

BOOK REVIEWS

Edited by Dave Phillips, Sheffield Hallam University

HANDBOOK OF POLICING (2ND EDITION)

**Newburn, T (eds) (2008) Cullompton: Willan
pp912 pbk, ISBN: 978-1-84392-323-7, £34.99**

Tim Newburn's (2003) 'Handbook of Policing' provided the first comprehensive overview of the subject of policing and police studies in the UK and quickly became essential reading for practitioners, students and scholars in this burgeoning field of inquiry. The second edition of the 'Handbook of Policing' introduces the rich critical history of policing that has developed since the 1970s and juxtaposes this with the more administrative research that has emanated out of the Home Office since the 1980s on policy and police practice. Alongside this, contemporary discourse about police ethics, culture, organisation and theory are included, although they perform a supplementary function to the central focus on history, policy and practice. The handbook is split into four main sections: comparative and historical perspectives; context; doing policing; plus themes and debates. The aim of the second edition is to provide an update on the rapidly evolving area of policing in the UK where ever-changing political and policy developments make maintaining contemporary relevance particularly difficult.

The second edition of the handbook offers new chapters on policing Scotland and Northern Ireland that extend the breadth of coverage beyond England and Wales whilst also introducing newly authored chapters on police cultures, policing terrorism, performance management and forensic science. The Handbook represents an ideal choice for core reading on any police studies course or module. The breadth of coverage of the field ensures that anyone new to police studies can find useful introductions to the subject whilst others can fill in gaps in their understanding or simply update their knowledge. For example, the addition of Waddington's discussion of the police killing of Charles de Menezes in 2005 provides a contemporary relevance that will please practitioners, students and academics to equally substantial degrees.

The artificial creation of subsets of policing sometimes detaches the academic discussion from the complexity of 'real world' policing yet this is difficult to avoid. Other recent additions to the market (for example, McLaughlin's (2007) 'The New Policing' and Rowe's (2008) 'Introduction to Policing') provide a clearer theoretical perspective on

developments in policing although this is partly due to their more manageable size and single authorship. For example, the removal of Janet Chan's chapter on new technologies leaves a gap in the key themes section on 'policing through surveillance', an area that has experienced significant expansion in the UK over the last two decades and which remains pivotal to public debate about what is an acceptable amount of policing in the future. That said, other contemporary areas such as the growth of summary justice through the use of automated surveillance cameras and on-the-spot (or 'through the post') fines are highlighted with great zeal.

A wide range of authors provide a comprehensive introduction to policing in the UK but, as in the first edition, this broad focus on content leaves the handbook feeling like it is missing a critical edge when attempting to dissect the politically contested nature of policing. This is a longstanding issue in the area of police studies where access to essential information is informally regulated, to varying degrees, by the Police Service and the Home Office. There is still insufficient focus upon the problematic relationship between the police and those communities that are the target of their work. To some degree, this is covered in the chapters on ethnicity and gender yet it seems that this narrow conceptualisation of problematic policing renders other key issues related to age, class and sexuality as beyond the lens of analysis. This exclusionary process had been evident in police definitions of diversity prior to the 1998 MacPherson Report yet even the broadening official focus on diversity that followed MacPherson has not been able to address the lack of work in these areas. Instead, an understanding of the contested nature of policing as well as definitions of diversity often remains conceptualised through their presentation in the media as well as in the minds of senior police officers and politicians. This maintains concerns about how academics are able to fund the study of areas of policing that are not seen as central to contemporary policy agendas.

This exclusion is most visible in the absence of debate about police misconduct, the policing of social protests, the misuse of terrorist legislation, the role of the police, politicians and the media in policy development, and the impact this has upon a diverse society. All these areas receive a brief mention yet there is an enduring theme here related to the contested nature of policing and its contemporary manifestations which requires further exploration. This debate would provide the important discussion about police legitimacy with a more vivid context that would illuminate the subject area for the undergraduate students that are the handbook's target audience. As the study of policing spreads across campuses and introduces this key sovereign function to new audiences it is essential that traditional understandings about the police and policing are broken down. The rich critical history that informs much of this textbook also reminds us of the importance of scholarship in combating powerful agendas, a factor that remains crucial to understanding the contemporary policing landscape after a decade of unprecedented legislative activity and the significant extension of police powers.

This is a book that should be recommended for all students of policing and police studies in the UK. As the editor acknowledges, there are clear weaknesses in restricting the area

of study to the UK but extending this into the global arena would only have produced an unwieldy and unfocused textbook. The new and updated chapters provide a renewed contemporary focus yet it should also be acknowledged that the majority of the chapters appear, although to varying degrees, in their original form. It would be fickle to criticise a book with such a broad focus for its omissions and at close to one hundred extra pages the second edition of the Handbook of Policing clearly builds significantly on its predecessor. The 2008 version functions as a welcome update and maintains its position of providing the most comprehensive overview of the contemporary landscape of UK policing.

Dr Craig Paterson, Senior Lecturer in Criminology, Sheffield Hallam University

RAISING PARENTS: ATTACHMENT, PARENTING AND CHILD SAFETY

McKinsey Crittenden, P. (2008). Cullompton/Portland: Willan, xv + 381 pp., pbk, ISBN 978-1-84392-498-2, £28.45

This book, the author's first, is about parents who may endanger their children or whose children may endanger themselves or others. In a moving preface, the author emphasises her 40 years' experience both of working with parents and of being a parent herself. Her concern is to assist professionals who work with children or adults who were harmed as children. This is relevant in the community and criminal justice field because disproportionate numbers of juvenile and adult offenders are known to be products of the care system and/or to have experienced abuse and/or traumatic loss.

The author's central thesis is that the parents of children displaying problematic behaviours should not be simply dismissed as 'inadequate' but helped to become adequate, and that this will serve their children best. Parenting is probably the most important task any human being can undertake, and yet the one for which there is the least training – we tend to assume that knowledge about how to parent is innate. But this is a shaky assumption in a situation where no good model of parenting has ever been witnessed by the new parent, especially if the model has been one of abuse or abandonment. As the author rightly asks, 'On which day does a victim of repeated abuse – who should be protected – become transformed into a perpetrator who should be punished?' (p.10). The implication is that there are points in between the extremes of this dichotomy at which professionals, instead of perpetuating an inflexible paradigm, can intervene to stop such a progression.

The book is organised around the dynamic-maturational model (DMM) of attachment and adaptation – that is to say that it seeks to understand and explain parental behaviour through paying attention to their developmental experiences and the ways in which they process information. Today's mothers and fathers, in other words, must be seen in the light of the children they were yesterday. The author employs this model here, together with persuasive case studies, to show that where an infant does not feel safe, s/he may develop dysfunctional self-protection and survival strategies, which continue and adapt through school and neighbourhood experiences into adulthood and parenthood. Parents, it is suggested, generally have good intentions towards their children, even if their actual parenting is poor or damaging – and are more likely to accept professional help from those who treat them in this light. By taking time to understand the parents' needs and perceptions (for example the moral and religious stance of Victoria Climbié's great-aunt) professionals have more chance of assessing and identifying their children's needs - and perhaps preventing tragedy.

The strength of this book is its insistence upon treating 'dangerous' parents as people with children who should be understood and helped to parent well, rather than as criminals who should be condemned. It provides many practical ideas about how to move 'from survival to healing to living' (p.338). In its complex forée into the DMM, however, it runs a danger of losing the reader, particularly when the DMM is sometimes described as a model and at other times as a theory. The criminal justice professional will need to extrapolate from the largely generic messages but it will be worth the effort. This book has widened the terrain in which the behaviour of young offenders with bad parenting experiences and older offenders who have themselves become poor or dangerous parents, may be understood.

Gwyneth Boswell, Director Boswell Research Fellows and Visiting Professor, University of East Anglia

YOUNG PEOPLE, CRIME AND JUSTICE

**Hopkins-Burke, R. (2008). Cullompton: Willan.
pp256. £58.00hbk ISBN 978-1-84392-368-8
£19.99pbk ISBN 978-1-84392-367-1**

This is a timely volume reflecting on the current concerns about crime and anti-social behaviour associated with young people and on the attempts of the Labour government since 1997 to respond to these concerns. In doing so, the author establishes that anxieties about the conduct of young people are no new phenomenon and that successive panics have arisen throughout the modern period. At the present time, however, in late

modernity, perceptions of risk and insecurity have resulted in increased measures of social control, both formal and informal, impinging upon young people's lives.

Roger Hopkins-Burke is here attempting to provide a rounded basic text, written from an explicitly left realist perspective, which means that he has sympathies with both the attempts of the Labour administration to respond positively to young people offending or at risk of offending and with the concerns raised by critics of the reformed youth justice system. The book is divided into three broad sections:

- i. Young people, criminality and criminal justice
- ii. Explaining youth criminal behaviour
- iii. The contemporary youth justice system and its critics.

These sections are in themselves fairly introductory but, taken together, do provide a challenging analysis of the way that contemporary British society views young people and the measures in place for control, discipline and, significantly in the author's view, tutelage.

The first section outlines how these three elements have featured throughout history in the social policy relating to young people, and how the emphasis has changed at different periods. The discussion of tutelage as a means of social control via education, employment and activities such as youthwork and social work is of particular relevance to the latter stages of the book. Here tutelage features prominently again, but more explicitly as a means of attempting inclusion and reintegration within the Third Way politics of New Labour.

The first section of the book provides useful context, examining the changing constructions of childhood and adolescence throughout modernity and the resultant twists and turns in policy. The second section looks at theoretical explanations for young people's criminality. While it covers all the main schools of thought organised into rational actor, biological, psychological and sociological theorising, a student wishing to develop an in depth understanding would be advised to supplement the material in this volume – perhaps by visiting Hopkins-Burke's own explorations of criminological theory in earlier publications.

The analysis of the reformed youth justice system in the final section is perhaps more of a mixed bag. The criminal justice context is clearly delineated and the influence of Third Way politics, communitarianism, risk thinking and large social changes following changes in the labour market and relationships between citizens and state are spelt out. The characteristics of the new youth justice system are also explained and analysed – the

rhetoric versus reality of a reliance on an evidence-base, the predominance of the risk factor paradigm, the audit culture and the growing acceptance of increasingly intrusive control measures.

Thus far the discussion is entirely convincing. However, what is less authoritative is the discussion of the workings of the system and specific measures in place. In particular, the detail of referral orders and young offender panels is vague and the author misses opportunity to analyse the intended role of referral orders in promoting restorative justice and in providing a different kind of intervention that represented a significant move away from the supervision of young people available under the 'old' youth justice system so much reviled by New Labour. The significance of the Intensive Supervision and Surveillance Programmes and their role as an add on to custodial sentences, rather than an intensive community alternative, are also skated over. Both of these are pertinent to themes that are developed and could have greatly enhanced the analysis.

This may be a quibble too far, but I found it rather curious that the author makes no mention of the major restructuring of children's services and the relationships between youth offending teams and Children's Trusts, which is surely highly significant to the debate about dealing with the causes of crime that he feels the reformed system is at risk of neglecting.

Attempts at being comprehensive are perhaps always doomed and will be susceptible to such criticisms in terms of omissions and accuracy. The fact remains that this is a useful text for students and others looking at aspects of young people and crime, and one that takes a pragmatic view of the need to provide a response to the harms caused by young people and the risks that they face, even if the implementation of policy does not always fulfil its intentions and expectations.

Anne Robinson, Senior Lecturer in Criminology and Community Justice, Sheffield Hallam University

MOMENTS IN PROBATION: CELEBRATING THE CENTENARY OF PROBATION

Senior, P. (ed) (2008) Crayford, Kent: Shaw and Sons. ISBN: 978-0-7219-1780-1. pp.239. £12.50 pbk.

This book was inspired by the celebrations for the Century of Probation in 2007. It consists of approximately 100 short essays, collectively entitled 'moments', submitted by wide variety of individuals involved with the broad probation arena, across the UK and overseas. They were originally published on a daily basis on Sheffield Hallam University's Community Justice Portal as part of the celebrations for the centenary year. All aspects of probation practice are covered, from policy and legislation to practice, research and training.

By its nature and format, having so many pieces of such diversity, a book of this kind is very difficult to appreciate by skimming or dipping, so I have read the whole. The contributions were not edited but published both on the portal and in this text as submitted by the contributors.

There is, however, a downside to such faith in the submitted material. Inevitably the collection is very variable in cogency and clarity and some of the perspectives offered are rather esoteric. I found the lack of consistent referencing irritating. Sometimes references in the text are set out in chapter endnotes, but sometimes not, and there is no bibliography to look up citations. Some cautious editing could have enhanced the quality without imposing an editorial perspective which, quite appropriately, was viewed as not desirable.

The list of authors is populated in substantial part by people whose experience of probation often spans decades and who have experienced many changes to the service. They come from all levels and roles and include some clients. As well as providing a rich texture to the collection herein lies a danger. Although cautioned against by some authors, the overwhelming impression is one of nostalgia for a 'golden era' when a social work ethos and officer independence reigned, viewed explicitly or by implication as a direct contrast to a target driven, management preoccupied, culture dominating the present and filtering down into the style of practice. The continuing popularity of probation as a career and the manifest enthusiasm, motivation and commitment of current graduates belie the message that the service has gone to the dogs. In saying this, however, I am not under-estimating the challenges facing current members of the service to keep what is historically recognisable as probation in Probation.

The title 'Moments' is perhaps misleading. A good many contributions are personal reflection of a general nature and rhetorical in style. Unfortunately, one does not get the feel of the unfolding 'story' of probation over its first century as revealed by the experiences of those who were there.

Notwithstanding these reservations, I found myself engaged throughout. I enjoyed the sheer variety of experiences, topics and opinions, ranging through serious commentaries on reports and legislation to descriptions of amusing incidents in the field. It is perhaps invidious to select specific pieces when I enjoyed so much more than I can possibly name but highlights for me were: IT: Treats or Therapy; Turnips and Life Graphs; The Birth of Community Service; Social Work with Offenders: 1990 -the beginning of the end; A Lesson in Styal; Operation Major (the 1982 'sting' of Oxford's bed and breakfast claimants); David Garland and Probation (Whitehead's drawing out of the significance for probation of Garland's writings, highlighting three texts in particular published over the past 20 years); Hard Cases: A Probation TV Drama Series. Not least, there are the contributions from clients of the service and these provide a mixture of critical and supportive feedback.

Even where the contributions are less moments and more the raising of issues or the taking of an opportunity to stand on a soapbox and let rip on a particular hobby horse, for example harm reduction for drug users, desistance focused practice, or even to market an institution, for example, the CEP (European Probation Council), all are interesting, often provocative, and worthwhile contributions in their own right, if not, I think, quite what the sponsors were intending. In this respect, a must-read is the personal reflection on 'effective practice', 10 years on, by Tim Chapman, one of its most influential progenitors. Another fascinating contribution chronicles the legislative pathway by which hostels moved from being alternatives to inadequate homes for young offenders, in the early part of the century, to today's focus on high risk offenders and public protection.

In contrast, Kemshall's piece on the CJA 1991 and how it marked the introduction of a 'risk' focus to the CJS, Fellows' on the Seebom Report and Probation's rejection, at least outside of Scotland, of incorporation into Social Services, and Hugman on the 'New Frilly Nightie' (read it to find out!) stand as exemplars of key moments with far reaching consequences for the service or for the individuals involved.

However, for me, as a moment which has marked a real tuning point, Lol Burke's contribution on the introduction of the Ancillary in 1968, a role that has metamorphosed over time to become the Probation Service Officer, is worth particular note and reflection. Now, in the summer of 2009, two and half years since these moments were originally published, it appears likely that training for this role will supplant the funding erstwhile allocated to probation officer training. This will constitute a course of action which, in my view, may well presage the ultimate demise of the probation officer in name, standing and function, in fact, the core of what this volume seeks rightly to celebrate.

This volume makes a worthy contribution to the centennial record and will provide for the future an important source for those wishing to mine the folklore of probation. Furthermore, for people who have associations with probation, formerly or present, this book will provide triggers for recollections of past struggles and for the many moments of satisfaction which make probation the job worth doing that it is.

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UNDERSTANDING THE COMMUNITY MANAGEMENT OF HIGH RISK OFFENDERS

Kemshall, H (2008), Maidenhead: OUP/McGraw-Hill. ISBN 978-033521998-5 (pbk) £22.99

This book contributes to the crime and justice series established by the OUP in 1996. The author, Hazel Kemshall is engaged with the issues surrounding risk in the criminal justice system through books, articles and a CD-ROM guide for criminal justice practitioners. She is an expert in this field. This book considers approaches to the particular 'high risk' group of offenders. Practitioners, managers and policy makers have been driven by 'extensive media, political and public attention, fuelled by blame and censure when things go wrong' (introduction).

The book provides rigour and structure for those responsible for assessing and managing high risk offenders. The book is divided into seven chapters that explore the history and context of dangerousness, key issues in risk assessment and management, partnerships, human rights and in finally consider signposts for future developments.

Governments have always been anxious about how to deal with those people who are considered to be 'risky' and the 'dangerous' yet these remain 'elusive terms'. The first chapter suggests that definitions around 'high risk' offenders are located within the contexts of use; legislation, policy, practice and public and media perspectives. A reader unfamiliar with this debate is offered a panoptic view of how risk has come to dominate research, thinking and practice. At its most basic Kemshall states, the debate it is about 'how we solve the problem of risk either as an exclusive society or as an inclusive one' (p23). This is the hinge on which the debate opens.

Kemshall suggests that it is helpful for practitioners and managers to discern three approaches to definition-criminological and legal, psychological, and sociological. For practitioners the centrality of risk within offender based work has contributed to the development of differential risk assessment methods that may be, 'notoriously open to

bias'(p11) Indeed in the time gap between the publication of the book and this review further serious offences by supervised offenders (baby P. and Sonnex) have further escalated public concern.

Miscalculation is often attributed to individual failure and incompetence. Practitioners may be subject to a number of biases that may distort assessments and Kemshall provides, over several chapters an essential guide to these and stresses the need for the practitioners to remain alert and aware.

Optimism remains however. Contemporary developments by engaging with different kinds of partnership offer a hopeful way forward. For this reviewer this was the most interesting and optimistic section of the book. Agency based risk management strategies are often characterised by a concentration on surveillance and risk prevention. By contrast community based partnerships tend to adopt a broader preventative and reintegrative approach. This may be complimentary to that provided by agencies and includes a human rights perspective. In particular 'circles of support' and accountability schemes .The Thames Valley project, amongst others seems to be effective.'Circles of support' , for example, may compliment existing strategies in order to decrease the distance between the offender and society.

The final chapters consider how existing elements of risk assessment strategy may be 'blended 'into a more coherent approach to the management of high risk offenders. Agencies within the justice system that have invested extensively in cognitive behavioural programmes are increasingly acknowledging integrative approaches that move beyond attitudinal and behavioural change. Desistance theory, and restorative justice, previously dismissed in the context of high risk offenders may also be part of a newly emerging strategy.

In conclusion Kemshall brings together all the themes of the book and directs practitioners and policy makers towards the concept of a 'protective integration'. The objective of which is to 'engage communities as active participants in, rather than passive recipients of –public protection' (133). A number of approaches are combined that, used effectively could address both public concerns and issues around human rights. In a largely negative and punitive environment there would need to be public debate, education and awareness and Kemshall identifies seven key components that must be considered if such an approach is to work.

The book should be part of a collection of important texts for the practitioner and those engaged with practitioners across the criminal justice field. It is concise (133 pages of text with additional glossary and index) detailed and comprehensive. The points are well made, clear and offer a moral and practical compass through the mass of conflicting demands made on practitioners when dealing with high risk offenders.

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End Note

Dave Phillips retired from Sheffield Hallam University on 31st July 2009 and with it retired from the position of Book Review Editor for the British Journal of Community Justice. The Editors and Publisher of the Journal wish to place in print their thanks to Dave for the tremendous work he has undertaken on the Journal's behalf and wish him a long and happy retirement