in the police management. Senior level police officers participate on wide range of police management on local area. Supervisory level police officers are responsible to manage specific part of police work, they are leaders of their own team.

1. **Top/strategic level**
2. **Senior level**
3. **Supervisory level**
4. **Operational level**

3.2.3.1 State Police

Top/strategic level

Officers of top/strategic level deal in the first instance with organisation of work and personal capacity management in the police force. For that reason they perceive environmental changes in increasing quantum of tasks as general. Most important environmental changes for top level officers are: fast legal changes, large number of administrative changes, decreasing budget, low personal capacity, increasing number of new areas for police action, increasing criminality and misadventures.

Probability of fast legal changes is high (6). The impact of this change on core police activities will be large (6) with strong (6) negative effect. New legal changes are connected with administrative changes. Probability of this change is high (6) as well, with negative effect. But the real impact on core police activities will be lower (4).

Police officers see a paradoxical situation in the performance of state police presently. There is increasing number of new areas for police action, criminality, misadventures, administrative load, and on the other hand decreasing budget and personal capacity. This state affect negative the motivation of policeman and public view on state police as well.

Senior level

Senior police officers list political, economical and legal changes on first places. They perceive as a biggest problem politicalization of state police. There were massive aversion between police and former minister of interior (removed from office in April 2011). Police felt not support from the minister side, which caused demonstration and petition against minister in the last period. Police officer still feel political pressure on police activities and influence of some important cases. State police should be in accord with contemporary political parties. Probability of political changes with impact on police activities in future is high (6-7) and the impact will be negative.

Financial changes are also very important for senior officer. Decreasing budget means decreasing of salaries. Since 1. 1. 2011 increased average salary by 6,3 %. But for some policeman it was 10 – 20 %. Policemen are afraid of decreasing quality of their life, pay off a mortgage etc. Probability of economical changes is top (7) with negative impact on core police activities. Bad economical situation affect also social changes. Social status of police and policeman is low and public view on state police is bad as well.

Supervisory level

Point of view of officers on supervisory level is almost the same as on senior level. But there is one important difference in perception of personal management. Police officers on supervisory level see negative changes in personal capabilities, which are characterized by replacement of generations. Many experienced policemen leaved state police previously because of negative changes and massive recruitment were done in last two years. Outcome of this strategy is, that many young policemen without necessary experiences are in duty. Their readiness and performance quality is lower and training more complicated and expensive.

Operational level

There are not big differences between officers on operational level and other levels. They list also political, economical and legal changes on first places. But the point of view is more from the inferior position. If they speak about economical changes, they mean salaries and equipment first of all. Political changes are important for them, but there is no way, how to affect them. For police officers on operational level it is a topic for management of organization, which ordinary officers are just part of. Some of officers drop topic of Muslim migration and globalisation, which affect nowadays world.

3.2.3.2 Municipal Police

Perception of changes in the external environment among individual levels corresponds to particular extent with seriousness and size of tasks lain on these positions. While the top level mentions rather the changes of a strategic character, more concrete issues appear to be top down to the operational level. Two common topics: a bad economic and political situation blend through all levels.

Top/strategic level

The most top management of community police perceives the current changes in the environment in four basic fields:

1. Legislative
2. Economic
3. Social
4. Political

Legislative changes are very much expected (6) and we assume that they will highly influence the key activities of municipal police (5). The impact should be positive as it is represented by a change of the Act No. 553/1991 Coll. on community police. This should bring a bigger support in the law for work of municipal police. Currently police officers are complaining about lack of power and gaps in the law that disallow them to solve some situations (testing of blood alcohol level when driving a motor vehicle, detention of a driver suspect of driving while intoxicated, etc.) effectively. Competence of municipal police officers is being expected. The change of the law should be realized in the period from 7 to 12 months.

The change of economic situation of the whole society is very likely to happen (6) together with the impact on the key activities of the municipal police (6). The change has already been in progress and the next development is being expected in the next 6 months. The situation influences work of municipal police in a negative way. Lack of financial sources has an impact on decreasing investments in equipment and wages of police officers, there is a negative view about the future without any promise of improvement. The municipal police management is expected to perform in the same quality and to the same extent as they previously did but with lower financial budget. According to the strategic management the impact on work of municipal police is very significant (6).

The social changes are a result of the economic changes. Lowering of expenses on wages in the society leads to increase in unemployment which is connected to occurrence of criminogenic features and idea of criminal activity in general. This change has already happened and its further

deepening is very probable (5). The change has generally a negative impact including creation of overall climate in the society which is typical with negative thinking and low future expectancy.

The political situation in the Czech Republic has been in the last two years very unstable. Frequent changes in leading positions of leading political parties as well as in the government itself lessen the trust of the public and contribute to increase of generally negative thinking. Political situation influences frustration of citizens as well as police work itself that is very often subjected to political pressure (halting of inquiry of some cases, change of the police president, etc.).

Senior level

The view of police officers and the higher management is similar to the one of the top management. Mainly present deteriorating financial situation, which is very likely to develop, is being mentioned (7) and its impact on work of municipal police is going to be the highest. However, police officers realize that the development is hard predictable and the impact on police work may be negative as well as positive. Legislative changes are being expected at the senior level as well (5), nevertheless police officers are not sure about its impact. Police officers mention social and political changes also at this level. However, they state more concrete issues contrary to the top level. These issues are mainly represented by decreasing motivation of employees due to the mentioned overall social changes, change of a lifestyle of citizens and social awareness as well as changes in state police that influence work of municipal police, too. Lowering of the budget for fuel is connected with the possibility to act together with the Police of the Czech Republic. Municipal police feels also a lack of power of access to the register of citizens, which is accessible just to the Police of the Czech Republic. The senior level considers the situation insoluble, because due to the average decrease of wages of 10% there is no motivation for the employees.

Supervisory level

The topic of political and economic changes is often also at the supervisory level. Contrary to the higher levels the range of problems taper to more concrete issues that are in a close contact with the police officers. They are interested more in municipal elections than in the whole state political situation. This change is very much expected (7) and its impact will probably be significant (5). If it is positive or negative is not certain. The supervisory level is influenced also by the changes in the infrastructure. Building of new shopping and entertainment centres brings new problems and their territorial setting within the town area. These changes are highly expected (5) and their impact on the municipal police work will be very significant (6). It is not sure whether the result will be positive or negative. Legislative changes may bring changes in cancellation of local signs for speed measuring of vehicles. Political changes may bring changes in community council that would extremely influence work of municipal police (5).

Operational level

Police officers working at the lowest level are interested mainly in changes in concrete areas that directly influence their performance. It is e.g. access to databases of the state police that would significantly make their work more effective. Although the impact would be positive, this change is not likely to happen (2). They are interested in legislative changes just to such an extent that they would have sufficient support in the law for their activity. Financial situation is also important for them from the point of view of wage rate and size of the team that will have good conditions for their work. The municipal police officers are in the most frequent contact with the public due to the

fact that they are the lowest component of the police. They agree that the relationship with the public has been getting worse and the municipal police have been losing their authority. Also the cooperation with the Police of the Czech Republic has slightly deteriorated, probably also because of economic saving. Police officers are expecting a change in the future which would mean incorporation of the municipal police into the state police. This change is highly probable (5) and its impact on municipal police work would be very significant. Police officers evaluate the impact of this change as positive.

3.2.4 Uniform vs. investigative police

There are not investigative officers in Czech municipal police. According to the law, only Czech Police is responsible to investigate crimes. If municipal police officer is a witness of a crime, or he finds a crime in his duties, he has to call for state police.

In the Police of the Czech Republic, there are not clear differences between uniform and investigative police forces. We can distinguish two reasons for this state.

First of all, investigative officers are from the same law enforcement unit (state police) as uniform officers. There can be maybe some disparity between two parts of the same organization in other circumstances. But nowadays, there are three biggest problems, both in state police and in society in the Czech Republic as general:

1. Political disorder and confusion
2. Need to have money
3. Social frustration of all problems

These problems are so large and deep, that police officers perceive these circumstances primarily. That is why they speak about the same environmental changes.

4 External parties

This section gives a classical stakeholder analysis of the overall police force in Czech Republic.

4.1 Main external parties

Table 5: Main external parties and their key concerns

External party	Key concerns	Managing methods
1: Prosecuting attorney's office	Gives directions to investigation	Ending of investigation
2: Courts	Cooperation in deciding about guilt of the defendant in the criminal proceedings	Testimony, evidentiary materials
3: Self-government	Safety of citizens	Safety actions in a community
4: Public (citizens)	Safety and protection of possession	Feeling of safety
5: Fire brigade/rescue workers	Area security	Free hands for work

Respondents of the Police of the Czech Republic consider prosecuting attorney's office for the main external party. It results from aims and tasks of the state police. The prosecuting attorney's office is intended for representing the state in protection of public interest. The basis of action is fulfilling of the role of public action organ in a criminal process. Prosecuting attorney's offices controls maintaining of the rule of law in pre-trial proceedings in which very closely cooperates with the Police of the Czech Republic. Although the prosecuting attorney's office is an independent organ, it gives the police directions to investigation and expects that the case is properly investigated, solved and closed. This activity is also connected to cooperation of the police with judicial authority. Court is an independent state organ performing judiciary. It also renders protection to violated and endangered rights of physical and legal entities and to other law protected interests.

Local government is a functioning, space restricted entity that has according to the Constitution of the Czech Republic power of deciding about itself. The local governments in the Czech Republic are communities as the basic territorial self-governing units and regions as higher territorial self-governing units. Citizens lay requirements (and also requirements on safety and protection of health and possessions) to self-governments into which they vote their representatives. The self-government communicates with the police and asks for sufficient number of safety actions. These actions should be mainly preventive, thus they increase safety in a community. Self-governments put emphasis on the police to act in a community preventively not repressively. The similar view on the police has also the public (individual citizens) that is expecting that the police protect their life, health and possessions and help in investigation of criminal acts. The citizen demands absolute safety and protection which is never possible. The Fire Brigade Rescue Corp together with Medical Emergency Service and Police of the Czech Republic are a part of the Integrated Rescue System. Police in the critical situations provide diversion of traffic and secure the place of the event. The Integrated Rescue System is controlled by the Fire Brigade Rescue Corp.

Table 6: Main external parties and their reaction to police performance

External party	Positive performance	Negative performance
1: Prosecuting Attorney's Office	Investigated and closed criminal acts	Insufficiently processed evidentiary materials

2: Courts	Do not comment	Do not comment
3: Self-government	Police patrols (night)	Prevention
4: Public (citizens)	Police in streets	Weak protection of possessions out of the city
5: Fire brigade/rescue workers	Place security and traffic situation solving	Low number of staff

Prosecuting attorney's office expect that the police fulfil precisely and quickly the tasks given to them. The work of the prosecuting attorney's office is in a certain way dependent on the quality and speed of police work. Self-governments have usually higher demands on police work than the internal priorities and possibilities of the police are. Therefore they have to seek balance in their communication. The self-government usually knows where the increased danger of an idea of criminal act threatens, which are for the police precious information. Citizens sometimes associate in various off-government organizations to be able to enforce their interests (e.g. sport) in a more effective way. These concern e. g. big actions, where it is necessary to divert the traffic e.g. (roller skating competition in a town) or increased protection of possessions (e.g. big sport or cultural events).

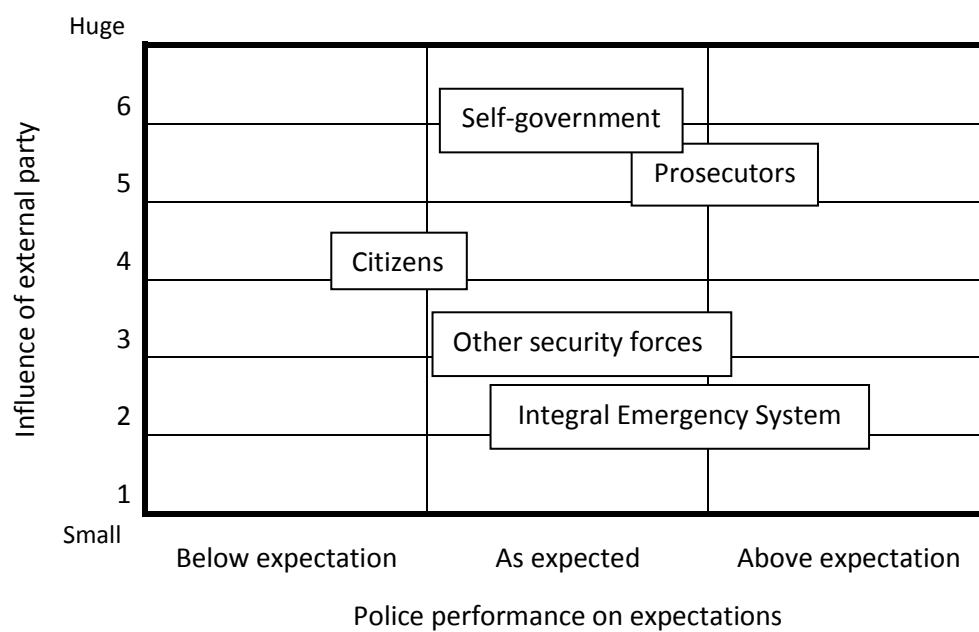
Table 7: Main external parties and their key concerns

External party	Key concerns	Managing methods
1 Self-government	Fulfilling of duties according to law	Patrolling in the city
2 Other security forces	Cooperation in crime investigation	Municipal police submit crime investigation to the Czech Police
3 Integral Rescue System	Mutual help	Integral Rescue System is built at three pillars: personal safety (The Czech Police), technical safety (Fire brigade), health protection and saving lives (Medical Emergency Service)
4 Citizens	To ensure order and security in the city	Investigation of offenses and crimes here and now
5 Social workers	Protection against danger persons	Patrolling in the office, physical protection, mutual visits of stakeholders

Table 8: Main external parties and their reaction to police performance

External party	Positive performance	Negative performance
1 Self-government	Traffic safety, investigation of crimes	Patrols in the city, prevention programmes
2 Other security forces	Good cooperation	Big difference between special units and ordinary ones
3 Integral Rescue System	Good work if they are there	Lack of police staff to ensure security in all actions
4 Citizens	Good in ensuring traffic security	Lack of patrolling, lack of prevention
5 Social workers	All acts are performed according to law	Too much administrative work, less real work for helping people

Figure 3: Influence on external parties





[Police nationale DDSP-59]

France

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1 Introduction

This document is the first assessment of the external environment of the police in France based on the interviews performed in the period March-April 2011 within the Departmental Direction of Public Security of the North department (DDSP 59). The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in France.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries.

The external analysis in this document is very much based on the interview protocol of WP1 & WP2 which was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

2 Sampling

* To this day, 41 internal interviews have been undertaken within our focal police force: Departmental Direction of Public Security of the north (DDSP 59). As a reminder, *police nationale* in France is organised throughout the French territory in DDSPs, each administrative departments has its DDSP. Out of the 41 interviews, 27 took place at Lille central police station (Lille is departmental capital) and 14 at Valenciennes police station. The rural / urban distinction is irrelevant in our sample as the *police nationale* are the national police in France for urban settings. *Gendarmerie nationale* (rural settings) does not take part into Composite (to this day at least).

* These 41 interviews are all internal interviews and were undertaken late in comparison with other European partner countries due to complicated fieldwork access. 4 external interviews have been undertaken with 3 police union representatives (one for each *police nationale* corps) and a journalist specialised in crime and security but they have not been taken into account yet to this point due to limited resources within the French Composite team¹. For the same reason, a second set of interviews was going to take place within another DDSP (department Seine et Marne, 77), meaning an additional 25 interviews but they have been put on hold (maybe postponed for coming Composite needs in other work packages). Finally, efforts to organise interviews with criminal lawyers and judges, as well as other with other external potential interviewees have been put to sleep too.

* Interviews lasted on average 2h30, including significant explanations about the whole Composite project and the qualitative fieldwork by interview. Indeed, the vast majority of interviewees had absolutely no clue what that “appointment” was about, they were just told by their hierarchy to come at that time in that room! This striking lack of information led to a number of unanswered questions, doubts, and sometimes fears and rumours prior to the interview. For instance some expected many fellow police officers to take part to the same “meeting” (some did not really know it was an interview anyway), others thought there would be a larger “jury” (interviewers) in front of them (and were even waiting at the entrance of the main central police station theatre). It has to be stressed that there is a “distrust” aspect to the police culture generally speaking towards anything or anyone external to the police, and more so in France due to French policing specifics (Cassan, 2010). Therefore, the researcher has to be accepted by the police officers interviewed, and this long questionnaire (sometimes slightly disconnected with the French police –notably for lower ranks) does not make it easier. There is also mistrust within the police between different hierarchical corps (basically grass-roots police officers distrust police managers -Ianni, 1983). Any fieldwork within the French police has to take this aspect on board and try to cope as much as one can with it. In some cases I had to work hard to gain people’s trust and willingness to make them take part into the research with as little reluctance as possible. I pushed as far as I could the recording request, which was accepted in most cases (insisting a lot on anonymity).

* Here are some details on our sample. Out of the 41 interviews:

- Twenty-three took place within the corps of front line officers and sergeants (“*corps d’encadrement et d’application*”): Three police officers (*gardiens de la paix*) and twenty sergeants and senior sergeants (*brigadiers, brigadiers chef, brigadiers major*);

¹ It should be noted anyway that to my opinion police union representatives cannot really be considered as “external interviews”. The police in France is to a large extent in a world of their own, thus the most relevant divide is between police and non-police.

- Twelve took place within the corps of police command and executive management (“*corps de commandement*”): Four lieutenants, three captains, five commanders (*commandants*);
- Five took place within the corps of police senior management (“*corps de conception et de direction*”): Three *commissaires*, One *commissaire principal* and One *commissaire divisionnaire*;
- One interview took place with the Head of DDSP 59 called the “departmental director” (administrative rank: “*inspecteur général*”)

* I can confirm an initial feeling: overall the interview protocol fits much better with higher ranks in France, especially for the possible change projects that are coming in the future (theme 3). Operational police officers feel like the bottom line of a very long hierarchical ladder (that comes up to the ministry of the interior) and feel that they’re not informed of change project and that everything would be imposed to them with no prior dialogue [nor consultation, cooperation] and with a lack of means to implement changes. Practically, when asked about change, a vast majority of them had not much to say first... so I had to “help” them out with ideas, thoughts, etc. taking an active role in the discussion. That worked out quite well for a good number of them.

Table 1: Distribution of interviews across levels

Type of interviewee	Number of interviews	Number of Score sheets	
Police force: DDSP 59		Q3	Q4
<i>Top/strategic level</i>	1	1	1
<i>Senior management level</i>	5	5	5
<i>Supervisory level</i>	12	12	12
<i>Operational level</i>	23	23	23
Total	41	41	41

Table 2: Distribution of interviews across functions

Type of interviewee	Number of interviews	Number of Score sheets	
Police force: DDSP 59		Q3	Q4
<i>DDSP 59 – Uniform</i>	21	21	21
<i>DDSP 59 – Investigative</i>	13	13	13
<i>DDSP 59 - Others</i>	7	7	7
<i>DDSP 59 – Urban</i>	41	41	41
<i>DDSP 59 – Rural</i>	0	0	0
Total internal	41	41	41
Police union representatives (one for each police corps)	3	3	3
Journalists	1	1	1
Total externals	4	4	4

3 Environment context of the police in France

This section gives a classical PESTL analysis of the overall police force in France. It answers the following question: *“What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police force?”*

3.1 Main changes in the environment

As a preliminary comment, it has to be stressed that most if not all change processes discussed during the interviews have already taken place. However they are relevant anyway in the sense that they still have an impact on the work of the police at present time. They are mostly processes that had started in the past (it could be relatively old -10 years- to more recent ones -2 years) but that have been or are accelerating, getting worse, increasing, etc. so they can be considered as still relevant today in terms of large (long term) change process. However in that regard one can note that the interview protocol is to some extent inadequate and the “likeliness of change” or the “predictability” questions are to a large extent irrelevant for the French interviews.

* The change processes presented below represent a synthesis of the French fieldwork material. Some changes are not easily categorized nor labelled: They find themselves at the crossroads of different type of changes stated in the interview protocol. For instance the proliferation of statistical software designed to monitor police activities: On the one hand it could be considered as a political change (a political willingness to put a figure on police activities, with a controversial political use of these figure and a reliability and relevance put into question²), and on the other hand as a technological change (notably the creation of more and more elaborate software). One can even mention this change as an “organizational one” as we will see further down the report. Therefore we argue that such category could have been added to the typology.

* It has to be stated that to this stage we have not gathered much data on economical change. Indeed, the vast majority of police officers have no sense (or no knowledge nor responsibility) of any budget and they feel that it’s been dealt with “far from (or above) them”. Still, we have considered a couple of other type of economical change.

Here are below a presentation of some change:

3.2 Political changes

- « We are managed by statistics”, “statistics have taken over”. Grass roots police officers are critical towards this tool that has been imposed on them by the organization (it could be seen as an “organizational change”). On the contrary it has become a useful tool in terms of management and supervision for higher ranks. It should be noted though that at the end of the day any rank somehow “undergo statistics” and is accountable to the rank above him. Anyway, this change has influenced greatly the nature of hierarchical relationships and control. [it has been a progressive rather long

² See Matelly, J.H., Mouhanna, C., *Police : des chiffres et des doutes*, Paris, Michalon, 2007.

term change for the last 10 or so –following the growing implementation of computers and IT system within police units). One should insist: this change is deep and prominent (cited by 12 interviewees).

* Although it was not planned in the initial interview protocol, we feel that some changes are difficult to categorise clearly. Some could be labelled “organisational change”. For instance: the “culture of result” (*culture du résultat*) close to the “culture of figure” (*culture du chiffre*), which is embedded with political and technological change too (see other paragraphs). That increase has been going on for about 10 years (progressively with the development of IT within police departments). “It’s supposed to help us but actually it goes with more constraints and pressure (...) Also it means more activity –sometimes cases that we would normally ignore” –meaning before the pervasiveness of figures, and as a consequence it damages the (already fragile) relationships between police and population.. For practical purposes we will consider it as a political change <finally coded *Government influence - new public management 1030*>.

- “We are managed by politics and by the news”, “If the President decides one day that gypsies are a problem, it becomes the number one priority and it takes over everything else (“undercurrent work has to be put on hold immediately!”). “We feel manipulated by politics”. Again this critic comes from the front line officers and sergeant corps. To some extent one can argue that it’s always been the case with the French central government and minister of the Interior. But it’s been pregnant since Nicolas Sarkozy took over as minister of the Interior in 2002 and then as a President in 2007.

- Organizational reform within DDSP 59 : creation of the city agglomeration police force (Lille city agglomeration in 2010, (generalisation) to the whole department in 2011, so creation of Valenciennes city agglomeration for instance). « Better efficiency”, “better rationalization” for some (the Head of DDSP 59 takes pride of this reform, one of the highlight of its time at the helm of DDSP 59), more control and more centralization for others (cities like Condé, St. Amand, etc. do not have their *commissaire* anymore since the creation of Valenciennes city agglomeration) as well as more work (doing the same with less workforce). Work conditions deteriorate (see lack of means –police cars for instance- in Economical change) and the centralization of the emergency call centre in Lille has moved it away from local actors and realities (some local police officers stated a loss in efficiency). This very modern call centre also includes a geolocation of all police cars which is not very well received on the field.

3.3 Social changes

- According to police officers, perpetrators / criminals are getting younger and younger, and more violent (use of arms for shop robberies). It’s getting more difficult to control them, and they have very little if no respect for the police (“they’re not afraid of the police anymore”). The perpetrators’ young age make it also more difficult to tackle the issue on a legal point of view. There’s a feeling that the “system” has no “grasp” / authority / power over that specific population. [generally it’s understood that here we speak about young male population from poor neighbourhoods with a very

significant share of ethnic minorities –mainly from Arabic decent]. This change is stated as being under way for the last 10 years with an increasing curve.

- Increase of “gratuitous acts of violence” (or “unjustified acts of violence”) [in French: “violence gratuite”] seen as « appalling » by police officers. [to be associated with social and economic problems]

- The feeling of a reversal / inversion process: increase of the rights of perpetrators or suspects on the one hand, and reduction of the rights of police officers on the other hand. And duties / assignments / code of ethics (“devoirs et responsabilités”) follow an opposite track: more for police officers, less for perpetrators or suspects. This feeling can be associated with the current context of major legal reform (see legal change). It leads to a significant and tangible decrease in motivation. An example viewed as “unreal” by French police officers: police and maintain order of demonstrations organized by... illegal immigrants! [there’s been a lengthy social movement of “*sans papier*” in France, for instance immigrants who have been working in France for a while with no official status].

3.4 Economic changes

- A growing consumption society is pretty obvious especially when we think about new IT devices (smart phone, i-pod, etc.). This leads to an increase of violent theft, robberies, etc. [which could be associated with a social change too]. It’s been growing for the last 10 years with an acceleration the last 3-5 years.

- What is called “Global revision of public policies” (“Révision générale des politiques publiques” known as RGPP). Actually one could call it “global reduction of public funding”. This issue has been mostly discussed during theme 2 on resources and capabilities of their unit. They’ve been dramatic budget cuts (according to police officers, it seems to be getting worse for the last 5 years) that are felt at all hierarchical level³. The most striking example mentioned was the lack of vehicle for patrolling! (some units have to share the same cars, or to do more foot patrols, etc.). This change is obviously stated as very negative and lead to significant lack of motivation.

3.5 Technological changes

- Proliferation (and pervasiveness) of statistical software (more and more elaborate and complete) designed to monitor police activity (cited by 7 interviewees). From a certain hierarchical level, it is considered as a good management tool (including for instance by a senior sergeant that manages an operational unit: The “*suivi crim* software is a very good tool”). Lower ranks are more critical, they

³ The government has implemented a rule “non replacement of one state employee out of two” so the number of police officers from police nationale have decreased for the last three years after several years of increase before the Presidential election of 2007.

see these software as meaning more pressure put on them, something that “we undergo”: “we’re controlled”, “we’re policed” (*sic*) and very time consuming “we spend our time filling in tables”.

- Growing importance of forensic police laboratories (notably DNA testing). Interviewees stress their great efficiency in resolving cases. The use of DNA testing and other forensic science techniques have grown significantly the last 3 years (according to interviewees).

- Mobile computers and mobile devices in patrol cars (allowing direct access to various police database). This change is expected “in an underdetermined future (because) we never know with the police what’s going to happen” (*sic*). That’s the exception to the rule, this change has not happened yet.

- Increase of cybercrime : phishing, use by perpetrators of specialised sale website (“*Le bon coin*” similar to e-bay) to sell stolen materials (victims discover their properties offered through these web sites). This change is being under way for the last 3-5 years with an increasing curve.

- Increase of CCTV (video surveillance), viewed as “fairly useful”. It’s definitely developing (especially through mayors). That brings the issue of the collaboration between city police and police nationale which is not always smooth and efficient.

3.6 Legal changes

- The reform of judicial procedure (notably the highlight measure of the presence of the lawyer of the arrested person from the very first hour of the custody). This reform is very unpopular within police station (and very much so within investigative units): “they’re killing the judicial”. It can be considered as an overall decrease in police authority (24 interviewees mentioned it, which make it the most cited change!).

[additional details on the background of the reform: The European commission had condemned France for breach of human rights on that matter about two years ago and has given deadlines to France to reform the judicial procedure. Four or five cases have been brought before the European commission for human rights by people put in custody in France and they have been declared illegal. France have delayed to adapt and police officers feel that it’s coming out of the blue (“from one day to the next”) with little planning, lack of resources (including proper conditions to host lawyers, etc.). France officials have played a kind of waiting game and postponing its implementation. The dramatic turning point on that issue has been the “Cour de cassation” (highest judicial authority in France) deciding last April that all future custody would be declared as illegal if the system is not reformed. So the French government had no choice than to reform urgently...

[additional explanation from the investigative police officers’ critical perspective towards the reform : « a police interrogatory, it’s a confrontation, an “intellectual fight between two individuals”, one do not confess easily. It’s a brain wash process, a whole intellectual process that the reform will suppress”. It’s a matter of “total collapse of motivation”]

Some also stated that the reform would mean additional paperwork constraints: proliferation of additional statements and notifications to be done (to family, lawyer, magistrate, etc.)

3.7 Details of environmental changes in France

Table 3. Environmental changes (PESTL) in France

Environmental changes	Change sub-categories	Frequency
Political changes (P)		(42)
Government influence –police restructuring and modernization	Government takes initiative to reform, restructure or modernize the police	9
Government influence - police reform - HR	Government takes initiative to reform HR policies	3
Government influence - new public management	New public management / "Statistic culture", "culture of results": management by statistics is getting pervasive	10
Government influence - new public management –higher crime figures	New public management / "Statistic culture", "culture of results": leading to 'higher' crime rates because the police are tougher on small crimes.	2
Government influence - setting responsibilities	Government sets the responsibilities of the police force	1
Government influence - diminishing police responsibilities	Patrols are not "allowed" anymore to chase cars (for safety issue) except in very serious cases	1
Micro management of government	Politics reacts to incidents and expects police to change their priorities accordingly.	1
Government influence - new facilities	New police premises	3
Politicization of police force - HR selection	Politicization of selecting and rewarding elite top police managers (the head of the focal police force)	2
Low quality of recruits	Low quality of recruits	1
The impact of elections - local	The impact of local and parliamentary elections	2
The impact of elections - presidential	The impact of presidential elections	5
Constant changes lead to confusion	Constant changes and confusion, crumbling of hierarchical structure / logic	2
Economic changes (E)		(10)

Economic crisis	Process of transition and transformation of the capital in the country, high unemployment rate and poverty	3
Economic Crisis - Budget cuts	The trigger for budget cuts that leads to the need to streamline resources (HR, time, money, instrumental) or that simply determines diminishing availability of core resources	7
Social Changes (S)		(26)
Changing police - Work changes - More social worker	Police work is more and more associated with a social worker / psychologist.	1
Media - Increased coverage	Mass media coverage is now 24/7. Representations of crime, disorder and the police can exaggerate public alarm and negatively influence public perception.	5
Crime changes - types - petty crimes	Move from high profile criminals - serious crime to multiple repeated petty crimes committed by ethnic lower class young men; "We cannot handle that social problem."	1
Changes in crimes - new groups - younger	Increasing criminal behaviour by youngsters	7
Decreasing authority - Increasing violence	increase of violence against police and seeking more confrontation with the police	6
Decreasing authority - less respect	Diminishing acceptance of authority figures such as government or police	4
Changing society - social unrest	Social unrests are seen as impacting police activities and they're "unpredictable".	1
Changing society - more violence	Increasing tendency to react to problems and provocations with (undue) violence; more fights on the streets, more arms/guns as threat	1
Technological changes (T)		(17)
Advances in technology - forensic technology	Increase in forensic science technologies	1
Advances in ICT - software	Constant increase of software to follow up / monitor police activities	7
Advances in ICT - internet - cybercrime	Increase in cybercrimes	4
Advances in ICT - Mobile devices registering driving offenses	Increase of mobile (in car) computer devices that register driving offences	3
Advances in ICT - CCTV	Development and increased usage of CCTV	2
Legal changes (L)		(28)

Changes in labour relations - work duration	Decreased working duration	1
Changes in national legislation	National legal reform and new police laws and by-laws	3
Police authority - decreasing	-Decrease in responsibilities and authority of the police	24

4 External parties

This section gives a first glance of a classical stakeholder analysis of the overall police force in France. It is based on interviews undertaken within our first focal force: DDSP -59. It has to be noted that this section of the interview protocol (at least the way it is designed) is not really relevant to the French situation. Indeed, most French police officers do not have a clear idea of (nor they feel concerned by) external parties' concerns and expectations (except for the local state authority as they are their administrative hierarchy, and to some police units investigative- the judicial authority). It functions more the other way round: The police have expectations and concerns towards other parties. Having said that, we have tried to fill in the proposed tables as far as possible.

I have decided to organize these data into three sections: general (that was actually more stated by police management –except judicial authority also much stated by investigative policing), patrol policing, and investigative policing.

4.1 Main external parties -general

This section lists the main external parties and discusses the following:

- Key issues/expectations/concerns of the main (three) external parties
- How the police force manages the expectations of the main (three) external parties?
- How will meeting /not meeting the expectations of the main (three) external parties impact your police force?

For clarity purposes, we have divided the presentation of the main external parties into three categories (general, patrol policing, investigative policing).

Table 3: Main external parties and their key concerns (general)

These three external parties are the most common ones in our sampling (see additional comments and frequency in the following table).

External party	Key concerns	Managing methods
----------------	--------------	------------------

1: Criminal justice system (public prosecution's office), judicial authority <i>(frequency: 17, see in global table: Judicial bodies - prosecution)</i>	<ul style="list-style-type: none"> * Quality and clear judicial proceedings by the police (notifications, statements, etc.) * That the police strictly apply rules of Law with no deviance. <p>[Prosecutor is involved in Public policies. He implements a national penal policy. He has to show that he is efficient in fighting against crime and that he applies national policies on crime -i.e. Zero tolerance]</p>	<ul style="list-style-type: none"> * Sticking to strict legal proceedings rules. [* In some cases trying to argue / convince to extend a custody period or delay an arrest hoping for a bigger catch] but overall the police are very limited in influencing judicial authority
2: Local state authority ("préfecture or sous-préfecture") <i>(frequency: 9, see in global table: Government –Local)</i>	<ul style="list-style-type: none"> * Implementation of the government policies and guidelines [The <i>Préfet</i> is responsible for the performance measurement of police forces: so provide the central government with good statistics: crimes have to go down, clearance rates have to go up] 	<ul style="list-style-type: none"> * Applying these rules/ guidelines * Being as responsive as possible (swiftly) to answer their request (i.e. statistics)
3: Local elected representatives (mayors, etc.) <i>(frequency: 8, see in global table: Government –other)</i>	<ul style="list-style-type: none"> * Trouble free cities or territories (public tranquillity) * population specific concerns / complaints (gypsies, burglaries, etc.) 	<ul style="list-style-type: none"> * Informing / reporting serious matters * Taking part in local meetings with various organizations / actors * Patrolling specific areas * Focusing on specific issues (i.e. burglaries) [they are doing petitions and political pressures]

Table 3-1: Main external parties and their reaction to police performance (general)

External party	Positive performance	Negative performance
1: Criminal justice system (public prosecution's office), judicial authority	<ul style="list-style-type: none"> * Gaining more confidence / legitimacy from the judicial authority * Pride / self-esteem to bring criminals to court 	* Trouble (conflict with judicial authority)
2 : Local state authority ("préfecture or sous-préfecture")	N/A [The police have to apply their policies anyway]	N/A [Administrative sanctions]
3: Local elected representatives (mayors, etc.)	N/A	Pressure [through Administrative authority]

4.2 Main external parties for patrol policing

Table 4: Main external parties and their key concerns (patrol policing)

External party	Key concerns	Managing methods
----------------	--------------	------------------

1: Public social institutions (social landlords, etc.)	* Secure public housing projects / council tower blocks ("HLM"). * Social / security issue known as "the issue of youth people"]	Patrolling / intervention on request
2: Public schools	* Trouble free schools and responsive (swift intervention) police patrols * Disturbed / violent school children]	Patrolling / intervention on request
3: Public transportation companies	Trouble free rides and responsive (swift intervention) police patrols	Patrolling / intervention on request
4: Professional football club (frequency: 3, see in global table: Event organizations - Sport event organisers	Trouble free games and responsive (swift intervention) police patrols	* Preparatory meetings beforehand (with the football club), collaboration

Table 4-1: Main external parties and their reaction to police performance (patrol policing)

External party	Positive performance	Negative performance
1: Public social institutions (social landlords, etc.)	N/A (some self occupational satisfaction for job done? More trust and future cooperation from them?)	Dissatisfied with the police? Decreasing trust and future lack cooperation from them?
2 : Public schools	N/A (some self occupational satisfaction for job done? More trust and future cooperation from them?)	Dissatisfied with the police? Decreasing trust and future lack cooperation from them?
3: Public transportation companies	N/A (some self occupational satisfaction for job done? More trust and future cooperation from them?)	Dissatisfied with the police? Decreasing trust and future lack cooperation from them?
4: Professional football club	N/A (some self occupational satisfaction for job done? More trust and future cooperation from them?)	Dissatisfied with the police? Decreasing trust and future lack cooperation from them?

Important notice: The French *Police nationale* are under the control of national policies from the central French government. Thus, the police national performance system is to a very large extent disconnected with the public satisfaction or dissatisfaction. The key strategy for police authorities is to some extent to "avoid public demands". In other words, the maintaining of public order and the management of national policies from the central administration are more important than the demands, concerns and expectations of the public.

4.3 Main external parties for investigative policing

Table 5: Main external parties and their key concerns (investigative policing)

External party	Key concerns	Managing methods
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1: Various social insurance agencies ("sécurité sociale", "CAF", "URSSAFF")	* Investigate financial frauds and bring people to court * Investigate suspects of domestic violence (including on children)	* Investigate and keeping them updated with the procedure
2: Experts (medical / mental expertise)	N/A [The other way round: the police expect from them] except maybe being paid within reasonable delay for their services!	N/A
3: Cell phone companies, Banks	Idem as for experts	N/A
4: Forensic laboratories	N/A [The other way round: the police expect from them]	N/A

Table 5-1: Main external parties and their reaction to police performance (investigative policing)

Investigative police officers request data from various social insurance agencies in order to clarify some suspects' financial situation (for instance when someone is officially on the minimum social benefits on the one hand, but owns several luxury cars on the other hand...).

External party	Positive performance	Negative performance
1: Various social insurance agencies ("sécurité sociale", "CAF", "URSSAFF")	* A win-win situation	N/A (no real consequence for the police if the police does not meet their expectations)
2: Experts (medical / mental expertise)	[the other way round, how the police benefit from experts' services] * Get experts' approval to put people in custody, etc.	Delay for judicial procedure if the police do not get statements / evidence on time.
3: Cell phone companies	[the other way round, how the police benefit from cell phone companies' services] * Geolocation of searched / missing people / suspects * Phone tapping of suspects	Delay for judicial procedure if the police do not get statements / evidence on time.
4: Forensic laboratories	[the other way round, how the police benefit from forensic labs' services] * Providing scientific evidence (DNA testing, etc.)	Delay for judicial procedure if the police do not get statements / evidence on time [unlikely in the case of forensic labs as they are strongly linked with the police]

Notice: Since the beginning of Sarkozy's era, there are less and less investigation on white collar crimes. The main focus is on street crimes (drug dealers, prostitution, pickpocket, car related crimes, etc.).

Appendix: all police external partners (France)

Judicial bodies - prosecution	0811	Civil servants that bring criminals or those who committed criminal offenses or a delict and who are arrested, to court. In charge of prosecution of perpetrators of crimes.	17
Government - Local - France	0113.FR	Local administrative/state authority representing the central government (prefecture in a department and subprefecture in its smaller territories)	9
Government - Other - France	0114.FR	Elected people's representatives: Majors, local / county councillors, etc.	8
Social landlords	1700	Public agencies for housing projects (provide housing for low income people)	6
Other police bodies - Other – France <external to focal force>	0240.FR	City police departments, Gendarmerie, that they collaborate with (community policing, investigation, or public order purposes)	4
Other police bodies - Foreign police	0230	Police forces from foreign countries, for example neighboring countries	2
Other police bodies - Other – France <internal / focal force>	0240.FR	National police disciplinary bureau, local police units, police training authority, etc.	5
Experts	1800	Medical experts (medecine, psychiatry)	5
Emergency services - Fire fighters	0510	Organization (emergency services) that fight fires	4
Government - Municipality - France	0115.FR	Administration of a city	4
Forensic laboratories	1900	Forensic laboratories analyse samples (DNA, blood, etc.) for police investigative purposes	3
Citizens - Victims	0310	Victims of crimes and persons that have suffered damage and report their claim.	3
Health care - hospital	1510	Hospital: public organization to take care of injured / ill people	3
Event organizations - Sport event organisers	2100	Mostly professional football clubs (They require police services to secure their home games), cycling races organiser	3
Private security companies	1200	Required for specific tasks, such as football games shopping centres security etc.	3
National education institution	2700	Ministry that organises and manages all French public schools	3
Private organizations	0700	Businesses and traders' organizations (including for example night life bars and restaurants, supermarket)	3
Judicial bodies - lawyers	0820	legal professionals who defend arrested people	2
Judicial bodies - local courts	0830	Local courts / tribunal that specific police unit have the responsibility to secure (during hearings, detainees transfers, etc.)	2
Private organizations - Providing service to police	0710	Private organizations that support police with equipment and services	2
Citizens - Informers	0360	Experienced police investigators have "their informers" (who are to a certain extent criminals themselves)	2
Citizens - Perpetrators	0340	Perpetrators of various crimes (surprisingly both time they were merged together with victims!)	2

Transport	1300	The public and private individuals and organizations responsible for a system of transporting people and goods.	2
Garages and vehicles pounds	2200	Services requisitioned by the police to remove cars	2
Citizens	0300	all citizens: individual as well as organised, young and old, victims and offenders	2
Organizations and associations - pressure groups	1630	Group of citizens with political common interest (lobby, union, association, etc.)	2
National welfare agencies	2300	Agencies managing social incomes and benefits	2
Organizations and associations - Victim support group	1620	all citizens: individual as well as organised, young and old, victims and offenders	1
Regional directorate of Planning / Equipment / Housing	2400	In the sense that is of interest to us here: They expect the police to check on ambulances / lorries accreditation and legality.	1
Emergency services - Medical service	0520	Emergency service to treat injured people on the street and transport them to hospitals	1
Local security and crime prevention committee	2500	Local committee gathering together local elected representatives, social landlords, members of the local community, the police, etc.)	1
Prison - prison administration	2610	National public institution that manages prisons	1
Prison - Young offenders institution	2620	Prison-ish for young people	1
Tax/custom administration	2800	National public institution that manages taxes and customs	1
Media	0900	all representatives of local and national media reporting about police operations	1
Religious communities	2900	(The police is asked to check on the synagogue on Friday)	1
Other police bodies - Other - France	0240.FR	Head of the police in each French departments	1

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Germany

Identification of policing opportunities and threats in Germany, and the role of external parties

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1 Introduction

This document is the first assessment of the external environment of the police in Germany based on the interviews performed between January 2011 and April 2011. The purpose of this first document is twofold:

- To take stock of the opportunities and threats for policing.
- To serve as a discussion document for academics and police officers which enables:
 - Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - Investigation whether similar opportunities or threats are interpreted differently across countries.

The external analysis in this document is based on the interview protocol of WP1 & WP2 which was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

2 Sampling

In line with our sampling plan, the German research team conducted a total of 54 interviews in two *Länder* (states): the largely rural state of Brandenburg (24 interviews) and in the city state of Berlin (30 interviews).

Five additional interviews were carried out in the Aachen police in the state of North Rhine-Westphalia. They were conducted after the interviews in Berlin and Brandenburg and were used to complement and partly validate the results of the former. There were no q-sheet filled out and thus the results are not included in this report.

The selection of interview partners was coordinated by the research team, but it was the heads of the police districts that ultimately made the choice as to who would be interviewed. As a result of this selection process a proportional or equal distribution of male and female, investigative and uniformed police officers could not be realised. With respect to the distinction between uniformed and investigative police officers, it is important to know that in most German police forces the uniformed police share some of their tasks with the plain clothes investigative police. Easy crime cases (petty theft, insults etc.) are usually dealt with by the uniformed police. Although there still exists a dis-

cernible difference in professional identity and organizational culture between uniformed and investigative police in Germany, an increasing number of police officers switches from one branch to the other when career opportunities warrant it. Hence, a clear separation of police in investigative and uniformed squads does not seem advisable.

The distinction between urban and rural areas only makes sense with respect to Berlin which is almost entirely urban. The state of Brandenburg is predominantly rural but there are also many cities and towns between 30,000 and 150,000 inhabitants, with the state capital Potsdam (155,000 inhabitants) being the largest city, followed by Cottbus (102,000), Brandenburg / Havel (72,000), and Frankfurt / Oder (61,000). Cities and towns with more than 30,000 inhabitants could still be considered urban. In addition to that, towns and municipalities in the metropolitan region of Berlin mostly show the typical characteristics of suburban quarters. But despite the aforementioned aspects, the contrast to urban Berlin is so evident that we considered Brandenburg mostly rural.

Furthermore the German team conducted six interviews with external stakeholders.

- Two local politicians
- Two federal politicians
- One expert for human rights and police
- One academic specialised on police studies

The police interviewees, however, named different external stakeholders than chosen and interviewed by us. Thus, for an in-depth analysis of external parties it needs more interviews with representatives of those institutions which were named by the police interviewees. These include for example the prosecution services and the municipal safety and public order office (the local government office responsible for the maintenance of public order).

Tables 1 and 2 show the structure of the German sample according to WP 1 criteria:

Table 1: Distribution of interviews across levels

Type of interviewee	female	male	Number of inter-views	Number of Score sheets	
Brandenburg Police				Q3	Q4
<i>top/strategic level</i>		2	2	2	2
<i>senior level</i>		3	3	2	2
<i>supervisory level</i>		8	8	6	5
<i>operational level</i>	3	8	11	10	7
Brandenburg total	3	21	24	20	16
Berlin Police					
<i>top/strategic level</i>		3	3	3	3
<i>senior level</i>		3	3	3	3
<i>supervisory level</i>	1	8	9	9	8
<i>operational level</i>	3	12	15	15	15
Berlin total	4	26	30	30	29
Externals	1	5	6	4	1
Total	8	52	60	54	46

Table 2: Distribution of interviews across functions

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
Brandenburg Police			
<i>Uniformed</i>	20		
<i>Investigative</i>	$4 + (4)^1$		
<i>Urban</i>	-		
<i>Rural</i>	24	20	16
Berlin Police			
<i>Uniformed</i>	28		
<i>Investigative</i>	$2 + (1)^*$		
<i>Urban</i>	30	30	29
<i>Rural</i>	-		
Total	54	50	45

(Please note that the sum of the numbers in the column “number of interviews” is higher than the number in the line “Total” because the categories uniformed/investigative and urban/rural are not mutually exclusive.)

Interview procedures

Interviews with police officers of the top/strategic level, senior level, and supervisory level as well as the external stakeholders were conducted according to the research method as described in WP1. Interviews on the operational police level were conducted as group interviews (with the exception of Aachen). In each group discussion five to six police officers participated. All groups were homogeneously structured considering the functions of the participants and their ranks. Using moderation skills and visualisation techniques, independent data sets were generated. The moderator wrote down the environmental changes and external parties named by the participants. To complete the score sheets, the interviewed officers were free to choose the external parties and changes they wanted to rate. Due to similar external parties and environmental changes perceived on the operational level, many officers named the same external stakeholders and changes in the environment.

¹ (n): number of police men and women currently active in the uniformed police, who have also worked in the investigative police. As mentioned above, uniformed police do perform certain investigative activities as part of their core tasks.

Due to the two-hour-limit of the group interviews, not all topics and aspects of the Q-sheets could be discussed.

3 Environment context of the police in Germany

This section gives a classical PESTL analysis of the overall police force in Germany. It answers the following question: *“What are the main political/economic/social/technological/legal changes in the environment that impact the police force?”*

3.1 Main changes in the environment

This section describes the main differences in the environment based on a PESTL analysis. It gives an overview of the Political/Economic/Social/Technological/Legal changes. It describes which cluster of change (Political/Economic/Social/Technological/Legal) is most important in Germany.

Changes in the environment – general comments

Through interviews with police officers and external stakeholders and using the PESTL environmental scanning tool, we elicited a number of macro-environmental factors which may have influenced or may influence the work of the focal police forces.

A brief aside on a complication regarding the interview data: in the interviews, the researchers had to emphasise that they were seeking to discuss the wider changes *outside* the police, rather than changes *within* the police forces. In particular police officers from the operational level tended to discuss changes that occurred mostly *within* the police forces and less as part of the environment. The causes for most of these internal changes, however, are closely connected to developments in the environment. Although the interviewers tried to cautiously steer the discussion towards the PESTL factors, this was not always successful and the discussion remained focussed on changes internal to the police. The following changes *within* the police forces that can be attributed to environmental causes were mentioned in our interviews:

- *“An ageing police force”* – the causes of which can be connected to the ageing of German society as a whole and the tendency to reduce staff in most police forces for budgetary reasons
- *“Fewer senior positions and fewer overall positions and fewer police stations in the Brandenburg police force due to ‘Police Reform 2020’”* (deemed a negative and highly predictable change to happen within the next 12 months, see 3.2.2.) – the causes of which can also be attributed to the need to reduce public debt. The same holds true for the aspect *“Reduced salaries for front-line police officers”* which was also mentioned in the interviews

- *“New resource distribution to combat internet crime” / “Increased ICT usage leading to ‘information flood’” / “More impact of citizens on police work through the internet”* – the causes of which can be attributed to technological changes in the environment
- *“Toughening working conditions in the public sector according to private sector models”* – the causes of which can be attributed to debt reduction and the need to modernize the public sector which is still regarded by many to be overly bureaucratic and inefficient
- *“Increase in bureaucracy”* (while deemed time-consuming and frustrating, the one respondent who named this change said that it could also be used as a defensive weapon to fight staff cuts by demonstrating the high workload and therefore the necessity of staff)

The following table presents a list of the changes according to the PESTL categories as named by police interviewees in Berlin and Brandenburg. Under the PESTL categories, in the first column, the table shows the main categories as they appear in the diagram below (Figure 1). The second column gives a brief definition of the main categories. The third column shows the frequency of the change categories. The table gives an indication of which of the changes is most important to the police officers interviewed in Germany – it can, however, only present a trend due to the nature of our sample.

Table 3: PESTL trends in categorised form

Changes as shown in Figure 1	Definition	Frequency
Political changes (P)		20
Changes in government	Change of ministers, coalitions and political agendas in Land and federal government	12
Establishing international networks - Europe	Expanding contacts and exchanges with foreign police forces, context, institutions in Europe. In the German sample it also includes the EU Eastern enlargement (open borders due to the Schengen agreement, trans-border crime, drug trade, trafficking in human beings, criminals operating from abroad etc.)	8
Economic changes (E)		25
Budget cuts	The trigger for budget cuts that lead to the need to streamline resources (HR, time, money, instrumental) or that simply determine diminishing availability of core resources	25
Social Changes (S)		77
Demographics – ageing	Ageing of the population	16
Demographics – low birth rate	Low birth rate	12
Changing society - Changing norms and values	The norms and values of society are changing due to more modernization, egotism and less traditions	12
Living standards - Growing inequality	There is growing gap between social groups, the society becomes less fair and equitable	11
Migration - immigration	People from other countries immigrate to country	8
Decreasing authority - less respect	Diminishing acceptance of authority figures such as government or police	7
Decreasing authority - increasing violence	Increase of violence against police and seeking more confrontation with the police	6
Citizens participation - social projects	People become more engaged in social projects	1
Critical citizens - better awareness	Citizens become more aware of the competencies of the police and of their rights and duties	1
Decreasing authority - less trust in politics	People lose trust in political parties	1
Living standards - decreasing education	Decrease of educational quality	1
Radical left militants better organized	The radical left is more and more better informed about the vulnerability of police and is well organised	1
Technological changes (T)		34
Advances in ICT	Increasing development, availability and use of information and communication technologies	26
Advances in ICT - internet - cybercrime and investigation	Increasing importance of internet increases for crime investigation as well as for criminal acts	8
Legal changes (L)		14
Changes in national legislation	National legal reform and new police laws and by-laws	12
Convergence of international law - European convergence	Transfer from national to European legislation	2

Categories of change

Political change

In Germany, the Länder governments' main fields of authority are basically schools, universities, and the police. Therefore, changes in the Länder governments (mostly changes in the political leadership due to changing coalitions and / or new ministers) may have an impact on the police forces. The impact of political change on the police forces, however, can only partly be attributed to the "classical" political positions represented by the political parties (the conservative CDU and FDP favouring "law and order" policies while the centre-left SPD, the leftist "Die Linke" and the environmentalist Green Party favour more liberal policies). Developments during the past two or three decades show that most political decisions affecting the police hardly followed discernible party positions. A more relevant variable seems to be the fact that a new Minister of the Interior coming into office often pushes a new political agenda not because of his party affiliations but rather because of a) the need to pursue a new agenda in order to show leadership and illustrate that "a new broom sweeps clean" and b) reform agendas need to be pursued because of largely undisputed pressures such as the need to balance the state budget, to react to new forms of crime, or to find answers to demographic changes – to name but a few.

Most police officers, however, do not readily embrace change, and we encountered a marked "change fatigue" among some of our interviewees. Quite a few officers expressed their opinion that in the days of more demanding tasks and reduced resources, change usually means something to fear rather than something to welcome, because it usually comes with the reshuffling of organizational units, the redefinition of tasks, the closing of police stations, the reduction of staff and promotion opportunities etc. Thus, most police officers – particularly the older ones – tend to be rather apprehensive when a newly appointed Minister of the Interior comes forward with a new agenda.

In Brandenburg the former coalition of the centre-left Social Democratic Party (SPD) and the conservative Christian Democratic Union (CDU) was replaced in 2010 by a coalition of SPD and the leftist party "Die Linke". The staunchly conservative CDU Minister of the Interior Jörg Schönbohm (a former general of the West German army) was subsequently replaced by the former Minister of Finance Rainer Speer of the SPD who showed a rather distanced attitude towards the police and vigorously pushed a course of reform and austerity. He decided to cut the Brandenburg police force by nearly 20 percent until 2020 in order to help consolidate the state budget ("Police Reform 2020"). He pursued his course in a very determined and sometimes even gruff manner which provoked apprehension among police officers and widespread criticism by the police trade union. After allegations of having dodged alimony for an extramarital child, Speer had to resign in September 2010 and was

replaced by the former leader of the SPD parliamentary group Dietmar Woidke who is widely considered to be more conciliatory and personable.

In Berlin, there have been no major political changes recently. The Social Democrat Erhart Körting has been Senator of the Interior since 2001. He is considered by most police officers as knowledgeable and competent. Police president Dieter Glietsch has been in office since 2002 and is about to retire by the end of May 2011. He is an experienced police officer and served with distinction in the state police of North Rhine-Westphalia where he started his career as a constable in 1964 and was subsequently promoted through all the ranks to finally serve as “Inspekteur der Polizei”, the highest ranking uniformed police officer in a German Land. He has a reputation as a workaholic, determined, tough, serene, thorough, and focused on detail. He drew some criticism from trade unions and police officers for his decision to make wearing name badges compulsory in the Berlin police.

Political changes on a European level were named less often, but in border regions they are nevertheless a relevant environmental factor. Due to the Schengen agreement, border controls were abolished and due to extended trade and economic integration, there has been a steady growth in the flow of goods, vehicles, people, money, and information. But growing integration also means easier flow of drugs, contraband (mainly cigarettes), illegal immigrants and stolen property.

Economic change

Not surprisingly, the crisis of the public budget – given the responsibility of the *Länder* for most policing matters in Germany, we can assume that respondents were referring to *Länder* budgets – is a major issue for police officers (frequency of 25). This was classified as an “economic change”.

In some interviews it was hard to discern social and economic issues. Issues mentioned with respect to growing social injustice, the widening gap between the rich and the poor, a growing frustration among immigrant youths with their economic perspectives in Germany etc. could have been classified as economic issues, but we rather decided to classify them as social issues. Therefore, the “E” in the PESTL acronym is seen by most of our interviewees as mostly a budget issue.

Social change

In response to the question which “cluster of change is most important”, the table shows that “social change” was deemed most important by respondents (frequency of 77). However, the categories are highly diverse. Most issues that were mentioned under this category refer to

- A change in social values that is widely perceived as an increase in disrespectful behaviour and disorder, the decline of social values such as solidarity, social responsibility, (self) discipline, the willingness of the younger generation to learn and study hard etc.
- Decline in fairness and social justice in German society as a whole
- The effects of immigration (particularly in Berlin)
- Demographic changes such as the declining birth rate, the rising average age of the population and internal migration (mostly from the rural areas of Eastern Germany to urban centres and the more affluent regions of Southern Germany).

Technological change

Technological change was considered very important, too (frequency of 34). This almost exclusively referred to ICT. Issues mentioned most often were the internet, digital radio, increasingly sophisticated software used in police work etc.

The main trends regarding technological change are described in Deliverable 4.1

Legal change

Legal change was discussed least frequently (frequency of 14). Most interviewees referred to legal changes as a perceived volatility in the legal sphere sometimes making it hard for police officers to keep track of the latest legal developments and making the legal foundation for police work increasingly complex. Some police officers feel that they face a growing risk to make mistakes because some rule might have changed and they might not have noticed. Examples cited were laws regarding police powers and privacy as well as court decisions particularly with respect to judicial powers limiting police discretion in cases of imminent danger.

Timing of change and likeliness of change (Q3 question 1 and 5)²

The interviewees exclusively listed changes or “developments” according to PESTL which had started in the past and were ongoing at the time of the interview and were expected by the interviewees to continue in the future. Therefore, responses to the question about the timing of the observed changes (Q3 question 5) were almost always answered with “already happening”, “ongoing” or “has already started”. Hence, the first statement on Q3 about the “likeliness of the change to occur” did not lend itself to a specific analysis of the data (Q3 question 1). Only when interviewees named con-

² The numbers refer to the interview protocol which, in the version we used, featured 5 different statements.

crete police-internal changes – i.e. those which were not at the centre of Q3 as they were not “PESTL changes” – more concrete timeframes were named. This referred, above all, to changes connected to the Brandenburg “Police Reform 2020” which started in 2010 and will continue in several steps leading to a significant reduction of the police force and to its re-structuring (see above). In this context, changes such as “fewer senior positions within police force of Brandenburg” and the “ageing of the police” should be understood.

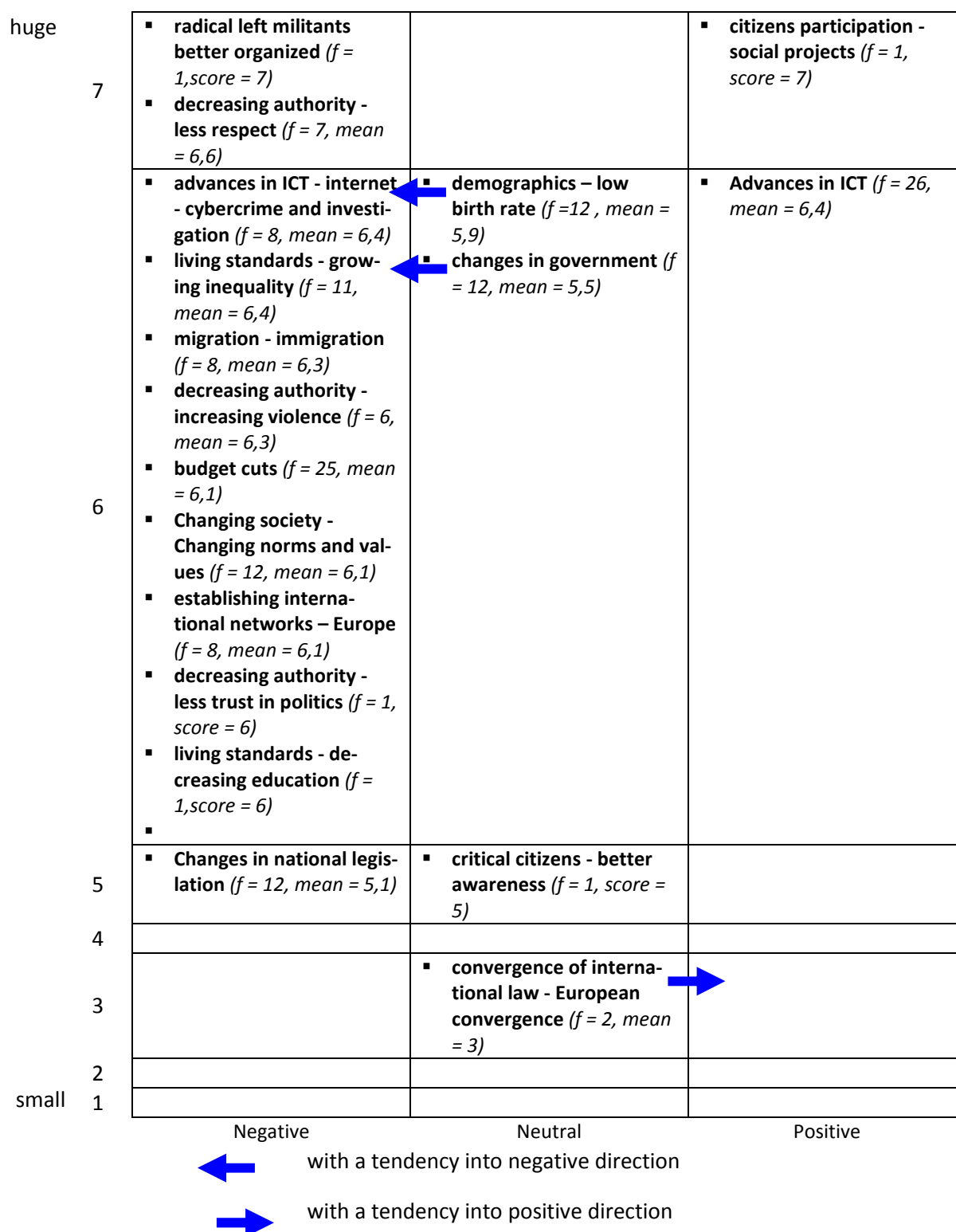
Predictability of change (Q3 question 2)

The statement “The impact of this change on our core activities is highly predictable” was rated with 6.3 (“agree”) on average. This had to do with the fact that almost all of the changes named were assessed as “already happening”, “ongoing” or “already started”. Only when “political change” of *Land* or federal government was named, interviewees were less secure about what such change would bring and assessed the statement with 4 (“neither agree nor disagree”) or 5 (“slightly agree”).

Direction of impact of change (positive/negative) and strength of impact of change (Q3 question 3)

As suggested, we combined the results of the “positive or negative” evaluation of the various change processes with the evaluation of the statement “The impact of this change on our core activities is/will be very strong” in the below graph. The frequency of the PESTL changes standing in the brackets indicates the statistical importance of the categories. The arrows symbolize the negative or positive tendency of mostly “neutral” rated categories.

Figure 1: Impact of changes/assessment of consequences of changes on police work



3.2 Environmental differences

This section describes the environmental differences between various subgroups.

3.2.1 Differences between police forces and ranks

The analysis of Q-sheets, recordings, and field notes allows us to draw conclusions with respect to differences of perception of change between ranks and the two focal police forces Berlin and Brandenburg. Judging from the available data, we found that the perception of PESTL-relevant changes or “developments” hardly differed between ranks and the two focal police forces. There seem to be, however, some exceptions to this trend:

- One Berlin police officer from the district of Friedrichshain-Kreuzberg which is characterised by a ethnically mixed population as well as an active left-wing and environmentalist subculture said that “left wing radicalism” had become stronger, that left wing militants were increasingly more knowledgeable about police tactics than in the past and that, in general, violence against police was on the increase (5). The statements that left wing radicalism had become stronger and left wing militants were increasingly more knowledgeable about police tactics than in the past are summarised under “radical left better organised” in Figure 1, while “violence against the police” is a distinct category in Figure 1. The perception regarding radical left wing groups is probably typical for Berlin and needs to be seen in the context of a recently circulated report by left wing, alternative and autonomous groups that describes in great detail the structure of the Berlin police, their strategies and tactics, their staff distribution and equipment as well as ways to attack and hurt the police collectively and individually. The report is very well researched and gave rise to increased concern among police officers that left wing and autonomous groups might be much better organized and thus more dangerous than in the past. In addition to that, recent violence and street fights between police and squatters after the liquidation of alternative housing projects in Friedrichshain-Kreuzberg in early 2011 might have contributed to the perception of a more aggressive and violent left wing community.
- The Brandenburg police interviewees stated that changes in the composition of their *Land* government were important. This is probably a consequence of the 2009 *Land* elections. As described above, the leading SPD dropped the conservative CDU from the ruling coalition and began a coalition with the leftist party “Die Linke”. Part of the new coalition agreement was the claim of the SPD to name the Minister of the Interior after almost ten years of leaving this prominent area to the junior partner in the SPD-CDU-coalition. Because of the change of the Minister of the Interior,

police officers stated that “political change” and “policy change” would be predictable, would have significant impact on their work and would prove rather negative for their work.

- A further Brandenburg-specific change, named by only one respondent, was the potential fusion of the *Länder* of Berlin and Brandenburg. Rejected through a referendum in 1996, the respondent thought that if the fusion were to happen in the future, it would have a predictable impact (6) and positive and strong (6) consequences on police work. The interviewee thought that the fusion itself was “unpredictable” with regards to when it would happen.
- Concerning governmental change and politics, the Berlin respondents voiced some complaints about the left-leaning local government of Friedrichshain-Kreuzberg as being too lenient vis-à-vis the left and alternative milieu and as obstructing policing activities in the district.
- Immigration seems to be an issue which is more important for the Berlin interviewees than for the Brandenburg interviewees; all but one (neutral) see immigration negative and all see it as having a strong impact on their work. The issue of immigration is barely raised by the Brandenburg police officers; they are more worried about “Eastern enlargement” and about demographic changes relating to depopulation of Brandenburg. As outlined in the Country Fact Case Report, Brandenburg is an ethnically rather homogenous *Land* with few immigrants.
- The trends of ageing and of urbanisation (respectively depopulation of rural Brandenburg) were naturally perceived by the Brandenburg police officers and not so much by the urban Berlin police officers who work in one of the most rapidly growing and youngest urban districts in Europe.
- Due to the small number of female police officers in the sample and due to its non-existent ethnic differentiation – all police officers interviewed were “ethnic Germans” – we cannot make out any trends here.

3.2.2 Differences between externals and internals

The interviews with the external stakeholders resulted in the observation that police officers and external interviewees have a shared perception of PESTL changes in the macro-environment. The most prominent shared perceptions about ongoing changes concerned the following issues:

- An increasingly egotistical society
- A decreasing tendency of obeying to persons formally invested with authority
- The ageing population

- Demographic change due to migration movements. This referred, first, to the sub-theme of internal migration: the mayor/councillor for example spoke about an influx of retirees into his town from other parts of Germany causing a change of local identity and a loss of overall social cohesion. The second sub-theme was that of immigration from other countries into Germany, which only the police interviewees brought up.

All changes named were contemporaneous changes so that the rating of their “predictability” and of their “likelihood to happen” was redundant.

The precarious situation of public budgets regarding policing tasks was an issue over which externals and internals shared concerns. The Left party’s Die Linke MP voiced the opinion that the federal government was trying to assert more power over policing in Germany which, for historical reasons, is a matter of the *Länder*. At the very time of the interview, there was a debate about the Federal Ministry of the Interior’s idea to merge the federal uniformed police (*Bundespolizei*) with the federal criminal investigative police (*Bundeskriminalamt*) to create a “German FBI”, as the Die Linke MP referred to it. In his view, the federal government was trying to use the budgetary problems of *Länder* governments to assert more power over policing.

The CDU MP, a former high-ranking police officer, raised the issue of law and order. The state, he said, neglected the country’s safety and has become too lenient. Such a view, in a much weaker formulation, was voiced also by the mayor and the town councillor. They said that police was too weak to deal with deviant youth, alcohol-induced criminality and was not approachable enough for citizens. They went on that society at large had become too accepting of “anti-social behaviour”.

Following is a list of the changes in the various PESTL categories as named by only the external interviewees.

Political change

- Globalisation (named by E05)
- German state has become neglectful of domestic security and law and order (named by E05)

Social change

- Internal migration from one German Land to another (named by E02 and E03)
- Consumerist society (named by E02 and E03)
- Service mentality of citizens towards the state (named by E01)

3.2.3 Differences between levels

Our interview data do not allow us to discern any differences in the perception of “the environment” in general between the various levels in the two focal police forces. Our interview data only allow statements about the perceptions of PESTL changes in the environment. However, there were no differences between the levels regarding PESTL changes.

3.2.4 Uniform vs. investigative police

Section 1 describes the sample. The majority of our interviewees were members of the uniformed police (see 2.). Our interview data do not allow us to state a difference in the perception of PESTL changes, or of “differences in the environment as perceived” by uniformed and investigative police.

3.2.5 Urban vs. rural police

As mentioned before, the Brandenburg *Land* police force is responsible for a largely rural, thinly populated *Land*. The Berlin police forces almost exclusively police urban areas (see Country Fact Case Report). However, both police sub-forces interviewed in Brandenburg were responsible for a city of 70.000 (Brandenburg / Havel) and for a city of 40.000 (Oranienburg) respectively. Brandenburg / Havel and Oranienburg are amongst the five largest urban settlements in Brandenburg. The two police sub-forces interviewed in Brandenburg are responsible for large swaths of rural districts, too – the *Schutzbereich* district of the second Brandenburg police force can be classified “rural” to 50%, while the police force headquartered in Brandenburg / Havel is responsible for a mainly rural area with respect to its entire physical extension.

However, due to the nature of the interview protocol and the data elicited through it, we cannot make any statements with regards to the “differences in the environment as perceived by the urban and rural police”. We have made statements on their perception of the changes according to the PESTL tool (see above).

4 External parties

This section gives a classical stakeholder analysis of the overall police force in the German states of Brandenburg and Berlin.

4.1 Main external parties

This section lists the main external parties and discusses the following:

- What are the key issues/expectations/concerns of the 5 most named external parties? (Table 3)
- How do the police manage the expectations of the 5 most named external parties? (Table 3)
- How will meeting /not meeting the expectations of the 5 most named external parties impact the police?

The tables below give an overview of the key 5 external parties, their key concerns and the police's managing methods, as elicited through the interviews with police officers from the Berlin and Brandenburg police forces. The external parties are listed according to the frequency and thus significance for the interviewees.

Table 4: Main external parties and their key concerns ranked according to frequency

External party	Key concerns	Managing methods
Brandenburg Police (rural)		
1. Local government (named 21 times)	They support police work with personal data for their investigative tasks. Furthermore, they are responsible for the maintenance of order and security in their local areas. In this, they are often supported by police due to a lack of municipal staff resources around the clock.	The police have regular meetings with staff from municipal institutions to discuss information exchange and other issues. In day to day work, the police take over tasks from the authorities using their own resources.
2. All judicial bodies (named 17 times)	Police provide them with case information/documentation for the preparation of proceedings.	Police officers responsible for providing information/ documentation are highly committed to delivering perfect case documentation.
3. Educational institutions (named 8 times)	Schools and nursery schools are the main dialogue partner of the police concerning prevention of youth crime and in matters of traffic education.	The police cooperate with schools and other educational institutions; they offer trainings for safe behaviour in traffic and act as a consulting partner.
3. Private organizations - Providing service to and need service from police (named 8 times)	They support police with equipment, data and services for and in diverse police operations. Examples are housing associations, animal protection organisations, traffic experts, internet provider etc.	Police cooperate with them if they need support by data, service or equipment, but there is no typical managing method for all these different organizations.

4. Emergency services (named 6 times)	In emergency cases, hospitals, ambulances and fire brigades have to cooperate very closely.	The police coordinate their activities with the emergency services. They also conduct collective debriefings.
5. Citizens (named 4 times)	All addressees of police work are citizens. Police deal with individuals but also with citizens organised in initiatives. Citizens call the police in emergency cases and their subjective feeling of security depends on the presence of police in the public.	There is no general managing method for the citizens as external party. The police try to be a consultant and mediator between different interests. If citizens call for police in emergency cases, the police react very fast and help.

Berlin Police (urban)		
1. Local government (named 20 times)	They support police work with person data for their investigative tasks. Furthermore, they are responsible for the maintenance of order and security in their local areas. In this, they are often supported by police due to a lack of municipal staff resources around the clock..	The police have regular meetings with staff from municipal institutions to discuss mutually relevant issues. Because police are on duty 24/7, they take over tasks from the authorities outside regular hours using their own resources.
2. Government - Politics (named 17 times)	Especially the <i>Land</i> government and the governments of the town districts define the political frame of policing. Police, however, have to remain politically neutral. The police's equipment with immaterial and material resources and capabilities depends among other things on the political orientation of the governing parties. Depending on the governing parties some police actions are not supported or even negatively judged by the government.	The police leadership is well informed about the political direction of the district government and of the <i>Land</i> government. When operations do not benefit from political support they try to act carefully to avoid negative feedback via the media. They are also in regular contact with politicians to ensure that their policing strategy is supported.
2. Citizens (named 17 times)	All addressees of police work are citizens. Police deal with individuals but also with citizens organised in initiatives. Citizens call the police in emergency cases and their subjective feeling of security depends on the presence of police in the public.	There is no general managing method for the citizens as external party. The police try to be a consultant and mediator between different interests. If citizens call for police in emergency cases, the police react very fast and help.
3. All judicial bodies (named 14 times)	Police provide them with case information/documentation for the preparation of proceedings	Police officers responsible for providing information/ documentation are highly committed to delivering perfect case documentation.
4. Educational institutions (named 13 times)	Schools and nursery schools are the main dialogue partner of the police concerning prevention of youth crime and in matters of traffic education.	The police cooperate with schools and other educational institutions, offer traffic training for school children, inform children and students on certain dangers (drugs, alcohol, internet crime etc.), and

		act as a consulting partner for schools.
5. Emergency services (named 9 times)	In emergency cases, hospitals, ambulances and fire brigades have to cooperate very closely.	The police coordinate their activities with the emergency services. Furthermore they have collective debriefings.

How will meeting /not meeting the expectations of the 5 most named external parties impact your police force?

Judicial bodies: Courts and the public prosecutor's office

From the named stakeholders, only judicial institutions have formal feedback mechanism and authority over the police in Germany. As described in the Country Fact Case Report, in the German legal system police officers act as supporting agents of the public prosecutor's office ("Ermittlungspersonen der Staatsanwaltschaft") which means that they have to take orders from the judicial branch. Police officers on all levels reported frequently that a measurement of "good work" is when the prosecution services do not request more information than already provided or when they do not "return the file" to police. A formal complaint issued against a police officer by a public prosecutor is taken very seriously.

Courts are more detached from the police forces, because police officers usually don't deal with judges in their daily work. But judges are nevertheless extremely relevant stakeholders in several ways: In court, judges decide whether a suspect is found guilty or not and thus they also decide upon the quality of the investigative work. The responsibility for the quality of investigative work, however, is shared between the police and the public prosecutor. But courts also play a major role for the police because they have the authority to decide whether a particular police activity was lawful in case someone objects and brings the case to court. Last but not least, judges need to give permission for crucial police activities such as search, detention, or the testing of blood alcohol.

Local government authorities

Police in Germany – with the exception of the Land of North Rhine-Westphalia – are neither responsible for nor accountable to local municipalities. Local politics cannot set the parameters of local police work. This does not mean that there is no interest amongst the police to cooperate well with local government – certainly police build "security partnerships" with local governments. Also, there is substantial interest amongst local politicians to work constructively with police. But there are no official feedback mechanisms from local government to police and there is no authority over police action by local government. However, mayors cooperate routinely with police on e.g. planning of roads.

If expectations are not met, local politicians can lodge complaints with higher levels of the police force of their Land and ultimately with the Land's Ministry of the Interior. External interviews E02 and E03, as local politicians, deplored the lack of an institutionalised relationship with the local police force apart from one relating to road construction in which police have an advisory role. Feedback to police performance and the communication of the needs of local government are mostly carried out informally – i.e. in particular in a small town setting, local politicians or administrators may know local police officers personally and “chat” with them on various issues.

Educational institutions

Schools have no formal authority over the police. So if police do not meet their expectations, schools basically have three options: an informal complaint (phone call) at the police station or the local police chief, a formal complaint (letter), or going public (newspaper). Usually police are very sensitive towards criticism from those institutions, so informal complaints usually serve their purpose. It is rare that schools engage in public criticism against the police.

Emergency services

What holds true for schools also applies to emergency services. Police cooperate very closely with fire brigades, ambulances, hospitals etc., so they cannot afford jeopardizing this relationship. Usually differences in opinion or specific conflicts are solved directly between the parties involved.

Citizens

The German legal system knows certain legal procedures that allow citizens to file a formal complaint against the police. The mildest form is an informal phone call, mail, or letter to the police. Most of the time, the issue can be solved without further escalation. Citizens who feel unjustly treated by the police can also issue an appeal or a formal complaint. Police are required to answer appeals or complaints according to fixed procedures regulating the relationship between administrative bodies and individual citizens (*Verwaltungsverfahrensgesetz*). If the problem cannot be solved on this level, the case will be brought to court and be decided by a judge.

Government - Politics

It is politicians that formally control the police: the Minister of the Interior or the respective function in the city states (Senator of the Interior). Therefore, the institution police officers are affected by most is the Ministry of the Interior. It remains a matter of definition whether the Ministry of the Interior is considered an external or an internal stakeholder. Most police officers in Germany would consider the department responsible for public security in their Ministry of the Interior an internal actor

simply because some of the most influential police officers have their offices there. The highest ranking police officers ("*Inspekteur der Polizei*") are formally heads of sub departments in the Ministry of the Interior and report directly to the department heads.

But politics is not only the Ministry of the Interior. Politics is also the political parties, the parliament, other public bodies, and other ministries etc. that constitute external stakeholders. In case police do not meet the expectations of these external parties, these external stakeholders almost always act through the Ministry of the Interior by addressing the Minister himself or his deputy. They will in turn ask the department for public security for a written report, and so the case will make its way down the hierarchical ladder until it reaches the organizational unit responsible for the complaint. There, a report is written and sent up the hierarchical ladder to the Minister or his deputy. These incidents are not welcomed by police organizations or individual officers, because writing reports for the Ministry of the Interior is considered one of the most hated tasks among police officers. This aspect is exacerbated by the fact that the Ministry of the Interior is the most powerful institution within the system of police and has the formal power to punish, transfer and even dismiss a police officer in case the wrongdoing warrants it.

In our interviews we noticed that politics in Berlin seem to play a bigger role for the police than in Brandenburg. This does not mean, however, that the Brandenburg police are more isolated from political influences than the Berlin police. But they seem to be less exposed to short term political discussions as well as the sometimes heated political debates in the media and in politics. This can be explained by the different nature of state politics in those states. Berlin is – together with Hamburg and Bremen – one of the three city-states in Germany. This has a major influence on political discussions because almost everything relevant that is happening in Berlin and that is reported in the media has a political impact one way or the other and the authorities have to react to it. Crime, public disorder, protest rallies or a change in police strategies in one part of Berlin are issues concerning the entire Land and are therefore discussed by the media and the politicians of the entire Land. This is different in a large state such as Brandenburg. Local politicians and police chiefs working in Prenzlau or Perleberg don't really care about what is going on in Cottbus or Frankfurt / Oder. And for many Brandenburg police officers (and citizens as well), the state government in Potsdam is very far away.

At this point, another important distinction is to make: Formal complaints by external stakeholders mostly address violations of rules or regulations. It is extremely rare that an external political stakeholder takes action against poor performance by the police except in well documented cases such as major protest rallies or incidents such as the Love Parade disaster in Duisburg in 2010 when 21 peo-

ple died. There are hardly any incidents that could serve as an example for police forces not having met the expectations of external stakeholders in the line of their day to day work.

4.2 Differences in external parties

4.2.1 Differences between police forces

Structurally entirely different police forces, as they exist for example in Italy, do not exist in Germany. The 16 police forces of the *Länder* perform the same tasks and are – despite all the differences in detail – similar in how they operate and in how they are structured. There are two exceptions: the federal uniformed *Bundespolizei* and the federal criminal investigative *Bundeskriminalamt* (see Country Fact Case Report for details on both forces' remits). The research team discussed whether to incorporate the *Bundespolizei* in future stages of COMPOSITE.

The differences between both focal police forces with regards to their relationship to external parties are few. For both police forces, local government is the most important external party. The concerns and managing methods are very similar, too, so that no difference between the rural and the urban police force is visible. However, for the Berlin police, “politics” is more important than for the Brandenburg police officers for who “government - politics” does not belong to the top 5 external parties. Also private organizations are not mentioned among the top 5 of the Berlin police force. Maybe the rationale for this is the high number of serious traffic accidents in the Land of Brandenburg where traffic experts are needed for the accident analysis. There are further differences in the ranking of external parties between the two police forces, but arguably “government - politics” is the most relevant difference.

4.2.2 Differences between externals and internals

The external stakeholders that were named by the police (mainly public prosecutors, judges, municipal agencies, schools, citizens etc.) were different from the externals that were interviewed (politicians on the federal, land and municipal level, journalists, human rights activists). Our external interview partners were not in the position to judge the relationship between the police and other external partners. Additional interviews are needed to answer this point.

4.2.3 Differences between levels/ranks

The following two figures show differences between the levels or ranks within the two focal police forces and their perception of importance of the five key external parties.

Figure 2: External parties named per level in the police force Brandenburg

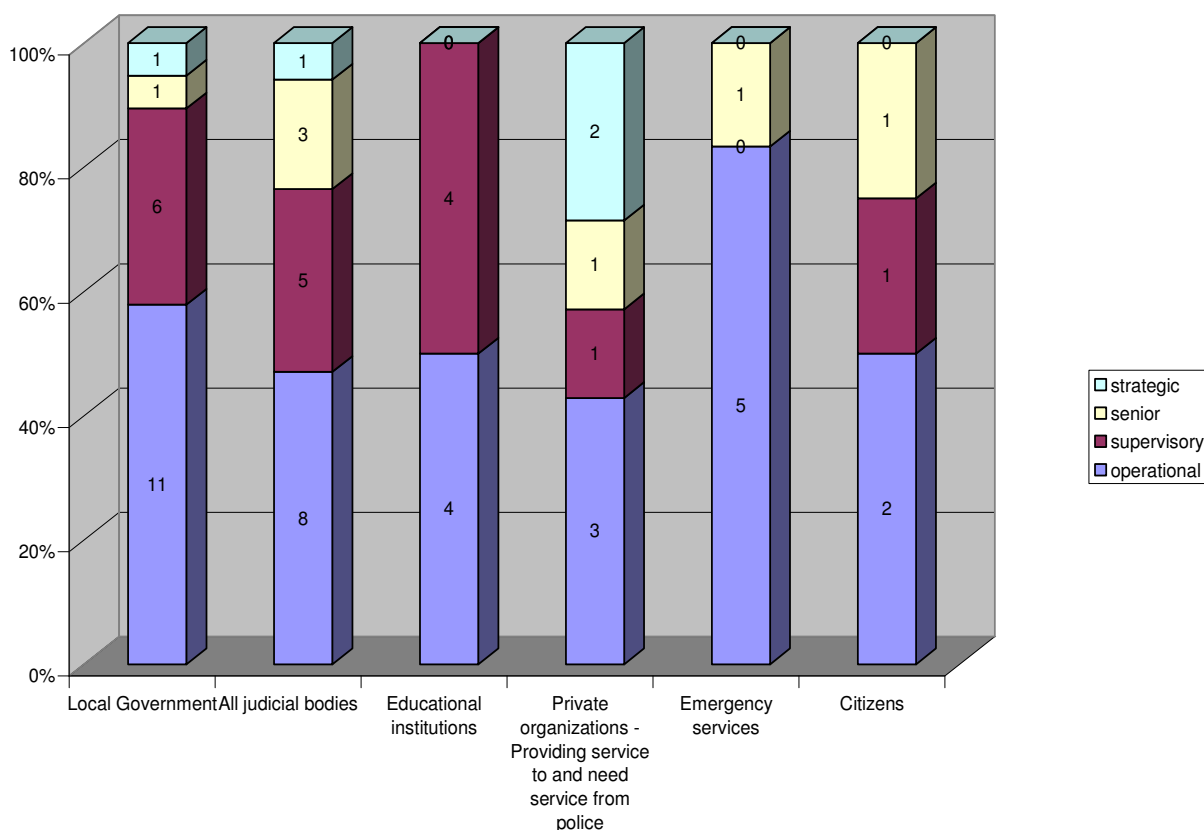
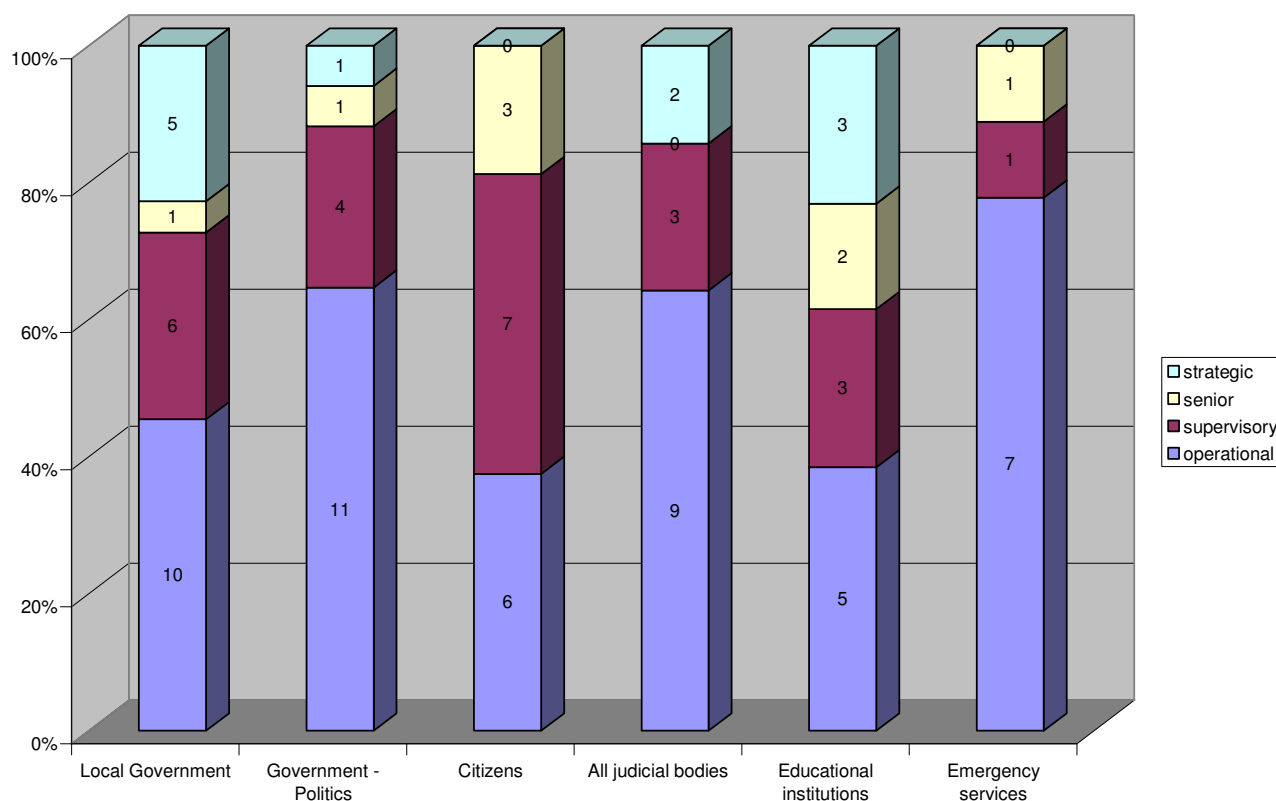


Figure 2 shows the external parties of the Brandenburg police force listed in their relevance, starting with the most frequently mentioned on the left (local government) and finishing with the least frequently mentioned to the right (citizens). The local government, the judicial bodies and the private organizations providing services to, and requiring service from police were mentioned on all four levels. The emergency services mattered almost exclusively to the operational level. There is only one police officer on the senior level who mentioned them. Educational institutions like schools and nursery schools were only named by respondents at the operational and supervisory level. Maybe, in contrast to the higher levels, they are out on the beat and in direct contact with schools as a very important dialogue partner in prevention of crime. The “citizen”, if seen as an external stakeholder is not frequently named and is ranked relatively low. This fact can be independent from the real importance of citizens as external parties.

Figure 3: External parties named per level in the police force Berlin

In comparison, Figure 3 shows the data for Berlin. A similar image emerges concerning the distribution of ranks to the mentioned external parties. However, there are some differences. “Government - Politics” is ranked far higher for the Berlin police force at number two and is important to officers from all levels. In Brandenburg this external party does not belong to the top 5. This might reflect the particular situation of the police force in Friedrichshain-Kreuzberg, as discussed earlier (see 3.1). Police in these parts of Berlin deal more often and more directly with politics than do the Brandenburg police. This, however, seems to be due to a particular antagonism between the district mayor and the local policing priorities and objectives. We can speculate whether a more antagonistic relationship exists or is emerging in other parts of Berlin or other German cities – an extension of our sample and further focal police forces would elucidate this point. Considering local government, more Berlin interviewees on the strategic level (f: 5) mentioned this compared to only one interviewee on the strategic level in Brandenburg. Furthermore, figure 3 shows that Berlin police officers on all levels mentioned educational institutions as an external party whereas in Brandenburg only the basic levels did. This can result from the fact that the category “educational institutions” also includes academies and universities of applied sciences where police officers of the senior and strategic level attend courses.

4.2.4 Uniformed vs. investigative police

As discussed above, establishing a clear divide between uniformed and investigative police is not easy or, indeed, possible in respect to the German *Länder* police forces. Uniformed police take charge of tasks which are, in their majority, carried out by investigative police. Many of our uniformed interviewees – particularly in Berlin – stated that amongst their core activities were “investigative tasks” (see 2.). Therefore, it comes as no surprise that our data do not show any differences between the uniformed and the investigative police regarding their relationship to the five top external parties. All interviewees uniformed or not named the courts as the most important external party. It seems that the other external parties are of lesser significance to the investigative police than to the uniformed police.

4.2.5 Urban vs. rural police

Our sample consists of two focal police forces, one being from urban Berlin, the other being from rural Brandenburg. Differences between the two were discussed in 4.2.1, where the most important external parties are listed separately.



Police Forces: Arma dei Carabinieri, Corpo Forestale dello Stato

Italy

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1 Introduction

This document is the first assessment of the **external environment of the police in Italy** based on the interviews performed in the period January 2011 to July 2011. The purpose of this first document is twofold:

1. To take stock of the **opportunities and threats for policing** in Italy.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries.

The external analysis in this document is very much based on the interview protocol of WP1 & WP2 which was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

This report is based on the findings from meetings and interviews with **Arma dei Carabinieri** and **Corpo Forestale dello Stato** representatives, and with external experts.

The research team integrated results from direct *colloquia* with desk research (official documents released by police forces and government literature, statistical studies realised in 2010 by professional services or directly by involved police forces).

2 Sampling methodology

The research team conducted a total of 30 interviews, 16 with Corpo Forestale dello Stato representative, 8 with Arma dei Carabinieri Officials, 6 with external experts.

With regard to Corpo Forestale dello Stato there are no deviations from the proposed sample strategy. Interviews at the Central and at the local level have been conducted with success and without access problems. The result in terms of qualitative information is in line with expectations and needs; the quantitative data collection shows gaps, as far as interviewees considered not always relevant all the questions inserted in the score sheets, for example because some of the identified changes had already occurred and therefore no indications about likeliness or timing of change processes are available.

A deviation in respect to proposed sample strategy has been required on Arma dei Carabinieri side. In fact, only interviews at central level have been conducted by meeting eight high level representatives at the Comando Generale (i.e. General Command, the national central body that commands and coordinates all the activities in Italy and abroad), representing eight of the core areas both the from the point of view of operations and management.

This does not allow comparability between central and local levels, however, due to the specific nature and concept of Arma dei Carabinieri, the information obtained is highly representative and provide us with a precise vision of Arma dei Carabinieri as a whole.

The standard interview protocol was applied to most of the interviews conducted with Corpo Forestale dello Stato; the elite protocol has been used only for one interview at Corpo Forestale dello Stato.

As for Arma dei Carabinieri, the elite protocol has been used for the 8 interviews, with some adaptation to obtain a basic quantitative overview on the discussed topics¹.

Finally, the selection of the representatives to be interviewed were arranged in concert with Corpo Forestale dello Stato and Arma dei Carabinieri. In particular, we examined the structures of the involved police forces and we discussed with them about the Units and the functions to be involved in the interviews, starting from our specific requests.

Gender balance is not ensured, because most of the interviewed units are driven by men.

¹ It is relevant to underline that results from interviews and discussions at Arma dei Carabinieri were mostly qualitative, therefore quantitative information were not included in the comparative analysis, in order to avoid a misleading representation of results.

For this reason, quantitative data reported in this document and, in general, provided for project purposes in this part of the activities, do not integrate research outcomes related to Arma dei Carabinieri, if not otherwise stated.

2.1 Italian police context snapshot

The present organization of Public Security in Italy was introduced by Law N. 121 of 1981. The **National Authority for Public Security is the Minister of the Interior**, responsible for public order and security, and the coordination of police forces.

In Italy² there are **five police forces having national competence**, three civilian - namely Polizia di Stato (the National Police), Polizia Penitenziaria (the Prison Police) and Corpo Forestale dello Stato (the environmental police) - and two military: Arma dei Carabinieri and Guardia di Finanza Corps.

Police forces distribution on the territory is mainly coordinated to the Italian administrative structure, foreseeing national and local structures that mirror the territorial areas covered by other State bodies³.

All the above mentioned forces are **centralized**⁴, and they all act at a **national level**.

There is no difference between **urban and rural police** from an institutional point of view; this means that each police force, according to its structure in terms of human and logistical resources, it is deployed on the whole Italian territory. Of course, Carabinieri and National Police are far more numerous than others, therefore their presence on the field, for typical police tasks, is stronger.

As for **uniformed and investigative** forces, the only difference is related to the specific function assigned to officers; very specialized units for criminal investigation also exist within each police force but, again, it is only a matter of duties and no status differences are foreseen.

All this means that during his career a police officer can be assigned to every kind of unit within his police force, or can be seconded to national or international joint forces. As a matter of fact, **job rotation** is a rule, in terms of change of duties and change of territorial assignment; it is considered a way to ensure the widening of professional competences, and to ensure impartiality on the field. As a consequence, many of our interviewees covered investigative roles or have been assigned to rural territories during their career. Hence, a clear separation of police in investigative and uniformed squads, as well as in urban and rural forces, is not relevant for the quality of the results.

² Source: The Public Security System in Italy, Polizia di Stato official website, <http://poliziadistato.it/articolo/964-The-Public-Security-System-in-Italy>

³ The Italian State has twenty regions and 110 provinces. The Constitution foresees twenty regions with extended powers, five of them with a broader autonomy given by special Statutes. Regions are further divided in Provinces; for each of the provinces, a prefect is appointed by and responds to the central government, which he locally represents. Municipalities represent the last administrative level.

⁴ Definition: as “centralised police force” is intended a police force organised under one central command, under the direction of a specific Ministry, and with competence on the whole national territory, without status differences between the structures distributed on the territory.

2.2 Police forces structure and interviews' levels

As already stated, Italian Police forces are centralized organizations, with a clear hierarchy and a decision making process based on a top-down flow at a national level. Therefore, for our project purposes, considering project methodology and theory (*unit of analysis* to be considered), we can intend “country” and “national” level as a unique level. Then, in the Italian context, we should consider at this level those structures in charge for central coordination activities, related both to operations and management, in Italy and abroad, and for national training programmes.



With specific regard to **Arma dei Carabinieri**, the national level is represented by all units and offices within the **Comando Generale in Rome**, involved at this stage in the interviews.

As for **Corpo Forestale dello Stato**, all the offices involved in **Rome** for the interviews are considered, as well, national level structures; on the other hand, meetings held at **Comando Provinciale di Verbania** are included as

local level interviews.

According to this and considering the internal structure of the two core police forces (Arma dei Carabinieri and Corpo Forestale dello Stato), in our strategy the involvement of the different levels has been set up on two main steps, based on a top-down approach.

For the first step, interviews have been conducted in the context of the *unit of analysis* related to the **high levels of the two police forces**. This allowed us to achieve a better comprehension of the focal strategic topics currently under debate or under development. During Step 2 **Station level** Station Level representatives **Corpo Forestale dello Stato** were involved.



As for Carabinieri side, we only had the possibility to perform the first step. However, this was useful to understand one core element, related to the identity of this police force: the unity of vision.

As a matter of fact, a strong military culture characterises Arma dei Carabinieri and, therefore, high level Officials are considered as the "necessary and sufficient" source of core information.

This can also be considered as an indicator of a core characteristic of the analysed police force, that is the unity of vision. Such approach entails the commitment to transmit to the population and all the external subject a strong sense of coherence, of unity, of order, of coordination.

The Italian team conducted 6 interviews with **external stakeholders** and experts. Because of this limited sample it was not possible to conclude representative results, even if some interesting topics and differences in perspectives have been highlighted..

It is important to underline that, due to national law and regulations, external stakeholders participation in the very police field is quite limited and all the police forces are usually in contact with the same categories of external subjects.

The following list and the Table 1 show the structure of the Italian sample according to the WP 1 criteria:

1. Insiders versus externals
 - 6 external stakeholders (*see tab. 1*)
 - 2 academics specialised on police studies
 - 1 specialized lawyer
 - 1 journalist specialized in judicial and police issues
 - 1 security expert
 - 1 researcher of the private sector specialized in security forces organization
2. The various levels within the police represented (from strategic to operational, *see tab.1*):

Table 1: Distribution of interviews across levels

Type of interviewee	Number of interviews	Number of Score sheets	
Arma dei Carabinieri*		Q3	Q4
<i>top/strategic level</i>		0	0
<i>senior level</i>	8	8	8
<i>supervisory level</i>		0	0
<i>operational level</i>		0	0
Corpo Forestale dello Stato*		Q3	Q4
<i>top/strategic level</i>	1	0	0
<i>senior level</i>	9	6	5
<i>supervisory level</i>	3	1	1
<i>operational level</i>	3	2	2
Externals	6	5	5
Total	30	22	21

*Please note that the comparison between ranks has been done on the basis of NATO Standardization Agreement (STANAG) 2116 version 6

2.3 The focal police forces in brief

2.3.1 Arma dei Carabinieri

Arma dei Carabinieri (an Army corps coming under the direction of the Ministero della Difesa, and various specialist departments with operational reporting lines to other Ministries⁵) have general competence for policing in Italy, special technical units, and also duties for military police activity abroad (e.g. within operations in conflict and post-conflict theatres).

In Italy, Arma dei Carabinieri structure is based on Inter-Regional Commands, Regional Commands, Provincial Commands, Territorial Department Commands, Group and Company Commands, Lieutenancies, Local Carabinieri Stations and different special units, with about 113.000 units of personnel.

2.3.2 Corpo Forestale dello Stato

Corpo Forestale dello Stato comes under the direction of the *Ministero delle Politiche Agricole Alimentari e Forestali (MIPAAF)*⁶, it is a police force under civil law, specialized in nature and landscape conservation, in the prevention and prosecution of environmental crimes, and agribusiness.

Its many police activities are coordinated by the provincial NIPAF (Units of Environment and Forestry Provincial Police) and centrally by NICAFF (Units of Environmental and Forest Police Central). Also Regional Commands and specialized units are established⁷.

The Corpo Forestale dello Stato consists of approximately 8,500 units of personnel.

As for COMPOSITE proposed distinction between urban and rural forces, it is important to understand that even if Corpo Forestale dello Stato is, geographically, more focused on mountains (mountain areas, forests, national parks, mountain towns), it is not exclusively assigned and limited to those specific areas, therefore it should not be considered a rural police force but a national level one.

2.4 External stakeholders

Three different typology of external stakeholders have been involved for this part of the analysis.

University representatives, directly involved in activities will all the Italian Police forces have been interviewed. Their duties are mainly related to training activities: as a matter of fact, Italian Police forces training courses foresee a high level of involvement of external experts for non-operational subjects.

A **journalist** specialized on police matters and criminal investigations has been interviewed.

A **specialized lawyer** and security governance consultant has been interviewed, as well as a **private researcher** in the field of crisis management and security forces organization modelling.

Finally, a **security expert** with deep knowledge of police forces ICT security, organizations management and quality has been met.

⁵ For a detailed list of dependencies and relationships with different Ministries:

<http://www.carabinieri.it/Internet/Arma/Oggi/Reparti/In+generale/02+I+Reparti.htm>

⁶ See also Legge 6 Febbraio 2004, n. 36 on "Nuovo ordinamento del Corpo Forestale dello Stato" for detailed functional dependencies with Ministero dell'Interno and Ministero dell'Ambiente. Summary available at http://www.interno.it/mininterno/export/sites/default/it/sezioni/servizi/legislazione/polizia/legislazione_519.html

⁷ See Corpo Forestale official website for the detailed structure:

<http://www3.corpoforestale.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/24>

3 Environment context of the police in Italy

This section gives a classical PESTL analysis of the overall police force in Italy. It has to answer the following question: *“What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police force?”*

3.1 Main changes in the environment

This section describes the main differences in the environment based on the PESTL analysis. It gives an overview of the Political/Economic/Social/Technological/Legal changes.

Table 2. Environmental changes (PESTL)

Environmental changes	Change sub-categories	Frequency
Political changes (P)		7
Changing government	Different priorities driven by changing government (especially at a local level)	
International context evolutions	Influence determined by the international political context	
	Establishing international network, increasing existing	
Economic changes (E)		8
Economic crisis	The trigger for budget cuts that leads to the need to streamline resources	
	Diminishing availability of core resources	
Social Changes (S)		17
Cultural Changes	Critical citizens - Higher expectations (Citizens develop a stronger customer orientation)	
	Critical citizens - Better awareness (better understanding of police	

	forces duties)	
	Critical citizens - Changing priorities determined by perception of security	
Changing police work - Need for innovation	Police forces perceive need of change in terms of approach with citizens	
Technological changes(T)		10
New technologies availability	Enhancing technological innovations, adopting or developing new customized solutions	
	Advances in technology – new forensic technologies	
Legal changes (L)		22
Changes in legislation	New laws that determine changes in core rules or procedures	
	Direct and Indirect impact of changes in legislation on organization. New rules that determine organizational changes.	

Note: information contained in this table are related to Arma dei Carabinieri and Corpo Forestale dello Stato interviews outcomes.

3.1.1 Political (and Institutional) changes

In general, a constant attention towards the processes of political and institutional changes emerges, because of the need to adapt to frequent and rapid changes considering the international scene and the evolution of crime at the national level.

As for **Arma dei Carabinieri**, this kind of attention did not imply specific deviations from “business as usual”.

Some relevant and specific changes involved, on the other side, **Corpo Forestale dello Stato**.

Starting from the review of the Title V of Italian Constitution in 2001, which transferred relevant legislative competencies from State to Regions (also in the field of agriculture and forestry policies), and with the 2004 reform of the Corpo Forestale dello Stato (*see the following paragraph for further details*), new rules and procedures have been established for the coordination between central and regional authorities.

The **devolution of competences from State to Regions**, today under further development and clarification, entailed the need to change the procedures for the coordination of activities and for cooperation among Regions and national bodies, to ensure that no grey areas can allow the mismanagement of agriculture and forestry resources, and that tight regulations will not hamper economic initiatives. In this context, Corpo Forestale needed, and still needs, to enhance coordination with different actors of the institutional framework, dealing with a potentially negative

fragmentation of competences and policies in its field of action and often acting as a junction point for Regional policies, to ensure the protection of national and public interests.

This new Institutional framework also driven in 2004 to some proposals about the possibility to completely change Corpo Forestale from a national to a regional force; such possibility has been seen as clearly negative within Corpo Forestale and resulted in deep discussion also at the political level. Finally the Parliament accepted the solution that recognized the need to keep such a specialized structure as a national asset, but ensured for the Regions the possibility to devolve tasks or to share them with the police body by specific agreements.

It is important to underline how devolution and regionalization of competences are only related to **agriculture and forestry policies**, while all the other tasks related to **police activities** (e.g. related to environmental crimes), **public order and security**, remain all centralized at the State level and Corpo Forestale dello Stato acts in the framework of the national context.

In relation to the **general widening of the scope of Corpo Forestale activities** (driven by different political and legal reforms⁸), specific attention should be paid to transnational issues, such as the smuggling of wildlife or the illegal market of waste. Moreover, the increasing amount of international commerce and e-commerce, as well as the opening of new markets introduced new issues from the point of view of boundaries controls and freight controls, requiring better coordination with foreign and international Institutions. In all the mentioned fields Corpo Forestale is actively involved, also in coordination with national and international police forces. The evolution of these scenarios needed innovation and the strengthening, on one side, of technical competences related to flora and fauna; on the other side, this required a stronger involvement and representativeness within international bodies. This was seen as a “natural evolution” of Corpo Forestale growing specialization, and therefore no specific issues have been faced from the point of view of capabilities and organization.

From a strictly political point of view, the normal change in power can determine some shifting in the direction of policies, but in general there is a quite stable environment from the point of view of core rules, also due to the need of harmonization at the European level.

3.1.2 Economic issues

It is out of doubt that the general, global financial context has an impact on public bodies, and in Europe **budget cuts** have been hard also for police forces. While coming to main changes in this direction, some of the basic but deepest problem that affected police forces should be underlined: the availability of core resources (e.g. human resources at the intermediate level, that means officials in charge for operational duties, etc.) is one of those. Education and training is another sector at risk for budget cuts. In such sensitive areas, matching budget scarcity with the need of increasing specialization, in order to comply with a changing operational environment, is a challenging task. In this sense, the evaluation given to budget cuts is not always negative. While it is clear that more difficulties must be faced, it has been also underlined that this is a great stimulus toward optimization. Arma dei Carabinieri, e.g., enhanced the research for external sources of funding for specific activities, such as participation in the allocation of European funds for the development of

⁸ Among others: see the mentioned reform of the Title V of the Italian Constitution, l.cost.3/2011; l.36/2004 defining the new Corpo Forestale system; Dlgs.12/2006, so called “national environmental code”

training and exercises activities. This allowed, among others, to strengthen the international network, to increase the opportunities for training, to facilitate the exchange of good practices, to increase the chances for exporting training courses abroad.

Facing financial issues is not seen only as a negative challenge, in fact, some positive aspects arose during interviews. For example, a strong effort has been devoted to the development of new synergies, to common joint initiatives between central and local offices, to the optimization of resources through a better organizational interconnection (useful to identify opportunities for a better allocation of resources).

“Greater creativity”, told one interviewee at Corpo Forestale dello Stato, “has been deployed to face upcoming challenges and effective, often innovative, solutions have been found”.

Another interesting finding is that budget cuts are increasingly fostering the development of economies of scale in the Public Administration.

This positive approach was found by both organizations, exploiting their characteristics. For example, due to the relatively small dimension of Corpo Forestale dello Stato, decisions can easily follow a top-down flow between the head and the field branches of the organization, and bottom-up initiatives can easily reach the top of the hierarchy. Such context enhance the acceptance of changes.

As for Arma dei Carabinieri, the typical cross cutting competences of the personnel allowed an efficient relocation, e.g. creating new operational departments in sensitive areas of the Italian territory, giving priority to the strengthening of structures with responsibility for prevention activities, structures in charge for investigation and fighting against crime, and giving priority to departments operating in the highly specialized sectors.

In general, even if the positive aspect of resource optimization has been highlighted, budget cuts are however considered as one the most critical ongoing changes. In fact, while some cuts have high impact and require great effort to be faced, some others could drive to a tangible reduction of the quality standard. Currently, the possibility to come to a risky threshold is considered with high concerns.

3.1.3 Social Changes

It has been underlined how an **increasing sensibility from the population** toward safety and security issues can be clearly recognized during the last decade. In particular, reported interviewees at Corpo Forestale dello Stato, some specific themes receive nowadays greater consideration from the general public, e.g. animals abuse, water pollution, safety and control of food products. In parallel, changes in regulations for the exploitation of natural resources for economic purposes, as well as the strengthening of rules for environment protection, generated in the population the need for technical and specialized support.

As a consequence, it has been an increasing demand from citizens to the Corpo Forestale dello Stato, both in the sense of attention and better awareness toward its work, and therefore a more fruitful cooperation, and in the sense of an increased workload.

Also Arma dei Carabinieri interviewees highlighted how particular attention in relation to social changes is given to the **perception of security** and the consequent demand for protection of the

population: *“although a trend decline of about 3.5% of serious crime phenomena (mainly related to organized crime) has emerged, the index of perceived safety marks a negative trend”.*

From the point of view of **social phenomena**, e.g. directly related to Corpo Forestale activities, it can be relevant to underline how globalization and an increasing richness of population, determine, among others, more travels, more commerce, more circulation of unnecessary goods. Among such goods, for example, there are exotic animals or animal products protected by the C.I.T.E.S., often illegal or however imported without authorizations. As a matter of fact, such circumstances determined a stronger effort from the point of view of ports and airports control, as well as in relation to border control and transnational cooperation.

In this context, it was underlined by Arma dei Carabinieri interviewees how the demand for protection is not only related to committed crimes, but it is increasingly assuming the characteristics of a demand for attention to those factors that affect the quality of life, including the difficulties of ethnic and cultural integration, the presence of areas of urban blight, inequality and exclusion, urban disorder and a high rate of social conflict which often leads to violent phenomena.

In view of this, an increasing contact between population and police forces is seen as absolutely positive, being strictly related to the identity of both involved police bodies, based on the direct contact with people also, and above all, in isolated areas, where preventive and support activities are priority.

3.1.4 Technological changes

During the last years some relevant innovations from the point of view of implemented technologies had a deep and positive impact on the effectiveness and efficiency of Arma dei Carabinieri and Corpo Forestale.

At Corpo Forestale dello Stato, the dramatic deployment of GPS system, for example, determined the possibility to precisely and constantly monitor territories and natural phenomena, decisively enhancing the possibility of strong control and prevention on the field. Some special technologies for specific tasks, e.g. searching metal waste underground, have been provided; new databases and interconnected systems allowed a better integration of data and information for investigative purposes; new innovative systems to provide integrated services to citizens and other actors of the public safety and security field have been developed (e.g. Meteomont and Nevemont).

At Arma dei Carabinieri, e-government strategic guidelines have been followed, implementing measures and tools both in favour of citizens and of internal personnel. Also logistics processes and operational activities (e.g. investigations and patrolling) profited by the adoption of new solutions, often developed “in house”: *“Arma dei Carabinieri want to establish itself as protagonist of the development, aiming at a leading role in development of new technological solutions and not as a simple user”*, reported an Official.

New technologies are in general considered as a great opportunity to increase the quality of work and, finally, of the service provided to citizens. The implementation of new technological solutions is also seen as a support to rationalization measures, e.g. in relation to the adoption of technological solutions that can support an integrated management at national and local level of the resources and logistics.

3.1.5 Legal changes

The unavoidable evolution of the legal framework is generally considered as a physiological evolution that goes together with the evolution of social and criminal phenomena. The overall impact of these changes is considered relevant, often affecting the reference legislation for operational activities.

However, a different impact has been reported by the involved police forces.

In fact, the effects of these changes are considered "neutral" (and therefore not particularly challenging) for Arma dei Carabinieri, due to the reported high capacity of adaptation and to the general "stability" of the core laws and regulations (even if some relevant changes in criminal law has been reported).

On the Corpo Forestale Side has been reported that, during last years, Institutions at the National and European level paid increasing attention to the update of law and regulations in the field of environment and health protection, agribusinesses regulation, identification of wildlife to be protected. This entailed a continuous need of update in the knowledge base of personnel, as well as an effort in the adaptation of procedures and protocols. Starting from the Italian law **Dlgs.152/2006, the so called "environment code"**, and with specific reference to EU level regulations, Corpo Forestale dello Stato officers needed to make a relevant effort to comply with the related needs. This kind of changes had both positive and negative effects: on one side, the amelioration of procedures, a deeper knowledge on specific matters and sharing of rules enhanced the overall capacity to achieve high level results. On the other side, time and budget constraints, together with limited human resources represented a hard obstacle towards the implementation of needed changes. It is however reported how Corpo Forestale members, due to their specialization, faced (and are facing) the challenge without particular difficulties.

Another relevant change driven by law is related to the **overall reform introduced by the Italian law 36/2004** and the following reorganization in 2005, with its high impact on core duties, that shifted the Corpo Forestale dello Stato towards a new concept of a full, "traditional" police force, with typical police duties but with the added value of specific technical competences (e.g. public order duties are now assigned, as well as a deeper involvement with prosecutor offices). As a matter of fact, before this innovation, Corpo Forestale was, on the contrary, more focused on technical issues rather than on police tasks. This change had high impact on the organization and on the functions, as well as on new needs for cooperation with other police forces and public bodies (e.g. judicial administration). The change imposed by the new law is generally considered positive, because it was focused on the need of clarification about duties and organization after the devolution process driven by the mentioned Constitutional change.

3.2 Environmental differences

3.2.1 Differences between police forces

Generally speaking, **there are not relevant differences** between the environment changes identified by Arma dei Carabinieri and Corpo Forestale dello Stato. In this respect, both police forces referred to political and international environment changes (change in international crime trends and impact on Italy), economic changes (the national economic crisis), social changes (changing citizens demands), technological changes (great advantages from new techs adoption, above all to provide new advanced services to the citizens).

The only relevant split has been recognized in relation to legal changes, where Corpo Forestale dello Stato members reported a higher impact on their core duties, e.g. due to relevant and continuous changes or updates in technical regulations.

Therefore, it can be stated that there is a **shared perception of PESTL changes** between forces.

In general, it is relevant to underline that the predictability and size of impact of changes on core activities should be considered in relation to the **different size of the two involved organizations**: in fact, Arma dei Carabinieri is far bigger than Corpo Forestale dello Stato (about 113.000 units of personnel vs about 8.500).

This entails a different flow in internal information management and in relationship between different levels of the same organization, and, of course, a possible different impact of changes.

Another relevant organizational characteristic that should be considered in approaching an analysis of the reported trends is related to the **military status** of Arma dei Carabinieri (while Corpo Forestale dello Stato is a police force with civil status). This entails specific internal rules, typically related to military hierarchy, while at Corpo Forestale a **“short chain”**⁹ can be clearly recognized.

Some specific peculiarities can be identified as follows.

In relation to the specific core business of Corpo Forestale dello Stato, a change in **people cultural approach** toward environmental issues has been reported.

As mentioned above, **legal changes** recorded a relevant difference between the two involved police forces, with Corpo Forestale dello Stato strongly focusing on the reform of 2004, which brought relevant impact on internal organization and risks of overlapping with Ministries, and on constant updates of environmental regulations, above all at the EU level, with impact on core Italian regulations (e.g. review of investigative protocols).

This kind of legal updates also led to the enhancement of relationship with external parties, such as judicial authorities.

Also a **different international perspective** has been recorded: peacekeeping and peacebuilding operations are top topics for Arma dei Carabinieri, in relation to their direct involvement in international military and police missions. New markets access, e.g. causing an increasing import (in Italy) of endangered species or illegal products, or new international environmental policies development represent the fields of action for the international projection of Corpo Forestale dello Stato.

⁹ Intended as top-down and bottom-up information and decision flow over the hierarchy chain

3.2.2 Differences between externals & internals

Given the unequal distribution between these subgroups it is difficult to discern any valid differences. Of course, the **different perspective** between police personnel and external subjects determines a different view on concerns and working priorities, but an **overall alignment in priorities** can be recognized. Some general examples can be reported.

As for the **political and institutional context**, a common attention point has been identified, i.e. a better awareness of coordination needs and global trends (e.g. in relation to new crimes or organized crime). As a matter of fact, interagency coordination, both at national and international level is seen as crucial towards an enhanced effectiveness of police activities. As a difference, e.g., while Arma dei Carabinieri highlighted the importance of widening the international network as an ongoing trend, external subjects focused their attention on national level concerns.

Another example can be related to the reported direct influence of the politics on police and judiciary activities: external interviewees reported the perception of a not always fair relationship between politicians and police/judiciary bodies, while police forces approached the issue strictly from the point of view of Institutional and functional relationship with Ministries and other public bodies.

Another example of different perspective can be identified considering **economic issues**: external subjects, e.g., reported the risk related to decreasing funds for research and for forensic and scientific activities within police forces, also seen as an opportunity of collaboration between public and private sector. On their side, police forces focused on financial cuts with regards to their impact on operational activities on the field.

Mobility issues (e.g. risks for availability of fuel) have been pointed out as typical common concern, clearly pointing out a common priority, that is the presence on the territory.

Finally, a typical shift in the perception of trends with an impact on police tasks is related to **legal issues**. External parties did not mention changes in laws and regulations, while police forces (above all Corpo Forestale dello Stato) reported the topic as a core trend. This could point out a need for better communication and information from Institutions towards the general public, to enhance the awareness about relevant issues that can affect the relationship between police forces and citizens.

3.2.3 Differences between levels

For this topic, the research methodology considered four levels for the collection and analysis of information: top, senior, supervisory and operational.

However, it is not possible to feature relevant quantitative analysis since it may portray a misleading representation of the data, as the majority of interviews in Italy were conducted at top and senior levels.

4 External parties

4.1 Main external parties

Considering the main external parties that interact with Offices in the fulfilment of their institutional duties, the list of parties mentioned by the two involved police forces is mainly determined by duties and collaboration schemes foreseen by law.

In fact, relationship between police forces and other public actors are regulated by national laws, on the basis of functional dependency (e.g. with judicial bodies) or sharing of duties (e.g. with other police forces or Ministries)¹⁰.

As for relationship between police forces and private bodies, possibilities for cooperation are often limited to technical issues (e.g. providing technologies and related assistance, performing analysis on laboratories), but cooperation on typical police tasks is generally limited to occasional consultancies.

The institutional framework that rules such relation mostly determine the level of formal influence and authority of different bodies over police forces, as well as procedures and responsibilities.

As for **Institutional parties**, **National and local public administrations**, such as Ministries, Regions, Cities, are mentioned and have influence on the police activities, due to institutional and legislative asset. The performance on the expectations is reported to be good. Same considerations can be made about judicial and Prosecutors offices.

Important external parties that are mentioned are **other police forces**, who have influence on the activities, in terms of mutual cooperation needs. Concerns are mainly related to some overlaps in functions and duties among the five national level police forces and, therefore, in relation to effective coordination and information sharing. The interviewees mention a good performance on their expectations.

With regard to **non-Institutional parties**, **citizens** are of very high relevance and influence on the police: they are considered as the key reference, and concerns are related to the need to be as close as possible to them on the field. The citizen is considered by Arma dei Carabinieri and Corpo Forestale dello Stato the point of reference for their duties and, of course, the beneficiary of the police effort as well as the driver of some of the most relevant ongoing changes (e.g. in relation to shifts in perception of security, to increasing demand of service and expectations, etc.).

Other important external parties that were mentioned are: universities and private research institutes, civil industry (e.g. providing technologies), international organizations, politicians (at local, regional, national level).

Other specific actors have been cited, due to their specific field of action, e.g. environmental associations and volunteer organizations, that are often involved by Corpo Forestale dello Stato in local activities.

It has been generally noted that private sector actors **have no major influence** on police forces, with the clear exception of citizens.

¹⁰ See note 5 and 6 at p.8 for detailed list of dependencies and relationship with different Italian Ministries, both for Arma dei Carabinieri and Corpo Forestale dello Stato

Following a table reporting the number of citations for each type of mentioned external party, with some explanation to better explain the adopted category. The inserted categories have been mentioned by Arma dei Carabinieri, Corpo Forestale dello Stato and external experts.

Table 3: Most important external parties – Italy

External party	Definition	Frequency
Government	Ministries; Ministerial bodies; Prefetture (central Government local offices); Regional offices with specific police-related duties; particular bodies, such as "Ente Parco" (a body in charge for the management of protected forest areas); Municipal technical offices	7
Other police bodies - National Police	National Police forces, also considering coordination bodies	6
Citizens	All citizens: young and old, victims and offenders	5
Other public safety/security forces	Civil protection, Mountain Rescue service, Municipal police, Fire fighters	4
International Organizations	International bodies such as UN and UN Agencies, European Union, Europol, Interpol, NATO	4
Government - Local	This category can contain Municipalities, Provincial, Regional Governments	3
Other police bodies - Foreign police	Police forces and Gendarmerie from foreign Countries	3
Organizations and associations	Environmental associations, citizens organized groups	2
Private organizations	Private organizations that support police with equipment and services	2
Judicial bodies - Prosecution and judges	Judicial bodies who are concerned with criminal investigation, including public prosecution and judges	2
Media	All representatives of local and national media reporting about police operations	2
Educational	All public and private schools and other educational institutions	2

External party	Definition	Frequency
institutions		
Civil Industry	Businesses and traders' organizations, both considering production and trade/sector associations	2
Organizations and associations - Volunteers	Citizens organizations integrated in public safety activities	1

Note: information contained in this table are related to Arma dei Carabinieri and Corpo Forestale dello Stato interviews outcomes.

4.2 Differences in external parties

4.2.1 Differences between police forces

As already mentioned, the relationship with Institutional actors are regulated by laws and procedures. Being Arma dei Carabinieri and Corpo Forestale dello Stato two national level police forces, cooperating in the same institutional and legal framework, the typologies of Institutional parties mentioned are obviously the same. Of course, due to the core competencies and nature of the two bodies, some specific parties are different: e.g., Corpo Forestale dello Stato is mainly linked to Ministry of Agriculture and Forestry, Arma dei Carabinieri to Ministry of Defence.

Moreover, due to its military status, Arma dei Carabinieri cooperates not only with foreign police forces but also with foreign Gendarmeries.

For the same reason, Corpo Forestale dello Stato members mentioned some external parties that are specifically related to the nature of police force duties and geographic deployment: environmental or citizens associations, regional and local administrations offices and technicians (it is important to remember that, following to Constitutional reform in 2001, agriculture and forestry policies have been transferred from State to Regions).

4.2.2 Differences between externals & internals

It should be noted that external subjects interviewed on the topic identified the same categories of relevant external parties cooperating with police forces.

A specific focus arose on judicial bodies and on specific experts (e.g. interpreters, computer experts). Journalists and media have been also mentioned.

The evaluation of the relationships, in terms of mutual understanding and management of expectations is generally similar, with external interviewees sometimes highlighting the opportunity of further cooperation with the private sector (e.g. in the research field).

4.2.3 Differences between levels

As already mentioned in par. 3.2.3, it is not possible to feature relevant quantitative analysis since it may portray a misleading representation of the data, as the majority of interviews in Italy were conducted at top and senior levels.



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1 Introduction

This document is the first assessment of the external environment of the police in Macedonia based on the interviews performed in the period December 2010 to April 2011. The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in country Macedonia.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries.

The external analysis in this document is based on the interview protocol of WP1 & WP2 which was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

2 Sampling

The interview sample for Macedonian Police was developed in December, 2010. It was defined in accordance with the organizational structure of the Ministry of the Interior of Macedonia (MOI). Namely the sample was developed within the existing 3 levels: **strategic** (central), **regional** and **local** level, and the corresponding levels of management – **strategic**, **tactical** and **operative**. The current organizational structure of MOI is yet to be completed. The police reforms began in 2003, and recently the new organization and systematization of the police was completed and the new rules and regulations will be fully implemented in near future.

To date, according to the Strategic Plan of MOI for 2008-2010, The Ministry of the Interior has no operative function, but solely represents a classical organ of the Government. The operative functions of the police are implemented through the central police services, the regional border-control centers, and the territorial police forces, or in other words, through 8 Sectors of internal affairs.

Evidently, the Macedonian police base its organization and work/operation on the territory principle. However, beside the **territory principle** of organization and work the **linear principle** is also adopted. The linear principle of organization or specialization in the fight against crime is a necessity of the contemporary police organizations, which stems from the highly-specialized manner of committing certain types of criminal acts. The strategic plan of MOI underlines both principles, with special focus being on the linear principle of organization, which is based on the contemporary challenges the police organizations are facing, such as the organized forms of crime. A significant progress has been made with establishment of the Department of organized crime as a special centralized unit that promotes and carries out police-juridical cooperation.

The sample is structured on a central, regional and local level. In the implementation of the sample the professional contribution was received by the MOI staff, particularly in arranging the date and place for obtaining the interview. The conditions for performing the interview were good to very good. The behavior of the interviews was very correct and professional. It is interesting to state that 6 (14,63%) of them, either from senior and operative level, refused to be audio recorded during the interview.

Law Enforcement Officers

The sample designed for the police officers is hundred percent implemented.

The interviews conducted standard questionnaire. From 41 Law Enforcement officers, 1 is from the top level, 19 are from senior and 21 from operational level¹. 12 of the police officers from operational level (57,14%) are uniformed and 9 (42,86%) are non-uniformed. 9 seniors (47,37%) are uniformed and 10 (52,63%) are non-uniformed. There was one top level interview, which belongs to uniformed part of the police.

¹ In Macedonia there is no legal act which defines the levels as it was suggested in the table of this project. We used the classification from the police reform project (according our knowledge, the supervisory level is recognized in the professional standard unit, which wasn't inserted for the purposes of this project)

Table 1: Level and uniformed/non-uniformed interviewee according to sex

Level	External		Uniformed		Non-uniformed		Total
	female	male	female	male	female	male	
External	1	8	0	0	0	0	9
Operational	0	0	0	12	1	8	21
Senior	0	0	1	8	4	6	19
Top	0	0	0	1	0	0	1
Total	1	8	1	21	5	14	50

The presented structure in the sample is not representing the ratio between uniformed – non-uniformed law enforcement officers in the Ministry of Interior of Republic of Macedonia, where uniformed law enforcement personal represents about 80% of total, but the reason for such orchestrated structure is that for the purposes of this interview we preferred reasonable percent of the crime police.

Regarding the gender 35 (85, 3%) are male and 6 (14, 7%) are female, which is on the track of the ratio in the Ministry of the Interior/Police, presenting the gender representation.

Out of 6 female police officers, one is uniformed (4, 55%) and 5 (26, 32%) are non-uniformed police officers.

The ethnic composition of the interviews is the following: 31 (75, 6%) ethnic Macedonians and 10 are police officers from other ethnic minorities from Macedonia.

The dominant number of 14 (34, 14%) Law enforcement officers are from the age group 46-50 years (the dominant age group by the employees in the MOI is 35-40). Next with 21, 95 percent is the age group 40-45, after that the age group 31-35 with 17, 07%, than 36-40 with 12, 19%, after that 51-55 with 7, 31% and the other groups.

Similar balance according the age follows the structure by the externals

Table 2: Age structure

Age group	Number of interviewees	%
Up to 30y	3	6
31-35y	8	16
36-40y	5	10
40-45	10	20
46-50	15	30
51-55	6	12
Above 55	3	6
Total	50	100%

Respecting the level of the MOI/Police, the interviewed Law Enforcement officers are representing all relevant issues: higher strategically positions in the Ministry of Interior/ Police – Bureau for Public Security: 6 or 14,63%, all of them from the top and strategically level, Central Police Service: 6 or 14,63%, Border Police (senior and operational level): 8 or 19,51% and 7 out of 8 regional police districts in the country (senior and operational level): 21 or 51,22%.

Table 3: Structure and level of the interviewees

level unit	External	BPS Bureau for Public Security	CPS Central Police Services	BP Border Police	RPS Territorial Police Sectors	Total
External	9	0	0	0	0	9
Operative	0	0	4	4	13	21
Senior	0	5	2	4	8	19
Top	0	1	0	0	0	1
Total	9	6	6	8	21	50

There is no possibility to make division between urban and rural police, because the police are organized on the territorial model in the country, and it performs its duties by one unit – Regional Sector for internal affairs. On the micro level, there is division of activities in the urban and rural areas, but very often the same police officers are performing the duty either on urban or rural area.

Externals

The sample oriented on the externals targeted 9 interviews from the civil society, media, local self-government, academic community, NGO. The sample designed for the externals is implemented with few replacements, but it doesn't affect any changes which should be noted.

There is no specific difference between insiders versus externals, regarding creating the sample.

All interviewees, except one from the externals with high school diploma, have university degree. There is no specific difference important for this research in the field of education between insiders versus externals.

Table 4: Distribution of interviews across levels

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
<i>Police force in Macedonia</i>			
<i>top level</i>	1	1	1
<i>senior level</i>	19	19	19
<i>supervisory level</i>			
<i>operational level</i>	21	21	21
<i>Externals</i>	9	9	9
<i>Total</i>	50	50	50

Table 5: Distribution of interviews across functions

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
<i>Uniform</i>	22	22	22
<i>Investigative</i>	19	19	19
<i>Total</i>	41	41	41

Figure 1: Interviews distribution across the country



The map of Macedonia gives an overview of the territorial distribution of the interview sample, which demonstrates the balanced selection of interviewees across the whole country, from all branches of the police.

3 Environment context of the police in Macedonia

This section gives a classical PESTL analysis of the overall police force in Republic of Macedonia. It has to answer the following question: *“What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police force?”*

3.1 Main changes in the environment

This section describes the main differences in the environment based on the PESTL analysis. It gives an overview of the Political/Economic/Social/Technological/Legal changes. It describes which cluster of change (Political/Economic/Social/Technological/Legal) is most important in Macedonia.

The distribution of changes among interviewees in Macedonia is as follows:

Table 6: Type of change

Type of change	Number of interviewees
Political	37
Economic	34
Social	35
Technological	6
Legal	32

The most important changes referred by the Macedonian Police are:

1. Political changes

The issue of political change was most frequently picked by the law enforcement officers, compared with the rest of four change areas. The dominant political change is **elections**. This change affects on radical structural turbulences into police organization. Since the interview was performed, the Government announced extraordinary parliamentary elections which will be on 5th of June, 2011 (In mean time, during completing the report, the elections are done, on democratic way). The request for extraordinary elections was made by the opposition several months before, and the tensions for such possibility existed from before. No decision by EU for opening the negotiation with Macedonia, for 5th time, again, because of the name issue, culminated with request for extraordinary elections. On the other hand, the elections in Macedonia in 2008 were followed by critics of the international community for presence of violence and remarks on some of the organizational issues. In general, the elections bring a lot of work for the police in pre-election period, during the political parties promotion are, as well as for performing the administration and IT services; on the day of elections, with specific tasks for the police preventive duties; and after the elections, when the police have to document the cases where (if) violence is manifested.

The direction of the interviews regarding this political change is neutral; even there are few positive and few negative perceptions.

This political change is underway.

The second political change identified by the interviewees is focused on **war and conflict**, changes connected with the recent Macedonian history (2001), where Macedonia as last country in the region was affected by the war conflict. It was mixed with a lot of elements of organized crime and terrorism that involved the domestic structures connected with subjects within Macedonia's neighborhood. The dysfunction of the society and evident consequences from that period, in combination with the current aggressive ethnic political rhetoric, fragile multiethnic relations, uncompleted process of stabilization on the region, the fragile democracy, supremacy of the political party interest instead of the legal standards, as well as illogical and asymmetric request for compromise regarding the name issue and influence by the high rate of unemployment expressed through social tensions, identifies this political change as possible, in the future.

The political change is recognized, of course, as negative one.

2. Economic changes

This field of the changes was picked as one of the most favor, after the political change. The interviews are focused on the change **national economic situation**, dominantly national, but there are few oriented on the local, as well as international economic situation. It is a sign how connected is economic change, from the macro and micro perspective, affected by the global economic crises, which influenced national economic situation, expressed through administrative decision for sharp limitation for the public administration, including the police funds, mostly implemented with cut of the state/police budgets, limitation the police patrols because of lack of fuel/petrol, limited resources for maintaining the police facilities, restrictions in hitting, freeze salaries etc.

The national economic situation as change is recognized rather as negative one.

This economic change is already present, and there are no indicators that the situation will be changed, soon. It means more poverty, more budget restrictions, more young people who are ready to go abroad, and more indicators for social disturbances in the country expressed through the protests by the farmers, unemployed victims of the transition and other social groups.

3. **Social change**

The most important social change is **increased public participation**. This social change could be connected with several preconditions. Firstly, changing the philosophy in the police organization, from very close to professional organization which should be service for the citizens. Second, the post conflict situation which brings the stabilization of the society, performing the regular duties, which could be observed from inside the police perspective where dominant is the police reform process, intensifying the interagency co-operation where the Police have constructive role, developing the police organization compatible for cooperation with other police services, more intensive cooperation in the region. It also could be connected with the permanent very high support of the EU and NATO integration, as wanted destination.

This social change is reported as positive direction, which is not a finished process.

The other social changes, presented as small clusters, are **Ethnic and religious factors**, presented in negative direction; **High risk on the football matches**, with negative direction, which could happen again in the future. It is not related to hooliganism only, but with appearing of nationalism also; **Living standard** which already is present and will be present in the future, reported as either negative and there is positive one. The living standard is generally affected by the economic situation (income and poverty rates), but also demonstrates the social changes in terms of access to health care, education, etc.

All the above reported social changes consume a lot of energy, efforts, resources, equipment and police work.

4. **Technological change**

Technological change compared with other groups of changes, is the less picked by the interviews. However, the expectations by this change are very high. The interviews recorded that further police work will be based on the ICT technology, as *sine qua non* for managing the expectations from the police. Now, using the intranet in the Police on central level, the police officers can compare the efficiency of its work with before. Some of the local police units, which are not yet IT networked, picked this technological change in the near future.

The ICT is the most reliable tool in performing the police prevention activities, as well as in documenting the police evidence to the Public Prosecution as well as to the Courts. In Macedonia, in partnership with EC, under CARDS, Twinning, and now IPA Program, intensive progress is under way, with developing the major ICT projects, like TETRA and others. Very important projects are performing with support and partnership with regional Law Enforcement organizations (SEPCA, SECI/SELEC, PCC SEE, MARRI, DCAF) and EUROPOL, FRONTEX, INTERPOL, as well as with friendly police organizations, bilaterally. The police officers from the strategic level, as well as the police officers from the criminal police more often emphasized the importance of further equipping with IT software and packages as an important tool to prevent and fight cyber crime. Actually, for the purposes of this interview, when the police officers were asked what they'll do, if they will received 25% more money, the most favored answer was their investment in IT resources and training. This answer brings to the conclusion that direction for this change is absolutely positive. Sometimes, the expectations from the police officers glorify the expectations from the ICT, which highlight the discrepancy between the current level of knowledge for ICT by the police officers, and the real expectations of it, today.

5. Legal Change

The interviews, both, the internals and externals, reported that **national legislation** is the most important legal change. In the last several years the most radical reforms in the justice and home affairs started with the police reform process. The Police Reform Strategy (adapted by the Government in 2003) introduces the new, capital Law on Police, adapted by the Parliament in 2006 and with effective power from 2007. This law brought new face of the police organization. The process for harmonizing the other affected laws from criminal justice field as well as administration is still open issues. A lot of work is done, but still a lot of work should be done. Further adapting the bylaws in the Ministry of Interior is an open process.

This year (2011) the new Law on Criminal Procedure and Criminal Law were adapted. Both laws bring significant novelties, which concerned the role of the police in the criminal justice area. The new position of the Public Prosecutor vis-a-vis all subjects in the pre-trial procedure will make new architecture in enforcing the law, especially in the area of interception, exercising the police power and protecting the Human Rights. Actually, one of the highest challenges is the necessity of integration the relevant agencies (including the police) in effective and efficient enforcement the law. This issue is permanently observed by the European Commission in its reports to Macedonia.

The last several years were marked with adapting tremendous number of new laws or novelties in the laws. Some of them concerned the police, like the Law for cleanness of public spaces, which bring obligation for the police officers, temporary until the local government will employ the relevant communal inspectors, to be responsible for enforcing the law, and if necessary, to ticket the citizens; the new law for traffic introduce dramatically increased fine, which are under the authorization of the police. The Law for asylum and temporary protection (2009, amendments), Law for Internal Affairs (2009, amendments), Law for Border Control (2010), Law for Detective Activities (2011), Law for Citizenship of Republic of Macedonia (2008, amendments), Law on Civil Servants (2011, amendments), Law on Identity Card (2011, amendments), Law on

International Mutual Assistance in Criminal Matters (2010, amendments), Law on National Criminal Intelligence Data Base (2009), Law on Arms (2010, amendments), Law on Protection the Persons and Property (2011, amendments), Law on Travel Documents for the Republic of Macedonia Citizens (2011, amendments), Law on Misdemeanors (2011, amendments), Law on Residence of the Citizens (2009, amendments), Law on the Foreigners (2010, amendments) means a lot of work for the police.

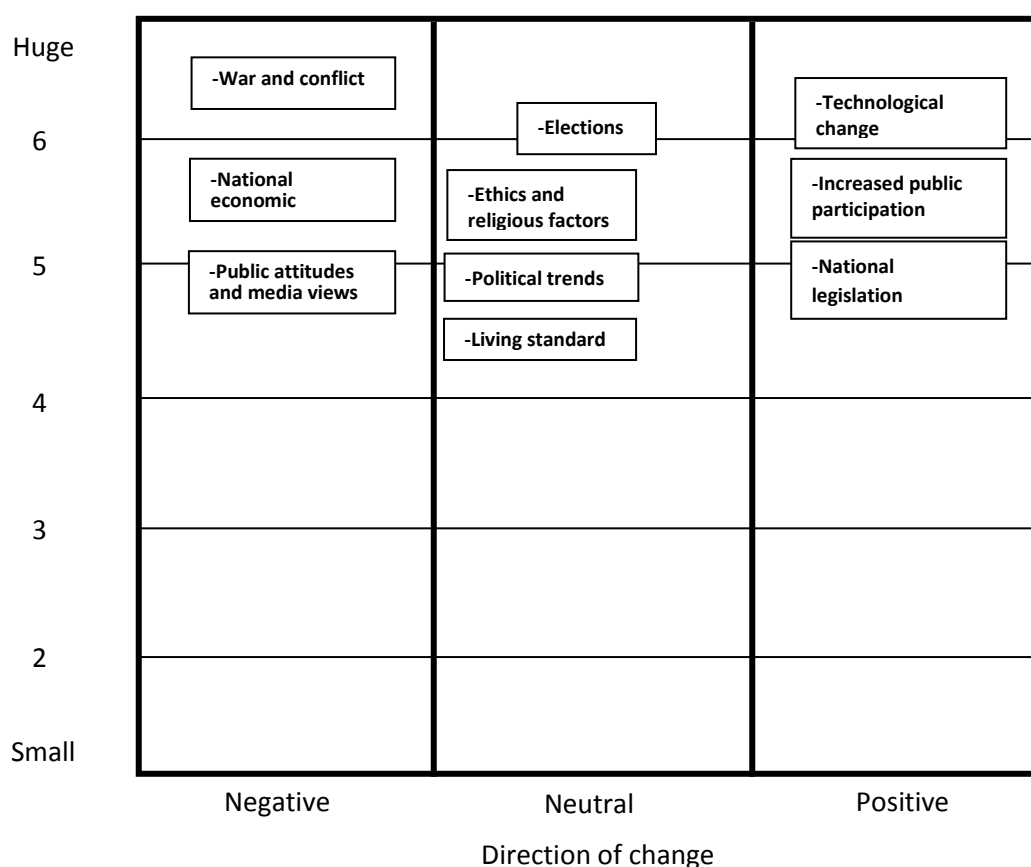
The expectations from this legal change is recognized as mechanism for correction the existing gaps, which disable the police work especially in obtaining the proofs, exercising the police powers in pre-trial procedure, developing the efficient mechanism for oversight the police, and etc.

The impact of this change is identified as already implemented, but also as process which exist and will bring the change in the next years.

The direction of the national legislation is stable positive.

Figure 2 Impact of changes

Impact of change



3.2 Environmental differences

This section describes the environmental differences between various subgroups. The following subgroups are distinguished:

1. Externals & internals
2. Levels in police forces
3. Investigative squad and uniform police

3.2.1 Differences between externals & internals

There are no big differences between the externals and internals in their views regarding the changes of the environment. We noticed the following:

The internals mostly answered the question, using the example from their own field of work. In their answers they went even in detail sometimes that was not productive.

The professional behavior by the internals, how they took the responsibility to be interviewed was extremely professional. Some of them were impressed with this event, and maybe by some of them the psychological consequences on the beginning of the interview limited their answers or they were not enough concrete in the response.

One of the notices is that: several internals, when they were asked to identify the weak point in their organization, they were not happy with the question and rather they wanted to skip the response. However, in their answers they stressed the lack of equipment, limited budget or that there is no such issue (there is no weak point in their organization), rather than to speak about the political party influence in the police organization, improvisation in management, lack of human resources management etc .

In the answers the externals used pragmatic customer oriented approach: they have remarks about the police from their live professional experience. They usually follow this logic in recommending what should be improved in the police.

Interesting experience even for the research team was sharp decision by 6 police officers, who are ready to be interviewed, without recording the interview.

In Macedonia, with the Police Law from 2007 it is a novelty which allows the police officer to be member of the political party (!?). However, compared with the previous period, there was no political party image in the police offices, which is positive.

3.2.2 Differences between levels

There are few differences in the environment perceived by the senior and operational level.

Speaking about the national legislative change, the senior and top level interviews were oriented on giving the more general response. In their answers dominant were the police reform activities, work on the EU programs oriented to justice and home affairs, developing and implementing the standards oriented to the classified information, advisory to the local police forces, interagency cooperation on the global level etc. The interviews from those

levels were much better informed for the regional and international police cooperation, pretty clear mentioning the EU Directives, International instruments, experiences from the international trainings, names of the relevant police projects under CARDS, Twinning and IPA programs, which was very opposite with the answers by the operational police officers. The operative level interviews were very pragmatic in presenting the examples from their every day practice and cooperation with the public prosecutor, the relevant court and other partners for enforcing the law, which was way easy to explain oneself. They were not familiar with the projects developed by the Ministry of Interior/Police on the central level, even such campaigns were developed before, but probably it wasn't enough. The police officers from the operational level stated that some of them even with more than 20 years of experience in the police never attend and have no experience from other police or training outside from the country.

3.2.3 Uniform vs. investigative police

The interesting difference between uniformed and investigative police could be explained the following way:

The Uniformed police officers semantically wanted to emphasize that they are on the front of the state institutions for protecting the peace and order. In their vocabulary they used phrases from the police subculture, very specific for police communication, but not so common for the regular communication, giving the detailed formulation, citing the laws and bylaws, giving the clarification etc. Their answers on the questions from the interview were much more general, with a lot of abstracts. Sometimes it was difficult to summarize their point. Maybe it is one of the elements which could be analyzed as "social influence of the profession to the police officers".

The investigative police officers were more direct in answering the questions.

Generally for the police officers, uniformed and investigative, is that the experience from the profession has positive influence to the police officers, as human beings.

4 External parties

This section gives a classical stakeholder analysis of the overall police force in R. Macedonia.

4.1 Main external parties

This section lists the main external parties and discusses the following:

- Key issues/expectations/concerns of the main (i.e. top 5) external parties?
- How the police force manages the expectations of the main (i.e. top 5) external parties?
- How will meeting /not meeting the expectations of the main (i.e. top 5) external parties impact your police force?

Although the interviewees identified more than 25 different external actors, the following five were the most important and the ones mentioned in the interviews most frequently: The citizens, The

local government, The central government (ministries), The judiciary institutions (courts, public prosecutor), and The police services and institutions.

(Other external parties mentioned by the interviewees are: the political parties, the media and press, the educational institutions, international organizations, social services, the NGO sector, ambulances, and the fire departments.)

1) The citizens

This is a group of individuals most frequently referred to as concerned citizens, but also less frequently as victims and criminals. Some interviewees also listed the citizens' associations and organizations as external parties. Nevertheless, the citizens were the most important and first listed external party both for the police and external interviewees. 12 of the interviewees mentioned this group as the most important external party.

The key expectations and concerns of this external party are safety, security and protection in their surroundings, including their lives, rights and property. The citizens also expect the police work to be conducted professionally, in a timely, efficient and effective manner, in accordance with the Law. While in the role of victims the citizens require from the police to be more efficient in the fight against crime and to respond effectively to their requests and reports, when in the role of criminals, they expect from the police to be less efficient than them and avoid their capture and prosecution. Nonetheless, all citizens expect fast and effective response from the police to their problems and endangered safety or security.

The police interviewees noted positive answers regarding their management of the expectations of the citizens as the most important external party. They try to take into account the citizens' problems and complaints and execute their tasks in a timely and efficient manner. Additionally, the responses from the citizens are taken under consideration in order to improve the police work. However, some answers, especially from the external interviewees indicate that the police sometimes do not meet the citizens' expectations, by responding late or taking repressive measures, when preventive ones are needed.

Meeting the expectations from the external party results in positive effects both in the police conduct and the creation of cooperation and mutual trust between the police and the citizens. However, citizens often have expectations of police work that is outside their authorization and competences. These expectations are often disregarded by the police as being unrealistic, which can create disappointment for the citizens.

Failing to meet the citizens' expectations creates mistrust and lack of cooperation which impairs the performance of the police. Sometimes there is also selectivity in the police work, which brings negative effects to the citizens' view of the police work. Some external interviewees mentioned increased cooperation and joint efforts with the police and civil volunteers as ways to improve the expectations management of this external party.

2) Local Government

This external group refers to the local authorities, mayors, municipal Councils, advisory groups and local security councils. 11 of the interviewees mentioned this group as an important external party.

The main concerns of this external party include greater presence of the police force in the communities, professionalism and efficiency in dealing with crime, increased security in the local community and greater involvement and cooperation with the work of the local municipal government in fighting crime and other police related issues, such as cross-border cooperation and providing security on public events.

The standard police interviewees mentioned that sometimes the communication between the local government and the police is difficult because the municipal officials cooperate only when they need police assistance. Additionally, some interviewees pointed out the local government sometimes have unrealistic demands from the police which are outside their authority. With the new decentralization processes and regulations there is sometimes a mismatch between the police authorization and the expectations from the local governments who require assistance for situations that cannot be addressed by the police officers. Therefore, memorandum for cooperation is mentioned as a tool that can clearly set the relations between the police and the local government.

Similar to the citizens, the local governments also have high expectations which are generally met by the police on a satisfactory level. The police interviewees believe they meet the expectations from the local government very well, but external interviewees mentioned that the cooperation between both parties could be improved by practicing more frequent communication and cooperation, as well as introducing joint community policing. However, it was also mentioned that the municipal representatives sometimes have requests from the police, which are outside the police rules and procedures, and thus not met by the police forces, which always work according to the rules of conduct.

Meeting the expectations of the local municipal officials always brings positive results in terms of future cooperation and solving the problems and issues at hand. On the other hand, failing to meet the needs of this external party creates conflict between both institutions and problems arise due to lack of mutual organization and cooperation. Nonetheless, the regular meetings with the local government officials have been proven to be the best tool for successful cooperation.

3) Central Government (Ministries)

This external group includes all relevant national/central institutions, including all the ministries, but mainly: the Ministry of Justice, The Ministry of Internal Affairs, The Ministry of External Affairs and The Ministry of Labour. 10 of the interviewees mentioned this external party.

Different ministries have specific expectations from the police, but overall these governing institutions require effective and quality execution of the police work and their assigned tasks. The Ministry of Justice requires data sharing related to crimes and extracts to criminal records, the Ministry of Internal Affairs expects successful performance of the assigned tasks, and The Ministry of Labour expects assistance in performing tasks under their competence and realization of envisaged

police activities related to their work. Nonetheless, all these institutions, which have a higher management role, expect the police to be readily available for assistance and execution of the assigned tasks.

The police manage the expectations of this external party on a satisfactory level due to timely and correct response to their needs. Sometimes, there are difficulties arising in situations where the novelties in legal frameworks introduce new concepts to the police work and conduct, but with joint cooperation, these difficulties are overcome.

There is mutual satisfaction when the expectations of this external party are met by the police. However, when this is not the case, there are repercussions to the police forces in terms of cooperative communication and decreasing of the budgets of the police for the continuation of the work on a given case. But, the unmet expectations serve as a challenge to the police in achieving the desired conduct of assignments/tasks.

4) Judiciary Institutions (Courts (Investigative Judges), Public Prosecutor's Office)

This external party includes The Courts, where the most important individual party are the investigative judges and the Public Prosecutor's Office. 7 of the interviewees mentioned this group as key external party.

The expectations of the courts include conduct of police work in accordance with the law, strict respect of deadlines, attaining the criminals, providing all necessary evidence and accurate data for the court procedures, to uphold the laws, to follow search and stop procedures, to execute work in timely and professional manner and to provide assistance in performing their duties.

The Public Prosecutor's Office also expects professional and timely conduct of police work, in accordance with the law and mutual cooperation.

The police interviewees stated that they successfully meet the expectations and demands from this external party and the relationship with the Public Prosecutor's Office is on a very good level. Usually, the Public prosecutor demands help and assistance in performing their duties which the police meet with success. The management of the expectations is executed in accordance with the relevant laws and legal procedures, where the police manage to provide the necessary data for prosecutions and court procedures. This is done by mutual communication and cooperation with the external party.

When meeting the expectations and needs of this external party, there is success in solving and closure of criminal cases, but when the police fail to provide the necessary data and evidence, the court procedures and cases are complicated and sometimes fail to provide the necessary closure.

5) Police Services and Institutions

This external party includes other police services, forces and law enforcement institutions with which the police forces cooperate and communicate, including: centres for education and training,

inspection services, integrated police services, territorialized police services, etc. 6 of the interviewees mentioned this group as key external party.

The main expectations from this external party are successful realization of information sharing that would result in effective and efficient work and cooperation, providing assistance in performing their duties and contributing to the general security situation.

The integrated police services require faster exchange of data and joint police actions, while the training centres expect input and cooperation in order to determine the future directions for training of the police units.

The police interviewees generally answered that the expectations from this external party are met without major difficulties. However, lack of communication and lack of success for certain actions leads to mistrust and impaired cooperation, which in turn can impair the police conduct.

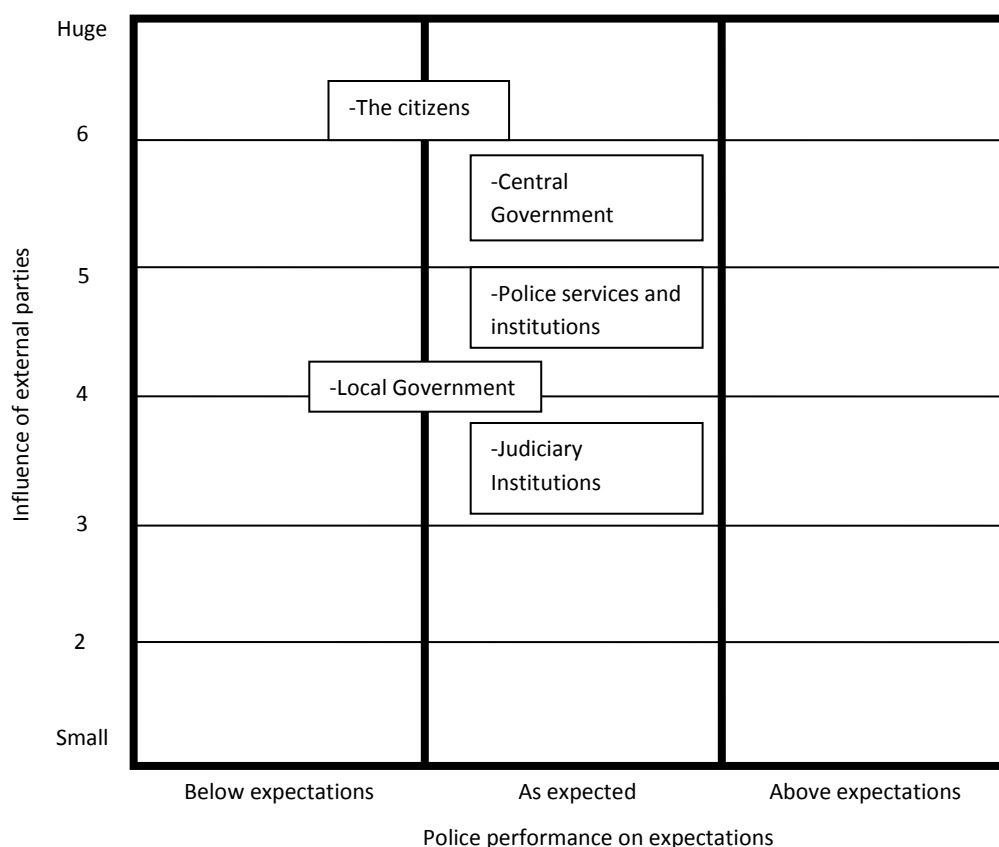
Nevertheless, efforts in improving the cooperation and communication bring positive results both for the external party and the police force/unit.

Table 7: Main external parties and their key concerns

External party	Key concerns	Managing methods
1 Citizens	Safety, security, protection	Regular contact, respect to their demands
2 Local Government	Meeting their needs, providing assistance	Regular contact – meetings with local officials, memorandum for cooperation.
3 Central Government	Meeting their expectations regarding police interventions and work conduct, providing assistance	Fulfilling tasks and assignments in a timely manner, cooperation and communication.
4 Judiciary Institutions	Providing accurate data and evidence according to strict deadlines	Frequent communication, police conduct according to regulations
5 Police Services & Institutions	Organized and timely information sharing and cooperation	Solving issues and problems on a higher management level, regular contact and information sharing

Table 8: Main external parties and their reaction to police performance

External party	Positive performance	Negative performance
1 Citizens	Better image, increased trust and cooperation, better response to citizens needs	Bad image, disappointment, mistrust, impaired work performance
2 Local Government	Increased trust and cooperation, better knowledge of local issues and potential crime, better work performance	Lack of cooperation, impaired work performance
3 Central Government	Improved cooperation, more assistance to police from central level, more financial resources, improved work performance	Repercussions in inflow of finances for execution of tasks and lack of cooperation
4 Judiciary institutions	Easier solution and closure of criminal cases, better cooperation	Impaired communication, bad image, less activity, less cases solved
5 Police Services and Institutions	Improved cooperation	Internal conflicts, frustration, impaired work performance

Figure 3: External Parties Influence and Expectations

4.2 Differences in external parties

This section describes the differences in external parties between various subgroups. The following subgroups are distinguished:

1. Externals & internals
2. Levels in police forces
3. Investigative squad and uniform police

4.2.1 Differences between externals & internals

There are several differences between the external and internal interviewees in relation to the perception of the external parties.

Even though for both groups the citizens are the main external party, the internal police interviewees mention the other police organizations and local and central governmental institutions as main external parties, while the external interviewees focus more on the local municipal governments and international and non-governmental organizations, as main external parties.

Additionally, while the police interviewees all stated that they manage the expectations of the external parties very well, the external interviewees mention the need of improvement in communication and cooperation between the police and the external parties, also by undertaking more preventive measures by the police instead of repressive.

Nonetheless, both the internal and external interviewees agree on the benefits and consequences from meeting the expectations of the external parties (meeting their expectations improves mutual trust and cooperation, this improving police work, while failing to meet their expectations impairs the cooperation and consequently the success of the police work).

4.2.2 Differences between levels

There are no evident differences in perception of the external parties between different levels of police interviewees (top, senior, supervisory and operational). The only difference in determining the main external parties is that each level of police interviewees stresses the higher authority police services and institutions to whose requests they respond to and need to cooperate with. Therefore, the operational level of police interviewees list the higher authority police institutions and local government as external parties, while the top and senior police interviewees list the central government institutions as main external parties.

The success and manner of management of the expectations of the external parties is the same for the different level of police interviewees.

4.2.3 Uniform vs. investigative police

There is a small difference between the uniform and investigative police interviewees with regard to the external parties. Namely, the uniformed police interviewees identify the local government officials (councils) as main external party; while the investigative police interviewees identify the central government institutions and the judiciary institutions as main external parties. This difference is logical, since the view of the internals is more connected with their field of preoccupation which is a characteristic more visible in the answers of the uniformed police interviewees than the investigative police. Nonetheless, the citizens are listed as main external party both for the uniformed and the investigative police.



Police forces Amsterdam-Amstelland, Rotterdam-Rijnmond, Gelderland-Zuid and
Royal Netherlands Marechaussee

The Netherlands

Opportunities and Threats WP 1 Report

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1 Introduction

This document is the first assessment of the external environment of the police in the Netherlands based on interviews performed in the period January 2011 to May 2011. The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in the Netherlands.
2. To serve as a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of the environment in the ten countries that are part of the COMPOSITE project
 - b. Investigation of whether similar opportunities or threats are interpreted differently across countries.

The analyses in this document are based on the interview protocol of WP1 & WP2 which was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

The data discussed in this report stem from four Dutch police forces, namely Amsterdam-Amstelland, Rotterdam-Rijnmond, Gelderland-Zuid, and the Royal Netherlands Marechaussee.

2 Sampling

Three police forces in the Netherlands participated in our interviews, namely Amsterdam-Amstelland, Rotterdam-Rijnmond, and Gelderland-Zuid. In addition, we interviewed one member of the Royal Netherlands Marechaussee at the strategic level and several individuals involved in policing at the national level.

In Amsterdam eight interviews were conducted. The majority of participants were at the supervisory level, with a comparatively low number of people at the operational level. The police force Amsterdam-Amstelland deals with the city of Amsterdam and can therefore be described as an urban force. All interviewees were working in the investigative police.

In Rotterdam, the sample is comprised of 16 interviewees, the majority of them at the operational level. The interviewees were predominantly uniform police, except for four officers in the investigative police. The uniform police do not conduct work in the section of criminal investigation, but in what we call maintenance police, emergency aid-police, neighbourhood police and for instance traffic police. Like Amsterdam, Rotterdam is an urban force including the city of Rotterdam and its surroundings. Our description of the police in Rotterdam is, next to the interviews, also based on field visits. In total, we did seven full days of field visits, which covered community policing, criminal investigation, police training, intake and service, and harbour police. We also participated in an internal audit of police Rotterdam-Rijnmond and collected internal documents on police strategy, performance measures and changes, as well as publicly available texts.

In Gelderland-Zuid we interviewed twelve employees at strategic, senior, supervisory and operational levels, including the chief constable and the officiating head of the prosecution service. All police officers were uniform police. In contrast to the former two forces, Gelderland-Zuid can be considered to be a rural force. In addition to interviews, we also collected and analysed police documents.

We further interviewed one member of the Royal Netherlands Marechaussee at the strategic level.

Finally, we conducted four 'national' level interviews. Although the Netherlands has – at the time that the interviews took place – no national police, we use this term to refer to individuals at a strategic level who have overview over the police in the Netherlands. This group included the Chair of the Board of Chief Constables, the Director of Police and Safety Regions at the Ministry of Safety and Justice, the Chair of Council / Board of Prosecutors (Prosecutor General), and the Director of

Police Inspectorate (compare HMIC), also seated at the Ministry of Safety and Justice.

Next to interviews in the police forces, we also interviewed nine external actors, to assess how important stakeholders and cooperative partners (in positions of authority, chain-relations and network-relations) perceive the police. Some of these ‘partners’ fulfilled multiple external roles. The group of external actors consisted of four journalists, two union members, one prosecutor and two mayors.

As part of the interview protocol participants had to complete score sheets to provide additional quantitative data on environmental changes and external partners. Due to time constraints we were not able to collect score sheets from all participants. Time constraints also prevented us from working through the whole interview protocol with some interviewees.

Table 1: Distribution of interviews across levels

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
Police force Amsterdam-Amstelland			
Top/strategic level	1	0	0
Senior level	3	1	1
Supervisory level	1	1	1
Operational level	3	3	3
Police force Rotterdam-Rijnmond			
Top/strategic level	0	0	0
Senior level	2	2	2
Supervisory level	5	5	5
Operational level	9	8	9
Police force Gelderland-Zuid			
Top/strategic level	1	0	0
Senior level	1	1	1
Supervisory level	2	2	2
Operational level	8	6	8
National level			
Top/strategic	4	2	2
Royal Marechaussee			
Strategic	1	1	1
Externals			
Journalists	4	4	4
Union	2	0	0
Mayors	2	1	1
Officiating prosecutor	1	1	1
Total	50	38	39

Table 2: Distribution of interviews across functions

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
<i>Police force Amsterdam- Amstelland</i>			
<i>Uniform</i>	0	0	0
<i>Investigative</i>	8	5	5
<i>Urban</i>	8	5	5
<i>Rural</i>	0	0	0
<i>Police force Rotterdam-Rijnmond</i>			
<i>Uniform</i>	12	11	12
<i>Investigative</i>	4	4	4
<i>Urban</i>	16	15	16
<i>Rural</i>	0	0	0
<i>Police force Gelderland-Zuid</i>			
<i>Uniform</i>	12	9	9
<i>Investigative</i>	0	0	0
<i>Urban</i>	0	0	0
<i>Rural</i>	12	9	11
Total	36	29	32

3 Environmental context of the police in the Netherlands

This section provides a classic PESTL analysis of the overall police force in the Netherlands. It answers the following question: “What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police force?”

3.1 Main changes in the environment

This section describes the main changes in the environment based on the PESTL analysis. It gives an overview of the Political/Economic/Social/Technological/Legal changes. It describes which cluster of change (Political/Economic/Social/Technological/Legal) is most important in the Netherlands.

Table 3. Environmental changes (PESTL)

Environmental changes	Change sub-category	Frequency
Political changes (P)		(36)
Government influence (22)	Police restructuring & modernization	16
	Increasing police responsibilities	1
	Micro management of government	5
Impact of government change (9)	Changes in government	9
Populist politics (2)	Greater emphasis on security	2
Privacy (2)	Pressure on privacy	1
	Decreasing importance of privacy	1
Scope of policing (1)	Changing perception of police tasks	1
Economic changes (E)		(21)
Economic Crisis (20)	Budget cuts for the police; Increase of crime in society	20
Competition (1)	Competition from other security players	1
Social Changes (S)		(48)
Changing society (17)	Changing norms and values	7
	Less respect	7
	More violence	3
Critical citizens (4)	More opposition	3
	Higher expectations	1
Perceived lack of safety (2)	Decrease in subjective safety perceptions	2
Demographic changes (5)	Diversity	5
Decreasing authority (3)	Less respect	3

Environmental changes	Change sub-category	Frequency
Globalization (10)	Open borders in Europe	9
	Internationalization	1
Changes in crimes/criminals(15)	Professionalization of criminals	7
	Terrorism	3
	New types of crimes	2
	New groups - younger	2
	New groups - mixed nationalities	1
Role of the media (2)	Media - Increased coverage	2
Technological changes (T)		(33)
Advances in ICT (30)	Changes in general	14
	Internet - social media	9
	Internet – cyber crime	7
	Information overload	3
Legal changes (L)		(11)
Changing legal role of the police (4)	Outsourcing	4
International changes (3)	Changes in international legislation	3
National changes (2)	Changes in national legislation	2
Role of law (2)	Changing role of law in society	2

The most important environmental changes identified for the Dutch police are as follows:

Political

- **Police restructuring and modernization.** The government is currently introducing a national police model, which has far-reaching consequences, including the restructuring of all police forces in the country. The national police design is believed to be primarily inspired by a pragmatic vision and belief in scale-enlargement, rather than by a vision concerning the nature of police work on the streets. Thus there is the perception of a lack of vision – or another vision – on operational police work.
- **Increased political influence on police priorities.** Police feel the breath of politics down their neck. Attention on safety matters and the role, position and contribution of the police in solving these matters, is being given increased attention within politics and society at large. According to one of the interviewees “this political interference is really embarrassing”, because the increased political influence takes away attention from core activities. Some

interviewees think that decisions in politics will lead to an increasing role of the public prosecution service, while others think that this role will decrease.

- Politics has become **more populist** and voters have become **more right-wing**. In addition politics has become more incident-based, sometimes resulting in **contempt** towards the police. In general, the government is in favour of a zero tolerance policy, incorporating this spirit in a number of their most recent laws. Most 'uniform' police officers (also at strategic and supervisory levels) and mayors consider this as a threatening development, because they are afraid that the Dutch police will shift from a 'police of the people' towards a 'law enforcement police'. They think that the very distinguished position of the Dutch police is what is called 'the nearby-police' (i.e., being close to the public). Fears are, for instance, that this development could lead to an increase in ticket penalties by the traffic police, while attention to general safety in hot spot areas decreases.
- Crime gets **more attention from politics** leading to micro-management of police forces as the public gives more value to this aspect. The general fear of crime has increased, which means that politicians increasingly aim to address this issue to gain votes. They try to promise security, despite the fact that it is impossible to guarantee a 100% crime-free world. One of the labour union interviewees mentioned that "politics and bosses need to dare to make clear to the public that some things are not possible; you cannot bring crime back to zero". Some interviewees think this will end in cut backs, while others think politics will decide to enlarge police budgets. Also, security is sometimes placed above privacy, which raises **privacy issues**, such as whether the police should be able to exchange personal data with private parties. One of the interviewed journalists stated that the Burger Service Number (BSN, Citizens Server Number) could better be renamed into "Burger Spionage Number" (Citizens Espionage Number).

Economic

- **The economic crisis** leads to financial constraints of the public hand, from which the police receives its budget. This has a serious impact on the police forces, as reduced budget leads to a reduction in the size of forces and the inability to buy new materials. Here careful strategic decisions need to be taken in terms of which core activities need to be followed, what can be outsourced to other partners and which activities can be organized in a more efficient manner. Outsourcing activities in Rotterdam, for instance, mainly focus on the role of "stadstoezicht", a non-police unit that was formerly exclusively in charge of traffic control. This unit now also receives more police related tasks, such as ANPR controls which allow for the detection of stolen cars. Still, some interviewees think that the increased attention of

politics on safety may lead to an increase in the police budget. At the national level it is said that some believe in retrenchments with regard to the forming of a national police force.

- In addition, interviewees relate the economic crisis to potential increases in crime rates, putting additional strain on police resources.

Social

- The most frequently mentioned social change was a **changing society, with changes in norms and values** towards a hardening of society, more aggression by younger people and less social control among citizens. For example, teachers increasingly report being grossly ill-treated by parents when they criticize their children. Moreover, our interview partners felt that the police have lost respect in large parts of the society.
- Internationalization and the internet are creating **new forms of crime**. Due to the opening of the European borders new groups of criminals emerge, e.g., migrants from Eastern Europe. In addition, crimes are increasingly committed by younger people. As a consequence of these demographic changes the **complexity and diversification of crimes and criminals** grows and was many times reported to be a common feature across our police forces. Gone are the days when there are 'career burglars' or when particular crimes are associated with particular social groups. Instead the nature of criminal activities and those responsible for them is becoming more diverse and complex. This led many interview partners to comment on the **professionalization of criminals**, with one interviewee remarking "In a way, criminals are all self-employed professionals".
- Related to this, it was noted that as society becomes more **diverse**, the police organization increasingly needs to incorporate this diversity, not only in terms of ethnic diversity (migration) but also in terms of diversity in sexuality, religion, age, and education.
- Citizens have become more **critical and demanding** and are also more likely to articulate issues feeling the need to "have an opinion about everything". This leads to tensions for the police. On the one hand citizens have less respect and become more demanding. On the other hand the police pay more attention to the opinions of citizens, for example at service desks (need to be 'customer-friendly') and by asking citizens to help in solving crimes using SMS-alerts, internet portals for crime reporting, etc. This is not negative per se, but means that the interpretation of the role of citizens is becoming more complex and ambiguous.
- The general feeling of insecurity in society seems to increase, although objective measures show a decrease in crime rates. The police feel that they need to respond to **subjective**

perceptions of crime rather than objective measures of safety. Issues like mobility and free choice in basically every aspect of life contribute to this general loss of stability.

- The structure of the media is changing. Especially **social media tools** allow media and public opinions to spread faster and wider, which increases its influence on opinion development compared to former years. Every citizen can in principle start his or her own website or can disseminate their own opinion via you-tube videos, facebook or twitter. Thus, the media landscape has become more diverse and can be less guided and influenced by police.

Technological

- **Advances in ICT** were one of the most frequently named environmental changes in the whole sample. Technology has a strong influence on policing –in a positive as well as a negative way. The spread of the internet, for instance, has led to new types of crimes (cyber crime) and a greater mobility of crime. Particularly problematic are crimes such as sex offences, child pornography and financial crimes. Borders disappear, so that financial-economic crimes that impact upon Dutch citizens are often committed outside of the Netherlands (in other countries and continents). This makes crime **more complex, international and technological**; “everything goes faster than before”. Therefore, a different approach to policing is needed.
- Intelligence and information are thus becoming more and more important. The skills and competencies of police officers in methods of analysis are as such, increasingly challenged, as all kinds of information are disseminated more quickly. (For example there are some instances of locations of traffic control check-points being communicated by the public via Twitter). Nowadays people have the potential to share their opinions immediately through the internet and mobile services. This is not a wholly negative development. Indeed the police also highlight the positive use of multimedia in facilitating efficient work processes. However, it can harm police work, because their every move is in the spotlight.

Legal

(NB 1. Legal changes were only named in Rotterdam-Rijnmond, Gelderland-Zuid and in interviews at the national level).

(NB 2. Because European countries are countries based on a constitution and a democratic chosen government, every act of the (public) police should be based on a law or jurisdiction, that's why every change has legal consequences too.)

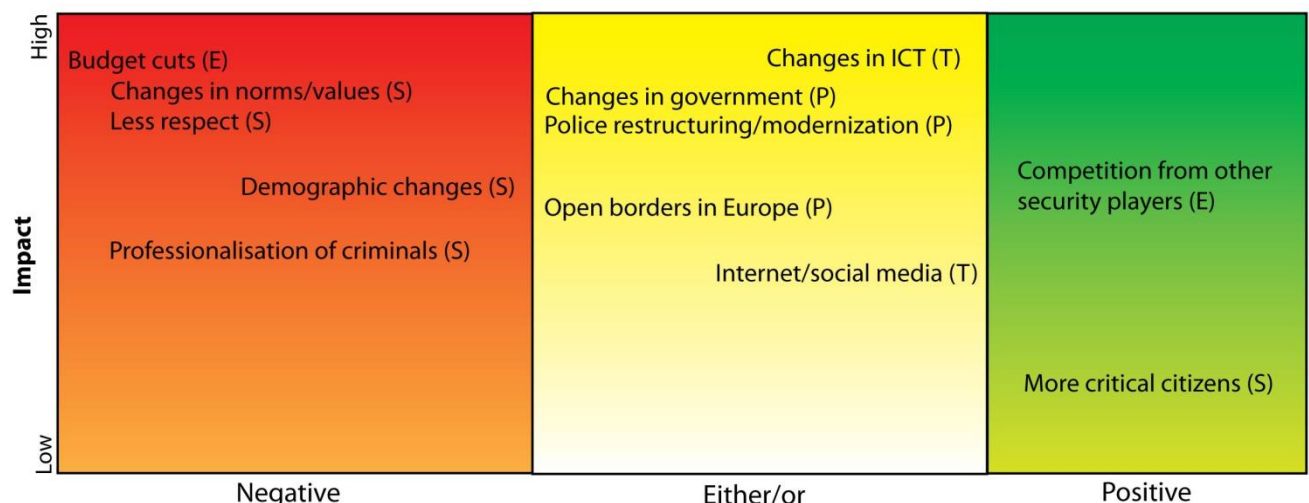
- The legal context is given high importance by our interview partners. Clarity is a core issue, and unfortunately often lacking. In particular it is suggested that **legal systems are changing**,

resulting in an increase in ambiguity. For example, one interviewee mentioned a (very abstract) **change in the role of legal systems** in society, arguing that the public's belief in legality is decreasing. On the other hand, the same interviewee mentioned that there is a trend towards making more lawsuits and bringing more things to justice. This is likely to be a consequence of the hardening of society. Due to increasingly difficult laws and the more aggressive stance taken by lawyers, as well as to the introduction of new European laws, investigation processes take more time. The influence of EU and **international laws** are also increasing, which is sometimes perceived as helpful and sometimes regarded as a hindrance.

- Some interviewees thought that rules on privacy have a negative influence on efficiency. The police in the Netherlands wrestle with this tension between legality and efficiency. Moreover, the introduction of digital technologies in law enforcement and criminal investigation has implications for laws on privacy.
- A number of interviewees commented on the transfer of responsibilities away from their jurisdiction, caused by an increase in **outsourcing of tasks to other security parties**.
- The introduction of the **national police** is also a legal change. A national police cannot be introduced without a change of the Police Act (1993).

Figure 1 provides a graphic overview of the most important environmental changes and their positive, neutral or negative impact on the Dutch police. This information is based on score sheet Q3.

Figure 1: Impact of Changes



3.2 Environmental differences

This section describes the environmental differences between various subgroups. The following subgroups are distinguished:

1. Different police forces
2. Levels in police forces
3. Investigative versus uniform police
4. Urban versus rural policing
5. Internal versus external perspectives

3.2.1 Differences between police forces

- Interviewees of the police force Rotterdam-Rijnmond indicated that disrespect towards police officers occurred across cultural and ethnic groups, with evidence that the police often commanded little respect, in particular amongst native Dutch citizens. Interestingly in many cases, the observations of the police were in direct contradiction to the perceptions often portrayed by the media, for example the notion that much of the criminal and social tensions are caused by migrant and younger groups within society. However, in Amsterdam-Amstelland, interviewees indicated that migrant and younger groups are largely responsible for criminality. Furthermore, police officers in Amsterdam-Amstelland indicated that they are increasingly likely to vote for right-wing parties, such as the PVV. In Gelderland-Zuid interviews were more on 'blue' police topics. Traffic police reported that the hardening of society and growing disrespect for general authority is manifest on the street. Here too, this is not only caused by migrants, but likewise by autochthonous people.
- It was mentioned in Rotterdam-Rijnmond and Gelderland-Zuid that problems with alcohol are growing and types of drugs and drug-related crimes are constantly changing. These kinds of problems were not mentioned by the interviewees in Amsterdam-Amstelland.
- In Rotterdam-Rijnmond interviewees were quite positive about the developments in social media: "We want to be more in contact with the public. We can use social media to connect and explain and be transparent instead. This is much quicker and more immediate than via the newspaper which always offers only a coloured view." In Amsterdam-Amstelland social media are also more and more used by the police. Still it was stated that they are also frequently used against the police. For example, if a police officer makes a mistake and somebody records this, it is all over the internet immediately, damaging the reputation of the police. Similar positive and negative elements of social media were registered in Gelderland-Zuid.

- It is interesting to note that while the legal context was highlighted as important by the community police interviewees in the Rotterdam-Rijnmond and Gelderland-Zuid areas and also by the national level interviewees, this factor was not commented upon by the investigative Amsterdam-Amstelland interviewee partners.

3.2.2 Differences between levels

A striking observation is that the majority of our interview partners seemed to be enthusiastic about their work within the police. “This is the best job in the whole world” was a standard phrase we heard again and again. Still, there were also clear differences across hierarchical levels and departments. The disparate tasks of officers largely determined the importance given to specific aspects of policing. Predictably, upper levels of the police were mostly concerned with strategic, large-scale, and long-term issues, lower ranks mostly with day-to-day operational questions. The latter also had a more ‘streetwise’ and pragmatic perspective shaped by working closely with external partners and the public.

For this reason, some of the interview questions on strategy and changes were hard to answer by some operational officers. While people at higher ranks generally showed a sophisticated ability to answer the questions posed, people at lower ranks often demonstrated little insight into the issues discussed. Officers at this level tended to have a narrow scope, focusing on their immediate duties and tasks. In fact, this accounts for much of the ‘missing’ data and missing Q-sorts for police force Gelderland-Zuid, which included a large proportion of officers working at the operational level. In a similar way, it was clear that officers in lower ranks defined their job and their job motivation and satisfaction on the basis of their daily work (for instance their job in a certain village, or their job in a certain building or desk in that building). The differences in ranks also became apparent in the discussion of specific projects, e.g., technology implementations. While at the upper levels success stories prevailed, the lower levels mentioned concrete problems in everyday situations.

The impact of PESTL changes were also perceived very differently across levels. For instance, the creation of the national police was seen as very important and impactful on the strategic level, but often considered of little impact on operational levels.

In addition the communication of changes and impressions of connectedness between different levels was perceived differently by operational and senior level personnel. At upper levels, officers reported good communication with lower ranks regarding the steering of changes. Conversely, the lower ranks perceived these changes as implemented top down and involving little consultation with

operational personnel. Likewise, upper ranks emphasized the ‘family-like’ culture of the police and the connectedness they hope (and strive) to have with lower ranks, while the lower ranks regularly drew attention to a gulf between the upstream of the organization and (their own) underflow culture of action. Still, lower ranks also spoke of police as a ‘family’, however, referring mostly to their direct colleagues.

At the same time it was clear that on all levels officers felt that change is part of policing, ensuring that the police moves along with society. In that sense, change projects sometimes were perceived as a natural part of the job. But sometimes change is not understood, not wanted or believed to be counterproductive to police work, and is thus regarded as a disturbing factor.

Table 4: Comparison of environmental changes across groups (number of times mentioned)

Environmental change	Operational [20 people]	Supervisory [8 people]	Senior [6 people]	Strategic [7 people]	External [9 people]	Total [50]
Political						
Government influence - Police restructuring & modernization	7	2	1	3	3	16
Government influence - Increasing police responsibilities	0	0	0	1	0	1
Government Influence - Micro management of government	1	2	1	0	1	5
Changes in Government	6	1	1	0	1	9
Populist politics - Greater emphasis on security	0	0	0	1	1	2
Privacy - Pressure on privacy	0	0	0	0	1	1
Privacy - Decreasing importance of privacy	0	0	0	1	0	1
Privacy – Changing perception of police tasks	0	0	0	0	1	1

Continued on next page

Table 4 – Continued

Environmental change	Operational [20 people]	Supervisory [8 people]	Senior [6 people]	Strategic [7 people]	External [9 people]	Total [50]
Economic						
Economic Crisis – Budget cuts and increase in crime	9	2	2	3	4	20
Competition from other security players	0	1	0	0	0	1
Social						
Changing Society – Changing norms and values	4	1	1	0	1	7
Changing Society – Less respect	5	1	1	0	0	7
Changing Society – More violence	1	0	2	0	0	3
Critical citizens – More opposition	1	0	0	0	2	3
Critical citizens – Higher expectations	0	0	0	0	1	1
Decrease in subjective safety perceptions	0	1	0	1	0	2
Demographic changes - Diversity	2	2	0	1	0	5
Decreasing authority – Less respect	1	0	0	0	2	3
Open borders in Europe	3	0	3	1	2	9
More International crimes	1	0	0	0	0	1
Changes in crimes - More professional	0	4	2	0	1	7
Changes in crimes - Terrorism	0	1	0	1	1	3
Changes in crimes - New types	0	0	0	1	1	2
Changes in crimes - New groups - younger	1	1	0	0	0	2

Continued on next page

Table 4 - continued

Environmental change	Operational [20 people]	Supervisory [8 people]	Senior [6 people]	Strategic [7 people]	External [9 people]	Total [50]
Social (continued)						
Changes in crimes - New groups - mixed nationalities	1	0	0	0	0	1
Media - Increased coverage	1	0	0	1	0	2
Technology						
Advances in ICT	3	2	3	2	4	14
Advances in ICT - Internet - social media	2	1	1	4	1	9
Advances in ICT - Internet – cyber crime and citizens	1	0	1	1	1	4
Advances in ICT - Internet – cyber crime	1	1	0	1	0	3
Information Overload	0	0	1	0	2	3
Legal						
Changing legal role of the police - outsourcing	4	0	0	0	0	4
Changes in international legislation	0	0	1	2	0	3
Changes in national legislation	0	1	0	1	0	2
Changing role of law in society	0	0	1	1	0	2

3.2.3 Uniform vs. investigative police

Uniform and investigative police showed clear differences in the evaluation of particular PESTL changes.

Uniform police tended to regard the impact of organizational force restructuring to be less severe than those in investigative roles. Many interviewees commented on the need to integrate the police,

so that uniform police (responsible for the maintenance of public order) and investigative police (responsible for crime investigations and law enforcement) are two sides of the same coin rather than operating as independent units. In fact the two types of policing are extremely dependent on each other. Police from both areas highlighted information as the crucial factor between them, for instance specifying the key role of neighbourhood police officers in the gathering of information. Professional information-organisations were also highlighted as important in this vein.

An issue that was raised by community police officers in police force Rotterdam-Rijnmond, Gelderland-Zuid and at the national level, but not by investigative police, was the ageing of society. Interview partners frequently commented upon the different needs of older citizens and the increased pressure that this group places on their resources, due to their increasing social isolation and impoverished position within society. Conflicts between age groups have also been noted. One police officer remarked, “I know I am not allowed to say this as a police officer, but you cannot imagine how utterly intolerant people become in their sixties. They want us to forbid everything and they have totally forgotten that they also were young once.” These topics were not mentioned by investigative officers in Amsterdam-Amstelland and Rotterdam-Rijnmond.

One of the main differences between investigative and uniform police concerned the terms of employment of officers. The investigative police have, compared with the uniform police, an inferior income situation. This is due to the fact that the investigative police have significantly less extra night and weekend shifts, which build a major part of the income of uniform police. This income situation was consistently perceived as unfortunate, since the investigative police rely on employees with high specialist knowledge, who can expect to be rewarded with higher incomes. Currently the investigative police are described as being mainly attractive for their stable working conditions, which can be more easily combined with family demands. Interestingly this gap in investment in investigative police ran somewhat counter to the expectations of external partners, who frequently mentioned that a very well trained investigative police is crucial to build a strong counter-part to the lawyers and prosecutors in court.

3.2.4 Urban vs. rural police

Demographic differences in urban and rural areas may have a significant effect on criminal activities. For instance, it may be expected that migration has a larger effect on urban areas, particularly in the case of Rotterdam-Rijnmond which includes a central European port and Amsterdam-Amstelland which includes an international airport.

Interviews of forces in rural and urban areas illustrate these differences, indicating diversity in the types of crimes committed as well as the police's response to these crimes in different areas. For instance, in interviews with urban police it was highlighted that crime was increasingly complex and diverse calling for new ways of working. In response to these changes, urban area police departments often reported favoring a nodal approach, focusing on and patrolling flows of people, goods, money and information through nodal networks. This is in stark contrast with the more traditional, local (i.e., geographically based) orientation that continues to be adopted in many rural areas.

3.2.5 Differences between internal and external perspectives

A general observation is that police officers were very critical about their own performance, while external partners were more positive about police activities. Most internal interviewees perceived the police to be dependent on external decisions (political moods and 'pet topics', budget cuts, etc), while externals saw the police as largely independent and autonomous. Internally, police agreed that official performance measures had been abolished, while externally the understanding was that the police are still bound to official performance criteria.

The police at strategic and senior levels spend a lot of time and effort in positioning their mayor and public prosecutor. For their part, the mayor and prosecutor – although they know about the difficult position of the police in several environments – doubt the accuracy of the numbers they get. Similar doubts as to the accuracy and efficiency of information organization were also expressed by external partners. The source of information is often not clear and there is also some ambiguity over who is responsible for what information.

We also identified differences between perspectives of disparate external groups: Mayors and prosecutors have authority over police, but think about the police in different ways. At a fundamental level, prosecutors want to enforce law and are, with regard to the application of laws in court, very careful in proactive policing. Mayors on the other hand advocate a closer connection with citizens and neighbourhood policing and are more proactive in their action. This tension appears within the context of local, district and regional policy and administration triangles.

4 External parties

This section provides an overview of external stakeholders for police forces in the Netherlands.

4.1 Main external parties

This section lists the main external parties and discusses:

- Key issues, expectations, and concerns of the main external parties
- How the police forces manage the expectations of the main external parties
- How meeting/not meeting the expectations of the main external parties impacts police forces

Table 5 lists the most important external parties, i.e., parties that were most often named by our interview partners.

- **Chain partners** were mentioned most often by our interviewees. These are public or private agencies or groups of citizens with a supporting link to the police, or vice versa. Together with the police they contribute to the “chain of safety”. Chain partners differ according to police tasks. The chain partners mentioned most often are health care institutions, educational institutions, public transport, the housing sector, and emergency services.
- The **local government** is also an important external partner to the police. The local government has several 'faces'. First there is the mayor, who has formal authority over the police during ongoing maintenance of public order (with consequences for law enforcement). Also, the mayor has responsibility for public safety and order in the city / town / village, without having administrative power. In Rotterdam-Rijnmond and Amsterdam-Amstelland the mayor is also the force manager with administrative power. For Gelderland-Zuid this responsibility is assumed by the mayor of Nijmegen. Sometimes aldermen or chair of executive committees fulfill a role in matters concerning safety and public order as well. The local council oversees the mayor on matters of public order and safety and makes overall decisions on safety policy for the geographical area of the city / town / village.
- Of the judicial bodies, the **public prosecution** is mostly mentioned as an important external party. The prosecution service consists of civil servants that bring criminals or those charged with committing a criminal offence, to court. This happens on several hierarchical levels and for different types of crime. The prosecution service also has authority over the police during ongoing criminal investigations.
- The **citizens** are fourthly mentioned as an important external party. On the one hand, they are the inhabitants of the area in which the police are working. On the other hand it is

recognized that victims, suspects, and perpetrators are also amongst this group. Our interviewees perceived that citizens are becoming increasingly demanding and critical of the police.

- The **national government** is made up of one Ministry, namely the Ministry of Safety and Justice. This Ministry was installed in January 2011. Formerly, the important ministries to the police were the Ministry of Justice and the Ministry of Interior and Kingdom Relations.
- The last party that was mentioned most often by the interviewees, was the **media**. The media report on crimes, and safety in the country. They are important to the police, because they can portray the police in both a positive and a negative light.

Table 5: Main external parties and their key concerns

External party (times mentioned)	Key concerns	Managing methods
<p>1. <i>Chain (network) partners</i>(49)</p> <p><i>Public and private organizations responsible for specific duties (e.g., traffic control and fines, public housing, public welfare, public health and mental care, education, and public transport)</i></p>	<ol style="list-style-type: none"> 1. Some of the external parties expect the police to solve cases for them. 2. External partners expect a lot. Therefore it is important to make agreements. 3. Trust and confidence are an issue. 4. Needs to be a two-way process: Does everybody stick to agreements and promises? What burden is placed on each partner's shoulder? What attitudes do the partners have: blaming and shaming or future credits? 	<ol style="list-style-type: none"> 1. It takes a lot of time to make agreements with partners, and to obtain information and share information. It is worthwhile, because the police know that they can't create safety on their own. 2. Still, managed with varying success, as chain partners are less obliged and liable than the police.
2. <i>Local Governments</i> (31)	<ol style="list-style-type: none"> 1. Knowledge sharing, making the city safe, and providing additional support. 2. Police are used to resolve their problems. 3. Concerns about the low reflexive capability of police. 4. Police have low salaries. 	<ol style="list-style-type: none"> 1. Try to support them, but it is difficult. 2. Having frequent meetings to make agreements with each other. Investment of time and trust are very important.

Continued on next page

Table 5 -- continued

External party (times mentioned)	Key concerns	Managing methods
3: <i>Judicial bodies - prosecution</i>	<ol style="list-style-type: none"> 1. High quality and standards of dossiers, task division and knowledge sharing, living up to targets, solving cases, providing guidelines. 2. Concerns about the low reflexive capability of police 3. Police have low salaries 4. Concerned about their own career 	<ol style="list-style-type: none"> 1. Use of guidelines, which need to be communicated.
4: <i>Citizens/Public (15)</i>	<ol style="list-style-type: none"> 1. Safety: That the police is there, when the public needs them and 'on time'. 2. A very demanding society: The police needs to take care for safety anytime (24/7) and anywhere. At the same time the public (citizens) are increasingly critical about the police. 3. Citizens are a very heterogeneous group: the ones the police work for; the criminals; those who help in investigations; those who give information, and support the police; those who judge the police – sometimes complaining 	<ol style="list-style-type: none"> 2. Try to let them solve the problem, support them and be a stable factor 3. Depends on the public's view of police. 4. Inform them, although this has varying success: via media, via direct feedback to people, via a gentle public desk, via availability-measures and policy, accessibility and attainability 5. The management of expectations is hard. Showing performance is hard, because performance is often difficult to define or describe.
5: <i>National Government (15)</i>	<ol style="list-style-type: none"> 1. Covers the key concerns of the other external parties earlier mentioned. 	<ol style="list-style-type: none"> 1. Covers the key managing methods of the other external parties. Where management has a broad scope: influencing the . police agenda is a difficult job
6: <i>Media (5)</i>	<ol style="list-style-type: none"> 1. A good crime story 2. The police have mixed feelings about the media: Most of the time they are negative because the media try to score on negative publications. The media are considered obtrusive. It is hard for the police to 'brand' their work. On the other hand the police wants to use the media for help in criminal investigations, to highlight hot spots for traffic accidents, etc. 	<ol style="list-style-type: none"> 1. Most of the time they are handled by the communication department of the police.

Table 6: Main external parties and their reaction to police performance

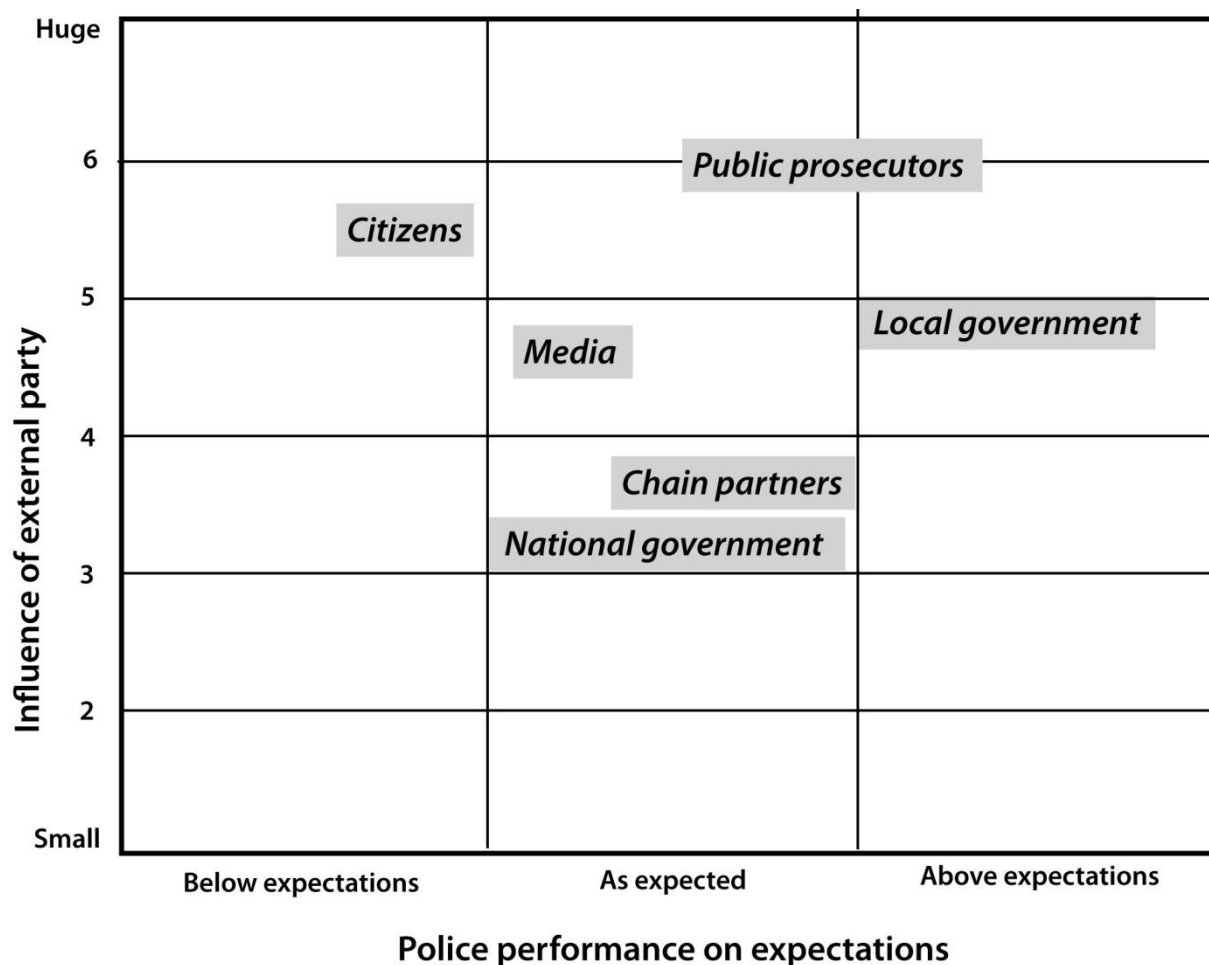
External party (times mentioned)	Positive performance	Negative performance
1. <i>Chain (network) partners</i> (49)	<ol style="list-style-type: none"> 1. Reciprocal and cooperation. 2. No formal authority. The police believe that they must direct this cooperation on their own. Other partners wait and cooperate. 	<ol style="list-style-type: none"> 1. The police refuse to share information. 2. It is a closed organisation.
2. <i>Local Government</i> (31)	<ol style="list-style-type: none"> 1. Win-win situation 	<ol style="list-style-type: none"> 1. Not all problems have to be solved. You have to stay within your role in the system. Questions can be asked but we also can explain our actions.
3: <i>Judicial bodies - prosecution</i> (15)	<ol style="list-style-type: none"> 1. Can have an impact on police, for instance, citizens' view is linked back by the municipality. 	<ol style="list-style-type: none"> 1. It can disturb the relation with the different external parties, which needs to be avoided 2. A file that has been mishandled in the police cannot be settled and not brought to court. Eventually they are the boss. 3. The police have a problem, if they do not follow the agreements. 4. Public prosecutors often perceive the police reports to be of low quality, because police officers do not have the language skills to write a good report.
4: <i>Citizens/Public</i> (15)	<ol style="list-style-type: none"> 1. Legitimacy 2. Trust confidence 	<ol style="list-style-type: none"> 1. Lack of legitimacy 2. Lack of trust and confidence
5: <i>National Government</i> (15)	[none mentioned]	[none mentioned]
6: <i>Media</i> (5)	[none mentioned]	<ol style="list-style-type: none"> 1. Criticism

Other external parties that were mentioned only once or twice are not listed separately. In

Amsterdam-Amstelland these include the police labour union, regional teams, national investigative units, and politicians. The mentioning of individual partners was mostly based on specific tasks of the interviewee. For instance, traffic police – as mentioned in Gelderland-Zuid – cooperate with organizations on road maintenance, neighborhood officers cooperate with residents' associations,

environment police officers with Greenpeace or local (forest) rangers, etc. In Rotterdam-Rijnmond interviewees mentioned some specific external partners including public transport (RET) services, private security services, the fire department, businesses, the ministries of immigration and defence as well as a number of other smaller institutions. Many of these are considered to be chain partners. The relationship between the influence of the main external parties on police and police performance is shown in Figure 2. This figure is based on information provided in score sheet Q4.

Figure 2: Influence of external parties in relation to police performance on their expectations



4.2 Differences in external parties

This section describes differences in the importance of external parties among various subgroups. The following subgroups are distinguished:

1. Different police forces
2. Levels in police forces
3. Investigative versus uniform police

4. Urban versus rural police
5. Internal versus external perspectives

4.2.1 Differences between police forces

There was considerable overlap in the external parties listed by police officers across forces.

Differences were found in the status of citizens, which were named as key stakeholders by officers in Rotterdam-Rijnmond and Gelderland-Zuid, but not in Amsterdam-Amstelland. It is likely that this difference is largely due to the police sample interviewed in each of the regions, rather than a genuine difference between the forces. Rotterdam-Rijnmond and Gelderland-Zuid included a number of community police officers, who work closely alongside citizens, while Amsterdam-Amstelland included only investigative police.

Table 7: Comparison of external partners across forces (number of times mentioned)

External party	Amsterdam-Amstelland (8 people)	Rotterdam-Rijnmond (16 people)	Gelderland-Zuid (12 people)	Marechaussee (1 person)
Chain (network) partners	7	21*	13*	0
Local Government	3	12	11	0
Judicial bodies - prosecution	4	5	2	0
Citizens/Public	1	8	3	0
National Government	3	5	0	3*
Media	1	0	1	0

* Note: Sometimes individuals mentioned multiple chain partners or other partners.

4.2.2 Differences between levels

Police officers at all levels highlighted the same external parties. However the way these parties were treated differed. For instance, the chief constable deals with the chief of the prosecution service, while detectives deal with the prosecutor on concrete investigations or cases. Yet, on both levels the communications are, for instance, on the quality of the bookings. Another difference concerns the observation that strategic level officers tended to focus on policy-related partners and authorities, while lower ranks tended to mention concrete operations /partners.

Table 8: Comparison of external partners across levels (times mentioned)

External partner	Operational (20 people)	Supervisory (8 people)	Senior (6 people)	Strategic (7 person)	External (9 people)
Chain (network) partners	30*	10	1	2	6
Local Government	18	5	3	2	3
Judicial bodies - prosecution	1	2	7	2	3
Citizens - public	6	4	1	3	1
National Government	5	2	1	4	3
Media	1	0	1	0	3

*Note: Individuals at times mentioned multiple different chain partners.

4.2.3 Uniform vs. investigative police

The most obvious difference between uniform and investigative police related to the importance of the prosecution service and citizens. As may be expected, the prosecution service was identified as a key partner of the investigative police in Amsterdam-Amstelland, while citizens were not mentioned by the police in this region at all. Conversely citizens were highlighted as a critical external party in the Rotterdam-Rijnmond and Gelderland-Zuid regions, in which community police officers constituted the majority of interviewees questioned. Accordingly, the prosecution service was here of less importance.

Table 9: Comparison of external partners mentioned by uniform and investigative police

External partner	Uniform (21 people)	Investigative (12 people)	Mixed role (3 people)	Marechaussee (1 person)
Chain (network) partners	29	10	2	0
Local Government	17	6	3	0
Judicial bodies - prosecution	4	6	1	0
Citizens/Public	6	4	2	0
National Government	5	3	0	3
Media	1	1	0	0

4.2.4 Urban vs. rural police

There were no systematic differences between the external parties mentioned in urban and rural areas. Any differences were primarily attributable to the disparate focus of investigative and uniform police in these areas.

Table 10: Comparison of external partners mentioned by urban and rural police

External partner	Urban (24 people)	Rural (12 people)
Chain (network) partners	28	13
Local Government	15	11
Judicial bodies - prosecution	9	2
Citizens – public	9	3
National Government	8	0
Media	1	1

* Note: These number might perhaps indicate great differences. But these absolute numbers stand on their own. The sample size varies a lot. Closer analysis leads to the conclusion mentioned.

4.2.5 Differences between internal and external perspectives

Internal, national level and external groups showed large agreement in their lists of key external partners. Of course, interviewees' responses were also often shaped by the nature of their own role and position. For example journalists tended to mention the role of the media, while prosecuting officials drew attention to the prosecution service as a key external party.

Table 11: External partners across internal and external participants (times mentioned)

External partner	Internal (37 people)	National level (4 people)	Externals (9 people)
Chain (network) partners	41	2	6
Local Government	26	2	3
Judicial bodies - prosecution	11	1	3
Citizens/Public	12	2	1
National Government	11	1	3
Media	2	0	3

4.2.6 Summary: External parties

Overall, differences in the type of external parties highlighted by interviewees from different police forces, regions (urban and rural), perspectives (internal or external), hierarchical levels and functions (uniform, investigative) were not large. With some small exceptions, all parties mentioned the same external parties as being critical to their work. Investigative police officers highlighted the prosecution service more often, while uniform police put a stronger emphasis on the importance of the municipality, mayor, and the public. However in all forces, ranks, and levels we found a high degree of agreement concerning key external collaborators. Differences existed primarily in the way those external parties were seen and dealt with. Interviewees, including external actors, agreed that the best way to deal with external parties is not always straightforward. For example, most police officers talked about citizens with affection, highlighting that “that is the group we work for” and on whom our “hope is directed”. Citizens are police’s partners in solving crimes because they can, for instance, help the police catch criminals red handed or act as witnesses. At the same time police officers know, and said, that criminals and offenders are also among citizens. This ambiguity also became clear in relation to chain partners, as well as the municipality and prosecution service, and the media. Yet, in contrast to citizens, the prosecution service and municipality have direct authority over the police, influencing police policy and administration. This authority is formally defined as one-sided, but is in reality reciprocal. Municipalities (including mayors) and the prosecution service know that they depend on police information, a point that was also recognized by the police themselves.

4.2.7 Concluding remarks

Internal and external interviewees agreed that it is difficult for the police to demonstrate their performance due to the complexity of the police’s core business. The definition of security and safety is often ambiguous. For instance, officers were aware that objective measures of security and safety are often very different from citizens’ subjective perceptions of threat. Internals as well as externals routinely commented on the paradox that sees objective measures of security and safety in the Netherlands steadily improving, at the same time as the subjective perceptions of citizens decline.

Both uniformed and investigative police spend a good deal of their time on innovations in policing, developing new ways of working. This takes two forms. First, police adopt new work approaches involving a wide range of technologies (e.g., internet policing or ‘policing 2.0’; see WP4 report).

Second, (cf. Jochoms et al, 2011¹) the Dutch police try to innovate the police work itself. Traditional police work is strongly action-oriented and reactive, being based on strict protocols from within. New police work aims at investigating (analysis-oriented) through collaboration, networks and partnerships, being specifically based on research, conceptual thinking and analysis (nodal orientation). But traditional police work is not valueless. New kinds of working do not replace the traditional ways. Instead they complement pre-existing methods. This is applicable to uniform and investigation police, and is happening in urban and in rural police forces.

So what are opportunities and threats in the end?

The answer is not easy because of the ambiguity of police work and the subjective way the work and its performance is measured. Also, it is a matter of definition and language (semantics). Threats have nothing to do with the *content* of the police work. As long as there will be criminals and offenders, there will be a kind of police, whether that will be public or private, or a mixture of these. The environment of the police is 'threatening' by nature, after all. Security and safety are the basic functions of the state after all.

Interestingly, our interviewees tended to perceive environmental change as a natural part of their job. In addition while many of the PESTL changes were regarded as having a negative effect, they also recognized that potential threats may sometimes provide the opportunity to develop police practices.

With this in mind, the primary opportunities and threats faced by the Dutch police can be summarised as follows:

- **Cuts in budgets;** are perceived as the most negative and impactful of current changes, with consequences ranging from hiring stops for police officers to an inability to replace out-dated resources and ICT.
- **Social changes** including the hardening of society, changes in norms and values and the changing nature of criminals and criminal activity are also perceived to be a major change.

¹ Jochoms, T, W van Noort & H Boekhout (2011), *Recherchekundigen bij de politie. De bijdrage van hoger opgeleiden aan diversiteit en kwaliteitsverhoging*. In: *Tijdschrift voor de Politie*, jrg. 73, nr. 4, pag. 6 – 10. [Masters of Criminal Investigation join the police. The contribution of higher educated detectives to diversity and higher quality.]

- The tendency for **citizens to become more critical** is an increasing challenge for the police but is not perceived as wholly negative. In fact the police's close relationship with citizens and network (chain) partners offers a critical opportunity to provide an integrated response to social changes. But looking at citizens as a stakeholder it might become critical that the police performs below expectations of the citizens. Reliability and trustworthiness of the police are at stake here.
- **Technological changes** are seen as representing both an opportunity and a threat, generating new and more sophisticated types of crime (e.g., cyber crime) but also enhancing the police's own technological solutions.
- Similarly the rise in **social media**, both reflects an opportunity and a threat, allowing the police to have immediate access to the public but also allowing for more instant criticism of their practices.



Romanian Border Police

Romania

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1 Introduction

This document is the first assessment of the external environment of the police in Romania based on the interviews performed in the period January 2011 to April 2011. The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in Romania.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries.

The external analysis in this document is very much based on the interview protocol of WP1 & WP2 which was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

The results presented in this report are based on the data collected from one Romanian police force and its External Parties. This police force is represented by the Romanian Police Border.

2 Sampling

As previously mentioned, the results presented in this report are based on the data collected from the Romanian Border Police and its External Parties.

Originally, in terms of the participating police forces, the “ideal” sampling strategy was developed around the participation of two Romanian Police Forces: the Romanian Border Police and the Local Police of the Municipality of Cluj-Napoca. Unfortunately, during the time foreseen to conduct the interviews for Work Package 1 and 2, the representatives of the Local Police from the Municipality of Cluj-Napoca did not explicitly express their answer to our official invitation in terms of their participation to these interviews. Thus, we excluded this second Police Force and its External Parties from the current analysis. We did however maintain the “ideal” sampling strategy (which was approved by the leaders of the Work Package 1 and 2) for the interviews conducted with the employees of the Romanian Border Police.

The sampling strategy for the External Parties was not completely identical to the initial and approved strategy, because some of the External Parties of this police force did not respond in due time to our official invitation for their participation to these interviews. Thus, from the six external parties that we have expected to take part in our interviews, only two of them gave a favourable answer to our official invitation including one representative of the mass-media (a journalist) and a police officer from Air Transport Police.

For the Romanian Border Police the sampling strategy was established considering the following aspects:

- **The levels** such as top/strategic, senior, supervisory and operational level
- **The organizational structure** of the Romanian Border Police as Illustrated in the Figure 1.

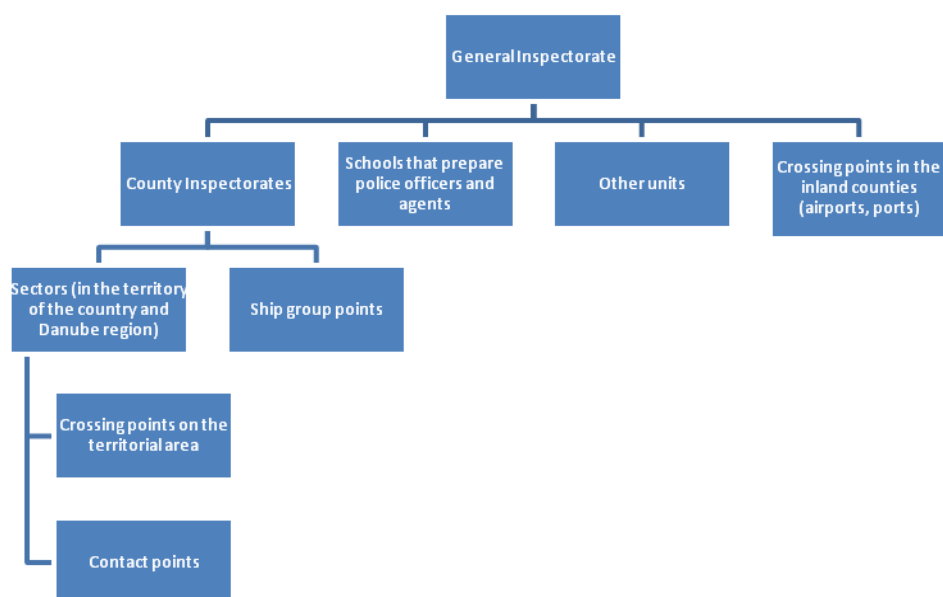


Figure 1. The structure of the Romanian Border Police

According to these criteria, we have conducted the interviews using the following strategy:

1. **Top/strategic level**, represented by a police officer from the **General Inspectorate of the Romanian Border Police (GIRBP)** (N= 1 interview);
2. **Senior level**, represented by the chiefs (or their deputies) of four **County Inspectorates of the Romanian Border Police** selected from the North, West, South and East region of the country, two representatives of the **School Institutions** that prepare “officers” and “agents” for the Romanian Border Police, two representatives of the **“Other Units”** that are directly subordinated to General Inspectorate of the Romanian Border Police (N= 8 interviews);
3. **Supervisory level**, represented by the chiefs (or their deputies) of the **Romanian Border Police Sectors** from the County Inspectorates of the Romanian Border Police selected from the North, West, East and South of the country (N= 4 interviews);

4. *Frontline/ Operational level*, represented by:

- The chiefs (or their deputies) of the Border Crossing Points selected from the North, West, East and South of the country and an Inland Border Crossing Point (N= 5 interviews);
- The chiefs of one shift that works in the Border Crossing Points selected from the North, West, East and South of the country and an Inland Border Crossing Point (N= 5 interviews);
- Two police agents (one female and one male) from the shifts that work in each of the Border Crossing Points selected from the North, East and South of the country and one police agent from a Western Border Crossing Point. In this last Border Crossing Point only one interview was conducted because the rest of the police agents refused to be interviewed (N= 9 interviews);
- The chief and three police officers from a Contact Point (N= 4 interviews);
- The chief and three police officers from a Contact Centre (N= 4 interviews);

Thus, considering this sampling strategy, a number of **40 interviews** were conducted in the Romanian Border Police and **two interviews** with External Parties of this Police Force. Also, the distribution of the conducted interviews according to the sampling strategy is presented in **Table 1** and **Table 2**.

Table 1: Distribution of interviews across levels

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
Romanian Border Police Force			
<i>top/strategic level</i>	1	0	0
<i>senior level</i>	8	2	2
<i>supervisory level</i>	4	2	2
<i>operational level</i>	27	23	23
Externals	2	2	2
Total	42	29	29

Table 2: Distribution of interviews across functions

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
Romanian Border Police Force			
Top/strategic level			
Deputy of General Inspector	1	0	0
Senior level			
Chief of the County Inspectorates	4	1	1
Head of the School Institutions that prepare Agent/Officers	2	1	1
Chief of "other units" directly subordinated to the General Inspectorate of the Border Police	2	0	0
Supervisory level			
Chief of the Border Police Sector	3	1	1
Chief Deputy of the Border Police Sector	1	1	1
Operational level			
Chief of the Border Crossing Point	4	2	2
Chief Deputy of the Border Police Sector	1	1	1
Shift Chief from the Border Crossing Point	4	4	4
Deputy Shift Chief of the Border Police	1	1	1
Police agent - female	3	3	3
Police agent- male	6	6	6
Chief of the Contact/Centre Point	2	0	0
Police officer from Contact/Centre Point	6	6	6
Externals			
Journalist	1	1	1
Chief of a County Bureau of Air Transport Police	1	1	1
Total	42	29	29

The final sample of the interviews involves two levels of analysis: police force level and station level. Police force and station level interviews were conducted with the employees of the Romanian Border Police and with External Parties as well.

In terms of the type of the protocol used during the interview, in the case of the Romanian Border Police Force we have conducted *13 interviews using the Elite protocol* and *27 interviews using Standard protocol*. The External protocol version was used in the case of the two External Parties.

Considering the specific of the activities of the police force included in the analysis (border cross control and border surveillance) and the fact that their area of competence is limited to 30km from the state border to the inside space of our country, it was not possible to collect data that would

compare the urban and rural police stations. This aspect was also mentioned in the approved sampling strategy. Thus, the results of the analysis will be presented in terms of comparison between internal and external participants and according to the various levels within the police represented (from strategic to operational level).

3 Environment context of the police in Romania

This section gives a classical PESTL (*Political/Economic/Social/Technological/Legal*) analysis of the overall police force in Romania. It has to answer the following question: “*What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police force?*”

3.1 Main changes in the environment

In the following we will give an overview of the main political/economic/social/technological/legal (PESTL) changes in the environment of the Romanian Border Police, as perceived by the participants in our interviews.

3.1.1. Political Changes

The majority of the political changes identified by our participants can be classified into three categories: 1. Political changes related to the external political objectives of our country (like *Entering the EU, change in the focus of the border police on the external EU border*) 2. Government influence on the functioning and organization of the Border Police (police restructuring and modernization, appointing police management, change in procedures, new facilities) and 3. A perceived instability that characterizes the Romanian political climate (*frequent change in people at the government level associated with changes at the top of the Border Police*).

Romania’s *entrance into the EU* is seen by most of the participants as the main starting point for the restructuring and the modernization of the Romanian Border Police, having a positive, predictable and strong impact on its core activities. Preparations for adherence to the Schengen Area are considered to be the main environmental change currently taking place, also with a high degree of likelihood, a predictable strong impact on the core activities of the Border Police and mainly having positive effects. During interviews, we could also identify bivalent thoughts related to this process. While recognizing the positive effects, participants also manifested their concerns about what will happen to a part of the border policemen after the admission to the Schengen Area. Little seemed to be known at the operational levels about what will happen after Romania will be admitted into the Schengen area and this situation was perceived to have a negative impact on the motivation and well-being of the employees.

A second category of political change is related to government influence on the structure and functioning of the Border Police. The Government is seen as dedicated to restructuring the police force and its activities and to the modernization of its facilities in order to achieve greater effectiveness, compliance to the European requirements and reduces corruption. The radical changes in the placement, structure, procedures and management of certain units like Border

Crossing Points and the way collaboration with other parties is taking place were also mentioned as being a result of the governmental influence.

Last but not least, the theme related to the *instability of the Romanian political climate* was brought up several times during the interviews, participants perceiving that the *frequent change of the Minister of Internal Affairs* during the last period, the future *change of government* and other *political power changes* may lead to the instability of their institution at the higher levels. On the other hand, our participants consider that the negative impact of these changes on their activities is generally weaker but less predictable, mainly due to the fact that they consider this instability to only be directly affecting the management levels by changing the people with high level positions in the public system generally and in the Border Police specifically. In some of the discussions, our interviewees mentioned how creating good working relationships was extremely important, and that in order to be able to develop their own police unit they had to maintain these relationships. Due to the multiple changes at higher levels, this cooperation and support relationship is far more difficult to entertain than within a normal and stable environment, where these changes occur less frequently.

3.1.2. Economic changes

Regarding the economic changes, the majority of our interviewees discussed issues related to the economic crisis that is affecting the country. The national and international recession period is considered to have contributed to the cuts of the state budget and implicitly of the Border Police budget (*lack of new equipment and other logistics, lower investments in personnel training,*), to the *decreased salaries and benefits* of employees in the public system in 2010, to the *reduction in the number of agents*. All these interrelated changes are considered to be very likely to occur (some being already in place) and to have a predictable, negative and strong impact on the core activities of the police force because they bear consequences not only for the border police activities, but also directly affects its employees. At the activities' level, consequences are seen both in the budgetary cuts for different logistics (some essential for the main activities and responsibilities of the border police like the gasoline needed for the efficient surveillance of the national border), training and foreign missions, and in the citizen's activities at the border.

Also, the lack of sufficient workplaces and the general lower income of the civilian population are considered to have an influence on the activity of the Romanian Border Police, mainly in the border crossing points from the frontier with the non EU country, such as Ukraine. These two economic changes encourage the civilian population to involve in the minor border traffic with essential living goods, ailments (such as bread, chocolate, oil) and taxable goods at the border (some people buy goods from neighbouring countries at lower prices and then resell them for a profit). At the employees' level, all the economic changes, and especially those related to the salary reductions, are considered to have an impact on the motivation and wellbeing of the employees but also on their willingness to continue to work for the Border Police or even leave the country.

There were also mentioned some positive economic changes that consisted in the development of the national economy in the last decade, prior to the economic crisis, and also the economic development of towns in certain parts of the country leading to the development of the airports and an increased passengers' traffic. Both of these changes are seen to have a positive impact on the

border police activities which, at their turn, can contribute to the good evolution and development of the community.

3.1.3. Social Changes

Within the social changes category, one of the issues that were discussed was the *living standards* and the changes they suffered both during the last decade in Romania and during the most recent period of economic crisis. Overall, during the last decades the *living standards* of the Romanians appeared to have increased, a thing that is considered to bear positive influences on the Border Police. The Romanian citizens started to travel more and consequently, to use the services of the Romanian Border Police. Moreover, this increase is seen to be related to *changes in work attitudes* and *managing standards* at the level of the Border Police employees as they are becoming more customer-oriented and aware of the kind of conduct expected from them. On the other hand, the recent economic crisis period caused a *decrease in the life standards*, both of the citizens and of the border police employees. This decrease is seen to have a both negative and positive impact as efforts to maintain the same living standard encourage travel in other countries, but also encourage minor traffic with goods at the national border. Overall, the existent living standards are considered to be very likely to change in the next couple of years, having a predictable and strong impact, both positive and negative, on the core activities of the Border Police.

Another sensitive issue that was discussed in interviews was related to the decreasing authority of the Border Police due to the negative image in the media. This bad image is currently being promoted by discussions all over the media on the theme of *corruption*. This theme also appeared in our interviews. Interviewees reported that the bad image has a negative impact on the moral and motivation of the policemen to do their job, mostly due to the fact that information is only partially communicated to the audience. Citizens are not informed that the recent actions to discover corrupted policemen have been carried out within the Border Police, with the help of its employees, in an effort to clean up the image and practices of the institution. Another issue which was brought up by several participants was the fact that the corruption is discussed only one-sided, ignoring the fact that citizens often encourage the phenomenon, mostly during hard economic periods when minor traffic at the border increases.

Some of the participants also mentioned a change in the *relationship between the Border police and the community*, evolving towards a *partnership and collaboration* relationship. It is notable that this is not due to a social change in itself, but to a change in the Border Police policies that regulate the way in which the Border Police relates to and collaborates with the citizens and neighbouring communities.

An increase in the *migration phenomenon* is seen during the recent periods, sometimes in relation to the *events in the Arabian States and the Ukrainian neighbourhood*. The increasing migration is seen as highly probable in the near and medium future, having a predictable and strong impact, but both positive and negative. On one hand, increased migration supports and ensures the relevance of the Border Police activities, by increasing activity at the national borders. On the other hand, an increased traffic at the border brings along an increased number of critical citizens that will make the activity of the Border Police more difficult.

3.1.4. Technological changes

At a general level, regarding technology, most of the participants discussed different forms of *technology development and advancements*, mostly related to *ICT*, especially *internet based ICT*. Analysis of the interviews shows that advancements in the *ICT* technology have influenced a great deal the activity of the Border Police. Participants discussed the great changes in the technology used for documents control and the surveillance of the national borders (*surveillance cameras, biometric passports, devices for document control in railways crossing points*), but also other changes in work technology that support communication, training and other processes (*IT backup system of the Romanian Border Police, The Romanian Border Police Portal, The SIRENE service, The e-learning, communication and support platforms, database infrastructures, learning and teaching technologies*). All these changes are seen to be the result of the general technological advancement in the world and are considered to be very likely to happen in the future, too. Their impact on the core activities of the Border Police is seen to be relatively predictable and relatively strong, but having a dual nature, positive and negative.

The positive impact is seen in the fact that new technological equipments allow for a more sophisticated fraud and crime detection with illegal documents, and help the surveillance of a larger sector of the border. The negative impact is seen to result from the fact that the offenders have access to the same technology, sometimes even to more advanced technology. As a result, forgery of travel documents is harder and harder to detect because of technological advancements that aid in copying features of valid documents more accurately. This bears a lot of pressure for the operative agents as long as detection has to be done in a very short time frame and sometimes having to rely on their own observational abilities and skill only.

3.1.5. Legal changes

The most important category of themes referred to the transfer from national to European legislation regarding border crossing. Participants mentioned different *legal measures aimed at ensuring convergence with European legislation*. As a result, even *changes in the European laws or laws of a partner state* have the potential of influencing the activities of the Border Police, either directly (by influencing international cooperation procedures) or indirectly, by creating pressures upon the national legislation to change.

Rapid legislative changes are seen to be very likely in the near and medium future also, having a predictable, relatively strong and mainly positive impact upon the core activities of this police force. Although the reported impact is mainly positive, negative aspects could be identified in legislative measures aimed at *changing the attributions of the Border Police*. For example, recently, the attributions of the Border Police in detecting drug traffic have been transferred to the Romanian Police. This is seen as a loss for the Border Police, as detecting drug traffic was an activity with immediate, highly visible results, with a high potential for positive image in the press. Another negative aspect of rapidly changing legal context is the risk of decreased coherence in the legal support system.

Table 3. Environmental changes (PESTL)

Environmental developments	Frequenece	Likely	Predict.	Positive/Negative	Strength of impact	Time Frame
Political						
Changes in international relations and foreign policy	1					
Unstable political situation;	9(2)*	4,5	4,5	Mostly negative	5,5	6m-12m
Entering the EU	3(2)	Na	6,5	Positive	6	Finishe d
Government influence - changes of curriculum	1(1)	7	6	Positive	5	12m
Government influence - police restructuring and modernization	8					
Government influence - new facilities	4(3)	7	6	Positive	6	24m
Government influence - procedures;	1(1)	5	6	Positive	5	+24m
Economic						
Economic development – regional	1					
Economic crisis - budget cuts	7(1)	6	6	Negative	6	24m
Economic crisis - National and local effects;	7(4)	4,33	5,5	Mostly negative	5,75	12m
Budget cuts – salaries	19(15)	5,95	5,85	Negative	6,53	6m-24m
Budget cuts - personnel	9(6)	5.83	6.33	Both	6.16	9m
Budget cuts - logistics	3					
Budget cuts - training	2					
Social						
Living standards – increasing living standards	4(3)	6	6	Mostly positive	6,66	+24m
Migration - immigration and passing through - Arabian states and Ukraine;	3(2)	6	6	Mostly negative	5,5	+24m
Infrastructural development	3					
Living standards - decreasing education	1					
Changing attitudes to work	1					
Relationship with citizens improved	3					
Technological						
Advances in ICT - hardware	6(2)	6	6	Positive	6	6m-24m
Advances in ICT - document forgery	2					
Advances in technology;	5(8)	6,14	5,87	Mostly positive	5,87	24m

Advances in ICT; Advances in ICT - e-learning Database infrastructure	5(1) 2 3	Na	na	Positive	6	Na
Legal						
Indirect impact of changes in legislation - organization	2					
Changes in labor relations - working conditions	5(2)	3,5	4	Mostly negative	5	+24m Finished
Changes in national legislation	3(3)	7	2,66	Mostly negative	4,33	12m
Changes in legislation - very rapid	8(6)	4,16	5,83	Mostly positive	5	24m
Changes in legislation - other	1(1)	5	6	Positive	6	+24m
Convergence of international law - European convergence	16(8)	5.72	5.62	Both	5,45	9m

** The number between brackets is the number of answering sheets filled in for the respective change.*

Figure 2 presents an overview of the direction and impact of the main changes in the environment of the Romanian Border Police, as discussed in this section of the report.

Basically, all the changes indicated by the External Parties were also present among the changes indicated by the Border Police. The *economic changes* refer to the main issue of the national economic crisis and the salary reductions that clearly affect a much larger segment of population than just the police, and therefore they might be more present and urgent on everybody's mind. Our participants from the External Parties did empathise with the way this affects the Border Police, and made references to particular cases they knew, of people have issues due to these reductions.

It is interesting to note that for the *legal changes*, where most of our interviewees from the Border Police mentioned issues related to the constant changing of laws and mentioned the most recent ones that regulate mainly discharging police officers or the salary cuts, our External Parties refer to a specific change that regulates Border Police attributions. Until recently the Border Police also used to handle investigations in the traffic of drugs, and they had reported very good results, but that division was taken from their attribution and moved into the competence area of the National Police. While this aspect was briefly mentioned by Border Police representatives, it was clearly considered important by their External Partners: *"Until recently, they also had the activity of detecting drug traffic ants, now it has been passed to the Romanian Police. Until now, they have done a good work, they had some impressive catches, unfortunately the have been taken away this attribution"*.

3.2.2 Differences between levels

The differences we identified between levels within the Border Police are quite subtle. They are not differences in the issues that are discussed or the changes that are identified, but rather refer to the different knowledge people have about a certain change and how it affects their daily activities. While these changes are more procedure linked on the operational levels, they are more strategy linked on higher levels in the hierarchy.

1. **Adherence to the Schengen Area.** This is the major political change that the Border Police currently faces and it is perceived as highly important and with a big impact on the activity of the police across all organizational levels. The only subtle differences are linked to the amount of knowledge people at different levels have in relation to this expected event and the changes it already brings about. While on operational levels people concentrate on the changes this brings to daily activity in terms of procedures, on higher levels, people focus more on how this affects the overall functioning of the police force.
2. **Economic crisis – budget cuts.** While the people in operational levels complain directly that they now have money problems due to salary cuts, higher level employees frequently bring up the issue of the low morale of the people and their concern that this is further going to affect their performance.
3. **International cooperation.** Partly related to the adherence to the Schengen Area, we can see that international cooperation and being involved in different types of projects is another common thread for the Border Police. While upper levels discuss this in terms of strategy and development of the institution as a whole, operational level employees perceive a series of direct benefits from their interaction with police officers and agents from other countries,

benefits related to the fact that they get a chance to see how other people work and are able to learn from this experience.

3.2.3. Differences between country regions (internal vs. external EU border)

Although, as we have seen there aren't any major differences in the perceptions of the environmental changes in between the different levels within the Border Police, we did find some changes in between regions of the country. These differences are closely related to, and generated by, the difference in the type of the state border they service: internal or external border of the European Union.

As already mentioned, there is a general apprehensiveness regarding the future of the Border Police once the adherence to the Schengen Area takes place. Since the new law that regulates a massive discharging within all Police Forces (and all public functionaries) is already in place, the uncertainty related to the Schengen adherence, only helps build up the tension, especially at operational levels, but in higher positions just as well. This tension, although present everywhere, is much more visible and intense on the borders internal to the European Union. The fact that there are no concrete details regarding what will happen once Romania becomes part of the Schengen Area is specifically relevant for the people working on these borders that will have to relocate, or reorient themselves and find different jobs.

Moreover, this negative perspective of the future is being reinforced by the fact that there are additional problems they are already facing and that can be traced back to the preparation for the admission within the Schengen Area. Since, after admission, Romania will not only have some of the largest external EU border, but also some of the largest Schengen external border as well, most of the efforts for development of the Border Police forces and resources were focused on these external borders. They were the ones that benefited the most from the newest technologies, the training and changes that were recently implemented. While on these external borders interviewees were constantly discussing the great technologies they use, and the connection to SIS databases, and all the advances (specifically ICT) that have been introduced and that they use, interviewees on the internal border were discussing a lack of resources in exactly the same departments where their colleagues had plenty of them.

In one of these areas we also had a problem with taking interviews because the agents (on the operational level) would not agree to a recorded interview, and some not even with signing the acceptance agreement. This could be an indication of a low job satisfaction level, since they felt they needed to protect their identity if they are to discuss any issues related to their work.

4 External parties

This section gives a classical stakeholder analysis of the overall police force in Romania.

4.1 Main external parties

After analyzing the 42 interviews we conducted, we identified a large number of external actors mentioned in them. In order to get a clearer picture of relevant external actors that interact with the Romanian Border Police, we organized them in seven categories as follows:

1. Government - National:

(Ministry of Administration and Interior, Minister of the External Affairs, Ministry of Health, Veterinary Inspectorate, Ministry of Transports, Ministry of Finances, Ministry of Environment, Ministry of Education, Research, Youth and Sports).

From the diverse list of national ministries that have been mentioned as external actors, the Ministry of Administration and Interior is mentioned most frequently.

The Romanian Border Police (RBP) is part of the **Ministry of Administration and Interior**. From a general point of view, this external actor expects from the RBP to assure the security and surveillance of the Romanian state border. These expectations are to be met by following orders and procedures communicated through a chain of command. The main aspect that comes through from the interviews is that in general the border policemen are satisfied with the communication and collaboration with the upper levels of the Ministry of Administration and Interior. Also, the RBP has a good review from the part of the political governance as they managed to reach all objectives that were given to them. Even so some concerns were raised by the field agents who pointed out the lack of transparency and predictability of what is planned for their future. This is especially an issue at the border crossing points that will be closed after Romania joins Schengen. Border policemen were anxious because they did not know what will happen with them in the near future, if they will lose their jobs or will they be transferred to other police forces. As one of them mentioned, the top-down communication in terms of orders to be executed was better than bottom-up communication focused mainly on questions about future actions. All of these being said, the RBP manages to fulfill its obligations at all levels with high proficiency, by following procedures and orders and having a good coordination with its direct superiors.

2. Government - Other

(National Customs Authority, Romanian Office for Immigration, Romanian Service for Emigration, Passport Service, National Administration of Roads, Agriculture Directorate, Wood and Environment Directorates, ITRSV (Territorial inspectorate for the woods and

hunting regime), General Directorate for Human Resources Management within the Ministry of Internal Affairs, Romanian Agency for Accreditation of Pre-Graduate Education).

From the diverse list of national agencies, organizations and departments that have been mentioned as external actors, the National Customs Authority is mentioned most frequently.

The RBP works closely together with the **National Customs Authority** as they both have distinct competencies at border crossing points. As specified by the interviewees, some of the competencies of the Romanian Border Police overlap those of the National Customs Authority. This overlap can lead to conflicts that impact the citizens that cross the border state: "When the border crossing control of the car is performed, some of the participants to traffic do not agree with a detailed control. This overlap of responsibilities has a negative influence on the level of discomfort of the participants to traffic."

As pointed out by one of the interviewees, the National Customs Authority expected: *"that we provide an accurate and swift information exchange"* and this was done through communication and collaboration according to the legislation. In some instances the collaboration could be improved upon. For example at one of the Contact Centers the RBP has with our EU neighbors, we were told that it could be useful to have a customs officer working there full time in order to facilitate and speed up the access to customs databases when appropriate requests are made. Collaboration between the two institutions is done according to established protocols with better result in locations where interpersonal relations and communication go beyond professional courtesy.

3. Citizens - public:

(Civil society, passengers, population in transit at the airport, civil society (mayor, city council etc.), local authorities, The Prefect Institution, people who commit illicit deeds, persons who are sanctioned, witnesses, victims, traffic participants, Romanians which reside in other countries, foreign citizens crossing the border.

Discussing about what the citizens are expecting from the RBP, the first and most commonly found reaction is: "to keep our borders secure". When we go a little deeper we see that the expectations diversify and become more focused on what the people need in a specific context. For example in the case of airports, people expect to feel safe, protected and to know that their luggage and goods are secure. One of the more paradoxical expectations from the part of local citizens is to get more lenience from the part of border police agents when it comes to low level traffic with day to day products. Sometimes, they expect mercy from a police officer when they try to cross the border breaking some rules. Participants to traffic expect that a police officer should do his job but sometime, when it is the case to apply the law these participants do not want to be compliant with laws. Related to this, some of the interviewees mentioned the problem of corruption which always involves two parties: a police officer and a citizen. They have mentioned that: *"in the activity of corruption two parties are involved: the honest citizen that will judge the police officer and who will try to corrupt him and also this is a crime, and the second party is the clerical employee that is*

corrupted". In order to combat the corruption, it is expected to have the support of the public opinion. This support can take the form of not trying to corrupt a police officer. It is important to stimulate the police officers to report to superior anticorruption structures the corruption acts performed by the citizens.

The local community in which the RBP operates is one of the most important externals as it was mentioned by almost all of the interviewees. Collaboration is done at two levels: at the institutional level with: the Mayor's Office, City Council, The Prefect Institution, Local Police Force etc. and at individual level with the members of the community.

At institutional level, the collaboration is formalized through protocols that describe its nature and what is expected from both parts. This way when it comes to act upon what was written in the protocol the border policemen know that they have the full support of the local authorities. Besides the formal arrangements in some cases informal weekly meetings with the Mayor's help in facilitating communication and finding out more about what the community needs and expects from the border policemen. For example, in one case, this kind of collaboration has materialized in organizing mixed patrols with the local policemen, gendarmes and border policemen in order to increase public safety and protect the community.

At the individual level, the collaboration with the local community has as main purpose to obtain information from citizens regarding suspicious activities around the border. Having a good collaboration is vital in order to get reliable information about suspicious activities near de border. Developing a relation of mutual trust and respect encourages people to be more active in looking out for unusual activities around the border and communicating this information to the border policeman.

This kind of collaboration with the citizens from the local community takes different forms and it is not always successful. For example, in some interviews, it was pointed out that people from the local community are reluctant to collaborate being afraid of the local criminal groups which might retaliate against them. This makes the work of catching smugglers, illegal immigrants and other criminals much more difficult. This type of problem seems to be limited to just a few crossing points, all being with non EU countries. When it comes to internal EU borders collaboration between the border policemen and the local citizens is significantly better. People do help in offering useful information to border police agents about suspicious activities. As an incentive in some situations there has been established a special fund and bonuses are given to citizens that contribute to the catching of illegal immigrants or help the border policemen in theirs activity.

4. Other police bodies:

(*Other police bodies - National police:* Romanian National Police; *Other police bodies - Other:* Gendarmerie, Romanian Intelligence Service, particularly the Antiterrorism Division, Air Transport Police, Special Services, Veterinary Police, Phyto-Sanitary Police, Directorate for

Organized Crime and Terrorism Investigation, all Police forces from the Romanian Ministry of Interior and Administration)

The most frequently mentioned external actors are the other Police bodies that activate in Romania. Collaboration between RBP and the other police bodies takes different forms from joint missions (joint patrols etc.) to information exchange. As one of the border policemen said: *"We collaborate because we all have responsibilities in what regards the public safety no matter if it is the national or trans-national barrier. Collaboration is with other structures that have responsibilities in the area of national security, fighting crime, public order and safety. I think that their expectations are the same as ours in relation to them. These expectations are related to a very good collaboration and cooperation in order to accomplish our and their tasks. I think that these are the expectations that we have, including us and the other parties."* The expectations of the National Police can be described in general by: defending public order and safety. At a more detailed level we have: uncovering illegal activities at the border crossings, fighting crime at the borders, cooperate with other police forces when it is requested. These are accomplished by integrated action systems, by establishing mixed patrols, by using plans of action and periodical evaluations of collaboration.

When it comes to information exchange, in most cases requests from the other police forces are related to data from their foreign counterparts. This is done through the Contact Centers and Contact Points that facilitate and mediate the communication with the police forces that have the requested data. As a good management practice, the RBP officers do their best to answer positively to all the requests that come from their police colleagues. Mostly, the feedback is positive and police officers are satisfied with the accuracy and speed in which they get their requests solved. The policy of being always available and trying to find a positive solution to all of the requests received goes a long way in making police officers happier and more satisfied with the level of cooperation and collaboration than other police forces. On the other hand, in some situations the work of the border police officers from the Contact Centers is made more difficult by the need to give extra-explanations about the nature of the job done. This has a negative impact on performance: *"it is given by how much information and how well documented is our colleague in the field, because, as I have already said, there are persons that don't know very well our job and have the impression that we can directly interrogate foreign databases on the spot and then we have to tell them: "Dear colleague, this is not what we do". We can assist you only if you have all the necessary information to identify a person, a vehicle etc."*

5. Judicial bodies - Prosecution and judges:

(Prosecutors, Anti-corruption General Directorate (DGA), National Anticorruption Directorate (DNA), Court of Law)

The collaboration of RBP with the judicial bodies mentioned above as external actors is present in most interviews. The expectations consist of full collaboration and transparency regarding all activities done by RBP. This is done by following well defined procedures and

keeping an open line of communication at all times. The judicial bodies are a significant external actor, but besides being mentioned, the border policemen were reluctant to go in to details regarding how they work and collaborate with them. This could be due to the events that took place this year in February when tens of customs officers and border policemen were arrested under suspicion of corruption.

6. International Organizations:

(FRONTEX Agency, Contact Centers and Contact Points in EU, Interpol, Europol, Southeast European Cooperative Initiative Regional Center for Combating Trans-Border Crime (SECI), Supplementary Information Requested at the National Entries Bureau (SIRENE) from the Schengen Informatics System (SIS), Internal affairs attaches from other countries, Szeged Policeman school and other international partner schools)

By the nature of its activity the RBP has to interact with foreign organizations especially for information exchange. FRONTEX Agency was most often mentioned in this context. All expectations and requirements from the FRONTEX Agency are met with the highest priority, as border police officers know that working within FRONTEX gives them the opportunity to grow professionally and prepare for the challenges of joint missions, collaboration and communication required after joining Schengen. Also the financial compensations are stimulating as payment received while working for FRONTEX is substantially higher than the one they are receiving at home. FRONTEX expects from the RBP to provide accurate and swift information exchange, to participate in joint operations (ex. offering aid to secure the Greek border against illegal migration) and also to initiate exchanges between FRONTEX members. Reciprocity is one of the key words used when defining relations inside FRONTEX. The impact of FRONTEX is a positive one as it facilitates training, information exchange and collaboration with all of the member border police forces.

Another group of external actors is represented by all of the foreign police forces. As one of the border police officers said, they expect: *“a quick and correct answer to their request”*. Their expectations are met through the Contact Centers and Contact Points of the RBP. These Contact Centers and Contact Points function as hubs of information that facilitate access to data for our EU neighbors as a primary mission and to any other requests that come from other contact centers in the EU.

In order to fulfill these expectations one of the border police officers said: *“the strong point is availability, and the understanding that within the cooperation process there has to be availability on both sides, and being about complementary measures, we realize that we have to work together”*. The development of trust between partners is essential in such a context. Interpersonal relationships go a long way towards building that trust. Also an accurate and fast response to any request helps a lot in gaining the trust and collaboration of their counterparts. Another way to facilitate communication is to answer the request in the language that they were sent. It is seen as a sign of respect and appreciation to speak with their counterpart in their language. Reciprocity is the key of developing personal communication channels: *“everything is based on reciprocity. The moment those personal*

relationships, those communication channels have been created... and the moment they saw that they had a serious partner, that offers professional answers, they trusted us and did not hesitate, in turn, to offer back the same support they had received”.

One of the problems that the success of the Contact Centers and Contact Points has brought them is that people started to know they exist, what they do and how they work, and: *“there is an ongoing campaign to help “educate” people as to how they are supposed to ask for information so that they can receive it as quickly and complete as possible”*. Response times are similar to the fastest in the EU but they could be improved if the paper work would be cut down. Also the increasing number of request leads to personnel strain in Contact Centers and Contact Points, and to the need to get and train new personal a much more pressing one. By their work the people from these Contact Centers and Contact Points give a good reputation to the RBP and facilitate new contacts and even new collaboration projects on other aspects of the police work.

7. **Private and public organizations:**

(Transport – Air: Airports, Air Flight Companies; Private organizations - Providing service to police: Naval Parts Supplier Companies Local hotels and Restaurants; Private organizations - Providing service to and need service from police: The National Railroad Company, Educational institutions: Partner schools, Local Universities; Emergency services - Fire fighters)

The RBP operates in diverse locations from green borders to blue borders and airports. Also the specific training of its agents is done in its own educational institutions for personnel training and specialization. In this context we have new external actors in the form of private and public organizations that have their own expectations from the RBP.

For example in the context of inland border crossing points situated in airports, the airport administration and the air flight companies expect that the border policemen will: ensure public security and safety of the passengers and other people in the airport, monitor the public area in the airport including parking, watch the goods of people in the public area of the airport, cooperate with other police forces in the airport area. In order for this to be accomplished cooperation between the airport administration and the border police force is necessary and it is done according to established protocols. As it was mentioned that the border policemen are the first ones to greet the new arriving passengers and their reaction, their conduct will reflect on the first impression a passenger has about the airport. Also it is expected of them to do their job to the best of their abilities in order to reduce the discomfort of border checks to the minimum necessary for the Romanian and foreign citizens. Any misconduct from the part of the border policemen can lead to financial costs that are paid by the air flight companies. Also a wrong decision done by a border police officer can lead to loss of time and money for the passengers and also for the air flight companies given the fact that the delay of a plane involves financial costs that have to be paid to the airport by the company. All issues are discussed in meetings and solutions are found through cooperation and mutual compromise. In this context, the statement of an interviewee mentioning that *“the institutions situated in an inland border crossing point have*

grown together” and their cooperation “is like a circle, because they cannot be without us and we cannot be without them” is highly relevant.

The surveillance and security of the Blue Border is done by a fleet of ships that are serviced and repaired at the border police’s own naval shipyard. The main externals that were mentioned here are the companies that supply the ships and their parts for repairs. In most cases the collaboration works well. For each new ship that is bought the suppliers offer onsite training for the shipyard’s employees making it possible for them to repair ships, well and fast when it is needed. Documentation is provided for all operations that have to be done.

In some cases the company’s request too much money for the parts or repairs that need to be done or they aren’t willing to share information needed to do the repairs. In these situations negotiations are done to find a compromise and if all else fail, there were cases when shipyard’s own personnel developed new techniques/procedures or they made their own new parts to be able to repair the ships. Budget cuts forced them to try and find cheaper ways to solve the problems they encounter.

When it comes to educational institutions for personnel training and specialization from the RBP, the external actors most often mentioned by them are other similar institutions with which they have formed partnerships and local universities. They all expect to have a fruitful collaboration based on innovative ideas meant to exchange and enhance study programs and their effectiveness, and also to actively manage their requirements.

Given all the details, we can conclude that as the activity in the police border is regulated at national level, the external parties only expect the police border to apply the law: *“...The only expectations that they can have in relation to us are related to collaboration, to perform the activity in the best condition”; “...each is doing his/her piece on their own”.*

The externals and some internals integrate the border police activities in a more complex representation in terms of safety and security for citizens and country: *“...All other structures within the Ministry of Internal Affairs have the same concerns - to defend public order and safety”.*

4.2 Differences in external parties

This section describes the differences in external parties between various subgroups. The following subgroups are distinguished:

1. Externals & internals
2. Levels in police forces

4.2.1 Differences between externals & internals

The comparison between externals and internals is based on two interviews with externals and forty interviews with internals (for details, see Chapter 2. Sampling). Given the small number of interviews with externals, it is difficult to outline a specific pattern of the differences in external parties between the two categories.

Moreover, the list of external parties varies between externals and internals. Externals indicate the external parties depending on the location of the border police with whom they interact. For example, the Chief of the Bureau of Air Transport Police mentioned the airport and the passengers as the most important external parties. On the other hand, the journalist specialised in reports on the Ministry of Internal and Administration has focused on the governmental structures as external parties of border police. The journalist had a broader view of the border police and its external parties, whereas the other externals answered depending on the relations of their structure/organization with the border police. Only the citizens' category was referred to by the both types of interviewees (internals and externals). The list of external parties as it is provided by the interviewees from border police is very extensive and it is detailed in section 4.1 of this report.

However, some of the internals see their activity rather independent from other structures and they mention that there are only occasional interactions with externals parties: *"...Practically, here it is no interface between the Romanian Police and Customs and Bulgarian Police and Customs"*.

Regarding the expectations, both categories agree that the main expectations of external parties are to offer quick and valid information, to collaborate, to facilitate operational needs and to manage efficiently the passengers at the border: *"...We collaborate because we all have responsibilities of public safety no matter if it is the national or trans-national barrier"*. These expectations are subject of collaboration protocols that regulate the relation between border police and the external parties. The protocols are decided at the national level and are followed by all parties involved. The activity is regarded as mutually in the interest of the beneficiaries.

Regarding the analysis, some important issues arose. In the first place, there is one issue concerning collaboration with other police forces and other external structures. The interviewees, both internals and externals didn't notice any conflicts between the border police and other structures. It seems that the activity of border police is well-defined and that's why it is easy to collaborate with it. Some isolated problems arise when the external parties don't know the activity of border police very well. For example, the passengers could become hostile at the border control: *"...That guy would think that he is being questioned because of me and he could have a hostile attitude towards me"*.

Second, regarding the impact of meeting/not meeting the expectations of external parties, it was relatively lack of information to do the comparison between externals and internals. The only common point was that meeting the expectations has a positive impact on the work and job satisfaction of the police members in both categories, internal and external as well.

Finally, most of the police officers reported that working together with externals based on an action plan and integrated action system is a key aspect of meeting and maintaining the standards and the professionalism of border police.

4.2.2 Differences between levels

The external parties are treated differently by the top, senior, supervisory and operational levels. More specific, we distinguished two categories in the internals: first consists of top and senior members and the second consists of supervisory and operational employees. The members of top or senior level identified higher order structures of the police, governmental bodies and national agencies as external parties. Frontex and international partners were also listed as important external parties by the levels above written.

On the contrary, supervisory and operational interviewees listed a lot of external parties, most of them related to their particular current responsibilities at the border. Custom, airport administration, passengers, Romanian office of emigrants are some of the external parties listed by them.

Regarding the external parties analyzed in section 4.1 as the most important, the following conclusions can be stated:

- **Government - National:** Top/strategic and senior interviewees clearly referred to this external party as they interact more frequently. The complex activity at the top level needs to be coordinated with the activity of other structures of the Ministry of Internal and Administration or other ministries. The common aim as it is stated in the interviews is to ensure safety and security at the external borders and to exchange information. On the other hand, supervisory and operational interviewees hardly mentioned it. Lower levels do not interact with superior bodies; they only follow the orders and guidelines given by their superiors.
- **Citizens - public** (more specific, the passengers who are crossing the border to travel abroad): the most part of the interviewees at operational and supervisory level specified the focus on the citizens. Only two seniors referred to the activity with the citizens, as external parties. The explanation is quite obvious due to the specificity of the job at the different levels. The agents and supervisors are those who interact with the citizens. No differences are stipulated between Romanian and foreign citizens in terms of border formalities.
- **Other police bodies:** no differences are identified between levels regarding the other police forces. All agreed that it is important to cooperate and to share information, to consult and support each other especially in case of illegal activities at the border crossing. In addition, they also mention the protocols that regulate the collaboration of border police and other police and security structures.
- **Judicial bodies:** there are no details related to these structures. Only one senior mentioned the importance of this external parties and the cooperation based on a protocol signed at the national level.
- **International organizations:** the interaction with foreign similar institutions is seen as one of the important partners by the senior and top level members. Not only them, but one of the

interviewees noticed that interactions and collaboration with foreign similar institutions helped to assimilate good practices and to improve their job especially the relation with the passengers: *"...there was a change in the attitude of the people working in the contact point, that are more relaxed and "European" than those in other police structures because of very good personal relations developed between police officers in similar European institutions and those in Oradea".* But this can be extrapolated at the other levels, as well.

- **Private bodies and organisations:** especially the police agents detailed the importance of the relation with other organizations. The airport is quite important because is the place where a part of the border police is running its activity: *"The interest of the airport is to offer good quality services to passengers, starting from the information, parking services to border control formalities".*



Mossos d'Esquadra and Policía Municipal de Madrid

Spain

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1 Introduction

This document is the first assessment of the external environment of the police in Spain based on the interviews performed in the period January 2011 to April 2011. The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in Spain and, in particularly, in the city of Madrid and in the Autonomous Community of Catalonia.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten countries.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries.

The document will refer to the two police forces participating in the project: the Madrid local police force (Policía Municipal of Madrid) and the Catalan police force (Mossos d'Esquadra).

2 Sampling

There are two participating police forces in Spain: the Catalan police force (Mossos d'Esquadra) and the Madrid local police (Policía Municipal de Madrid). The sampling strategy was discussed with both police forces and approved by the WP1 and WP2 package leaders. However, later on, the “ideal” sample strategy regarding Mossos d'Esquadra changed quite a lot due to unknown reasons for us. In this respect, we were clearly told who we had to interview and we could not take care of diversity. As a result, we hardly have any interviews conducted at the operative level. Also, most of the interviewees came from the Barcelona area and we had no police officers from the streets (all the interviewees had a specific job or responsibility in an office). We understand this is a biased sample.

Due to these circumstances, and to the fact that the police force in Madrid is a city police, we do not have any data to compare urban and rural police stations.

Finally, the sample involved two levels of analysis: police force level and station level.

Regarding external actors, we interviewed one person from the academia, two persons from police training organizations, two persons from the legal system (one judge and one ombudsman) and two persons from the Catalan Department of the Interior. It was not possible, although we tried, to access anyone from the national/state police forces, the Spanish Ministry of the Interior nor the Public Prosecutor's Office. In this respect, only the academic actor gave us a whole picture of the situation in Spain.

The standard protocol interview was applied to all the interviews conducted with police officers. We used the external protocol interview with external actors. However, the latter refused to fill the structured questions due, mainly, to time constraints (sometimes we were only allowed 30-45 minutes which was, by all means, not enough).

Table 1: Distribution of interviews across levels – Madrid police force

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
Madrid local police			
<i>Madrid local police – top/strategic level</i>	4	4	4
<i>Madrid local police – senior level</i>	4	4	4
<i>Madrid local police – supervisory level</i>	4	4	4
<i>Madrid local police – operational level</i>	8	8	8
Externals	3	0	0
Total	23	20	20

Table 2: Distribution of interviews across levels – Catalan police force

Type of interviewee	Number of interviews	Number of Score sheets	
		Q3	Q4
Catalan police force			
<i>Catalan police force – top/strategic level</i>	3	3	3
<i>Catalan police force – senior level</i>	6	6	6
<i>Catalan police force – supervisory level</i>	8	8	8
<i>Catalan police force – operational level</i>	4	4	4
Externals	4	0	0
Total	25	21	21

3 Environment context of the police in Spain

This section gives a classical PESTL analysis of the overall police forces in Spain and, in particularly, in the city of Madrid and in the Autonomous Community of Catalonia. It has to answer the following question: “What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact the police force?”.

3.1 Main changes in the environment

This section describes the main differences in the environment based on the PESTL analysis. It gives an overview of the Political/Economic/Social/Technological/Legal changes. It describes which cluster of change (Political/Economic/Social/Technological/Legal) is most important in Spain. The following aspects are discussed in this section: Likelihood of change, predictability of change, direction of impact of change (positive/negative), strength of impact of change and timing of change.

The most important changes that the police forces referred to are:

- 1) **Political changes:** One of the most important political changes refers to a change of government and, therefore, of political leadership (**government influence – appointing police management**) (1). In May 2011, local elections were held. The Popular Party (Partido Popular), a right wing party, won again in the city of Madrid. The impact of continuity can be both positive and negative. It will depend on how political priorities change. Thus, if political priorities remain the same, the impact on the police force will not be very strong. If they are not, there will be changes both in the organization structure and in people. This was the case 8 years ago when the General Directorate of Security was created as a political mandate.

The same can be said regarding Catalonia. Last November 2010, there was a change of government and a new party, nationalist and right-wing, is now governing this Autonomous Community. The priorities of this new government regarding security are totally different: They want more police in the streets, they have a new concept of public order and they are committed to give political support to Mossos d’Esquadra, something that did not happen in the past. As a result, some structure and personnel changes are already taking place. So far, this change has been perceived as positive but some interviewees stated that a lot remains to be done and it is too early to confirm the direction of such change.

As well as in Madrid, Catalonia held elections in May 2011 and many changes occurred at the local level. For Mossos d’Esquadra this is important because it affects its relationships with local police forces, an actor they have to be coordinated with. In this respect, there is no clarity about how predictable the impact on the police force will be. In fact, most of our interviewees stated that the direction of the change can be positive or negative, depending on the winning party and how willing it is to work together with Mossos d’Esquadra.

In the case of the city of Madrid, political agreements among actors is another important change (**government influence – setting responsibilities**) (2). For example, last year, an agreement was signed between the National Police Force (Cuerpo de Policía Nacional) and the Madrid local

police force. It was a political decision by which the local police started to give support and to be responsible of some of the tasks traditionally carried out by the National Police Force in the city of Madrid. The impact on the organization was very high since they had to perform new tasks and re-organize. Other agreements have taken place in the past. These agreements have given the local police new responsibilities. That was also the case a few years ago when the judicial unit (to support the judges) or the tutor-agent unit (with an educational role) were created.

- 2) **Economic changes:** Some of our interviewees referred to the economic crisis (**economic crisis – national and local effects**) (3) that is affecting the whole country. This is a change that is already taking place and it is not very likely to end in the short term. Its impact is highly predictable and, for most our interviewees, it can be said to be negative. On one hand, budgets have been cut and this has affected the police forces because they have less material resources. Also, there was a 5% decrease in wages last year. On the other hand, although the crimes rate does not always necessarily increase, there is more social tension and therefore, there is a bigger need in terms of public order. This is so because the Spanish economic crisis has given rise to an unprecedented high unemployment rate and therefore to a loss of purchasing power and an increase of the poverty rates.

The final result is that there is more work in terms of public order and citizen security but there are less resources available to perform the required tasks.

- 3) **Social changes:** The most important social change is **migration – immigration and passing through** (4). In this respect, Spain is already a country which receives a lot of immigrants each year. Therefore, this change is already happening and, despite the economic crisis has dissuaded some immigrants from coming to Spain, this tendency is not going to change in the near future. In particular, in the city of Madrid, 20% of the population are immigrants while, in Catalonia, almost 15% of the total population are immigrants. These percentages have been growing for the last years.

Although most of our interviewees reported that the change could be either positive or negative, the explanations we were given were related to negative impacts rather than positive. In this respect, an important issue arose: Immigrants have a different way of using the public space and, in several places, this has resulted in complaints and social tension between the immigrants and the “traditional” neighbors of the districts. Also, the arrival of immigrants has increased the perception of insecurity among the population. However, statistically speaking, crime has not increased in those districts that have received more immigrants. The police, therefore, have had to play an important intermediary role, talking basically to the neighbors’ associations and participating in their meetings. This task has been harder to do with the immigrants groups since the latter do not trust the police forces.

More impact on police tasks has the risk of social exclusion that is related to immigration and that may give rise to new types of crimes¹. This has been the case of the organized crime and, in particular, of the Latin gangs phenomenon.

¹ The economic crisis may also give rise to social excluded groups. But in this paragraph, the interviewees specifically referred to social exclusion related to immigration.

Another reported social change was the change in values and cultural patterns (**changing society – changing norms and values**) (5), mainly, among the youth: Their level of civility is worse than ever. Nothing matters for them. But generally speaking, it can be said that the whole society has lost the core values that are needed to guarantee a peaceful coexistence and the level of disputes is nowadays higher than in the past. This social change has a negative impact on the police forces that are less trusted and respected. This hinders law enforcement regarding important issues such as drinking, smoking or taking drugs but also makes maintaining public order a more difficult task.

This change in values is not new but it is increasing gradually. Therefore, it is very likely to occur. Actually, it is already happening.

Social demands change too and this has to do with the natural evolution of society and of demands satisfaction (**critical citizens – new demands**) (6). There is, for example, more concern regarding noise or the environment. The police have had to act accordingly. In this respect, they have assumed new tasks. Again this is a change that is already happening and that will probably be more intense in the future. The impact is not being very strong. The police forces are adapting gradually and it does not have to be negative. In fact, the respondents stated that this change is positive because it extends the range of activities the police can perform.

- 4) **Technological changes:** Without a doubt, the most reported technological change referred to the **advances in ICT** (7) and, particularly, to the Internet. New ICT are already here and they are going to stay. Therefore, it can be said that the changes they are going to give rise to are very likely to occur in the very short term, particularly those that have a negative impact (see below). In fact, some of the interviewees stated that some of these changes have already started to happen but that we have not seen all the possibilities of the new ICT yet. In this respect, a lot remains to be done.

The impact of advances in ICT is going to be very strong and it can clearly take both directions: On one hand, the Internet results in new ways of committing a crime. This way of breaking the law is known as cybercrime. The police will have to adapt to pursue and solve these new crimes. They are already learning, which is not easy, because criminals usually use more sophisticated technologies than the police themselves and this represents an important technological disadvantage. Also, cybercrime is growing. This has a double effect: 1) the units and divisions that chase it need more and more technology-specialized policemen/women and resources to close the technology gap we have just referred to, and 2) there is a need to “educate” the citizen regarding the use of the Internet. In sum, the police activity increases.

However, on the other hand, ICTs are also an opportunity for police forces. Some of the new applications they can use will be very useful to simplify some processes, cut costs, and ease routine/administrative work but also to be more efficient regarding police activity. WP4 gave some interesting examples of this: The use of PDA or PC in cars, the crime mapping applications, or the digital fingerprints applications are just a few of them. The path of change, in this case, is going to be slower because investment in technology will depend on the budget and, as we already stated, budgets are begin cut as a consequence of the economic crisis.

- 5) **Legal changes:** One of the most important legal changes will be the new law regarding the competencies and coordination of the different police forces that act in Spain (**changes in national legislation**) (8). There is a law which dates back to 1986 that regulates the Civil Guard, the National Police Force, the police forces of the Autonomous Communities (Catalonia, Euskadi and Navarra), and the local police forces. But a lot has happened since 1986 and there is a need to update this law. There is no certainty regarding when this change will take place. In fact, the interviewees stated that it will happen in the long term (13-24 years), probably, after the general elections of 2012.

The impact will be strong because it will shed light on the competencies of each police force in the country. However, depending on the decisions taken, the direction of such impact will be positive or negative. What's more, one police force could perceive the impact as positive while a different one could perceive it as negative.

Changes in legislation (9) is another legal change reported by the interviewees. The law can change in different fields: Traffic (for example, several months ago, the speed limit decreased to 110 km/h), smoking (since January 1st, 2011 it is totally forbidden to smoke in public places) security (Spain has a new criminal code since last year). One never knows when these changes are going to occur although the impact they have is quite predictable since it usually means more work (changing the signs, learning new rules, intensify law enforcement,...). Also, the law can change at different levels. The examples given imply changes at the national level but new municipal ordinances might also be approved.

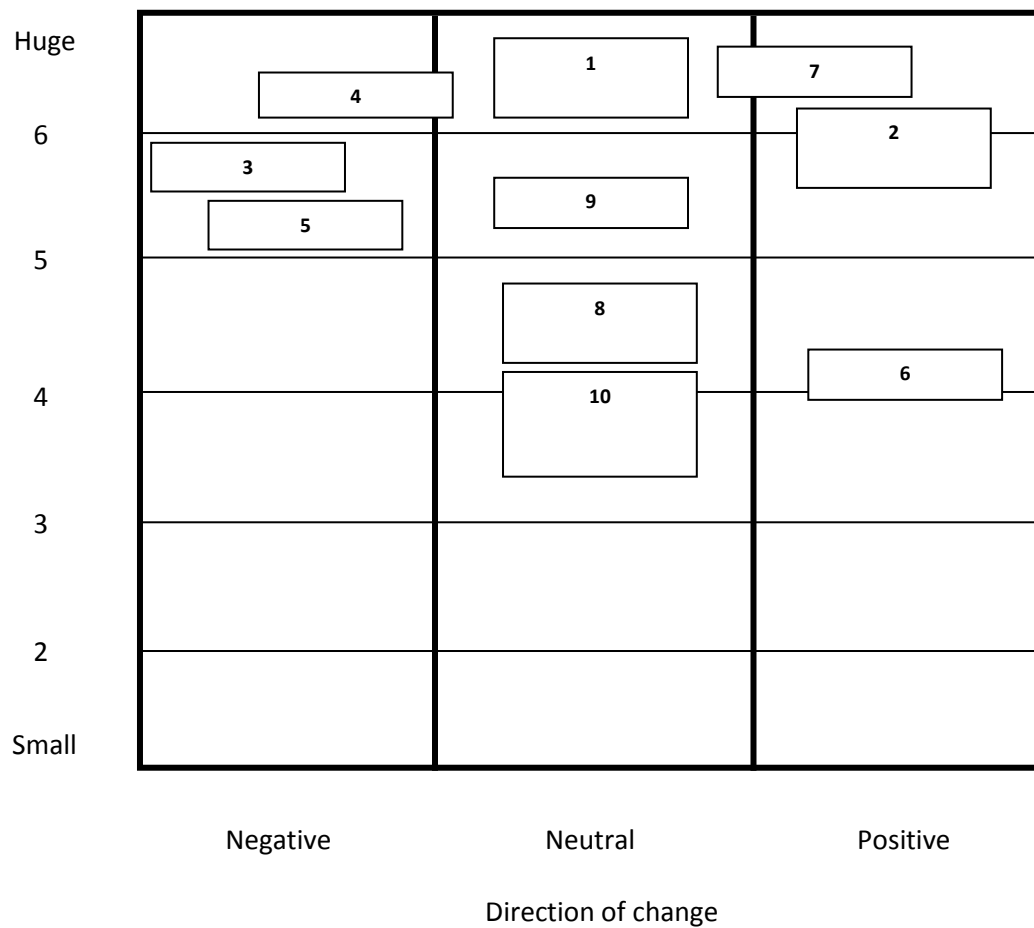
Generally speaking, the direction of the impact has been reported to be positive. Despite the amount of work, when the law changes, new training takes places and this helps the police force to be updated. However, it is also true that, if the police officers are not trained accordingly, they cannot do their job as they should and this can have a negative impact on the police activity.

New laws may also be approved regarding the specific functioning of the police forces (**changes in legislation – police organization**) (10). This change is usually the consequence of a political decision. Some of these new laws, which may take the form of decrees, are not very relevant for the police activity, although they support it. It is the case of uniformity decrees. However, others have a higher impact. For example, a structure decree may alter the organization, the relationships between units, or the command chain. Also, a law that assigns new responsibilities to the police results in a higher workload and the need to internally re-structure.

Figure 1 below summarizes some of the features of the changes in the environment of the police organizations in Spain that have been explained.

Figure 1: Impact of changes

Impact of change



3.2 Environmental differences

This section describes the environmental differences between various subgroups. The following subgroups are distinguished:

1. Different police forces (Mossos d'Esquadra versus Policía Municipal de Madrid)
2. Externals & internals
3. Levels in police forces

3.2.1 Differences between police forces

Generally speaking, there are not any differences between the environment changes identified by the Mossos d'Esquadra police force and those mentioned by the Policía Municipal de Madrid (see Table 3). In this respect, both police forces referred to political changes (government influence – appointing police management), economic changes (economic crisis – national and local effects) social changes (migration – immigration and passing through, changing society – changing norms and values, and critical citizens – new demands), technological changes (growing use of the Internet), and legal changes (changes in legislation, changes in legislation – police organization, and changes in national legislation).

Table 3: Frequency of trends (differences between police forces)

Environmental trend	Number of police officers in Policía Municipal de Madrid who reported this trend	Number of police officers in Mossos d'Esquadra who reported this trend
Government influence – appointing police management	9	15
Government influence – setting responsibilities ²	1	-
Economic crisis – National and local effects	6	8
Migration – Immigration and passing through	7	6
Changing society – changing norms and values	4	1
Critical citizens – new demands	3	5
Advances in ICT	5	6
Changes in national legislation	1	1
Changes in legislation	9	7
Changes in legislation – police organization	4	2

The only change which was not mentioned by the Mossos d'Esquadra police force is the one related to government influence – setting responsibilities. This has an explanation: In 2010 an agreement between the Madrid local police and the Spanish Ministry of the Interior was signed in order to facilitate the coordination and collaboration between this force and the National Police Force (Cuerpo de Policía Nacional). Since this agreement, the police of Madrid have more responsibilities in certain areas and, particularly, its tasks as a judicial police body have increased.

² This trend was explicitly mentioned by one police officer. However, it has to be noted that when explaining the new laws regarding police, many of the interviewees referred to the new regulation as a result of several political agreements.

Although the changes that were identified are very similar, there are differences regarding their intensity and expected impacts due to the specific context of each police force. Specifically, there are two cases where this is so:

- Government influence – appointing police management: In the first place, the change of government in Catalonia has already happened. The Catalan police force had a lot of expectations about it because, during the last government, they did not have the political support they needed and their image was badly harmed, particularly among anti-system groups and young people. They have experienced another change: The local elections in May 2011. Although they are not a local police, as part of their job, they have to coordinate with local administrations, particularly with those that do not have a local police force. Therefore, the local political changes might influence their activity. In fact, there has been a change of government in several cities and towns (Barcelona, the one with the biggest police force, is one of them) but, still, it is too soon to predict the direction of the impact of such change.

Madrid underwent local elections as well in May and the right-wing party, already in power, won again. In this respect, although there has been an important budget cut which will be even more intense in the future, the security priorities of the City Council and its Mayor are not expected to change.

In sum, both forces recognized the impact a change of government might have on their functions and activities but, in each specific case, the change itself and the effects of such change have been/will be different.

- Social changes: Despite both forces referred to migration – immigration and passing through, changing society – changing norms and values, and critical citizens – new demands, the impact of such phenomena is different in Catalonia and Madrid. For example, regarding some of the consequences of immigration, the Catalan police force is very concerned with organized crime, particularly along the Catalan coast. This does not seem to be a very big problem in the city of Madrid, despite the growing number of Latin gangs.

Also, it seems the change in values is affecting both forces in a different manner. On one hand, for example, the Policía Municipal of Madrid has a big problem regarding big bottle binge drinking in public areas, a phenomenon that has become common among teenagers and that is not so serious in Catalonia. On the other, Mossos d'Esquadra feel little respected by the Catalan society as a consequence of the lack of political support of the last mandate as well as of the negative and politicized image spread by the media.

3.2.2 Differences between externals & internals

There are not any big differences between the police and the external actors regarding their views on changes in the environment (see Table 4). However, we have noticed the following:

- The external actors interviewed in Madrid emphasized the legislative changes, particularly the one which has to do with regulating the different forces in play in the Spanish territory (changes in national legislation). We believe this is so because these external actors work and interact with different police bodies and, therefore, perceive how important to coordinate and to have clarity on who does what is.
- Some of the external actors in Catalonia referred to globalization and internationalization and, therefore, to the need to adapt the Mossos d'Esquadra functioning to this new reality. The background of such concern is related to the fact that Mossos d'Esquadra is a regional police

force and, therefore, cannot have direct relations with international police organizations such as Europol or Interpol. The communication between these institutions and Mossos d'Esquadra necessarily has to be intermediated by the Spanish Ministry of the Interior. Beyond efficiency issues, this fact has political implications because, for many people in Catalonia, this Autonomous Community is a nation without a state. If this is so, Mossos d'Esquadra is a national police force and not a regional one. Actually, most of the police officers interviewed felt part of a national police force instead of a regional one.

Table 4: Frequency of trends (differences between internals and externals)

Environmental trend	Number of internals who reported this trend	Number of externals who reported this trend
Government influence – appointing police management	24	-
Government influence – setting responsibilities ³	1	-
Economic crisis – National and local effects	14	3
Migration – Immigration and passing through	13	5
Changing society – changing norms and values	5	-
Critical citizens – new demands	8	1
Advances in ICT	11	4
Changes in national legislation	2	2
Changes in legislation	16	2
Changes in legislation – police organization	6	1

3.2.3 Differences between levels

There are slight interesting differences in the environment as perceived by top, senior, supervisory and operational levels (see Table 5). The following paragraphs give a few ideas on these differences:

- Migration – immigration and passing through: It was interesting to note that the top/strategic level was not concerned about this social change. Only one of the interviewees belonging to this level referred to it. In fact, immigration was particularly relevant for both the senior and the operational levels. We do not have a satisfying explanation regarding the former although we believe that, in the case of Catalonia, the senior level is worried because of the impact immigration has on the expanding of the organized crime. In relation to the latter (the front-line), we think these police officers are the ones who have to deal with the problems that result from this social change. In this respect, they are the ones who take care of the complaints, who talk to the neighbors, or who assist the immigrants, just to give a few examples.
- Changing society – changing norms and values: The supervisory and operational levels referred more to this change than the senior and top/strategic levels. Again, they are the ones who are more in touch with the people. Therefore, they are the ones who can really feel the lack of trust and respect towards the police. Also, they are more in touch with the media than the other levels since they are the ones the media contacts when something happens. Therefore, they are also more sensitive to the media's opinions and negative attitude.

³ See foot note number 2.

- Critical citizens - new demands: This change was reported basically by top/strategic and senior interviewees who have, it is our understanding, a more overall vision of the police responsibilities and functions. Also, most of them have to plan in the long term and, therefore, have the ability to foresee certain changes that might not be that clear that are starting to happen now.
- Advances in ICT: We have not been able to find why but the top/strategic level in both police forces did not refer to this change or to any technological change.
- Legal changes: Although all the levels talked about legal changes, the examples of those legal changes were different depending on the level of the interviewee. Generally speaking, top/strategic and senior levels referred to global legal changes such as the expected law regarding the competencies and coordination of the different police forces that act in Spain, while supervisory and operational respondents alluded to more particular changes, such as the criminal code, the traffic limit, or the municipal ordinances. We believe that the police officers at these levels work in specific units which deal with specific issues. Therefore, they are more familiar with the change of laws in certain fields.

Finally, it is interesting to note that almost all the interviewees, no matter the level they belong to, agreed on the political change: Government influence – appointing police management. In this respect, there was a lot of consensus on the importance of such change regardless the impact it was thought to have (we have already referred to the differences between police forces in relation to this issue). The same can be said about the economic change: Economic crisis – national and local effects.

Table 5: Frequency of trends (differences between levels)

Environmental trend	Number of top/strategic interviewees who reported this trend	Number of senior interviewees who reported this trend	Number of supervisory interviewees who reported this trend	Number of operational interviewees who reported this trend
Government influence – appointing police management	4	7	7	6
Government influence – setting responsibilities	-	-	-	1
Economic crisis – National and local effects	2	5	4	3
Migration – Immigration and passing through	2	6	2	3
Changing society – changing norms and values	1	-	1	3
Critical citizens – new demands	4	2	1	1
Advances in ICT	-	3	4	4
Changes in national legislation	1	-	-	1
Changes in legislation	2	6	5	3
Changes in	-	2	3	1

legislation – police organization				
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4 External parties

This section gives a classical stakeholder analysis of the overall police force in Spain.

4.1 Main external parties

This section lists the main external parties and tries to answer and to discuss the following questions: What are the key issues/expectations/concerns of the main external parties? How do the police forces manage the expectations of these external parties? How will meeting /not meeting the expectations of these external parties impact the police forces?

Although the interviewees identified more than twenty different external actors, the following five were the most important and the ones more mentioned in the interviews:

- 1) **Government – all - Spain:** Several interviewees referred to governments and politicians at different levels. Basically, Mossos d'Esquadra talked about the regional government (that is, the Generalitat de Catalunya or Autonomous Government of Catalonia) and, in particular, about the Department of the Interior (since Mossos d'Esquadra is under this department) and the Policía Municipal de Madrid referred to the Madrid City Council and, specifically, to the Government Area of Security and Mobility. Generally speaking, this actor believes the police are responsible for the enforcement of the law and that is what they expect from them. They also want the police force to follow their instructions and to implement their security public policies. Finally, they request information about the police activity as well as about security indicators in order to make decisions.

The police have to obey them and that is how they manage their expectations. Regarding information, the police forces usually write reports and make analysis related to the decisions that have to be made.

Not following the political guidelines has resulted in a lack of political support to the police force. This has been particularly the case regarding Mossos d'Esquadra. During the last political mandate there was a “divorce” between the Minister of the Interior and his team and the Catalan police force. The Department was not supportive of the police and the police felt the politician's instructions were in conflict with their internal priorities as a police force.

- 2) **Citizens – public and organizations:** The majority of the respondents referred to citizens, individually speaking or organized. It can be said that individual citizens expect the police to do their job; that is, to keep them safe, to arrive on time and to solve their security problems. They also expect to be well treated when an interaction with the police force is needed. The police are trained to take care of the citizen, to solve the cases, and to quickly react to security problems and, therefore, they act accordingly. From a more institutional point of view, the police have citizen care offices. In the case of Mossos d'Esquadra these offices are open 24 hours during 365 days. Citizens can report or address a consultation to the police. Both police forces also have an online system to make suggestions, expressing gratitude or report complaints.

Generally speaking, both Mossos d'Esquadra and Policía Municipal de Madrid are not bad rated and have satisfaction indexes over 6 (a little higher in the case of Mossos d'Esquadra). However, the interviewees reported it is hard to completely meet the citizens' demands. They are very different and, no matter what one does, there is always room for more. Therefore, citizens usually perceive police work is not enough. Some of them also stated that there is an area of clear improvement: Behavior towards the citizens. The manner of treating the citizen is not as good as it should be.

Regarding associations and citizens' organizations, they also want the police to do their job but the police job is understood as satisfying their particular needs (that most of the time are not representative of the whole society), although they might not be related to security issues. Thus, associations' representatives usually call the police regarding any conflict they might have. The police try to meet these expectations attending their meetings, calling them on the phone once in a while and talking to them (informal speeches). They also try to listen to their problems and solve them but, as said, organizations are very demanding and there are some issues that are not the responsibility of the police. Therefore, they cannot do much about them and this lowers the organizations' satisfaction with them.

Again, in the case of Mossos d'Esquadra, there is a useful tool to be in touch with the organizations and, particularly, with the neighbors' associations: The relationship with the community offices. These offices facilitate regular contact between the Catalan police force and the neighbors' associations (but also with the traders' organizations, schools or other institutions). They also let the police gather information about the events or crimes in the area.

Paradoxically, meeting the organizations' expectations can be very rewarding but, at the same time, can also mean a lot of work and resources. And, as in the case of individual citizens, no matter what they do, organized citizens always want more. They are never totally satisfied with the police activity.

- 3) **Private organizations:** Particularly in the case of Mossos d'Esquadra, this was an important actor. Businesses and traders' organizations also expect security regarding their activities and their neighborhoods, particularly regarding specific types of businesses (for example, jewelleries or hotels) or areas (for example, industrial estates) and during specific times of the year (for example, during Christmas). They also expect to be listened and to be informed. In order to do so, the police hold periodical meetings with them and give informal talks. In the case of the Catalan police body, they also interact with them by means of the relationship with the community offices. These offices facilitate personal contact with the associations' representatives that result in a network of relationships that help identify the security problems and the organizations' needs.

Meeting the expectations of this external party is not easy since each business and organization have specific demands. It is hard to prioritize when all of them think their problems are the most important. On the other hand, they are never totally satisfied and they think the police could do more than what they already do. This is the same feeling citizens and other types of associations

seem to have and therefore, the impact of meeting such expectations on the police forces is pretty much the same.

- 4) **Judicial bodies – prosecution and judges:** Without a doubt, judges and public prosecutors are a very relevant external party for the police. Generally speaking, they expect the police force to make their work easier and, in this respect, to gather the information they need by means of following their instructions and investigating the events. In order to meet their expectations, the police try to follow the judges and the public prosecutors' guidelines. They investigate the facts, manage official notifications and subpoenas, write good statements and reports and, no matter what they do, they try to perform very well. This is important because both in Madrid and Catalonia there are other police forces that can be requested by the judicial bodies. Mossos d'Esquadra and the Policía Municipal de Madrid would like to be the reference in Catalonia and the city of Madrid, respectively.

The relationship between judges and public prosecutors and the police forces are good. In the main, both police forces meet their expectations. Oddly enough, this results in a large amount of bureaucratic desk work. Actually, some of the interviewees reported that performing well has a risk: the police might become the judges' "postman" regarding official notifications and subpoenas. However, a good performance gives also rise to a higher level of trust and, therefore, a higher level of autonomy. Also, it can result in more requests directed to these specific police forces.

However, sometimes, there are conflicts between the judicial bodies' demands and the police's internal priorities since the judicial bodies usually expect exclusivity and a "24-hour service". Also, sometimes, judges (who have a powerful position) are not that easy to manage. This is hard to objectively explain but a clear example will suffice: how do you deal with a judge who is smoking in his/her public office?⁴

- 5) **Other police bodies – all - Spain:** This has probably been the external party more interviewees referred to. In this respect, there are two types of police forces the respondents talked about: Local police forces and national police forces (both the National Police Force and the Civil Guard). Although a few officers in Madrid referred to local police forces, this external party is more relevant for Mossos d'Esquadra than for their counterpart in the city of Madrid (more about this difference in section 4.2).

Coordination is the formal expectation of these police forces although, actually, several conflicts arise when police forces work together. Several interviewees reported it is hard to coordinate because, despite what the law says about each police force's responsibilities, there are fuzzy and unclear situations. In this regard, there are probably more incidents with the national police forces. In the case of Mossos d'Esquadra, there is some resentment after the Catalan police force took over and most of the National Police Force and the Civil Guard units and officers had to leave Catalonia. This does not help coordination.

⁴ In Spain, it is forbidden to smoke in public areas and buildings.

In the case of the Policía Municipal de Madrid, an agreement was signed last year (June 2010) and the local police force took some responsibilities in the city of Madrid that were traditionally part of the National Police Force's functions. Although it has been reported that coordination in this respect could increase the efficiency of the national police forces, that would be more focused on their specific functions, there is also a feeling of bitterness⁵. These circumstances both in Catalonia and Madrid explain the unofficial expectation of other police forces: They would like Mossos d'Esquadra and the Policía Municipal de Madrid not to get involved.

When interacting with other police forces, informal methods are used. Basically, the results are better or worse depending on the situation that has to be managed and the people who are in charge. In the case of Madrid, coordination meetings are also held in the districts. However, generally speaking, there is discontent. Dissatisfaction is the feeling Mossos d'Esquadra and Policía Municipal de Madrid have, particularly among the senior officers, but, also, the feeling they think other police forces have when they work together. Everybody seems to perceive that the required coordination results in a lack of autonomy and in delays, particularly because a lot of information exchange is needed (the databases are not connected yet). What's more, some of the interviewees from Mossos d'Esquadra even referred to interference.

Tables 6 and 7 summarize the above explanations:

Table 6: Main external parties and their key concerns

External party	Key concerns	Managing methods
1 Government – all- Spain	Law enforcement, implementation of the security public policies, information to make decisions	Obedience, reports and analysis regarding the decisions to be made
2 Citizens – public and organizations	Safety, punctuality, problem-solving, adequate manner of treating, particular needs satisfaction	Training, citizen care offices, online system for suggestions, gratitude or complaints, meetings, informal speeches, relationship with the community offices
3 Private organizations	Safety (particularly regarding specific types of businesses and areas and times of the year)	Meetings, informal talks, relationship with the community offices
4 Judicial bodies – prosecution and judges	Information about the events to be judged	Obedience, official notifications, investigation, good performance
5 Other police bodies – all - Spain	Coordination, jointly work	Political agreement in Madrid, informal methods depending on people and situations, coordination meetings

⁵ A lot of paper work is actually done by the Policía Municipal de Madrid as a consequence of such agreement. Also, this local police force has now responsibilities on routine tasks such as surveillance.

Table 7: Main external parties and their reaction to police performance

External party	Positive performance	Negative performance
1 Government – all- Spain	-	Lack of political support
2 Citizens – public and organizations	Motivation, work overload, higher perception of security, better and more precise information gathering	Bad image, low satisfaction indexes
3 Private organizations	Motivation, work overload, higher perception of security, better and more precise information gathering	Bad image, low satisfaction indexes
4 Judicial bodies – prosecution and judges	Large amount of bureaucratic desk work, trust and autonomy, more requests	Bad image, less activity
5 Other police bodies – all - Spain	-	Discontent, lack of autonomy, delays, interference

Table 8 shows the mean for different issues that were asked to the interviewees regarding each of the main external parties:

Table 8: Important issues regarding main external parties

	Government – all - Spain	Citizens – public and organizations	Private organizations	Judicial bodies – prosecution and judges	Other police bodies – all - Spain
Formal authority over the police activities	5,7	4,0	2,8	6,0	4,1
High influence on the police activities	5,8	5,4	5,5	5,7	4,8
Good understanding of policing	5,4	3,9	5,0	5,1	6,2
Highly predictable expectations	5,2	5,3	5,3	5,5	5,8
Difficulty to meet its expectations	4,0	4,3	4,6	3,8	4,0
Expectations actively managed by the police	5,7	5,6	5,5	5,3	5,1
Well performance on its expectations	5,8	5,7	5,6	5,8	5,5

4.2 Differences in external parties

This section describes the differences in external parties between various subgroups. The following subgroups are distinguished:

1. Different police forces (Mossos d'Esquadra versus Policía Municipal de Madrid)
2. Externals & internals
3. Levels in police forces

4.2.1 Differences between police forces

Despite most of the actors were the same, there were some differences regarding the relationship between these actors and each of the police forces. From our perspective, this has mainly to do with the fact that Mossos d'Esquadra is a regional police force while the Policía Municipal of Madrid is a local police force.

Some of the most important differences are explained below:

- Government – all – Spain: While the local police of Madrid has relationships with the local government (Madrid City Council) because it is under it, Mossos d'Esquadra interacts for the most part with the Department of the Interior of the Autonomous Government of Catalonia but, also, with the local governments of Catalonia. In this respect, these local governments expect the Catalan police will help them with the local security issues (for example, with information about the security problems in the area) as well as with the enforcement of the municipal ordinances⁶. In those towns/cities that also have a local police force, the local authorities expect both police bodies to coordinate and to help each other. They usually manage these expectations holding meetings together.
- Citizens' associations and private organizations: The only important difference regarding these actors is that the interviewees from Mossos d'Esquadra referred more times to civil society and businesses' organizations than the interviewees from the Policía Municipal de Madrid. Probably, the fact that Catalonia has a stronger associative background is the explanation to this difference. In Catalonia, there are more associations and there is a longer tradition of hearing them and considering them. That is probably why the police in Catalonia have opened relationship with the community offices.
- Judicial bodies – prosecution and judges: There are no differences between the two forces regarding this external party. However, it is important to note that the local police of Madrid have recently become a judicial police force (in 2004⁷). Despite their inexperience, they are thought to be a very professional and efficient police force and they are requested more often than other police forces with responsibilities within the city of Madrid. This means they are meeting this actor's expectations to a large extent.
- Local police forces: As has already been stated, it is Mossos d'Esquadra the police force that has to interact more with other police forces. This is due to the fact that the Catalan police force is a

⁶ In fact, when Mossos d'Esquadra deployed throughout Catalonia, the expectations were really high because mayors thought they were going to solve all their security problems and that was going to result in cost savings. That never happened since the police could simply not take care of everything (there are almost 1,000 local government in Catalonia).

⁷ Since 2010, after an agreement between the Madrid City Council and the Spanish Ministry of the Interior, the Policía Municipal de Madrid have more competencies on the subject of investigating penal offences.

regional force and, therefore, has responsibilities in the whole Catalonia despite the existence of police forces in specific towns/cities.

The expectations of these local police forces are different since there is a lot of diversity in size, history or responsibilities. There are some police forces with 10 officers and there are some others, like the Guardia Urbana in Barcelona, particularly brought up several times by the interviewees, which dates back to the nineteenth century and has more than 3.000 officers. However, although they usually deny it, local police expect support from the regional police.

Mossos d'Esquadra manage these expectations exchanging information and meeting with the local police forces on a daily, weekly or monthly basis (each case is different). Although coordination and collaboration is quite easy at lower levels, institutionally speaking, there is some reticence because this is a regional police force (national for some interviewees, as has already been reported) but with local police features. Therefore, there is a difficult adaptation.

Finally, the level of satisfaction with the Catalan police body is also different depending on the local police force. The local police force of Barcelona seem to be the most difficult police force to coordinate with. Deployment in Barcelona ended back in 2008. Until then, security was the Guardia Urbana's main responsibility. This has enormously changed and there are conflicts because for several local police officers there is not that much clarity on the differentiation between their responsibilities and those of Mossos d'Esquadra.

4.2.2 Differences between externals & internals

Although comparison is difficult (in total, we only interviewed seven externals), it seems to be a lot of consensus on which the main external parties are. In this respect, both sets of interviewees referred to other police bodies – all - Spain, judicial bodies – prosecution and judges, government – all - Spain, and different types of associations. Curiously, externals did not mention citizens as a whole but we do not have an explanation for this.

Not only there was agreement on the main actors. Other external parties were also pointed out by the different respondents. That was the case of social institutions, schools, the media, or the police training academy.

Regarding the analysis, three important issues arose. In the first place, there is one issue concerning collaboration with other police forces. Probably, externals gave a more objective perspective of the relationships between Mossos d'Esquadra/Policía Municipal de Madrid and other national and local police bodies. In this respect, both police forces seemed to have a better self-image than what was reported by the externals. When talking to the police members, it was made quite clear that the responsibility of a poor coordination was on the other police forces. Externals were not sure about this and referred to tensions and resistance everywhere.

Second, regarding governments, externals seemed to have a bigger picture of the relationships with this actor, particularly in the case of Mossos d'Esquadra. Generally speaking, the members of this police force referred to the guidelines of the regional and local governments that they were expected to follow. But externals went beyond and talked about the conflicts they give rise to as well as about institutional loyalty. That is, the Mossos d'Esquadra's "boss" is the Department of the Interior. However, other regional departments (including the presidency) and local governments can request the police to act. These requests may be inconsistent with the police priorities and, what's more, the Department of the Interior priorities. What to do then?

Finally, most of the police officers reported conflicts between people when they had to work together. Therefore, it seemed to be tensions at the lower levels. However, externals referred to

disagreements between the cupolas of the organizations. In this respect, we have already referred to the difficult institutional adaptation between Mossos d'Esquadra and local police forces (see section 4.2.1).

4.2.3 Differences between levels

There are a few differences regarding which the main external parties are for interviewees at the top, senior, supervisory and operational levels. Despite all the respondents clearly referred to other police bodies (a main worry for the different levels) and to citizens' associations, in general, it can be stated that top/strategic and senior police officers referred to more global actors that had to do not only with their specific tasks but with the police as a whole. On the contrary, supervisory and operational interviewees listed a lot of actors, most of them related to their particular job as policemen/women.

Regarding the five external parties identified in section 4.1 as the most important, the following can be stated:

- Government – all – Spain: Top/strategic and senior interviewees clearly referred to this external party. However, supervisory and front-office interviewees hardly mentioned it. It seems to have quite a lot of sense: top levels are more in touch with the politicians and are the ones who have to deal with their expectations. Lower levels do not have to worry about interacting with Mayors or Ministers. In this respect, they just follow the instructions and guidelines given by their superiors.
- Citizens – public and organizations: There are not any relevant differences regarding this external party. All the interviewees recognized the importance of the citizen (in this respect, we could state that all the levels were very citizen-oriented) as well as of the different types of associations. Perhaps, supervisory and operational levels were able to specifically name some associations that were particularly significant for their work while the upper levels just referred to organizations as a whole.
- Private organizations: We have not identified any differences at all. All the levels referred to this actor.
- Judicial bodies – prosecution and judges: All the levels referred to judges or public prosecutors but, in particular, the senior interviewees were the ones who most alluded to this external party, probably because they are the ones who usually work and deal with it (mainly, with judges).
- Other police bodies – all – Spain: All the levels admitted the relevance of both national and local police forces. In this respect, we cannot report any differences at all.

Table 9 links the level of the police officers who were interviewed with the type of external parties they referred to.

Table 9: Links between police levels and types of actors

External party	Number of top/strategic interviewees who referred to this party	Number of senior interviewees who referred to this party	Number of supervisory interviewees who referred to this party	Number of operational interviewees who referred to this party
1 Government – all-Spain	4	8	7	4
2 Citizens – public and organizations	4	8	6	4
3 Private organizations	2	2	3	1
4 Judicial bodies – prosecution and judges	1	4	2	2
5 Other police bodies – all - Spain	3	10	9	8

Durham University

United Kingdom (UK)

Country Report Identification of Environmental Policing Opportunities and Threats (United Kingdom)

COMPOSITE WORK PACKAGE 1

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1 Introduction

This document is the first assessment of the external environment of the police in the UK¹ based on the interviews performed in the period January 2011 to April 2011. The UK is one of ten European countries participating in the research project **Comparison Police Studies in the EU** (COMPOSITE).

The purpose of this first document is twofold:

1. To take stock of the opportunities and threats for policing in the UK.
2. As a discussion document for academics and police officers which enables:
 - a. Tracing of key similarities and dissimilarities of this environment between the ten European countries participating in COMPOSITE.
 - b. Investigation whether similar opportunities or threats are interpreted differently across countries participating in COMPOSITE.

The external analysis in this document is based primarily on the interview protocol of WP1 and WP2 that was first released in December 2010. The results are founded on Themes 3 and 4 of the interview protocol and score sheets Q3 and Q4.

¹ The Police Act 1964 governs police forces in England and Wales. Policing in Scotland and Northern Ireland exists under separate arrangements.

2 Sampling

In line with the sampling plan the UK research team conducted a total of 50 interviews in Greater Manchester and South Yorkshire. The top level refers to the Chief Officer Group (Chief Constables, Deputy Chief Constables, Assistant Chief Constables). The senior level is the Senior Leadership Team (Chief Superintendents, Superintendents, Chief Inspector). The supervisory level includes the rank of Inspectors and Sergeants. Finally, the operational level includes Police Constables, Special Constables and Police Community Support Officers. The research team used the standard protocol for 35 interviews with police officers (see table 1.1 and 1.2 below). The elite protocol was used for three interviews at the top level. The external protocol was used for twelve interviews with external stakeholders. It should be noted that score sheets were not completed at the top level because there was insufficient time to do so in the interviews.

Table 1.1: Distribution of Interviews across Levels in GMP

Type of interviewee	Female	Male	Number of interviews	Number of Score sheets	
GMP				Q3	Q4
<i>Top/strategic level</i>		1	1	0	0
<i>Senior level</i>	2	3	5	5	5
<i>Supervisory level</i>		3	3	3	3
<i>Operational level</i>	3	7	10	10	10
Externals	2	5	7	7	7
Total	7	19	26	25	25

Table 1.2: Distribution of Interviews across Levels in SYP

Type of interviewee	Female	Male	Number of interviews	Number of Score sheets	
South Yorkshire Police				Q3	Q4
<i>Top/strategic level</i>		2	2	0	0
<i>Senior level</i>	1	3	4	4	4
<i>Supervisory level</i>	1	3	4	4	4
<i>Operational level</i>	4	5	9	9	9
Externals	1	4	5	5	5
Total	7	17	24	22	22

Male and female officers, uniform plus investigative and urban plus rural are represented in the sample albeit in an unequal distribution. Whilst the research team coordinated the interviews, the Staff Officers at South Yorkshire Police and Oldham Divisional Headquarters, Greater Manchester

Police that selected the interview participants. With the exception of one interview at the top level, the interview participants in Greater Manchester were from the Oldham division.

Table 2.1: Distribution of Interviews across Functions in GMP

Type of interviewee	Number of interviews	Number of Score sheets	
GMP Oldham Division		Q3	Q4
<i>Uniform</i>	5	4	4
<i>Investigative</i>	1	1	1
<i>Urban</i>	10	10	10
<i>Rural</i>	3	3	3
Total	19	18	18

Table 2.2: Distribution of Interviews across Functions in SYP

Type of interviewee	Number of interviews	Number of Score sheets	
South Yorkshire Police		Q3	Q4
<i>Uniform</i>	5	3	3
<i>Investigative</i>	1	1	1
<i>Urban</i>	8	8	8
<i>Rural</i>	5	5	5
Total	19	17	17

Table 3: Overview of Key Statistics by Police Force

	SYP	GMP
Total police officers	2953	8216
New recruits (inflow)	46	268
Outflow	157	332
Ethnicity		
White	2848	7842
Mixed	23	
Black or Black British	22	
Asian or Asian British	43	
Other Ethnic Group	3	
Not Stated	14	
Other categorisation e.g. BME ²		374
Rank		
ACPO ³ Rank	4	6
Chief Superintendent	11	22
Superintendent	25	55
Chief Inspector	38	101
Inspector	155	365
Sergeant	460	1165
Constable	2260	6462

² Black and Minority Ethnic Groups

³ ACPO refers to the Association of Chief Police Officers

3 Environment Context of the Police in the UK

This section gives a classical PESTL analysis of the overall police service in UK with the aim of answering the following question: *“What are the main Political/Economic/Social/Technological/Legal changes in the environment that impact on the police forces?”*

3.1 Main Changes in the Environment

This section describes the main changes in the environment based on the PESTL analysis. It gives an overview of the political, economic, social, technological and legal changes and describes which cluster of changes is of most importance in the UK. As well as examining the results of the interview recordings, score sheets and field notes the research team analysed desk research of police literature and magazines, government literature and websites as well as media coverage (a full list of sources available upon request). Many of the identified changes had already occurred therefore the likelihood of change and the timing of changes are not discussed.

The main changes identified from the interviews are presented in table 4. For a full list of the 50 changes mentioned, see appendix 1.

Analysis of the question from score sheet Q3 *“The impact of this change on our core activities is negative/both/positive”* reveals that interviewees identified a higher number of environmental threats as indicated by the frequency of “negative” responses (frequency of 166) compared to opportunities as indicated by the frequency of “positive” responses (frequency of 37).

3.1.1 Political Changes

The **new government**, elected in May 2010, has had a substantial impact on policing. Since taking office the new coalition government has reduced budgets and implemented substantial reform to policing. The government proposals, set out in its consultation document ‘Policing in the 21st Century’, state that these will be achieved through greater collaboration across forces, the introduction of Police and Crime Commissioners, less government intervention and bureaucracy, more professional responsibility and a new policing landscape. The Home Affairs Committee is currently undertaking an inquiry into ‘the new landscape for policing’ with the aim of assessing the extent to which the Government’s reform proposals will enhance the efficiency, economy and effectiveness of the police. The Home Secretary has insisted that budget cuts should not affect frontline policing. However, there is an on-going debate regarding the definition of frontline policing.

This debate is of significance in the context of the financial savings and changes in strategy the police are required to make over the coming years.

Table 4: Changes in the Environment Identified by Interviewees

Change	Category	Frequency ⁵
Budget cuts	Economic	32
Advances in science and technology	Technological	25
Increasing levels of social dislocation and inequality in society	Social	20
Increased public order demand	Social	20
Rise in unemployment	Economic	17
Rise in crime	Social	16
Changes in policing strategy	Political	14
Increased use of electronic communication and social media	Technological	13
Legislative changes (Fraud, Sexual Offences, Children's Act)	Legal	12
Changes to government strategy and policies	Political	11
Increase in misuse of alcohol and drugs	Social	11
Winsor Review and Hutton Report	Political	10
Recession climate	Economic	10
New government	Political	9
Increase in extremist political party activity	Political	8
Changes to and review of Human Rights Act	Legal	8
Increased diversity	Social	7
Changing attitudes towards police	Social	7
Increase in domestic violence	Social	7
Elected police and crime commissioners bill	Political	6
Early release of prisoners	Political	6
Increased immigration	Social	6
Changes to attitudes to work	Social	6
Changes to stop and search powers	Legal	6

Emerging from the budget cuts and police reform are **changes in policing strategy**. This was identified by 14 interviewees and was the most frequently mentioned political change. Interviewees indicated they considered the impact of this change to be predictable (score of 5.1)⁶ and to have a large impact on core activities (score of 5.0). Six interviewees indicated the change would have a

⁵ Frequencies are based on the number of times the change was identified by interviewees.

⁶ Mean scores are based on the collated responses to a seven-level Likert scale, 1=low and 7=high.

negative impact on core activities, six specified both a positive and negative impact and two indicated it would have a positive impact. One interviewee commented:

"I can see neighbourhood policing going...it is not as important as other things such as car crime and burglaries"

Another interviewee said:

"There is a danger that there will be a regression back to core activities and therefore who deals with the things that are currently dealt with?"

The 'Design out Crime'⁷ project is an example of where police forces have removed funding for short-term financial savings to the possible detriment of long-term reduction in crime. The public also shares the concern that the budget cuts will reduce current police activity. In a recent survey by MORI Ipsos (commissioned by The Police Federation, a staff association for police constables, sergeants and inspectors, including chief inspectors) it was found that 86% of the respondents said they would be worried if the police stopped providing a range of services⁸ beyond just solely crime fighting. Moreover, the Home Affairs Committee has launched a national online survey on policing, as part of a major new Committee inquiry into the New Landscape of Policing launched in April 2011. The Committee want to hear public opinion regarding which areas of police work are most important to them, as well as which areas of work the public think should be of lower priority for the police. An interviewee described that in the past, the police had been highly flexible and prepared to take on tasks and duties that were not clearly in the scope of partner agencies. It was also mentioned that few duties and tasks had ever been reconsidered or stopped. The only two examples mentioned of activities stopped were dealing with stray dogs and escorting abnormal loads on motorways. In the future, it is believed that a review of policing activities and an assessment of value for money is required.

⁷ The Home Office's Design and Technology Alliance Against Crime and the Design Council established a project called Design Out Crime. It highlighted design's role in getting to the root of a crime problem such as building design advice to architects. In a recent evaluation mentioned by one interviewee of social housing in West Yorkshire a reduction in crime of 60% was estimated to have been achieved through this initiative.

⁸ The survey respondents felt the police should continue to be responsible for providing a wide range of non-crime fighting related services such as:

- caring for victims and witnesses of crime (57%);
- monitoring offenders who have been released from prison (52%);
- intervening in domestic rows and disputes (48%); and
- arranging for vulnerable children to be taken in to care (34%).

The recommendations of the **Winsor Review** and the **Hutton Report** published in March 2011, have received a high level of controversy. This is the second most frequently mentioned political change (frequency of 10). The Winsor Review is the most substantial independent review of police pay and conditions in 30 years and will potentially remove £500 million from the police pay bill. If implemented, some officers and staff will potentially have their earnings reduced. However, it is equally possible that some will gain. For instance, officers who regularly work unsocial hours and those with critical skills will have the potential to earn more. The second report of the Winsor Review on police entry, progression and structures will be published in June 2011.

The Hutton report recommends that the existing final salary public sector pension scheme is replaced by a new scheme relating to average career earnings and the introduction of a new normal pension age of 60 among the police. One interviewee stated:

“What police officers don’t want is to pay a lot more and actually get less out, when we started the job thinking that here is a career, we’ll be here for 30 years, possibly a little bit more, and at the end of it I know I’ve got some security.”

Eight of the interviewees said this change would have a negative impact on their activities. The impact of this change is deemed predictable (score of 5.2), with a high impact on core activities (score of 5.5).

The new government plans to replace existing Police Authorities with newly **elected Police and Crime Commissioners** (PCCs) in 2012. These individuals will decide on policing priorities for local communities including control of policing budgets and strategies. One interviewee commented:

“There are huge risks associated with this...it is hard to see how one person can do the job that seventeen are doing...there is also a risk around centralisation of power to one person”.

Another interviewee identified that this change could threaten police independence:

“PCCs who are affiliated with political parties could result in a more politically led police service and may be a challenge to continue our independence.”

Another comment identified the change as a potential opportunity as well as a threat:

“The new PCCs present both opportunities and threats...we don’t know what their priorities or interests are going to be.”

A number of the interviewees (frequency of 8) identified an **increase in extremist political party activity from parties** such as the British National Party (BNP) and the English Defence League (EDL). The populations of both Greater Manchester and South Yorkshire include a large number of Black and Minority Ethnic (BME) groups (8.9% and 6.5% respectively), making up a higher proportion of

Greater Manchester's population than nationally (8.1%) and a lower proportion of South Yorkshire⁹. The interviewees who identified this change believed that far right parties such as the BNP and EDL, which want black and Asian groups to leave Britain, tend to focus their resources and activities in the North West of England in particular. This in turn is expected to result in increased levels of tension between communities and the possibility of increased demand in terms of public order maintenance.

The final most important political change identified by the interviewees is the political decision to allow **early release of prisoners** (frequency of 6). An early release scheme introduced by the previous government to deal with prison overcrowding ended in March 2010. Under the scheme, offenders serving less than four years for non-serious violent offences were automatically freed from prison 18 days before the end of their sentence. However, the issue of high prison populations has resurfaced on the new government's political agenda. The Justice Secretary's Green Paper on sentencing in England and Wales aims to cut the 85,000-inmate population by 3,000 and reduce prison budgets by 20% over the next four years. Prisoners who plead guilty up front, before proceeding to court, may have sentences halved, while criminals unlikely to be convicted after trial will not be remanded in custody. All interviewees who identified this change reported a negative impact on core activities with a high predictability (score of 5.8) and a high impact on core activities (score of 6.3).

3.1.2 Economic Changes

The most significant economic change to impact policing is the government's public sector comprehensive spending review or **budget cuts** announced in October 2010. This change is the most frequently mentioned change by interviewees (frequency of 32). It is considered to have both a high impact on policing (score of 6.2) and high predictability of impact (score of 6.1).

Central government police funding will reduce by 20% by 2014-15. If local Police Authorities were to increase council tax precepts, at the level forecast by the Office of Budget Responsibility, the spending review settlement means that on average police budgets would reduce by 14% in real terms over the next four years. From 2013/14, the new Police and Crime Commissioners, to replace Police Authorities from 2012¹⁰, will have full discretion over the allocation of this funding. Hence this is the change deemed most important by the interviewees. They indicated that they will not have the

⁹ Source: 'Profile of Black and Minority Ethnic (BME) Groups in the UK' based on the 2001 UK Census Population, University of Warwick

¹⁰ The legislation is currently progressing through parliament and the Police Reform Bill has recently been defeated in the House of Lords.

manpower to cope with rising crime and social unrest as the recession-deepening spending cuts puts more people out of work. As one interviewee remarked:

“From my point of view the main [environmental] shock is a huge hole in the public finances...things will never be the same again”.

Another interviewee cautioned:

“Reduced funding to local authorities and the police are a threat to the partnership working”.

Paul McKeever, Chair of Police Federation commented in the magazine ‘Police’ that *“policing is bearing the brunt in the battle to reduce the deficit...we have around 257 police officers per 100,000 of the population of England and Wales, putting us in the bottom third of the European policing league table...there is complete failure to recognise the many non-crime related matters we deal with every day, such as mental health, shelter and victim support”.*

Despite the identification by the majority of interviewees that this change will be negative, a small number (frequency of 5) indicated the impact of this change on policing is both negative and positive. No interviewees identified the change as positive alone. The view of these individuals is that by reducing waste and unnecessary bureaucracy the impact of budget cuts on core activities may result in positive outcomes. One interviewee commented:

“...the police force is a massive leviathan...we could easily assimilate 25% cuts if we did it properly”.

In recent years, the UK police service has become increasingly engaged in public-private partnerships (joint private sector and government funding arrangements) as an alternative means to coping with less money. For example, Police vehicles are sponsored by the private sector, licensed premises pay for an increased police presence at night, football stadiums pay for a police presence inside the stadiums on match days. Furthermore, SYP collaborates with three other Yorkshire forces to build regional capability and deliver value for money. For instance, they share a Director of Human Resources, specialist units, accommodation and support services.

The second most frequently mentioned economic change identified by interviewees (frequency of 17) is a **rise in unemployment**. All interviewees indicated that the impact of this change on core activities is negative. The first concern is that if members of the public lose their jobs, they may turn to crime. Interviewees also expressed concern about the rise in unemployment within policing such as back office staff, police community support officers and the use of regulation A19 of the 1987 police pensions regulations to require officers with more than 30 years of service to retire.

Interviewees indicated the impact of this change as predictable (score of 5.1) with a large impact on core activities (score of 5.3).

Interviewees identified (frequency of 10) and commented generally on a **recession climate** with a high predictability (score of 6.0) and large impact on policing (score of 5.4). One interviewee commenting on the economy said:

“This is going to have a huge effect on us for a long time”

Another interviewee pointed out:

“Organisations supporting people in the community are themselves struggling and this may lead to more problems with children as they have nowhere to go”.

It was also suggested by a key interviewee that as a result of the recession climate and cuts in public sector activities, members of the public are becoming more self-interested and there will be little sympathy for the police, given public perceptions of police pay and other conditions. Interviewees also suggested the recession climate will negatively influence public satisfaction and confidence in the police.

3.1.3 Social Changes

Increasing public order demand is the most frequently mentioned social change, along with **increasing levels of social dislocation and inequality in society** (both have a frequency of 20) and third most frequently mentioned overall change identified by the interviewees. The impact of the change is perceived to be highly predictable (score of 5.2) with a large impact on core activities (score of 5.5).

Since the G20 protests in the city of London in April 2009, the UK has seen increasing protest activity. There is increased momentum in fascist marches, organised by the EDL, as well as counter fascist marches. The most recent protests organised by UK Uncut¹¹ (planned through Twitter) and the demonstrations over university tuition fees have posed particular challenges for the police. The character of protest is evolving in terms of the numbers of people involved, the spread across the country, the level of disruption caused, the occurrence of short notice or no-notice events and in swift changes in protest tactics. Adapting to these changes comes at a financial cost to police forces. It has been reported in the magazine *Policing* that some metropolitan forces have increased budgets from £245,000 (2009/10) to £636,000 (2010/11) due to the extra resources needed to police protests.

¹¹ UK Uncut <http://www.ukuncut.org.uk/about/ukuncut>

The increase in protest activity also demonstrates a change in deference towards authority and a **changing attitude towards police** in particular. One interviewee posed the question:

“does the police continue to try and police by consent in the traditional model in an increasingly non-consensual society?”

Attempting to respond to such questions her Majesty’s Inspectorate of Constabulary (HMIC)¹² published a review of progress against the recommendations of ‘*Adapting to Protest and Nurturing the British Model of Policing, February 2011*’. The review recommends a new formula for mobilising public order support across forces, changes to training and guidance and a single national position on the use of force. The latter is of particular significance following the inquest jury in the case of Ian Tomlinson – the newspaper seller who died following police contact during the G20 demonstrations– delivered a verdict of unlawful killing on 3rd May 2011.

Increasing levels of social dislocation and inequality in society is the joint-first most frequently mentioned social change and the joint-third most frequently mentioned overall change reported by interviewees (frequency of 20). The impact of the change is perceived to be predictable (score of 4.8) with a large impact on core activities (score of 5.4). Interviewees discussed the impact of government policies and the increasing division between prosperous and less prosperous areas, increased division between cultures, increased division between communities, family responsibilities and parenting. One interviewee said:

“Despite the rhetoric by the government about fairness ...the decisions they are making about expenditure and taxation may increase inequality and that will have an impact on social attitudes and potentially on crime”.

Another interviewee commenting on deprived areas with large comprehensive schools on special measures said:

“Families are moving away from these areas as they don’t want their children attending these schools”.

Another interviewee remarked that a key social challenge is:

“Communities have never been as electronically connected but they have also never been as socially disconnected”

While most of the interviewees indicated this would have a negative impact on policing, 3 interviewees said it would have both a negative and positive impact. This may be because they believe that disaffected communities and families may prefer to resolve their own problems rather than call the police – thus reducing demand for the police.

¹² HMIC is an independent inspectorate, inspecting policing in the public interest and rigorously examines the effectiveness of police forces and police authorities to tackle crime and terrorism, improve criminal justice and raise public confidence.

As a direct result of increasing poverty and unemployment, the interviewees perceived a **rise in crime, misuse of alcohol and drugs, changes to attitudes to work** as well as **increase in domestic violence**. All of these changes were perceived to be highly predictable and will have a large and negative impact on policing. As one interviewee asserted:

“there has been a growth in the number of people who are drug addicted, can’t work, won’t work...that has put a greater demand on us [the police service]”.

This view appears to be supported by data from the National Treatment Agency (NTA) that the proportion of individuals accessing treatment for alcohol problems who are not in work is substantially higher. A new government drug strategy changes the approach to preventing drug use in communities so that more responsibility is placed on individuals to seek help while power and accountability to tackle drug related issues is devolved to local communities and authorities.

According to the Government’s 2010 Domestic Violence Statistics 47% of the 3,249 women murdered since 1995, and 12% of the 6,806 men, were killed by a partner or ex-partner. Northumbria Police who undertook an intensive campaign to help victims break the silence reported that the number of domestic abuse reports remained the same as the previous year, but there was a significant rise in the number of first time reporters and a decline in the number of repeat offences. Domestic violence is a hugely under-reported crime with just 3% of cases resulting in a conviction according to the British Crime Survey. Interviewees who identified an increase in domestic violence linked the rise to other factors such as unemployment, poverty and misuse of alcohol and drugs.

Commenting on **increased diversity** one of the interviewees emphasised the importance of the three new academies in Oldham which aim to support community diversity and cohesion, ensuring that young people from different ethnic and social backgrounds mix from a younger age. In a bold social experiment Oldham has decided to merge and reopen some of its most starkly segregated secondary schools to raise academic standards and improve racial integration. However, the new government’s free schools initiative launched in October 2010, which allows parents, teachers or charities to establish their own schools, threatens Oldham’s new academies. The local council informed the research team that a group of parents opposed to the new academies have applied to the government to set up an independent faith school.

Interviewees also commented on diversity within the police service itself. For instance one interviewee said:

“Ideas around gender, sexuality etc. have been transformed...when I joined the police force there was not one out gay officer, that has completely changed”.

The police service has also improved ethnic minority recruitment. This follows the publication of the McPherson report in 1999 after the murder investigation of a black teenager. The report concluded that the police handling of the investigation was marred by institutional racism. The service doubled its ethnic minority recruitment from 2% to 4% but this still fell short of the Home Office national target in 2009 of 7%. The government has since dropped a national target and devolved the setting of targets to local police authorities.

While most of the interviewees indicated that increased diversity would have a positive impact on policing, two of the interviewees indicated a negative impact. These interviewees emphasised racial tensions in mixed race communities, which they felt resulted in a larger demand for police resources. Similar opinions were expressed in relation to **increased immigration**. Interviewees who identified this change indicated a negative or both negative and positive on policing. Interviewees who discussed this change referred in particular to the expansion of the European Union and the opportunity for people to migrate to the UK. One interviewee remarked:

“We now have new European communities where English is not the first language and our interaction with those communities is not strong. If the police in another European country are regarded differently to how people regard the police here then the interaction they have with us is less.”

Some interviewees also commented on new forms, in terms of scale and complexity, of imported crime e.g. cyber crime as a result of increased immigration and mobility.

3.1.4 Technological Changes

The most frequently mentioned technological change and second most frequently mentioned overall change is **advances in science and technology** (frequency of 25). Interviewees indicated a high predictability (score of 5.8) and large impact on policing (score of 5.3). Most interviewees reported both positive and negative impact (frequency of 10), some reported a positive impact (frequency of 9) and a lesser number said it would have a negative impact (frequency of 6). Those who reported a positive impact mentioned new technologies such as forensic science, the national DNA database, digital technology to record interviews, mobile devices, radio software, GPRS¹³ and information systems. For instance in South Yorkshire Police all police officers have been issued with blackberry mobile telephones which allows officers to record crime without having to frequently return to the

¹³ General packet radio service (GPRS) refers to the mobile service data application for mobile phone systems.

station to complete paperwork or “bungee policing” as one interviewee referred to it as. While in Greater Manchester Police they have implemented a new intelligence information system, OPUS. New GPRS technology, an idea transferred from the ambulance service, shows the location of officers so that control rooms can assign emergency response calls to officers located nearest to the incident. It also allows the police to give feedback to the public where and when officers are patrolling in particular areas. Notwithstanding these positive advances in technology interviewees also suggested that the police had been slow to exploit new technological opportunities. One interviewee commented:

“The mobile data and devices that we are promised but we never get would save us lots of time and work.”

Police Minister Nick Herbert has said a huge amount of personal data is being retained on people that is not needed or used. He has argued that the increase in data has outpaced that of legislation. There are issues with the DNA database and with automatic number plate recognition (ANPR)¹⁴ and with how long forces are keeping information. These areas are likely to be addressed under the Government’s new Protection of Freedoms Bill currently progressing its way through parliament.

Those who indicated a negative impact highlighted criminal use of technology such as online fraud, sexual exploitation of children, identity theft and threats associated with social media. One interviewee described how a victim under witness protection had inadvertently exposed their whereabouts via Facebook and thus endangered their safety. One interviewee said:

“We are seeing more cases in court where people have downloaded child pornography. I am sure this has impacted on the police in terms of the amount of time, effort and new techniques required for investigating those types of crimes”.

There was also discussion that the widespread use of mobile telephones meant it was easier and quicker for people to contact the police rather than attempt to resolve issues without their involvement. A further threat to policing is the closure of the publicly funded Forensic Science Service (FSS). The FSS has the reputation for being an international pioneer of forensic research and development, typified by work on DNA and national firearms databases. The FSS has advised the government that police efforts to source alternative commercial providers of forensic science are uncoordinated, opaque and questionable.

¹⁴ ANPR is a mass surveillance method that uses optical character recognition on images to read the license plates on vehicles. ANPR is used by police forces as a method of electronic toll collection on pay-per-use roads and cataloguing the movements of traffic or individuals.

The increased use of **electronic communication and social media** is another important technological change mentioned (frequency of 13). Again, this is reported as both negative and positive. The police service increasingly uses social media to engage with the communities they police. The police use Facebook, Twitter (one unit in South Yorkshire has over 3000 followers) and YouTube to communicate with the public as well as gather intelligence and appeal for witnesses. One interviewee discussed the use of social media at a recent public protest:

“...to keep people updated – where the protests were, what was going on, what roads or areas of the city centre were closed, and for how long”.

Interviewees who expressed a negative impact referred to criminal use of social media. For instance, an interviewee mentioned:

“social networking sites increasingly pose risks to young people vulnerable to sexual exploitation”.

3.1.5 Legal Changes

Legislative changes were identified as the most important change here (frequency of 12). The mention of particular legal changes was diverse ranging from changes to the Children’s Act, Fraud Act and Sexual Offences Act. The interviewees did not indicate a high predictability (score of 4.2) or a large impact on core activities (score of 4.8). The number of interviewees who suggested a negative impact was equal to the amount of participants claiming it would have a positive impact (frequency of 4). The same number thought it would have both a negative and positive impact on core activities (frequency of 4).

According to the National Fraud Authority fraud costs the UK economy £38 billion annually. Changes to the law give the police investigative and regulatory power to take direct action on offences of fraud.

The previous government reformed the law on sexual offences allowing tougher sentences for child sex offenders and also the law on rape whilst considerably relaxing laws on gay sex. The act closes a loophole that has allowed those accused of child rape to escape punishment by arguing the act was consensual. The act complemented the new Criminal Justice Act, under which serious sex attackers receive mandatory life sentences - even if they are first-time offenders. The previous government also made changes to the Children’s Act making provision for services provided to and for children and young people and for the establishment of a Children’s Commissioner.

Other legal tools such as fixed penalty notices and street bail has allowed the police to deal differently with offenders, in particular first time offenders, of minor offences such as anti-social behaviour, shoplifting and criminal damage. Officers can use their discretion to issue fixed penalty notices or street bail rather than arresting and bringing offenders into custody. The Home Secretary announced on 9th May that the police, rather than crown prosecutors, would be given power to decide whether a suspect is charged in more than 80% of cases. Another beneficial tool is restorative justice, which emphasises repairing the harm caused by the crime. Restorative Approaches in Neighbourhoods (RAiN) is a new model of restorative justice for use specifically in neighbourhood policing and other community applications. It is aimed at tackling low-level crime, drugs and anti-social behaviour in neighbourhoods. Working in partnership with the National Policing Improvement Agency (NPIA) and the Association of Chief Police Officers (ACPO), the project aims to show the long-term benefits of using restorative approaches in the community context.

Regarding the negative impact of legislative changes there is a perception that the justice system is weighted in favour of defendants. However, one interviewee pointed out:

“If you want your conviction then you’ve got to produce the evidence otherwise we might as well sentence people because the police think they’ve done it...we have safeguards mainly because of the past misbehaviour of police in the seventies when they fitted people up”.

The state enacts laws that may be perceived as oppressive and which erode civil liberties. For instance, police welcomed **changes to stop and search powers** such as how the police record stop and search encounters. However, the European Court of Human Rights confirmed in July 2010 that stop and search powers under section 44 of the Anti-Terrorism Act used by the police breach human rights law. Interviewees indicated moderately high predictability of change (score of 4.8) and a large impact on core activities (score of 5.3). The challenge to balance security and freedom may explain why this change was reported equally as a negative change (frequency of 2) and a positive change (frequency of 2) as well as both negative and positive (frequency of 2).

Similarly **changes to and review of the Human Rights Act** (frequency of 8) is predominantly identified as both positive and negative (frequency of 6). Some interviewees expressed frustration at offenders who invoke human rights – as one interviewee responded:

“criminals use it [Human Rights Act] for their own benefit”.

Another stated that it:

“has resulted in high levels of public accountability which adds to documentation and training”.

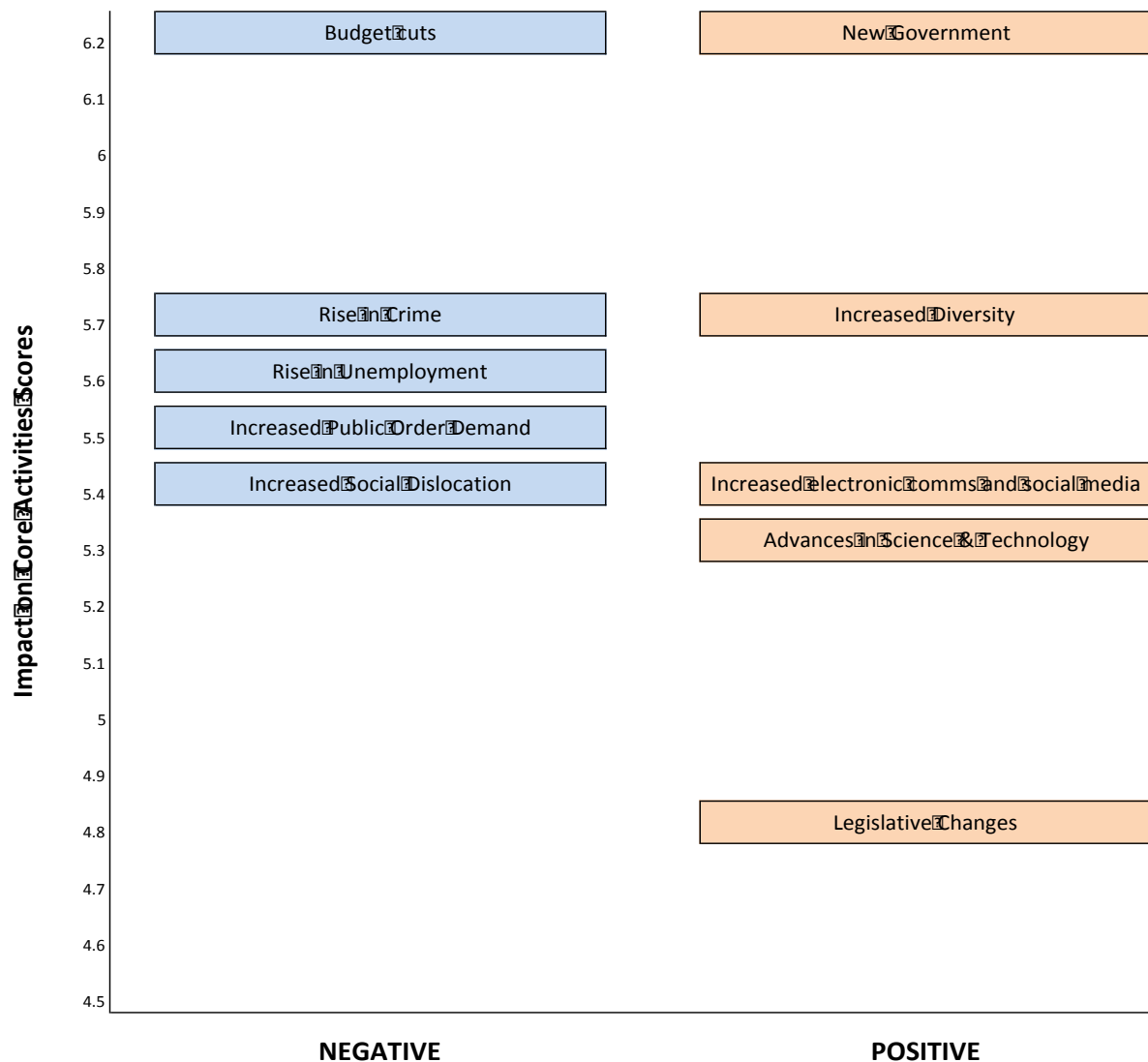
A recent review of the implementation of the Human Rights Act conducted by the Ministry of Justice suggests that the purpose and effect of the Human Rights Act has been misrepresented and misunderstood. Deficiencies in training and guidance have led to an imbalance whereby too much attention has been paid to individual rights at the expense of the interests of the wider community. According to the Ministry of Justice there have been only 11 occasions upon which the superior courts have upheld Declarations that Acts of Parliament were incompatible with human rights, and on each occasion Parliament has passed further legislation putting the law back into conformity.

One interviewee said that the Human Rights Act had been hugely beneficial and remarked:

“it was interesting to hear an officer recently talking about their thought processes in relation to balancing the human rights of people attending a football match against the local residents and businesses who might be inconvenienced as well as rights to free assembly. The fact that this is part of their thinking process is really important.”

The impact of the main changes is summarised in figure 1, below.

Figure 1: The Impact of the Main Changes Identified on Policing Activity¹⁵



3.2 Environmental Differences

This section describes the environmental differences between various subgroups. The following subgroups are distinguished:

1. Different police forces (if applicable)
2. Externals & internals
3. Levels in police forces
4. Uniform vs. investigative police
5. Urban vs. rural police

¹⁵ The UK research team decided that scores for both negative and positive could not be categorized as neutral. Neither could it be determined whether the associated size of impact referred to the negative or the positive impact on core activities.

3.2.1 Differences between Police Forces

Greater Manchester Police (GMP) is the second largest UK force covering an area of 500 square miles and 2.6 million people (GMP, 2010). It currently employs 8,216 officers, 26% of these are female and 4.6% belong to black and minority ethnic groups (BME). In addition to this GMP employs 5,260 police staff and 845 PCSOs. They currently have 400 Special Constables (GMP Chief Constable Annual Report, 2010). GMP is divided into twelve Basic Command Units - Bolton, Bury, Metropolitan, North Manchester, Oldham, Rochdale, Salford, South Manchester, Stockport, Tameside, Trafford and Wigan. GMP is only among 16 forces in the United Kingdom to have a Mounted Unit. GMP also has the following specialist units: Air Support Unit; Design by Security; Dog Unit; Emergency Planning Unit; Firearms and Explosive Licensing Unit; Motorway Unit, and Underwater and Marine Unit. The town of Oldham has a high profile social history as a result of past race related conflicts. In 2001, major race riots broke out between local white and South Asian communities. The riots prompted governmental as well as independent inquiries, which collectively agreed on community relations improvements and considerable regeneration schemes for the town.

South Yorkshire Police (SYP) is the thirteenth largest UK force covering an area of 600 square miles and 1.3 million people (SYP, 2010). It currently employs 2,953 officers, 26% of these are female and 3% belong to black and minority ethnic groups (BME). In addition to this SYP employs 2,120 police staff and 328 PCSOs. They currently have 236 Special Constables. Further, SYP is divided into four Basic Command Units (or districts) - Sheffield, Doncaster, Rotherham and Barnsley. SYP are also among only 16 forces to have a mounted section and specialist units: Air Operations; Dog Unit; Firearms Support; Lifewise Safety Centre; Roads Policing; Tactical Support and Underwater Search. The South Yorkshire area presents a number of policing challenges. There are five football league grounds, which require crowd control expertise and resources to police. One of these grounds in Hillsborough suffered a major incident in 1989 due to overcrowding resulting in the deaths of 96 people.

There is a shared perception of PESTL changes between forces. The few differences that did exist are related to the predictability and size of impact on core activities. For example, GMP interviewees indicated a lower predictability (score of 3.5) compared with SYP (score of 5.5) on the impact of increased social dislocation and inequality in society. South Yorkshire currently receives financial support from the European Union Objective 1 funding programme designed for the poorest areas that are in need of regeneration and job creation. This could be a factor in the difference in views expressed.

GMP indicates that increased immigration has a higher predictability (score of 6.0) and larger impact (score of 5.0) compared with SYP (scores of 3.5 and 4.0, respectively). This difference could be explained by the history of the Oldham race riots in 2001. Many of the GMP interviewees discussed the Oldham riots and the subsequent changes and impact on policing, partnership working and the local communities.

A final notable difference between forces is the perceived impact of increased electronic communication and social media. SYP interviewees perceived the impact on policing to be positive. In interviews SYP participants discussed the benefits of this change to the police e.g. issue of blackberry mobiles to officers and use of social media to control public order. The GMP interviewees, on the other hand, discussed the criminal use of social media and the consequent threat posed to vulnerable children and adults.

3.2.2 Differences between Externals and Internals

Given the unequal distribution between these subgroups it is difficult to discern any valid differences. The main difference appears to be on the identified change of increasing public order demand. The internal interviewees indicated the impact of the change is highly predictable (score of 5.6) with a large impact on core activities (score of 5.7). In contrast, the externals indicated the impact is less predictable (score of 3.5) with a moderate impact on core activities (score of 4). The only other noteworthy difference is the top two social changes identified by internal interviewees; (increase in misuse of alcohol and drugs plus changes to attitudes to work), however, these were not identified by external interviewees.

3.2.3 Differences between Levels

For this section, the interview results from the structured instrument were split into four levels: top, senior, supervisory and operational. This section will not feature a frequency analysis since it may portray a misleading representation of the data as the majority of interviews (26) were conducted with operational and supervisory level officers, with only 3 interviews conducted at the top level and 6 at senior level. Generally, there are not many differences between the environmental changes identified by various levels. The only significant, and perhaps surprising, difference between levels is the perceived changes to policing strategy. This change is identified as highly predictable (score of 7.0) with a negative and large impact on policing (score of 7.0) at senior level. The operational level, by contrast, identified a less predictable impact (score of 4.2) and low plus both negative and positive impact on core activities (score of 3.4).

The senior ranks indicated that the impact of increased public order demand and changes in government strategy are less predictable (scores of 4.4 and 5.0) compared with operational ranks who indicated the impact of these changes on core activities is highly predictable (scores of 5.9 and 7.0, respectively).

3.2.4 Uniform vs. Investigative Police

The sample size of two investigative or “plain clothes” officers does not permit any meaningful analysis between these subgroups. Furthermore, police officers in the UK often move from one function to another and often perform what is categorised as investigative work. Therefore analysis regarding these subgroups cannot be realistically achieved.

3.2.5 Urban vs. Rural Police

The two police forces in the UK sample are classified as urban forces despite the fact that both forces police rural as well as metropolitan areas. Two of the three rural interviewees from GMP are based in a rural area East of Oldham. The policing demands in this area are predominantly led by community engagement and public reassurance rather than response demand. In the case of SYP, the interviewees selected to represent rural units were essentially based in outer urban units. The small sample size does not permit meaningful analysis between these sub-groups.

4 External Parties

4.1 Main External Parties

This section aims to provide a classical stakeholder analysis for Greater Manchester Police (GMP) and South Yorkshire Police (SYP) in the context of the UK. A total of 63 external parties were mentioned in the 50 interviews conducted between January 2011 and April 2011 (see appendix 2). For the purpose of this report, the 63 external parties were grouped into 13 clusters (see appendix 3).

The most frequently¹⁶ mentioned external parties by Greater Manchester Police (GMP) were the local government, the public, the justice system, educational institutions and the National Health Service (NHS). For South Yorkshire Police (SYP) they were the local government, the public, the emergency services, the justice system, educational institutions and the NHS. Table 5 below provides an overview of these external parties, their key concerns and the management methods of the police. Each is discussed, according to the results of the internal interviews only, below:

4.1.1 Local Government

Interviewees highlighted two key issues. Firstly the speed of response to an incident and secondly the quality of its communication. The police are viewed as a “one-stop shop” that can handle with, resource and resolve difficult problems. The police officers expressed a view that local government personnel expect the police to take the lead on dealing with immediate issues and for generating strategies to resolve problems. Since the enactment of the Crime and Disorder Act 1998, the local government and police are expected to work in partnership, through the Community Safety Partnerships, in a number of key areas. These include dealing with the outcomes of drug and alcohol misuse, dealing with problems in local communities, issues relating to licensing and late night drinking plus other emergency issues. Local government personnel expect that trends will be studied, priorities identified and advice provided on problem solving approaches and long-term improvement strategies. As one interviewee commented:

“If a partnership agreement is in place the police will lead, take control and will be expected to do so”

¹⁶ Frequencies are based on the number of times the external party was identified by interviewees, before grouping the external parties into the 13 clusters.

Local government is a main social housing provider. It faces risks of property damage and reduction in quality of life for their residents through anti-social behaviour (ASB) incidents and disruptive tenants. In the case of complaints from residents about ASB, neighbourhood disputes, or crime, the local government expects the police to resolve these issues. Local government seeks police support for council personnel, for example to wardens, to assist in ASB incidents and through the enforcement of anti-social behaviour orders (ASBOs). Local government expects the police to protect their residents' properties. Ironically, when carrying out their duties, the police may cause damage to council property when required to force entry to make arrests or conduct searches. This requires a high level of coordination between the police and local government to ensure prompt repair of the properties. From the score sheets, police officers indicate that the expectations of the local government are predictable (score of 5.3, see table 6), not difficult to meet (score of 3.8) and that they perform well against the local government's expectations (score of 5.5). Although local government is not seen as having a high level of formal authority over policing activities (score of 3.6), their level of understanding of police activities and influence are seen as high (scores of 4.8 for both). Despite this, from the interviews, it is clear some police officers still feel that the expectations of the local government can sometimes be unrealistic and that some requested activities cannot be achieved. For example, when young people go missing from residential care homes the police are expected to find them. Several interviewees expressed the view that police officers, particularly those operating out of hours, often face tough decisions as to whether the tasks requested of them are within the remit of the police and the right thing to act upon.

The level of active management by the police of the local government's expectations is indicated to be high (score of 5.3). The interviews indicated this is done by establishing direct liaison and close cooperation and being clear about roles with regard to activities. As one interviewee stated:

" the police have got a lot better at managing expectations. They push back a lot quicker than they used to...I think that is because they are more open and transparent"

In general, interviewees feel there is good communication between the parties, due to regular meetings and updates. If the expectations of the local government are not met it has a negative impact on the working relationship. In terms of not meeting the local government's expectations an identified risk mentioned in the interviews is that of the local media picking up on this and attributing blame for any failure to the police.

4.1.2 The Public

According to the interviewees, the public expect the police to do their job. This is seen as keeping citizens safe, reducing crime, preventing public disorder and prosecuting offenders. The public expect the police to be omnipresent in their communities. The expectation is a highly visible policing presence, i.e. they want to see a “bobby on the beat”. This visibility is predominantly provided by Police Community Support Officers (PCSOs) who patrol local neighbourhoods on foot or bicycle. The public expect the police to be available to offer advice, guidance and to solve their problems. The police can be seen as the “last resort” for members of the public, who call the police when they do not know whom else to contact. In addition, the public expects the police to respond quickly to their needs and resolve long-term problems that affect quality of life. For example, when contacting the police about domestic violence issues, they expect an immediate response. The police have been proactive in this regard and have spent funds to install alarms, panic buttons and safe rooms in the homes of individuals vulnerable to domestic violence.

From the score sheets, police officers indicate the public have low formal authority (score of 3.6), but high influence over policing activity (score of 5.0). Police officers feel they perform well against public expectations (score of 5.2). From the interviews, some police officers view the expectations of the public as high, unrealistic and constantly changing. It is felt that television police dramas give a false impression of policing capability. One interviewee stated:

“People’s expectations can be unrealistic because they watch TV and get an impression of what we can do. We have to manage those expectations by explaining what we can do”

However, from the score sheets, public expectations are indicated as predictable and not difficult to meet (scores of 5.0 and 4.0, respectively).

From the interviews, it is clear that a high priority is given to engaging with the public and influencing expectations. (The level of active management of public expectations by the police is scored at 5.4). When interacting with individuals, it is believed it is important to be honest, diplomatic and to listen to their views. While a policy of threat, risk and harm assessment is required for setting police decisions, actions and follow up need to be sufficient and timely for all members of the public. Expectations are managed through a number of communication channels such as confidence and satisfaction surveys, public meetings e.g. Police and Community Together (PACT) meetings, email and social media. Recently, Twitter has been used in both forces to try and increase public awareness and understanding of the scope and nature of policing activities. The need for individuals to take personal responsibility for protection of their property and personal safety is communicated. An increased

level of social responsibility and action by the public is also encouraged. In a time of cuts, it is felt that in the future the police will need to concentrate on their “core business” and that the public will need to contact the local authority or health teams to deal with issues beyond this remit. One interviewee commented:

“In terms of long-term mental health issues or alcohol problems...we are not going to solve them with a fixed penalty ticket or an arrest...there might be a role for us but we need to be robust and say we can do x, y and z but you [other public authorities] need to do a, b and c”

Another interviewee commented:

“Parking and noise nuisance is not a police matter, but they expect it to be”

If expectations are not met, the relationship between the police and the public, which is highlighted by some interviewees as fragile and taking time to build, will be damaged. This is thought to lead to a fall in confidence and satisfaction, increased criticism and a negative attitude toward the police. One interviewee commented that a breakdown in communication would alienate police from the communities they serve thereby reducing the moral authority necessary for people to assist them in their duties.

4.1.3 Justice System

The police and the courts enforce law whilst the Crown Prosecution Service (CPS) is responsible for prosecuting people who have been charged with a criminal offence. This involves giving advice to the police on charges to bring, and being responsible for authorising charges and preparing and presenting cases for court. Interviewees discussed the recent centralisation of the CPS from police forces to regional offices. Some felt that it was simpler to obtain quality, face-to-face advice when the CPS was co-located with police. The police are now required to contact the CPS via telephone and potentially communicate with a different lawyer each time. Officers said it was difficult to obtain a charging decision from the CPS outside of normal hours. Others indicated that the dedicated contact line meant that it was quicker and easier to reach a lawyer.

A number of organisations share responsibility with the police for dealing with offenders and overseeing the work of prisons. These include the Serious Organised Crime Agency, Serious Fraud Office, Her Majesty's Prison Service, Public Protection Unit and the National Probation Directorate. One of the key arrangements that allow the authorities to work together is the Multi-Agency Public Protection Arrangements (MAPPA). The MAPPA framework is tasked with the management of

registered sex offenders, violent and other types of sexual offenders, and offenders who pose a serious risk of harm to the public.

From the score sheets, the justice system has both a level of formal authority and influence (scores of 4.1 and 4.7 respectively) over police activities. One interviewee said:

“They [justice system] have a lot of sway over us and we have very little recourse back”

The results also indicate this external party does not have a high level of understanding of policing (score of 4.1). The predictability of expectations is high (score of 4.7). The police indicate both a high level of performance and management of expectations (scores of 5.4 for both).

4.1.4 Educational Institutions

Educational institutions mentioned in this report refer to primary and secondary schools, academies, colleges and universities. One interviewee gave the example:

“The police work with the Universities to keep young people safe. They offer a service to register their computers, laptops, bikes etc. so that if they get stolen and recovered they can be returned. Also they advise on safer routes to take home at night.”

Commenting on schools the police feel they are expected to resolve parking problems outside schools and to ensure the orderly behaviour of secondary school pupils and third level students is maintained. One interviewee stated:

“It’s not so much that crime is taking place (in schools), it’s what the school children get up to once they’re outside that is the issue.”

It is mentioned that while schools want the police to patrol and maintain order, they do not want officers to make arrests.

From the score sheets, educational institutions are not seen to have formal authority over the police (score of 3.3) or a high level of influence (score of 3.8). Educational institutions’ expectations are thought to be predictable (score of 5.1) and not difficult to meet (score of 3.6). Performance against expectations is seen as high (score of 5.2). In terms of management of expectations, interviewees mentioned that the level of engagement with schools is high. Schools are frequently visited by police officers, to attend assemblies and speak to pupils. They also liaise and problem solve with staff and parents. From the score sheets, the level of management by the police of educational institutions’ expectations is high (score of 5.2) and the understanding of policing is thought to be higher than that of the general public (score of 4.7).

The risk associated with not meeting the expectations of schools to not make arrests is that it could escalate an issue resulting in harm to others. This would also have a negative impact on police reputation if there were negative coverage in the local media. A complex issue is that the police must balance jeopardising the safety of pupils in schools against the risk of the school failing to report a future problem if an arrest is made.

4.1.5 Emergency Services

The emergency services are felt to have low formal authority over the police (score of 2.8), but some influence (score of 4.5). Interviewees felt there were clearly defined roles in place between the police and these external parties. One interviewee mentioned that:

“[the emergency services] have an unwritten expectation in that we share information and are there to support one another. We all have specific roles/specialism and we slot into place”

There is an expectation that the police will share information with these external partners and they in turn will support the police. The police take control and lead on incidents. The level of expectation management is high (score of 5.3) and the emergency services are considered to understand policing (score of 4.8). The fire service supports the police by working within communities dealing with fire safety and fire prevention. Interviewees within SYP highlighted the potential use of the fire service to help with crime reduction messages. SYP officers are also working with the ambulance service to review their response to road traffic accidents and major incidents.

The expectations of these external parties are predictable (score of 5.0), not difficult to meet (score of 3.5) and the level of performance against their expectations is felt to be high (score of 5.4). It is uncommon for the expectations of the emergency services not to be met, as the implications are severe. For example, if a police officer acts incorrectly whilst attending a traffic incident and this resulted in injuries or a fatality, the police officer concerned could face a charge of ‘neglect of duty.’

4.1.6 National Health Service

The level of formal authority over police activities is felt to be low (score of 2.3, lowest score of the top 5 external parties). This is also the case for the level of understanding of policing (score of 2.9). The police are required to respond to circumstances of unexpected death or serious untoward harm requiring investigation by the police. The main expectation of this external party identified by the police officers interviewed is that police officers are required to divert individuals with mental health problems to appropriate care and support. The police are expected to remain with individuals until a member of the hospital staff becomes available to conduct an assessment and provide treatment.

This expectation or need is considered a major demand on police officers. From the score sheets, it is seen that police officers feel it is difficult to meet the expectations of hospital staff (score of 5.5). (The score reflects the highest level of difficulty to meet expectations of the top 5 external parties). In order to manage this expectation, in Oldham the hospital has established a comfortable and safe room for the individual to use whilst waiting for hospital staff. SYP on the other hand manage this expectation through the use of an agreed policy that the police will remain with the patient until a member of the hospital staff becomes available. The performance against expectations and the level of management of expectations are both at the lowest value of the top 5 external parties (scores of 4.4 for both).

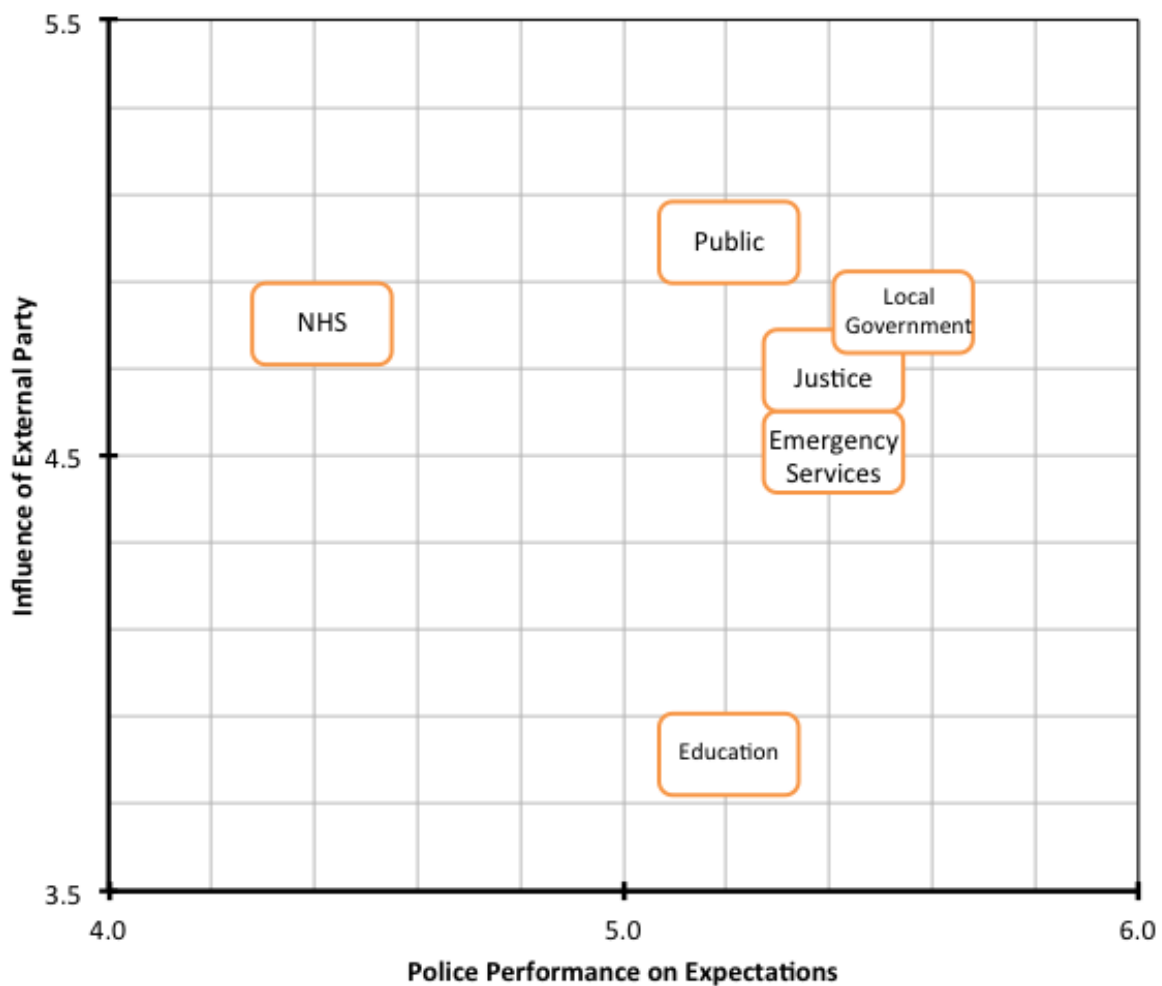
Table 5: Main External Parties

External Party	Key Concerns	Managing Methods
Local Government (51 times GMP) (41 times SYP)	Communication, speed of response to incidents, law enforcement, protecting vulnerable individuals, drug and alcohol abuse, dealing with problems in communities, issues around licensing and late night drinking, tackling anti-social behaviour, damage to council properties.	Communication through multi-agency committees e.g. Community Safety Group, regular meetings and updates. Cooperation in partnership work, establishing direct liaison, clarity about roles. Coordination between the police and the council to ensure properties are repaired and secured in a timely manner.
Public (35 times GMP) (23 times SYP)	Safety, reducing crime, preventing public disorder and prosecuting offenders, communication, anti-social behaviour, respond quickly to their needs, resolve long-term problems that affect the quality of their lives.	Using communication channels such as questionnaires, meetings e.g. Police and Community Together (PACT) meetings, email and Facebook. Using Twitter to increase public awareness and understanding of policing activities. Maintaining high visibility, developing relationships through PCSO's and community events. Being honest, diplomatic, listening. Encouraging the public to accept social responsibility and individuals to take personal responsibility for protection of property and personal safety. Use of special devices e.g. alarms, panic buttons installed into victims homes.
Justice System (11 times GMP) (10 times SYP)	Trust, completion of bureaucratic procedures, cooperation and communication.	Obedience regarding bureaucratic procedures.
Emergency Services (5 times GMP) (12 times SYP)	Share information, support agencies, coordinate and lead on activities. Communication.	Communication, clearly defined roles in place between the police and emergency services.
Educational Institutions (7 times GMP) (7 times SYP)	Anti-social behaviour, youth crime, having a presence outside schools to patrol and ensure orderly behaviour.	Frequent visits by police officers, attending assemblies to speak to pupils. Liaise and problem solve with staff and parents. Education and outreach activities, high visibility.
NHS (6 times GMP) (7 times SYP)	Quick response, protection and safety of vulnerable individuals.	Communication and cooperation. Use of agreed polices.

Table 6: Police Officers Views on External Parties (GMP and SYP)

	Local Government	Public	Justice	Educational Institutions	Emergency Services	NHS
Level of external party formal authority over police activities	3.6	3.6	4.1	3.3	2.8	2.3
Level of external party influence over police activities	4.8	5.0	4.7	3.8	4.5	4.8
Level of external party understanding of policing	4.8	3.9	4.1	4.7	4.8	2.9
Predictability of external party expectations	5.3	5.0	4.7	5.1	5.0	4.7
Difficulty to meet external party expectations	3.8	4.0	4.1	3.6	3.5	5.5
Level of management by the police of external party expectations	5.3	5.4	5.4	5.2	5.3	4.4
Level of performance against external party's expectations	5.5	5.2	5.4	5.2	5.4	4.4

Note: Scale of 1 to 7, 1 low and 7 high.

Figure 2: Influence of External Party Over Police Activities and Police Performance Against Expectations

4.2 Differences in External Parties

This section describes the differences in external parties between various subgroups. The following subgroups are distinguished:

1. Differences between police forces
2. Differences between externals & internals
3. Levels in police forces/ranks
4. Investigative squad and uniformed police
5. Urban & rural policing

4.2.1 Differences between Police Forces

Both Greater Manchester Police (GMP) and South Yorkshire Police (SYP) identified local government as their most significant external party. GMP had a frequency level of 51 and SYP a frequency level of 41. Both forces also ranked the public as their second most significant external party, with a frequency level of 35 for GMP and a frequency level of 23 for SYP. Both forces identified the justice system, educational institutions, emergency services and the NHS as their other key external parties.

The emergency services as a key external party has a frequency level of 12 in SYP in contrast to a frequency level of 5 in GMP. This difference may be linked to the fact that maintaining public order within SYP is mentioned frequently as a core activity. A number of interviewees highlighted this as a priority in relation to the five football grounds in the South Yorkshire area. Additionally, Sheffield is often host to party political conferences and experienced a high level of student protests recently. Furthermore, SYP is mindful of the history of the Hillsborough disaster, where 96 people lost their lives at Sheffield Wednesday's football ground. Therefore, working closely with emergency services to protect the public is an important priority for the force.

When comparing the levels of formal authority the external parties have over police activities, there is a difference. GMP indicated that the public has a higher level of formal authority over their activities (score of 4.2) compared with SYP (score of 2.9). GMP also indicated that the justice system has a higher level of formal authority (score of 4.8) than SYP (score of 3.3). Overall, SYP do not consider the key external parties have formal authority over their activities (a score of 2.8) in contrast to a slightly higher level indicated by GMP (a score of 3.8), indicating the external parties have some, although not much formal authority over their activities.

Table 7.1: Police Officers Views on External Parties Greater Manchester (GMP)

	Local Government	Public	Justice System	Educational Institutions	Emergency Services	NHS
Level of external party formal authority over police activities	4.2	4.2	4.8	3.8	3.7	2.0
Level of external party influence over police activities	5.1	5.1	4.8	4.7	5.3	4.5
Level of external party understanding of policing	4.8	4.2	4.9	5.2	4.2	2.5
Predictability of external party expectations	5.2	4.7	4.0	5.0	4.2	5.0
Difficulty to meet external party expectations	3.8	3.8	3.8	3.2	4.2	5.7
Level of management by the police of external party expectations	5.2	5.4	5.5	5.3	4.7	5.3
Level of performance against external party's expectations	5.4	5.3	6.1	5.5	4.3	5.0

Note: Scale of 1 to 7, 1 low and 7 high.

Table 7.2: Police Officers Views on External Parties South Yorkshire Police (SYP)

	Local Government	Public	Justice System	Educational Institutions	Emergency Services	NHS
Level of external party formal authority over police activities	3.0	2.9	3.3	2.8	2.4	2.5
Level of external party influence over police activities	4.4	4.8	4.7	2.8	4.3	4.9
Level of external party understanding of policing	4.9	3.6	3.0	4.2	5.0	3.2
Predictability of external party expectations	5.4	5.2	5.7	5.2	5.3	4.5
Difficulty to meet external party expectations	3.9	4.3	4.3	4.0	3.3	5.4
Level of management by the police of external party expectations	5.4	5.4	5.3	5.0	5.6	4.0
Level of performance against external party's expectations	5.6	5.1	4.7	4.8	5.8	4.3

Note: Scale of 1 to 7, 1 low and 7 high.

4.2.2 Differences between Externals and Internals

Overall, there is a lack of difference in internals (police officers) and externals views on external parties understanding of policing and of police performance against external parties' expectations (scores of 4.1 and 4.2 and 5.1 and 5.2, respectively). In terms of the public, externals indicated a slightly lower level of formal authority over policing activities than internals (scores of 2.6 and 3.6,

respectively. For local government, externals scored the level of formal authority and influence slightly higher than internals (scores of 4.4 and 5.2, 3.7 and 4.8 respectively). Externals also thought that police management of NHS expectations and level of performance was slightly higher than internals (scores of 5.3 and 5.0, 4.4 and 4.4 respectively). The level of understanding of police activities for the NHS is scored higher by externals than internals (scores of 4.0 and 2.9, respectively), while the difficulty to meet expectations is scored as lower (scores of 3.3 and 5.5, respectively). Educational institutions are scored as having higher influence by externals than police officers (scores of 5.0 and 3.8, respectively).

4.2.3 Differences between Levels and Ranks

The interview results from the interviews were split into four levels chief officer group (COG), senior leadership team (SLT), supervisory (S) and front-line (FL). However, the COG did not complete score sheets so analysis omits this level. There is a notable difference in understanding the formal authority the local government has over police activities between the levels and ranks. The senior leadership team's score for formal authority over police activities is low (a score of 2.7), whereas the supervisory officers' score is slightly higher (a score of 3.6) and front line officers indicated their neither agree or disagree that local government has formal authority of their activities (a score of 4.0). These scores indicate that the higher the rank, the lower the perceived authority of the local government over policing activities.

A second difference between levels and ranks is in understanding the formal authority the public has over police activities. The senior leadership team see the public as having a lower level of formal authority over police activities (score of 1.2) in contrast to those at a supervisory and front line levels where it is higher (scores of 3.9 and 3.9, respectively). SLTs also indicated that the expectations of the public are not predictable (score of 3.7) in contrast to the supervisory and FL officers (scores of 5.6 and 4.9). Supervisory and front line levels have more interaction with the general public that may explain the differences between the scores.

A further difference between ranks is in relation to educational institutions. The senior leadership team did not mention educational institutions as an external party. Officers at supervisory level indicated that educational institutions had a low level of understanding of policing (score of 3.8) compared with the FL (score of 5.1). The supervisory level also indicated that the police perform very well against this external party's expectations (score of 5.8) compared with the FL (score of 4.9).

4.2.4 Differences between Investigative Squad and Uniformed Police

As previously, see section 3.2.4, the sample size of two investigative or “plain clothes” officers do not permit any meaningful analysis between these subgroups. Furthermore, police officers in the UK often move from one function to another and often perform what is categorised as investigative work. Therefore, analysis regarding these subgroups cannot be realistically achieved.

4.2.5 Differences between Urban and Rural

As previously, see section 3.2.5, the small sample size does not permit meaningful analysis between these sub-groups.



5 Appendices

Appendix 1- List of Identified PESTL Changes and Definitions by Category

Name of trend	Definition of trend	Type trend
New government	Following the inconclusive general election in May 2010 a Conservative-Liberal Democrat coalition government was formed with David Cameron as Prime Minister and Liberal Democrat leader, Nick Clegg, as Deputy Prime Minister. A key agenda is to cut the country's financial deficit and reduce public spending.	Political
Local government term and change	Local councils are run by elected councillors, serving for four years, who are voted for by local people. Councillors are responsible for making decisions on behalf of the community about local services, for example rubbish collection and leisure facilities, and agreeing budgets and council tax charges. Many local types of council are now governed by new political parties.	Political
Changes to central government strategy and policies	The government is implementing substantial reform to policing. The government's strategy is to enhance the efficiency, economy and effectiveness of the police.	Political
Child sexual exploitation moving up national political agenda	The UK Child Protection Agency recently launched investigations into on-street child grooming after nine men were convicted of sexual abuse of a 14-year old girl who was forced into prostitution. There is a government strategy in place to help all agencies to tackle child sexual exploitation as an urgent and serious child protection issue.	Political
Changes in foreign policy	The interviewee specifically mentioned foreign relations between the UK and Pakistan. The UK is attempting to repair relations with Pakistan by offering more foreign aid, improving trade in goods and services, and cooperating more on security. In July 2010 the UK prime minister suggested that Pakistan promotes the export of terrorism that damaged relations between the two countries. There is concern about how foreign policy affects UK citizens with Pakistan origin.	Political
Changes in policing strategy within the force	An important strategic priority for the police is to provide better value for money. For instance South Yorkshire Police makes best use of its resources through its Diamond Programme. Greater Manchester Police introduced Project Optimus to improve how they do things behind the scenes and to reduce the size of their support services. Another important priority for the police is improving public satisfaction and confidence. There is concern that a reduction to services will lead to an increase in crime.	Political
Elected police and crime commissioners bill	In 2012 local police authorities, responsible along with chief police officers and the Home Office for the management of policing, will be replaced by elected police and crime commissioners. These individuals will be responsible for setting policing priorities and budgets.	Political



Winsor Review and Hutton Report	The Winsor Review is the most substantial independent review of police pay and conditions in thirty years. It will potentially remove £500 million from the police pay bill. Some officers will have their earnings reduced while others, those who work regular unsocial hours and those with critical skills, will potentially earn more. The Hutton report on public sector pensions recommends that the existing final salary public sector pension is replaced a scheme relating to average career earnings and a new normal pension age of 60 for the police.	Political
Early release of prisoners	An early release scheme introduced by the previous government to deal with prison overcrowding ended in March 2010. Under the scheme, offenders serving less than four years for non-serious violent offences were automatically freed from prison eighteen days before the end of their sentence. However, the issue of high prison populations has resurfaced on the new government's political agenda. The Justice Secretary's Green Paper on sentencing in England and Wales aims to cut the 85,000-inmate population by 3,000 and reduce prison budgets by 20% over the next four years. Prisoners who plead guilty up front, before proceeding to court, may have sentences halved, while criminals unlikely to be convicted after trial will not be remanded in custody.	Political
Increase in extremist political party activity	Far right parties such as the British National Party and English Defence League, which want black and Asian groups to leave Britain, tend to focus their resources and activities in the North West of England in particular. This is expected to result in increased levels of tension between communities and the possibility of increased police demand in terms of public order maintenance	Political
Growing threat of terrorism	Police are expected to contribute effectively to national security and protect local communities from the threat and impact of terrorism and extremism.	Political
Growth of green agenda	Police organisations are expected to implement environment friendly policy and practice.	Political
Budget cuts	The UK government's comprehensive spending review in 2010 announced that central police funding would be reduced by 20%. This means that for the next two years police authorities have significant responsibilities: to set the agenda for policing, and to determine where to cut and how deep, whilst considering service implications for the police. Spending cuts in other public services across the country are also perceived to impact on policing.	Economic
Rise in unemployment	UK unemployment rose by 27,000 in the three months to the end of January to 2.53 million, the highest since 1994.	Economic
Increase in regional policies on collaboration and pooling of resources	Police organisations are exploring opportunities to collaborate and pool resources. For instance the four Police Forces and Police Authorities of Yorkshire and the Humber work together to build capacity and capability in specialist and strategic areas of policing.	Economic
Recession climate	As employment and household incomes fall the police expect a negative impact on social health, well-being and stability.	Economic
Ageing population	10 million people in the UK are over 65 years old. The latest projections are for 5½ million more elderly people in 20 years time and the number will have nearly doubled to around 19 million by 2050. The police service itself is concerned about an ageing workforce.	Social
Fall in crime	The number of crimes recorded by police in England and Wales fell by 6% in the year to end of December 2010.	Social
Rise in crime	Crime is expected to rise as a result of increasing poverty and unemployment.	Social



Increasing levels of social dislocation and inequality in society	The interviewees perceive an increasing division between prosperous and less prosperous geographical areas, increased division between cultures and communities, as well as family and social instability. According to an advisory group to the Equality Trust the unequal distribution of wealth and income in Britain is widening.	Social
More people classified as vulnerable	Vulnerable groups are defined as those who are likely to have additional needs and experience poorer outcomes if these needs are not met. Services across local partnerships for children, young people and families continue to identify and work with vulnerable groups.	Social
Improved quality of life	Relative to other countries Britons enjoy an improved quality of life.	Social
Increased diversity	The UK population has grown and while the majority ethnic group is White British the population is becoming more ethnically diverse. The police service has become more diverse in terms of age, gender, ethnicity and sexual orientation.	Social
Increased immigration	According to the National Statistics Office since the year 2000 to June 2010 it is estimated that 572,000, people came into the UK from other countries. Non-British citizens accounted for 83 per cent of all immigrants; a third of these were from EU countries.	Social
Increased public participation	Public participation is the involvement of those potentially affected by or interested in a decision. The Home Office is keen to promote the involvement of citizens in decisions about how they are policed and seeks to increase the citizen focus of policing.	Social
Influence of set piece events e.g. public inquiries	The inquiry into the failed police investigation of Stephen Lawrence's murder and broader issues of minority ethnic communities' trust in policing, led by Sir William Macpherson, was one of the defining events in the modern history of policing in England and Wales. The Inquiry pointed to fundamental flaws in the investigation that were attributed to professional incompetence, institutional racism and a failure of leadership.	Social
Changing attitudes towards police	Decreasing deference towards authority particularly the police.	Social
Increased public order issues e.g. protests, demonstrations	The UK has seen increasing protest activity including fascist marches, counter fascist marches, demonstrations over tuition fees and budget cuts.	Social
Increase in misuse of alcohol and drugs	According to the National Institute for Health and Clinical Excellence substance misuse is defined as intoxication by or regular excessive consumption of and/or dependence on psychoactive substances, leading to social, psychological, physical or legal problems. It includes problematic use of both legal and illegal drugs (including alcohol when used in combination with other substances).	Social
Increase in domestic violence	Domestic violence is defined by the UK government as any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are or have been intimate partners or family members, regardless of gender or sexuality." This includes issues of concern to black and minority ethnic (BME) communities such as so called 'honour based violence', female genital mutilation (FGM) and forced marriage.	Social
Increased in anti-social behaviour	Anti-social behaviour (ASB) is a broad term that covers any activity that impact on other people in a negative way. Some examples are noise nuisance, rowdy and nuisance behaviour, fly tipping, and kerb crawling. It can drag an area down or prevent the regeneration of an area where other bodies are looking to invest. Tackling anti-social behaviour has become a major part of local council's community safety work. Anti-social behaviour can be the result of individual problems, problems within the family, problems at school or problems within the community.	Social



Regeneration of poor housing and deprived areas	The Housing and Regeneration Act 2008 established the Homes and Communities Agency to improve the supply and quality of housing and to secure the regeneration or development of land or infrastructure in England.	Social
Changes to attitudes to work	Interviewees perceive that some individuals in society cannot or will not work and are therefore more susceptible to involvement in criminal activities.	Social
Flooding, severe weather and environmental disasters	Flooding, severe weather and environmental disasters all impact on increased policing demand.	Social
New transport infrastructure	Infrastructure such as roads, railway and tramlines.	Social
Increased media coverage	Mass media coverage is now 24/7. Representations of crime, disorder and the police can exaggerate public alarm and negatively influence public perception.	Social
Changing fashion trends and influence on young people	Fashion trends and celebrity culture can potentially influence young people.	Social
Establishment of Academies and other education institutions	Establishment of academies (conversion of one or more schools into an academy) and other education institutions such as colleges and university campuses.	Social
Increased use of electronic communication and social media	Proliferation and widespread use of electronic communication such as email and social media such as Facebook, Twitter and YouTube.	Social
Advances in science and technology	These include the delivery of critical new capabilities for police officers such as new radios and radio software, mobile telephones, information sharing through the Police National Database (PND), the ability to manage evidence digitally, and new forensic techniques such as the national DNA database plus rapid DNA testing in custody suites and at crime scenes.	Technological
Standardization and improvement of police uniforms and equipment	There is increasing standardization and improvement of police uniforms and equipment across the forty-three forces in the UK.	Technological
Increased use of CCTV	Britain leads the world in the use of CCTV, with an estimated 4 million cameras.	Technological
More legal regulation and accountability	The Taylor reforms on police conduct, performance and associated regulations led to the Police (Conduct) Regulations 2008, Police (Performance) Regulations 2008 and the Police (Complaints and Misconduct) (Amendment) Regulations 2008.	Legal
Changes to employment laws	Changes to employment equality laws have created greater diversity within the police service. Also, confronted with budgetary cuts, police forces in England and Wales have so far employed the previously little-used pensions regulation A19— allowing officers to be compulsorily retired after 30 years of pensionable service.	Legal
Changes to and review of Human Rights Act	The police fear that the human rights act threatens effective policing. A government review of the implementation of the human rights act suggests that the purpose and effect of the act is misrepresented and misunderstood. According to a report in 2010 by the Ministry of Justice there have been 11 occasions when UK law has been incompatible with human rights. On each occasion Parliament has passed further legislation putting the law back into conformity.	Legal



Changes to stop and search powers	A change to the Police and Criminal Evidence Act 1984 Codes Of Practice came into force on the 15 February 2011. A revised Code A amends stop and search powers and includes the removal of the requirement to record "stops". The intention is to produce significant savings in police bureaucracy. Also, stop and search under section 44 of the Terrorism Act 2000, were curtailed in 2010 after the European court of human rights ruled that the powers were unlawful because they were too broadly drawn and lacked sufficient safeguards to protect civil liberties.	Legal
Introduction and changes to Police and Criminal Evidence Act 1986	The Police and Criminal Evidence Act 1984 (PACE) is an Act of Parliament which instituted a legislative framework for the powers of police officers in England and Wales to combat crime, as well as providing codes of practice for the exercise of those powers. PACE was significantly modified by the Serious Organised Crime and Police Act 2005. This replaced nearly all existing powers of arrest, including the category of arrestable offences, with a new general power of arrest for all offences.	Legal
Centralisation of Crown Prosecution Service	The Crown Prosecution Service is a government department responsible for prosecuting criminal cases investigated by the police in England and Wales. The CPS is divided into 13 geographical areas whereas previously they were co-located with police forces.	Legal
New legal tools: restorative justice, fixed penalty tickets, street bail etc.	Police officers can use these legal tools to deal with minor offences rather than arresting and bringing offenders into custody.	Legal
Legislative changes (e.g. Fraud, Sexual Offences, Children's Act)	Relates to the enactment of law.	Legal

Appendix 2- List of External Parties Identified in the Interviews

NHS Hospital staff, Health Service, Primary Care Trust, Mental Health Teams
Social Services
Highways Agency
Immigration Service
Local Council, Authority
Housing
Environmental Health, Protection Officers
Anti- Social Behaviour Teams
Schools, Colleges, School Governors, Student Cohesion Officer, Universities
Business Community
Transport Executive
Care Homes, Private Housing
Probation Service
Local Press, Media
Driving Vehicle Licensing Authority, Passport Office
Youth Services, Workers
Fire Service, Ambulance, other Emergency Services
Wardens
Community Associations, Groups, Organizations, Asian Elders
Public, Community as a whole
Faith, Religious Groups
Youth Centres, Community Youth Leaders
Drugs Teams, Activity Sheffield
Voluntary Groups, Voluntary Ambulance Service, Mountain Rescue, Better Lives Group
Crown Prosecution Service, Judicial System, Court systems, Magistrates
Department of Public Prosecutions
Forensic Science Service
Child Protection Agency
Local Government, Political parties, Parish Councillors
Football Clubs, Stadiums
Emergency Planning Unit, LRF Sheffield
Events Safety Group
Offenders
Victims of Crime
Barnados Children's Charity, Charity Groups, Age Concern
Motor Insurance Bureau
Department of Work and Pensions Central Government
CCTV
Crime Reduction Teams
Traffic Management, Parking Services
Prisons
Security Services
Central Government, Home Office
Police Authority
Community Justice Panels
Pub Landlords, Licensed Premises
City Centre Ambassadors
Police Commissioners



Transport Industry (Airports)

Department for Communities and Local Government

Witnesses

Trading Standards

Home watch, Neighbourhood Watch

ACPO, Other Policing Departments, HMIC, NPJA, Other Police Forces

Military

Local Partner Agencies, Health, Social Services, Housing, Council

Informants

Police surgeries

Business Watch

Counter-Terrorism Unit

Independent Domestic Abuse Advisors, other advisory groups

Customs and Excise

Local Strategic Partnerships

Appendix 3- List of External Parties by Category

1. **National Health Service (NHS)**, Hospital Staff, Health Service, Primary Care Trust, Mental Health Teams.
2. **Educational Institutions**, Colleges, School Governors, Student Cohesion Officer, Universities.
3. **Local Government**, Local Council, Local Authority, Social Services, Housing, Environmental Health Protection Officers, ASB Teams, Youth Services, Wardens, Youth Centres, Community Youth Leaders, Drugs Teams, Activity Sheffield, Local Partner Agencies, Health, Crime Reduction Teams, Local Strategic Partnerships, DCLG, Political Parties, Parish Councillors, Police Authority, City Centre Ambassadors, Police Commissioners
4. **Emergency Services** Fire service, Ambulance, other Emergency Services, Emergency Planning Unit, LRF Sheffield, Events Safety Group
5. **Public**, Community as a whole, Community Associations - Groups, Organizations, Asian Elders; Faith, Religious Groups, Voluntary groups, Voluntary Ambulance Service, Mountain Rescue, Better Lives Group, Offenders, Victims of Crime, Homewatch, Neighbourhood Watch, Witnesses, Informants
6. **Central Government**, Home Office
7. **Justice System**, Court Systems, Magistrates, Probation Service, Department of Public Prosecutions, Prisons
8. **Local Media**, Press
9. **Business Community**, Care Homes, Private Housing, Football Clubs, Stadiums, Pub Landlords, Licensed Premises, Security Services, Business Watch
10. **Transport** Executive, Highways Agency, Traffic Management, Parking Services, Transport Industry (airports)
11. **Charity Groups**, Independent Domestic Abuse Advisors, other advisory groups, Barnados Children's Charity, Charity Groups, Age Concern
12. **OTHER Government Organizations**, Immigration Service, DVLA, Passport Office, Child Protection Agency, Motor Insurance Bureau, Department for Work and Pensions (DWP) Central Government, Military, Customs and Excise
13. **OTHER Police Organizations** - Forensic Science Service, CCTV, ACPO, Other Policing Departments, HMIC, NPIA, Other Police Forces, Counter-Terrorism Unit, Police Surgeries, Community Justice Panels



Appendix 4 Definitions of External Parties

	Name of external party	Definition of external party	Frequency
1	National Health Service	The National Health Service (NHS) is the publicly funded healthcare system of the UK. Hospitals are managed by Acute Trusts. Primary care trusts (PCTs) are in charge of primary care and have a major role around commissioning secondary care, providing community care services. NHS mental health services trusts provide mental health care in England and are overseen by the local PCT.	13
2	Educational Institutions	Schools are the education institutions where primary and secondary education takes place. The UK recently introduced Academies which are funded directly by central government rather than the local education authority. In some areas one or more schools have been converted into Academies. Third level education takes place within Colleges and Universities.	14
3	Local Government	In the UK, local government is complex and varies according to local arrangements. There are several types of local councils. Each of these has responsibility for a particular range of local services. Many parts of the country have two tiers of local government: county (or city) councils and district (or borough) councils. Larger towns and cities and some counties have just one council providing all the functions. Many areas also have parish or town councils. Country (or city) councils are responsible for services across the whole of a county or city, like education, transport, planning, fire and public safety, social care, libraries, waste management and trading standards. District and borough councils cover a smaller area than county or city councils. They are usually responsible for services like rubbish collection and recycling, council tax collection and housing. Whilst elected councillors provide the policies, paid employees (council officers) put them into practice. Nine local councillors, along with eight other locally appointed people, also sit on the local Police Authority. Police authorities make sure local people have a say in how they are policed and they hold the chief police officer to account for the services the police force deliver to local people. Police authorities also set the police force budget and decide how much money to raise towards the cost of policing through the local council tax.	92
4	Emergency Services	Emergency services are organizations which ensure public safety and health by addressing different emergencies. Ambulance Service deals with medical emergencies. Fire and Rescue Service provides firefighters to deal with fire and rescue operations, and may also deal with some secondary emergency service duties.	17



5	Public	Ordinary people in society in general. Also, we include those public organizations involved in the affairs of the community.	58
6	Central Government	The United Kingdom is a parliamentary democracy with a constitutional monarch. The queen is the head of state, and prime minister is the head of government. The people vote in elections for Members of Parliament (MPs) to represent them. The Home Office is the lead government department for immigration and passports, drugs policy, crime, counter-terrorism and police.	10
7	Justice System	A number of organisations share responsibility with the police for dealing with offenders and overseeing the work of prisons. These include Serious Organised Crime Agency, Serious Fraud Office and Her Majesty's Prison Service. The Crown Prosecution Service is responsible for prosecuting people who have been charged with a criminal offence. This involves giving advice to the police on charges to bring, and being responsible for authorising charges and preparing and presenting cases for court. Law is enforced by the police and the courts. Judges, magistrates and tribunal members sit in three main jurisdictions - civil, criminal and family.	21
8	Local Media	Local newspapers which cover news in a local context.	11
9	Business Community	Individuals and groups who manage commercial businesses.	10
10	Transport	The public and private individuals and organizations responsible for a system of transporting people and goods.	5
11	Charity Groups	Organizations set up to help those in need.	3
12	OTHER Government Organizations	Immigration Service, Driver and Vehicle Licensing Agency, Passport Office, Child Protection Agency, Motor Insurance Bureau, Department for Work and Pensions, Military, Customs and Excise.	12
13	OTHER Police Organizations	Forensic Science Service, Association of Chief Police Officers, Her Majesty's Inspectorate of Constabulary, National Policing Improvement Agency, Other Police Forces, Other Police Departments, Counter-Terrorism Unit, Police Surgeries, Community Justice Panels.	12