



HOUSE OF LORDS

Library Note

Debate on 20 March: Crime

This Library Note aims to provide background information for the debate to be held on Thursday, 20 March:

“To call attention to the contributions of the police and the Home Office in the identification, prevention, solving, and reduction of crime”.

It briefly outlines the Government’s crime strategy and recent figures on crime detection. The Note then goes on to look at the *Review of Policing* conducted by Sir Ronnie Flanagan.

Patrick M. Vollmer
17th March 2008
LLN 2008/008

House of Lords Library Notes are compiled for the benefit of Members of Parliament and their personal staff. Authors are available to discuss the contents of the Notes with the Members and their staff but cannot advise members of the general public.

Any comments on Library Notes should be sent to the Head of Research Services, House of Lords Library, London SW1A 0PW or emailed to victoryi@parliament.uk.

Table of Contents

1. Introduction	1
2. Government Crime Strategy	1
3. Crimes Detected	2
4. The Review of Policing.....	4
5. Statement on the Review of Policing	7
6. Other Responses to the Review of Policing.....	11
7. Select Bibliography	13

1. Introduction

This Library Note aims to provide a brief overview of the Government's crime strategy and the most recent figures on the detection of crime. It then goes on to look in more detail at the recent review of policing, which issued a final report in February 2008, carried out by Sir Ronnie Flanagan, the Home Secretary's senior professional advisor on policing and HM Chief Inspector of Constabulary.

Although not discussed further in this Note, there are a variety of initiatives being undertaken within the criminal justice system, which supplement the Government's crime strategy. These include the strategic plan for 2008–2011, *Working Together to Cut Crime and Deliver Justice* (November 2007), which sets out how various agencies of the criminal justice system should work together to deliver a system that is effective in bringing offences to justice; to engage the public and to inspire confidence; put the needs of victims at its heart; and have simple and efficient processes. The consultation paper *Strategic Plan for Reducing Re-offending 2008–11: Working in Partnership to Reduce Re-offending and Make Communities Safer* (March 2007), sought views on the priorities to reduce re-offending. The Government also recently carried out a consultation on the Police and Criminal Evidence (PACE) Act 1984, titled *Modernising Police Powers: Review of PACE* (March 2007), which looked at how improvements could be made to the day-to-day operation of the Act and codes. Finally, the Privy Council recently published their review *Intercept as Evidence* (January 2008), which looks at how a regime could be devised to allow intercept material to be used in court.

It should be noted that the House of Commons Home Affairs Committee is currently undertaking an inquiry titled 'Policing in the 21st Century', looking at how expectations of the police force have changed and at the resources the police have to meet these expectations. Furthermore, the Government are due to publish a Green Paper in Spring 2008 outlining a strategy for delivering improvements in police performance.

The House of Commons Library have published a number of standard notes that may also be useful in preparing for the debate. These include the notes on DNA fingerprints, police funding, and crime statistics. Details of these documents, and those listed above, can be found in the bibliography at the end of this Note.

2. Government Crime Strategy

The following is a brief overview of recent key documents detailing the Government's strategy on crime. In July 2007, the Government published the paper *Cutting Crime—A New Partnership 2008–11*, in which they set out the key lessons learned over the previous ten years, and examined how the lessons could be built upon to address new challenges¹. The paper proposed a stronger focus on serious violence; continued pressure on anti-social behaviour; renewed focus on young people; a new national approach to designing out crime; continued reduction of re-offending; a greater sense of national partnership; and freeing up local partners and building public confidence.

¹ A statement on this paper was made to the House of Commons: HC *Hansard*, 19th July 2007, cols. 463 to 75; it was not repeated in the House of Lords.

As part of the Comprehensive Spending Review, the Government published a new set of Public Service Agreements (PSAs), reduced to 30 from 110, in October 2007². These set out the Government's objectives for public service delivery for 2008/09 to 2010/11, and support the Government's crime strategy.

The *National Community Safety Plan 2008–11*, published in December 2007³, follows on from the 2006–09 plan, and sets out community safety priorities in the context of the new PSAs. According to the most recent plan, the new community strategy does not represent a radical shift in direction from the previous plan, although there is some shift in emphasis, for example, a stronger focus on more serious violence; greater flexibility for local partners to deliver local priorities; a specific outcome to increase community confidence; and the need to reflect the increased threat to communities posed by violent extremists.

In February 2008, the Home Office published *Saving Lives. Reducing Harm. Protecting the Public—An Action Plan for Tackling Violence 2008–11*⁴. According to the action plan, although violent crime had fallen by 31 percent and although serious violence only made up one percent of all crime, the Government would “be relentless in our drive to both reduce the incidence of serious violence, and to reduce the harm to victims when tragedies do occur” (p. 1). The prioritisation of serious violence in the new PSAs was key to achieving the Government's vision “to save lives, reduce harm and protect the public” (p. 4). The main objectives of the plan are to reduce gun crime and gang related violence; to crack down on knife crime, in particular involving young people; to drive forward work on sexual violence, with particular focus on improving the investigation and prosecution of rape and protecting children from sex offences; rolling out good practice developed in tackling domestic violence; reducing street prostitution, human trafficking, and all forms of sexual exploitation; ensuring local agencies work together to identify those individuals in their communities who are involved or at risk of involvement in serious violence, either as perpetrators or victims, and are in a position to respond appropriately and robustly to prevent offending and re-offending; and ensuring victims of violence have access to better care and support.

At the Annual Conference of the Police Superintendent's Association of England and Wales held in September 2007, the Home Secretary, Jacqui Smith announced the publication of a Green Paper on the police in Spring 2008. The Green Paper “will outline a strategic vision for delivering genuine improvements in police performance”. At the date of the publication of this House of Lords Library Note, the Green Paper had not yet been published.

3. Crimes Detected

In September 2007, the Home Office published the first annual statistical bulletin on the latest levels and trends of crimes detected in England and Wales⁵—previously,

² HM Treasury *Meeting the Aspirations of British People—2007 Pre-Budget Report and Comprehensive Spending Review* (October 2007), page 187 et seq.

³ The publication of the plan was mentioned in a written statement made to both Houses on police grants: HC *Hansard*, 6th December 2007, cols. 86 to 94WS; HL *Hansard*, 6th December 2007, cols. WS225 to 32.

⁴ The publication of the action plan was announced in a written statement made to both Houses: HC *Hansard*, 18th February 2008, cols. 2 to 4WS; HL *Hansard*, 18th February 2008, cols. WS1 to 3.

⁵ Home Office Statistical Bulletin, *Crimes Detected in England and Wales 2006/07* (20th September 2007).

detections had been included as a chapter in the annual *Crime in England and Wales* statistical bulletin. Detected crimes means those crimes that have been 'cleared up' by the police:

Not every case where the police know, or think they know, who committed a crime can be counted as a detection. Some crimes are not counted as detected even though the offender is apprehended for another offence; and some crimes are counted as detected when the victim might view the case as far from solved.

(HOSB, *Crimes Detected in England and Wales 2006/07* (September 2007), p. 4)

In order for a crime to be counted as detected, a notifiable offence has to have been committed and recorded; a suspect has to have been identified and made aware that they will be recorded as being responsible for the crime; the offence has to have been cleared up through sanction or non-sanction detection; and the victim has to have been informed that the offence has been cleared up. Sanction detections are offences which have been cleared up through a formal sanction, for example charge, caution, penalty notice, or warning. Non-sanction detections are those offences that are cleared up, but where no further action is taken, for example because the offences, victim, or essential witness is dead or too ill.

The main points arising from the statistical bulletin are:

- There were just under 1.4 million crimes detected using sanction detections in 2006/07 and there were just over 80,000 crimes detected through other methods (non-sanction detections). For some other crimes a suspect may have been identified, but it may not have been possible to meet the definition of a detected crime under the Home Office Counting Rules.
- The proportion of recorded crimes detected by a sanction detection increased from 24 per cent in 2005/06 to 26 per cent in 2006/07. The number of sanction detections rose by five per cent.
- A further two per cent of recorded crimes were detected through non-sanction methods. The overall detection rate in 2006/07 (i.e. including sanction and non-sanction detections) was 27 per cent, as for 2005/06.
- The overall number of recorded detections in 2006/07 dropped by three per cent compared with 2005/06 figures, while the number of offences fell by two per cent.
- The decline in overall detections is partly due to a fall of more than half in non-sanction detections. This is a continuation of the trend seen in recent years in the use of these methods of clear up following local policy decisions taken by many forces in order to reduce bureaucracy. The use of non-sanction detections will be further reduced in 2007/08 by the changes in counting rules that significantly limit their use to specified offences and circumstances.

- The largest change in sanction detection rate by offence group was for violence against the person which increased from 42 per cent to 46 per cent.

(ibid, p. 1)

4. The Review of Policing

In April 2007, the then Home Secretary, John Reid, asked Sir Ronnie Flanagan, the Home Secretary's senior professional adviser on policing and HM Chief Inspector of Constabulary, to lead an independent review of the police service. According to the letter of appointment: "The police service has never been larger and has never been better resourced, but the challenges facing the service are significant and fast moving"⁶. There were four areas that the Home Secretary wanted the review to look at: (a) reducing bureaucracy; (b) neighbourhood policing; (c) enhancing local accountability; and (d) the efficient management of resources. The Home Secretary asked Sir Ronnie to publish an interim report with early recommendations by the end of August 2007, to allow a stocktake of the current position and to quickly address the challenges on reducing bureaucracy and on neighbourhood policing. The final report was to include more general observations arising from Sir Ronnie's work, and was to be published around the end of 2007.

The interim report was presented to the Home Secretary, Jacqui Smith, on 12th September 2007. The interim report contained 26 recommendations on the reduction of bureaucracy and on neighbourhood policing, as well as some initial observations on improving local accountability and managing resources. The Home Secretary responded to the interim report on 29th November 2007 by letter. In her response, the Home Secretary listed a number of actions that had already been undertaken to implement Sir Ronnie's recommendations, such as the creation of a £50m Home Office fund to help pay for the rollout of 10,000 handheld devices to enable greater use of mobile data by police officers. She went on to outline further actions proposed or begun on other recommendations, such as those on the assessment of risk; crime recording rules; activity based costing; and a volunteer police community support officers scheme. Jacqui Smith emphasised that she was particularly keen for Sir Ronnie to continue to consider proposals that would enable police officers' time to be freed-up.

The final report was presented to the Home Secretary on 7th February 2008. Sir Ronnie began his report by outlining the challenges facing policing in England and Wales in 2008: "While resources available to the police service have increased considerably, the threats and tasks the police have to manage have also considerably expanded, just as the social context in which policing is conducted has changed" (p. 4).

In relation to resources, he explained that over the last ten years, spending on police had increased by 39 percent in real terms, which had resulted in a 25 percent growth in the overall police workforce, and a ten percent increase in the number of police officers. He commented that "these additional resources have undoubtedly contributed to a significant improvement in performance, with crime falling by a third since 1997 and

⁶ *Review of Policing: Terms of Reference* (26th April 2007).

public confidence in the police, which had been falling consistently since 1982, rising since 2003/04". There were, nevertheless, challenges to overcome:

The Home Office's Comprehensive Spending Review settlement of inflation-only increases will translate to tougher police funding settlements, which will demand greater efficiency and productivity if the service is to continue to deliver high quality policing to the public. Similarly, the service must strive to increase the public's trust and confidence and to ensure that fewer people are victims of crime (especially serious crime) and, to do so, will require a performance management system which creates the right incentives for success.

(Final Report, p. 4)

He also discussed the ways in which the role of the police service has expanded and how the range of issues dealt with by the police service had become more diverse: "As public expectations have grown and policy priorities have multiplied, the service now not only takes responsibility for its 'traditional' functions, but also for many new ones, which require different skills and different ways of working". Police work now ranged, according to Sir Ronnie, from counter-terrorism and civil emergencies to child protection, the management of sex offenders in the community, anti-social behaviour, and community policing. In addition, the police now had to work in cooperation with colleagues from other agencies, public attitudes towards risk had become more acute, and greater emphasis was now being placed on the duty of care owed to the public and to police officers themselves. Sir Ronnie thought that policing was "far too important to be left to the police alone", and that it was "a public service and one that can only be effectively carried out with the support and consent of the public" (p. 5). He argued that:

Using and developing this engagement with the public is one of the most important challenges in modern policing and it is a challenge that must be met at all levels.

At the local level, the police service needs to engage with communities to understand their needs and respond to them. At the national level, it will require all of those who contribute to the public debate about policing—in political parties, in the media and within the 'policing family'—to engage in an honest discussion about the future of policing.

(p. 5)

He suggested that the impact of these challenges required a radically new approach to policing: "One option would be to match the growing complexity of modern policing by seeking to specify every outcome and control and bureaucratise every aspect and process, from the centre to the force and within the force from the chief constable to the constable, in an attempt to cover every risk and meet every demand" (p. 6). Sir Ronnie thought that such an approach failed "to acknowledge that a fundamentally different, more dynamic model is essential". He therefore set out an alternative vision in his report, based upon the idea of "the right people in the right places at the right times, doing the right things, in partnership, for the public". This would involve the redesign of the central structures which supported policing; at force level, an assessment of where officers and staff could make the biggest difference and where the greatest risks to the public lay; the reduction of bureaucracy; the development of local partnerships; and by engaging with the public to ascertain where police service targets and priorities should be.

The key question underlying this vision was how best to allocate resources between three fundamental objectives of policing: (a) the need to minimise the threats facing the public; (b) the need to reduce the harm which crime causes; and (c) the need to have contingencies in place to manage any residual risks. The report contains 33 recommendations. The key recommendations have been summarised as follows:

- Reducing the amount of information routinely recorded for many crimes while retaining extensive recording for serious crimes. It is recommended that this should be trialled in a new streamlined crime recording process across four forces—Staffordshire, Leicestershire, West Midlands and Surrey.
- An overhaul of the current stop and account process, which will mean removing the form completed by officers after stop and account situations and replacing it with a ‘receipt’ of the encounter and a verbal record on Airwave, the digital radio network used by the emergency services. This should be trialled this year.
- That the current receipt based system for stop and search remains, but is enhanced once new technology emerges.
- Adopting standardised forms as recommended in the interim report and following this over time with the implementation of mobile data technology, such as handheld computers.
- Removing the floors and ceilings from the operation of the police funding formula so that funding goes to the areas of highest need.
- That partnership working between the police and local and central government is properly integrated into mainstream policing and that the police are fully equipped to work effectively in partnership to enable them to deliver strong public protection. The successful implementation of neighbourhood policing should be used as an example of this kind of practice.
- Strengthening accountability of the police at a local level so that the public’s views are heard and their police service is responsive to their needs.
- Consideration of the options presented by the review for structural reform of accountability mechanisms.

(Home Office Police Website: Independent Review of Policing by Sir Ronnie Flanagan, <http://police.homeoffice.gov.uk/police-reform/flanagan-police-review>)

In his final report, Sir Ronnie noted that if his recommendations relating to bureaucracy were addressed, this would be equivalent to more than 3,000 additional officers (p. 7).

5. Statement on the Review of Policing

The Home Secretary, Jacqui Smith, made a statement to the House of Commons⁷ on the day of the publication of the final report of the *Review of Policing*, which was repeated in the House of Lords by the Parliamentary Under-Secretary of State, Lord West of Spithead⁸. The Home Secretary began her speech by commenting that the report was wide ranging and deserved further reflection and discussion. She believed that quick progress could be made in the reduction of bureaucracy:

Sir Ronnie is clear that freeing up police officers to do the job they came into policing to do requires more than simply removing paperwork, important though that is. It is not just about cutting requirements from the centre, important though that is, too. It requires new thinking on performance management from top to bottom of the police service; new attitudes to risk; new ways of working across the criminal justice system; and new technology to support the work of policing. I accept that challenge and we are already making progress in response to Sir Ronnie's interim report from September.

First, from this April, our new public service agreements and targets will provide greater flexibility to focus on what matters locally, on serious violence and on antisocial behaviour, and streamline the process that gets suspected criminals to court. Secondly, we are consulting on reforms to the working of the Police and Criminal Evidence Act 1984 that will reduce police bureaucracy and allow experienced officers to focus on their core roles by making better use of police staff.

Thirdly, working with my right hon. Friends the Justice Secretary and the Attorney-General, I am piloting a range of improvements to the way the police work with the courts and the wider criminal justice system. Those include virtual courts and new streamlined processes to reduce police and administrative time in preparing prosecution files. Fourthly, we are investing in new technology—including video identity parades, live scan electronic fingerprinting, body-worn cameras and the £50 million capital fund that will deliver 10,000 mobile data devices by this September—to make crime fighting more effective and to save officers' time. I want to end the days of officers having to enter details more than once on to systems that do not talk to each other.

Sir Ronnie's final report shows how we can go further and identifies further savings to the equivalent of 2,500 to 3,500 officers a year. I accept his recommendations to achieve that and I commend Sir Ronnie for his careful and measured consideration of how to reduce the bureaucracy surrounding stop and account. I agree with his proposal that we should scrap the lengthy form that officers use to record data when they carry out that critical activity.

(HC *Hansard*, 7th February 2008, cols. 1140 to 41)

In relation to Sir Ronnie's recommendations on 'stop and account' she said:

I do not underestimate the need to build community confidence in policing. We must be able to monitor the proportionality of stops, so I welcome the proposal to use airwave police radio technology to record any encounter and to ensure that

⁷ HC *Hansard*, 7th February 2008, cols. 1140 to 51.

⁸ HL *Hansard*, 7th February 2008, cols. 1215 to 28.

the simple card given out by officers to those stopped will have a phone number that they can call. We will immediately pilot this new approach to stop and account in three areas and I expect the changes to be national later this year.

As the House will know, stop and account is a very different issue from stop and search, in respect of which Sir Ronnie says that

“a more formal and comprehensive process is both proportionate and appropriate”.

I therefore welcome the work already being done by the Metropolitan police and the Metropolitan Police Authority, in co-operation with community representatives, to produce a shorter form for stop and search, which is being introduced later this month. Separately, the use of handheld devices to allow officers to input information directly and create a central record of a stop and search is cutting average time from 25 to six minutes. In view of the considerable benefits identified, I am calling on all chief constables to streamline their forms and process in the way Sir Ronnie has advocated.

Both stop and search and stop and account can be powerful tools in tackling crime, so from April we will extend police powers to tackle gang-related gun and knife crime, enabling officers to stop and search in designated areas where an act of serious violence has taken place, as well as in anticipation of serious violence.

(col. 1141)

Turning to neighbourhood policing, the Home Secretary noted:

In today’s report, Sir Ronnie celebrates the development and delivery of neighbourhood policing. Thanks to the hard work of forces and police authorities throughout England and Wales, there will be a team for every neighbourhood in April. More than 3,600 teams are now in place and 16,000 police community support officers have been recruited. Up and down the country, at public meetings and in street briefings, local communities are helping to influence their team’s priorities. Throughout March, people will be hearing more about who their local teams are and how they can contact them.

(col. 1141)

In her closing remarks, Jacqui Smith said that she had asked Sir Ronnie to report on the progress being made to reduce bureaucracy; and that the Government intended to publish a Green Paper on proposals for greater flexibility for front-line officers and staff, greater reductions in bureaucracy, strengthened local accountability, and a reformed performance management framework.

The Shadow Home Secretary, David Davis, responded by agreeing with many of the recommendations made in the final report:

It demonstrates clearly that Labour’s approach—over-centralised micro-management of the police—has failed. We have proposed an alternative approach, involving a locally controlled police force with officers on the street, free of unnecessary red tape and free to do the job of protecting the public.

Sir Ronnie has adopted a number of our ideas, including scrapping stop and account—to which the Home Secretary referred—and introducing virtual courts. Those and other common-sense measures will receive our support. But there again, we have been calling for a fundamental overhaul of police bureaucracy for years, and we have had more police reviews from the Government than we have had Home Secretaries.

Let us look at the specifics. The Home Secretary has expressed support for increased civilianisation of police functions. We introduced civilianisation 15 years ago, and we made some sensitive and positive proposals a year ago. Will the Home Secretary tell us her response to the president of the Police Superintendents Association, who said this morning that there was a limit to the scope for civilianisation in a large number of forces?

If the Home Secretary wants to make a real difference, she should simply adopt the whole Conservative agenda. She should scrap forms, starting with the stop-and-account form but including the stop-and-search form. She should slash targets—rather than just fiddling with them—and the army of auditors that goes with them. She should strengthen police powers of stop and search to respond effectively to incidents or threats of knife, gun and drug crimes, and she should reverse the health and safety rules that wrap officers in cotton wool and put the public at risk.

The Home Secretary can go further. Will she adopt our proposals to put police back on the beat, revise the Regulation of Investigatory Powers Act 2000 so that the police do not spend up to seven and a half hours filling in forms before they can stake out a known burglar's house, and restore charging discretion so that they spend less time waiting for the Crown Prosecution Service to make up its mind? Will she end 10 years of corrosive centralisation, and accept our long-standing call for locally elected police commissioners?

(cols. 1142 to 43)

He concluded his speech by saying that:

The Flanagan report is long and comprehensive, but it demonstrates two key facts: that the failure of 10 years of Labour's centralised micro-management has demoralised the police and debilitated public confidence, and that it is the Conservatives who understand what it will take to get police back on our streets, accountable to the communities that they serve.

After five—five!—studies of police bureaucratisation and 150 recommendations before this report, none of which have been implemented, will the Home Secretary please tell us when the Government will stop just talking about stronger law and order? When will they get a grip and deliver it?

(col. 1143)

The Liberal Democrat Shadow Secretary of State for Environment, Food and Rural Affairs, Chris Huhne, welcomed the review, and commented that it was in line with many of the proposals made by his party:

Civilianisation, neighbourhood policing, increased use of technology and, indeed, a single case file system for the Crown Prosecution Service and the police should all be priorities. It seems to us, however, that as there has been substantial

consensus on so many of these matters for such a long time, the real need is for action rather than recommendations. This is, to my certain knowledge, at least the fifth and perhaps the seventh review of modernisation in as many years. Sir Ronnie has suggested that the work force should be modernised over a 10-year period. Will the Home Secretary make a commitment to try to introduce some of the key changes rather more rapidly, particularly given the opportunities afforded by the retirement bulge?

(col. 1144)

Chris Huhne felt that it was “important to reduce bureaucracy without impairing the safeguards against abuse”. However, he was concerned that “in the case of stop and search, the Home Secretary has announced an extension of police powers to tackle gang-related gun and knife crime, which is not recommended in Sir Ronnie’s report and which would enable officers to stop and search in designated areas when an act of serious violence had taken place”⁹. The Home Secretary responded that:

We have evidence—such as in tackling gangs—that [the powers¹⁰] are being used effectively alongside other action to protect people from guns and gang-related crime. We proposed their extension during the passage of the Serious Crime Act 2007 so that they can be used both before and after an attack takes place. That is a reasonable and proportionate use of the stop-and-search powers, and that is what will be introduced from this spring.

(col. 1145)

Subsequently, on 25th February 2008, the Prime Minister, Gordon Brown, and the Home Secretary, Jacqui Smith, announced that every community in England and Wales would have a neighbourhood policing team by April 2008. The teams would consist of police officers and police community support officers. According to the press release¹¹, the plans include:

- A new ‘Name in Every Neighbourhood’ campaign to be run by the police over the coming weeks, which will highlight how people can contact their local team;
- A new national website, giving the public the names and numbers of their local neighbourhood policing team; and
- Working with the public to develop neighbourhood policing best practice, including ‘local contracts’ between the police and the public.

The press release quoted Gordon Brown:

We know people want more say about their community and a visible and accessible police service that deals with local problems and anti-social behaviour.

That is why we have been working with the police on a new style of policing to address local priorities, improve public confidence and make neighbourhoods safer.

⁹ For further information stop and search powers see the House of Commons Library Standard Note SN/HA/3878: 4th February 2008.

¹⁰ In other words, section 60 (as amended) of the Criminal Justice and Public Order Act 1994.

¹¹ Home Office, Press Release: 25th February 2008.

It is a major step towards a new kind of policing - one in which the citizen has real influence.

The Government have said that they will produce a more detailed response to the review in the very near future¹².

6. Other Responses to the Review of Policing

The Police Federation responded to the final report of the *Review of Policing* on the day of its publication. The Chairman, Jan Berry, said:

There is much in the report to be welcomed, as collectively many of the recommendations have the potential to release significant numbers of police officers back onto the street, and return some healthy common sense into policing.

The recommendations would also help restore police officers' discretion; something this government has been eroding through the imposition of nationally set targets.

Whilst we must be accountable for our actions, recommendations to overhaul crime recording, stop and account, RIPA and rationalise stop and search bureaucracy is to be applauded.

Cutting central targets will also allow police officers to deliver the type of policing that local communities want, and will eliminate the ridiculous arrests that officers are often compelled to make to satisfy Home Office diktats.

Rationalising the governance process will also ensure that we don't end up with a top heavy police service, with more people deciding what we should be doing, than numbers available to actually deliver.

However, as is often the case with reports of this magnitude, the devil is in the detail. There is an assumption that the workforce modernisation programme, advocating a mix of police and support staff in operational roles, provides greater efficiencies, flexibility and resilience. It is premature to reach such a conclusion as the demonstration sites are not due to commence until spring and there has been no evaluation. This government has a tendency of declaring pilots a success as soon as they launch them. This report assumes they are a success before they have even started.

I don't dispute that we have become a 'risk averse' service. Perhaps if officers received better ongoing training and there was less of a blame culture and or a witch hunt if they make genuine mistakes or errors, then the 'risk aversion' trend may just turn.

(Police Federation, Press Release: 7th February 2008)

¹² HL *Hansard*, 12th March 2008, col. 1513.

One month after the publication of the final report, the Chief Executive of the National Policing Improvement Agency, Peter Neyroud, wrote to Sir Ronnie setting out his organisation's reaction to the final report. He said that the report highlighted areas of policing that needed to be addressed to achieve public confidence in the police service and policing. He particularly noted Sir Ronnie's comments on:

- The need for greater standardisation in processes (and the associated impact of this on national ICT programmes).
- Your general desire to see better skilled and developed police officers/police staff.
- The insight given to threat, harm and risk. I share your view that a better, more intelligent understanding of these factors should have a much stronger influence on many strategic decisions in policing.

(National Policing Improvement Agency, *Letter to Sir Ronnie Flanagan*, 7th March 2008)

7. Select Bibliography

Review of Policing

Sir Ronnie Flanagan, *The Review of Policing—Interim Report* (September 2007).

Sir Ronnie Flanagan, *The Review of Policing—Final Report* (February 2008).

Government

HM Treasury, *Meeting the Aspirations of the British People—2007 Pre-Budget Report and Comprehensive Spending Review* (October 2007).

Home Office, *Cutting Crime—New Partnership 2008–11* (July 2007).

Home Office, Ministry of Justice, Attorney General's Office, *Working Together to Cut Crime and Deliver Justice—Strategic Plan for 2008–2011* (November 2007, Cm 7247)

Home Office, *Modernising Police Powers—Review of the Police and Criminal Evidence Act (PACE) 1984: Consultation Paper* (March 2007).

Home Office, *Review of the Police and Criminal Evidence Act (PACE) 1984: Summary of Responses to the Public Consultation Exercise* (July 2007).

Home Office, *National Community Safety Plan 2008–11* (December 2007).

Home Office, *Saving Lives. Reducing Harm. Protecting the Public—An Action Plan for Tackling Violence 2008–11* (February 2008).

Home Office Statistical Bulletin, *Crime in England and Wales 2006/07* (July 2007).

Home Office Statistical Bulletin, *Crime Detection in England and Wales 2006/07* (September 2007).

Ministry of Justice, *Strategic Plan for Reducing Re-offending 2008–11: Working in Partnership to Reduce Re-offending and Make Communities Safer—A Consultation* (March 2007).

Ministry of Justice, *Review of the Police and Criminal Evidence Act (PACE) 1984: Summary of Responses to the Public Consultation Exercise* (July 2007).

Prime Minister's Strategy Unit, *Building on Progress: Security, Crime and Justice* (March 2007).

Privy Council, *Privy Council Review of Intercept as Evidence* (January 2008).

House of Lords Library

House of Lords Library Note, *Criminal Justice and Immigration Bill* (HL Bill 16 of 2007–08), LLN 2008/001: 17th January 2008.

House of Commons Library

House of Commons Library Standard Note, *Crime*, SN/SG/2617: 6th March 2008.

House of Commons Library Standard Note, *Crime: International Comparisons*, SN/SG/2618: 11th January 2008.

House of Commons Library Standard Note, *Police Funding*, SN/SG/2616: 6th March 2008.

House of Commons Library Standard Note, *Police Numbers*, SN/SG/2615: 11th January 2008.

House of Commons Library Standard Note, *Police Pay*, SN/BT/4139: 5th February 2008.

House of Commons Library Standard Note, *Police Stop and Search Powers*, SN/HA/3878: 4th February 2008.

House of Commons Library Standard Note, *Police Officer Strength*, SN/SG/634: 17th September 2007.

House of Commons Library Standard Note, *Retaining DNA and Fingerprints*, SN/HA/4049: 5th July 2007.

Other

Ed Cope, 'Modernising Police Powers—Again', in *Criminal Law Review*, December 2007, pp. 934 to 948.

Tom Gash, *The New Bill: Modernising the Police Workforce* (February 2008), Institute for Public Policy Research.

Barry Loveday, Jonathan McClory, *Footing the Bill* (2007), Policy Exchange.

Jonathan Wolff, 'Crime and Punishment' (March 2008), in *Prospect Magazine*, issue 114.

