

PREM 19/1886



Lic Policy

POLICE

Part 1

(Met. Police Pub's in folder at rear)

January 1983

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
<del>24.1.83</del>		<del>20.11.85</del>					
<del>8.2.84</del>		<del>21.11.85</del>					
<del>13.2.84</del>		<del>28.11.85</del>					
<del>19.3.84</del>		<del>3.12.85</del>					
<del>14.4.84</del>		<del>6.12.85</del>					
<del>18.4.84</del>		<del>12.12.85</del>					
<del>24.4.84</del>		<del>13.12.85</del>					
<del>2.7.84</del>		<del>8.1.86</del>					
<del>14.11.84</del>		<del>14.1.86</del>					
<del>21.1.85</del>		<del>23.1.86</del>					
<del>28.1.85</del>		<del>30.1.86</del>					
<del>1.3.85</del>		<del>5.2.86</del>					
<del>14.85</del>		<del>12.2.86</del>					
<del>29.5.85</del>		<del>18.2.86</del>					
<del>10.6.85</del>		<del>11.3.86</del>					
<del>2/6/85</del>		<del>19.</del>					
<del>20.6.85</del>		<del>27.3.86</del>					
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<del>22.10.85</del>		<del>26.3.86</del>					
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<del>18.11.85</del>							
<del>19.11.85</del>							

PREM 19/1886

Part Ends



1 met. Police pub location  
in folder attached at rear.



PART 1 ends:-

LST Go Home Sec 27/3/86

PART 2 begins:-

Home Sec Go LST 8/4/86



## Published Papers

The following published paper(s) enclosed on this file have been removed and destroyed. Copies may be found elsewhere in The National Archives.

Crime and Police Effectiveness  
Home Office Research Study No. 79  
Ronald V. Clarke and Mike Hough  
Printed by HMSO ISBN 011 340773 4

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Signed



Date

14/10/2014

**PREM Records Team**



CONFIDENTIAL



Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Douglas Hurd CBE MP  
 Home Secretary  
 Home Office  
 50 Queen Anne's Gate  
 London  
 SW1

Dear Douglas,

**POLICE MANPOWER**

Thank you for your letter of 11 March.

Your proposals affect both 1986-87 and subsequent years, and while I recognise that they are presented as a single package, I think they raise rather different issues and I should like to deal with them separately.

As regards 1986-87, it was only last month that we announced an increase in police specific grant to 51 per cent. One of the reasons you adduced publicly for that increase was to give police authorities an incentive to keep police forces up to strength. I think there are risks entailed in following that announcement so quickly with a further announcement of increased establishments, while police forces are still some 1,700 below establishment.

Moreover, apart from the Metropolitan Police, for whom the extra staff you propose could be contained within the recently agreed and announced cash limit of £851.8 million, there are practical difficulties for other police authorities.

They will not have made provision for the increases in their spending plans for 1986-87. They have already set their precepts and they no longer have the power to make a supplementary precept. Although additional expenditure on the police would attract 51 per cent police grant, it would cause the authorities - and particularly

*One Minute*

*The three other minutes  
 is attached. This is a*

*27 March 1986*

*petty dusty  
 response, which  
 Mr Hurd  
 will wish  
 to challenge*

*MS*

CONFIDENTIAL



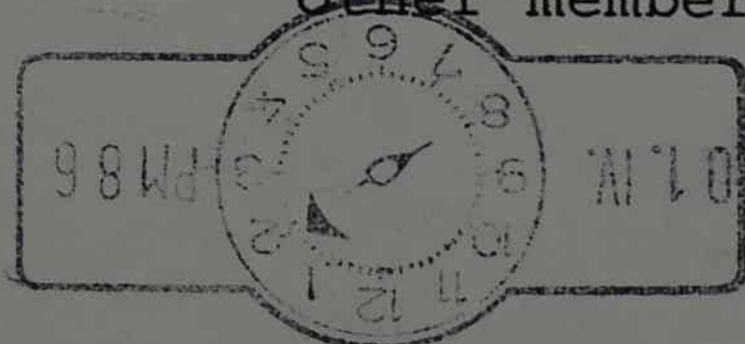
the Joint Boards - to lose block grant. So if they are to spend more on the police they will have to squeeze spending elsewhere or dip into their balances. There may be some scope for the shire counties to do this, though there are all sorts of other pressures on their spending. We have no mechanism for ensuring that they do divert resources to the police. This last point, of course, applies to all police authorities in Scotland. But I do not see how you would propose to allow the Joint Boards to finance an increase in their spending. They cannot reduce their spending on other services, nor can they increase their precepts. I should be interested in any comments Kenneth Baker may have on the points.

My further concern is the signal to local authorities in 1986-87. The prospect is for a very large overspend in 1986-87, which will constitute a substantial claim on the Reserve. To urge authorities to increase their spending at the same time as overspending on that scale emerges could damage the credibility of our public expenditure plans.

Any increase in manpower in 1986-87, including that for the Metropolitan Police, will require additions to provision in later years, even before we consider further additions to manpower in those years. You will have now seen letters from Nicholas Ridley and Kenneth Baker expressing concern that decisions on police manpower for 1987-88 and beyond should be made now and in isolation, in effect pre-empting the decisions on local authority expenditure which we will make in the Summer. I share that concern. The sums involved are considerable - the manpower increases for police and magistrates courts alone would add £39 million, £60 million and £81 million to the baseline in each Survey year. This is before taking any account of likely police pay settlements which would add much greater amounts to police provision. I do not think that it would be right to agree now to such substantial additions before we have even considered the general picture on other colleagues' services.

I gather that our officials are to discuss in more detail the merits of the case for the increases in establishment you propose. Officials are also still due to report back to E(LA) on ways of ensuring that local authorities do take account of government priorities for police spending. While I understand your desire for an early announcement I believe that we should wait for the report and for our general E(LA) discussions before committing ourselves for the entire Survey period. We will then be able to make it clear to local authorities how our policies on the police fit with our overall strategy on local authority expenditure.

I am copying this letter to the Prime Minister, the other members of E(LA) and to Sir Robert Armstrong.



Yours ever,  
John

JOHN MacGREGOR



NOTE FOR THE FILE

26 March 1986

POLICE MANPOWER

	<u>1985</u>	<u>Up since</u> <u>1979</u>
National Police Manpower (England & Wales)	120,791	+9,298
Civilian	<u>39,403</u>	<u>+4,773</u>
Total Police Manpower	160,194	+14,071
Establishment	122,800	
	<u>45,300</u>	
Total	167,800	
Metropolitan Police Manpower	26,870	
Civilian	<u>13,168</u>	
Total	43,038	+5,976

HB.

HARTLEY BOOTH



~~CONFIDENTIAL~~

*cgba*



2 MARSHAM STREET  
LONDON SW1P 3EB  
01-212 3434

My ref:

Your ref:

*Prime Minister 2*

*JRS*

25 March 1986

*Im Mm*

*26/3*

*mb*

POLICE MANPOWER

*at Her*

I have seen a copy of Douglas' letter to you of 11 March.

I fully appreciate his concern that the police should have sufficient resources and manpower at their disposal to enable them to deal adequately with the many problems which they must face: these are important matters to us all.

However, I think it would cause considerable difficulty if we were to start taking decisions about provision for the police outside of our consideration of overall local authority expenditure later in the year. Increased provision for the police would of course attract police grant and there would therefore be consequences for AEG and rate levels in 1987 and 1988 in what Douglas is proposing. We will need to consider these most carefully at the appropriate time.

As Douglas mentions, E(LA) has commissioned further work by officials on long term options for financing the police and I too very much hope that sufficient progress will be made to enable this to be taken into account in our discussions on the 1986 round.

I am sending copies of this letter to the Prime Minister and the other members of E(LA) and to Sir Robert Armstrong.

KENNETH BAKER

~~CONFIDENTIAL~~



POLICE PONY 1/83







DEPARTMENT OF TRANSPORT  
2 MARSHAM STREET LONDON SW1P 3EB

01-212 3434

The Rt Hon John MacGregor OBE MP  
Chief Secretary to the Treasury  
HM Treasury  
Treasury Chambers  
Parliament Street  
LONDON SW1P 3AG

*Prime Minister<sup>2</sup>  
The opening  
stroke in this year's battle.*

19 March 1986

*DLW  
21/3.*

*DW.*

*Dear John*

POLICE MANPOWER AND IN-SERVICE TRAINING FOR TEACHERS

I have seen copies of Douglas Hurd's and Keith Joseph's letters of 11 March to you, about additional expenditure and grant requirements for the police and in-service teacher training. I am sure that both, especially an increase in police manpower, are important, and I support them.

We have not, however, yet come to any decision about the size of the total local authority expenditure provision for 1987/88, which is to be discussed collectively in E(LA). I would not be able to accept that extra expenditure in either case should be at the expense of provision for other local government services. That applies to future years as much as to 1987/88. I fear I can see no scope for any compensating reductions in the transport subheads. For the largest one - road maintenance - the results of our latest Road Condition Survey just made public show a depressing deterioration in the condition of local authority roads, and the extra programme of bridge strengthening required to meet European commitments on lorry weights will be expensive. I intend to continue the reduction in expenditure in Metropolitan areas on public transport and concessionary fares by means of the ELs; but you will recall that in 1986/87, expenditure by the Transport Joint Boards in excess of their GRE total is being met from the Reserve. I am sure that other spending colleagues also face considerable difficulties.

I am similarly concerned about the impact on the use of AEG. You drew attention in your letter of 11 March to the diversion of resources within an (unfixed) total of AEG that would be brought about by the increase in Education Support Grant. That was only a small grant



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sum, and I had no objection to it. The grant aspects of increased police expenditure are being studied by officials in advance of further discussion in E(LA), and the AEG implications of the new in-service teacher training grant are, I understand, not yet decided. But it would concern me if you wished to insist that this too, and any increased police grant, should be subtracted from a notional AEG total to the detriment of Block Grant or the amounts for other specific and supplementary grants. I am writing to you separately about arrangements for setting the TSG total, following the difficulties I described at the last meeting of E(LA).

I am sending a copy of this letter to the Prime Minister, the Lord President, other members of E(LA) and (H), to David Young and to Sir Robert Armstrong.

*Yours  
Nicolas*

NICHOLAS RIDLEY

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cyBG



QUEEN ANNE'S GATE LONDON SW1H 9AT

Prime Minister 2

DLW

13/3

11 March 1986

Dear John,

POLICE MANPOWER

As you know, I have been conducting a review of police manpower in England and Wales, following events in the autumn and our undertakings that the police service should have the manpower and equipment it needs.

As a result of this review it is clear to me that there is a need for a substantial increase. Police manpower has grown significantly since 1979, but there is now provision in our spending plans for only a small further increase in 1986/87 and for none at all thereafter.

In the Metropolitan Police, I have concluded that the headquarters branches need around 550 more men, largely to deal with the increase in drug trafficking and other organised crime, and in the terrorist threat. Manpower on divisions is needed above all in order to increase the police presence on the streets: the force cannot at present provide an adequate response to incidents or an adequate presence at places where and at times when criminal activity or hooliganism regularly occurs. I consider that the present level of service is unacceptably low. The Commissioner of Police has said publicly that he thinks divisions need over 3,500 more officers. I do not accept that figure, but I am satisfied that well over 1,250 more officers are needed on divisions - more, certainly, than the force could expect to recruit in the PES period. I estimate the gross need of the force as a whole over the next four years as at least 1,800 police officers. Of this number, the force reorganisation will provide 200 in total; and civilianisation (if the civil staff ceiling is increased by 150 annually from 1986/87 to 1989/90) will release 100 officers a year - 400 in all. These figures result from studies which my officials have undertaken with the Metropolitan Police, and full details are of course available.

The Metropolitan Police already have authority for an increase of 50 police officers and 43 civilians in 1986/87. I would like to authorise an increase of a further 300 police officers and 107 civilians in that year (who would be recruited in and after the autumn, and the part-year cost of whom would be found from off-setting savings within the cash limit we have already agreed), and a further 300 police officers and 150 civilians in each of the years 1987/88 - 1989/90 inclusive.

The Rt Hon John McGregor, OBE., MP.

/over...

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As to the provinces, HM Inspectors of Constabulary advise that the gross additional need is likely to be of the order of 2,500-3,000 police posts in the next four years. They are needed mainly to increase preventive patrol strengths and so meet increasing public concern over disorder and hooliganism. In addition, HM Inspectors estimate that there is a need for 1,200 police civilians, of whom some 500 would replace police officers. An increase of 150 staff in the magistrates' courts service should enable a further 150 police officers to be released. 430 of the police posts are likely to be needed in 1986/87, leaving an assessed need of, say, 1,500 police posts and 1,200 civilians, excluding magistrates' courts staff, phased evenly over the PES period after 1986/87.

I attach a table showing the complete programme which I propose.

As I have indicated, no additional expenditure would occur in 1986/87 if the Metropolitan Police establishment were to be increased in that year by a further 300 and the civil staff ceiling by a further 107, though the increases would, of course, have to be funded for 1987/88 and later years. It is possible, but by no means certain, that the 430 additional provincial officers for 1986/87, if authorised fairly late in the year, could be accommodated within existing PES provision for that year. But here again the increases would have to be funded for 1987/88 and later years, and there might be a call on the reserve in 1986/87.

In broad terms, the cost of the whole programme would be about £30 million extra in 1987/88; £50 million in 1988/89; and £70 million in 1989/90. This is, of course, in addition to the large PES bids which will be necessary to make provision for inflation and police pay.

As you know, I am anxious that in authorising the police to increase manpower we should not relax our pressure on them to provide value for money. I would propose to monitor progress in the Metropolitan Police closely, in order to establish that the additional manpower is in fact being allocated as planned and is being used to the best advantage, and that the targets for the release of officers for operational duties by the force reorganisation and by civilianisation are being met. I shall call for a formal report from officials on these matters each February, and I shall make it clear to the Commissioner that each annual tranche of increases will be approved only if I am satisfied with the progress shown in that report.

So far as the provinces are concerned, the existence of provision in Government expenditure plans would not, I need hardly say, create an automatic entitlement to establishment increases. I would continue to consider applications from police authorities on their merits, in the light of an up-to-date assessment of need and of the effect of any previous increases, taking full account of the scope for redeployment and other efficiency measures, and I would continue to use my power of approving establishments in order to promote efficiency. I also, of course, have to be assured that police authorities will provide their share of the necessary finance.

Increases in police manpower may have an effect on other parts of the criminal justice system. I would propose to monitor this carefully. It is difficult to foresee what the precise effects, if any, will be. There is not a simple mechanical link between police strength and other variables such as the number of prosecutions and the prison population. Accordingly I am not at this stage seeking matching increases in non-police resources.



I hope that you will feel able to agree to my proposals. I think that there are powerful arguments, both on the merits and presentationally, for announcing the whole of the programme (i.e. up to the end of 1989/90) as a single package, rather than taking it year by year. This would introduce some welcome stability into the police manpower scene in the medium term. A clear view of the future prospects would also make it easier for chief officers, especially the Commissioner, to pitch their recruitment at the right level and would put them in a better position to plan the most effective deployment of additional manpower. Presentationally, the political impact of a comprehensive announcement would obviously be far greater than one which looked only one year ahead. I consider that we need to make a strong announcement, both to show that we are responding to public concern about crime, and to improve police morale which, especially in London, was given a sharp jolt by the recent disorders. If our plans come out in dribs and drabs we shall be under continuous pressure to do more. A clear and early announcement would put us in a very strong position with our own supporters, and with the Labour Party, which has shown signs of exploiting in an opportunistic way the public desire for more policemen.

I would like to make an announcement before Easter if possible. I understand the difficulties of anticipating PES in this way. But the Prime Minister's remarks at Blackpool generated expectations that we would reach rapid conclusions on police manpower, and this sense of urgency was carried over into the reviews which I set in hand. Our position would become increasingly difficult to explain and justify if an announcement had to be held back. An early announcement, in advance of the provisional announcement in July of the main components of the RSG settlement, would also have the advantage that the signal given to local authorities on that occasion would not be weakened.

Even without any increases in manpower I remain, as you know, of the view that there would have to be some easement, in relation to the police service, of the general downward pressure on local government expenditure before we could confidently expect local authorities to increase their own spending on the police to match central Government plans. The recent increase in the rate of police grant to 51 per cent was a useful interim measure to meet the immediate difficulties, primarily those of the new joint police authorities in the metropolitan areas, but it was not, of course, intended to solve the longer term problems. The way forward on this is the further work which E(LA) has commissioned on long-term options for improving the incentives for police authorities to maintain or increase police spending and I hope that it will be possible to make early progress on this work. I have instructed my officials accordingly.

I am sending copies of this letter to the Prime Minister and the other members of E(LA), and to Sir Robert Armstrong.

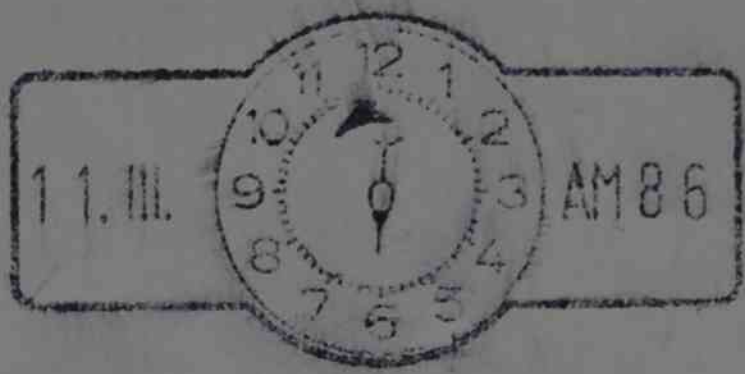
Yours,  
Douglas




PROPOSED MANPOWER INCREASES

	<u>1986/87</u>	<u>1987/88</u>	<u>1988/89</u>	<u>1989/90</u>	<u>TOTAL</u>
<b>METROPOLITAN POLICE</b>					
Police	300	300	300	300	1,200
Civilians	107	150	150	150	527
<b>PROVINCIAL FORCES</b>					
Police	430	500	500	500	1,930
Civilians	-	400	400	400	1,200
MAGISTRATES' COURTS' STAFF	-	100	50	-	150
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	837	1,450	1,400	1,350	5,307
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>







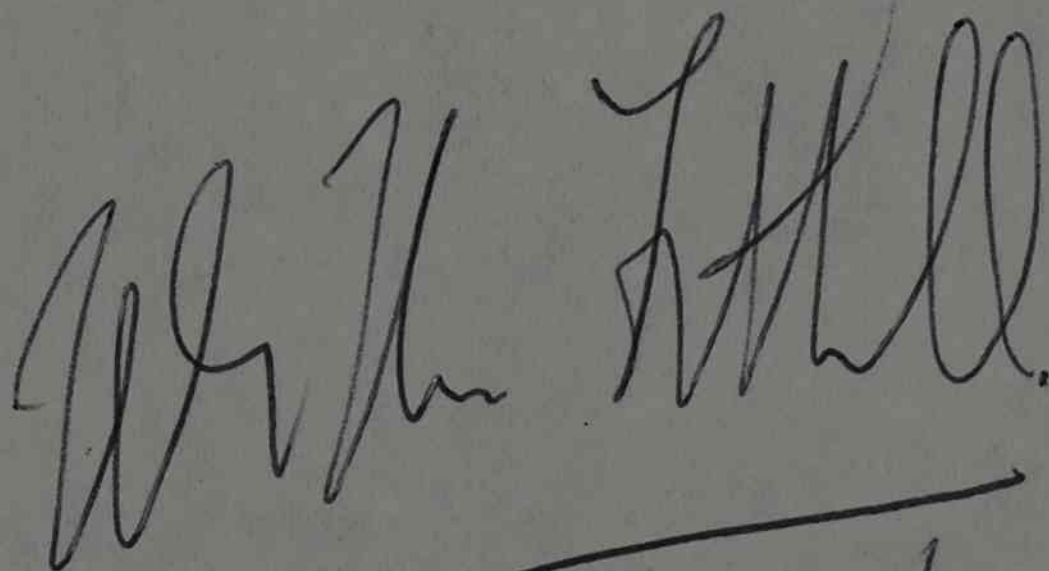
On the basis we agreed. It still  
leaves some questions  in my mind!

With the Compliments

of the

PRIVATE SECRETARY

Home Office  
Queen Anne's Gate  
SW1 9AT



20/2





Mr Boys Smith

cc Mr Pike

SJS

SJS may like to see this before Questions tomorrow.  
It is not inconsistent with the notes on Supplementaries 9  
submitted (which were of course agreed with the Finance Department)

Mr Angel

Mr Hilary 19/2/86

cc Miss Stewart  
Mr Partridge  
HMCIC  
Mr Hilary ✓  
Mr Wasserman  
Mr Bubbear  
Mr Abbott  
Mr Dance  
Miss Goose  
Mr Harding  
Mr Hayzelden  
Mr Mower

POLICE GRANT

You copied to me your minute of 12 February to Mr Abbott about the opportunities which flow from the decision to increase police grant to 51%; and you may have seen Mr Boys-Smith's minute of 13 February to Mr Hilary about the need to take full public advantage of the increase. It prompts me to enter a note of caution about what that increase may reasonably be said to facilitate.

2. By way of background, I should say that the Association of County Councils and the Association of Metropolitan Authorities have expressed criticism of what they describe as the contradictory messages from Central Government about the implications of the increase. It is perhaps not surprising that, on such a complex subject, the press reports on 12 February, the day after the Home Secretary's announcement, gave the misleading impression that the Government had increased the provision it had made for total expenditure on the police. The true position, of course, is that the Government has increased its own contribution to that expenditure in order to prevent cuts that might otherwise have been made by authorities faced with making high demands on their rate-payers. What has happened, as was reflected in the announcements on 12 February by Mr Baker and Mr Edwards, amounts to a planned shift in the balance of funding as between central and local government, rather than a planned increase in total expenditure.



4. I think the message we must seek to convey is:

(i) £51M is an estimate of the total additional grant (£29M police grant, £22M block grant) which will be paid to all local authorities as a result of the 2 decisions:

(a) to increase police grant to 51%, and

(b) to compensate for the consequent block grant losses which might otherwise arise for non-police authorities. The figure for block grant assumes that police authorities in shire counties will spend at the 1986/87 RSG Settlement assumption ie 3.4% above 1985/86 budgets; that the joint boards will spend at the level implied by the precept maxima now set; and that the Metropolitan Police will spend at their cash limit.

Outturn is unlikely to match these estimates precisely and the eventual grant totals are likely to be rather different. We should therefore emphasise the 2 key decisions, and use the figures in support of rather than in substitution for them.

(ii) Both police grant and block grant are sources of funding for local authority expenditure. The grant changes do not alter the Government's view of what the underlying local authority expenditure in general or police expenditure in particular should be; the planning totals and manpower assumptions remain as set out in the January 1986 Public Expenditure White Paper. The true position is that we are increasing support for police expenditure in order to enable the plans to be realised, rather than changing the plans themselves.



(iii) We acknowledge that some police authorities may as a result of the increases in grant set higher budgets rather than reduce their demands on rate-payers. That is a matter for local decision. Those police authorities must realise that, if they do spend more, police grant increases will be partly offset by block grant losses. And we shall be expecting the joint boards to set precepts below the maxima authorised before the grant changes.

(iv) The key to what I suggest we may properly say is that we can pray the 51% in aid in encouraging expenditure on items covered by the 1986/87 RSG Settlement ie about 1,000 additional officers above the September 1985 level, including 240 officers for drugs wings, but not in regard to further growth or new policy initiatives. It is also legitimate to mention it in the context of operational peaks such as Party Conference Security and policing Stonehenge, but we need to be on guard against exaggerating its proportionate contribution to the cost of those operations.

5. I appreciate the desire to present the grant changes in the most favourable possible light, but, as well as having regard to the true position, we also need to bear in mind the forthcoming approach to colleagues about volume growth.

6. Finance Division 1 is looking urgently at the level of CPS contribution and will be in touch with Police Department.



18 February 1986

J F HALLIDAY





10 DOWNING STREET

Prime Minister ✓

This agreement aims  
to ensure that the joint boards  
will be able to support the  
police properly without running  
the rate and penalty problems,  
and without creating  
losses elsewhere (eg education).

DHS  
12/2





*WBB*  
*Princ Minter 2*

*DRN*  
*12/2*

Treasury Chambers, Parliament Street, SW1P 3AG

Stephen Boys-Smith Esq  
 Private Secretary to the Home Secretary  
 Home Office  
 50 Queen Anne's Gate  
 London  
 SW1H 9AH

11 February 1986

*Dear Stephen*

**POLICE EXPENDITURE**

Following our various conversations today this letter is to confirm that subject to the points made below, the Chief Secretary is prepared to see the rate of police grant set at 51 per cent in Great Britain in 1986-87, and block grant increase by £22 million in England and by £1 million in Wales.

The Chief Secretary agreed to these proposals on the basis that

- (a) in the case of the Metropolitan Police, the funds will be used to reduce the precept and that there will no change in its cash limit;
- (b) your Secretary of State would seek to ensure that the new police joint authorities in the metropolitan areas use the additional grant to reduce their precepts below the maximum levels proposed while budgetting to spend at the level envisaged in the EL;
- (c) your Secretary of State will not seek a subsequent in-year increase in police GRES to take account of any increase in police pay;
- (d) your Secretary of State will take in to account the additional funding being agreed now in considering police manpower and resources generally.

*a*  
*Tuesday,*  
*yesterday.*  
 The Chief Secretary is content for an announcement of the increased grant to be made this afternoon in the terms that we agreed (copy attached).

I understand that officials in the Treasury and the Scottish Office are discussing whether any change in guidelines or penalties would be justified in Scotland.



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I am copying this letter to Joan McNaughton (Lord President's Office), Robin Young (Environment), the Private Secretaries of other members of E(LA) and Michael Stark (Cabinet Office).

*Yours sincerely*  
*Richard Broadbent*

RICHARD BROADBENT

CONFIDENTIAL



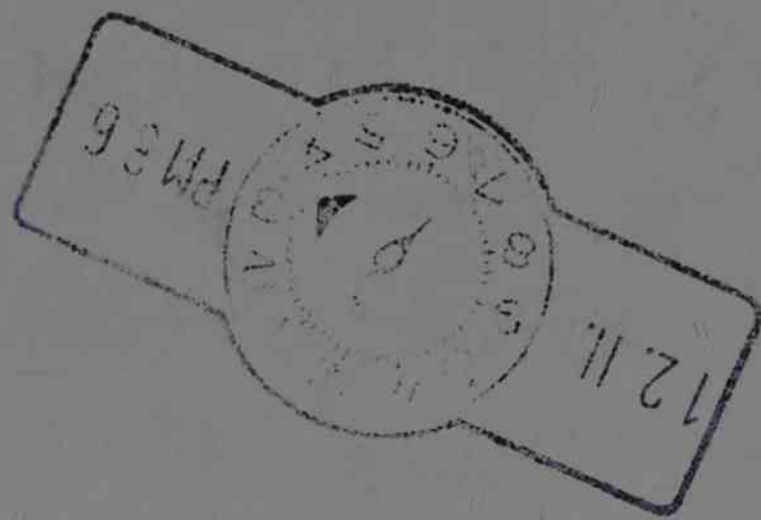
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002/112

I have received representations from a number of police authorities about various aspects of police expenditure. In view of the increasing demands on the police service, particularly the need to counter drug abuse, public disorder and terrorism, I intend to increase the proportion of police expenditure met by central Government through police grant from 50 per cent to 51 per cent in 1986-87. My Rt Hon Friend the Secretary of State for the Environment will be making a further £22 million of block grant available. Under the block grant system this should ensure that all police authorities receive an increase in grant and there is no loss of grant to other authorities. This will help all police authorities in England and Wales to meet these demands without placing too great a burden on the ratepayers. It will enable the joint police authorities in the metropolitan areas to provide the level of service implied by their expenditure levels and I look to them to do so. At the same time they will be able to make precepts below the maximum levels which I have set or proposed.

CONFIDENTIAL







From: THE PRIVATE SECRETARY  
**CONFIDENTIAL**



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

7 February 1986

*no*  
*Dear Joan*

*N BDN*

**POLICE EXPENDITURE**

... I attach a note which officials have proposed, in consequence of the E(LA) discussion yesterday, as a basis for further discussion on Monday.

I am sending copies of this letter and its enclosure to the Private Secretaries to the Prime Minister, other members of E(LA) and Sir Robert Armstrong and to Anthony Langdon and Dennis Walker in the Cabinet Office.

*Yours ever*  
*W R Fittall*

W R FITTALL

Miss Joan MacNaughton

**CONFIDENTIAL**



# CONFIDENTIAL

E.R.

## POLICE EXPENDITURE

### Note by officials

In accordance with the conclusions reached by E(LA) on 6 February, officials of the Treasury, the Home Office and the Department of the Environment have considered the feasibility and implications of increasing the rate of police specific grant to 51% or 52% with effect from 1 April 1986.

2. The rate of police grant, which in its present form dates from 1920 and has remained at 50% since then, is determined by statutory instrument made under section 31 of the Police Act 1964, currently the Police (Grant) Order 1966 (SI 1966 No.223).

3. The increase in aggregate Exchequer grant (AEG) in 1986/87 consequent on an increase in police grant to 51% (or 52%) would be £32-35m (or £64-70m) in Great Britain, depending on the out-turn of police expenditure.

4. If AEG were increased by those amounts and if police expenditure net of specific grant were reduced (ie if gross police expenditure remained the same), the effect on local authorities would depend on whether grant related expenditure (GRES) remained fixed or were changed. The effect on local authorities in England, and on the joint police authorities in metropolitan areas, is shown in Tables I and II attached. A technical note by the Department of the Environment is also attached.

5. As to the implications for public expenditure and hence for the call on the reserve, officials have assumed that the Metropolitan Police cash limit would not be increased above the figure recently agreed by the Home Secretary and the Chief Secretary, and that the joint police authorities would not increase their expenditure above what it would otherwise have been. The increase in public expenditure would then depend on the extent to which shire counties used the extra money to increase expenditure or to reduce precepts. If they spent none of it, public expenditure would not increase at all. If they spent all of it, public expenditure would increase by about half the increase in AEG.



# CONFIDENTIAL

E.R.

6. The RSG system in Wales is virtually the same as that in England, and an increase in police grant would have similar effects. A different system operates in Scotland, where there is no equivalent of block grant pressures linked to GREs. Increases in police grant would feed directly through as cash to police authorities without affecting their guidelines or their penalties (assuming they left spending unchanged).

7. Officials conclude that it would be feasible to increase the rate of police specific grant to 51% or 52% with effect from 1 April 1986, and that this change would have no technical implications other than those referred to above and in the Department of the Environment's technical note. The consequences for 1987/88 would need to be taken into account in discussions on the RSG settlement and in the light of Ministers' further consideration of E(LA)(86)1.

Home Office  
Queen Anne's Gate

7 February 1986

# CONFIDENTIAL



CONFIDENTIAL

E.R.

TABLE 1

Change in local contributions (England) (in pence on the precept)

	Grant 51%		Grant 52%	
	GREs fixed	GREs reduced	GREs fixed	GREs reduced
(a) <u>Authorities with police functions</u>				
Joint police authorities in metropolitan areas	- 0.9	- 0.3	- 1.7	- 0.6
Metropolitan Police	- 1.0	- 0.3	- 1.9	- 0.6
Shire counties	- 0.2	- 0.4	- 0.4	- 0.8
(b) <u>Authorities without police functions</u>				
Shire districts	0	0	+ 0.1	0
Metropolitan districts (outside London)	+ 0.3	- 0.1	+ 0.6	- 0.3
Inner London boroughs	0	0	+ 0.1	0
Outer London boroughs	+ 0.2	0	+ 0.4	- 0.1

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TABLE 1 (cont'd)

Change in total grant (England) (in £m)

	Grant 51%		Grant 52%	
	GREs fixed	GREs reduced	GREs fixed	GREs reduced
(a) <u>Authorities with police functions</u>				
Joint police authorities in metropolitan areas	+12.129	+ 3.926	+23.563	+ 7.846
Metropolitan Police	+17.459	+ 5.455	+34.932	+10.907
Shire counties	+ 8.489	+16.694	+17.379	+33.386
(b) <u>Authorities without police functions</u>				
Shire districts	- 1.63	+ 0.952	- 3.208	+ 1.906
Metropolitan districts (outside London)	- 4.422	+ 1.997	- 8.699	+ 3.999
Inner London boroughs	- 0.421	+ 0.065	- 0.829	+ 0.13
Outer London boroughs	- 1.806	+ 0.263	- 3.553	+ 0.527



TABLE II

Change in local contributions (joint police authorities in metropolitan areas)  
(in pence on the precept)

	Grant 51%		Grant 52%	
	<u>GRGs fixed</u>	<u>GRGs reduced</u>	<u>GRGs fixed</u>	<u>GRGs reduced</u>
Greater Manchester	-1.0	-0.3	-1.7	-0.5
Merseyside	-1.2	-0.3	-2.4	-0.5
South Yorkshire	-0.8	-0.3	-1.6	-0.5
Northumbria	-0.6	-0.3	-1.3	-0.6
West Midlands	-0.7	-0.3	-1.3	-0.6
West Yorkshire	-0.9	-0.3	-1.8	-0.5

Change in total grant (joint police authorities in metropolitan areas) (in £m)

	Grant 51%		Grant 52%	
	<u>GRGs fixed</u>	<u>GRGs reduced</u>	<u>GRGs fixed</u>	<u>GRGs reduced</u>
Greater Manchester	+3.107	+0.858	+5.541	+1.715
Merseyside	+2.237	+0.496	+4.476	+0.991
South Yorkshire	+1.102	+0.364	+2.177	+0.727
Northumbria	+1.042	+0.466	+2.085	+0.931
West Midlands	+2.671	+1.171	+5.345	+2.340
West Yorkshire	+1.968	+0.571	+3.938	+1.142



POLICE EXPENDITURE

1. This is a technical note explaining the effect of increasing police specific grant to 51% and 52%. It assumes that AEG is increased in step, and that there is no overall reduction in block grant, but tests two different assumptions on police provision.

2. The attached tables give the exemplifications. These show the effect of increasing grant to 51% (table A) and 52% (table B). This is equivalent to increases of £32.3m and £64.6m respectively in Great Britain if authorities spend at the level assumed in the settlement. This could rise to £35m and £70m respectively if allowance is made for the effect of the police pay award and a higher than planned increase in expenditure.

3. For each of these grant levels, two separate assumptions are shown on police provision. In the first case, it is assumed that provision net of specific grant is unchanged. This implies that the higher grant is matched by an equivalent increase in expenditure compared with the settlement. With this assumption police GREs are unchanged. The second assumption is to keep overall police provision the same as in the settlement and to reduce provision net of specific grant by the proposed increase in specific grant. With this assumption police GREs will be reduced.

4. Under either arrangement, there are small changes in block grant for all authorities because of interactions between various block grant mechanisms. These are unavoidable.

5. With GREs unchanged, police joint boards and Met Police gain both specific grant and block grant (lower net expenditure means higher block grant). For the police joint boards on a 51% rate, gains range from £3.1m in Greater Manchester to £1.04m in Northumbria. All other authorities lose block grant including shire counties because police expenditure is a small proportion of their total expenditure. Shire counties gain more from increased specific grant than they lose through block grant. Shire districts lose £1.6m, met districts £4.4m, outer London boroughs £1.8m and inner London boroughs £0.4m. These losses could be prevented by increasing the block grant total by £21.5m in addition to specific grant increase.

6. With GREs reduced. Police joint authorities and the Metropolitan Police lose block grant because their GREs have reduced, indicating a lower need for block grant. This partly offsets the specific grant increase. For the police boards on a 51% rate, gains would vary from £1.17m in West Midlands to £0.36m in South Yorkshire, with Merseyside getting less than £0.5m. The block grant lost to the Met and the police joint boards, is redistributed to all authorities as an equal poundage (in the same way as flow-back under close-ending).



#### **EFFECT ON PRECEPTS AND AT RATEPAYER LEVEL**

7. The effect on precepts for the joint boards varies with 51% specific grant and no GRE change from -1.2p (Merseyside) to -0.6p (Northumbria); and with 51% specific grant and the GRE change -0.3p. The effect at ratepayer level is much the same for either option, -0.5p and -0.4p respectively. In the shires and London both options bring small gains at ratepayer level but with variations between the tiers of local government.

#### **MECHANICS**

8. If Ministers decide to increase police grant and hence AEG, these decisions would have to be implemented in a supplementary report. All such reports are subject to consultation with the local authority associations through the Grants Working Group.



## 1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 51%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
TOTAL England	29.490	.000	-.000	29.490	29.490	-.4	-.4
TOTAL Shire districts	.000	-1.630	.952	-1.630	.952	.0	-.0
TOTAL Shire counties	13.560	-5.071	3.134	8.489	16.694	-.2	-.4
TOTAL Metropolitan districts	.000	-4.422	1.997	-4.422	1.997	.3	-.1
TOTAL Metropolitan Police Autho	7.412	4.717	-3.487	12.129	3.926	-.9	-.3
TOTAL Metropolitan Fire Authori	.000	-.125	.057	-.125	.057	.0	-.0
TOTAL Metropolitan Transport Au	.000	-.181	.082	-.181	.082	.0	-.0
TOTAL central boroughs	.000	.000	.000	.000	.000	.0	.0
TOTAL other inner London boroug	.000	-.421	.065	-.421	.065	.1	-.0
TOTAL inner London boroughs	.000	-.421	.065	-.421	.065	.0	-.0
ILEA	.000	.000	.000	.000	.000	.0	.0
TOTAL outer London boroughs	.000	-1.806	.263	-1.806	.263	.2	-.0
Metropolitan Police	8.518	8.941	-3.063	17.459	5.455	-1.0	-.3
London Fire & CD Authority	.000	.000	.000	.000	.000	.0	.0
TOTAL Shire areas	13.560	-6.701	4.086	6.859	17.646	-.2	-.4
TOTAL Metropolitan areas	7.412	-.011	-1.352	7.401	6.060	-.5	-.4
TOTAL London	8.518	6.714	-2.785	15.232	5.783	-.8	-.3

ASSUMPTIONS : See Table B.



1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 51%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
<b>METROPOLITAN JOINT AUTHORITIES</b>							
Greater Manchester Police Autho	1.690	1.417	-.832	3.107	.858	-1.0	-.3
Merseyside Police Authority	1.308	1.029	-.712	2.237	.496	-1.2	-.3
South Yorkshire Police Authorit	.716	.386	-.353	1.102	.364	-.8	-.3
Northumbria Police Authority	.878	.165	-.412	1.042	.466	-.6	-.3
West Midlands Police Authority	1.642	1.030	-.471	2.671	1.171	-.7	-.3
West Yorkshire Police Authority	1.278	.690	-.707	1.968	.571	-.9	-.3
Greater Manchester Fire & CD Au	.000	-.029	.013	-.029	.013	.0	-.0
Merseyside Fire & CD Authority	.000	-.017	.008	-.017	.008	.0	-.0
South Yorkshire Fire & CD Autho	.000	-.012	.005	-.012	.005	.0	-.0
Tyne and Wear Fire & CD Authori	.000	-.012	.005	-.012	.005	.0	-.0
West Midlands Fire & CD Authori	.000	-.037	.017	-.037	.017	.0	-.0
West Yorkshire Fire & CD Author	.000	-.019	.008	-.019	.008	.0	-.0
Greater Manchester Transport Au	.000	-.055	.025	-.055	.025	.0	-.0
Merseyside Transport Authority	.000	.000	.000	.000	.000	.0	.0
South Yorkshire Transport Autho	.000	.000	.000	.000	.000	.0	.0
Tyne and Wear Transport Authori	.000	-.022	.010	-.022	.010	.0	-.0
West Midlands Transport Authori	.000	-.069	.031	-.069	.031	.0	-.0
West Yorkshire Transport Author	.000	-.035	.016	-.035	.016	.0	-.0



1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 51%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
SHIRE COUNTIES							
Avon	.445	-.156	.104	.288	.549	-.2	-.4
Bedfordshire	.265	-.052	.070	.213	.335	-.2	-.4
Berkshire	.327	-.068	.209	.258	.536	-.2	-.4
Buckinghamshire	.286	-.051	.146	.235	.431	-.2	-.4
Cambridgeshire	.279	-.096	.100	.183	.378	-.2	-.4
Cheshire	.474	-.125	.097	.349	.571	-.3	-.4
Cleveland	.336	-.022	.032	.313	.367	-.4	-.5
Cornwall	.197	-.093	.016	.100	.214	-.2	-.4
Cumbria	.238	-.111	-.017	.127	.221	-.2	-.4
Derbyshire	.444	-.162	.058	.281	.502	-.3	-.5
Devon	.436	-.208	.069	.228	.505	-.2	-.4
Dorset	.257	-.118	.116	.140	.373	-.2	-.4
Durham	.295	-.156	-.049	.139	.246	-.2	-.4
East Sussex	.282	-.121	.151	.161	.433	-.2	-.4
Essex	.677	-.216	.305	.461	.982	-.2	-.4
Gloucestershire	.229	-.099	.051	.130	.280	-.2	-.4
Hampshire	.679	-.263	.220	.417	.899	-.2	-.4
Hereford and Worcester	.298	-.109	.083	.189	.382	-.2	-.4
Hertfordshire	.459	-.107	.230	.352	.689	-.2	-.4
Humberside	.451	-.174	-.041	.277	.410	-.3	-.4
Isle of Wight	.059	-.027	-.003	.032	.056	-.2	-.4
Kent	.670	-.291	.152	.380	.822	-.2	-.4
Lancashire	.704	-.314	-.081	.390	.624	-.3	-.4
Leicestershire	.417	-.143	.082	.274	.499	-.2	-.4
Lincolnshire	.265	-.120	.007	.145	.272	-.2	-.4
Norfolk	.303	-.137	.118	.165	.421	-.2	-.4
Northamptonshire	.265	-.081	.056	.185	.321	-.2	-.4
Northumberland	.137	-.071	.002	.067	.139	-.2	-.4
North Yorkshire	.319	-.157	.009	.162	.328	-.2	-.4
Nottinghamshire	.503	-.163	.060	.339	.562	-.3	-.4
Oxfordshire	.238	-.098	.107	.140	.345	-.2	-.4
Shropshire	.192	-.077	.021	.105	.202	-.2	-.4
Somerset	.201	-.093	.024	.107	.225	-.2	-.4
Staffordshire	.503	-.192	.033	.311	.537	-.2	-.4
Suffolk	.267	-.125	.072	.142	.339	-.2	-.4
Surrey	.430	-.157	.262	.273	.692	-.2	-.4
Warwickshire	.225	-.075	.063	.151	.289	-.2	-.4
West Sussex	.276	-.124	.170	.152	.446	-.1	-.4
Wiltshire	.242	-.115	.030	.127	.272	-.2	-.4



## 1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 51%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
GREATER LONDON							
City of London	.000	.000	.000	.000	.000	.0	.0
Camden	.000	.000	.000	.000	.000	.0	.0
Greenwich	.000	-.025	.004	-.025	.004	.1	-.0
Hackney	.000	-.030	.005	-.030	.005	.1	-.0
Hammersmith and Fulham	.000	-.037	.005	-.037	.005	.1	-.0
Islington	.000	-.043	.007	-.043	.007	.1	-.0
Kensington and Chelsea	.000	-.084	.012	-.084	.012	.1	-.0
Lambeth	.000	-.050	.008	-.050	.008	.1	-.0
Lewisham	.000	-.032	.005	-.032	.005	.1	-.0
Southwark	.000	-.048	.008	-.048	.008	.1	-.0
Tower Hamlets	.000	-.025	.004	-.025	.004	.1	-.0
Wandsworth	.000	-.048	.007	-.048	.007	.1	-.0
Westminster	.000	.000	.000	.000	.000	.0	.0
Barking and Dagenham	.000	-.057	.008	-.057	.008	.2	-.0
Barnet	.000	-.134	.018	-.134	.018	.2	-.0
Bexley	.000	-.069	.009	-.069	.009	.2	-.0
Brent	.000	-.112	.018	-.112	.018	.2	-.0
Bromley	.000	-.109	.015	-.109	.015	.2	-.0
Croydon	.000	-.158	.022	-.158	.022	.2	-.0
Ealing	.000	-.126	.017	-.126	.017	.2	-.0
Enfield	.000	-.102	.014	-.102	.014	.2	-.0
Haringey	.000	-.070	.012	-.070	.012	.2	-.0
Harrow	.000	-.077	.011	-.077	.011	.2	-.0
Havering	.000	-.082	.011	-.082	.011	.2	-.0
Hillingdon	.000	-.126	.021	-.126	.021	.2	-.0
Hounslow	.000	-.105	.017	-.105	.017	.2	-.0
Kingston-upon-Thames	.000	-.063	.009	-.063	.009	.2	-.0
Merton	.000	-.066	.009	-.066	.009	.2	-.0
Newham	.000	-.079	.013	-.079	.013	.2	-.0
Redbridge	.000	-.079	.011	-.079	.011	.2	-.0
Richmond-upon-Thames	.000	-.069	.009	-.069	.009	.2	-.0
Sutton	.000	-.066	.009	-.066	.009	.2	-.0
Waltham Forest	.000	-.061	.010	-.061	.010	.2	-.0
ILEA	.000	.000	.000	.000	.000	.0	.0
London Fire & CD Authority	.000	.000	.000	.000	.000	.0	.0
Metropolitan Police	8.518	8.941	-3.063	17.459	5.455	-1.0	-.3



## 1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 51%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
<b>GREATER MANCHESTER</b>							
Bolton	.000	-.090	.041	-.090	.041	.3	-.1
Bury	.000	-.060	.027	-.060	.027	.3	-.1
Manchester	.000	-.229	.103	-.229	.103	.3	-.1
Oldham	.000	-.075	.034	-.075	.034	.3	-.1
Rochdale	.000	-.065	.029	-.065	.029	.3	-.1
Salford	.000	-.099	.044	-.099	.044	.3	-.1
Stockport	.000	-.124	.056	-.124	.056	.3	-.1
Tameside	.000	-.072	.032	-.072	.032	.3	-.2
Trafford	.000	-.121	.054	-.121	.054	.3	-.1
Wigan	.000	-.099	.045	-.099	.045	.3	-.1
<b>MERseyside</b>							
Knowsley	.000	-.060	.027	-.060	.027	.3	-.1
Liverpool	.000	-.201	.091	-.201	.091	.3	-.1
St Helens	.000	-.067	.030	-.067	.030	.3	-.1
Sefton	.000	-.105	.047	-.105	.047	.3	-.1
Wirral	.000	-.125	.057	-.125	.057	.3	-.1
<b>SOUTH YORKSHIRE</b>							
Barnsley	.000	-.056	.025	-.056	.025	.3	-.1
Doncaster	.000	-.086	.039	-.086	.039	.3	-.1
Rotherham	.000	-.069	.031	-.069	.031	.3	-.1
Sheffield	.000	-.190	.086	-.190	.086	.3	-.1
<b>TYNE AND WEAR</b>							
Gateshead	.000	-.063	.029	-.063	.029	.3	-.1
Newcastle upon Tyne	.000	-.124	.056	-.124	.056	.3	-.1
North Tyneside	.000	-.063	.028	-.063	.028	.3	-.1
South Tyneside	.000	-.045	.020	-.045	.020	.3	-.1
Sunderland	.000	-.093	.042	-.093	.042	.3	-.2
<b>WEST MIDLANDS</b>							
Birmingham	.000	-.578	.261	-.578	.261	.4	-.2
Coventry	.000	-.137	.062	-.137	.062	.3	-.1
Dudley	.000	-.141	.064	-.141	.064	.3	-.1
Sandwell	.000	-.152	.069	-.152	.069	.3	-.1
Solihull	.000	-.095	.043	-.095	.043	.3	-.1
Walsall	.000	-.119	.054	-.119	.054	.3	-.1
Wolverhampton	.000	-.134	.060	-.134	.060	.3	-.1
<b>WEST YORKSHIRE</b>							
Bradford	.000	-.155	.070	-.155	.070	.4	-.2
Calderdale	.000	-.054	.024	-.054	.024	.3	-.1
Kirklees	.000	-.107	.048	-.107	.048	.3	-.1
Leeds	.000	-.269	.122	-.269	.122	.3	-.1
Wakefield	.000	-.099	.045	-.099	.045	.3	-.1



1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 52%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
TOTAL England	58.980	.000	-.000	58.980	58.980	-.8	-.8
TOTAL Shire districts	.000	-3.208	1.906	-3.208	1.906	.1	-.0
TOTAL Shire counties	27.120	-9.741	6.266	17.379	33.386	-.4	-.8
TOTAL Metropolitan districts	.000	-8.699	3.999	-8.699	3.999	.6	-.3
TOTAL Metropolitan Police Autho	14.825	8.739	-6.979	23.563	7.846	-1.7	-.6
TOTAL Metropolitan Fire Authori	.000	-.246	.113	-.246	.113	.0	-.0
TOTAL Metropolitan Transport Au	.000	-.355	.163	-.355	.163	.0	-.0
TOTAL central boroughs	.000	.000	.000	.000	.000	.0	.0
TOTAL other inner London boroug	.000	-.829	.130	-.829	.130	.2	-.0
TOTAL inner London boroughs	.000	-.829	.130	-.829	.130	.1	-.0
ILEA	.000	.000	.000	.000	.000	.0	.0
TOTAL outer London boroughs	.000	-3.553	.527	-3.553	.527	.4	-.1
Metropolitan Police	17.036	17.896	-6.129	34.932	10.907	-1.9	-.6
London Fire & CD Authority	.000	.000	.000	.000	.000	.0	.0
TOTAL Shire areas	27.120	-12.949	8.172	14.171	35.292	-.4	-.9
TOTAL Metropolitan areas	14.825	-.562	-2.703	14.262	12.121	-1.0	-.9
TOTAL London	17.036	13.514	-5.472	30.550	11.564	-1.6	-.6

ASSUMPTIONS

Expenditure = settlement assumption for non-rate limited authorities  
 before police  
 adjustment EL for rate-limited authorities  
 425.9 for met Police (1/2 new cash limit 1851.8).

Grant entitlements are close-ended.



1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 52%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
<b>MEIROPOLITAN JOINT AUTHORITIES</b>							
Greater Manchester Police Autho	3.380	2.160	-1.666	5.541	1.715	-1.7	-.5
Merseyside Police Authority	2.416	2.060	-1.425	4.476	.991	-2.4	-.5
South Yorkshire Police Authorit	1.432	.745	-.706	2.177	.727	-1.6	-.5
Northumbria Police Authority	1.755	.330	-.824	2.085	.931	-1.3	-.6
West Midlands Police Authority	3.283	2.062	-.943	5.345	2.340	-1.3	-.6
West Yorkshire Police Authority	2.557	1.381	-1.415	3.938	1.142	-1.8	-.5
Greater Manchester Fire & CD Au	.000	-.058	.027	-.058	.027	.0	-.0
Merseyside Fire & CD Authority	.000	-.033	.015	-.033	.015	.0	-.0
South Yorkshire Fire & CD Autho	.000	-.023	.011	-.023	.011	.0	-.0
Tyne and Wear Fire & CD Authori	.000	-.023	.010	-.023	.010	.0	-.0
West Midlands Fire & CD Authori	.000	-.072	.033	-.072	.033	.0	-.0
West Yorkshire Fire & CD Author	.000	-.037	.017	-.037	.017	.0	-.0
Greater Manchester Transport Au	.000	-.109	.050	-.109	.050	.0	-.0
Merseyside Transport Authority	.000	.000	.000	.000	.000	.0	.0
South Yorkshire Transport Autho	.000	.000	.000	.000	.000	.0	.0
Tyne and Wear Transport Authori	.000	-.042	.020	-.042	.020	.0	-.0
West Midlands Transport Authori	.000	-.135	.062	-.135	.062	.0	-.0
West Yorkshire Transport Author	.000	-.069	.032	-.069	.032	.0	-.0



## 1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 52%

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	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
SHIRE COUNTIES							
Avon	.890	-.300	.207	.590	1.097	-.5	-.9
Bedfordshire	.531	-.096	.139	.434	.670	-.5	-.8
Berkshire	.654	-.124	.418	.530	1.072	-.4	-.8
Buckinghamshire	.571	-.091	.292	.480	.863	-.5	-.8
Cambridgeshire	.557	-.182	.200	.375	.757	-.4	-.8
Cheshire	.947	-.236	.194	.711	1.142	-.5	-.8
Cleveland	.671	-.035	.064	.636	.735	-.8	-.9
Cornwall	.395	-.190	.032	.205	.427	-.4	-.9
Cumbria	.476	-.216	-.034	.260	.442	-.5	-.9
Derbyshire	.987	-.312	.116	.575	1.003	-.5	-.9
Devon	.872	-.403	.138	.469	1.010	-.4	-.9
Dorset	.514	-.226	.232	.288	.747	-.3	-.8
Durham	.590	-.306	-.099	.284	.491	-.5	-.8
East Sussex	.565	-.232	.301	.333	.866	-.3	-.9
Essex	1.353	-.408	.611	.945	1.964	-.4	-.8
Gloucestershire	.458	-.192	.102	.267	.561	-.4	-.8
Hampshire	1.258	-.503	.440	.855	1.798	-.4	-.8
Hereford and Worcester	.596	-.209	.167	.388	.763	-.4	-.9
Hertfordshire	.917	-.197	.460	.721	1.377	-.4	-.8
Humberside	.902	-.338	-.083	.564	.820	-.6	-.8
Isle of Wight	.118	-.054	-.006	.065	.112	-.5	-.8
Kent	1.340	-.561	.304	.779	1.644	-.4	-.9
Lancashire	1.409	-.614	-.162	.795	1.247	-.5	-.9
Leicestershire	.835	-.275	.164	.560	.998	-.5	-.9
Lincolnshire	.530	-.234	.013	.296	.543	-.5	-.8
Norfolk	.605	-.265	.236	.341	.841	-.4	-.9
Northamptonshire	.531	-.154	.112	.377	.643	-.5	-.8
Northumberland	.274	-.139	.003	.136	.278	-.4	-.8
North Yorkshire	.638	-.306	.018	.332	.656	-.4	-.8
Nottinghamshire	1.005	-.313	.119	.692	1.124	-.6	-.9
Oxfordshire	.476	-.188	.215	.288	.691	-.3	-.8
Shropshire	.363	-.149	.042	.214	.405	-.5	-.9
Somerset	.401	-.181	.049	.220	.450	-.4	-.8
Staffordshire	1.007	-.371	.066	.635	1.073	-.5	-.8
Suffolk	.534	-.242	.144	.292	.678	-.4	-.8
Surrey	.861	-.297	.524	.563	1.384	-.3	-.8
Warwickshire	.451	-.143	.127	.308	.577	-.4	-.8
West Sussex	.552	-.237	.340	.315	.892	-.3	-.9
Wiltshire	.485	-.223	.059	.261	.544	-.4	-.9



## 1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 52%

	Change specific grant (fm)	Change block grant (GREs fixed) (fm)	Change block grant (GREs reduced) (fm)	Change TOTAL grant (GREs fixed) (fm)	Change TOTAL grant (GREs reduced) (fm)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
GREATER LONDON							
City of London	.000	.000	.000	.000	.000	.0	.0
Camden	.000	.000	.000	.000	.000	.0	.0
Greenwich	.000	-.049	.008	-.049	.008	.2	-.0
Hackney	.000	-.059	.010	-.059	.010	.2	-.0
Hammersmith and Fulham	.000	-.074	.010	-.074	.010	.2	-.0
Islington	.000	-.085	.014	-.085	.014	.2	-.0
Kensington and Chelsea	.000	-.166	.023	-.166	.023	.2	-.0
Lambeth	.000	-.098	.017	-.098	.017	.2	-.0
Lewisham	.000	-.062	.011	-.062	.011	.2	-.0
Southwark	.000	-.095	.016	-.095	.016	.2	-.0
Tower Hamlets	.000	-.048	.008	-.048	.008	.1	-.0
Wandsworth	.000	-.094	.013	-.094	.013	.2	-.0
Westminster	.000	.000	.000	.000	.000	.0	.0
Barking and Dagenham	.000	-.112	.016	-.112	.016	.4	-.1
Barnet	.000	-.263	.037	-.263	.037	.4	-.1
Bexley	.000	-.135	.019	-.135	.019	.4	-.1
Brent	.000	-.220	.037	-.220	.037	.4	-.1
Bromley	.000	-.214	.030	-.214	.030	.4	-.1
Croydon	.000	-.311	.043	-.311	.043	.5	-.1
Ealing	.000	-.247	.034	-.247	.034	.4	-.1
Enfield	.000	-.200	.028	-.200	.028	.4	-.1
Haringey	.000	-.137	.023	-.137	.023	.4	-.1
Harrow	.000	-.151	.021	-.151	.021	.4	-.1
Havering	.000	-.161	.022	-.161	.022	.4	-.1
Hillingdon	.000	-.248	.042	-.248	.042	.4	-.1
Hounslow	.000	-.206	.035	-.206	.035	.4	-.1
Kingston-upon-Thames	.000	-.123	.017	-.123	.017	.4	-.1
Merton	.000	-.130	.018	-.130	.018	.4	-.1
Newham	.000	-.155	.026	-.155	.026	.4	-.1
Redbridge	.000	-.155	.022	-.155	.022	.4	-.1
Richmond-upon-Thames	.000	-.136	.019	-.136	.019	.4	-.1
Sutton	.000	-.130	.018	-.130	.018	.4	-.1
Waltham Forest	.000	-.120	.020	-.120	.020	.4	-.1
ILEA	.000	.000	.000	.000	.000	.0	.0
London Fire & CD Authority	.000	.000	.000	.000	.000	.0	.0
Metropolitan Police	17.036	17.896	-6.129	34.932	10.907	-1.9	-.6



## 1986/7 FIRST SUPPLEMENTARY REPORT: POLICE SPECIFIC GRANT RATE 52%

	Change specific grant (£m)	Change block grant (GREs fixed) (£m)	Change block grant (GREs reduced) (£m)	Change TOTAL grant (GREs fixed) (£m)	Change TOTAL grant (GREs reduced) (£m)	Change local contrib (GREs fixed)	Change local contrib (GREs reduced)
<b>GREATER MANCHESTER</b>							
Polton	.000	-.178	.082	-.178	.082	.6	-.3
Bury	.000	-.119	.055	-.119	.055	.6	-.3
Manchester	.000	-.451	.207	-.451	.207	.6	-.3
Oldham	.000	-.147	.068	-.147	.068	.6	-.3
Rochdale	.000	-.128	.059	-.128	.059	.6	-.3
Salford	.000	-.194	.089	-.194	.089	.6	-.3
Stockport	.000	-.244	.112	-.244	.112	.6	-.3
Tameside	.000	-.141	.065	-.141	.065	.7	-.3
Trafford	.000	-.237	.109	-.237	.109	.6	-.3
Wigan	.000	-.195	.090	-.195	.090	.6	-.3
<b>MERSEYSIDE</b>							
Knowsley	.000	-.119	.055	-.119	.055	.6	-.3
Liverpool	.000	-.395	.182	-.395	.182	.6	-.3
St Helens	.000	-.132	.060	-.132	.060	.6	-.3
Sefton	.000	-.206	.094	-.206	.094	.6	-.3
Wirral	.000	-.247	.113	-.247	.113	.6	-.3
<b>SOUTH YORKSHIRE</b>							
Barnsley	.000	-.111	.051	-.111	.051	.6	-.3
Doncaster	.000	-.169	.078	-.169	.078	.6	-.3
Rotherham	.000	-.136	.062	-.136	.062	.6	-.3
Sheffield	.000	-.375	.173	-.375	.173	.6	-.3
<b>TYNE AND WEAR</b>							
Gateshead	.000	-.125	.057	-.125	.057	.6	-.3
Newcastle upon Tyne	.000	-.244	.112	-.244	.112	.6	-.3
North Tyneside	.000	-.124	.057	-.124	.057	.6	-.3
South Tyneside	.000	-.088	.041	-.088	.041	.6	-.3
Sunderland	.000	-.184	.085	-.184	.085	.7	-.3
<b>WEST MIDLANDS</b>							
Birmingham	.000	-1.138	.523	-1.138	.523	.7	-.3
Coventry	.000	-.269	.124	-.269	.124	.6	-.3
Dudley	.000	-.277	.127	-.277	.127	.6	-.3
Sandwell	.000	-.299	.137	-.299	.137	.6	-.3
Solihull	.000	-.186	.086	-.186	.086	.6	-.3
Walsall	.000	-.235	.108	-.235	.108	.6	-.3
Wolverhampton	.000	-.263	.121	-.263	.121	.6	-.3
<b>WEST YORKSHIRE</b>							
Bradford	.000	-.305	.140	-.305	.140	.7	-.3
Calderdale	.000	-.106	.049	-.106	.049	.6	-.3
Kirklees	.000	-.210	.096	-.210	.096	.6	-.3
Leeds	.000	-.530	.244	-.530	.244	.6	-.3
Wakefield	.000	-.195	.090	-.195	.090	.6	-.3







jk

CCBG



2 MARSHAM STREET  
LONDON SW1P 3EB  
01-212 3434

My ref: B/PSO/10659/86

Your ref:

NBM

5 FEB 1986

*Dear Angus,*

METROPOLITAN POLICE CASH LIMIT

Thank you for copying me your letter of 23 <sup>at 11 ap</sup> January to John MacGregor about the Metropolitan Police cash limit.

While a decision to increase the Metropolitan Police cash limit for 1986/87 is a matter between you and the Chief Secretary, I am concerned about the wider implications of your proposals for financing such an increase. In particular, you suggest that, having made a realistic estimate of next year's police pay award in the Metropolitan Police cash limit, you should reflect such an increase in police GREs generally. You also ask that certain riot-related expenditure should be excluded from the definition of "total expenditure". While I agree that we must aim for more realism in our future provision for the police service and, indeed, for local government expenditure generally, I would be most unhappy to accept either proposal as they stand for 1986/87.

First, on pay, I am not in favour of our indicating now that the likely award for 1986/87 will necessarily be reflected in the police GRE through a mid-year adjustment. Our officials have been discussing a draft paper for the local authority associations to consult on the possibility of ending mid-year adjustments to the police GRE. The need to make this adjustment has always brought an unwelcome extra element of instability to the grant system. Now that the AEG percentage is below the 50% rate at which police grant is paid, it has a quite unacceptable effect on the distribution of grant. If AEG is kept at a constant percentage, the whole of any uplift to take account of increased police expenditure is taken up by the increase in police specific grant. To adjust GRE on top means that block grant is drawn away from non-police authorities to police authorities. I suggest that we should consult the local authority associations before we decide on this issue, in view of its distributional significance.

There is a further grant problem for the current year in what you propose. You have already set the provisional precept limits for the police joint boards in the metropolitan areas to take account of a realistic pay estimate for 1986/87. Any uplift in police GRE at this stage would bring those authorities an uncovented grant benefit.

Second, you argue that some £5 million of riot-related expenditure should be excluded from the definition of "total expenditure" for the coming financial year, saving London ratepayers some 0.21p in the pound. I am under strong pressure from local

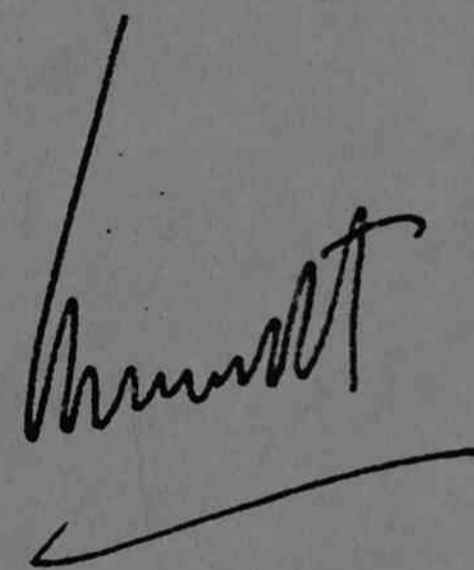
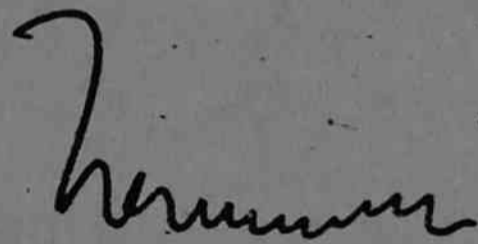


authorities to introduce a system of quasi-disregards through "total expenditure" exclusions to safeguard local authorities from grant loss from increased spending on particular activities, replicating the disregard system under the target and penalty regime now abolished. This is pressure which I am bound to resist. To grant an exclusion in the case of the Metropolitan Police would, I believe, make it difficult to resist the pressure from other worthy causes. The credibility of our claim to have abolished targets would be seriously undermined. Your specific proposal would have the effect of further shifting grant towards London from shire authorities which would certainly not go down well with our backbench supporters!

It is not, of course, for me to judge the extent to which the increased spending envisaged could be accommodated by savings within the Metropolitan Police overall cash limit already set. I certainly appreciate the difficulties inherent in a precept increase of the kind you mention. It may, however, help to put the precept increase in its London-wide context. An increase from 12.9p, this year's average police precept, to 15.55p is an increase of less than 2% on the average rate poundage charged in London this year.

I am sending a copy of this letter to the Prime Minister and the Chief Secretary, and to Sir Robert Armstrong.

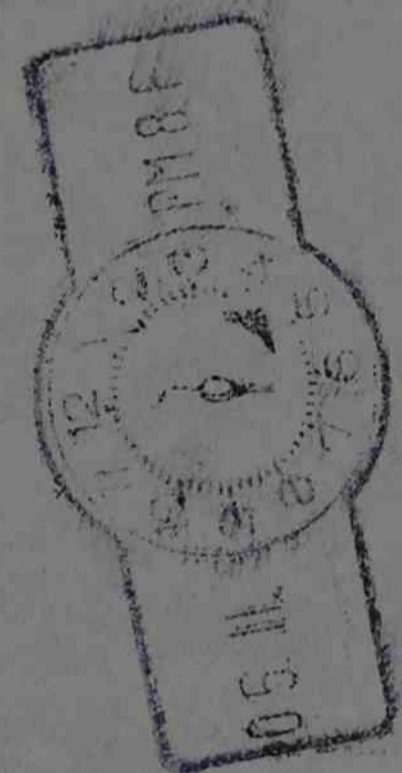
KENNETH BAKER





POLICE 3/83

Police







NBRM.

Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Douglas Hurd CBE MP  
Secretary of State  
Home Office  
50 Queen Anne's Gate  
London  
SW1H 9AT

30 January 1986

Dear Douglas,

**METROPOLITAN POLICE CASH LIMIT**

Thank you for your letter of 23 January. <sup>attached</sup>

I am pleased indeed to learn that, unless a further major outbreak of public disorder in the Metropolis arises within the next few weeks, the Commissioner will be able to absorb the additional costs arising from the disturbances last autumn without a further increase in his cash limit. The new controls on overtime are evidently working effectively, and I look forward to seeing increasing benefits from greater efficiency in the use of resources by the Met. I regret however that you have not felt able to press the Commissioner to absorb the final additional £1.5 million instead of resorting to rolling other expenditure forward to the next financial year.

I am grateful for your explanation of the reasons behind the increase in the Met's net revenue expenditure over the figure calculated in October which informed the RSG settlement. I am prepared to accept a cash limit of £851.8 million.

In doing so I should stress that I would expect the Commissioner and the Receiver to abide by the undertakings they have given to keep within the higher realistic cash limit. I know that you are still engaged in an urgent review of manpower needs in the light of the events last autumn; but the increase I have agreed should give sufficient scope to deal with the outcome of the review given the substantial measure of recruitment already provided for in the Metropolitan Police budget.

Quite separate issues arise about how this level of spending should be financed. The Government will as usual meet half the cost through police specific grant (plus the small additional amount covered by the Imperial and National Service Grant). For the rest, you propose two



measures designed to increase the amount of block grant given to the Metropolitan Police. Since the block grant total for England as a whole is fixed, these measures would inevitably be at the expense of other authorities. I cannot agree to either proposal.

Your suggestion that we should exclude certain elements of the Metropolitan Police's spending from the definition of "total expenditure" would create a most undesirable precedent at a time when we are resisting pressure for such exemptions from many other sources.

Nor can I agree that we should increase police GRES to reflect the police pay increase. Again, as we have seen in earlier years, that would simply divert grant towards police authorities at the expense of other services. Moreover, it would be completely inconsistent with the approach we have adopted throughout towards the joint boards. Their expenditure levels and their precept limits have been set on the assumption that GRES will not be increased in-year. To go back on that assumption now, as you propose, would not only disadvantage other authorities but would provide for the joint boards the windfall gain of funding the anticipated cost of the police pay award twice over.

I acknowledge that this will require a further modest increase in the already large percentage increase in the Metropolitan Police precept. This is inescapable if we move to making realistic provision for police pay from the outset; the apparently large percentage increase covers not only the effect of the police pay increase in the current year, but also the anticipated increase for 1986-87. In any event, in terms of London rate bills, the amount of the increase is much smaller and, even without the two concessions which you propose, will remain between 1 and 2 per cent. Since London has done well out of the RSG settlement, I do not see how we could defend switching yet more grant away from other authorities and the Shire areas (including the expenditure they devote to the police and for whose pay increase they have been given no extra provision) to achieve a reduction in the Met's precept which is at best marginal.

A further relevant consideration is that the Met is likely to benefit significantly from "close ending". The precepts that the Receiver has calculated take full account of the loss of grant through the operation of the poundage schedule. But if, as seems all too likely, significant numbers of other authorities also exceed settlement spending assumptions, the Met will benefit from the recycling of the grant foregone. The figures that Kenneth Baker placed in the House of Commons Library on Monday show that if the pool to be recycled were £400 million (by no means unlikely), the Met would get an additional £8 million.



I am copying this letter to the Prime Minister, to  
Kenneth Baker and to Sir Robert Armstrong.

Yours ev,



JOHN MacGREGOR



POLICE 1/19  
Police Policy







NBPN at this stage

cc BGT

QUEEN ANNE'S GATE LONDON SW1H 9AT

23 January 1986

Dear John,

METROPOLITAN POLICE CASH LIMIT

When we corresponded in October about the Metropolitan Police cash limit for 1985/86, I said I thought it would be necessary to seek a second increase in the cash limit to cater for the extra expenditure which the force had incurred or was likely to incur by 31 March 1986. I am pleased to be able to tell you that it now looks as though this will not be necessary. The Commissioner estimates the extra expenditure this year at £5.8 million (made up of £4.3 million on overtime, £1 million on riot damage compensation, and £0.5 million on extra public order equipment). But as a result of a new system of overtime control which he introduced last year, he thinks the £4.3 million additional overtime can be absorbed from within the existing overtime provision (provided there is no major outbreak of disorder in the next four weeks). This leaves only £1.5 million and the Commissioner accepts that this would be a very small sum to be the subject of a second increase in the cash limit. He considers that he could probably avoid the need for a further increase by deferring this amount of expenditure until 1986/87. I hope you will agree that this would be a very satisfactory outcome in what has been a difficult year for the Metropolitan Police.

Turning now to 1986/87, I have to approve later this month the Metropolitan Police's final estimates and fix the cash limit and the Receiver's precept for next year. The net revenue expenditure figure which I approved in October (with your agreement) as the basis for setting the Metropolitan Police's GRE was £835 million. This is what we agreed was needed to maintain the level of service provided by the Metropolitan Police. Normally it is this figure that would become the new cash limit; and assuming that the Metropolitan Police were likely to receive the same amount of block grant in 1986/87 as in the current year, it then looked as though the Receiver's precept on the London local authorities would be about 14.3p in the pound, an increase of 13.4% on the 1985/86 precept. (About 9.4% of this increase is attributable to the pay and price increases in 1985 and a small increase in manpower, whilst the remaining 4% is required to make up for a reduced end of year balance)

The Rt Hon John MacGregor, M.P.

/over....



But a number of things have happened since those figures were prepared (which in any case took no account of the financial consequences of the riots) which will result in significant additional expenditure falling on the Metropolitan Police next year. First, as a result of the RSG settlement announced last month (and taking account of some technical adjustments), it is estimated that the Metropolitan Police's block grant income will drop by some £2.1 million next year compared with this year. Secondly, there will be further expenditure in 1986/87 on riot damage compensation and on additional public order equipment; and taken together with the £1.5 million which would be held over from 1985/86 for payment next year, as stated above, this will add a further £5 million to the net revenue expenditure (£2 million for riot damage and £3 million for equipment, though approval has not yet been given for the latter).

Thirdly, our officials have been exploring the possibility of introducing greater realism into the Metropolitan Police's pay estimates at this stage in the year so as to avoid the need for an in-year increase in the cash limit to cater for a police pay award in September 1986 which is likely to be well in excess of the Treasury cash factor. (You will recall that this was one reason why we had to increase the Metropolitan Police's cash limit by £8 million last October). The October net revenue expenditure figure of £835 million assumed only 3% for police pay net year. On current trends, the PNB pay agreement based on the Edmund-Davies recommendations seems likely to produce a settlement in the region of 7 3/4%. The additional cost of this to the Metropolitan Police is estimated at £11.8 million, and if it is not built into the estimates and precept at this stage I shall inevitably need to seek your agreement later next year to an increase in the cash limit to cover police pay. The Receiver (and I agree with him) strongly favours estimated for realism because it enables him to raise the necessary cash through setting the precept at the right level initially (as you know, he cannot precept a second time during the year); and it also avoids the uncertainty which arises under existing arrangements from not knowing whether, or by how much, the cash limit will be raised when the pay award is announced. I therefore hope you can agree to the Metropolitan Police estimates including a realistic estimate for police pay.

The effect of these three factors would be to increase net revenue expenditure to £851.8 million, which would result in a precept of 14.99p in the pound (an increase of 18.8% over this year's precept). But this assumes that police GREs (including the Metropolitan Police) would be increased to accommodate the police pay award, as has happened in the past. I am, of course, aware that there are proposals that this practice should cease. But the consequences of not adjusting the GRE would be very serious for the Metropolitan Police and the other single function authorities. The Metropolitan Police would suffer a block grant loss on this account of £6.4 million and to avoid a serious cash flow problem arising later in the year, they would need to load this onto the precept, which would increase to 15.34p in the pound (an increase of 21.5% on this year's precept).



A similar problem arises on the extra riot-related expenditure of £5 million. The Commissioner has asked whether a special grant can be made available to cover these costs, which arise from the Brixton and Tottenham riots. Alternatively, he argues that this expenditure should be totally excluded from any calculation of the liability to the tapering of block grant which results from spending over GRE. Because of the political difficulties which may arise about the size of the precept I have considered very carefully whether more money ought to be made available from central funds. A special grant such as we have agreed for Handsworth is one possibility, but since the product of a 1p rate in the MPD is around £18 million, it is difficult to find a special grant formula which would benefit the Metropolitan Police. I would not, therefore, press for this. Another possibility would be to increase the level of the Imperial and National Services Grant (currently 2% of the Metropolitan Police's net revenue expenditure); but it would be difficult to do this for 1986/87 and in any case the London local authorities would gain only a limited benefit from such an increase. This year's problems with the Metropolitan Police highlight wider questions to which we need to give attention, though this is not the occasion to address them. But I believe there is a very strong case for riot-related expenditure to be excluded from the definition of total expenditure contained in Schedule 2 to the Local Government Finance Act 1982. Without such an exclusion, the precept would have to be increased by a further 0.21p to make up for the tapering of block grant, and this would further increase the Receiver's precept to 15.55p, an increase of 23.2% on this year's.

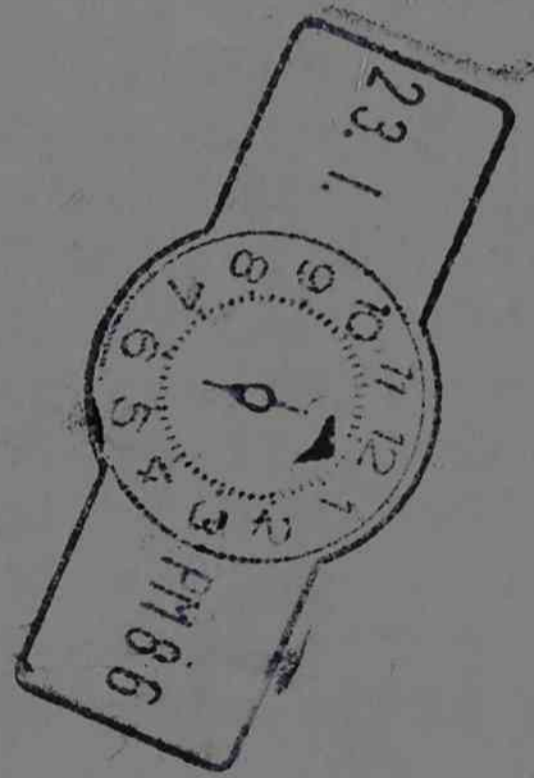
An increase of this order would be embarrassing. I do not think it would be reasonable to ask the Commissioner to absorb some or all of the extra £16.8 million (above the £835 million approved last October): that could only be done by cutting the level of service the police provide - which is not, of course, the Government's policy. The cash limit has provided an effective discipline for Metropolitan Police expenditure: you will recall that the Commissioner had to absorb £20 million in increased costs in 1985/86. Whatever solutions may emerge from the discussions which are going on at official level about these matters, I think it important that we should, for 1986/87, adhere to the previous practice of adjusting police GREs for police pay, and that the Metropolitan Police should be given an exclusion as described above in respect of the extra riot-related expenditure they face.

I am sending a copy of this letter to the Prime Minister and the Secretary of State for the Environment, and to Sir Robert Armstrong.

Yours,  
Douglas.



POLICE : Policy : Jan 1983







Hartley Booth Esq  
10 Downing Street  
London SW1

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT  
14 January 1986

*MMA*

cc: Mr Mark Addison, No.10 ✓

Miss Goose  
Mr Bubbear  
Mr Yeates

*Dear Hartley,*

POLICE INSTRUCTORS ON CENTRAL SERVICE

Thank you for your letter of 8 January about the status of police instructors on central service.

I fear that some of the information you have been given is incorrect. Seconded police officers do not remain under the authority of their Chief Constables and a Chief Constable has no power to recall a seconded officer to perform normal police duties. Throughout the period of his secondment, an officer on central service is divorced from his parent force and is answerable to the Home Secretary. The only way in which a seconded police officer can be used for normal police duties is by terminating his secondment, either permanently or temporarily, and returning him to his parent force. This was, in fact, done in 1982 when extra police resources were required to police the Papal visits to South Wales and Merseyside, and arrangements were made for the police officers in training at the District Training Centres at Cwmbran and Bruche to assist with crowd control, under the supervision of some of their instructors who were on central service. But the circumstances of the Papal visits were quite exceptional and we know of no other occasion on which the services of officers seconded to central service have been used in this way.

There are at present 464 police officers on central service. Although most are employed on training duties, at the Police Staff College and the District Training Centres, the others have a wide range of advisory and liaison roles. Section 43 of the Police Act 1964 provides that a police officer seconded to central service shall be treated during his period of central service as though he were not a member of a police force. The effects of this are that an officer on central service does not have the duties, rights, powers or obligations of a police officer except so far as section 43 specifically preserves them. The more important consequences are that such officers have no police powers, no right to wear a uniform,



no rights or obligations under any police regulations - other than the Police Pensions Regulations, which specifically provide that the term "member of a police force" includes a police officer on central service - and are not members of a police staff association.

In our view, none of the officers on central service needs police powers for the performance of his central service duties. Although the pay and conditions of service of officers on central service are determined by the Home Office, in consultation with the Treasury, it is customary for the provisions of Police Regulations to be applied, additional allowances are paid in certain circumstances. Officers on central service are addressed in their police rank and wear uniform where the circumstances justify it. Although they cannot, strictly speaking, belong to one of the staff associations, we take the view that there should be informal arrangements for consultation and we do, in fact, discuss with the staff associations any problems which may arise. All our experience, therefore, suggests that the alleged defects of section 43 are theoretical rather than real.

I am very much aware, however, that there is considerable unease in the police service over the effects of section 43. This has been discussed by the Police Advisory Board's Standing Committee on Conditions of Service, which I chair, and has been remitted to a small Working Party appointed by the Committee, for further consideration. The first meeting of the Working Party is to be held on 24 January.

The main concern of the police service is that, on secondment to central service, police officers cease to be members of a police force and so lose their police powers. The Working Party will therefore have to consider two main questions. First, since officers on central service do not need police powers for the central service duties in which they are engaged, why do they need police powers? Secondly, if there is a need for police powers, should officers on central service remain members of a police force - and so answerable to their Chief Constable - or should they be given police powers while, as at present, ceasing to be members of a police force and being answerable to the Home Secretary? Given Parliament's very proper reluctance to agree to the provision of police powers unless a genuine need for such powers is established, these are questions which will need very careful thought.

*Yours ever,  
Michael*

M J A PARTRIDGE



Police Policy: POLICE

Jan 83.





From: THE PRIVATE SECRETARY

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

13 January 1986



504

PM seen

1. TP - to see

2. Prime Minister (4)

For info.

MEV 13/1

Dear Mark

The Home Secretary thought that the Prime Minister might wish to see a copy of the Commissioner's strategy report for 1986 which is to be published tomorrow. I also enclose a copy of the written Answer which the Home Secretary will be giving to announce its publication.

in folder at rear.

The Commissioner submits this report to the Home Secretary as police authority for the Metropolis. It reviews the progress made towards achieving the strategy last year, and sets a new Force Goal for the coming year. The Home Secretary has discussed the Commissioner's proposals with him and has endorsed his strategy.

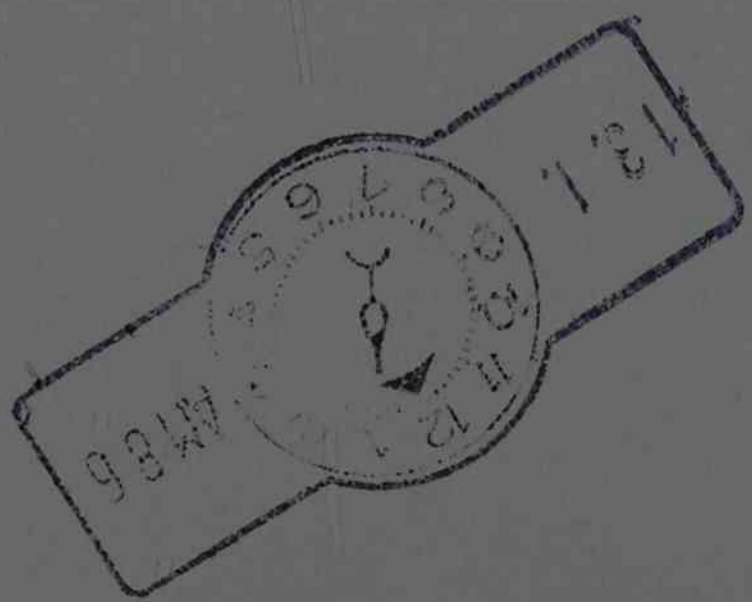
He will be sending personal copies of the report, together with copies of the written Answer, to all Members for constituencies within the Metropolitan Police District. To underline his role as police authority he plans to meet London Members soon in party groups to discuss the reports. After that he hopes that there will be time for a debate on the report, as there has been the past 3 years.

The Prime Minister may wish to note the section of the report dealing with manpower (paragraphs 58 and 59). While repeating his view that he needs more manpower, the Commissioner makes clear that he welcomes the urgent study which the Home Secretary has set in hand of the force manpower needs.

Yours ever

W R FITTALL







QUESTION

To ask the Secretary of State for the Home Department, if he will publish the report by the Commissioner of Police of the Metropolis on his strategy for the coming year; and if he will make a statement.

DRAFT REPLY

I am <sup>today</sup> placing copies of the Commissioner's report to me in the Library of the House, and I am sending a copy to all rt hon and hon Members for constituencies wholly or partly within the Metropolitan Police District. I plan to meet London Members shortly to discuss the report, and I hope that the House as a whole will also have the opportunity to debate it.

I have discussed the Commissioner's report fully with him. It describes the progress made towards achieving the strategy last year, and sets a new Force Goal for 1986.

The Metropolitan Police have been under heavy pressure for much of the past year, notably during the disturbances in September and October. Despite this the Commissioner is able to report achievements in many fields. The continued growth in the number of neighbourhood watch schemes, and the further development of community/police consultative groups is particularly welcome. Consultative groups in many parts of London now play an important part in the development of the policing policies for their areas.

The Force Goal for 1986 will be to improve the quality of service to the public by:



- a) The reduction of criminal opportunity through crime prevention, public contact, involvement and cooperation;
- b)(i) The enhanced detection of specific criminal offences (eg robbery, burglary, drug misuse, racial attacks, vandalism and auto-crime) in accordance with locally or centrally identified priorities;
- (ii) A concerted attack on organised crime and the elimination of the profits therefrom;
- c) The enhanced support, care and concern for victims of crime;
- d) Improved effectiveness both in the preservation of public tranquillity through closer community/police relations and in the policing of public disorder through better tactical control, communications, equipment and training.

I greatly welcome the new emphasis on support for the victims of crime.

The Commissioner expresses in the report his views on the manpower needs of the force. As I told the House on 21 October, I have set in hand urgent work to consider where there are specific needs for further increases in the force establishment. At the same time I have emphasised the continuing importance of securing the most effective use of existing resources. The report gives a full account of the initiatives which the Commissioner is pursuing to this end.



Policy Study

CONFIDENTIAL



10 DOWNING STREET

MEVA

M J A Partridge Esq CB  
Home Office  
50 Queen Anne's Gate  
LONDON  
SW1

8 January 1986

Dear Mr Partridge

POLICE INSTRUCTORS

You may be aware that the Police Federation take the view that Section 43 of the Police Act, 1964 is anomalous, in that it requires serving police officers to become civilians for the period of their engagement of teaching services. The term "central service" in Section 43 doubtless covers this. They ask the question why should instructors who teach other police officers cease to become serving officers during their time at police college? I understand the official attitude has been that this causes no real problems and is therefore, though a strange piece of legislation, not a matter that need be changed. Two matters concern me.

1. On the practical issue of whether Section 43 causes any difficulties, I believe there is one glaring point that could be made if what the police say is correct. The police assert that these instructors remain under the authority of their Chief Constables, and there are occasions when they are summoned back to act as police officers while they are still instructors. If this is correct, police instructors would presumably be using common law powers of arrest, even though they appear to the public to be policemen in uniform. Perhaps the facts as recounted to me could be checked.
2. As you may know, the Prime Minister is visiting Bramshill Police College in the near future and this may come up. Some answer to this point is likely to be needed.

Could you ask your officials to look at this matter? I attach a copy of Section 43 of the 1964 Act.

I am copying this letter to Mark Addison.

Yours sincerely  
Hartley

HARTLEY BOOTH



## PART II

(4) The chief inspector of constabulary shall in each year submit to the Secretary of State a report in such form as the Secretary of State may direct, and the Secretary of State shall lay a copy of that report before Parliament.

(5) The inspectors of constabulary shall be paid such salary and allowances as the Secretary of State may with the consent of the Treasury determine.

Assistant  
inspectors and  
staff officers.

39.—(1) The Secretary of State may appoint assistant inspectors of constabulary, and may appoint members of police forces to be staff officers to the inspectors of constabulary.

(2) Persons appointed under this section shall be paid such salary and allowances as the Secretary of State may with the consent of the Treasury determine.

Pensions of  
inspectors and  
assistant  
inspectors.

40. The Police Pensions Act 1948 shall apply to any inspector or assistant inspector of constabulary appointed after the commencement of this Act and accordingly shall have effect, in relation to any such person, subject to the modifications set out in Schedule 6 to this Act.

*Central services*

Common  
services.

41. The Secretary of State may provide and maintain, or may contribute towards the provision or maintenance of, a police college, district police training centres, forensic science laboratories, wireless depots and such other organisations and services as he considers necessary or expedient for promoting the efficiency of the police.

Research.

42. The Secretary of State may set up such bodies and take such other steps as appear to him to be necessary or expedient for the purpose of undertaking research into matters affecting the efficiency of the police.

Central  
service on  
police duties.

43.—(1) Subject to the provisions of this section, where a member of a police force is, whether before or after the commencement of this Act, engaged, with the consent of the appropriate authority, for a period of central service he shall be treated as if he were not a member of that force during that period or so much of it as falls after the commencement of this Act; but, except where a pension, allowance or gratuity becomes payable to him out of moneys provided by Parliament by virtue of regulations made under the Police Pensions Act 1948—

(a) he shall be entitled at the end of his period of central service to revert to his police force in the rank in which



he was serving immediately before he engaged as aforesaid; and

PART II

(b) he shall be treated for the purposes of any scale prescribed by or under the police regulations fixing his rate of pay by reference to his length of service, as if he had been serving in that force during that period.

(2) Notwithstanding anything in subsection (1) above, a person engaged on central service may be promoted in his police force as if he were serving in that force; and in any such case the reference in paragraph (a) of that subsection to the rank in which he was serving immediately before he engaged shall be construed as a reference to the rank to which he is promoted, and for the purposes mentioned in paragraph (b) of that subsection he shall be treated as having served in that rank from the time of his promotion.

(3) Notwithstanding anything in subsection (1) above, a member of a police force who has completed a period of central service may be dealt with under the police regulations relating to discipline for anything done or omitted while he was engaged on that service as if that service had been service in his police force, and section 37 of this Act shall apply accordingly.

(4) The Police Pensions Act 1948 shall apply to any member of a police force engaged on central service and accordingly shall have effect, in relation to any such member, subject to the modifications set out in Schedule 6 to this Act.

(5) In this section "central service" means temporary service under the Crown in connection with the provision by the Secretary of State of such organisations and services as are described in section 41 of this Act, or of research or other services connected with the police, and service as a staff officer to the inspectors of constabulary; "appropriate authority" in relation to a member of a police force means the chief officer of police acting with the consent of the police authority, except that in relation to the chief officer of police it means the police authority; and "police regulations" means regulations made under section 33 of this Act.

### PART III

#### POLICE REPRESENTATIVE INSTITUTIONS

44.—(1) There shall continue to be a Police Federation for Police England and Wales and a Police Federation for Scotland for the purpose of representing members of the police forces in England and Wales and in Scotland respectively in all matters affecting their welfare and efficiency, other than questions of discipline and promotion affecting individuals.





Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Douglas Hurd CBE MP  
 Secretary of State  
 Home Office  
 50 Queen Anne's Gate  
 London  
 SW1H 9AT

*NBR*

*13<sup>th</sup>* December 1985

*Dear Douglas,*

**POLICE EXPENDITURE: ELs AND RSG SETTLEMENT**

I have seen Kenneth Baker's letter to you of 3 December which invites my comments on a further form of words. I really do not think that you can say anything which implies that RSG decisions now reached for 1986-87 can in some way be reopened. And additional specific grant is generally paid towards the costs of identifiable public order problems, so I do not think that you could safely make reference to it without encouraging claims that the Government expects more disorders of this kind. I therefore still prefer the form of words which I proposed in my own letter of 3 December.

I am copying this letter to the Prime Minister, to other members of E(LA), and to Sir Robert Armstrong.

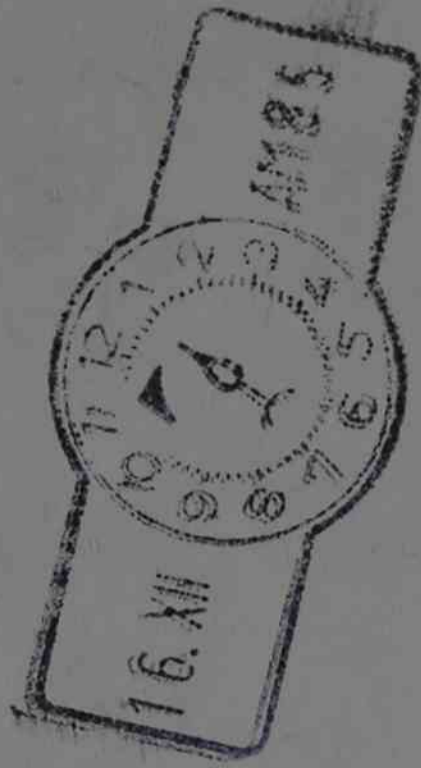
*Yours ever,*

JOHN MacGREGOR



Police 1/83

Policy





CONFIDENTIAL

b.c. BG 20  
Jie 68



10 DOWNING STREET

*From the Private Secretary*

12 December, 1985.

**POLICE MANPOWER**

The Prime Minister was grateful for the report on the discussions about police manpower and police resources in your letter to Mark Addison of 9 December.

I am sending copies of this letter to the Private Secretaries to the Lord Pr̄sident, the Lord Privy Seal, the Secretaries of State for Scotland and the Environment, the Chief Secretary, the Chancellor of the Duchy of Lancaster, and Sir Robert Armstrong.

(David Norgrove)

S.W. Boys Smith, Esq.,  
Home Office.

CONFIDENTIAL

10



cc/1/4

**CONFIDENTIAL**



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

Prime Minister 2

Proceeding notes

A round-up note

to keep you and others in the picture.

DAS  
11/12.

9 December 1985

Dear Mark.

POLICE MANPOWER

In view of her close interest the Home Secretary thought the Prime Minister would like a report on progress in meeting the future manpower needs of police forces in England and Wales.

Metropolitan Police

This is an urgent joint Metropolitan Police/Home Office study of the force's manpower needs. It will be finished by early February. It has three elements:-

- a. An examination of the specific areas where the force needs additional manpower, and an assessment of the results that extra manpower would achieve.
- b. An assessment of how far these gross manpower needs can be met from planned measures to release more of the existing manpower for operational duties, eg through reorganisation and civilianisation.
- c. A comparison of the level and use of manpower on selected Metropolitan Police and provincial divisions.

The Metropolitan police strength is now 26,733, its establishment is 27,165. The Commissioner has been asked to speed up recruitment so as to reach the present establishment by next summer rather than March 1987. Once the joint review has been completed, it will be clear how far the needs in the next 12 months can be met by redeployment and re-organisation, and how far further increases in the police establishment and in civilian manpower will be essential in 1986/87.

Provincial forces

The same criteria are being applied to the needs of provincial forces. We are considering applications for a further 400 police posts from provincial police authorities, but over half are not needed until late in 1986. HM Inspectors of Constabulary are looking closely at these applications to see if they can be met by further civilianisation and they also are building up a picture of likely net proven needs for provincial forces in the next two or three years.

/cont

Mark Addison, Esq

**CONFIDENTIAL**



Interdepartmental study

The examination of the problem of how to ensure that the financial requirements of the police service are not impeded by the controls over local government expenditure has been endorsed by E(LA). A Study Group, under Home Office chairmanship, has been set up, with representatives of Treasury, DOE, SHHD and Cabinet Office. They will prepare options for Ministers to consider and report by the end of January.

There is a risk that some police authorities may be unwilling to fund necessary increases in manpower and equipment because of block grant penalties. One of the tasks of the interdepartmental study will be to try to find some means of ensuring that the joint police authorities in the metropolitan counties do not suffer from the effects of loss of block grant in 1986/87, if they spend at the levels which the Home Secretary authorises. For the shire counties, with responsibility for more services, the Government can continue up to a point to use the argument that the national provision for the police is adequate and it is for the local authority to decide the level of spending on the police force. We shall be keeping in touch with chief constables to check whether and if so, how far, proven needs are not being met for financial reasons. We may later have to consider special action if the police authorities in particular force areas neglect the proven needs of the force.

The position will vary from force to force. We shall also keep a close watch on the manpower figures to monitor whether the expenditure planning assumptions are being out-stripped, for example if police strengths build up quickly and, with civilians, are sustained at a high level. Provided finance and manpower increases had been agreed for 1987/88 onwards in the forthcoming PES round - and this would be crucial - it might be possible to meet proven needs for establishment increases towards the end of 1986/87, without additional financial provision in that year, since most of the expenditure would not start to be incurred until 1987/88.

I am copying this letter to the Private Secretaries to the Lord President, the Lord Privy Seal, the Secretaries of State for Scotland and the Environment, the Chief Secretary, the Chancellor of the Duchy of Lancaster, and Sir Robert Armstrong.

*Man.*  
*S W Boys Smith*

S W BOYS SMITH









10 DOWNING STREET

Note

Home Office will  
be writing to wrap up this  
correspondence. B/F 12/12

DRV

6/12





SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

The Rt Hon Douglas Hurd MP  
Home Secretary  
Home Office  
50 Queen Anne's Gate  
LONDON  
SW1H 9AT

4 December 1985

Dear Douglas,

LOCAL AUTHORITY EXPENDITURE AND THE POLICE

with DRN

I have seen a copy of your letter of 28 November to Kenneth Baker. You will have seen my minute of 20 November to the Prime Minister on this question.

While I appreciate the problems which we are facing on police expenditure, I wonder whether it would be right for you to make the kind of statements which you propose in answer to possible supplementary questions in the House on 5 December. The statements raise complicated issues which are to be looked at urgently in the review which has been endorsed by E(LA). To make statements such as you propose now would anticipate that review and raise immediately questions about local authority finance and the police which we are not yet in a position to answer.

I would therefore be grateful if you were able to deal with any questions which may be put to you on 5 December in terms that you are aware of the problem on police resources and are looking into the issues urgently.

I am sending a copy of this letter to the Prime Minister, other members of E(LA) and to Sir Robert Armstrong.

Yours ever,  
George







CONFIDENTIAL



NBSM

Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Douglas Hurd CBE MP  
Secretary of State  
Home Office  
50 Queen Anne's Gate  
London  
SW1H 9AT

3 December 1985

*Dee Douglas***POLICE EXPENDITURE: ELs AND RSG SETTLEMENT**

I have seen a copy of your letter of 28 November to Kenneth Baker.

As I said in my letter of 18 November to Willie Whitelaw, the loss of block grant does not mean that joint boards will end up without the money which they need to spend on police; rather, it affects how they will finance that expenditure. And the safety net applied at ratepayer level will moderate the impact of this and other demands on ratepayers in the Metropolitan Counties. We have already agreed that officials from our departments and from DOE should review urgently the interaction of our policies on local Government finance and our policies on the police. I am afraid that I cannot agree that you should pre-empt the results of that review by announcing now that we will enable joint boards to budget at EL without losing block grant.

Similarly, I feel that the other part of your proposed statement goes too far in acknowledging the inevitable tensions between our policies, and indeed seems to dissociate you from the decision of colleagues on this year's RSG settlement. I think that the most that you can say on the study is:

"The Government is studying how to ensure that adequate resources are available for financing the police in the light of recent events and the increased demands upon them."

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We cannot at this stage be more precise on how our commitments might be implemented.

I am copying this letter to the Prime Minister, to other members of E(LA) and to Sir Robert Armstrong.

*Yours ever,*



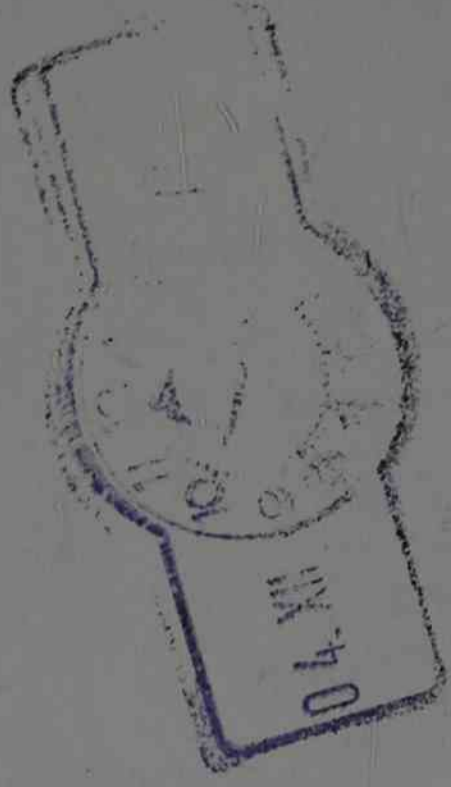
JOHN MacGREGOR

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POLICE POLICY

JAN 83





CONFIDENTIAL

CCBG



*W BPN at this stage*

2 MARSHAM STREET  
LONDON SW1P 3EB  
01-212 3434

My ref:

Your ref:

3 December 1985

*Sam Douglas.*

Thank you for your letter of 28 November.

I am of course very ready to look at all the possible ways in which police authorities can be given the resources which are considered to be necessary to meet their expected commitments. You have already proposed a tripartite group of officials for this purpose and my Department will contribute fully to its work.

But, at the same time, we must not create unnecessary uncertainty in the minds of local authorities about the effects of the rate support grant settlement and rate limitation for 1986/87. I am due to announce the Settlement just before the Christmas Recess. If authorities are led to believe that their block grant entitlement may be changed, rates next year are bound to be higher than they need be. So we must be careful in any public pronouncements we make between now and the conclusion of the tripartite group's review, not to imply that there are implications for non-police services.

I therefore see considerable problems about the first of your proposed assurances which contains a reference to block grant. This will at once give rise to questions about our precise intentions at a stage when we will not have been able to consider your block grant proposals in the review. I am bound to say that, at first sight, I can see serious drawbacks to these proposals. First, I do not have the power to set the GREs in the way you propose. GREs have to be determined in accordance with principles to be applied to all authorities. Legislation would be required if the metropolitan joint police authorities are to have GREs set on a different basis than is applied to the shire counties, perhaps comparable to the special powers which you already have in relation to the Metropolitan Police.

The second problem is that this proposal would divert both police GRE and block grant away from the shire county areas. In view of the concerns which our colleagues have expressed recently in E(LA) about the overall position of the shires I do not see how we could defend this.

Your alternative suggestion was to make some kind of special payment to compensate the metropolitan police boards. I am in general, as you know, opposed to the spread of specific grants. As an immediate expedient to deal with the pressure on you for the coming year, however, this option poses fewer obvious difficulties, if John MacGregor can agree to the necessary additional expenditure provision and aggregate exchequer grant (AEG). I



understand that you can raise the rate of police specific grant without main legislation. However, as police grant has a prior claim on AEG it would still be essential to put in enough extra grant to avoid any reduction to the remaining block grant for non-police services. Otherwise our supporters in the shires and London could still find they were losing block grant as a result. That would be quite unacceptable.

I do not wish to suggest that your proposals exhaust the list of possibilities. We must see what the review suggests. Another option which immediately occurs to me is an increase in provision for police current expenditure, the GRE control total, and both police and block grant, with no change in the machinery. The alternative question of how the grant machinery might be adjusted is also one which the tripartite group will need to consider in detail before we can reach any firm conclusions.

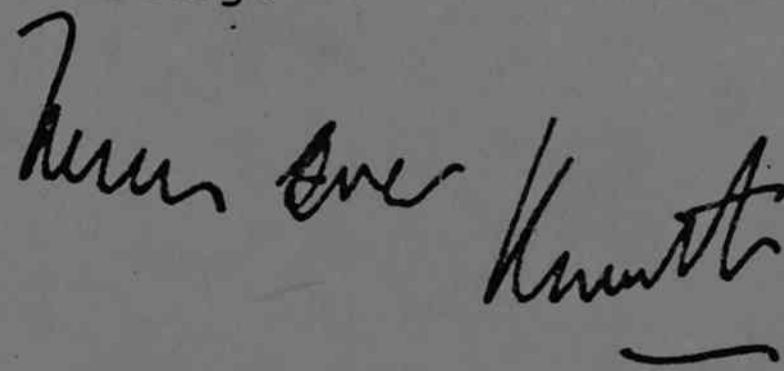
In its present form the second of your suggested statements also carries difficulties. We have never conceded in the past that there is a conflict between our general policies on local authority spending and our specific policies for local authority services, and I do not think we should start now.

My strong preference would be for you to give only a suitable general assurance in the period before the tripartite group has reported to us. If John MacGregor is content, I suggest you could say that the provisional decisions on local authority current expenditure on the police which underlay our announcements in July, and which are reflected in the Autumn Statement and the forthcoming rate support grant settlement, are being re-examined in the light of recent events and the increased demands on the police. The results will be announced in due course.

If you judge it to be essential I would reluctantly agree to your mentioning additional specific grant as one possible solution that is under consideration. I could not agree to a reference to block grant adjustments. Quite apart from the implication that we have decided to legislate on this, it would create great uncertainty on the part of local government as a whole about what authorities can expect their final rating and budgeting cycle.

If you do give assurance on police resources I will have to make clear, in presenting the RSG Settlement, that as regards all other services, authorities can continue to plan with confidence on the basis of the announcements I have made about GREs and block grant generally. There would be no question of any eventual changes in the law and order position adversely affecting non-police authorities, or the level of provision for non-police services.

I am copying this letter to the Prime Minister, other members of E(LA) and to Sir Robert Armstrong.



KENNETH BAKER



POLICE

POLICE

JAN 83





CONFIDENTIAL

CCBG



Prime Minister <sup>2</sup>

You may need later QUEEN ANNE'S GATE LONDON SW1H 9AT

to increase. But the controls  
on local authority expenditure  
overall must not be undermined.

28 November 1985

1 RFA

2. pa.

Dear Kenneth, 28/11

Thank you for your letters of 11 and 19 November about the expenditure on policing in the metropolitan counties.

It is not true that my officials have agreed that there were no options available to solve this problem in 1986/87. Solve it we must, if the Prime Minister's pledge at the Party Conference is to be honoured.

There seem to be two possibilities. One is to set the GREs of the joint police authorities at the redetermined expenditure levels. The other is to make some kind of special payment to these authorities which would compensate them for their losses of block grant. Either way the aim would be to ensure that the joint authorities were no worse off in terms of total grant receipts than if they had spent at GRE level. I have not yet completed my consideration of the applications for redetermination but I estimate that no more than £20m is involved. I would be content for further study of these options to be carried forward in the comprehensive review which has been endorsed by E(LA) and which is to be completed by the end of January.

However, my immediate need is to make a firm and clear statement that we shall enable police authorities in the metropolitan counties to budget at a level which will enable forces to recruit up to their existing police establishments in 1986/87 without losing block grant. If I do not do so the Opposition, and our own back-benchers, will say that we are not meeting the pledge given by the Prime Minister at the Party Conference that the police will have the manpower and equipment that they need. This is particularly important in the inner city areas covered by the joint police authorities where the demands on the police and the risk of disorder are the greatest outside London.

I also want to make it clear that the Government is studying how to ensure that, in the light of recent events and the increased demands on the police, the financial requirements of the police are not impeded by our controls on local government expenditure. This study, agreed by E(LA), covers not only the metropolitan counties. It will also reassure the many shire counties where the police forces are under pressure.

I should be glad to know very quickly that you and John MacGregor agree that I can make a statement on the lines of the sentences underlined above. I am likely to be pressed on these issues by Gerald Kaufman and I am top for Questions on 5 December and at my meeting with West Yorkshire which has been arranged for 9 December. Merseyside have also asked for a meeting.

/This statement

The Rt Hon Kenneth Baker, MP

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CONFIDENTIAL

This statement would not prejudice the decisions on the applications for the redetermination of the expenditure levels for the six joint police authorities. I shall be writing to John MacGregor about these very shortly. Although the decision to set the threshold for grant taper at 10% above GRE will leave three of the joint authorities (Greater Manchester, Northumbria and the West Midlands) below the threshold and so relieve them of the worst effect of block grant losses, I am still left with the difficulty that they and, more markedly, Merseyside, South and West Yorkshire will all have less block grant than if they spent at GRE level.

Unless we can assure the police authorities that they will not lose block grant, we cannot be sure that they will not budget for a reduced level of service. I cannot allow policing in these areas to be reduced and I have already told the chief constables that I would expect them to recruit up to their existing police establishments in 1986/87. Anything less would be indefensible in these inner city areas in present circumstances.

I am copying this to the Prime Minister, other members of E(LA) and to Sir Robert Armstrong.

Yours,  
Douglas.

CONFIDENTIAL



POLICE POLICY  
JAN 83







File DA.

10 DOWNING STREET

*From the Private Secretary*

21 November 1985

*Dear Robert;*

The Prime Minister was grateful for your Secretary of State's minute of 20 November about police resources. She has noted that officials are to look urgently at the issues he discusses.

I am copying this letter to Joan MacNaughton (Lord President's Office), Rachel Lomax (HM Treasury), Richard Broadbent (Chief Secretary's Office), Stephen Boys Smith (Home Office), Jim Daniell (Northern Ireland Office), David Morris (Lord Privy Seal's Office), Robin Young (Department of the Environment), Leigh Lewis (Department of Employment), Andrew Lansley (Chancellor of the Duchy of Lancaster's Office) and Michael Stark (Cabinet Office).

*Yours sincerely,*  
*David Norgrove.*  
(David Norgrove)

Robert Gordon, Esq.,  
Scottish Office



PRIME MINISTER

JOINT BOARDS: POLICE PAY

As John MacGregor has pointed out, the issue is not about the amount spent by the new joint boards on police pay; this will be governed by the precept limits. The problem is about the financing of the expenditure: should it come from central government grant or should it be financed out of rates?

It is now clear that, within the present law, the government cannot distinguish between the new joint boards and other police authorities in its grant distribution. As a result, Douglas Hurd's request would lead to a large increase in aggregate police grant (£100 million or so).

One cannot decide whether such an increase in grant would be justified until the rest of the 1986/7 Rate Support Grant negotiations have been completed in E(LA). Only then will it become clear whether a rate increase or a grant increase is the lesser of the two evils.

We recommend that you should await the outcome of E(LA) before taking any action.

Prime Minister

OL

OLIVER LETWIN

20.11.85.

(i) Officials will be studying how to make sure the police actually get the extra resources they need.

(ii) Mr Baker's unhelpful letter is below. (I mentioned this at the bilateral with the Chancellor.)

(iii) You will have an interim report on RSG distribution at the weekend.

DLW  
20/11





PRIME MINISTER

SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

~~BIF 22/11~~

20 November 1985

### POLICE RESOURCES

1. On my return from Japan I read with interest Douglas Hurd's minute of 22 October about Metropolitan Police manpower. I agree with the general line he proposes: indeed I have been applying it for some time in Scotland. I have also seen Douglas's letters of 4 and 11 November to Kenneth Baker, and that of 13 November from your Private Office, and I am glad to know that you have agreed to the proposal that officials should be asked to consider and report on how our policies on local government expenditure and on police resources can be reconciled more effectively. I think that the need for this exercise - which I would certainly wish my officials to be involved - is urgent because of a number of factors.

2. First, there is the question of resources available to the police as against the demands already made, and in prospect, on the service. Indeed, we have increased resources substantially. But, in a service where over 80 per cent of expenditure goes on staff costs, much of this increase, following our adherence to the Edmund-Davies recommendations, has been swallowed up in the cost of salaries and other improvements in conditions. So it costs much more to maintain the same level of activity as formerly.

3. Against this it is plain that the demands made on the police, both by events and by ourselves as a Government, have increased enormously. So too have public expectations. For our part, against the background of the continued rise in reported crime, we have pressed chief constables hard to increase the visible police presence on the streets. But we have also asked them to do other things. We want them to increase their efforts against drugs misuse; we ask for greater involvement with the community in various ways; we stress the need for consultations with the



community; and we lay great importance on crime prevention measures. In addition, precautions against terrorism involve greatly increased effort, at Party conferences and otherwise; and the policing of football has assumed greater importance.

4. All of these requirements involve time and manpower, and there are more to come. Implementing the outcome of the World Administrative Radio Conference over the next few years will be a heavy commitment on police funds; tape-recording of police interviews will be costly; in Scotland the policing of the Commonwealth Games in Edinburgh next year will be a major police task; we have in mind to extend the provision of police information about criminal convictions of persons seeking to work with children; and it is possible that the police may have to be involved to a greater extent than at present in vehicle insurance matters.

5. Each development, taken by itself, has a good case for it. But the police service, certainly in Scotland, is beginning to give notice that it is no longer able to absorb additional tasks unless its resources are extended to match. Chief Constables here have represented vigorously that, despite all the efforts they are making to produce additional value for money and to operate more efficiently and effectively, genuine new money is needed for new commitments. To some extent, though not entirely, this is due to the pressures we are exerting on local government spending. This is my second main point.

6. In Scotland the local police authorities are the regional councils. The resources made available for the police service depend basically on their guidelines (the Scottish equivalent of targets) and on the judgements they make about their priorities for spending. There is no doubt that our overriding policy of reducing local authority spending influences the amounts that the regional councils feel able to allocate for policing. And of course police expenditure, like that on other services, is taken into the reckoning when heavy penalties are imposed for over-spending.

7. As a result, local authorities are having to consider the levels of their expenditure on the police very carefully indeed, given the pressure on their other services. So far, apart from Strathclyde, they have striven to support their forces at approved establishment levels though they have had to make economies in equipment and accommodation. In



Strathclyde, at a time when recruitment prospects are good, the force is having to operate some 200 below establishment and to make other economies because the Regional Council requires the police budget to take a share of the reductions needed to bring the Council's expenditure down towards the guideline we have set. Elsewhere, the Northern Constabulary is likely to have to close police offices, against public wishes, in order to keep within budget. More generally, forces see substantial problems in meeting new commitments within the resources available to them, even when they do their utmost to achieve value for money.

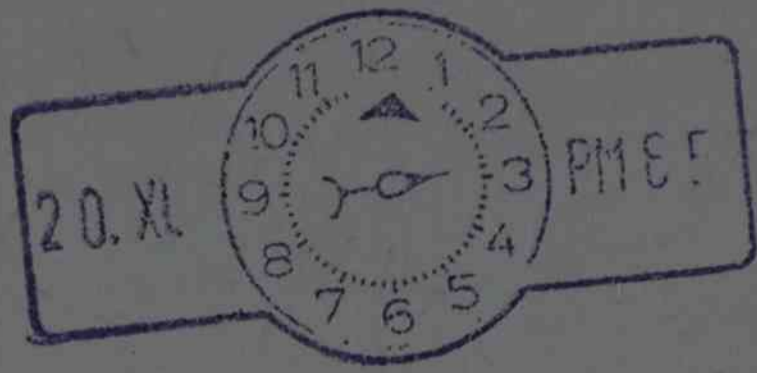
8. This illustrates the basic problem of reconciling our general policy of reducing local government expenditure with our specific policy of increasing support for the police. The two policies are in conflict. There is, of course, scope for local decision on spending priorities within overall guidelines; but this very fact in itself means that we cannot guarantee, even with 50 per cent specific grant based on full establishment, that extra resources deservedly made available for the police will necessarily be taken up locally and used on this service. In short, no matter how pressing the police need, we cannot ensure, with our present arrangements for funding, that police authorities will make adequate resources available.

9. I am copying this minute to Willie Whitelaw, Nigel Lawson, John MacGregor, Douglas Hurd, Tom King, John Biffen, Kenneth Baker, David Young, Norman Tebbit and Sir Robert Armstrong.

C.Y.



Force; Policy;







*CEB*

2 MARSHAM STREET  
LONDON SW1P 3EB

01-212 3434

My ref: B/PSO/19054/85

Your ref:

*B/LF with PV  
Comments to Sir  
case on 21/11*

19 November 1985

*Sir Douglas,*

POLICE AUTHORITY EXPENDITURE AND GRANT

Thank you for your further letter of 11 November, which crossed with my reply to your earlier one about the position of the joint police authorities in the metropolitan areas.

Your main concern is whether the provision for the police service in our public expenditure plans, and now incorporated in the forthcoming RSG Settlement, is now adequate to meet our policies on police resources in the light of the various developments this autumn. Allied to this is your concern about whether it is still appropriate to apply to police authorities the same pressures on expenditure that we are applying to the rest of local government through the grant system.

I am content with your suggestion that a group of our officials should look urgently at the issues and report back to us by the end of January. My officials stand ready to join in this work. I am sure that you are right not to exclude the option of legislation. At the same time, I cannot help wondering whether the root of the problem is not the divergence between policy and provision, rather than any shortcoming in the grant machinery itself.

I agree that you need a line to take if you do come under criticism about the adequacy of the police provision when the RSG settlement is announced. This is of course primarily a matter for John MacGregor, and I am sure he will need to bear in mind that others of our colleagues with responsibility for local services also see an incompatibility between the present level of provision and their declared policies. For my part, I have no objection to the line you propose, provided it is made clear that if, in the event, police resources were to be increased, this would not be at the expense of the grant available for non-police purposes. As you know, this is a possibility unless grant is properly adjusted, since police grant is now paid at a higher rate than aggregate exchequer grant.



C O N F I D E N T I A L

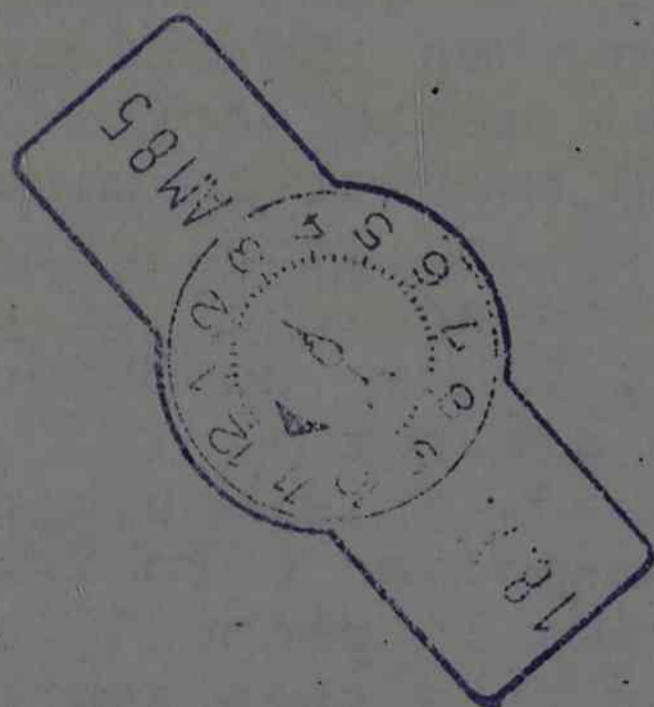
You also refer to the position of the metropolitan area joint police boards. I dealt with this issue in my letter to you of 11 November. However, our officials have discussed this again. I understand they are agreed that there are no options available for use in the forthcoming RSG Settlement. We cannot under present legislation insulate the joint boards from the pressures applied by the grant system to all local authorities.

/ I am copying this letter to the Prime Minister, Willie Whitelaw, John MacGregor and to Sir Robert Armstrong.

KENNETH BAKER

*Yonmuru*

*[Signature]*



C O N F I D E N T I A L

2F

The Rt Hon Douglas Hurd MP





10 DOWNING STREET

*From the Private Secretary*

13 November 1985

POLICE RESOURCES AND LOCAL AUTHORITY SPENDING

The Prime Minister has seen the Home Secretary's letter to your Secretary of State of 11 November. She agrees that officials should meet urgently to consider the options for ensuring that the Government's policies on local authority expenditure and on police resources can be implemented in a coherent and rational way.

I am copying this letter to the Private Secretaries to the Lord President, the Secretary of State for Scotland, the Chief Secretary, HM Treasury and Sir Robert Armstrong.

(David Norgrove)

Robin Young, Esq.,  
Department of the Environment

do



Prime Minister

Write as proposed?

Yes no

PRIME MINISTER

DRW  
12/11

12 November 1985

POLICE PAY AND LOCAL AUTHORITY SPENDING

The problems identified by Douglas Hurd are clearly serious: action will have to be taken. But the complex financing arrangements will need to be sorted out by Treasury and DoE officials before Ministers take final decisions.

We recommend that you should back Douglas Hurd's request for urgent talks at official level.

Hurd  
no

H. Booth

HARTLEY BOOTH





CCOL

QUEEN ANNE'S GATE LONDON SW1H 9AT

11 November 1985

Dear Kenneth,

When I wrote to you on 4 November about the need to safeguard the expenditure levels of the police joint authorities in the metropolitan counties, I said that this was only one of a number of problems where Government policies on police resources and DOE's policy on local authority expenditure are at odds.

The danger of a breakdown and political embarrassment is becoming more acute and I think we must face the problem squarely if it is to be resolved satisfactorily. Our policies on police manpower and resources will not be implemented locally if the local authority expenditure controls remain unchanged.

Manpower is at the heart of the problem. The Prime Minister's statement at Blackpool will be used as a challenge to us to will the means. As you know I am insisting that Chief Constables should prove the need for extra men; but once they have proved their need we are committed to meet it. Yet police authorities, and Chief Constables, will point out again and again that they cannot provide the extra men they need without incurring DOE penalties.

We can point to some national provision in the RSG settlement for extra resources. This cannot now be defended as likely to be sufficient for 1986/87. I seek the agreement of colleagues to saying, when the settlement is announced next month, that it will be kept under review during the year, as our assessment of the needs of the police service proceeds. Without that there is no way in which the police component of the RSG settlement, as negotiated some months ago, can be reconciled with the Prime Minister's statement at Blackpool.

But apart from the national provision, there is no answer to the complaint of a large number of individual authorities that from now on, more provision for the police means more penalties for them.

The present situation comes on top of a system already under strain.

Chief Constables are already warning us that they are having to reduce overtime, restrict recruitment and cut down expenditure on vehicles and other operational equipment because their county councils do not want to incur penalties under the block grant system. We are making additional resources available nationally to help with drugs work, but I am told that police authorities will not apply for my approval to additional posts because they cannot afford them, even though half the cost would be met through police grant. My letter of 4 November pointed to the danger of deliberate under-provision for the police service in the large conurbations. Conversely, I may be faced with applications for increases in force establishments which cannot be accommodated within the RSG provision for 1986/87.

/There are also

The Rt Hon Kenneth Baker, MP



There are also likely to be more demands for central government funding. Police authorities had to be helped to meet the cost of the 1981 riots and of policing the miners' dispute. We had to give special assistance from central funds for policing at Greenham Common and Molesworth; Wiltshire have asked for help with the costs of policing at Stonehenge last summer: and Lancashire for help with the cost of protection for our Party Conference.

This all adds up to an unattractive - and potentially damaging - prospect, which local authorities and the Opposition will be ready to exploit.

We need to consider urgently how we are going to deal with this. I do not want to be driven into a series of expedient devices, in order to implement our policies on police resources. Ad hoc measures will also be expensive. If we go much further in this direction, for example by central funding for particular functions or posts, we shall lay ourselves open to the accusation of introducing a national police service by the back door.

I hope you will agree that our officials, together with the Treasury, should get together to produce options, with legislation not excluded, which would ensure that our policies on local authority expenditure and on police resources can be implemented in a coherent and rational way, without wrecking the tripartite system of police administration. Officials should report by the end of January.

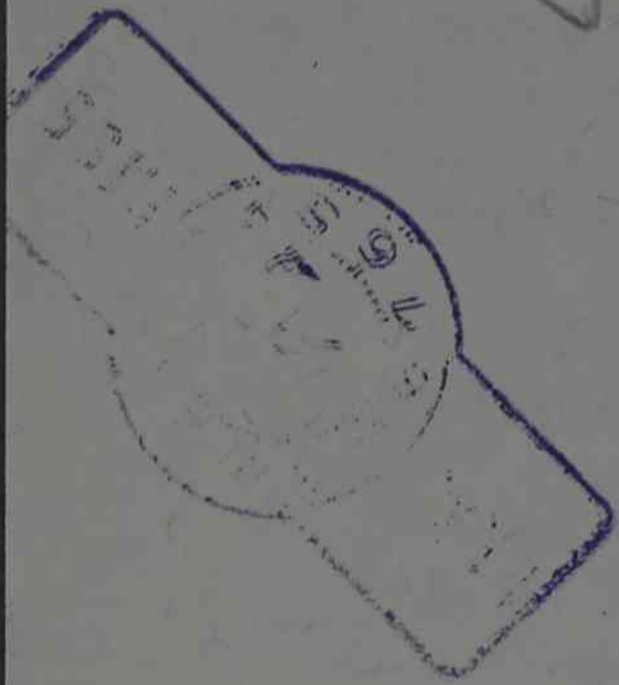
The problem in the Metropolitan Counties, about which I wrote to you on 4 November, is even more urgent and must be solved this month.

I am copying this letter to the Prime Minister, Willie Whitelaw, George Younger, John MacGregor and to Sir Robert Armstrong.

Conner,  
Dunlop.



POLICE  
POLICY  
JAN 83





CONFIDENTIAL

CC 30



2 MARSHAM STREET  
LONDON SW1P 3EB  
01-212 3434

My ref:

Your ref:

11 November 1985

WJm

Dear Home Secretary,

Thank you for your letter of 4 November about the request from the West Yorkshire Police Authority for a meeting about its application for redetermination of its expenditure level.

I agree that you should see them, though you will of course need to be careful in discussion to avoid going beyond listening to representations. I would be happy to be represented at the meeting.

Your letter raises wider questions about the compatibility of the provision we have agreed to make for local authority current expenditure in 1986/7 and our declared policies on individual services. Our decisions, both on aggregate provision and on service distribution, were arrived at after a good deal of discussion. It was recognised at the time that their policy implications would cause some discomfort; but we agreed to live with them and defend them as best we can. As regards individual services, that is I think a matter for the responsible Ministers. If, as a result of policy developments since July, you feel that it is impossible to live with the agreed provision I think it is for you to take it up bilaterally with John MacGregor.

Perhaps I could say a word about GREs and their relationship with ELs for joint authorities. In aggregate, the GREs for each service correspond with our expenditure provision for the service. GREs for individual joint authorities represent our best assessment, on agreed methodology, of the cost of providing a standard level of service in varying local circumstances. It would not be legal to treat your joint policy authorities separately from other police authorities for GRE purposes. Earlier in the year your Department rejected a new general GRE methodology for the police, which might have assisted the joint authorities, largely because of the effects on shire county councils. I would be very willing to have a further look at an alternative GRE formula for the police. But we have already announced our intentions for 1986/7, and so we cannot change GREs before 1987/8.

It seems to me defensible for ELs to be set some way above GREs. This is consistent with our approach to the block grant poundage schedule. The threshold above which the slope steepens is set some way above GRE in recognition of the fact that the latter is not a high-precision instrument. This does not however mean that it is desirable for a joint authority to spend up to its EL. It seems to me entirely legitimate that the authority, if it so wishes, should budget, and precept, for a lower level of expenditure in the interests of its ratepayers. That is no more than local accountability working in practice.



Police

Policy JAN 83

The safety net issue seems to me a separate one. As you will be aware our officials have been discussing this issue in Grants Working Group for several months. There seems no practicable way to protect the joint authorities from the effects of the higher slopes through safety netting. Indeed, at the spending level at which safety nets are determined, most of the police joint authorities have a grant gain rather than a grant loss and would be subject to a cap rather than a net.

Although therefore I would be happy to join in discussion of the relationship between the Government's policies on police resources and on local government finance with you and John MacGregor, I see no possibility of any changes being incorporated in the main 1986/7 Settlement in December. Meanwhile I understand that your officials are exploring with Treasury officials options for support including extending specific grants.

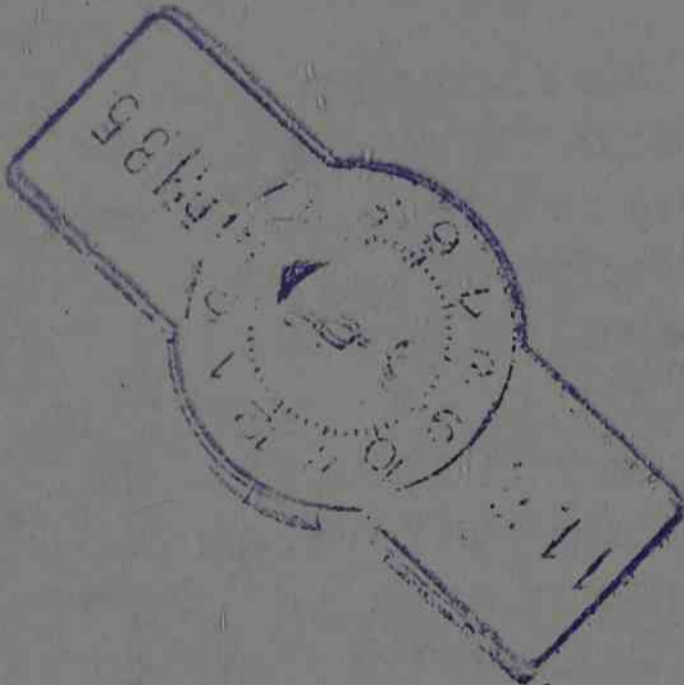
I am copying this letter to the Prime Minister, members of E(LA) and Sir Robert Armstrong.

*Yours sincerely,*

*R. Baker*

PP KENNETH BAKER

*(Approved in draft by the Secretary of State and signed in his absence.)*





CP  
NFA.  
MCA 6/11

MR ADDISON

5 November 1985

[PM Draft] ANTI-POLICE PROPAGANDA

The GLC now proposes to make a second anti-police video on the rates (£17,500). The first was scurrilous and a disgraceful attempt to undermine the rule of law by attacking Police methods. The Attorney took no action and proposes to take no action against the new film. Would you authorise the Private Office to write to the Attorney's office to ask if he advises action to restrain films?



HARTLEY BOOTH



CONFIDENTIAL

per *cc B*



*Pamie Minter 2*

*You will wish to see this, but, I suggest no intervention by you at this stage. Mr Hurd and Mr Baker know very well*

QUEEN ANNE'S GATE LONDON SW1H 9AT

*4<sup>th</sup>* November 1985

Dear Kenneth, *break you will wish to see. DRW 4/11*

Like me, you will have received a letter from the Clerk to the West Yorkshire Police Authority seeking on behalf of the Authority a meeting with us in connection with its application to me for a redetermination of its expenditure level.

I think I must see them and, since the issue which the delegation particularly wish to raise involves policies for which you are responsible, I hope that you could attend or be represented. The delegation will obviously try to drive a wedge between us and we need to be certain we speak with one voice. I am greatly concerned about our vulnerability on this issue and had intended to write to you anyway to ensure that our policies were interlocking as they should.

The Authority is clearly going to allege that I will set it an expenditure level which would allow it to maintain the present level of the police service in West Yorkshire but that, if it spends up to this level, you will penalise it severely by the loss of block grant, since it will be spending some 18% above GRE. We can argue that at the ratepayer level for all services across the country there would be little change. We can point out that GRE is a mechanism for distributing grant, not an assessment of appropriate provision. I am not sure this will be understood and some authorities will not want to understand it. It will seem that we are not prepared to fund the expenditure we encourage. Indeed, it will be claimed that we are actively discouraging the expenditure which we say is needed. The Prime Minister's speech at Blackpool will be on their lips.

But an even more serious problem is that some authorities, who will look at the question at a district level with an eye to the May elections, will want to keep down rate increases and will not levy the precept necessary to sustain the expenditure which we consider desirable. The level of police cover in some of the most sensitive areas outside London will be reduced and our statements on support for the police service will seem hollow. Our abolition policy will be represented as having resulted either in a rate rise or a reduction in the police service contrary to undertakings given on numerous occasions.

This threat exists, of course, because no way has yet been found to fulfil the promise that safety nets would protect the police joint authorities from serious grant losses. I do not believe I could convincingly defend the prospective grant losses for police authorities in Greater Manchester, Merseyside and South and West Yorkshire. Some way must be found to moderate the effect of the new targetless regime on the police joint authorities.

/Although the

The Rt Hon Kenneth Baker, MP

CONFIDENTIAL



CONFIDENTIAL

Although the political difficulty is very much more acute on the police side, I should add that I believe we are vulnerable too on the joint fire and civil defence authorities. This is only the most pressing of a number of issues where our policies on police resources are at odds with our policies on local authority expenditure. I intend to take these up with you separately. I know that discussions on the safety netting issue are not concluded but I understand that the outlook is not helpful. I gather that local politicians of all parties in the new police authorities are already arming themselves for the fight and that some opening shots have been fired in the local press. Our statements on resources for the police give them plenty of ammunition. We need to decide quickly how we counter these attacks and I do not see how I can do so from the present position, given our commitment to a strong and effective police service.

I would be glad to know whether you agree that something must be done. If so, I will reply to the West Yorkshire Police Authority accepting their request and our officials can begin to discuss possible solutions.

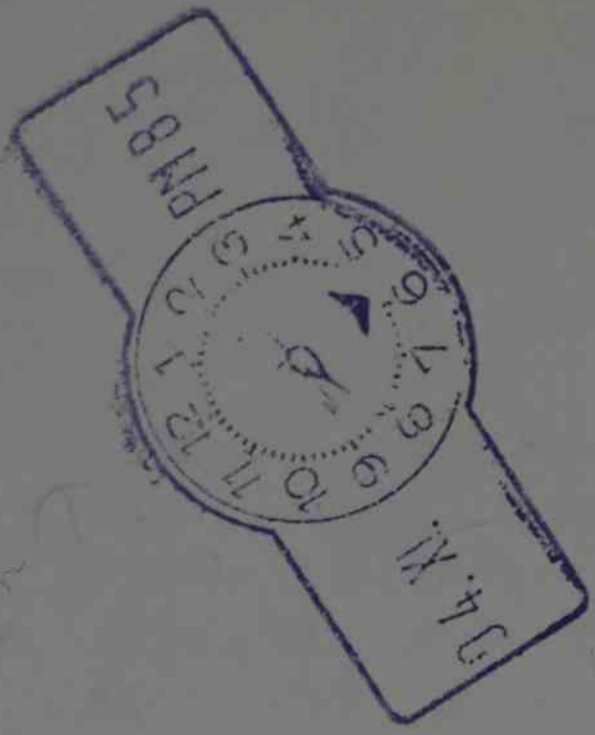
I am copying this letter, because of its wider implications, to the Prime Minister and our E(LA) colleagues.

Yours,

Douglas.

CONFIDENTIAL







Subject cc master

CONFIDENTIAL FILE

JA



10 DOWNING STREET

From the Private Secretary

31 October 1985

Dear Stephen,

**METROPOLITAN POLICE MANPOWER**

The Prime Minister yesterday discussed with the Home Secretary his minute to her of 22 October about Metropolitan Police manpower. The Prime Minister had also seen the Chancellor's minute of 29 October on this.

The Home Secretary explained that the Metropolitan Police were some 300 below strength, and they also had to recruit to compensate for wastage of about 110 a month. On present plans the gap would be closed around the middle of next year. This timetable could perhaps be accelerated, but there were risks in too great an increase in recruitment since the result could be to bring in below standard people. There should therefore be time to examine requests for extra complement. The Home Secretary also explained the particular difficulties in, for example, Birmingham, where the Police authority, which was itself about to be replaced by a joint board, would be unsympathetic to the provision of extra manpower. Requests from the Police for more money and increased complement should be examined quickly and not in a curmudgeonly way. But they needed careful study if progress towards greater value for money were not to be thrown away.

The Prime Minister agreed. She had told Sir Kenneth Newman that he would be granted any reasonable request. But in giving him this assurance she had emphasised that he must expect his requests to be thoroughly scrutinised.

I am recording the remainder of the discussion separately.

I am copying this letter to Tony Kuczys (Treasury), John Graham (Scottish Office), Jim Daniell (Northern Ireland Office), David Morris (Lord Privy Seal's Office), Robin Young (Environment), Leigh Lewis (Employment), Andrew Lansley (Chancellor of the Duchy of Lancaster's Office) and to Michael Stark (Cabinet Office).

*David*  
David

(David Norgrove)

Stephen Boys Smith, Esq.,  
Home Office.

CONFIDENTIAL

dg





## 10 DOWNING STREET

From the Private Secretary

31 October 1985

Dear Stephen,

## MEETING WITH HOME SECRETARY

I have recorded separately yesterday's discussion with the Prime Minister about Police manpower. A number of other points were discussed very briefly.

The Home Secretary explained the different modes in which water cannon could be used and that research on their use in the "drench mode" was in hand. The Prime Minister reiterated that Sir Kenneth Newman should know that he would be granted any reasonable request if he made out a convincing case for it.

On the use of plastic bullets the Prime Minister noted that this had been cleared by the European Court. They should, in the last resort, be used. The Home Secretary explained the conflict between the Manchester Police force and the Police authority over their acquisition and the necessary training for their use. The Prime Minister agreed with the Home Secretary that it would be sensible to make provision for a centralised training facility in the use of plastic bullets.

The Prime Minister noted that the House of Lords had rejected the legislation to allow the Attorney General to approach the Court of Appeal about sentences given in particular categories of case. It would be worth considering whether another attempt should now be made, this time starting the legislation in the House of Commons. It was also agreed that the possibility of extending to England the Scottish system of Procurators Fiscal would be worth study: this could help reduce the present pressure on the jury system. Similarly, the introduction of special juries for commercial cases or even the setting up of commercial courts, as there had been at one stage in the City, should be further considered.

Yours ever

David,

(David Norgrove)

Stephen Boys Smith,  
Home Office



Prime Minister 2

This is the note left by Mr Ford.

DLW

30/10

METROPOLITAN POLICE MANPOWER

FACTSHEET

	Police	Civil Staff	Total
Present establishment/ ceiling.	27,165	13,482	40,647
Strength on 30.9.85	26,681	13,143	<u>39,824</u>
Effective shortfall on 30.9.85	406 (1) (2)	339	745
Increases agreed for 1986/87	50 (changes) (3)	43	93

**WASTAGE:** Currently running at 23 per week (some 100 per month or 1,200 a year).

**RECRUITMENT:** Bulk intakes of 160 every 6 weeks (approximately 1,400 a year). The Met can also run additional ad hoc intakes of 100. ~~was~~ Wansford.

**AVERAGE NET COST:** Of a police officer in London, £25,688 per annum. (Approximate national cost yardstick: 1,000 police officers cost £20m per year.)

- (1) Some officers - eg those on secondment to overseas forces - are, by convention not included in the strength figure. But they do count against the establishment and so are not part of the shortfall.
- (2) A recent intake of recruits has reduced the shortfall to about 300.
- (3) The Met expect to reach their existing establishment by 30.6.86 and the increased establishment by the autumn of 1986.



PRIME MINISTER

30 October 1985

MEETING WITH HOME SECRETARY ON 30 OCTOBER 1985

The Police in London have the certainty of 600 extra during the next year. They are 300 below establishment, they will get 200 from restructuring and another 100 (50 civilians and 50 extra drugs enforcement officers). This, as you say, may be regarded by the public as too thin a blue line.

We support your suggestion that the police should be increased considerably in addition to this 600. As the Commissioner is now content with the Home Secretary's proposal that he justifies his request for larger numbers, and that evidence should be given explaining and supporting the request, we believe that the matter should be left until the Commissioner has put in his detailed claim for more officers.

We have already received some indications from local authorities that they have no wish to authorise extensive enlargement of their police establishment.

*DTScala*

pp HARTLEY BOOTH





Treasury Chambers, Parliament Street, SW1P 3AG

01-233 3000

PRIME MINISTER

**METROPOLITAN POLICE MANPOWER**

I have seen a copy of Douglas Hurd's minute of 22 October.

I strongly support the approach which Douglas proposes, with stress on dealing with requests from the police in an orderly fashion, and on securing value for money. Police manpower has increased by over 8,000 since 1979, so no-one can accuse us of failing to supply the resources needed to deliver our commitment to law and order. A good start has been made in encouraging Chief Constables to think in terms of the need to justify demands for additional resources in value for money terms, and it is essential that we should not lightly jeopardise this. The steps Douglas has already taken in response to the Commissioner's request seem to me to strike the right balance.

I am copying this minute to Willie Whitelaw, Douglas Hurd, George Younger, Tom King, John Biffen, Kenneth Baker, David Young and Norman Tebbit, and to Sir Robert Armstrong.

N.L.

29 October 1985

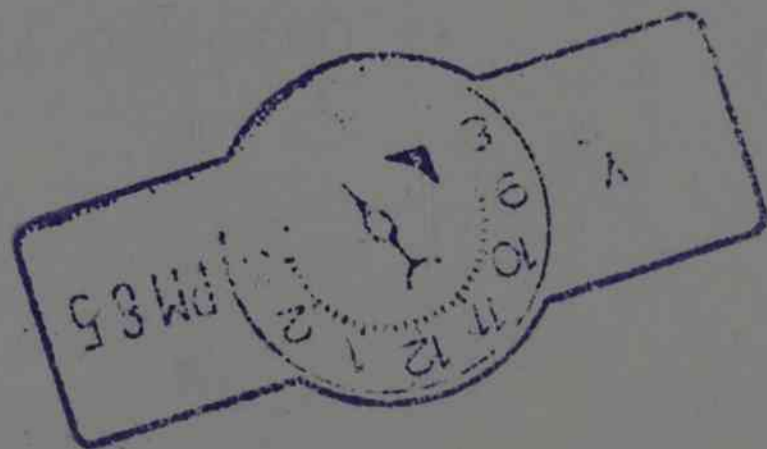
*Disagree*  
*and*



Police

Jan 83

Priny





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Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Douglas Hurd MP  
Secretary of State  
Home Office  
50 Queen Anne's Gate  
London  
SW1H 9AT

*Seen by the Prime  
Minister 30/10.*

29 October 1985

*Dear Secretary of State,*

**METROPOLITAN POLICE CASH LIMIT**

Thank you for your letters of 11 and 21 October.

I share your concern of course about the recent disturbances and the need for the police to be able to respond to them firmly. I also accept that this will inevitably put additional pressure on police budgets. That is why in my letter of 14 October I proposed a means of channelling additional financial assistance to police authorities in whose areas riots have occurred.

I know that the recent disturbances have borne particularly hard on the Metropolitan Police, and I accept that a further increase in the cash limit will be unavoidable, though I could not agree to open-ended increases as you propose. Whatever we agree will have to be quantified and announced in due course if the cash limit is to retain any credibility. Our officials have discussed the difficulties in assessing accurately what the Met are likely to spend; but I do not think that we can reach agreement on any cash limit increase until we have agreed on the terms under which special assistance for the riots will be paid. I hope therefore that you and Kenneth Baker will soon be able to let me have your considered response to the proposals in my letter of 14 October.

I am copying this letter to the Prime Minister and the Secretary of State for the Environment, and to Sir Robert Armstrong.

*Yours sincerely*  
*Paul Jones*  
JOHN MacGREGOR

CONFIDENTIAL

*Approved by the Chief Secretary  
and signed in his absence*



Prime Minister. (2)  
For information

PRIME MINISTER

25 October 1985

SIR KENNETH NEWMAN

The Commissioner invited me to talk to him and his senior officers. I spent 2½ hours over lunch during which they made the following points:

1. Manpower levels in the police still worry the Commissioner but the Home Secretary's offer to receive further detailed requests in February defers the day of reckoning on this. In the meantime he is 300 under establishment, which will be made up and 200 can be gained from reorganisation. Home Office are providing 50 extra civilians and 50 extra police for drug pursuit next year.
2. The riots need stronger action. He was privately unhappy that plastic bullets were not used at Tottenham after he had permitted their use. He was also unhappy the Home Office had not completed tests on water cannons. (We strongly feel a water cannon that sprinkled the rioters would be useful and nearly always preferable to bullets). Newman felt the riot would not have been stopped by water alone in Tottenham.
3. He welcomes your crime prevention initiative and is thinking about his input for it.
4. The fundamental attack on the police in left wing and ethnic papers and in GLC propaganda must be tackled by Government. (We strongly believe we must research ways of answering this plea).

Willie Fittell  
is providing a report  
MAY 25/10

late news  
Prime Minister  
the Home Office

Addition of  
course will help.

JB.

HARTLEY BOOTH



POLICE POLICY?

JAN 73

SIR KENNETH WHELAN

The following information is for your information only.

It is requested that you advise the Police of any changes.

Yours faithfully,

Chief Constable

Police Department

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CONFIDENTIAL

DN to see + speak pte

No - I don't think this is enough info for public confidence  
Let me review numbers to 2.000



Prime Minister  
Agree to Hurd's approach to this question?

PRIME MINISTER

METROPOLITAN POLICE MANPOWER

DBS  
25/10

I had a long discussion with the Commissioner on 16 October, when he put to me his case for an increase of about 3,500 officers in the Metropolitan Police establishment (now 27,165).

His argument in essence was that although police strength had risen by some 4,500 since 1979, a large part of this increase had been eroded by improvements in conditions of service for police officers (extra leave etc); and he also considered that the increase of 576 which had been allowed in the establishment since 1979, did not compensate for the additional tasks (Royalty and Diplomatic Protection, Special Branch, and other specialist squads, etc) which had been imposed on the force.

There is force in these arguments, though they can to some extent be matched by counter arguments. They come at a moment when we are committed by commonsense and by our own public statements to show solidarity and support for the police at a tense and difficult time. We cannot go back on that.

But the situation needs very careful handling if we are not to throw away the work of my predecessors. They have carried through a massive expansion of the police forces in England and Wales while at the same time emphasising the need for effective use of resources and value for money. They have insisted that the priority which we have given to the police does not amount to a blank cheque, and that the police cannot be exempt from the financial and managerial disciplines on which you have laid such stress throughout the public sector. The police have been introduced to new ideas about the management of forces, and are just beginning to put them into effect. Of these civilianisation is one of the most important. It is vital that we do not abandon this approach.

Sir Kenneth Newman is simply the first in line with his bids. I am getting indications from all over the country, including counties far from the riots such as Norfolk and Hampshire, that Chief Constables and police authorities are mobilising opinion behind substantial claims for additional manpower. This flood will soon be upon us. It cannot be sensible in handling the London claim to give the impression that expenditure on the police is now to be regarded as demand-led and open-ended.

We have to reconcile these considerations. The key to this reconciliation is, of course, the concept of need, which appeared in your Blackpool speech and in everything I have said. I believe the stance should be that we are ready to consider applications for new resources for the police on the basis of proven need. This will be costly to the Chancellor, but not so costly as a disorderly rush.

With this in mind I have taken the following line with Sir Kenneth Newman:

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CONFIDENTIAL

- 2 -

- (a) Since the Metropolitan Police is 300-400 under strength his first step should be to recruit up to strength. (In fact this will take several months).
- (b) The restructuring of the force which he has already in hand should by his own estimate release a further 200 officers from desk jobs for operational duties, mostly during 1986. To help this forward I have authorised an increase of almost 50 in the civil staff next year.
- (c) I am ready to agree in principle to an increase of 50 police posts to strengthen his efforts against drug trafficking.
- (d) His requests for further manpower on top of this will be carefully analysed so that a view can be taken early next year of the net increases found to be justified on proven need.
- (e) I am writing immediately to the Chief Secretary to ask for a higher cash limit for the Metropolitan Police for 1985-86 to take account of riot damage claims, additional equipment urgently needed, and additional overtime. (Without waiting for this, immediate deficiencies, e.g. in the stock of riot shields, will be made good).

I shall take a corresponding line over provincial police manpower.

I believe that this is a position which can be reasonably defended in public. We are past the stage when general statements of support for strengthening the police will pass muster. We shall come under strong pressure from our supporters in Parliament to concede particular increases. At the same time there was considerable recognition on our back benches on Monday afternoon of the importance of securing value for money. We shall not want or be able to resist all the increases which are sought, but we must be able to assess them in a sympathetic but orderly fashion if we are not to repent afterwards.

I am copying this minute to Willie Whitelaw, Nigel Lawson, George Younger, Tom King, John Biffen, Kenneth Baker, David Young and Norman Tebbit, and Sir Robert Armstrong.

*Douglas Hurd.*

22 October 1985

CONFIDENTIAL





BF with  
TMT response  
~ on Friday

QUEEN ANNE'S GATE LONDON SW1H 9AT

CENO

21 October 1985

Dear John,

Seen by the Prime  
Minister 30/10,

METROPOLITAN POLICE CASH LIMIT

Further to my letter of 11 October, I have now discussed with the Commissioner of Police the financial consequences of the recent disorders.

The Metropolitan Police are faced with additional expenditure under three main headings: overtime, riot damage and equipment. The force had to work substantial amounts of overtime during the disorders, and the tension in some areas of London is such that a great deal of overtime still has to be worked. It is impossible to say how long this will have to go on; but the cost will clearly run into several millions of pounds.

The first payments have already been made under the Riot (Damages) Act 1886 for damage caused recently at Brixton. Again, it is impossible to say what the claims will amount to. The bulk of the expense will probably fall in 1986/87, and our officials are in contact about increasing the estimated net revenue expenditure for that year. But there will be some expenditure, as yet unquantifiable, in 1985/86.

I asked the Commissioner to let me know what extra equipment the force needs in the light of the unprecedented level of violence used in the Tottenham riot. I enclose a list of his initial proposals. We are looking at this urgently. Some of the equipment, such as the extra shields and lighting equipment, ought clearly to be bought at once; other items, such as the vehicles and communications equipment, need to be looked at more closely and could not in any event be bought in the current financial year.

The Commissioner has had to absorb 20 million pounds in additional costs this year, and he cannot absorb any more without reducing manpower, which is unthinkable in present circumstances. He must also be allowed to incur unavoidable overtime costs to carry out essential operations and I have told him so. I should like to be able to tell him that the cash limit for 1986/86 will be increased at the appropriate time by whatever amount is needed, taking account of any offsetting reductions he is able to make, to pay for (a) the additional overtime that has had to be worked because of the recent disorders, (b) the additional expenditure under the Riot (Damages) Act, and (c) such of the equipment on the attached list as I consider necessary after further examination and can be bought in 1985/86; and that unless

The Rt Hon John MacGregor, M.P.

/cont ..



offsetting reductions can be found in 1986/87 the cash limit for that year will in due course be increased by the amount needed to pay for the rest of the equipment which further examination leads me to decide is necessary. I very much hope you will feel able to agree to this.

I am copying this letter to the Prime Minister and the Secretary of State for the Environment, and to Sir Robert Armstrong.

Yours,

Douglas.



## Riot equipment for the Metropolitan Police

### Shields, protective clothing etc.

1. 500 long shields (£35,000). The authorised stock is 1200, but because of financial stringency the actual stock is only 800.
2. 600 round black shields (£15,000) for arrest squads.
3. 144 round clear shields for supervisors (£7,500), to bring the stock up to the authorised level.
4. About 15,000 anti-riot helmets and fireproof overalls (£2,000,000), to enable them to be issued to all male uniformed officers. At present only the 5000 shield-trained officers have them, and so some officers engaged in the Tottenham riot were not protected.
5. 200 sets of body armour (£34,000) to enable the Special Patrol Group to be equipped.
6. 1500 long staves (£10,500) for use by arrest squads. At present the force has only a small number, for dealing with armed criminals.

### Protected vehicles

7. About 80 protected transit vehicles (£1,500,000). At present the force has 82 such vehicles, which is not enough if there is widespread disorder. Some unprotected traffic warden transits and hired private coaches had to be used to transport men to Tottenham.
8. A protected JCB (£45,000) and a low loader to transport it (£35,000). A JCB is a tactically important device which pushes aside barricades such as burning cars. The force has only one at present.
9. 24 long wheel-based Land Rovers (armoured personnel carriers) (£840,000). The force has none at present.
10. 8 high vision vehicles for command purposes (£560,000).



Communications

11. 750 radios and batteries (£750,000). Not enough were available for Tottenham.

12. Radios for NATO helmets (for sergeants and above) (£163,000).

Lighting etc.

13. High intensity lighting (£5000); at present there is only enough for one site of disorder.

14. Dragon lights (£5,000) - like a very powerful torch, useful for dazzling rioters and for arrests.

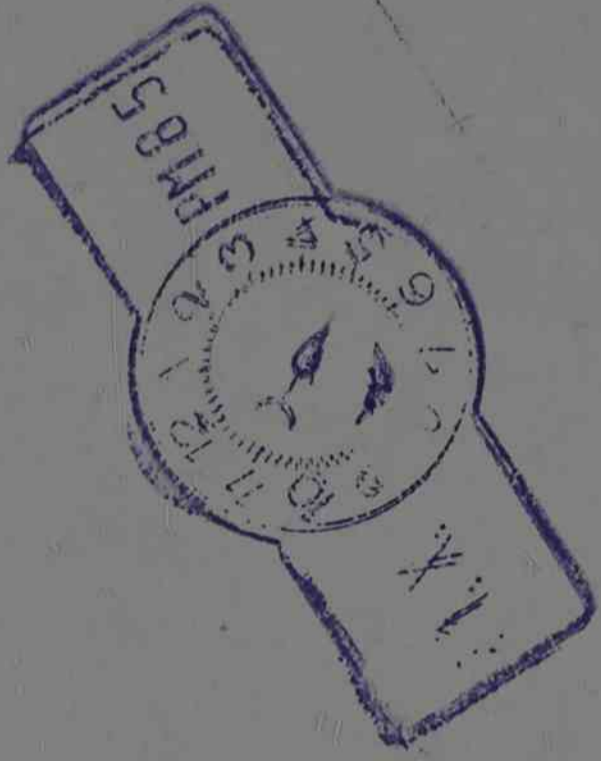
15. Photographic equipment (£14,000). This is excellent for gathering evidence, and resulted in numerous convictions after the 1981 Brixton riots. The force's entire supply was at the Tottenham riot; more is needed.

Firearms

16. 16 night sights (£24,000). The force's existing ones are 12 years old.

17. 10,000 baton rounds (£50,000). The force has 10,000 in store at an RAOC depot in the Midlands, for use by all forces. They need to bring them to London for additional training.







From: THE PRIVATE SECRETARY



Prime Minister<sup>2</sup>  
you may have ripped this in  
HOME OFFICE the fool!

QUEEN ANNE'S GATE

LONDON SW1H 9AT

FEES

30 July 1985

2.8

Dear Robin,

ms

Thank you for your letter of 9 July about the proposal to bring together all the Metropolitan Police protection officers within the Royalty and Diplomatic Protection Department.

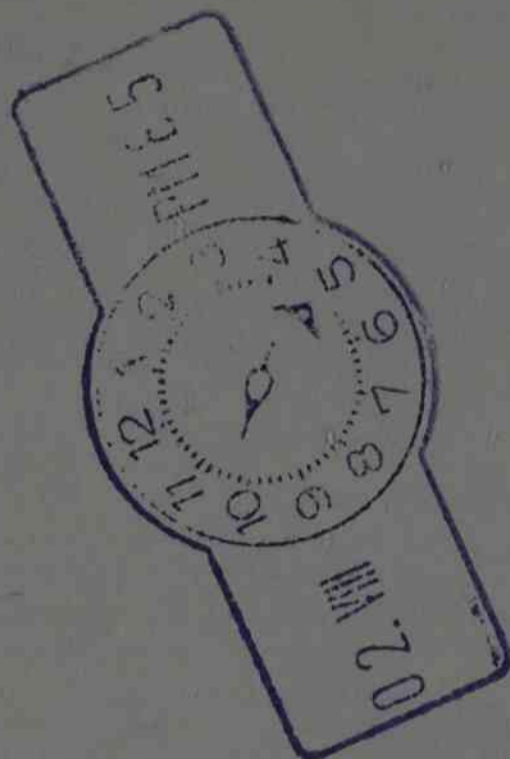
The Commissioner has not yet formally submitted this proposal to the Home Secretary. We have now asked him to do so but it may be some time before the submission arrives since the Commissioner has not yet worked out his proposals in detail and there is quite a lot of detailed work to be done. When the Home Secretary has considered the Commissioner's submission he will consult the Prime Minister again.

Yours sincerely,  
Hugh Taylor

H H TAYLOR

Robin Butler, Esq





Handwritten text, possibly a signature or date, located in the lower left quadrant of the page.





10 DOWNING STREET

4/7/85.

Tim / Mark

Yes the PM  
should be made  
aware of this  
situation which  
may "hit the  
headlines" any  
day. Incidentally I  
did warn her before  
LB! This is not  
however a case



of settle at any  
price — more  
pray H.O. lawyers  
have got it  
right. I do not  
think it appropriate  
for ~~me~~<sup>the PO</sup> (or me)  
to be involved  
directly.

H.



From: THE PRIVATE SECRETARY

~~CF Room~~

00

6017

CF  
to await MB advice.



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

20 June 1985

Prime Minister. (4)

For information  
MEA 517

Dear Tim

HS  
4/7/85

When he discussed certain police matters with the Prime Minister after Cabinet on 13 June, the Home Secretary mentioned that the Police Federation were currently considering issuing a writ about the criteria which were now being applied to determine whether or not his approval should be given to increases in the maximum limits of rent allowance fixed by police authorities.

The Prime Minister may therefore wish to know that the Police Federation's solicitors have now obtained leave to apply for a judicial review of the decision not to approve increased maximum limits for the Greater Manchester Police and, further or alternatively, that three paragraphs of the Home Office circular which set out the criteria now being applied to applications for approval are ultra vires.

The proposed increase in maximum limits was refused on the grounds that the selected house in Greater Manchester did not meet the terms of the Police Negotiating Board agreements on rent allowance and could not properly be regarded as typical of the police authority's housing stock.

Yours ever

W R FITTALL

T J Flesher, Esq



From: THE PRIVATE SECRETARY

~~CE H Room~~



CF

to await MB advice.

HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

20 June 1985

Dear Tim

When he discussed certain police matters with the Prime Minister after Cabinet on 13 June, the Home Secretary mentioned that the Police Federation were currently considering issuing a writ about the criteria which were now being applied to determine whether or not his approval should be given to increases in the maximum limits of rent allowance fixed by police authorities.

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Yours ever

W R FITTALL

T J Flesher, Esq



Subject  
cc master

## 10 DOWNING STREET

13 June 1985

From the Private Secretary

Dear Hugh

The Prime Minister had a short discussion after Cabinet this morning with the Home Secretary about police matters.

The Home Secretary said that police manpower overall had recently dipped slightly but was now rising: the Metropolitan Police Force was also now growing. He believed a major reason for the fall had been uncertainties before the Budget about the taxation of lump sum payments. Overall the police were somewhat under establishment. But there was nothing to prevent them recruiting up to that limit.

The Prime Minister said the Metropolitan Police Commissioner's remarks reported in the press that the Met was under-funded were unfortunate. The fact was the police generally had done very well under this Government in terms of pay, numbers and terms and conditions. The Met's cash limit was adequate; what was required was a disciplined approach to ensure their resources were cost-effectively deployed. The Home Secretary noted this was beginning to happen. Sir Kenneth was, for instance, getting to grips with the problem of overtime.

On the recruitment of civilians, the Home Secretary noted there were many jobs currently done by uniformed officers which might more cost-effectively be allocated to civilians. These civilians could if true become members of trade unions such as NALGO and NUPE. But while there was no rule or agreement to prevent strikes among this group, so far they had shown no inclination to take industrial action.

On the serving of summonses by non-police staff, the Home Secretary agreed this might in some circumstances offer scope for savings. But sometimes, e.g. in rural areas, a separate service could prove more expensive.

On rent allowances, the Home Secretary said he understood the Police Federation were currently considering issuing a writ. In fact, the arrangements for determining these tax free rent allowances had not changed. The allowances were fixed in relation to the District Valuer's assessment of the rent on a selected house. To check that the house was genuinely typical, the Valuer now had regard to its rateable value. It might be that this entirely proper check had resulted in concern that rent allowances



could be adversely affected. However, any suggestion that rent allowances in practice had been depressed was not born out by the facts. Of the eighteen forces for whom agreements had been reached, rent allowances in most cases had risen by between 10 and 20 per cent.

On drugs, the Prime Minister noted that effective police investigation of drugs related crime was vital, and might require some extra manpower.

The Home Secretary said he believed police concern over the Police and Criminal Evidence Bill was misplaced. This should not cause them any difficulties; it required forces to adopt no more than was normally accepted as good practice and procedure. The Prime Minister noted with regret that the House of Lords had seen fit to exclude hats from the stop and search powers provided to the police under this Bill.

The Prime Minister thought the Police Federation magazine generally adopted a sour critical tone, and this was bound to influence police morale and its view of government. The Home Secretary said that any morale problems faced by the police probably had less to do with specific grievances than with the consequences which have flowed from the end of the miners' strike. The strike had undoubtedly placed great strains on the police. But it had also made them a centre of public attention, rightly earned them many tributes from the people they served, and, of course, also generated a good deal of overtime.

Summing up the discussion, the Prime Minister noted the police had little real reason to feel aggrieved. The Government had treated them fairly and well. She hoped the police leadership would help get this message across. The Home Secretary would continue his efforts to do so.

*Y ew*  
*Mark Addison*

(Mark Addison)

Hugh Taylor, Esq.,  
Home Office.



Prime Minister.

You wanted to have a word with the Home Secretary about police manpower (see Flag A). At Flag E is a note you may find useful, which the Home Secretary sent after you lunch at New Scotland Yard.

12 June 1985

MEA 12/6

PC  
/

PRIME MINISTER

POLICE MEETING WITH THE HOME SECRETARY, WEDNESDAY 13 JUNE

You are to see the Home Secretary to discuss the outcry by the Police Federation Conference last month. The complaints were set out in a note of 17 May (Flag A).

Issues you may wish to explore

1. Police Manpower

Police manpower fluctuates considerably. Attached are the total police strength figures (Flag B). The Home Office emphasise that, since 1979, the shortfall against establishment has improved. The Police Federation continue to say that the overall numbers of police are currently falling at a time when they are being given onerous new and increased duties.

Feb  
720

Dropped -  
now rising  
Jan - 2 hrs  
Sun payments

Whitworth  
1984 - 1182  
1985 - 1214

5% - 6.9%

Mid P.L.  
25% short  
Pay. Power  
Non-manpower costs

2. Police Funding

The Home Office agree that DoE cuts have affected police funding. The meeting you had on drugs with the Home Secretary was interpreted by the Home Office as meaning that there may be new money for more police in this area.



3. Civilianisation

There has already been a considerable move towards civilianisation, which is much disliked by the police. The average in all forces is 19% civilianisation, and this is over and above the strength figures set out at Flag B. There are many more jobs that civilians could do to assist the police. You could call for a complete end to police serving summons and warrants for Magistrate's Courts and Crown Courts. The Home Office do not know precisely how many police would be saved, but there is a consensus - even amongst senior ACPO officers - that there is a substantial manpower saving here. If you wished to ensure that strike-permitting unions did not take over the civilian ranks of the police, this issue should be broached now. Possibly an auxiliary police force with this characteristic should be formed.

4. The Rent Allowance Issue

*in - by the police  
Part of the...*

The Home Office strongly assert that the police misunderstand what the circular 90/84 was doing. They claim that the police have not understood that the new part in the circular which will allow the Home Secretary to take into account the rateable value of a selected house, as well as the assessment of the District Valuer, was a different issue from the one considered by the Police Arbitration Tribunal. The circular has been highlighted and is attached (Flag C). If the Home Office

*18 forces  
10 and 22*



are right, they must make strenuous efforts to explain this misunderstanding to the police, because ~~the police~~ are at this moment in the process of commencing proceedings against the Home Secretary in respect of this circular. (I have not seen the writ which the Police Federation tell me they have issued during the last week.)

5. Additional Work for the Police

You have already discussed the question of drugs enforcement and football match control. In addition, the police can point to rising crime, in the Metropolitan Commissioner's Report out today, and the effects of the Police and Criminal Evidence Act which will apply its full rigour next spring. The latter was covered by the Home Secretary in his speech attached (Flag D). In all reports I received at Blackpool, and the debates I attended, this issue still causes considerable unrest.

Conclusion

The Home Office and the police currently have an arm's length posture. We recommend that you bring them together without the necessity of huge new injections of public money.

*H. Booth.*

HARTLEY BOOTH



MR BUTLER

POLICE

You will see from the attached note that the Prime Minister expressed a wish to have a word with the Home Secretary about the police, and in particular about manpower questions.

Hartley Booth's further note mentions that the police are considering taking legal action against the Home Secretary over rent allowances, and he now understands that papers have been served.

I have pencilled in a slot after Cabinet on Thursday, and Hugh Taylor is aware of the issues which may come up at the meeting, and will be providing a short note beforehand.

Unless you have any objections, I will confirm the slot with Hugh Taylor.

MAA

MARK ADDISON

10 June 1985

Mark Addison

Content. Pl. look  
out the exchange with the  
Home Office over Metropolitan  
Police manpower following the PM's  
lunch at Scotland Yard in January and put  
in briefing folder.

FECS

11.6



MR ADDISON

7 June 1985

POLICE

1. Following your query, I have sent a minute to the Home Secretary's Private Secretary, The Deputy Secretary for Police, Mr Partridge, and the Special Adviser in the Home Office, David Coleman. The Home Office are therefore fully in the picture.
  
2. The meeting would be most useful before the Cannon Row visit on 17 June. Would a ten minute slot after Cabinet on Thursday be possible?
  
3. Two issues I raised in my minute on 17 May have become more serious. Police numbers have declined further by 512 men in the last month, putting them 2,012 below establishment (today's figure from the Police Federation).

The police are taking legal action against the Home Secretary over allowances.

*Hartley Booth*

*Spic (Hyl) Taylor.  
→ Beede Great Police relations  
→ Addene*

HARTLEY BOOTH



HARTLEY BOOTH

file (57) [signature]

POLICE

The Prime Minister has seen your note of 17 May. She thinks it would be worth having a word with the Home Secretary about the issues you raise.

I think we might try to find a few minutes <sup>after a meeting</sup> at which both the Prime Minister and the Home Secretary are present to deal with this. The Home Office would be happy with that. They have asked, however, for a copy of your note so that they can ensure the Home Secretary is properly briefed. I do not see any particular difficulty in this, but perhaps you would consider it and arrange either for a copy to go across or for the gist of its content to be conveyed to Nigel Pantling.

Let us have a word early next week.

MARK ADDISON

29 May 1985

[signature]



my NP.

Prime Minister.

CONFIDENTIAL

Hertley Booth <sup>note</sup>, for  
information, re the Police  
Conference. MCA 17/5

PRIME MINISTER

17 May 1985

POLICE

1 must have a  
word with them  
about their  
charges  
- especially the  
proposals in the  
last para  
not

I attended the Police Federation Conference from 13-14  
1985.

The delegates met at Blackpool rightly proud of their  
tenacity in the face of Scargill's mobs, and wishing to honour  
their brave colleagues at Bradford Football Ground. Among  
their number was the Chairman of the RUC Branch, whose 21 year  
old niece had died at Newry in the last 12 months at the hands  
of the IRA.

While the general spirit was to support the Government  
that has paid them generously, a current of dissatisfaction  
was apparent. This has been much-orchestrated by the media.  
In the lead was the Left-of-Centre Greater Manchester Force.  
They said:

- Police are underfunded in the wake of DoE cuts.
- Their numbers have fallen by 1,500 during the last year  
for the same reason.
- The Police and Criminal Evidence Act will mean more work  
without extra "establishment".

CONFIDENTIAL



- The HO have broken faith over rent allowances (circular 90/84). The police say that the rent allowance was agreed in arbitration and subsequently the HO circular changed it without their agreement. HO say it was a trivial matter.

We are adding other duties to the police, not least drug pursuit, public order and more sports crowd control. Although we can encourage local authorities to bring police up to establishment as you did yesterday in PQs, we can also find ways to reduce the police load rather than be driven to the expensive conclusion that we must have more police:

- More civilianisation of the police: providing we do not bring in strike-permitting unions.
- More customs officials, rather than police on drug offences - they are cheaper.
- Remove the last few police from assisting parking ticket administration.
- Privatise the service of Magistrates' warrants and summonses. Police should not be required to deliver bits of paper.



CONFIDENTIAL

- 3 -

Less Attractive Options

- Further reduce traffic police.
- The vain hope to find overall savings of 600 police after the new prosecution service has been created.

Conclusion


Could you have a word with Leon to mend some fences?

*Hartley Booth*

HARTLEY BOOTH

CONFIDENTIAL





GLC Working for London

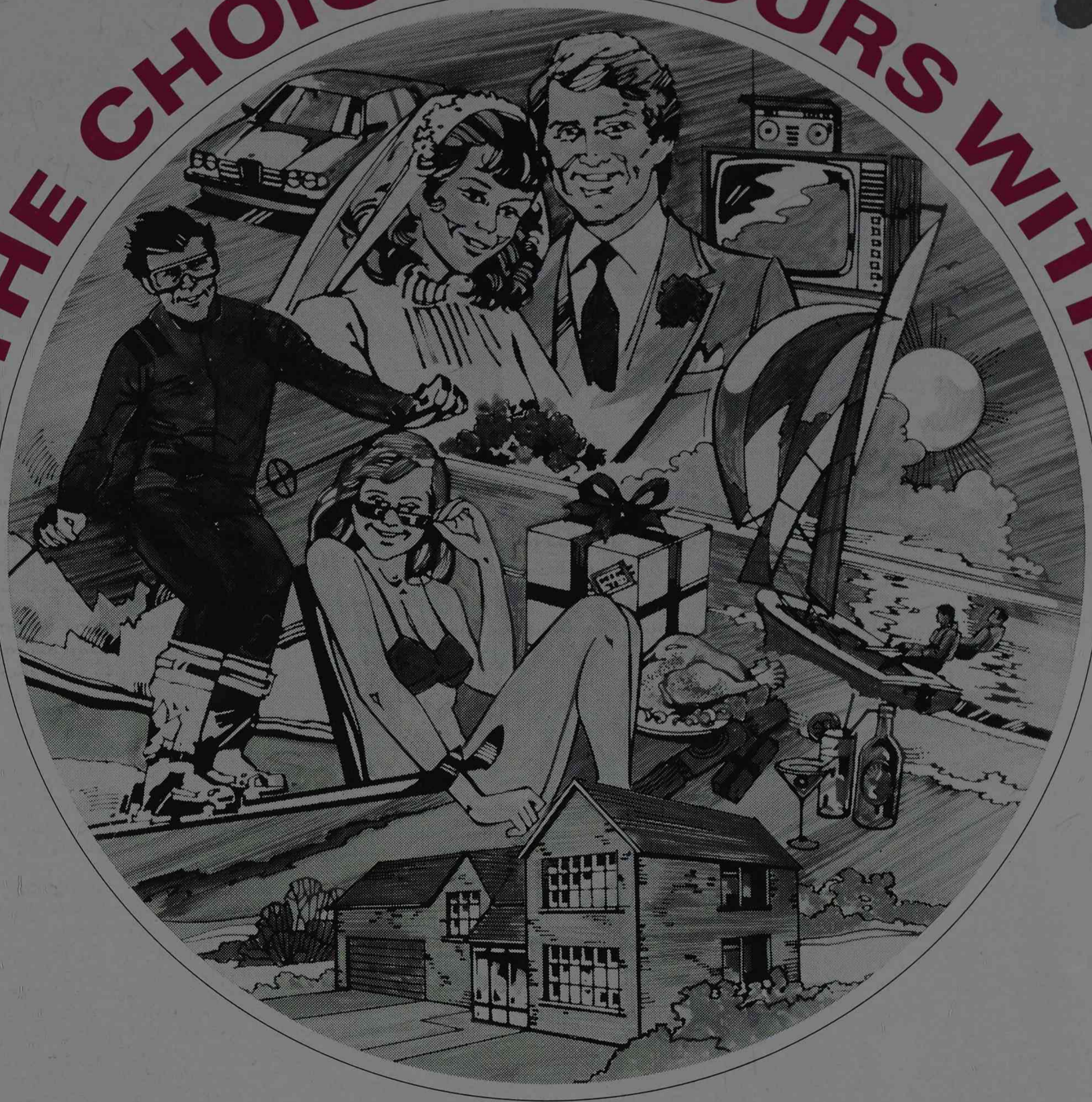
# POLICE

MONTHLY MAGAZINE OF THE POLICE FEDERATION

Vol. XVII No. 10  
JUNE 1985



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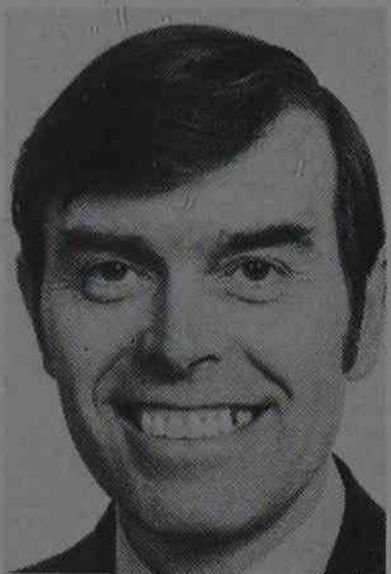
## CHANGES!



Barrett



Mannion



Middup



Eastwood

ALAN EASTWOOD, vice-chairman of the JCC was defeated for the post by Peter Mannion (Gloucestershire) when the Committee elected its officers for 1985/6 after Conference.

Paul Middup was ousted from the chair of the Constables' Committee by Steve Barrett of the Metropolitan.

Peter Tanner held off a challenge from Pat Johnson, the deputy secretary, to keep the JCC secretary's post. In turn, Mr Johnson defeated Graham Marsden (Notts) to hold on to his office. Assistant treasurer Norman Appleton also survived a contested election.

South Wales made a clean sweep of the three JCC posts for the Welsh region, thus unseating Ted Simmonds (Gwent) after 13 years membership. The new members are Inspt T Grinter and Sgt J Moseley.

## POST HONEYMOON BLUES!

### *Tories 'letting down' the police*

MIKE BENNETT, proposing an emergency motion expressing grave concern at the impact of current Government actions on the police service and the fight against crime, told Conference that promises, once made, should be kept. "Unless money is provided to increase manpower and resources," he said, "the quality of law and order will decline still further." He called upon the JCC to send a deputation to Leon Brittan to leave him in no doubt of the present feelings of the membership of the Police Federation.

Mr. Bennett listed seven issues which gave rise to the emergency motion. The first was the effect which Home Office Circular 114/83 is having on manpower. He claimed that the circular was likely to bring civilianisation up to an unacceptable and even potentially dangerous level. Restrictions on police manpower, said Mr. Bennett, were starting to have an adverse effect on morale. Promotions were beginning to 'stagnate'.

The second major issue was the Police and Criminal Evidence Act. The manpower restrictions meant that the procedures would be difficult to operate, in particular, the custody officers. The Act had created more disciplinary offences, providing the opportunity for it to become a complaints charter.

The addition of the racial discrimination clause to the Discipline Code was a "downright insult", said Mr. Bennett.

On the miners' strike, Mr. Bennett condemned the abysmal and squalid state of much of the accommodation provided for officers on picket line duties, and said that when Federationists had tried to rectify the matter, they had been treated with disdain and contempt by authority.

The Federation had secured a major victory on rent allowance at the arbitration tribunal, but the Government had acted dishonourably by interfering in properly-negotiated conditions of service, so that the Federation was having to consider legal action against the Home Secretary.

### Local Government Bill

MR. BENNETT condemned the Government for creating doubt and uncertainty amongst members of the provincial metropolitan forces who were threatened with the possibility of reorganisation once the metropolitan councils have been abolished. "At the moment," said Mr. Bennett, "near chaos reigns. There is concern in my force at all levels. For heaven's sake, Government, give us some clear directives."

Another point of criticism was the drive to recruit more special constables in order to offset decreasing police manpower.

This Government, said Mr. Bennett, had in reality done very little in the area of preventing crime. "Crime is on the increase, particularly violent crime against the elderly. We are struggling to protect them now. I shudder to think how we will protect them in the future if police establishments are not increased."

"The police service", said Mr. Bennett, "has always been intensely loyal to the Government of the country, no matter what its political colour, but it is time to tell this Government that enough is enough."

The emergency motion was carried unanimously.

### FEDERATION TAKE BRITTAN TO COURT

THE POLICE Federation has applied to the High Court for leave to seek judicial review of the Home Secretary's refusal to approve the Greater Manchester Police Authority's proposed new maximum limit rent allowance in that force.



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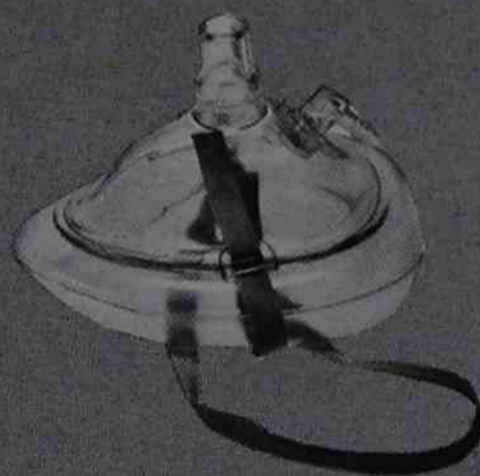
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# NO WAY TO TREAT THE POLICE FORCE!

THIS, HOME SECRETARY, is the one day of the year when you can take advantage of a thorough briefing on police problems from the elected representatives of the men and women at the sharp end. No doubt you will be able to contrast what you hear today, with what is said to you by the HMIs, the chief officers, your permanent officials in the Home Office, and even those stalwart friends of the police service, the local authority representatives.

I suspect you will notice quite a difference in emphasis.

Of course, we are not always going to see matters in the same light, and in a moment or two I intend to explain to you where we think, on one or two matters, you have gone wrong. But do not worry, it is not too late for you to start putting them right as soon as you get back to London

## Police pay

**THERE IS** no doubt that the 1984 pay negotiations were the most difficult we have had to face, since the Edmund Davies system of dealing with police pay was introduced seven years ago. At the outset, it was clear to us that the Official Side of the Police Negotiating Board, and of course this most include yourself and the Home Office, was looking for ways to retreat from the categorical guarantees that have been made, by successive

governments, concerning the status of the Edmund Davies standards.

We were, therefore, quite ready for a long and difficult battle over the pay review, knowing that the Official Side wanted to "claw back" what they saw as an element of over payment, and that they wished to make changes to the way in which the Index of Earnings was linked to police pay reviews. But we were shocked to find, when the negotiations opened, that the employers were back to their old double dealing tricks which had, I would remind you, caused the crisis of confidence in police negotiating machinery in the mid-nineteen-seventies.

With total cynicism, the Official Side wanted to postpone consideration of the joint examination of police pay, which had been set up at their insistence, and with which we agreed to co-operate only after a personal warning from you, that it must be undertaken and completed before the 1984 negotiations began.

Now we were being told that, after all, the Report of the review could be dealt with in 1985. The reason, of course, was that over the previous year, the movement in the Index on which police pay was based, had turned out to be much less than had been expected at the time that the joint review was set up. So the Official Side wanted to delay the conclusion of the review to a time when they hoped the factors which had caused the index to slow down, would not be present. In other words, they wanted to

be able, in 1985, to attack a larger pay increase than the one thrown up by the index in 1984.

We would have none of it, and I am glad to say that in the end, wiser counsels won the day.

## Probationers

**WE EMERGED** with an agreement which preserved the status of Edmund Davies for a further period. But it was not an easy decision, because we felt then, and indeed still feel now, that it was an injustice not to give an increase to the young probationers who so often take the brunt of the bitterness shown to police officers.

But, although the negotiations were indeed difficult, and although we felt bitterly angry about the tactics employed at first by our employers, we emerged from the exercise with a satisfactory agreement in which both sides made concessions to the other's point of view.

In other words, we negotiated, and we did not threaten.

Still less did we try to make a case for ourselves by denigrating the work of other groups. When the leaders of the teachers unions keep making comparisons with police pay, they might point out some very significant differences in working conditions as between their members and ours. When they sneer at "nineteen-year-old police constables" getting more than graduate teachers, they might pause to ask themselves about the ages of the young officers of the Royal Ulster Constabulary who were slaughtered at Newry in February, or of other young officers killed and maimed in the course of their duties on the mainland of Britain.

When the emergency is there, and the call must be faced, no one stops to enquire about the age of the constables who risk their lives on behalf of the community.

As police officers, we certainly have no criticism of the teachers unions, or any other groups, which seek to enhance the living standards of their members. We are

*Leslie Curtis Chairman of P.F.*

# CURTIS TELLS BRITTAN: LISTEN TO LOWER RANKS



entitled to ask, that they do not try to do so by making inaccurate comparisons with our members.

## Rent

**WHEN WE** met at this Conference last year, Home Secretary, I made it plain to you that our membership was greatly concerned about the attempts being made by the Official Side to undermine the system of Rent Allowance. We were, therefore, very gratified indeed when the arbitration tribunal, having carefully considered the submissions of both Sides, entirely rejected the case put forward by the Official Side, and entirely supported — I stress — entirely supported — the detailed arguments of the Staff Side.

In our experience, the award from the arbitration tribunal was unique in the emphatic language used by the tribunal in making its decision.

We were, therefore, surprised and disappointed when we discovered that you were seeking, by administrative action, to introduce a system of approving changes in local rent allowances by applying factors which the arbitration tribunal had agreed, with us, were irrelevant.

We were even more angry to read that you proposed, if costs continued to rise, to take unilateral action to alter the system, and thus, virtually, to overrule the arbitration tribunal. That was the only interpretation we were able to place upon your action.

If what I say is not the case, then I must tell you that we will welcome your assurance, here and now, that we have nothing to worry about. And if there has been a misunderstanding, then it is entirely your fault, and the fault of your officials, for acting in such a high handed manner without any attempt at all to consult the negotiating body — the forum appointed by Parliament to deal with these very matters.

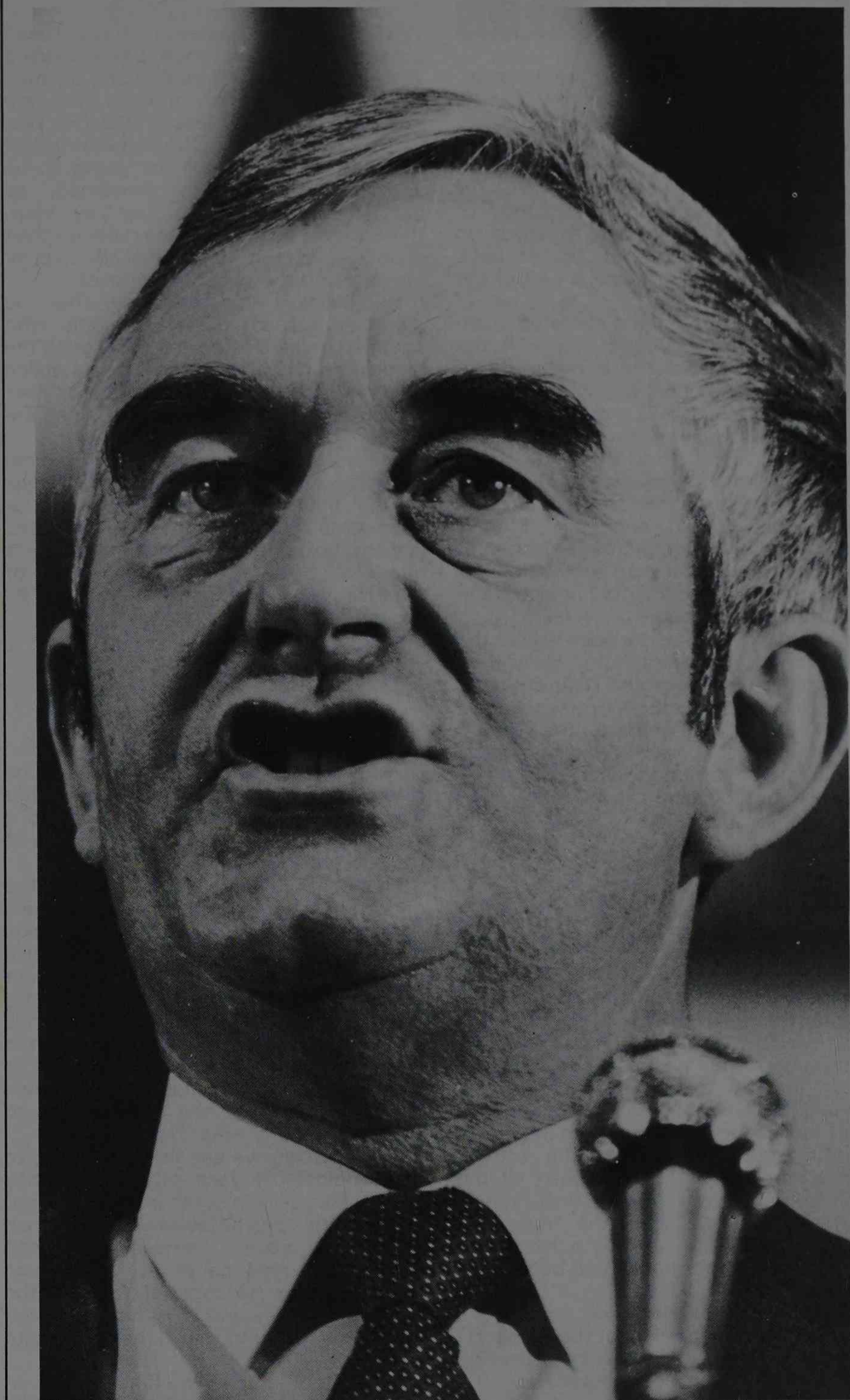
## Consultation

**ON THIS** question of consultation, I have to say for the second year running, that we are disturbed about an increasing tendency on the part of the Home Office to ignore the consultative process, and even to ignore the statutory body, the Police Advisory Board, set up by Parliament to advise you on police professional topics.

Last year, our complaint was about Circular 114, with all its implications for police manpower, and its concern with new working methods, technology, and so on. That Circular was introduced without a word of consultation with the Police Federation, nor the Superintendent's Association, and without any discussion at the Police Advisory Board.

That was a grave error on your part, Home Secretary, because it meant that our consideration of the most effective use of police manpower, an aim which we happen to share with you, got off to a bad start. We had hoped that the protests we made last year about lack of consultation would have produced improvements. Sadly, in some key areas, this has not been the case.

Home Secretary, as the message did not get home last year, I must say it again: Where the law of the land requires that Police Regulations are made after consultation with the Police Advisory



Board and the police staff associations, we will insist that proper consultation takes place. Where the obligation to consult is not statutory, but there is a clear moral imperative that there should be consultation, then we shall protest every time that we are ignored.

What has happened on a number of recent occasions makes a complete nonsense of the Edmund Davies report on the role of the Federation and the status of consultative machinery in the police service.

## Racial discrimination

**THERE WAS** not the slightest pretence at consultation with the police service, merely a last minute warning of what had been decided, when the Government, last year, performed a staggering

somersault on the question of police discipline and racial discrimination.

It was in 1981 that Lord Scarman revived the idea, previously considered and rejected by a Labour Home Secretary in 1969, that there should be a specific offence of racial discrimination to be added to the fifty-plus other sins that a police officer can commit, which are set out in the discipline code.

Even Lord Scarman accepted that the kind of conduct by a police officer, which would give rise to a complaint of racial discrimination, was already covered in the code. The Police Advisory Board (at least it was consulted in 1981) came to the unanimous conclusion that there was no need for such a clause, and that its inclusion might be unhelpful to the cause it sort to promote — racial harmony and better understanding between the police

*(continued overleaf)*



and ethnic minorities. Your predecessor, Lord Whitelaw, told Parliament that he accepted this advice.

When the first version of the Police and Criminal Evidence Bill was before Parliament, you and your ministerial colleagues persuaded the House of Commons and the House of Lords to reject amendments which would have made the Scarman proposal a part of the Bill.

When the amendments came up again on the second version of the Bill, the Government caused it to be voted down in the Commons but it was carried by six votes in the House of Lords, against the strong advice of the Government spokesman in that House.

Then came the bombshell. We were told that later on the same day, the Government would announce that it would accept the amendment after all. It was the price to be paid for buying off two other amendments which the Government opposed.

We are entitled to wonder about the commitment of those who proclaim their support for the police and their desire to see police officers properly equipped with power to deal with crime on the streets, and then put a halter labelled 'racial discrimination' around the necks of every young Bobby policing the inner city.

## Police & Criminal Evidence Act

**IN THE** past year, your Government has succeeded (some would say "at last") in getting the Police and Criminal Evidence Act, Mark 2, through the House of Commons. It may well go down in history as the Act of Parliament which had the longest Parliamentary sittings of all time. But I have to say to you, more in sorrow than in anger, that it is not the Act the police are looking for on behalf of the ordinary public, which would ensure that, at long last, we had the legislative backing to enable us to tackle crime without having our hands tied behind our backs.

The Police Federation made its dissatisfaction very clear at the outset on a large number of points. In examining the problems that could arise on the streets and in the police stations, we were not simply speaking as the Federation. We were sharing the views of many, many experienced police officers of all ranks, including ACPO, who have the strongest reservations about the Police and Criminal Evidence Act.

For example, we were alarmed at the massive extension of privilege to all kinds of groups, including journalists and social workers, which gives protection to evidence and documents in their possession in a manner that we cannot conceive to be in the public interest.

Just as importantly, we find the ludicrous restrictions that have been placed on some powers, quite incomprehensible in terms of the problems that the police encounter in their fight against crime.

Every police officer knows by now that he can ask a person to remove his coat and his gloves (it sounds like a song from *Oklahoma*) but can't ask him to take his hat off in the street.

## Bureaucratic nightmare

**WHERE** police powers have been standardised, they have been saddled with a bureaucratic nightmare of time keeping and record making. We are anticipating that, at least in the first few years following the full implementation of the Act, criminal trials are going to be extended rather than shortened, as defending lawyers go, step by step, through the codes of practice in their desperate search for some slight error or omission on the part of the police.

We believe, also, that now that the dust has settled, the very people who spent two years attacking the Act as the biggest step ever taken towards a police state in Britain, will now regard it as their Bible for making allegations against the police.

Our verdict on the Police and Criminal Evidence Act must be, that whilst it has some advantages, on balance it represents, not just a missed opportunity, but a clear example of what happens when a Parliament full of practising lawyers, gets to work on its specialised subject.

## Criminal Justice Bill?

**HOME SECRETARY**, you said in the House of Commons the other day, that we might be able to look forward to a new Criminal Justice bill in the lifetime of the present Parliament.

I hope, in fact I implore you, to take the opportunity, along with your colleagues, the Law Officers of the Crown, to tackle some of the major abuses of justice which have become established in our criminal trial procedure. Anyone who is a daily observer of contested trials in this country, will tell you, that on far too many occasions, the public contest to win victories on legal technicalities, wholly supersedes the requirement to establish exactly what happened.

All too often we see lawyers trying to score points off each other, as if they were taking part in some kind of civilised board game, played between gentlemen for their own amusement and considerable personal profit. The system seems to have no concern at all for the victim of crime, and it is time that the pendulum swung in the opposite direction.

Is it too much to hope that, in discussing a new Criminal Justice Bill, the Government will look, yet again, at the Criminal Law Commission Report on the right of silence, and the question of whether or not those who choose to exercise the right of silence, should be immune from criticism or comment?

Is it not time to do something about the indiscriminate tactical use of electing to go for trial, simply as a delaying mechanism, in cases where the matter could be disposed of sensibly, and justly, at magistrates' courts, without incurring the enormous bills for criminal legal aid which result from pointless trials or, worse still, from cases where the defendant promptly pleads guilty at the higher court?

The police service was bitterly disappointed at the outcome of the Police and Criminal Evidence Act. We hope, and trust, that the Government will not miss the opportunity it now has, to make a major impact on the Criminal Justice System.

## The coal strike

**NO ONE** can deny that, last year, by side with the issue of the coal strike itself, the question of pit closures and the problem of the divisions within the ranks of the mineworkers, there was the huge problem of massive law breaking, involving serious intimidation and violence on the part of a sizeable section of the strike's supporters.

And it soon became obvious that the British police service faced the most serious threat to the rule of law in Britain that we have seen this century. An industrial dispute degenerated, almost from the outset, into what can only be called, systematic and prolonged law breaking. The demands that were placed on this service, and on our resources, were enormous. It is to the great credit of the British police service, and I say this without any question of false modesty, that we met those demands without calling upon any outside assistance.

The police service throughout that period was battling to maintain the rule of law, knowing full well that the situations we were facing, and which the working miners and their families were facing, were the result of planned, organised and orchestrated actions on the part of the national and area leaderships of the National Union of Mineworkers.

Thousands of arrests were made. Many of them for very serious offences. But police officers found themselves, yet again, wondering why those in the front line were arrested and, in some cases, are now serving long terms of imprisonment because of their misguided actions, whilst the law appears powerless to deal with those who do the planning, send out the "troops", and insist that, if they act violently, their only crime is that they are fighting for the right to work.

## No victories

**WE ARE** not claiming a great victory over the miners. Everyone in this hall believes, that there have been no winners, only losers all round. And I have to ask again, as I asked from this platform last year, only eight weeks into the strike, why was there such reluctance on the part of the National Coal Board to use the civil law to deal with the problem of secondary picketing and other illegal actions that were taking place at that time, and continued throughout the strike?

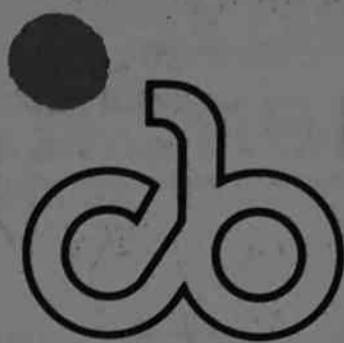
A stage was soon reached where it was no longer possible to claim that civil action would make a bad situation worse. What is more, in those cases where the civil law was used, it was significant that illegal picketing was called off, and that even the NUM leadership, at the end of the day, was forced to obey the law of the land. Throughout the strike, at each opportunity that presented itself, I asked the question again and again, and no answer was forthcoming.

## Government stood aside

**WE CANNOT** accept that this is a matter in which the Government could remain entirely aloof. It was abundantly clear to all that the Government was involved in so many ways, in their policies, financially and in its mandate on law and

(continued on page 14)





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## What is the good of a law if there is no will to implement it?

order, and I find it incredible to this day, that the Government will not say whether it believes it right or wrong that the civil law was not used.

After all, this Government came to power on a promise that the nation would be spared the sickening scenes we witnessed during the winter of discontent of 1978-1979, and the law was amended in order to bring about an end to those scenes.

What is the good of a law, we must ask, if there is no will, to implement it?

We are convinced, Home Secretary, that the result of not using the civil law was that the police were left to fill a legal vacuum that was thus created.

I have to say that we sincerely hope that all sides have learned the lessons of this strike. It must not become the norm that, when a union embarks on a major strike involving massive disregard for the civil law, the Government's response is to expect that chief officers will pour policemen into the breach.

That is not our job. Our job is to uphold the criminal law, and prevent crime.

But where the civil law is designed to deal with such a situation, then it is the civil law to which the Government and society should turn in the first place.

### Police and politics

**I CANNOT** move away from the issues surrounding the coal strike, without referring to the serious difficulties that arose between some chief officers and their police authorities.

I do not wish to dwell on the issue for any length of time, except to say this: Many of the actions taken by a number of police authorities during the strike, amounted to a deliberate attempt to sabotage police operations by the use of the fiscal powers of those authorities. I think that the personal courage, and that is the right word, shown by chief officers who faced this challenge, is worthy of our commendation.

I think the strike has shown how real would be the dangers if the efforts of some people to bring about what they call, greater democratic accountability of the police service, were successful. One of the lessons of 1984 must be that the rule of law can only be maintained in an impartial and non-partisan manner, by a police service that is not subject to political direction of its operational role.

### Manpower worry

**FINALLY**, I want to mention our anxieties about police manpower.

It was a remarkable feature of 1984 that, at a time when the service was facing unparalleled and unprecedented demands on our manpower resources, the number of police officers in England and Wales actually fell by more than five hundred. And, as we understand the position, there is still a steady drain.

We understand the present financial difficulties of police authorities, and the problems they face in reconciling the Government's insistence that law and order is a priority, with the demands of the Department of the Environment and the Home Office, for massive economies in all areas of local government.

We also understand the temporary problem faced by police authorities who have to meet, at least in the first instance, heavy additional costs brought about by the strike. In that respect, of course, we welcome and appreciate the additional spending from Central Government. But we would say that, in future, a major police operation of this kind should be wholly funded by the Central Exchequer.

Far worse than any temporary problems of finance, the Home Office is pursuing its quest for economies, to a point where it could begin to endanger police strengths to a permanent and impaired police efficiency.

Home Secretary, we are not at all satisfied that, simply because they are cheaper, police civilian employees are better.

The events of 1984 must have brought home the fact that there is a major gain to the police authorities and the public in having police officers who can be taken, at a minute's notice, from one kind of duty and put on another. You just cannot do that with civilians. They have such things as contracts of employment, trade unions and statutory rights, including industrial action.

That is part of the cost equation between civilians and police officers that appears to have been lost sight of in the feverish hunt for short term economies.

We will look to you for an assurance that the sensible needs of chief officers for additional strengths, will continue to be met. All our experience tells us that, once the tap starts dripping and manpower resources begin to trickle down the sink, it soon becomes a major

leak and then a flood.

During those difficult months of the miners' strike, when many hundreds of officers maintained that thin blue line between anarchy and freedom; when many young officers' wives and families lived under the constant fear of hearing that their loved ones had been injured, perhaps maimed; when the threat of intimidation and violence threatened to overwhelm public tranquility; when a paragraph of police history was being written, there was no question of seeking reinforcements from the army; we had no permanent para-military riot force, thirty thousand strong as it is in France.

The men who faced the violence on the picket lines and in the pit villages, were the ordinary local policemen and their colleagues from other forces. They were taken away from their normal policing duties and, using the benefit of experience, organisation and training, resulting from the lessons of previous industrial disputes and the riots of 1981, they did their job.

They saw it through to what, sadly, was the bitter end. And then, as suddenly as they had assembled, the PSUs departed and the police service in the mining areas was left to start immediately on the task of reconciliation.

Home Secretary, that was the measure of how the police service faced up to the test, and we defy any of our critics, even the hysterical, lying propagandists who backed the NUM leadership without reservation, to think of one other country in the world where such an achievement would have been possible by the use of such minimal force.

## Tanner hits at rent block

**PETER TANNER** JCC Secretary, told Conference of the problems in forces where increases in rent allowance had been agreed following last year's Arbitration Tribunal victory, but the Home Secretary had turned them down under the terms of Home Office Circular 90/84. "That Circular is an effort to overturn the arbitration award", he said.

In each case where the Home Secretary had acted in this way, the Federation had sent the papers to its lawyers and legal actions would follow.

In West Midlands the situation was worse than anywhere because the Police Authority had declared UDI, saying it had opted out of all PNB agreements. The Chairman of that Police Authority was also the Chairman of the Metropolitan Authorities Police Committee. "I don't know why he still turns up at meetings of the PNB when the Police Authority won't abide by its agreements", said Mr Tanner. As a result of the conduct of the West Midlands Police Authority the Federation had gone back to the High Court to accuse them of contempt of court, because they had failed to carry out the instructions of the court in an earlier case.

### PSU CLAIM

**THE STAFF SIDE** of the PNB has decided to go to arbitration on the dispute concerning compensation for members who performed PSU duties during the coal strike, and were not provided with proper accommodation. Where members are not provided with proper sleeping accommodation the PNB agreement states that they will be paid for all time spent on such duties away from their forces, including travelling time. The Official Side, said Mr Tanner, had said that, as far as they were concerned, so long as a member was given a bed under cover, that was adequate accommodation for police officers under any circumstances. "We set our standards rather higher than that", he said.

### DEATH BENEFIT

**IN HIS** Treasurer's Report, Trevor Laws said that death benefit, which is paid to the dependants of deceased contributors, would be increased to "at least" £1,250 from 1st January next. It went up at the beginning of this year from £750 to £1,000, and in 1984/5 105 such benefits were paid.

Mr Laws said that the Federation may be facing heavy financial commitments in providing legal representation at disciplinary hearings, but he was confident that this could be met without affecting other services.





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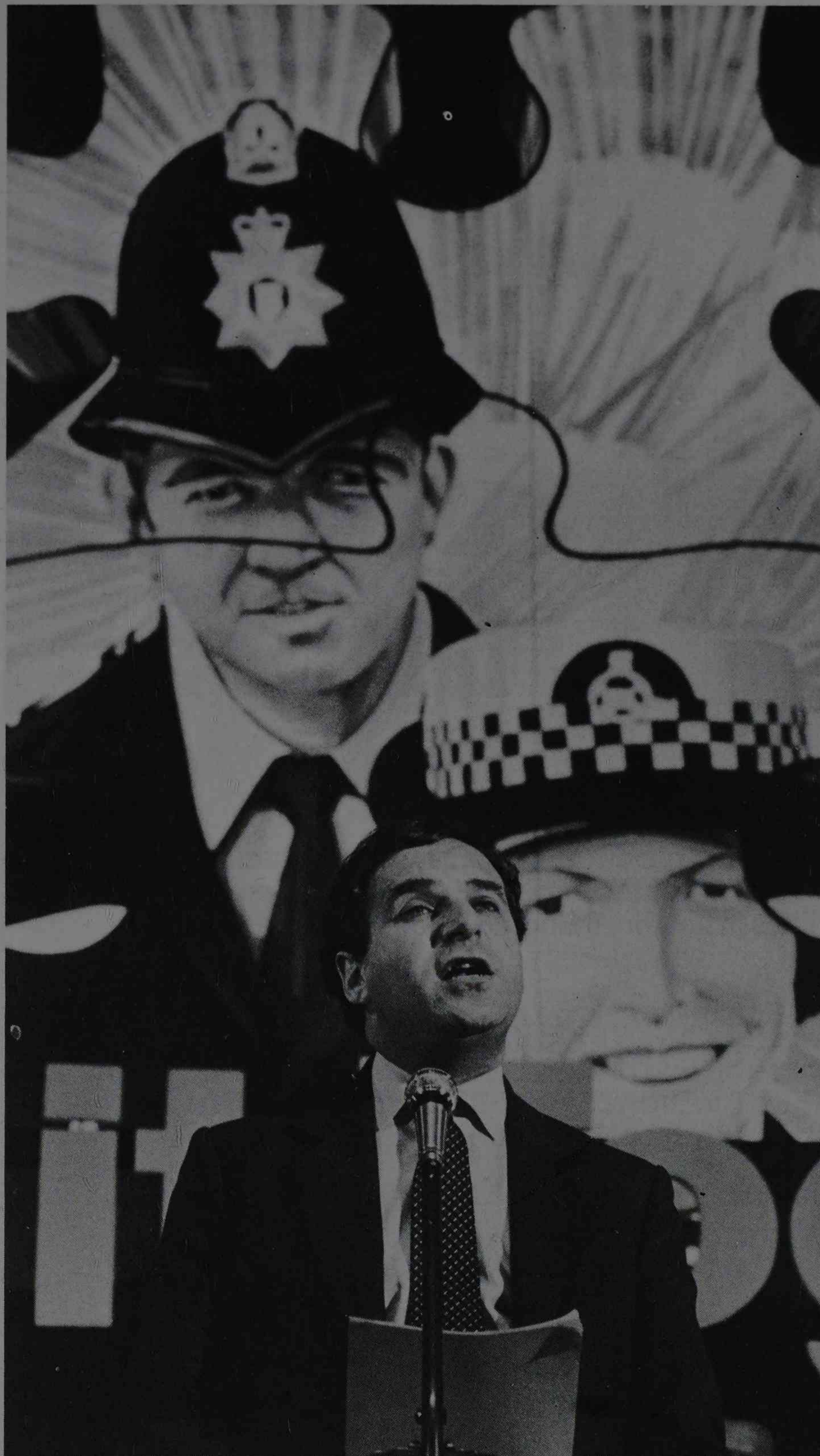
\*Age ..... \*Length of Service .....

Rank .....

\*Husband/Wife's income ..... \*Age .....

*\*(only required for mortgage scheme)*





**LOOKING BACK**, 1984 was a quite exceptional year for the police service. Not just because of the unprecedented length but because of the unprecedented strains of the miners' dispute. Not just because of the physical hardships — the violence, the injuries, the long hours, the sometimes difficult living conditions, but because of the additional strains caused by separation from families, by working in a hostile environment, sometimes sheer tiredness. There were strains, too, on those officers who were not directly involved in policing the dispute, but who were working long hours to police the rest of the country. Because of this, the effects of the dispute were felt by all police officers and by their families. But throughout the dispute you displayed the qualities of patience, common sense and good humour which have come to be regarded as the hallmark of police officers in this country. As a result, in very difficult conditions, you upheld the highest traditions of the police service. I am glad to have this opportunity to say publicly "thank you" to you all.

### The rule of law

**AS ALWAYS**, your difficulties were increased by the misrepresentations of those whose constant aim is to erode public confidence in the police. They said that you were taking sides in the dispute: that you were being used as strong-arm squads by the Government — or indeed by the Conservative Party. That was a lie. You were not acting as the agents of the Government. You were certainly not acting as the agents of a political party. You were acting, as always, as servants of the community and of the law. You were performing your traditional duty of maintaining the peace and upholding the rule of law. And you were performing that duty by traditional methods. Despite pressures for the use of more extreme measures, you chose to rely on the traditional strengths provided by discipline, training and common sense.

It was because you were upholding the *rule of law* that I was determined — throughout the dispute — to ensure that the country knew that in carrying out that duty you had the Government's full support. We were able to help in a practical way — by providing, for instance, police authorities with financial assistance to meet the unprecedented demands being made on forces. But I was also determined, Mr Chairman, that your critics should not go unanswered when they misrepresented what you were doing and what you were saying in support of your actions. And I took every opportunity during this period to make my views known to the country. I

# I'M ON YOUR SIDE



continue to believe that you have every reason to be proud not only of what you did but also of the way in which you did it, upholding the rule of law in 1984.

This is not to say that there are no lessons to be learned from the policing of the dispute. Of course there are, and we should all be failing in our duty if we did not consider what improvements might be made if we had to deal, God forbid, with such a situation again. The operational lessons to be learned will be studied both by individual chief constables and by ACPO, with the Home Office being involved as necessary. But the one lesson we have already learned and which we are, I believe, putting into practice more and more is the benefits to be derived from listening to officers on the ground, those who actually have to put policies into practice. The experience of your members, Mr Chairman, is a valuable contribution in considering the lessons to be learned from the miners' dispute or from any other aspect of operational policing. I am therefore very pleased to know that you have agreed to let ACPO have your views on the lessons to be learned from the miners' dispute. I know that you will have a most important contribution to make.

One issue which did arise during the dispute — and which your representatives are now pursuing in the Police Negotiating Board is the need to provide adequate sleeping arrangements quickly in such circumstances — and the associated question of the compensation to be paid if the accommodation does not reach an acceptable standard.

## Public order

**THE GOVERNMENT** has recently concluded its review of public order law, against the background of events such as the miners' dispute. The review goes back a long way: it was set up in 1979 following the disorders in Southall. Its context is therefore much wider than the miners' dispute. The period of the review takes in the 1981 riots and other public order problems in recent years.

The maintenance of public order and the Queen's Peace is one of the fundamental duties of the police. It is one which you perform extremely well, but which the rest of us citizens all too often take for granted. I hope that the miners' dispute may have jolted us out of that complacency. It should have brought home to *everyone* how much we owe to the police for the preservation of the peace and the protection of our freedoms.

From society, therefore, you are entitled to full support in your task of maintaining public order. From politicians you are entitled to something more: adequate legal powers to do the job. But we would be doing the police no service if we sought to confer upon you powers which were unenforceable. My aim throughout the review of public order law has been to modernise the law in a practical way.

## Police and Criminal Evidence Act

**WHEN I** spoke to you a year ago, the Police and Criminal Evidence Bill was still before Parliament. It was coming to the end of its Commons' marathon but there was still some rough water ahead in the

House of Lords. Now the period of intense Parliamentary debate about police powers is effectively over. The changes to the complaints and discipline system have been implemented, and we can look ahead to the implementation of the other main provisions of the Act at the beginning of next year. The Codes of Practice have been finalised, after an extensive round of consultation in which the police service at all levels has been closely involved. In some forces, trials are already underway on individual provisions of the Act; in all forces and for all officers the rest of the year will be marked by the training necessary to enable smooth implementation on 1st January next.

I can well appreciate that at a time when the bulk of the training has not yet begun, and when the Act's provisions appear to most officers to entail a complex and extensive range of new responsibilities, the prospect looks daunting. I do not for one moment wish to underestimate the learning task which lies ahead. The provisions of the Act are indeed complex and wide ranging. But time has been set aside for familiarisation and training. And extensive training material has been prepared. Although it is undoubtedly formidable, I do believe that the task will prove less difficult than it appears at first sight. And once officers begin operating the Codes' provisions, I am sure they will recognise that much of what they are being asked to do is not greatly out of line with the way in which best practice has developed in the past.

**There is anxiety, I recognise, over the fact that breach of any of the provisions of a Code of Practice will render the officer concerned liable to disciplinary proceedings. That is essential if the Codes are to have the force needed to provide the balance of powers and safeguards which is integral to the philosophy of the Act. But I do not believe that in practice the provisions will offer the threat to individual officers which some fear. I have no doubt that disciplinary authorities in forces will approach these new provisions with due care, and will not resort instantly to discipline for genuine mistakes by officers honestly attempting to come to terms with the requirements.**

## Civilians

**I CAN** understand your concern and I can give you a firm assurance that I shall never allow civilianisation to be carried to the point where a force's efficiency is adversely affected. There are certain jobs which only police officers, because of their training and experience, can do. There can be no question of civilianising such posts. But equally there are jobs in the police service which do not require police powers, training and experience. It is those jobs which need to be identified and considered for civilianisation, so that police officers can be redeployed to other posts in which their skills can be used to better advantage. This is something which must be examined carefully in each force, with the aim of ensuring that police officers are used to the best effect, on duties for which they are trained and paid.

## Pay and rent allowances

**YOU MENTIONED** the belief that the

purpose of the PNB pay review was to find an excuse for getting away from arrangements recommended by the Edmund-Davies Committee, which had served since 1979 to ensure that police pay increased in line with increases in average earnings elsewhere. I can, however, give you an assurance that I was as determined as you were to ensure that you were fairly paid for your difficult job and that your pay would not be allowed to fall behind as it has in the past. I believe that it is essential for both the police and the public to be satisfied that the police rates of pay are fair.

**The days of the underpaid police officer are gone. I am determined to ensure that they do not return. But no Government could justify a situation, if it did arise, in which police rates of pay became so high that police officers came to be regarded by other workers, quite wrongly, as a privileged group.**

The review conducted by the Police Negotiating Board last year was therefore designed to take an objective look at the way in which the Edmund-Davies arrangements had worked during the previous five years. It demonstrated clearly that the rates of pay were fair. It is therefore right that the arrangements should continue, and this was reflected in last year's pay settlement. But it is also right that there should be an objective review from time to time. That is why it was decided that the Police Negotiating Board should conduct a further review after the 1987 pay settlement.

You also — quite fairly — drew attention to the finding of the Police Arbitration Tribunal on the rent allowance system which recommended to me that the existing arrangements should continue. I accepted that recommendation. I decided, however, to review the arrangements under which my approval is given to increases in maximum limits determined by police authorities and my conclusions were announced in a circular issued last November. But it is not the case that in doing this I was setting aside the Police Arbitration Tribunal's decision and introducing the Official Side's proposals through the back door. Nothing could be further from the truth. *Where the selected house genuinely meets the description in the PNB agreements, police authorities will have no difficulty in securing my agreement to increases in maximum limits: 16 have already done so. As with police rates of pay, the test of fairness must be applied. To the man in the street, rent allowance looks like a privilege. I accept that it is not. But I can justify it only if the arrangements for fixing maximum limits are seen to be fair.*

## Government policy

**WE KNOW** what the public — and all of us — would like to see. They want to see more conspicuous success in the fight against crime. They want to see more effective prevention and detection of violent crime, burglary, street crime and football hooliganism. They want to see police action hitting hard against the drug menace. They cannot tell you how to do it; nor can I. Operational policing is best left in the hands of the police. But I am very well aware of the implications for practical policing of Government policies and action in the criminal justice field and I believe that the measures we have taken as part of our criminal justice strategy should help you in your tasks.



# Eldon tells Leon: 'You're out of touch'

*In his Parliamentary Report, Eldon Griffiths MP told Conference:*

**IT HAS** been a year of successes, and failures. The pay rise was successfully negotiated — though in a petty little gesture of cheeseparing, the probationers were left out.

Rent had to go to arbitration, but thanks to some nimble footwork by Peter Tanner, the Federation won hands down. What a pity the Home Office spoiled it by suggesting that if, in future, if arbitration doesn't turn out to their taste, they might change the rules to suit their side of the argument.

The threat of taxation on lump-sum retirement pensions was successfully averted in the Budget. I am grateful to the Home Secretary for backing up our case with a very strong letter to the Chancellor.

## PACE

**1985's** parliamentary blockbuster remains that gem of clarity and simplicity, The Police and Criminal Evidence Act. Overall, I think this will be more of a help than a hindrance, but its weaknesses are disturbing. For instance:

*Stop and Search.* It is absurd that the police henceforth will not be permitted to require a suspect to remove his hat in the street. For it is frequently under a balaclava that a knife, or drugs or fireworks can be carried; under a flat cap that stolen banknotes may be concealed; under a hat that shoplifters might hide small items of jewellery. Policemen asked to check whether football fans are carrying knives, coshes or smoke bombs through the turnstiles now face a situation where young hooligans have only to carry these items under their hat and the police are helpless. Absurd!

## Miners Strike

**NO MATTER** what was hurled at you, the police made it possible for any miner who wished to go to work, to do so. And you did this with the minimum of force, within your own resources. Anywhere else in the world they would have called in the riot squads and armoured fighting vehicles. Here in Britain, the police held the line, mainly with your own bodies. No other police force could or would have done this. The nation owes you its gratitude.

The police also won the battle of public opinion. For while the strike went on, attacks were launched against you by those in city halls and in certain sections of the trade union movement, and Parliament, who likened the police to Nazis. At one point, it looked as if some of this muck would stick. But as the public saw for themselves what the police had to put up with; when they heard the moderate language of police

officers on the spot, opinion swung against your detractors. Every poll since the end of the strike confirms that the police overwhelmingly have retained public confidence. It is not for me to comment on the operational lessons of the strike, but I offer two broad observations:

**The police must never be used as the normal answer to industrial relations problems, when negotiating procedures break down. Nor should anyone suppose that our nation can absorb further bouts of industrial violence more or less as a matter of course, simply because the police, having successfully mounted this year's extraordinary operation, can be called upon to do so repeatedly. It is not the job of the police to do this. It is not what the police are for.**

**We shall need to study very carefully proposals for a new Public Order Act. But no amount of legislation will work unless those who have to enforce it have the necessary resources to do so. And the police, on present evidence simply do not have these resources.**

It is a sobering thought that three or four months after the police quite literally saved democracy in this country, the Force is 1500 men below establishment. There is a serious manpower problem in all Metropolitan Forces. And this is not going to be helped by the inclusion in the Local Government Bill of power to disband these forces! The Home Secretary says he doesn't expect to use this power, but its inclusion is an open invitation to the successor authorities to start knocking the present Metro forces in order to pave the way for demands that they be broken up and returned to the control of the big city halls.

## The Government

**THE MAN** who holds the key to police resources is of course, the Home Secretary. And nothing I say today can take away the very real gratitude I feel towards Mr Leon Brittan for the stalwart manner in which he comes to the aid of the police whenever they are publicly attacked. It therefore pains me to have to make this unflattering assessment of the Government's present relationship with the police. To put it in one sentence. Ministers have said and done most of the big things right, but in far too many of the smaller matters that affect the man on the beat, they have seemed in recent months to be out of touch, out of step, and out of tune with the Service.

Take Circular 114 on civilianisation. There was no consultation whatsoever with the Federation before this was promulgated. A case of rank bad manners! Or take the new discipline perhaps. It is a major gain that accused officers now have access to a lawyer, if they risk being sacked or demoted; a statutory right for the Federation to represent them; guidelines to Chief Officers ensuring that the tenets of natural justice are upheld; a far better appeals Tribunal; and a requirement that the Home Secretary must give reasons for his final decision. All these reforms are welcome. Yet having concluded them, the Government has taken much of the gilt off the gingerbread by silly little actions such as abandoning the requirement that all allegations of criminal activity by a police officer

should go to the Director of Public Prosecutions, and worse, by refusing to allow the Federation to recover its costs when its lawyer demonstrates that the accused man is wholly innocent!

Above all, Home Office Ministers spoiled the discipline package by imposing the new and deeply offensive racial offence. Those who know the inside story of this shabby episode are bound to have some sympathy with the Home Secretary. For the advice to him was that if the racial offence was knocked out in the Commons, the Government would face not one, but two serious risks in the House of Lords. First, that in the full glare of publicity of a clash between the two Houses, Ministers would be accused of siding with racial prejudice. Second, that since Parliamentary time was rapidly running out, the entire Police Bill might be lost.

The police service every day has to put up with absurd allegations. So indeed do Government Ministers. And in both cases the best advice is to take such rot in its stride. The Government could and should have done this on behalf of the police service. It could and should have put the Whips on the Lords; if necessary, it could and should have extended the session to enable the Bill to go through. What no government should have done was to allow the police to be smeared as racials! They will not be easily forgiven for allowing this to happen.

## The Opposition

**FROM THE** performance of the Government, I turn to that of the Opposition. During the Miners strike it was in a word, lamentable.

Since then, Mr Kinnock has more or less disassociated himself from violence. Mr Kaufman has accepted an invitation to be your guest in Blackpool, and I unequivocally join in welcoming that. But there are things I say plainly to the Labour Party. To vote against the Prevention of Terrorism Bill in present circumstances is irresponsible. Think again. To pledge yourself to repeal the Police and Criminal Evidence Act is folly on civil liberties grounds. Think again. To have any truck with the London Labour Party's commitment to abolishing the Special Branch and the Metropolitan SPG is just crackers. Think again.

And finally, to launch ill-informed attacks on the police, whenever and wherever someone gets hurt or killed in a shooting incident, as the Labour front bench spokesman did in the Baigre case, or as Michael Meacher did in his year-long vendetta against deaths in custody, is to pander to the worst elements of anti-police extremism. Kindly think again.

I acknowledge that some of my remarks have been 'political'. I have spoken pretty candidly of the failings of both Government and Opposition. Whenever it is necessary to do this, I shall go on doing so. For while the Police Federation wants no part in politics, the political debate is now about the police. No one who represents you can, therefore, "stay silent in the face of misrepresentation, abuse and naked political interference which threatens the very roots of non-partisan policing in this country."

Those are not my words. They are the words of Leslie Curtis, spoken in Humberside. I endorse them wholeheartedly.





HOME OFFICE  
Queen Anne's Gate, LONDON, SW1H 9AT  
Direct line: 01-213  
Switchboard: 01-213 3000

Our reference: POL/84 3/4/3  
Your reference:

The Clerk to the Police Authority

The Chief Constable

30 November 1984

Dear Sir

HOME OFFICE CIRCULAR NO 90/1984

- A. POLICE (AMENDMENT)(NO 2) REGULATIONS 1984
- B. POLICE CADETS (AMENDMENT) REGULATIONS 1984
- C. RENT ALLOWANCE
- D. LOSS OF REMUNERATION ALLOWANCE FOR SPECIAL CONSTABLES

A. POLICE (AMENDMENT)(NO 2) REGULATIONS 1984

I enclose a copy of the Police (Amendment)(No 2) Regulations 1984, which give effect to recent agreements of the Police Negotiating Board on the pay of officers below the rank of superintendent and on the dog handler's allowance. The Regulations, which amend the Police Regulations 1979, come into operation on 20 December 1984 but Regulation 2 provides for the increases in pay and in the dog handler's allowance to have effect from 1 September 1984.

B. POLICE CADETS (AMENDMENT) REGULATIONS 1984

2. I also enclose a copy of the Police Cadets (Amendment) Regulations 1984, which give effect to recent agreements of the Police Negotiating Board on the pay of police cadets, board and lodging charges, and the footwear allowance. The Regulations, which amend the Police Cadets Regulations 1979, come into operation on 19 November 1984, but Regulation 2 provides for the increases in pay to have effect from 1 September 1984.

3. The effect of the Regulations is as follows:

Regulation 4 (which has effect from 1 January 1985) abolishes the footwear allowance which was paid, under Regulation 18(2) of the Police Cadets Regulations 1979, to police cadets who were not provided with boots or shoes

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by the police authority, and requires police authorities to provide all police cadets with two pairs of boots or shoes annually.

Regulation 5 (which has effect from 1 September 1984) increases the pay of police cadets.

Regulation 6 (which has effect from 19 November 1984) increases board and lodging charges.

#### C. RENT ALLOWANCE

4. Following the Police Arbitration Tribunal's recent award on rent allowance, the Secretary of State has reviewed the arrangements under which his approval is given to the maximum limits of rent allowance set by police authorities under Regulation 47(4)(b) of the Police Regulations 1979.

5. The terms of the current Police Negotiating Board agreements negotiated in 1969 and 1974 provide for local agreements on force maximum limits to be based on an assessment by the District Valuer of the rent which a typical police house would fetch if let unfurnished on the open market, taking as an appropriate point of reference the rental value of a selected post-war, three-bedroom semi-detached house, in a locality where rental values are not substantially above the average for the whole police area, and having (or being valued as though it had) both central heating and a garage.

6. Police authorities should not expect approval to be given to revised maximum limits of rent allowance set by a police authority on or after 1 April 1984 unless the selected house meets this description. The Secretary of State will also take into account the rateable value of the selected house and whether it is broadly in line (ie within 10 per cent either way) with the average rateable value of the police authority's housing stock (excluding section houses provided for single officers). When applying for the Secretary of State's approval of increases in maximum limits, the police authority should state whether or not the selected house meets the above description and should give both the rateable value of the selected house and the average rateable value of the police authority's housing stock.

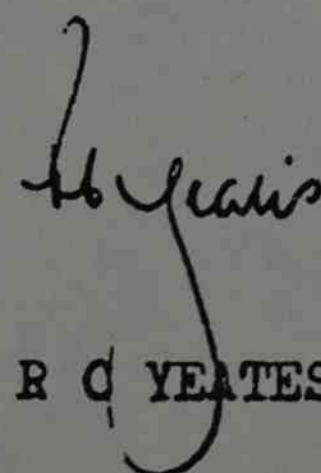
7. The Secretary of State intends to keep the maximum limits of rent allowance under review. In the light of future developments, he may need to consider whether further steps are necessary to limit the additional costs to police funds.

#### D. LOSS OF REMUNERATION ALLOWANCE FOR SPECIAL CONSTABLES

8. Under the recent pay settlement for police officers below the rank of superintendent, the first point of the constables' scale remains unchanged from the level set on 1 September 1983. Accordingly, the loss of remuneration allowance payable under Regulation 4(2)(a) of the Special Constables Regulations 1965 will also remain unchanged at the rate of £25.72 per day announced in Home Office Circular No 104/1983.

9. An additional copy of this circular is enclosed for the Treasurer.

Yours faithfully

  
R C YEATES



Rent allowance

Ho Explanation

The maximum limits of rent allowance for each force are fixed by the police authority, subject to the Secretary of State's approval. Under the terms of the current Police Negotiating Board agreements, maximum limits are reviewed biennially, on the basis of an assessment by the District Valuer of the rent which a police house, agreed by the police authority and the local representatives of the police staff associations to be typical of the force housing stock, would fetch if let unfurnished in the open market.

In recent years, the maximum limits of rent allowance have been escalating rapidly. The 1982-83 round of reviews of maximum limits produced increases ranging from 18% to 69%. In January 1983 the Official Side of the Police Negotiating Board therefore tabled proposals for changes in the method of calculating rent allowances, which would have brought police rent allowances broadly into line with the national average of council house rents. The issue was subsequently referred to arbitration and the Police Arbitration Tribunal decided that the existing arrangements should be retained.

A decision of the Police Arbitration Tribunal has the status of a recommendation to the Home Secretary, who accepted their decision. He decided, however, that more positive use should be made of his power to approve maximum limits of rent allowance and Home Office Circular No 90/1984 explained the criteria which would be exercised in future in deciding whether or not approval should be given. The effect of this was to make it clear to police authorities that the Home Secretary's approval would be given to increases in maximum limits only if he was satisfied that the selected house satisfied the terms of the PNB agreements and was genuinely typical of the force housing stock.

Far from setting aside the arbitration decision, the circular had the effect of underlining the PNB agreements and increases in <sup>maximum limits</sup> ~~rent allowance~~ based on those agreements have now been approved for 18 forces since the circular was issued in November 1984. Most of the increases have been between 10% and 20%. Applications from 11 forces have so far been refused because they did not satisfy the terms of the PNB agreements - in most cases because the selected house could not be regarded as genuinely typical of the force housing stock.



R.

## TOTAL POLICE STRENGTH

ALL FORCES IN ENGLAND AND WALES

(INCLUDING METROPOLITAN POLICE)

		TOTAL STRENGTH	RECRUITMENT	WASTAGE
1983	JAN	121,080	560	427
	FEB	120,946	211	343
	MAR	121,003	480	430
	APR	121,013	452	442
	MAY	121,050	392	359
	JUN	121,158	479	391
	JUL	121,352	547	384
	AUG	121,521	501	359
	SEP	121,100	149	564
	OCT	121,124	535	491
	NOV	121,220	483	392
	DEC	121,003	179	398
1984	JAN	121,166	548	383
	FEB	121,328	510	357
	MAR	121,053	140	415
	APR	121,122	512	437
	MAY	120,940	195	386
	JUN	120,987	430	427
	JUL	121,206	568	391
	AUG	120,923	144	422
	SEP	120,913	606	610
	OCT	120,909	528	512
	NOV	120,745	269	434
	DEC	120,573	284	454
1985	JAN	120,530	414	478
	FEB	120,779	729	475
	MAR	120,116	257	924
	APR	120,364	590	347

Details of Establishment not readily available, but the shortfall nationally is about 1.6% as against 6.6% in May 1979.





HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

1 April 1984<sup>5</sup>

*Ngom*  
*U.S. ...*

Dear Mark,

The Prime Minister will wish to be aware that Sir Kenneth Newman will be making public tomorrow a new handbook on the Principles of Policing and Guidance for Professional Behaviour for the Metropolitan Police. I enclose a copy.

*(in folder att.)*

In broad terms, the statement of Principles sets out the fundamental aims and duties of the force in modern conditions. It emphasises the need for the police, in enforcing the law, to uphold the rights of individuals and co-operate with the public in preventing crime. The Guidance for Professional Behaviour aims to translate these principles into practice; to give individual officers the positive help and guidance they need on the handling of difficult day to day policing tasks involving the exercise of discretion; and to inspire a commitment to the highest professional standards.

The Home Secretary has been fully consulted during the preparation of the handbook and he most certainly supports its aims.

The Commissioner plans to announce publication of the handbook by the issue of a press release tomorrow, embargoed until 3.30pm. The Home Secretary will make this known to the House through an arranged Question, and the Commissioner will be sending a copy of the handbook personally to each London Member.

*Yours ever,*  
*Christine.*

MRS C J HEALD

Mark Addison, Esq



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100-100000-100000  
100-100000-100000

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CONFIDENTIAL

FILE

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10 DOWNING STREET

*From the Principal Private Secretary*

1 March, 1985

Thank you for your letter of 27 February containing comments on the three points recorded in my letter of 9 January, which were raised at the Prime Minister's lunch at New Scotland Yard.

The Prime Minister was grateful to the Home Secretary for letting her have comments on these points, which she has noted.

E. E. R. BUTLER

H Taylor, Esq.,  
Home Office.

CONFIDENTIAL



**CONFIDENTIAL**

From: THE PRIVATE SECRETARY

Prime Minister

2

on the three points raised with you over lunch at  
Scotland Yard.

These are comments  
HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

FEBB

28.2. 27 February 1985



Dear Robin,

Thank you for your letter of 9 January, recording three points which arose from the Prime Minister's lunch at New Scotland Yard.

First, Metropolitan Police manpower. Our general policy on police manpower is that we do not approve applications from police authorities for increases unless we are satisfied that the existing manpower is used as effectively as possible. With Home Office encouragement, Sir Kenneth Newman has undertaken major reviews of organisation and deployment in the Metropolitan Police. He has made significant progress in redeploying police officers from administrative work to operational duties: since 1982, we have agreed that over 800 more civilian staff can be recruited to take on the administrative work. With the increases the Home Secretary has approved for 1985/86, the police establishment will have increased by 576 in the same period, and this takes account of the need for more officers for duties such as royalty and diplomatic protection. The number of police officers in the force has increased by 4,500 since May 1979; this is about the number of the entire force in Merseyside, one of the largest provincial forces.

We consider there is scope for the existing manpower to be deployed even more effectively. The Commissioner will be implementing his major re-organisation of the force during the next two years. This

F E R Butler, Esq

**CONFIDENTIAL**



should release more manpower, particularly from Headquarters. At this stage, the Home Secretary would be reluctant to agree to any further increases in manpower (there is no PES provision for any increase in 1986/87). He thinks some pressure needs to be kept on the Commissioner, in order to achieve the maximum benefits in improved efficiency from the re-organisation.

Your letter also referred to discussion about the variable quality of Special Branch operations outside London. The Prime Minister recalled that the Chief Constable of North Yorkshire had said, when she visited the region, that he had little or no advance information about the organisation of picketing. It has indeed been difficult for the police to get information about the organisers of picketing. The Home Secretary has given detailed consideration to this recently and considers that this has been the major gap in police capability disclosed by the strike. The Leicester Unit is continuing to assist police forces in the collation and interpretation of information, but we clearly need, in any future policing operation with a national dimension, to be in a position to arrange for any necessary centralised intelligence unit to operate right from the start. The Home Secretary has made plain to chief officers of police the importance he attaches to this aspect, and Sir Brian Cubbon will be discussing it with them shortly, with a view to taking early and effective action to remedy this deficiency.

There is also to be a review of the Metropolitan Police Special Branch and of its links with provincial Special Branches, in relation to the IRA threat.



Police surveillance at ports, the current position is that the police units carrying out these duties are staffed and run by officers of the police force area concerned, and their operations are the responsibility of individual chief officers, although the Metropolitan Police does exercise a degree of co-ordination nationally, acting as a central source of information, advice and training. Until 1978 the Metropolitan Police Special Branch (MPSB) were rather more directly involved in the policing of some (although by no means all) ports. Over a period of ten years or so, MPSB officers had been seconded to help set up new port units and to provide occasional assistance and relief at others, though the operational responsibility remained with individual chief officers; MPSB's function was to make directly available the benefit of their experience and expertise at a time when port policing was expanding and taking new directions. Gradually, as the permanent policing of ports became established throughout the country, the Metropolitan Police was able to withdraw its officers from the provincial ports, the last returning in 1978.

Since the withdrawal of MPSB there has been no great reduction in the extent of coverage of ports: if anything, the overall scale is larger. There has, however, been cause for concern about the variable standard of port policing at different ports around the country, and this has been the subject of a study recently completed by Her Majesty's Inspectorate of Constabulary which had been commissioned by the Home Secretary following recommendations made in Lord Jellicoe's Report. In their report Her Majesty's Inspectorate have made a number of recommendations aimed at improving the efficiency and effectiveness of these units and the co-ordination of their work, and we are studying

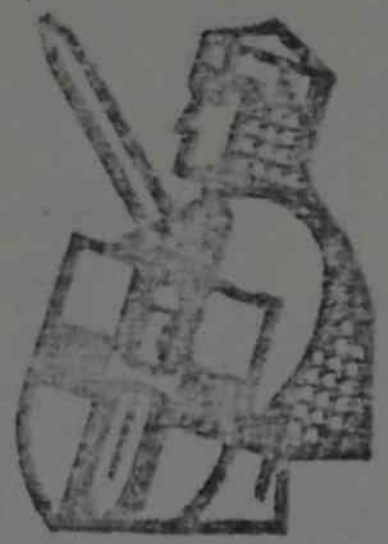


carefully (their report does not, however, conclude that any greater involvement on the part of the Metropolitan Police is called for).

Yours ever,  
H H Taylor

H H TAYLOR





# Heroes of the thin blue line

## Shocking new figures on soaring police casualties

By ALUN REES and OWEN SUMMERS

**AN ALARMING** increase in violence against the police caused outrage last night.

A Daily Express investigation has revealed that every day in Britain 10 police officers are taken to hospital, the victims of brutal attacks.

The shocking statistic came to light

yesterday as another officer died after being stabbed on duty.

Detective Constable John Fordham, 45, a father of three, was struck down as he tried to serve a search warrant at a house near Brands Hatch, Kent.

The tragedy follows last week's sweet-shop knifing of Constable George Hammond, 47, in East Dulwich, South London. He was still fighting for his life last night.

A police spokesman said: "Being a copper is now the most dangerous job in the country. Fourteen thousand officers, including women, are attacked annually and some end up as cabbages."

The Express survey shows that:—

- Every year 1,000 policemen are so badly injured they qualify for payments from the Criminal Injuries Compensation Board.

- Every other day a policeman's career ends with a medical pension after an attack.

- Since the abolition of the death penalty 20 years ago,

### OPINION: PAGE 8

three times more officers than previously are being murdered on duty.

Some MPs and the Police Federation called for the return of hanging for the murder of policemen and a minimum of five years for assault on an officer.

And they warn that the climate created by the picket line violence during the pit strike can only make the policeman's job even more hazardous.

Tony Judge, editor of the journal *Police*, said: "The ordinary officer is facing a viciousness unknown in the past and I'm not talking about picket violence."

MP Eldon Griffiths, who represents the Police Federation in Parliament, said: "I believe it is time that capital punishment was restored."

He was supported by fellow Tory Anthony Beaumont-Dark who said: "Society sub-contracts the police to deal with dangerous thugs. We should at least back them up with stiff penalties."

MP Teddy Taylor: "It is a total tragedy and we must protect the police who protect us."

Home Secretary Leon Brittan was said by his department to be "horrified" at the recent attacks on policemen.





10 DOWNING STREET

*From the Private Secretary*

21 January, 1985

This is simply to record that the Prime Minister has seen and noted the Home Secretary's minute of 17 January, to which were attached copies of his Answer to John Wheeler, M.P., and of Sir Kenneth Newman's 1985 Annual Report.

DAVID BARCLAY

Nigel Pantling, Esq.,  
Home Office

BM





① Mr Fletcher  
 To see for Questions  
 ② please p.a.  
 DMB  
 21/1

Prime Minister

I have recently received the latest in the series of Strategy Reports which the Commissioner of Police of the Metropolis submits annually to the Home Secretary as Police Authority for the Metropolitan Police. The Report reviews the progress made by the Force towards the objectives set in 1984 and sets out a number of aims and plans for 1985. It will be a public document this year but its primary purpose is to provide a basis on which I can discuss and agree with the Commissioner his strategy for the coming year. I have now done that.

... I enclose a personal copy of the Report which I am today placing in the  
 ... Library of the House together with a copy of a written Answer I have given on the Report. To underline my role as police authority I have written personally to each Member with a constituency in the Metropolitan Police District with a copy of these documents; and I intend to meet them soon in groups on a party basis to discuss the Commissioner's proposals.

Following these meetings I hope, as I have said in my Answer, that we shall be able to debate the Report. In view of this I am copying this minute to John Biffen.

L.B.

Prime Minister <sup>4</sup>

17 January 1985

To note.

Recorded crime rose 8% in 1984, after falling 4% in 1983. The increase in clear-up rates is gratifying, but marginal.

DMB  
 17/1





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N 1985



Thursday, 17th January, 1985.

Written No. 214

Mr. John Wheeler (Westminster North): To ask the Secretary of State for the Home Department, if he will publish the report of the Commissioner of Police of the Metropolis on his proposed plans and priorities for the coming year; and if he will make a statement.

MR. LEON BRITTAN

I am placing copies of the Commissioner's recent report to me in the Library of the House and I have sent a copy to every rt. hon. and hon. Member for a constituency in the Metropolitan Police District. I hope to meet London Members soon to discuss the Commissioner's proposals and that it will be possible to find time to give the House an opportunity to debate the report before Easter.

I have studied the Commissioner's report carefully and have discussed its proposals fully with him. 1984 was a year of consolidation during which steady progress was made by the Force in developing and further refining the strategy which I agreed a year ago. I remain convinced, as does the Commissioner, that a strategy which continues to focus on the more effective use of manpower, on clearer objectives against crime, and on public co-operation, will best deliver the service that Londoners seek.

Last year's rise in crime is disappointing, but the Commissioner is able to report an encouraging improvement in the clear-up rate achieved against burglary and an increase in the number of offences of street robbery cleared up. The Force is particularly to be congratulated on the continued development of Neighbourhood Watch. I believe that the successful launch of

/these



these schemes in a short time reflects a growing understanding amongst Londoners of their responsibility to co-operate with the police in preventing crime. The report also shows evidence of a continuing concern to achieve more effective use of expensive manpower and other resources, and to ensure that officers at all levels are aware of their personal responsibility to secure value for money. I have stressed to the Commissioner that I shall expect to see an increasingly sharp focus on sound financial planning and management.

The Commissioner's aim in 1985 will be further to improve the quality of service offered through:

- (a) the reduction of criminal opportunity through crime prevention, public contact, involvement and co-operation;
- (b) the enhanced detection of specific criminal offences namely robbery, burglary, drug abuse, racial attacks, vandalism and autocrime, in accordance with locally or centrally identified priorities;
- (c) the effective, efficient and economic use of manpower and other resources; and
- (d) the development of corporate and personal professionalism.

I particularly endorse the Commissioner's determination to deal effectively with drugs offences and racial attacks. I have emphasised to him that I regard it as of the highest importance that every effort is made to achieve results in these areas.

As I have already announced, a major development this year will be the restructuring of the Force so that more of the available resources can be concentrated on operational policing at divisional level. The re-organisation will take 2 years to complete. As police authority I shall be consulted at every stage.



CONFIDENTIAL



*file*

*D&G*

*CF surely this should be on your file.*

10 DOWNING STREET

From the Principal Private Secretary

9 January 1985

*Dear Hugh,*

Thank you for the briefing provided for the Prime Minister's lunch with the Metropolitan Police Assistant Commissioners at New Scotland Yard today.

Discussion was individual, rather than general, and no specific points of action arose. But three matters came up which the Prime Minister mentioned to the Home Secretary this afternoon.

The first was that the Commissioner mentioned the need for extra manpower, and said that he was already pursuing this with the Home Office. When the Prime Minister reported this to the Home Secretary, she said (drawing on her constituency experience as well as her conversation at Scotland Yard) she believed there was a case for a further increase in the size of the force, bearing in mind the increase in certain types of crime, and the increase in the number of officers required for personal protection duties. The Commissioner had argued that an addition of the order of 3,000 men was needed. The Home Secretary agreed to look into this, though he commented that the Commissioner was already engaged on a formidable programme of reorganisation designed to use more effectively the increased resources which the Government had already provided.

Secondly, the Prime Minister said that there had been discussion about the variable quality of Special Branch operations outside London. It was disturbing, for example, that the Chief Constable of North Yorkshire had said, when she visited the region, that he had little or no advance information about the organisation of picketing.

Thirdly, there had been reference to police surveillance at the ports. She had gained the impression from her conversation at lunch that the major ports were no longer covered to the extent, and with the degree of co-ordination, that they had been in the past and she thought that there was a case for restoring responsibility for this function to the Metropolitan Police.

CONFIDENTIAL

*BAI.*



The Prime Minister said that she would be grateful if the Home Secretary would investigate these three points, and let her have a note on them in due course.

Yours ever,

Robin Butler

Hugh Taylor, Esq.,  
Home Office.





10 DOWNING STREET

*From the Private Secretary*

19 November 1984

METROPOLITAN POLICE - FORCE REORGANISATION

The Prime Minister was grateful to see, in your letter to me of 16 November, Sir Kenneth Newman's proposed structural changes in the Metropolitan Police Force. She has noted its contents.

(DAVID BARCLAY)

N.A. Pantling, Esq.,  
Home Office.



MANAGEMENT - IN CONFIDENCE

Prime Minister<sup>(2)</sup>HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

16 November 1984

To note. I understand that these changes may be trailed  
Dear David, in the Sunday press.

JMS  
16/11

ms

METROPOLITAN POLICE - FORCE RE-ORGANISATION

The Prime Minister will wish to be aware that Sir Kenneth Newman will next week announce his intention to make major structural changes in the Metropolitan Police force.

These changes have been discussed in detail with the Home Secretary and carry his full support.

The primary objective is to provide the managerial and organisational structure which will best support the strategy and goals of the force and ensure that its resources are used in the most effective and efficient way. The present structure of 75 Divisions, 24 Districts, 4 Areas and Headquarters will be streamlined by replacing the two middle tiers by 8 Areas, thereby creating a single intermediate level of command. And the size of the Headquarters organisation will be reduced by devolving to the Areas or Divisions functions which can be dealt with at a lower level, thereby changing the emphasis away from ancillary and support roles towards operational policing.

The 4 Assistant Commissioner posts (Operations, Crime, Traffic and Personnel and Training) will remain but with functions redistributed as follows:

Territorial Policing - looking after all the business of Area and Division, including Traffic and CID;

Specialist Policing - looking after force-wide (mainly crime-related) functions;

Personnel and Training - as at present; and

Management Services - providing for management an overview of all force functions, and in particular monitoring the quality of service.

No reduction is envisaged in the 17 Deputy Assistant Commissioner posts (8 of whom will take charge of the 8 new Areas). The major personnel change will be at the level of Commander (who at present command the Districts) and it is estimated that about 20 of the 54 Commander posts will be abolished over the next few years, together with some 20 Chief Superintendent posts.

The plan involves no overall increase in resources but the reduction of numbers at Headquarters will enable more resources to be concentrated on operational policing "on the ground" at Divisional level, which should lead to a better service to the public. No police stations will be closed. There will be no change in the present arrangements for Royalty and diplomatic protection or the Special Branch.

The Commissioner proposes to implement his plan over a period of two years. Although the major structural changes outlined above are now fixed,



consultations will be necessary within the force to determine more detailed changes and the Commissioner has undertaken to consult the Home Secretary at appropriate stages.

The Commissioner plans to announce the major changes at a Press Conference on Tuesday, 20 November at 3 p.m. The same day, the Home Secretary proposes to answer an Arranged Parliamentary Question and the Commissioner will be writing personally to each Member of Parliament with a constituency within the Metropolitan Police District.

*I am ever,  
Nigel*

N A PANTLING

David Barclay, Esq.



David.

Nicky: Yes ~~please~~ With gratitude.

2/18  
3/7

When the Home Sec wrote to the PM on 14 March about the Policy Unit's paper on Criminal Justice Strategy, he said he could send a further report at the end of June. You wrote on 19 March asking for the report.

Nigel Parting has just phoned to say they do not intend to submit a paper ~~on~~ just now. Apparently, the Home Office will be giving their efficiency presentation to the PM fairly soon & they hope to cover most of the points raised in the PU papers, esp. police effectiveness. They will then submit a further report to cover any points still outstanding. OK to let this BF drop?

Nicky 3/7.





FLC 84

10 DOWNING STREET

*From the Private Secretary*

24 April, 1984

Measures Against Crime -  
Paper by the Policy Unit

The Prime Minister was most grateful for your Secretary of State's minute of 17 April giving his comments on the paper by the No. 10 Policy Unit on Measures Against Crime. The Prime Minister has asked the Policy Unit to take your Secretary of State's paper into account in their work on this subject.

I am sending copies of this letter to Hugh Taylor (Home Office), Derek Hill (Northern Ireland Office) and Christine Duncan (Lord Advocate's Office).

DAVID BARCLAY

John Graham, Esq.,  
Scottish Office

JH





Police Policy  
2/3 n/4

# Home Office

## NEWS RELEASE

50 Queen Anne's Gate London SW1H 9AT  
Telephone 01-213 3030/4050/5050  
(Night line 01-213 3000)

DMS  
17/4

April 18, 1984

NOT FOR PUBLICATION, BROADCAST, OR USE ON CLUB TAPES BEFORE  
0001 HOURS WEDNESDAY, APRIL 18, 1984.

### CRIME AND POLICE EFFECTIVENESS

Crime and Police Effectiveness by Ronald V Clarke and Mike Hough, report no 79 in the series "Home Office Research Studies" is being published today (Wednesday April 18) by Her Majesty's Stationery Office. The price excluding postage is £3.40 net.

The report summarises research on the effectiveness of conventional policing approaches to crime control, such as foot and mobile patrol and criminal investigation and assesses the likely effectiveness of more recent developments, such as community and neighbourhood policing, more focussed patrolling, situational prevention and the initiatives being taken by the Metropolitan Police. The report does not examine the effectiveness with which the police handle their many other duties: the maintenance of order in the streets, crowd control, traffic, responding to fires, floods and similar emergencies and providing a round-the-clock service of assistance to the public.

Its main conclusions are:

Further large increases in manpower devoted to conventional policing methods are unlikely to achieve much overall reduction in crime. Further substantial increases in routine foot or car patrol would alone probably not reduce crime, or substantially improve the clear-up rate.



The Home Office and the police are developing promising new approaches: community and neighbourhood policing; 'targetted surveillance' of certain types of offender; more focussed patrolling strategies; and the 'situational' approach which involves reducing opportunities for crime. In the short term at least the resulting manpower needs can probably be met by re-allocation of resources.

Because the report is focussed solely on crime work; it cannot provide a direct guide to the optimum size of the police service. Additional manpower might, for example, contribute to public confidence, reduce fear of crime, or improve aspects of police work not covered by the report. However the report underlines the message of a circular on effectiveness which the Home Office has recently issued to police forces stressing the need for the most efficient use of existing resources. Its findings are also in line with the recent announcements of Sir Kenneth Newman and the Chief Inspector of Constabulary about ways of enhancing police effectiveness.





SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

Prime Minister

Prime Minister<sup>(2)</sup>

You may like to look  
through Annex A.

MEASURES AGAINST CRIME - PAPER BY THE POLICY UNIT

DNB  
17/4

In your letter of 13 February you invited my comments on a note prepared by the Number 10 Policy Unit which discussed work already done or in hand on elements of our strategy for dealing with crime and which suggested a number of areas to which we should give further attention. The note was, of course, written in terms of England and Wales and did not look north of the border where, although in some respects the position is similar, in others, including legislation and organisation, we are very different. Accordingly, taking account of Leon Brittan's full response of 14 March, which covers a number of areas where we are on common ground (as for example in the development of new technology for the police) where we rely on the special scientific or forensic expertise of the Home Office, I think that you may find it helpful to have a statement about the situation in Scotland. This seems apposite not least because the Criminal Justice (Scotland) Act 1980 broke ground which is now being covered in the Police and Criminal Evidence Bill.

Annex A to this letter provides a general review of the progress of our policies in Scotland; Annex B is a more detailed note on efficiency in the prison service which seeks to cover the same ground as the corresponding annex to Leon's letter; and Annex C - provided by the Crown Office - deals with a number of issues relating to the prosecution and court services.

I am copying this minute and enclosures to Leon Brittan, Jim Prior and James Mackay.

C.Y.

G.Y.

17 April 1984



UNITED STATES DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION



17 APR 1984





## ANNEX A

### MEASURES AGAINST CRIME: SCOTLAND

#### I. Introduction

1. This note describes briefly the action taken in Scotland to uphold law and order and combat crime.
2. Provisional figures for 1983 show that recorded crime in Scotland rose by about 3 per cent. This followed increases of about 6.6 per cent in 1982 and 12.0 per cent in 1981. The number of recorded offences in 1983 rose by just over 7 per cent.
3. The number of crimes cleared up by the police again rose in 1983 and the detection rate increased to 30.9 per cent from 29.8 per cent in 1982. The table attached gives the breakdown by crime and offence group for 1982 and 1983. There were increases in cases recorded for all crime groups; but the increase in offences represents the net result of a substantial rise in the number of motor vehicle offences and a fall in miscellaneous offences.

#### II. Steps taken

##### Police

4. The Criminal Justice (Scotland) Act 1980 modernised the law on police powers in ways corresponding broadly to those dealt with in the current Police and Criminal Evidence Bill. The new police powers of detention have been in operation since June 1981, and monitoring shows that approximately half of detentions lead to an immediate charge. The powers of stop and search for offensive weapons have also proved successful, with around a quarter of searches leading to the discovery of a weapon.
5. Police training has been reviewed. Probationer training has been extended and now places greater emphasis on relationships with the public, including ethnic minorities (although the problems are, of course, not comparable to those in England).
6. Police morale is high and recruits of good quality are entering forces. All forces are up to strength except in Strathclyde where, despite the fact that our public expenditure plans make adequate provision for the force to operate at full



establishment, the police authority is restricting recruitment to secure a contribution to the financial economy required of it.

7. Chief constables are actively pursuing policies which will increase the visible police presence and develop contacts with the public by involving officers with the community more than in the past. At least two forces are planning to introduce Neighbourhood Watch Schemes.

8. Although large-scale public disorder has not been seen in Scotland in recent years, police equipment and training to deal with disorder have been improved and contingency plans for mutual aid have been reviewed.

#### Police-public relations

9. A circular on local consultation between the community and the police was issued in March 1983. Statutory backing for such consultation is not thought necessary in Scotland, where it is traditional for policing to be undertaken in ways which have the support of the community. In the light of the circular, forces are actively developing their previous arrangements for local consultation and they have been asked to provide an assessment of the progress they have made. These reports should be available in the course of April.

10. As noted above, it has been customary for Scottish police forces to regard community involvement as an important part of their activities. Indeed it can be claimed that the Scottish police service deserve much of the credit for the evolution of community policing initiatives in the late 1960s and early 1970s. This involvement has taken a wide variety of forms, and chief constables are increasingly aware of the potential benefits to policing and crime prevention to be derived from it.

11. The system of dealing with complaints against the police in Scotland, which differs markedly from that in England and Wales and was favourably commented on by the Home Affairs Committee (HC98-I, 28 May 1982), has been reviewed in consultation with police authorities and police associations and, as announced last December, minor improvements are being introduced.

12. Increased attention is being given to the development of local crime prevention initiatives. The police and local authorities will shortly be consulted on a crime prevention circular which corresponds broadly to Home Office Circular



13. The experimental use of tape recording in the questioning of suspects has been in progress in several forces in Scotland for 4 years, and the results will soon be fully evaluated.

14. Sentencing Policy

The 1980 Act introduced compensation orders to take some account of the needs of the victims of crime. The Criminal Injuries Compensation Scheme remains available for the victims of violence. Almost all sheriff courts now have available the community service order as an alternative to imprisonment. The policy for release on parole is under review in consultation with the Parole Board for Scotland, although in recent years the proportion of eligible prisoners released on parole has been noticeably lower in Scotland than in England and Wales. Recently renewed emphasis has been placed on the paramount importance to the Secretary of State and to the Parole Board of concern for public safety when violent offenders are being considered for parole, or when those sentenced to life imprisonment are considered for release on licence. Means of reducing the number of petty offenders in prison are under consideration, including improvements in fine enforcement.

15. Offences

The 1980 Act introduced for the first time into Scotland the statutory offence of vandalism and this has largely superseded the common law charge of malicious mischief. Vandalism charges under the Act are now widely in use. The provisions in the Act to deal with football hooliganism by banning alcohol from designated sports grounds or from public service vehicles conveying passengers to or from a designated sporting event, together with associated offences of drunkenness and enhanced police powers, have proved successful. There has been a marked reduction in the amount of disorderly behaviour on major sporting occasions.

16. Prisons

The May Committee of Inquiry into the UK Prison Service identified no need for substantial changes in the organisation of the Scottish Prison Service; but considerable efforts are being made to strengthen the management of the service and to secure the more effective use of resources. A fuller account is given in Annex B.



#### 17. Courts

The Criminal Justice (Scotland) Act 1980 made a number of significant changes to established Scottish criminal procedure. Many of these were prompted by the growing pressure of work on the criminal courts, others created new statutory offences in particular areas of public concern. A fuller account is given in Annex C.

#### 18. Alternatives to Prosecution

Detailed consideration continues to be given to further ways in which the burden on the courts can be lessened. One promising area has been examined by the Stewart Committee in their second report entitled "Keeping Offenders Out of Court: Further Alternatives to Prosecution". Among the topics presently under consideration are diversion schemes whereby in suitable cases criminal proceedings are not instituted but the offender is referred by the Procurator Fiscal on a voluntary basis to a Social Work Department or other caring agency. Such schemes are in their infancy.

19. In the area of road traffic, consideration is being given to the establishment in Scotland of vehicle rectification schemes (along the lines of the Nottingham experiment) in which motorists are allowed the opportunity of carrying out repairs to vehicles found by the police to be defective.

#### 20. Reassessment

It is accepted that systematic assessment of the effects of new policies is needed. This is already the practice in Scotland: for example, certain provisions of the Criminal Justice (Scotland) Act 1980 have been monitored closely - notably the use made of, and results achieved from, police powers of stop and search. The importance of continually assessing results of changes in operational methods or deployment of manpower will be re-emphasised to chief constables. Consultations on the basis of a draft circular, corresponding to Home Office Circular 114/83, are well advanced.

#### 21. Value for money

Emphasis has already been placed on the need to secure the most efficient, effective and economical use of police resources. HM Inspectorate of Constabulary in Scotland are to be strengthened by the appointment of an additional HM Inspector; policy guidelines have been prepared as a basis for more



systematic and rigorous inspections which will pay greater attention to securing value for money.

22. Public support for the police

A main objective of the police in Scotland is and always has been to secure and maintain the support of the public and to operate with their consent. The difficulties experienced elsewhere with ethnic minorities have largely been avoided. The police are, however, very conscious of the benefits of publicity and of the need to retain their protective role: they are actively seeking to develop this further and build on the efforts already made. It is, of course, for chief constables to decide how their resources should be deployed on the various tasks facing their forces, and they are well aware of the need to exercise discretion and judgement, where appropriate. Scottish responses to the recent British Crime Survey showed a high level of public satisfaction with the Scottish police.

23. While it is simplistic to suggest that traffic patrol duties (which can influence the incidence of reckless or drunk driving from which death and serious injury can result) could be abandoned and the trained resources used on other duties, the balance of effort devoted to the various duties by different forces can usefully be examined, as will be done by the Inspectorate, although it has to be remembered that no two forces operate in identical circumstances.

SCOTTISH OFFICE

April 1984



EFFICIENCY IN THE SCOTTISH PRISON SERVICEThe May Committee:

1. The May Committee of Inquiry into the UK Prison Service identified no need for substantial change in the organisation of the Scottish Prison Service. For the most part the Committee concentrated its attention on the situation in England and Wales, but the relevance and application of the Committee's recommendations to the Scottish Prison Service have been considered in detail. The Scottish response to it and to the Financial Management Initiative has paralleled developments in England and Wales.

Manpower Control:

2. Manpower accounts for just under 70 per cent of total prison costs in the Scottish Prison Service. The current manpower ceiling of 2,740 staff is 88 less than the complement of 2,828. Overtime working is estimated at about 8 hours per officer per week. Reliance on overtime to carry out the essential tasks of a prison service is unsatisfactory and an additional 220 staff will therefore be recruited in phases between 1 April 1984 and 31 March 1986. This increase should not only bring establishments up to full complement but also take account of other essential increases in staffing required as a result of recently-improved annual leave entitlements, new building works and certain additional needs.

3. This staffing increase does not take account of the number of additional staff (170 overall) required for the re-opening in 1985 of the refurbished Greenock Prison and the opening in 1987 of Phase II of HM Prison, Shotts.

4. When the new Common Working System is introduced in England and Wales it will affect Scotland also by bringing with it a change from conditioned hours of 40 net per week to 42 gross hours per week. In anticipation of this change, a new duty system (neutral in terms of expenditure) has been drawn up in consultation with the Scottish Prison Officers' Association.

5. The Scottish Office participates in a joint review of Prison Service manpower by the Home Office Prison Department and Treasury, which is examining ways of strengthening methods of assessing manpower needs and management's capacity to apply those methods.



6. A Staff Inspection resource was introduced within Prisons Group in 1978. Their remit includes the independent and direct examination of work to see what needs to be done, that the organisational structure is conducive to efficient performance and that staff numbers and gradings are appropriate. To date 17 establishments have been inspected and reported upon. The intention is that there should be 5-year cyclical programme of inspections for all establishments.

7. As an aid to implementation of staff inspection reports, a Concordat between the Trade Union and Official Sides of the Scottish Prison Service Whitley Council was signed in May 1983. The Concordat is due for review in 1985.

Resource Control Review:

8. Whilst the first and second stages of the Prisons Resource Control Review identified substantial potential savings for England and Wales (in the order of £2m-£2.15m), the potential savings for Scotland were put at only £12,000 - in relation to vehicle usage. The Scottish Prison Service was described as operating in "what can best be described as a frugal and careful manner". A number of recommendations, for example on the redeployment of vehicles and the provision of official vehicles for Headquarters staff incurring heavy mileage costs, have been implemented. Action has also been taken on recommendations relating to inmates' kit. Longer term considerations, such as integral sanitation, are being pursued with Home Office. Consideration is also being given to the transfer of responsibility for general day-to-day administration of prison vehicles to the Scottish Office Motor Transport Unit.

9. Computerisation of Chief Officers' Details is being studied, as is standardisation of the present manual Detailing process.

Other Measures:

10. Other measures instituted include the following:-

- (i) The management accounting system for prison expenditure has been developed to enable expenditure under broad functional classifications to be identified. This enables functional resource costs in establishments to be critically reviewed and provides a basis for developing accountable management at Governor level. The system also enables operating costs at different establishments to be compared to identify comparable areas of expenditure which show divergence and offer scope for potential savings.



- (ii) A pilot scheme of budgetary control was introduced in 1983/84 at 3 establishments; is being extended to 3 further establishments in 1984/85; and will be brought into operation at all Scottish penal establishments in 1985/86.
- (iii) Arrangements are being made to provide training in financial management for Governor grades.
- (iv) In recognition of the high incidence of overtime hours worked, and in particular of the effects which prolonged overtime is generally held to have on effectiveness, consideration is being given to means of ensuring the most effective use of overtime in operational and value-for-money terms. This may develop into a more wide-ranging efficiency unit.
- (v) Work is in hand to produce an Information Technology Strategy for the Scottish Prison Service, as part of a policy of considering where new technology might usefully be employed.
- (vi) A Feasibility Study has been commissioned on the use of computers for inmate and staff records.
- (vii) A computerised production and stock control system for Prison Industries is being implemented to enhance efficiency of stock holding and stock control. The new system will also provide faster access to up-to-date information for production planning purposes.
- (viii) A system of Operational Assessment was instituted in June 1983, under which establishments are visited fortnightly by a senior Governor from Prison Headquarters.
- (ix) Research is in hand to gauge the effect of the new sentencing arrangements for young offenders as a result of the Criminal Justice (Scotland) Act. Initial indications are that they have led to a reduction in the number and length of custodial sentences served by young offenders.
- (x) Special provision has been made at 2 establishments (Barlinnie and Inverness) for dealing with small numbers of prisoners whose behaviour causes serious management problems - sometimes leading to incidents in which considerable damage can be done to the



penal establishment and which can be costly to repair and in manpower. The question of whether there is a need for additional facilities to deal with difficult and disruptive prisoners is at present under consideration by a Working Party which hopes to report by the end of the year.

Conclusion:

11. The action outlined above reflects the high degree of importance attached to efficiency and effectiveness in the general sense and to ensuring the effective use of manpower in particular. The May Committee suggested that there was scope for improved efficiency of manpower and that, with changes in the Prison Rules, the role of the Prison Officer might usefully be broadened. This proposal too is being actively considered. Although the steps already taken have gone some way towards achieving immediate objectives, due attention must also be given to remedying staff shortages; the recently-announced increase in manpower will be helpful. Wear and tear on prison fabric and the problems caused by overcrowding must be considered also. Long-term solutions are dependent upon the redeveloped Greenock Prison and the new prison at Shotts being brought on-stream.



## DEVELOPMENTS RELATING TO COURTS

1. Judicial Examination

The Criminal Justice (Scotland) Act made a number of major changes to the procedure in solemn cases which involved the prosecution of the more serious crimes. An accused person may now be, and regularly is, questioned by the prosecutor before a sheriff at an earlier stage. The objects of such judicial examination are to restrict the matters to be disputed at the trial; to allow the authorities to verify any genuine defence in the initial stages of the enquiry; and at the same time to prevent the presentation by the accused of spurious defences on the day of the trial. Time is still required for the effects of judicial examination to be properly evaluated, but the general impression is favourable.

2. Trials

The 110-day period within which persons in custody must be brought to trial remains in force but, recognising the increasing pressures on certain sittings of the High Court of Justiciary, a trial is now required to commence within the 110-day period and need no longer be concluded within that time. Accused persons who are not in custody must now have their cases brought to trial within 12 months of their first appearance on petition before the court. Two diets are no longer compulsory in solemn cases, yet provision remains for any preliminary question to be resolved prior to the trial itself at a preliminary diet held specifically for that purpose.

3. Delays in Criminal Cases

Despite policy initiatives in recent years directed towards reducing the volume of straightforward cases dealt with in the Sheriff Courts, the delays in criminal cases between first diet and trial diet continue to increase. This is generally because the crimes being dealt with have tended to become more serious and their disposal by the courts more time-consuming. An Operational Review Team has been set up to consider practice and procedure; their main study in this area has been of whether it would be feasible to computerise the criminal procedures in the Sheriff Clerks' Office.

4. Evidence

In all cases provision now exists for certain routine matters of evidence to be proved by way of certificate thus avoiding the attendance of witnesses (particularly expert witnesses) whose evidence is not to be disputed. The number



of minor road traffic matters which may be proved by the evidence of a single witness has been expanded.

#### 5. Intermediate Diets

In summary cases the 1980 Act has introduced into Scottish courts intermediate diets between the first calling of a case and day of the trial. These are designed to ascertain the state of preparation of the parties and to discover whether the accused intends to adhere to his plea of not guilty, with the object of reducing the inconvenience caused both to the public and to the authorities by late pleas tendered at the trial diet. There have been discussions with interested bodies to examine the use of intermediate diets and to consider their effectiveness in improving the efficiency of the courts.

#### 6. Compensation

A general system of compensation for the victims of crime administered by the criminal courts now exists in Scotland as a result of the enactment in the 1980 Act of a number of provisions following upon the report of the Dunpark Committee. These provisions place the question of compensation for the victims at the forefront of the mind of the sentencing judge and give a compensation order precedence over any fine imposed.

#### 7. Bail

The Bail Etc (Scotland) Act 1980 abolished the requirement which had always existed in Scotland that a person was required to hand over in cash a sum of money to the court before his release on bail. The system of money bail was replaced by the release of an accused person on a formal undertaking by him that he would observe certain conditions which were backed by the sanction of further criminal proceedings for their breach. Money bail, while still a possible additional condition of release, is now only rarely imposed with the result that lack of funds is no longer a reason for committing a person to prison prior to his trial. The same Act allows police officers in appropriate cases to liberate arrested persons under formal undertaking to appear at court at a later date.

8. Despite the important new measures introduced by the above Acts the pressure of work continues to grow in the Scottish criminal courts. The number of reports received by the Procurator Fiscal Service from the police increased in 1983 by approximately 6 per cent. The Procurator Fiscal Service dealt with 322, 652 police reports in 1983 (1982 - 304,652; 1979 - 288,203). ~~These were disposed of as~~

2 Significant examples of disposals included in these figures are



follows:-

		(1982)	(1979)
No Proceedings taken	41,876	(34,514)	(34,065)
Warnings given	16,704	(14,900)	-
Figures for fixed penalties offered are not yet available			

The following trials, <sup>not including cases disposed of on a plea of guilty,</sup> were held during the year

High Court	256	(254)	(298)
Sheriff Court (Solemn)	854	(949)	(708)
Sheriff Court (Summary)	11,367	(11,168)	(10,327)
District Court	9,238	(8,881)	(7,108)

#### 9. Procurator Fiscal Fixed Penalties

This pressure has partially been eased by the removal from the judicial process (and particularly from the Sheriff Courts) of the majority of minor road traffic cases. Following upon the report of the Stewart Committee on the Motorist and Fixed Penalties, the Transport Act 1982 has provided in Scotland since 1 June 1983 a system which allows a wide range of road traffic offences to be dealt with not by prosecution but by a conditional offer of a fixed penalty made to the motorist by the Procurator Fiscal. In order that the fixed penalty system can be operated entirely at the level of the District Court the powers of that court have now been extended to include the endorsement of driving licences, and disqualification from driving in certain circumstances for persistent offenders. The maximum fine which a District Court can impose has been increased to £500. The fixed penalty system is now in nationwide operation throughout Scotland and initial figures suggest that the system is operating successfully and that approximately 85 per cent of offenders are accepting the Procurator Fiscal's conditional offer.

10. A further development may be an extension of this scheme to other minor offences, with the Procurator Fiscal entitled to offer a fine which could not exceed £50. In the opinion of the Crown Office this is the only reasonable solution to the increases in the demands on the prosecution service, without considerable increases in manpower.



11. Police Fixed Penalties

The Transport Act 1982 contains further provisions for the issue of fixed penalty notices by police officers. Discussions are in progress with interested bodies as to the appropriate time for the commencement of these further provisions.

12. The recent legislation and the schemes developed or under consideration do not, however, remove concern about the increasing burden placed upon Scottish criminal courts. Experience shows that an increasing number of summary cases, many of them legally aided, are going to a full proof at the trial diet and that many trials are taking longer to complete. The increase in white collar crime, particularly commercial fraud, is also most worrying and the Crown Office has plans, which are almost completed, to set up a special unit to deal with such cases.

CROWN OFFICE

April 1984



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cf Mr Redwood.

10 DOWNING STREET

*From the Private Secretary*

16 April 1984

GOVERNMENT POLICY TO COMBAT CRIME

The Prime Minister was grateful for your Secretary of State's minute of 13 April about policies to combat crime. She thought it a most interesting contribution to the debate.

The Prime Minister agrees that it would be helpful for the Policy Unit now to follow up with officials the various points in your Secretary of State's minute.

I am sending a copy of this letter to Nigel Pantling (Home Office) and John Graham (Scottish Office).

David Barclay

John Lyon, Esq.,  
Northern Ireland Office.

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JCJR

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Prime Minister

Prime Minister (2)

Yes - a very interesting contribution to note

Content for the Policy Unit to follow this up with the Northern Ireland Office?

GOVERNMENT POLICIES TO COMBAT CRIME

I was interested to read the Policy Unit's note, enclosed with your letter of 13 February to Leon Brittan, on the problems of combatting crime, and Leon's own commentary dated 14 March. You invited comments on our own position, which I am glad to make.

Dumb 13/4

Criminal justice and strategy and objectives

Our approach to criminal justice in Northern Ireland is dominated by the prevalence of terrorist criminal activities. This puts a particular gloss - absent elsewhere in the country - on many aspects of the Government's response, even while we remain determined to treat terrorists purely as criminals. The contrast is clearest in respect of public attitudes to lawlessness: there is in Northern Ireland an ambivalence about the criminality of terrorists - and thus about active support for Government action against them - which is absent from public attitudes to crime (and indeed to terrorism itself) elsewhere in the country. Moreover, the lawabiding public has an expectation that terrorism will be eliminated in a finite space of time (as, conversely, its supporters expect to achieve victory), it applies less total standards to the control of ordinary crime. These characteristics at the same time apply sharper pressure to the Government to achieve results and make it more difficult to do so; plainly they put the criminal justice system under greater pressure than elsewhere.

Aside from this, we have to operate the system within a framework of emergency law (courts without juries, Army in support of the civil power, and so forth), which puts the acceptability of the system at further risk. The pervasive terrorist influence makes

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Northern Ireland's prisons harder to manage; the number of high-risk prisoners, and of lifers, is out of all proportion to that in the rest of the country. For similar reasons the problem of juvenile offenders is probably more intractable (though there may be a comparison with the ethnic minorities in other parts of the country).

Altogether therefore the system is more politicised, and under sharper attack. Our preoccupations are inevitably somewhat different from those dealt with in the Policy Unit's note and Leon Brittan's response. But our general objectives are those of the rest of the United Kingdom: we work under roughly the same common and statute law as England, our prison standards and rules are the same, the RUC is subject to the same conditions, terms of service etc as mainland forces, and subject to inspection by HM Inspectors of Constabulary. Northern Ireland's judges, while under political attack as well as lethal threat, conduct criminal cases under the same rules as other courts of justice.

#### Resource and other implications

The relative costs of fulfilling the objectives of criminal justice in Northern Ireland are evidently higher than in Great Britain. The police force is more than twice the size of that in a roughly comparable area there, and still needs support (gradually decreasing) from the Army. The prison population is comparably greater too, and prison officer:prisoner ratios are necessarily higher. The incidence of the most serious crime is also higher, though that of less serious crime is noticeably lower (see notes attached). Recompense to persons injured or losing property through terrorist action is a further burden on resource. These calls on resources create a greater obligation to ensure maximum economy and efficiency in their use. But political imperatives often complicate this. For instance, the security forces need to operate in a manner which conveys reassurance to the public, although it may be operationally ineffective and wasteful of manpower. But not to do so would provoke a public outcry which would cause pressure to engage in yet more unproductive activity. A balance has continually to be struck. Similarly,

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prisons policy is an amalgam of expediency and principle. Public confidence remains a volatile factor, easily moved by events such as the Darkley assassinations, the murder of the Prison Governor McConnell, or a policeman's acquittal of the murder of a terrorist.

The Government's response is thus costly in manpower terms. For example, much of the activity of the RUC's Divisional Mobile Support Units - with a strength of some 1,000 men - is devoted to these measures of reassurance, and - during the "marching season" - to a similarly cosmetic objective: that of enabling the communities to demonstrate their respective allegiances, and thus let off steam, without a breakdown of public order which would prove more expensive to control.

A heavy burden also falls upon the courts. Known indictable crime rose threefold between 1969 and 1982. The clear-up rate did not keep pace with this: it dropped in that period from 43% to 19%. However in 1983 it was up again to 27.8% (due in part to a redefinition of recording procedures). Recently the courts have had to deal with large-scale "supergrass" cases, against two or three dozen defendants, lasting several months. These cases - quite a few in number but relatively large in the total body of defendants and in the public imagination - take much beyond the average time to bring to trial, and have significantly distorted an otherwise improving picture of the time spent awaiting trial. In other ways too, they have tested the integrity of the judicial system.

#### Government action

You are familiar with the gradually reducing trend of terrorist violence. We are not satisfied with that, and shall in the next few months be conducting an overall review of security policy, to see whether we can make further, more drastic inroads - without of course a further significant drain on resources. The strength of the RUC and its Full-time Reserve (now 8,000 and 2,350

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respectively) has grown by 40% over the past five years; an increase of a further 500 has just been authorised. There have been substantial increases in the employment of civilians on non-operational administrative work, and much effort has been put into the provision of the best equipment and necessary new buildings. HM Inspectorate of Constabulary will play an increasingly important role henceforth in monitoring efficiency and enhancing the effectiveness of the force. They will undertake annual inspections aimed at assessing the RUC's performance in attaining its policing objectives and identifying the scope for civilianisation and generally for more effective use of resources. This process will begin with a force inspection this Spring. The Force has made considerable strides in the application of computers (see attached notes on police technology).

The Chief Constable has devoted much attention to the improvement of police relations with all sections of the community. Last year he drastically reorganised the structure of the Force so that police divisions should more closely match the district council areas, so facilitating organic links with the community. At the middle levels, the RUC are still somewhat shy of engaging actively in measures to extend the Force's contacts with the community and particularly its leaders in different fields: church, local government education, business and so forth. But the Chief Constable is working hard on a system of local police/ community committees to further this.

You are aware of recent problems in the prisons, and measures that we have taken to contain them, including the work of the Hennessy Action Team consequent on the breakout from the Maze. Some more details of what we are doing in this area are given in the notes attached.

In the courts, our main problem is that in a few instances, as mentioned above, the delay before cases are brought to trial (and especially where defendants spend the time on remand, not having been granted bail) is undesirably long, and exposes the administration to criticism. There is no simple solution to this

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and Government agencies are by no means responsible for the whole delay; the counsel of a defendant's choice may not be available for a long period, and the defendant often seems content to wait but authority tends to be blamed for the whole delay. We are tackling each of the various elements of the problem.

Sir George Baker's Report on the Northern Ireland (Emergency Provisions) Act 1978, shortly to be published, will give us an opportunity to give a fresh Government view on the working of the jury-less courts and other aspects of the treatment of terrorist crime. We shall also be considering how much of the Police and Criminal Evidence Bill, once enacted, should be brought into effect in the Province. Certainly we shall want to revise the police complaints system on the lines provided for there.

Sentencing policy has not recently been a cause of controversy in Northern Ireland (except among those who consider virtually every sentence passed on a terrorist as too mild). Some details of trends and developments are given in the notes attached.

I was interested in the Policy Unit's remarks, and Leon Brittan's on support for victims of crime. While our scheme for dealing with criminal injury is already statutory, and that for dealing with criminal damage beyond anything available in Great Britain, we certainly have not reached the heart of the matter. Perhaps the close-knit community (or communities) of Northern Ireland do more to fill the gap than is likely in the more "advanced" mainland society, but we must consider further whether there is a role for Government too. Sir George Baker's Report will suggest that victims should be enabled to sue organisations such as Sinn Fein for injuries caused by their paramilitary arms (the IRA), but - attractive as it sounds - this may not be practicable.

It will be clear that our approach to criminal justice remains distorted, necessarily, by the fact of terrorist violence. But increasingly we and the other responsible agencies are narrowing and refining our response to that, and normalcy is taking over from

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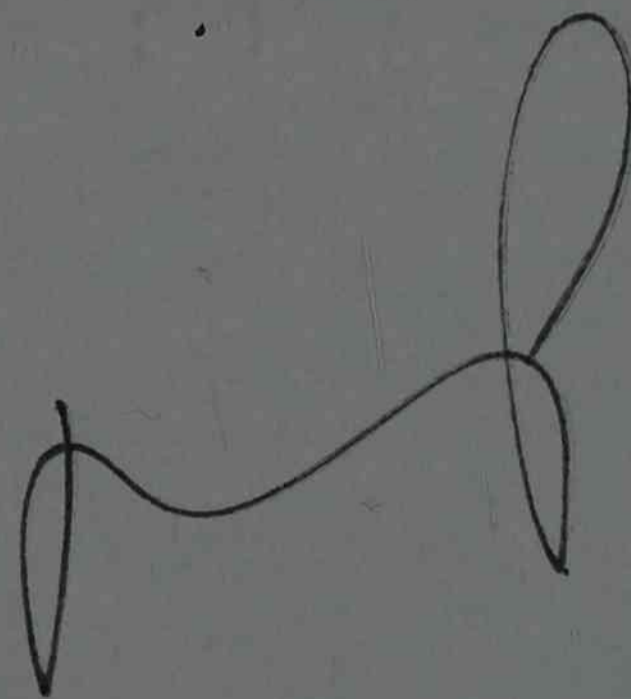


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emergency. The principles of the Financial Management initiative are applied across the board, and accepted by the Police Authority and the Prisons Department here as much as elsewhere. Operational imperatives may dictate urgent spending at a higher rate, but are not permitted to justify any slackness of analysis and appraisal. Our statisticians have been working on a comprehensive survey of crime statistics over the past 15 years, which when completed will provide another yardstick by which to assess the effectiveness of our policies and areas where further attention is required.

These are the main threads of our criminal justice policy, but if there are aspects of it that John Redwood would like to look into more thoroughly, we should be delighted to discuss them with him.

I am sending copies of this minute to Leon Brittan and George Younger.



J.P.

13 April 1984

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NOTES ON SOME POINTS ON PAPER PRODUCED BY NO 10 POLICY UNIT,  
RELEVANT TO NORTHERN IRELAND SITUATION

Crime Rates

While the weight of terrorism gives higher rates in Northern Ireland for some very serious offences, other crimes are less prevalent than in England and Wales.

Reported crimes per 100,000 population 1981

<u>Offence</u>	<u>Northern Ireland</u>	<u>England and Wales</u>
Murder	7	1
Robbery (including hijacking)	182	41
Attempted murder/wounding/ assaults	167	202
Burglary	1367	1473
Larceny/ theft	1357	2592
Motor vehicle thefts	339	677

Police Technology

The RUC maintain a close liaison with other Forces concerning all aspects of information technology and are kept abreast of new developments through the ACPO Computer Committee and the Home Office Police Research Services Unit. Considerable progress has

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been achieved in the past 4 years with the introduction of three major computer applications:

- (a) The Computer Assisted Policing (CAP) System is used to record up-to-date information concerning the police resources available and the police response to them. Information is also held concerning alarm systems and major incident plans. Plans are being made to extend this system to the whole of Northern Ireland.
- (b) The Crime Information Retrieval System (CIRS) contains details of all vehicles owned, stolen or licensed in Northern Ireland together with records of persons convicted, wanted, missing or excluded under the Prevention of Terrorism Act.
- (c) Personnel records of all members of the Force have been computerised in a format which is capable of providing a current and historical global picture of the composition of the Force.

In addition computers are used to record statistics and to hold details of firearms used in terrorist incidents. Future applications will include a dedicated system for Special Branch records, the computerisation of fingerprint records and a pilot scheme for the installation of mobile data terminals in patrol vehicles. These will allow direct access to the information held centrally on the Crime Information Retrieval System.

#### Special Difficulties facing prisons in Northern Ireland

The difficulties which have continually beset the Northern Ireland Prison system since 1972 arise primarily from the large numbers of prisoners who retain their commitment to the paramilitary group with which they were associated outside. These prisoners were aptly described in the Hennessy Report which said of the Maze Prison "it (the prison population) consists almost entirely of prisoners convicted of offences connected with terrorist activities, united

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in their determination to be treated as political prisoners, resisting prison discipline, even if it means starving themselves to death, and retaining their paramilitary structure and allegiances even when inside."

The fact that these men are in civilian prisons, controlled by unarmed Prison Officers and subject to normal Prison Rules and Regulations seems from the policy of successive administrations since 1976 of treating alike all persons who break the law, irrespective of the nature of their crimes or the alleged motive for them. That remains the Government's policy. It follows however that the Northern Ireland Prison system will continue for the foreseeable future to be the subject of conflict and confrontation with a majority of prisoners.

In addition to their commitment to paramilitary groups the great majority of Northern Ireland prisoners are young men serving long sentences. Some 5% of the English prison population consists of men serving life or terms of 10 years or more, the equivalent percentage in Northern Ireland is 48%.

#### The Consequences for Resources

The nature of the Prison population and the adverse affect on public confidence of prison escapes has inevitably meant that the resources which have had to be put into prisons in Northern Ireland in terms of both manpower and buildings and other physical measures are relatively much greater than in Great Britain.

Two new prisons (Maze and Magilligan) and one Young Offenders Centre have been built over the last 10 years. Two other prisons (at Maghaberry) are under construction and when they are completed in 1985 there will be virtually as many cells as prisoners if the current slow decline in the prison population is maintained. In the light of the Hennessy Report significant additional physical security measures are being taken at the Maze and other prisons in Northern Ireland.

Staff numbers have also grown dramatically in recent years and are now around 3,200 for some 2,500 prisoners. This represents a very high staff/

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prisoner ratio but is a direct reflection of the unique nature of the NI Prison population.

Despite severe operational problems in the system the Prison Department of the NIO is seeking to apply the principles set out in the White Paper on Efficiency and Effectiveness and the Financial Management Initiative to the NI Prison Service to ensure better management of resources.

Control of Manpower is of central importance and there is a regular programme of manpower inspection and review of all Northern Ireland prisons by a Manpower Team from Prison headquarters.

Despite the present staff/prisoners ratio additional recruitment to the Northern Ireland Prison Service is planned to meet the additional security requirements identified in the Hennessy Report: to achieve some reduction in the present high level of overtime working (15 hours average per week); and to enable the introduction of a new Common Working System on lines recommended by the May Committee and presently being negotiated in Great Britain to replace the largely obsolete and inconsistent system now in use.

Other measures to improve management efficiency in the Prison Service include -

- (1) The introduction of a system of operational assessment by Headquarters of each prison and specific activities within them.
- (2) Improved financial procedures have been introduced including the wider use of investment appraisal.
- (3) A computerised activity costing system is being set up to provide better management information.
- (4) Introduction of new technology including computerisation of pay.

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### Sentencing policy

Between 1975 and 1982 sentencing of adults convicted of indictable offences in the High Court has become less severe in terms of the proportion of persons found guilty who were imprisoned and the proportion of this group who were given sentences of greater than 4 years. Indeed if High Court Judges had used 1975 sentencing policy during 1982, the effect would have been to increase the average daily prison population by approximately 1,000 persons (about 40%).

In the sentencing of juveniles found guilty in both the lower and higher courts, there is evidence of an increased preference for non custodial sentences.

Borstal was abolished in Northern Ireland somewhat ahead of England and Wales. Current areas of study include the use and effectiveness of the Young Offenders' Centre; and the cost effectiveness of various penalties for juvenile offenders, in terms of their deterrent effect. Urgent thought is being given to the possibility of "sea-training" as a condition of probation for juveniles, on the lines of the activities of the Associated Marine Institutes of Florida, USA. The role of Training Schools is under review in the light of the Report of the Children's and Young Persons Review Group (the Black Report). A draft Order in Council is about to be laid before Parliament to bring fines in Northern Ireland into line with Great Britain. The law in relation to conspiracy and attempts was similarly harmonised last year.

### Victim Support

The statutory compensation schemes for criminal injuries and damage to property in Northern Ireland have the object of assisting, in the financial sense, victims of crime. Their central aim is to compensate the individual, so far as money can achieve it, for his loss. There is good public awareness of the schemes and they have gained a high level of credibility.

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Most criminal damage claims are related to terrorism, and the past year has shown a marked decrease, happily, in expenditure on property compensation from £31.0m in 1982-83 to £19.5m in 1983/84. On the other hand, compensation for criminal injuries continues to rise and more applications are being made, though 75% of claims are not connected with terrorist activities. A disquieting feature is the growing number of claims arising from brawls in public places: but this trend is by no means peculiar to Northern Ireland.

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*Lie . ECC*

*fcc Mr Redwood*

19 March 1984

The Prime Minister was most grateful for the Home Secretary's letter of 14 March, setting out his initial response to the paper prepared by the Policy Unit on Criminal Justice Strategy. She thought that the approach set out by your Secretary of State was quite excellent. She looks forward to receiving a further report at the end of June, which she hopes will comment particularly on improvements in value for money, and on assessing the effectiveness of different kinds of sentencing.

David Barclay

Nigel Pantling Esq  
Home Office

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*HU*



CONFIDENTIAL

16 March 1984

MR BARCLAY

Prime Minister<sup>(1)</sup>

Agree response at X? *Yes*

*2mg*  
*16/3*

CRIMINAL JUSTICE STRATEGY

Leon Brittan's letter is most helpful. It reveals that an enormous amount of good work is under way, and rightly suggests there could be a further report at the end of June summarising progress made in the next 3 months.

I have only four specific comments:

1. Victim support is popular, as the response to Leon's recent speech indicates. It is vital, however, that it is not seen as a soft option. For serious crimes it should be only a small addition to the current sentence. For crimes involving theft of property, there should be more attempt to make the burglars repay the stolen cash or goods, as well as other punishment. For very minor offences, where at the moment there would be no punishment other than a caution, help for the victim could be a suitable additional impost.
2. Reporting of crimes. The question raised was whether the threat or practice of press publicity is used in the right circumstances as a deterrent. Some potential offenders would be deterred by the thought of publicity for wrongdoing (eg kerb-crawlers).
3. The idea about academics is to strengthen support amongst opinion-formers for what the Government is trying to do in fighting the crime wave and developing a commonsense approach to sentencing. I would like to talk further to Leon's officials on this subject as to how it could be undertaken.
4. Leon's letter says that he is holding an important weekend conference at Ditchley in April on the theme "Police and Public". I would like Peter Shipley to attend, and will ask Leon's office about this.

X / I suggest the Prime Minister should welcome Leon's letter, and encourage a further short report at the end of June, particularly commenting on improvements in value for money and in reassessing the efficacy of different kinds of sentencing.

*John Redwood*  
JOHN REDWOOD

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*It is an excellent letter, I think*





CCNO

QUEEN ANNE'S GATE LONDON SW1H 9AT

14 March 1984

CRIMINAL JUSTICE STRATEGY - PAPER BY THE POLICY UNIT

I am most grateful for your letter of 13 February and for sending me the note prepared by the Policy Unit. I think this is a very good and fair analysis and I welcome both its general approach and its suggestions for ways in which we might make further progress. Some of the Policy Unit's suggestions are in line with what we are already doing or a logical extension of it, and others break interesting new ground. This letter gives some immediate reactions based on the work we already have in hand; during the next two or three months I shall be conducting one of the periodic reviews of the strategy for dealing with crime which I first announced at Blackpool and I should like to give further thought to the paper and to carry forward its ideas in that context.

I. REASSESSMENT

2. I agree entirely with what the paper says under this heading. The work we already have in hand includes

- (i) The report on tougher regimes in detention centres which will come to me in April. The first indications are that the new regimes are not significantly more effective than the old in terms of preventing recidivism, but there are some useful lessons about the way in which detention centres are managed.
- (ii) The research which has so far been done into police effectiveness has to be treated with some caution. But the conclusion is broadly that further increases in police manpower indiscriminately deployed are unlikely to affect the general level of crime. Methods such as more directed patrolling (which we have been encouraging for some time) and newer developments such as "neighbourhood watch", "targetting surveillance" and crime prevention have greater promise. The Commissioner has been pursuing these methods vigorously in London and is getting some good results.



(iii) Receptions into prison establishments and sentencing practice are monitored through the prison and criminal statistics. For example, a special analysis has just been made of receptions of young offenders sentenced to youth custody or detention centre training since the new sentencing provisions came into force under the Criminal Justice Act 1982: it shows that the earlier fears about a steep increase in the general level of custodial sentences have not been realised. More aspects of the operation of the Act will be assessed as more information becomes available.

I do not expect this work to call for any major or immediate changes.

3. I do not think we can realistically - at any rate at present - look to research or statistical evidence to provide a basis for changes in sentencing practice designed to reduce the levels of crime or recidivism - the evidence available does not suggest that one type of sentence or disposal can be regarded as more successful than any other. But we shall continue with further measurement and evaluation and will be ready to make adjustments if experience shows that they are needed.

## II. NEW SOLUTIONS

4. Our regular monitoring of court practice naturally covers the use of disposals such as probation and community service. My main concern here has been to ensure that these orders are efficiently and effectively administered so that the courts have confidence in them. We have been working on a redefinition of objectives and priorities of the probation service with this as one of our main objectives. I will soon be ready to issue a statement of those objectives and priorities and the Home Office will then engage the courts and others in a discussion of their implications. I have deliberately avoided saying that the Government wants to see a significant increase in the use of these orders simply for the sake of reducing pressure on the prison system. That would be politically and penologically counter-productive. The consultation paper on day and week-end imprisonment which I shall be publishing in the Spring will also bear on this issue.

5. I am reviewing our position on the treatment of victims in the criminal justice system. One aspect of this is the financial support which they receive from central Government. The Criminal Injuries Compensation Scheme is expensive, and its aid is not always directed towards the most deserving cases. There are



other useful and perhaps more cost effective ways of making material help available to those victims who most need it. Another is the scope for schemes of compensation or reparation from the offender to the victim, either directly through a compensation order or by performing some specific task, or indirectly through community service. We need more information on which to evaluate what is being done or might be done in the future, and research is in hand to provide it. If legislation is needed - and we must at least put the Criminal Injuries Compensation Scheme on a statutory footing - the Criminal Justice Bill I have in mind for 1985/86 will again provide an opportunity. I believe there is great potential here, but we must recognise that there may be difficulties over costs and priorities.

6. The right of reference to the Court of Appeal in respect of over-lenient sentences - which we shall be including in next session's Bill on the prosecution system - should also help in cases where the sentence imposed is thought to be inadequate in relation to the harm which the victim has suffered.

7. I am not clear how we might attempt to influence the reporting of particular crimes. Nor am I entirely clear what the Policy Unit have in mind. I should welcome any specific suggestions.

### III. VALUE FOR MONEY

8. I have made very clear my determination to ensure that the substantial extra resources which we have made available to the criminal justice system should be used to best effect. As the paper acknowledges, a good deal of work has been put in hand: it involves a very substantial change in Home Office style and in the Department's relations with the various services. I agree with what the paper says should be the future direction of this work, including the need for better information at all levels and for proper evaluation of initiatives.

### THE POLICE

9. Much of our work with the police has been directed towards enhancing the role of HM Inspectors of Constabulary, whose influence is crucial to the improvement of efficiency in forces. We are developing a financial information system to help HMIs make more informed judgments about, and stimulate greater attention by Chief Constables to, the effectiveness and efficiency with which resources are used. We shall be trying it out in some areas this year.



10. We are also about to recruit on secondment to the Inspectorate a financial adviser with experience of police finance at local level. At force level, each Chief Constable has been asked to provide the Inspectorate with a statement of his force's objectives and priorities for the coming year, as part of the preliminary information for the annual inspection. One result is that there is a growing shift in resources away from traffic departments to operations against more serious types of crimes. We are also encouraging Chief Constables to review their needs for management information, and we are considering the practical advice which the Home Office could offer on that.

11. As for the Metropolitan Police, the Commissioner's recent report to me set out in detail the progress made in obtaining better value for resources, but went on to identify the need for better management information for planning purposes and to enlist public support. I have discussed the Commissioner's proposals with him, and he has made better value for resources one of his major goals for next year, with detailed action plans to support it.

12. Formal evaluation is an area which has received all too little attention in the police service until recently. This is something which we all recognise has to change. There is now a growing awareness - in forces as well as in the Home Office - of its importance as an aid to effective and efficient management. The Forensic Science Service, for example, is reviewing which aspects of its work are of greatest potential value in the investigation of crime and our Scientific Research and Development Branch has a programme of evaluation of computer systems. I rely primarily on the extensive professional knowledge and experience of HM Inspectors for an assessment of what is happening on the ground. To help them in this we are examining, with the help of a consultant, the scope for using performance indicators. We are developing the work of our Statistical Department in this area, for example in analysing comparisons between different police forces and trends in the practice of particular forces. I have asked the Research and Planning Unit to follow up their report on police effectiveness with a programme of independent research on operational policing strategies.

13. The paper specifically mentions the contribution to improved efficiency which is made by the use of civilian staff and by new technology. I entirely agree.

14. We are already encouraging forces to use civilian staff to the fullest extent, so that police officers are available for the operational duties for which they are trained. In a recent circular on police effectiveness, I made it quite clear that I shall not be prepared to approve increases in force establishments if police officers are occupying posts which could properly and more economically be filled by civilians.



5.

15. New technology is already widely used in forces for administrative purposes, and is increasingly being used to improve operational effectiveness and efficiency. A number of new projects are being pursued this year in provincial forces and in the Metropolitan Police District, and the Home Office's Scientific Research and Development Branch has a wide-ranging programme of research designed to identify and promote further improvements. I enclose a separate note which deals with this in more detail (Annex A).

#### MAGISTRATES' COURTS

16. We are also putting in hand a number of measures to improve the efficiency of the magistrates' courts, which are, of course, locally administered. In the course of this year we shall be sending to magistrates' courts circulars recommending specific action which can be taken to reduce court delays and improve fine enforcement. We are carrying forward discussions with the representative bodies involved in the working of the system on the content of the information that needs to be collected by courts for management purposes and on the machinery for collecting it and supplying it to those concerned. We are exploring ways in which Home Office expertise on computers can be made available by way of technical assistance to the courts. There is much to be done to improve efficiency in this area of the criminal justice system. Progress will not be swift or easy. But it must and will be achieved.

#### PROBATION SERVICE

17. In relation to the probation service, which is also locally administered, we are developing for our Probation Inspectorate an information system corresponding to that being brought into use by the Inspectorate of Constabulary. This will stimulate local probation services to develop and use their own management information systems in line with the Inspectorate's system; and it will strengthen the hand of the Inspectorate in advising both the Home Office and local services on efficiency and effectiveness in the operation of those services.

#### PRISONS

18. You have asked separately for an account of the work which is being done on efficiency and the use of manpower in the prison service, and your Private Secretary reminded us of this commitment in his recent letter of 9 March about scrutinies and value for money. I enclose a note which describes the action we are taking

.... (Annex B)



IV. PUBLIC SUPPORT

19. I entirely agree about the importance of increasing public support for the police. It is a prime factor in my strategy for dealing with crime. The Commissioner and many other chief officers have made it one of their main objectives this year. The public must have confidence in the standards of those who enforce the law. We are tackling this by:

- (a) better police consultation with the local community - almost all police authorities have now established consultation arrangements and the Police and Criminal Evidence Bill will make this a statutory requirement;
- (b) more recruitment from ethnic minorities - this has increased more than tenfold in the last decade, and we are now taking special steps to increase it further;
- (c) improved training - we are now implementing the recommendations of two working parties which reported last year and we have recently set up a new training support centre at Brunel University;
- (d) more effective policing methods - more police officers on the beat, with clearer objectives and priorities for their work, supported by more technical and computer help, and measures to enlist public support such as the rapidly growing number of neighbourhood watch schemes throughout the country (over 200 in the Metropolitan Police area alone);
- (e) measures to increase public confidence (e.g. through more independent investigation of complaints against the police as proposed in the Police and Criminal Evidence Bill, which carefully balances powers and safeguards);
- (f) enlisting public help through such measures as local crime prevention panels, of which there are now nearly 200 across the country, not only to combat crime but to reduce the fear of it, with the help of other agencies such as housing, schools and voluntary organisations;
- (g) "Public and Police" will be the theme of an important week-end conference at Ditchley in April in which Douglas Hurd and I will



be taking part with representatives of the police and a wide range of people representing the views of the public.

20. On public support more generally, the 1983 figures of recorded crime will be published this week. As you know, they will show that there has been no increase in the general level of recorded crime in 1983 as compared with 1982, and that there have been reductions in some parts of the country, especially in London. This is good news, for which the police deserve credit and which we can all welcome. I shall certainly do so myself. But we must be careful not to claim direct links between levels of recorded crime and particular Government policies, or even at this stage particular police methods. There were similar "good years" in the 1970s which were followed by "bad years" in 1981 and 1982, and - as you have emphasised yourself - in the longer term the level of recorded crime is affected more by demographic factors and social and family influences than by any action which we can take as a Government.

21. Incidentally, we are in the course of repeating the British Crime Survey, which should give us more valuable information about the level of unrecorded crime (and any change since the Survey in 1982), and also the experiences, views and needs of victims. It should be of considerable help to us in formulating our plans for the second half of the Parliament.

22. I was interested in the Policy Unit's suggestion for bringing in academics. I should certainly like to involve academics more closely in the work of the Home Office. I particularly welcome the initiative which the ESRC are taking in encouraging wider research into crime and the working of the criminal justice system. Most academics are, I think, with us in supporting the increasing emphasis on prevention and victims, and the search for better value for money. I have so far seen their contribution as being made more at the "working" level. If John Redwood or others have particular suggestions to make, perhaps they could let me have them.

23. As I said at the beginning of this letter, I shall be reviewing our strategy on crime over the next two or three months. I shall follow up the ideas in the Policy Unit's paper in that context. I could let you have a further report by the end of June.

L.B

The Rt Hon Margaret Thatcher, M.P.



## THE POLICE: NEW TECHNOLOGY

Notable examples of experiments in the further uses of new technology are:

- (a) Automatic Numberplate Reader. The Home Office Scientific Research and Development Branch (SRDB) is developing an automated system for reading the numberplates of vehicles. An infra-red TV camera is used to pick up an image of the vehicle's numberplate. Signals from the camera are passed electronically to extract the vehicle registration mark, recognise it and search the Police National Computer database of stolen vehicles. If a stolen vehicle is detected, an alarm message alerts the police. The total time taken by the system to detect a vehicle is about five seconds.
- (b) Automatic Fingerprint Recognition (AFR) Systems. It is now possible automatically to encode fingerprint collections and fingermarks obtained from scenes of crime and to match the marks and fingerprint collections encoded in this way using computers. One of the three main commercially available AFR systems, the Focus System of Logica Ltd., utilises encoding and searching algorithms devised by the Home Office Scientific Research and Development Branch. The Metropolitan Police have recently taken delivery of an AFR system from Logica. The Home Office is currently considered how AFR might best be made available to the rest of the police service. There are some major problems, however; the cost is expected to be very substantial and there are technical problems to be overcome. Moreover, the impact of such a system on the prison population cannot be overlooked.
- (c) Computer assistance for major investigations. The Home Office is conducting an experiment to determine the computing requirements within an incident room, including both operational and administrative aspects. An experimental system is currently being used by the Essex police but decisions have yet to be taken about how the results of the experiment will be implemented.
- (d) Automated Office. In collaboration with the Department of Trade and Industry and the Home Office, the Leicestershire police are currently conducting a two year experiment in the use of word processor based information technology for administrative tasks.



CONFIDENTIAL

2.

- (d) Casework Management. A computerised casework management system is being developed by the Forensic Science Service. If successful it should lead to more efficient management and production of statistics.

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## EFFICIENCY IN THE PRISON SERVICE

The May Committee

The Prison Department of the Home Office developed a comprehensive management strategy following the report of the Committee of Inquiry into the Prison Service (the May Committee\*), which the Government accepted in 1979. This report contained a number of recommendations bearing on the management of the resources of the Prison Service, and laid down as specific objectives improving the quality and detail of financial information, and making the managers of prison institutions more accountable for the effective use of the resources consumed. That report pointed the management of the Prison Service very much in the direction laid down in 1981 by the White Paper on Efficiency in the Civil Service (Cmd 8293) and the 1983 White Paper on Efficiency and Effectiveness in the Civil Service (Cmd 8616). The Financial Management Initiative had given additional impetus, urgency and direction to these developments. The essence of the strategy is threefold: better management information; better management structures, systems and procedures to apply and monitor the use of that information; and the development of specific targets, quantified where possible, to be achieved.

Manpower Control

2. The control of manpower is central to the Prison Department's efficiency strategy, since manpower represents some 70% of prison costs. The manpower ceiling represents one of the strongest forces acting to force efficiency improvements. On 1 April 1984 the manpower ceiling for the Prison Department will be 26,938 of whom 18,065 will be prison officers. The estimated total authorised staffing level (ASL) for prison officers at the same date is 20,290. The ASL is the number of prison staff which is assessed by the Prison Department manpower control function as needed to man the lists of essential tasks of each prison. In the short run, to the extent that staff in post fall short of the ASL (as they do - on 1 April 1984 the shortfall will be about 2,200), the tasks concerned either get done by officers working overtime, or they do not get done at all. The Prison Service's current reliance on overtime working is accordingly extremely high - currently about 17 hours per week per officers. This is fundamentally unsatisfactory, in a service whose operational soundness is vital to public safety and security. Because overtime is voluntary, management is frequently in the position of having to cajole staff into performing the

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\* Cmd 7673, October 1979



essential tasks of an essential service. Management is to that extent too dependent on the goodwill of the individual officer (though the Service has proved responsive under sustained pressure) and the Prison Officers' Association can, and on occasion does, use the threat of withdrawing overtime to put very strong pressure, especially on local management, on certain issues. Excessive overtime can also generally open the way to greed and manipulation, and can distort the deployment of staff who may press to be deployed on certain types of duties at the expense of others (court escorts are preferred to supervision of education or workshops, for example). Very high overtime levels also produce a serious fatigue problem, which is not acceptable in a service where vigilance is a basic necessity.

3. In response to this, a strategy has been adopted which relies on bringing Prison Department establishment substantially closer to their authorised staffing levels within a relatively short period while at the same time pursuing efficiency savings as vigorously as possible. This involved recruiting and training 5,500 extra staff between the years 1984/85 and 1987/88. The new staff will be allocated for the first two years primarily to staffing new prisons, and to enable the expected introduction of a new Common Working System\* on lines recommended by the May Committee to replace the largely obsolete and inconsistent systems now in use. In the latter two years of the period the plan is to allocate extra staff in substantial numbers directly to the end of securing significant reductions in the amount of overtime worked.

4. The Prison Department management strategy is dependent both on the introduction of additional staff and on realising productivity savings as the more glaring shortages of staff are remedied (of the order of 600-700) throughout the Service by the development and application of new manpower control systems. In the 1983 PES round specific targets were set both to reduce expenditure on overtime in 1986/87 and to secure productivity savings reflected in reduced manning provision against the current assessment of need. A joint Prison Department/Treasury review of Prison Service manpower has been looking at ways of strengthening the methods for assessing manpower needs, and at management's capacity to apply those methods. A first report was issued in mid-1982. As a result, the following steps were taken:

- (i) the staff capacity for controlling and monitoring the use of manpower in the Prison Service has been strengthened.

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\* This is being negotiated with the Prison Officers' Association following their industrial action over meal break payments in 1980. It does, however, involve moving from a week of 40 net conditioned hours to one of 42 gross hours (37 effective hours once time has been subtracted for meal breaks). This leaves up to 3 further hours to be filled by overtime working unless extra staff are found.



Two Headquarters and four Regional Manpower Teams are now available, to review the needs of prison officers, of individual Prison Department establishments, and to recommend the most effective means of deploying them;

- (ii) the authority of the manpower control staff, particularly at Headquarters level, was strengthened, and steps have been taken to ensure consistency of approach between the manpower teams from Headquarters and those in the four Prison Department regions;
- (iii) a national programme of manpower reviews of prison establishments has been drawn up and is now in progress.

5. Work continues on the development of methods of manpower assessment. The leaders of the Headquarters' teams are now being trained in staff inspection techniques, and are in turn passing their knowledge on to other manpower staff. As well as reviewing the manpower needs of individual establishments, the teams will also review from time to time particular functions as performed by a sample of different establishments (the first such review will, following the lead given by Stage 1 of the Prison Service Resource Control Review, be of reception arrangements in six different prisons).

6. A second report by the review has since been completed. In the main, this is concerned with the detailed implementation of the recommendations of the first report. But in addition the report recommended:

- (i) that the Prison Department should strive as a matter of urgency to reach agreement with the unions concerned over implementation of manpower reports (especially the timetable);
- (ii) that the involvement of manpower teams in the implementation of their reports should be reduced (at present they have to be heavily involved, in contrast to the practice with reports of staff inspectors and this limits the number of reviews they can conduct), and that line management should accept more responsibility for the implementation of manpower reports;



- (iii) that the Prison Department should devote extra staff resources to desk analysis of essential task lists, manpower review matters, and other factors having a bearing on staffing levels;
- (iv) that the Prison Department should investigate urgently the possibility of using a microcomputer in this area.

Action on these is in hand; and the Joint Manpower Review will continue to monitor progress, and will review the position again shortly.

7. A specific area which calls for separate mention is the heavy and continuing commitment to escorting prisoners to and from the courts and to providing for their security there. In co-operation with the Lord Chancellor's Department, a substantial drive has been launched to ensure that resources in this area are used as effectively as possible. These duties are distinguishable from the primary functions of the Prison Service, of containing and caring for prisoners, but the May Committee concluded that there was no real alternative to their continuing to be performed by prison officers. Accordingly a working party composed of representatives of the Home Office and the Lord Chancellor's Department was set up and reported in 1982. It made various recommendations designed to standardise procedures and disseminate best practice in this area, and work on implementing the recommendations is proceeding.

#### Resource Control Review

8. The May Report, and the Government's wider efficiency strategy, led to a programme of specific initiatives designed to bring about the more efficient and effective use of resources in the Prison Service. It has, in conjunction with the central departments, just completed a multi-stage Resource Control Review as one of these initiatives. That review operated on the basis of close observation of work, and of the quality of supervision, by a team outside the normal line of management. The team was tasked with looking for resource savings in terms of "does the work need to be done at all; if so, does it need to be done this way; and how can the organisation and performance of the work be improved so as to get more or the same quantity or quality of output from the same or fewer resources".

9. The review was in three stages. The first stage dealt with reception and discharge procedures; visits, photographing inmates; searching; and the utilising of space in prison establishments. Where it is not practicable to



summarise simply the report's findings - there are over 220 conclusions and recommendations - the first stage was only incidentally concerned with the use of manpower, and could not cost its recommendations in terms of the number of posts which might be dispensed with if its recommendations were implemented. But the team said that the then existing arrangements for manpower control in England and Wales appeared to them to be ineffective and that new arrangements for manpower control should include numerical comparative methods of assessing staffing levels. Action on this has already been taken (see 7 above).

10. The second stage of the review dealt with the issue and control of inmates' kit; transport; and integral sanitation. The third stage, just completed, examined the prison routine in the evening/at the week-end/on public holidays; and the organisation and work of the detail office (where the allocation of prison officers to particular working shifts is carried out - a key element in utilising manpower resources). Action on the review's recommendations is in hand (and has already been taken in a number of instances) and a small efficiency branch has been set up within the Prison Department to co-ordinate the implementation of the review's work, and the results of other efficiency directed initiatives (very many examples of improvements in efficiency have flowed from this, e.g. the introduction of new personal kit systems for inmates has reduced losses and improved standards at the same time).

#### Other Measures

11. As part of the Prison Department management strategy, a range of other measures have been taken to secure the more efficient and effective use of resources in the Prison Service:

- (i) a computerised activity costing system has been set up, and has been in operation since April 1983. It is designed to assist Prison Service management at all levels. For prison governors, it has now reached a 95% level of timeliness and accuracy and gives the means to measure the cost of each activity within their establishments, and to identify and question variations over time, in relation to individual cost centres within each prison, for each of which a cost centre manager has been identified. For regional management and Prison Department Headquarters, comparisons of the costs of particular activities between similar establishments are now possible. The next phase is to build on the system and introduce local budgets for each prison (pilot experiments are planned for this year, shadow



budgets for all prisons in 1985/86 and full local budgeting for 1986/87). The costing system also provides an information base from which to develop quantitative performance indicators in specific areas (these have already been introduced in the field of energy use and are under study in the prison security field);

- (ii) improved financial monitoring and control was introduced in 1983/84 in relation to prison officers' overtime;
- (iii) improved financial procedures have been introduced including the wider use of investment appraisal (especially for major prison capital projects);
- (iv) the introduction of key professional staff (including six accountancy posts, with one Regional Accountant in each of the four Prison Service Regional Offices);
- (v) the training of staff (initially prison Governors and Administration Officers but now moving out to senior uniform grades and specialists) in financial management;
- (vi) the development of accountable management, with two comprehensive "accountable regime" experiments at Featherstone prison and Shepton Mallet prison following the successful installation of management by objectives in particular prisons (e.g. Feltham) and functional areas (e.g. Farms and Gardens);
- (vii) the introduction of a system of operational assessment by line management of prison establishments and specific activities within them. This, over time, brings with it the setting of current operational objectives for each establishment in 1984/85, together with a longer term plan for its development;
- (viii) a review just completed (in February 1984) of the management structure of prison establishments. This review addresses fundamental questions relevant to the efficiency



and effectiveness of the Service, and is intended to lead to greater clarification of the roles and responsibilities of different individuals and groups of staff within the highly complex organisation which any sizeable prison comprises;

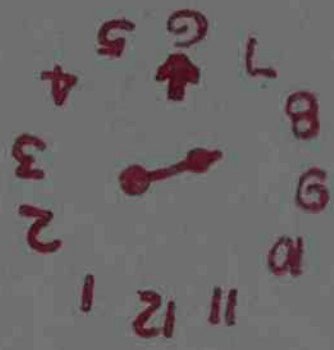
- (ix) introduction of new technology not only into such areas as communications; payroll, stock control and supply, accounts and financial information, but also into operational inmate records; and in a wide variety of specialist applications (staff detailing and rostering, allocation of high security category prisoners, managing the prison building programme, etc.)

### Conclusion

12. The measures described in this paper reflect the importance which the Prison Department attaches to greater efficiency, and crucially to the more effective use of Prison Service manpower. The May Committee found there was scope for improved manpower efficiency, even though there was on balance a very serious staff shortage, which the Government's present plans are designed to meet. The efficiency strategy outlined in this paper relies both on meeting the need to make good staff shortages (and so restoring management control through reducing its reliance on overtime working) and on seeking to deploy existing staff more effectively, so limiting the number of additional staff required to achieve the main objective of providing a prison system capable of holding, controlling and looking after the prison population of the size expected in the 1980s and 1990s safely, and cost-effectively. The elements of the strategy, the annual targets for each part of the Prison Service in carrying it forward, and the monitoring of those targets are reviewed annually through the Home Office APRs (Annual Performance Review system); and the Prison Department is committed to improving the standards of performance in a number of specified ways while holding down or saving costs (e.g. reduced stock holdings for prison industries through better stock control, energy saving through better monitoring devices and the use of performance indicators, more economical pay and rostering functions through the introduction of new technology). But the primary objective remains, as it must, more efficient use of manpower in a necessarily manpower intensive service.



force policy Jan 83



15 MAR 1984





JH 907

Secretary of State for Trade and Industry

DEPARTMENT OF TRADE AND INDUSTRY  
1-19 VICTORIA STREET  
LONDON SW1H 0ET

Telephone (Direct dialling) 01-215 5422

GTN 215 .....

(Switchboard) 215 7877

22 February 1984

The Rt Hon Leon Brittan MP  
Secretary of State for the Home  
Department  
Queen Anne's Gate  
London SW1 9AT

u bpm  
DWB  
23/2

*D Leon.*

IMPLEMENTATION OF PART III OF TRANSPORT ACT 1982; ACQUISITION OF  
COMPUTER BY THE METROPOLITAN POLICE

I have seen the Foreign Secretary's minute of 6 February to you  
and your reply on this subject.

2 I can, of course, appreciate your wish to see the new fixed penalties scheme implemented as soon as possible; and that, if the April 1986 date is to be met, you would need to procure the Metropolitan Police computer system by single tender. As the Foreign Secretary points out, however, there is a risk, albeit limited, of challenge by the Commission. Even if we are able to fend-off such a challenge on this particular occasion it would inevitably lose credibility with the Commission. And it seems that it was unnecessary that we should run this risk. I understand that there is every chance that ICL would have won the contract on compatibility grounds even if it had been put out to competitive tendering under the Supplies Directive.

3 With the advantage of hindsight, therefore, I think it is unfortunate that it was apparently not possible to persuade the police forces about the implementation of this part of the Act more swiftly after Royal Assent. That might have enabled us to avoid a situation where the UK is apparently seen to have bent the rules but where, in fact, a British company would anyway have probably won. This is particularly so when we will need as much negotiating currency as possible for procurements by single tender which may be coming up in the near future, and which we may want to defend on grounds other than urgency.

4 Copies of this letter go to recipients of yours.

NORMAN TEBBIT



Pouck : Policy : Jan 83

23 MAY 1984





SUBJECT

CC MASTER  
OPS



FILE

LL

cc: N10  
50

10 DOWNING STREET

THE PRIME MINISTER

13 February, 1984

M 2/84

Dear Leon,

Thank you very much for sending me a copy of Sir Kenneth Newman's Report. I am glad to learn of the fall in reported crime, and you must be very pleased (as I am) to see results from the many measures we have already taken to combat lawlessness.

We must continue to attach high priority to the fight against crime. With this in mind, I think you will be interested to see the enclosed note produced by the No. 10 Policy Unit. They give due credit for the progress which we have already made and are continuing to make. But they also have some suggestions about possible new initiatives we could take in some areas, and possible changes of emphasis in others.

I should welcome your comments on these ideas, and in particular on the suggestion that more attention should be given to assessing effectiveness of new types of sentence and new methods of policing; on the need for still greater impetus in the search for efficiency and value for money; on measures to help the victims of crime; and on the need to reassure the public that the war against crime is being won.

/I hope

BT  
/

rwj



I hope that you will find the note a useful contribution to our thinking in this important area of policy, and I look forward to hearing your reaction in due course.

BF I am sending copies of this letter and the Policy Unit note to George Younger and Jim Prior. I hope that they too will let me have their comments.

Y  
Lonsdale

Rayson  
—

The Rt. Hon. Leon Brittan, Q.C., M.P.



The Home Office is grappling manfully with the formidable problem of combatting crime: many new policies have been launched in the last year.

However, the public is still worried that the Government is not doing enough to counter the sharp increases in crime in recent years, that the bigger and highly paid police force is not yet making sufficient impact on preventing or solving certain categories of crime, and that the criminal justice system does not adequately deter, punish or reform offenders. The effect is to create a pervasive fear of crime and ultimately to undermine public faith in society's most basic institutions.

Some of these criticisms are unfair. There is a real prospect that after the 10 per cent rise in the number of notifiable offences in 1981 and 1982, there could be a fall in 1983. Many steps have been taken to bring this about:

(a) Police

- Police and Criminal Evidence Bill will become law this summer;
- police training has been improved;
- more police are back on the beat as a result of increased recruiting, improved inspection procedures, redeployment of officers and civilianisation of certain positions;
- police now have the equipment, training and organisation to deal with any future disorders, which they lacked in 1981.

(b) Police-Public Relations

- local consultation arrangements are already working in many areas;
- schemes such as the introduction of lay visitors to police stations are coming into operation;
- some police forces are conducting or commissioning opinion surveys to gauge public views on their performance and effectiveness;
- co-operation between the police and other agencies, statutory and voluntary (eg welfare services, schools, residents' associations) is developing.



(c) Crime Prevention

- a Home Office Crime Prevention Unit was established last November, a circular giving guidelines to local authorities has now been issued and an inter-departmental group has reported;
- various local initiatives, eg property marking, and Neighbourhood Watch Schemes, are being introduced in various parts of the country.

(d) Sentencing Policy

- the Criminal Justice Act 1982 provided for a wider range of sentences including alternatives to prison and Borstal, especially for young offenders, which have become available during the last 6 to 9 months;
- the Home Secretary set out last October changes in the sentences that the perpetrators of serious crimes of violence could expect.

(e) Prisons

- the prison service has been reorganised with a new system of inspection;
- a major programme of prison building will last for the rest of the decade;
- efforts are being made to reduce the prison population.

Among future Home Office legislative plans are:

- i. a further Criminal Justice Bill (in 1985 or 1986) embracing improvements to the systems of victim support, including compensation, and introducing new forms of daytime or weekend imprisonment; and
- ii. the setting up of the Independent Prosecution Service.

Much remains to be done if these policies are to be brought to a successful conclusion. The passing of legislation or the issue of a circular is merely the beginning of the process. In particular the Government needs to:

1. Assess systematically the impact of present policies and adjust where necessary.
2. Explore new ways of approaching especially difficult problems.



3. Take steps to improve the effective performance of all elements of the criminal justice system so that they give proper value for money.
  4. Mobilise support to hold the initiative in the political debate and enhance confidence in and support for the law throughout society.
1. Reassessment. Clearly, in some cases it will be months or even years before we have a clear idea of whether present policies are having the desired effect. Wherever adequate information becomes available, the Home Office should establish a continuing programme of evaluating the effects of specific measures and whether they are achieving their aims. If not, then changes should be proposed. Ministers should have available to them at regular intervals review reports on specific schemes with recommendations.

It should be possible to judge some policy effects earlier than others, eg:

- i. whether "short, sharp shock" helps reduce recidivism or acts as a deterrent;
- ii. whether putting more police on the beat has any direct effect on reducing street crime (including auto-crime) or burglary, or whether it is principally offering a reassurance to the public with no measurable effect;
- iii. whether the new types of sentence are being used by magistrates;
- iv. whether less serious offenders are being kept out of prison.

2. New Solutions. In some cases, new or strengthened initiatives may be needed, eg:

- i. Alternatives to prison: community service orders are a good method of handling less serious adult offenders. Attendance centres and the right type of probation can also act as the correct type of deterrent without forcing the offender to give up his job and tempt him into full-time criminality. Are these techniques being used enough?



- ii. Victim support: victims feel strongly that the system does not care about them. In some cases, the criminal should have to make good the damage done to the victim and his property. The court should always ask if the victim can be helped by the type of punishment awarded to the offender.
  - iii. Press reporting: rules over reporting are discretionary. There are times when publicity of a charge or before a verdict is wrong, as it can associate a crime with someone who may be innocent. There are other times when wider reporting of a proven crime would remind others of the dangers in loss of repute that can follow from a conviction. Should the Home Office investigate current practice?
3. Value for Money. The efficient use of resources should be a constant aim, but it has not always been acknowledged or achieved in the law and order field. In both police and prison service, a great deal has been initiated very recently to see that people and equipment are more effectively utilised. There is still much scope for improvement:
- i. Senior police officers should have more information available on the effectiveness of their forces in the tasks on which they are deployed, and whether the balance between for example uniform patrols/traffic/CID/special squads is right.
  - ii. Police and prison inspectorates should have available to them greater expertise in management matters.
  - iii. the further uses of new technology in the police should be investigated to reduce the burdens of paperwork, and as a means of transferring more tasks to civilian staff. In traffic management, more technology could replace manpower.
  - iv. The improvements in management information and targets that the Home Secretary has introduced should be widened and pressed home.
4. Public Support. Although surveys reveal majority satisfaction with the police, there are important areas of disquiet:



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- i. Police relations with the young, and especially with ethnic minority young in inner city areas, have improved somewhat in the past 2 years, but there is still cause for concern.
- ii. Among the elderly and those living alone or in tower blocks in certain areas, there is a very real fear of crime. Sometimes it is unfounded. The police should tell people about the measures they are taking (like putting the man back on the beat) to rebuild local confidence. Publicity should be designed to reassure rather than alarm.
- iii. There is much anecdotal evidence of police alienating respectable citizens by either pursuing traffic offenders over-zealously, or shrugging their shoulders at the prospects of tracking down burglars. Would those officers deployed on the former task be put to better use on the latter?
- iv. The Government's stance on law and order is clear and much stronger than that of any other Party. The policy now has to deliver less crime and less fear of crime to avoid encountering more political opposition.
- v. Many people still hold views on the causes and correct treatment of crime that are out of tune with common sense and the Government's approach. The war of ideas needs to be won.

The debate over the Criminal Evidence Bill showed that many still believe in one or other of two simple caricatures: either society is moving to a state of endemic lawlessness, or to a new authoritarianism.

### Conclusion

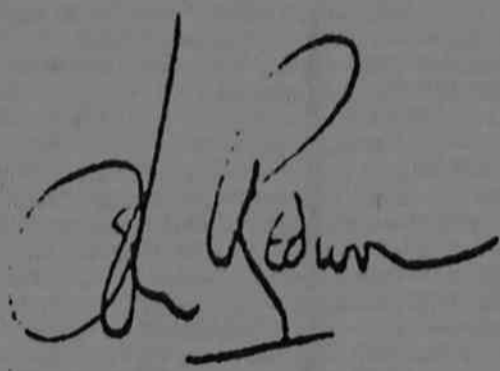
To build on the good foundations, the Government needs to ensure that:

- (a) a coherent sensible message is put across about the nature of the war against crime, and how the Government proposes to win it;
- (b) new initiatives on policing and sentencing are not only pursued, but also evaluated;



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- (c) Leon Brittan brings academics into the task of winning the war of ideas, as he did successfully on a wider canvas in Opposition;
- (d) the work to secure value for money is pursued even more actively;
- (e) concern for the victim and for the quality of police service to the public be moved up the list of priorities.



JOHN REDWOOD



CONFIDENTIAL



QUEEN ANNE'S GATE LONDON SW1H 9AT

9 February 1984

*nbpm  
Dms  
10/2*

*Dear Foreign Secretary,*

IMPLEMENTATION OF PART III OF TRANSPORT ACT 1982: ACQUISITION OF COMPUTER BY THE METROPOLITAN POLICE

Thank you for your minute of 6 February.

*attached*

I will be announcing tomorrow that I intend to bring Part III of the Transport Act 1982 into force not later than April 1986.

In order to achieve the April 1986 target it will be necessary, as you say, for the Metropolitan Police to procure a new ICL computer by single tender. As police authority for the Metropolitan Police I shall be prepared to authorise this. I will not be referring to the question of computer procurement in my announcement, nor do I think that this aspect is likely to arouse Parliamentary or press interest at this stage.

I am very conscious of the risks that single tender action may entail, and, as you will appreciate, I have considered this very carefully. I am equally conscious however that competitive tendering would mean a delay in implementation resulting in a certain loss of several million pounds of revenue from unpaid parking tickets. I am also conscious of the wider implications that such postponement would have for continuing traffic congestion in London.

I accept that Commission intervention might also result in delay. It should be borne in mind however that there has so far been no challenge under the EC Supplies Directive to the procurement of police computer systems in this country, although a number of these systems have been purchased by single tender action. I accept that, if a challenge were to be mounted, the case for single tender, although arguable, would not be strong.

I regret that it has proved necessary to set a date for implementation which entails single tender action on the part of the Metropolitan Police. You may be assured that I fully share your view of the general advantages of competitive tendering, both in the EC context and in the wider interests of efficiency, and I have of course no intention of treating this exceptional case as a precedent.

I am copying this minute to the recipients of yours.

*Yours sincerely,  
Nigel Partridge*

Approved by the Secretary of State and signed in his absence

The Rt Hon Sir Geoffrey Howe, QC, MP

CONFIDENTIAL





10 FEB 1904



570.



Prime Minister (2)

pa  
-ms  
9/2

I have highlighted some points in the summary.

The 1983 crime figures were good, and the report has been generally welcomed so far.

ms  
8/2

Prime Minister

mt

I have recently received the second of the reports which Sir Kenneth Newman agreed with Willie Whitelaw should be submitted regularly by the Commissioner to the Home Secretary as Police Authority for the Metropolitan Police. I enclose a personal copy of a summary of the Report which I have today placed in the Library of the House, together with a copy of a Written Answer which I have given on the Report.

To underline my role as police authority I have written personally to each Member with a constituency in the Metropolitan Police District with a copy of these documents; and I intend to meet them soon, in Party based groups, to discuss the Commissioner's proposals.

As I have said in the Written Answer, Sir Kenneth's approach is very much in line with my strategy; and I am heartened by the determination with which he is going about improving the efficiency and effectiveness of the force. There is, as you will see, already some good news on crime. We shall be able to make something of this if, as I hope, we are able to find time for the House to debate the Report.

L.B.

8 February 1984



Wednesday, 8th February, 1984.

Written No.

Mr. John Wheeler (Westminster North): To ask the Secretary of State for the Home Department, if he will publish the recommendations contained in the report of the Commissioner of Police of the Metropolis on his proposed plans and priorities for the coming year; and if he will make a statement.

MR. LEON BRITTAN

I am placing a summary of the Commissioner's recent report to me, as police authority for the Metropolis, in the Library of the House, and I have sent a copy to every rt. hon. and hon. Member for a constituency in the Metropolitan Police District. I hope to meet Members soon to discuss the Commissioner's proposals and that it will be possible to find time to give the House an opportunity for a debate before Easter.

As Home Secretary, I attach particular importance to the prevention and detection of crime. To this end I have given, and shall continue to give, every encouragement to the police to improve their methods, to make the very best use of their resources and to harness the co-operation of the public in reducing crime. With my responsibilities for the police service as a whole it is my continuing concern to encourage the interchange of ideas and the spread of best practice, and to facilitate the maximum co-operation between forces.

The Commissioner and his officers are to be congratulated on the progress made by the Metropolitan Police in the last year. An intensive programme of planning, involving officers at all levels, has resulted in a more purposeful use of manpower and other resources. Over 750 uniformed constables have been added to divisional strengths and almost 200 sergeants redeployed through the reduction of central departments, the rationalisation of crime squads, civilianisation and by other means. There has been a reduction of 27% in demands for manpower from other districts for events in central London. At the same time the introduction of Area Intelligence and Surveillance Units has sharpened and focussed



efforts to improve performance against street robbery and burglary. I am encouraged to see a reduction of 4% in 1983 in the number of notifiable offences recorded by the force; and an increase in clear-up rates for several groups of offences, including burglary (up from 8% to 9%) and robbery and other violent theft (up from 10% to 13%), and seasonal offences (up from 44% to 51%). Arrests for offences of robbery and other violent theft are up by 14% and for sexual offences by 21%. I am also glad that progress has been made in establishing a secure framework for public co-operation: consultative groups, crime prevention panels, and victim support schemes have been formed and neighbourhood watch and property marking introduced on a large scale.

I have studied the Commissioner's report carefully and have discussed with him his future programme of work to build on the essential foundations for a better service to the public which have been laid. He intends to:

- maximise performance through the most effective use of manpower;
- minimise criminal opportunity through crime prevention, public contact, involvement and co-operation;
- enhance the detection of specified criminal offences (robbery, burglary and autocrime) through analytical techniques, co-ordination and integration of effort, improvements in criminal intelligence, targetting and surveillance;
- improve management and organisation to support his force strategy and to enhance the quality of service to the public.

I have told the Commissioner that his proposals for the coming year are fully in accord with my strategy for fighting crime, and that I look forward to a full evaluation of the measures which he is taking as soon as possible. As police authority I have emphasised to the Commissioner my concern to see improvements in



firearms training in the force, greater efforts to combat offences involving hard drugs and better relations at all levels with the ethnic minority communities. He has assured me of the importance which he, too, attaches to making progress in all these areas and I welcome the measures which he is taking to this end.

I have also considered with the Commissioner his manpower needs. I have told him that the Metropolitan Police will be allowed an additional 200 police officers in 1984/1985 bringing the police establishment to 27,115. The Commissioner accepts that there is still scope for the greater use of civilians to release police officers from administrative work. I have indicated to the Commissioner that civilianisation should continue to have a high priority and am therefore raising the civilian staff ceiling from 13,456 to 13,750. In authorising these increases I have stressed to the Commissioner the importance I attach to securing value for money in the use of all resources and to close consultation on the full resource implications of new proposals. I therefore welcome his continuing emphasis in his report to me on the need for the force to ensure that resources are used in the most effective way.





SUMMARY OF REPORT OF  
THE COMMISSIONER OF POLICE OF THE METROPOLIS  
TO THE HOME SECRETARY  
JANUARY 1984

Introduction

The Commissioner recalls that the proposals put forward in his first report to the Home Secretary in January 1983 were designed to:

- make the Force more responsive to the needs and feelings of local communities;
- secure a better balance between central and local levels of police command;
- improve the performance of the police in dealing with street robbery and burglary; and
- initiate a more corporate style of police management.

In achieving these objectives two essential considerations were, and would continue to be, a more effective use of police resources, and the harnessing of active community co-operation.

2. 1983 was a year of solid achievement on all these fronts; and in addition many initiatives were taken and much work put in hand which has yet to come to fruition. The process of change both within and outside the Metropolitan Police over the last year has inevitably brought with it new pressures and the Commissioner is greatly encouraged by the positive response from all sections of the Force. Looking to the future, the Commissioner observes that advances



made have to be maintained, but that notwithstanding good will, there are limits to the pace at which innovations can be put into practice. He concludes that in the coming year the best approach will entail a judicious balance between consolidating existing work and further initiatives, designed to lay the foundation for future progress.

### Demands on the Metropolitan Police

3. Before dealing with the achievements of 1983 and his goals for 1984, the Commissioner briefly reviews demands on the Metropolitan Police in 1983 and the outlook for 1984 and explains the importance he attaches to the planning process that he is developing.

4. In the light of factors which directly or indirectly affect the workload of the Force and of information obtained through the planning process or by surveys, the Commissioner concludes that the problems facing the Force and the priority issues have not greatly changed over the last year. Some forms of conventional demand (eg recorded crime and traffic accidents) have shown a welcome decline. In 1983 there was a decrease of 4% in the number of notifiable offences recorded, compared with 1982. There were fewer burglaries and 9% fewer autocrimes. The number of reported offences of robbery and other violent theft in the MPD as a whole went down by 5% in 1983 and substantial declines occurred in some areas; offences in Brixton, for example, have declined by more than 20%. Of the major crime categories, only assaults increased by 4%.

5. Compared with the previous year higher clear-up rates were achieved in 1983 in several offence categories including burglary (up from 8% to 9%) and robbery and other violent theft (up from 10% to 13%) and sexual offences (up from 44% to 51%). The overall clear-up rate increased from 16% to 17%. Arrests for offences of robbery and other violent theft were up by 14% and for sexual offences by 21%.

6. There has been a substantial drop in the demand on police resources for major public order events over the last year which has helped the Commissioner to meet his objective of cutting the manpower deployed on such events.

7. To be effective policing strategies need to reflect the needs of local communities. During 1982 the results from three major surveys of public views on policing methods and priorities became available; the survey of Londoners by the Policy Studies Institute (PSI), the British Crime Survey (BCS) and a recent



poll by National Opinion Poll Market Research Limited (NOP). Together with information obtained from the planning process, these surveys broadly confirmed that the problems to which the Commissioner's strategy is directed are also identified as areas of concern by the community. It is apparent from the NOP and PSI surveys that the public are particularly concerned about burglary and street robbery, but that they believe the Force should also attach priority to dealing with a number of other offences such as sexual assaults on women, crime involving firearms, racial attacks and vandalism. All these surveys endorse the Commissioner's declared intent to address fear of crime, particularly in inner London, as a major issue for 1984. On public involvement, a substantial proportion of Londoners believe, in line with the Commissioner's strategy that the Force should seek their views about local policing problems.

8. A large majority of respondents in all these surveys expressed general satisfaction with their contact with the police and with police performance. There is evidence, however, that the public are aware of police shortcomings in dealing with some common sorts of crime and that relationships with the West Indian community, particularly the young, are noticeably worse than those with the white community.

### Planning

9. Demands on the Force and public views and expectations of it are not static. To ensure that the Force is well placed to respond to changes in the policing environment and to make the best possible use of resources, the Commissioner sees a need for a clear mechanism and regular planning cycle to acquire knowledge and data, to formulate priorities and strategies and to implement those strategies. In his view the focus of such planning should be at the point of service to the public, that is at local police stations. A pilot scheme for a planning system was conducted on four divisions early in 1983 and in April the system was introduced Force-wide. Each division prepared and submitted a plan to area headquarters where consideration was given to the objectives set, proposals for structural or other major changes and requests for support and assistance from central departments. In their turn central departments produced plans for their operational units and indicated their response to requests from divisions for assistance. In consequence local police stations and other supporting units had by September each developed a plan of action for the year ahead.

10. Integral to the new planning system has been the development of a model to aid in the formulation of strategies, goals, objectives and activities to



combat crime. Work on this model has identified a need to improve the quality of management information available to the Force. This will be among the Commissioner's principal interests in the coming year.

11. The Commissioner comments that the measures adopted as a result of planning need to be set within an evaluative framework. He is sceptical of conventional means of measuring the effectiveness of policing, particularly of clear-up rates, which he sees at best as narrow indicators of achievement. He considers criminal statistics are as much a reflection of the performance of other social agencies as they are of police performance. Many of the measures taken under the strategy are new, or relatively new, to this country and reliable performance indicators have yet to be developed. Research in this area is continuing in liaison with the Home Office.

### Review of 1983 Goals

12. The following is a summary of the progress made towards the goals set for 1983.

Goal I (To increase directed foot patrols in priority areas - ie those with the highest incidents of street robberies, street disorders and burglaries - with a view to reducing criminal opportunity through police/community co-operation and contact and to improving the maintenance of order).

Underlying this goal was the need to: redeploy manpower to street patrolling; increase supervision in priority areas; and develop police/community co-operation.

- Over 750 uniform constables have been added to divisional strengths to improve ground cover. To improve front line supervision 116 sergeants have been redeployed to divisions from central departments. In addition, a further 30 uniform and CID sergeants have been released for operational duties as a result of the rationalisation of divisional crime squads; and 50 sergeants employed on non-operational duties have been replaced by civil staff or constables.
- Manpower (including recruits) is now being allocated by the deputy assistant commissioner (DAC) in charge of each of the four areas on the basis of high, moderate and low incidents of street robberies, street disorders and burglary. The impact of this method of deployment is being assessed.



- The strength of the Metropolitan Police Special Constabulary has been increased by 105 following the implementation of new recruiting procedures.
- Foot patrols are now being tasked more purposefully in the light of divisional objectives and assessments of local priorities.
- 19 community/police consultative groups have been formed which are either within or moving towards Home Office guidelines. The Commissioner continues to have regular meetings with London MPs and with the London Boroughs Association and the Outer London Districts Association.
- 18 crime prevention panels have been formed.<sup>5</sup>
- Victim support schemes have been extended to cover 50% of the Force area.
- 69 Neighbourhood Watch schemes have been formed and a further 223 are in an advanced stage of preparation.
- A comprehensive review of training requirements has been carried out and curricula have been revised in the light of training needs in respect of crime prevention, crime investigation and community/consultative skills.

**Goal II**

(To maintain and improve police capability for policing demonstrations, ceremonial occasions and outbreaks of spontaneous rioting but with a more economical use of manpower)

- The role of the District Support Units (DSUs) (formerly called Instant Response Units) has been redefined and their use rationalised. The role of the Special Patrol Group (SPG) has been modified to allow for their deployment on anti-burglary patrols. Their role is now primarily directed towards the prevention of crime, though they continue to provide a mobile reserve for public order purposes and for major incidents.
- The use of District Support Units and a shared reserve system resulted in a reduction of 27% in demand for manpower from other districts for events in central London.



### Goal III

(To increase the detection of offences of street robbery and burglary by re-organising and concentrating detective manpower, by co-ordinating other relevant manpower resources (eg crime squads and SPG), and by upgrading the status and quality of intelligence gathering and surveillance).

- An Intelligence and Surveillance (I & S) Unit has been established in each of the four Metropolitan areas. 784 arrests resulting from the activities of these units had been made by September and an average success rate of 70% in targeting operations had been achieved. The effectiveness of the units in combating crime will be comprehensively reviewed after they have been fully operational for a year.
- Crime squad operations have been rationalised and co-ordination improved. Specialist training and equipment have been provided.
- Each area has established a Crime Priorities Committee to identify tasks suitable for district crime squads, DSUs and the SPG.
- The capacity of divisional detectives to cope with growing workloads has been increased by the transfer of 19 detective superintendents from deputy posts in districts to CID command posts on divisions where workloads are high. Fifty detective constables have been transferred from New Scotland Yard to divisions.
- A burglary case screening system has been introduced throughout the Force, which has had the effect of so modifying the case loads of divisional detectives that greater attention can be given to priority crimes. All burglaries continue to be investigated and the participation of beat constables in the scheme has enhanced their status.

### Goal IV

(To maintain the standard of squads centrally deployed against organised and specialist crime - fraud, terrorism, armed robbery - but with less manpower).

- Police and civil staff have been trained in advanced methods for the analysis of sophisticated crime. Measures for assessing the value of these techniques are being developed and their effectiveness will be reviewed after one year's operation.



**Goal V** (To maintain performance in regulating traffic and in traffic law enforcement, but with less manpower).

- During 1983, 100 officers were transferred to operational duties on district from the headquarters traffic department.
- Work began on the development of a system using statistical and analytical data and information from police and local authorities, designed to produce a more directed and co-ordinated approach to traffic problems.

**Goal VI** (To improve management and organisation to support goals I to V and to achieve the most cost effective use of resources and value for money).

The Commissioner observes that while no major structural changes have been made to the organisation in 1983, detailed work has been done towards restating and clarifying responsibilities at every level of command. Some of the steps that have been taken are:

- A detailed review of the organisation of the command structure has been mounted.
- Technological support for the Force has been reviewed and priorities established.
- Two criteria (a good return on resources and opportunity cost) have been accepted as basic to all Force planning and resource allocation. A pilot costing scheme introduced on two divisions in July has been extended to one district and a further five divisions. Early results are encouraging and the scheme will be developed.
- Work has begun on the development of suitable performance measures.
- Terms of reference for the Force Inspectorate have been broadly outlined and revised guidance for inspectors reflecting Force strategy has been issued.

#### **Proposals for 1984**

13. The emphasis on planning during 1983 has resulted generally in more rational and directed deployment of officers and vehicles in divisions towards



those priorities which have been decided after taking local views into account. Efforts to improve the detection of offences of street robbery and burglary have been focussed and sharpened, and progress has been made in enlisting the aid of the public and other agencies in combating crime.

14. The Commissioner re-affirms his view that if crime is to be reduced both police and public must fulfil their obligations under the notional 'contract' between them. He fully accepts that there is evidence, especially in the Policy Studies Institute Report, that police officers sometimes fail to honour the conditions on which public consent to policing depends. To provide positive guidance to individual officers and to the Force as a whole, the Commissioner intends to produce during 1984 a code of professional ethics emphasising citizens' rights, and an up-to-date statement of the aims and duties of the Force.

15. The various measures taken in 1983 were introduced incrementally and it has not been possible to evaluate them fully. The foundations for fuller evaluation in 1984 have, however, been laid. But the Commissioner is confident that his overall strategy is sound and that the Force has the will steadily to improve its performance.

16. In furtherance of his strategy the Commissioner will, in 1984, be consolidating and developing work begun in 1983 and will be introducing a limited but intensive programme of innovation designed further to improve the use of resources and the responsiveness of the Force to the needs of the community.

17. There will be four main goals, designed to build upon the achievement of 1983:

- To maximise performance through the most effective use of manpower.
- To minimise criminal opportunity through crime prevention, public contact, involvement and co-operation.
- To enhance the detection of specified criminal offences (viz. robbery, burglary and autocrime) through analytical techniques, co-ordination and integration of effort, improvements in criminal intelligence, targeting and surveillance.



- To improve management and organisation with a view to supporting Force strategy and enhancing the quality of service to the public.

The following paragraphs describe some of the steps that will be taken towards these objectives.

18. Use of manpower and other resources

- The number of officers employed on non-operational duties will be reduced.
- The number of officers employed on traffic duties will be reduced by a further 100.
- To increase the effectiveness of operations and supervision a number of senior officers will be transferred from headquarters to divisions.
- The deployment of officers presently engaged on 'ad hoc' duties will be reviewed.
- A review will be carried out of priorities in the allocation of civil staff, with particular emphasis on further civilianisation and the scope for the employment of civil staff at middle management levels.
- The procedure for allocating manpower on the basis of high, moderate and low incidences of street robbery, street disorder and burglary will be refined.
- A system of graded response to calls for service will be introduced.

Public involvement

19. In moving towards this objective in 1984 the Commissioner intends to:

- Continue to support and assist the development of consultative committees with particular reference to their role in crime prevention.
- Develop and evaluate the Neighbourhood Watch and Property Marking schemes and introduce a 'Business Watch' scheme.



- Encourage the establishment of further crime prevention panels and victim support schemes.
- Sustain police/public co-operation through regular local exchanges, joint training sessions and detachments to a variety of agencies.
- Improve the effectiveness of the Force in protecting children at risk and diverting youth from crime.
- Carry out research into, and develop proposals to reduce, the fear of crime.

### Crime detection

20. Under this heading the Commissioner intends to:

- Prepare proposals for the development of an integrated system to ensure the best possible use of criminal intelligence and information about crime available to the Force.
- Develop and introduce District Burglary Analysis Units.
- Develop and refine the criteria used in the case screening of burglaries, and consider the extension of case screening procedures to other crimes.
- Review the operation of DSUs and crime squads with a view to further improving their co-ordination and effectiveness.
- Integrate the individual elements of the forensic science service.
- Consolidate measures taken by divisions to improve the prevention and investigation of autocrime, by rationalising central support.

### Management and organisation

21. The Commissioner noted that three main issues relating to the structure of the Force arose from the 1983 planning round. These were: (a) the need to clarify authority levels; (b) the need for greater integration of, and co-ordination between, central departments; and (c) the need to rationalise support services.



22. The following are some of the steps he will be taking this year:

- Complete the review of the management and organisation of the Force.
- Undertake a comprehensive review of CID management. This review will consider also appropriate levels of interchange between CID and uniformed officers.
- Identify the requirements for management information and prepare options for the introduction of a Force-wide management information system. In the short term the quality, relevance and presentation of management information on complaints and discipline matters will be improved.
- Develop measures to optimise the allocation and use of financial resources.
- Pilot a Force-wide battery of police performance measures.
- Identify the scope for, and experiment with, the introduction of modern office technology in police stations.
- Consolidate and develop the planning system by improving the co-ordination of planning activities and by the introduction of relevant training.
- Identify good first line management procedures with a view to incorporating 'best practice' into a programme of on-the-job training in divisions.
- Conduct research into 'stopping' practices to identify ways of improving the effectiveness of stopping without inconveniencing the public.



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18 FEB 1984





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CONFIDENTIAL 1) Mr Coles AM 4/2

2) Prime Minister

pa  
DMS  
8/2

*[Handwritten signature]*

FCS is concerned that allowing the Met Police to buy a new ICL computer by single tender, will breach the EEC supplies directive, and thus weaken our negotiating position on the Internal Market.

FCS/84/39

SECRETARY OF STATE FOR THE HOME DEPARTMENT

Implementation of Part III of Transport Act 1982: Acquisition of Computer by the Metropolitan Police

DMS  
6/2

1. I understand that you intend to announce on 6 February that Part III of the Transport Act 1982 (relating to the creation of a new system of fixed parking penalties), will come into force in April 1986 and that in order to be able to meet this deadline, it will be necessary to procure a new ICL computer for the Metropolitan Police by single tender, as opposed to the competitive procedure required by the EC Supplies Directive and GATT.
2. I understand the reasons why you wish to make this announcement quickly and I am also aware of the practical difficulties that would be created by a delay in obtaining this computer. I am, therefore, not seeking to reopen your decision at this late stage.
3. I must, however, underline the serious risks that failure to observe the EC tender procedure will entail. As you know, the EC Supplies Directive and the corresponding GATT agreement require competitive tender for contracts of this kind. Although the Directive provides for exceptions, it is very doubtful that a convincing case could be made to show that the current contract falls within these exceptions. This has been dealt with in correspondence between the departmental Legal Experts and I will not go over the detail here.





4. Computers are a highly competitive business, and there must, therefore, be a real possibility that a rival firm will challenge the single procedure, probably by complaint to the Commission. You may be aware of a recent case in which Burroughs challenged a procurement decision by the Oxford Health Authority, with embarrassing consequences for HMG. The Commission are extremely diligent over breaches of Articles 30-36 and they have intervened in many cases where the breach of the rules has been far less obvious or serious. Of course, we would now have to put up the best defence we would to any challenge but you should be aware that an early Commission intervention in this case could oblige us to suspend the single tender procedure, thereby leading to even greater delay. No doubt you have taken this risk into account.

5. On a broader front, I am concerned that a failure by HMG to observe the rules, if it became publicly known, would be seriously at odds with the position we are taking in the Community on the Internal Market. We have strongly argued in the context of the post-Stuttgart negotiations that strengthening the Internal Market would lead to immediate and tangible benefits for the Community in ways which involve no budgetary expenditure. This is a point which is of considerable importance to our businessmen. The Manifesto of the Institute of Directors, for example, highlights the fact that the failure of Governments to open up public procurement to competitive tender has resulted in estimated additional costs of about £30 billion a year.





6. For these reasons, I hope that in future the need to conform with our international obligations on public procurement will be given full weight at the earliest possible stage.

7. I am sending copies of this minute to the Prime Minister, the Chancellor of the Exchequer, the Secretary of State for Trade and Industry and Sir Robert Armstrong.

A handwritten signature in dark ink, appearing to be 'G. Howe', written in a cursive style.

(GEOFFREY HOWE)

Foreign and Commonwealth Office  
6 February 1984



1984  
10 17





PRIME MINISTER

Police

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Policing in London

The Home Secretary placed in the Library today a summary of the proposals which Sir Kenneth Newman has put to him for future police strategy in London, a copy of which is attached. Sir Kenneth's analysis falls into two parts:-

1. The Problems

There has been an enormous increase in the demands made upon the police force in the last 10 years which has outstripped the substantial increases in police manpower, particularly in the last few years. These demands have included:-

- Greatly increased threats to public order. In the last 10 years events requiring redeployment of more than 100 policemen have grown from 1 per week to 1 per day in London on average.
- A considerable increase in the sophistication of some forms of criminal activity which has necessitated the formation of specialised squads.
- Growing non-criminal demand on the police, e.g., domestic disputes, fires, lost children, etc, take up as much as 70% of uniformed police activity, leaving of course correspondingly less for activities directed against crime.
- A vast increase in the social and political demand on the police which leads to senior officers having to contact as many as 40 pressure groups in each district.

The results of this increased pressure have meant a decline in police effectiveness against the most common kind of crime, i.e., petty larceny and street offences. In its turn, this has led to a decline in public confidence in the police. Although public trust in the police at a general level remains high, people no longer

/ believe



believe in the capacity of the police to solve the crimes which most affect them; as a result, the acid test of confidence in the police, the willingness of people to cooperate with them, has in its turn declined.

2. The Strategy

Some of this can be solved by increased resources, and the strength of the Metropolitan Police is being increased this year. But as Sir Kenneth recognises, that is not the whole answer. There must be a more effective deployment of existing resources towards crime prevention and detection. What Sir Kenneth proposes is a redeployment of at least 650 officers from the specialist squads including those directed towards ~~law~~<sup>public</sup> and order, and from traffic management towards highly visible foot patrols in areas where there is a high incidence of street crime and burglary. At the same time there will be an effort through better training and increased use of technology to ensure that the specialist activities including traffic will maintain their effectiveness despite losing manpower.

While Sir Kenneth's report does not use the phrase, what he proposes is a step in the direction of "Community Policing". The reasons are, however, ones of effectiveness rather than ideology. Sir Kenneth believes - as does the Home Secretary - that increased use of "the bobby on the beat" is the best way to prevent and detect the kind of crime which everyone in London knows is increasing.

Public attention will probably concentrate on this aspect, together with the role of the SPG (which Sir Kenneth says will be concentrated on anti-burglary patrols) and on accountability.

I will prepare for Questions tomorrow short notes on the line you might take in the light of the response to the Report.



24 January, 1983.





QUEEN ANNE'S GATE LONDON SW1H 9AT

24 January 1983

My dear Prime Minister

..... When Sir Kenneth Newman took up his office as Commissioner at the beginning of October, I asked him to review, and report to me on, his plans and priorities, within three months. He has given me a major report, which is incisive and well-directed to the serious problems of persistent crime. I enclose a personal copy of the summary he has prepared of his report, which I am today placing in the Library, accompanied by a Written Answer welcoming the report.

I am very anxious to engage Members with constituencies in the Metropolitan Police District in discussion of Sir Kenneth's approach, and in support of it. I have, therefore, written personally to each Member with a copy of these documents. This is not only right in itself, in view of the constitutional relationship between myself, as Police Authority, and the House, but is directed towards countering the campaign by the GLC, and others, against police and Government on accountability.

Yours truly  
M Thatcher

The Rt. Hon. Mrs Margaret Thatcher, M.P.



Monday, 24th January, 1983.

Written No. 139  
(21/1/83)

Mr. John Hunt (Bromley, Ravensbourne): To ask the Secretary of State for the Home Department, if, following his reply to the honourable Member for Chipping Barnet on 16th December 1982, Official Report, column 472, he will publish the recommendations of the Commissioner of Police of the Metropolis in his report on his problems and priorities; and if he will make a statement.

MR. WILLIAM WHITELAW

On 1st October 1982, as Police Authority for the Metropolitan Police, I invited the Commissioner on taking up his office to give me within three months a preliminary report, outlining his plans and priorities. I asked the Commissioner, in determining his objectives and priorities, to give particular attention to the present high level of crime, including street crime and burglary; the problems of maintenance of public order in the capital; community involvement; and the organisation and structure of the force. The Commissioner was fully aware that I wished his assessment to take place against the objective of improving police effectiveness in the Metropolis, and of ensuring that the resources now allocated to the Metropolitan Police were thoroughly reviewed and properly utilised.

The Commissioner has presented his report to me. I have given it careful study, and fully discussed his proposals with him. I have thought it right to place in the Library of the House his summary of the recommendations and of the arguments which give rise to them.

I believe that the Commissioner's proposals, and the action that will follow, will respond to the primary concerns of the majority of the people who live and work in the Metropolis through focusing more directly both on persistent crime problems and on improving co-operation between police and public.

The Commissioner has emphasised to me that his report is preliminary, and that it is not comprehensive. His proposals represent a programme of selective action for the next twelve months, and in implementing them he and I look forward to taking account of the views of hon. Members, especially those with constituencies in the Metropolis. From my discussions with a number of hon. Members already, I am confident that the Commissioner's present proposals are attuned very much to their constituents' practical concerns. The same message came from the majority of local authority representatives in my recent discussions with the London Boroughs Association and the Outer Districts Consultative Association.

The Commissioner intends to present to the range of consultative groups which have been, and which are being, set up in response to the guidelines I issued on 16th June, specific proposals for action in their areas. He and I look forward to the engagement of these and other local groups in practical proposals for joint action on the ground.



I have indicated to the Commissioner that he will be able to count on building up Metropolitan Police manpower by the end of the financial year 1983/84 to a total establishment figure of nearly 27,000. With my Department there will be, during the course of this year, a thorough review of manpower and expenditure. This work will be done against the essential policy requirement that resources should only be increased where both the need for them, and their value in use, is proven.

I accept the Commissioner's decision to tackle the managerial and organisational arrangements of the Metropolitan Police very deliberately. Again, in conjunction with my Department, the force's rank structure and the relationship of headquarters and districts will be thoroughly re-examined in the light of the operational policies the Commissioner proposes to adopt. In discussing his report with the Commissioner I have emphasised the need for the closest possible co-operation between the Metropolitan Police and H.M. Inspectorate of Constabulary.

The Commissioner, and I, are both determined to ensure that whatever criticisms may be levelled at particular aspects of Metropolitan policing, London is provided with a programme of effective law enforcement, springing from close community involvement and consultation. I have asked the Commissioner to review annually the objectives and priorities of the force in the light of his assessment of the needs of the people who live and work in London, the views of this House, of the Boroughs and Districts who pay the precept, and against the background of general Government policy. He will report to me annually with any proposals for change, and his recommendations will be made public in future.





# METROPOLITAN POLICE

REPORT OF THE COMMISSIONER OF POLICE  
OF THE METROPOLIS TO THE HOME SECRETARY  
A SUMMARY OF A PRELIMINARY ASSESSMENT  
OF PROBLEMS AND PRIORITIES

1. The Commissioner describes his proposals as "first aid measures" designed to :

- make the Force more responsive to the needs and feelings of the local communities;
- secure a better balance between levels of police command;
- improve the performance of police in dealing with street robbery and burglary; and
- initiate a more corporate style of police management.

2. Demands on the Metropolitan Police

The conventional demands of crime, public order, traffic and general assistance to the public have grown markedly in recent years. In terms of crime, the offences of chief concern to the general public are robberies and burglaries. As a demand on the police, these crimes represent an immense burden, involving more visits to victims, more interviews with witnesses and others; more reports and more court attendances. In terms of public order, between 1972 and 1981, demonstrations requiring the employment of more than 100 police officers increased from 55 to 354, from an average of one per week to one per day. The traffic density is about ten times the national



average in outer London, rising to 50 times in central London. There are also the Metropolitan Police's activities in assisting the public more generally; these include: domestic disputes; landlord/tenant disputes; dealing with lost and found property; helping stranded persons; non-traffic accidents; fires; lost children; missing persons etc. It is difficult to measure the trend in these areas, but it is assessed that some 70% of uniformed police activity is devoted to responding to these demands from the public.

3. Taken together, the growth in these conventional demands has led to irresistible pressures to take policemen away from routine patrolling, and to make them led by demand, rather than able to give a policy lead, for example in crime prevention.
4. At the same time, the social and political demands on the police in the Metropolis have changed and developed. In recent years, there has been a substantial increase in the number of formally constituted associations and groups representing a range of special interests. In many Districts, Commanders and their senior officers have to take in contact with at least 40 representative and pressure groups. While this liaison is a necessary and valid role, it is one which is making large in-roads into the time available for command and supervision.
5. It is fully recognised that the level of public support and confidence in the police bears importantly on the effectiveness with which the police task is performed. While the police still stand high in opinion polls, these are pitched at a very general level, and perhaps obscure the fact that the pattern in London is variable. Research studies are in hand to assist in assessing this pattern, but it is already apparent that the Metropolitan Police must guard against a deterioration in public confidence, and that there is a problem with young people, particularly young West Indians. Of course, there are external factors which affect confidence over which the police do not have direct control, including the tendency of the media to underplay police successes and positive initiatives, and the cumulative effect of criticism directed against the police in support of a political position for greater control over operations.



6. In this context, the highest priority should be placed on conveying to the Force the critical importance of maintaining at all times, and to all people, high standards of courtesy and professionalism. This needs to be linked, in order to improve public perception of the police, with a greater understanding of the nature of crime and of the limitations of the police's capacity. It appears that there is a widespread feeling that the police are "losing the battle against street crime and burglaries". This points to the need for a programme to educate the public that the "battle" analogy is inappropriate, and that the increase in crime is a matter for both the police and public.
  
7. There is a growing problem for the police in the decline of positive cooperation from the public. Witnesses are reluctant to come forward - partly from apathy, but partly because of fear of reprisals by criminals or their friends. In some areas, there is a brand of obstruction and hostility which has led to deliberately engineered confrontations with the police. It is, therefore, a priority to restore order to such areas. There is also public reluctance to take a positive approach to crime prevention. Improvements in this situation must obviously be a priority, and the post-Scarman consultative committees must be used as a vehicle for promoting a more positive contribution by the public to their own safety.

The Problems in Responding to these Demands

8. During the last two decades, the police have responded to rising work loads in an environment of growing complexity by increasing specialisation of their functions, especially in relation to crime and public order. This has resulted in significant increases in the number and size of central squads. While this degree of specialisation has proved of real and justifiable benefit, over time it has led to a serious imbalance in the deployment of manpower between New Scotland Yard and police districts. This, in its turn, has led to unacceptably thin ground cover, and to a lack of continuity and sympathetic inter-action in police/public contacts in areas where this would provide the most effective method of policing. Although the size of the Force has increased substantially, particularly in the last two years, changes in working hours and overtime have severely limited the additional police manhours available to deal



with the rising workload. There is a case for a further increase in the size of the Metropolitan Police; but the Commissioner recognises that pending the outcome of the current review of the effective use of existing manpower it is not possible to go beyond the comparatively modest increases already approved for the coming year. His strategy is therefore directed towards making the best possible use of the available resources.

#### Future Strategy

9. The future strategy has two main thrusts, each complementary to the other; crime prevention and crime detection.
10. The crime prevention thrust will have two main facets, the rationalisation and redeployment of manpower and the utilisation of consultative committees as a vehicle for directing the overall strategy. District Commanders will be responsible for deploying their resources as dictated by their own professional judgment, taking full account of the views of the local community. Problems identified locally will be tackled systematically by coordinating the contributions of police, public and local agencies. The concept of a corporate strategy is vital.
11. The crime detection thrust will concentrate on improved information gathering, analysis and targeted action, backed up by better management of the detective function. This will result in a higher quality of investigation and a greater certainty of conviction.
12. In the light of this general strategy, and of the resources likely to be available in the coming year, there are six main objectives which need to be pursued :
  - To increase directed foot patrols in priority areas (areas with the highest incidence of street robberies, street disorders and burglaries) with a view to reducing criminal opportunity through police/community cooperation and contact, and to improving the maintenance of order.



- To maintain and improve police capability for policing demonstrations, ceremonial occasions and outbreaks of spontaneous rioting, but with a more economic use of manpower.
- To increase the detection of offences of street robbery and burglary by reorganising and concentrating detective manpower, by coordinating other relevant manpower resources (e.g. crime squads and the Special Patrol Group), and by upgrading the status and quality of information gathering and use.
- To maintain the present standard of performance of squads centrally deployed against organised and specialist crime, but with less manpower.
- To maintain present performance in regulating traffic, and in traffic law enforcement, but with less manpower.
- To improve management and organisation to support these aims, and to achieve the most cost-effective use of resources and value for money.

#### Ground Cover and Crime Prevention

13. The first objective is set on the assumption that the police alone cannot make a major impact on crime, and that major resources for crime reduction reside in the community itself, and in other public and voluntary agencies. A number of steps are proposed to support this.

They are as follows :

- A redeployment of police manpower, from savings elsewhere, of a minimum of 650 constables to mitigate the shortages in ground cover.
- The allocation, by the Deputy Assistant Commissioners (DACs) in charge of the four Areas, of their manpower on the basis of high incidence, moderate incidence and low incidence of



street robberies, street disorder and burglaries. Areas of special difficulty will receive the highest priority.

- A new programme to identify and inculcate high levels of police ethics, conduct and professionalism.
- A focus on consultative committees to discuss and develop the reduction of criminal opportunities, and develop crime prevention by asking District Commanders to identify specific problems to the committees.
- Close contact with other statutory and voluntary agencies to harness their efforts in crime prevention and reduction, especially in relation to victim support, designing-out crime, and jointly tackling high crime locations.
- The planning and implementation of specific crime prevention programmes; a neighbourhood watch scheme and a property marking scheme.
- Specific steps to obtain the public's views on policing needs and priorities through consultative committees and other liaison groups, and through surveys of public opinion.
- More purposeful tasking of uniform patrol officers, e.g. cooperating with other agencies in Priority Estate Projects; servicing and monitoring neighbourhood watch schemes; liaison with victim support groups, and tackling specific problems, e.g. racial harassment, vandalism and hooliganism.
- The revision of the training programme to support such actions, and to elevate crime prevention to the mainstream of policing.
- A study of the ways in which the status and role of the uniformed police constable can be upgraded.



- A determined attempt to identify suitable candidates (particularly among ethnic minorities) for increased recruitment to the Special Constabulary.
- Improvements in first line supervision by increasing the number of sergeants in Divisions.

Public Order

14. The maintenance of public order must remain of central importance and priority. Nonetheless, the secondment of police officers from Districts for ceremonial and public order duties is a serious withdrawal from routine policing, and the following steps will be taken to maintain overall effectiveness for public order purposes, while absorbing less manpower :

- There will be a conscious effort to reduce the level of manpower required for major planned public order events.
- A re-definition of the role and responsibilities of Instant Response Units, by giving them specific and continuing roles in Districts when on standby :

anti-burglary patrols;  
rowdyism patrols;  
searches;  
road blocks;  
observations;  
execution of warrants.

To emphasise their role, they will be re-named District Support Units (DSUs). In order to provide support for DSUs, a pool of young officers on training courses (but not those on initial training) will become available as an additional reserve to handle public order contingencies.

- The role of the SPG will be concentrated on anti-burglary patrols.



Crime Detection

15. Street robbery and burglary are of primary concern to the public. These crimes are random and opportunist in character, and often offer little opportunity for detection after the event. Performance can be improved by better information, better analysis, and better targeting of those who commit these crimes. The steps to be taken are as follows :

- An analytical and targeting unit will be established in each of the four Metropolitan areas, appropriately equipped with technical support.
- Divisional crime squads will be reduced from their present total (partly supplying savings for directed uniform patrol), and reorganised on a District basis, to compensate for the reduction.
- There will be better coordination of the activities of crime squads, DSUs and the SPG, based on the work of the analytical Areas units.
- The capacity of Divisional detectives to cope with growing workloads will be increased by transferring a number of senior officers to CID command posts where case loads are high.
- Case loads will be modified through a Force-wide screening system, and by giving more crime cases for investigation to uniformed officers.

Organised and Specialised Crime

16. There must be no deterioration in performance of central specialist squads as a result of the reductions necessary to concentrate on persistent crimes in Districts. In order to do this, personnel will receive additional training in more advanced methods for the analysis of sophisticated crime.



Traffic

17. The importance of maintaining movement in the capital, and of preventing accidents, is clear. But in view of the necessary priority to be given to other demands, there will be reductions, by wastage, in the Traffic Department, made good by improved traffic management schemes. The task will be to maintain existing standards of performance and services.

Management and Organisation

18. A number of these steps carry with them some immediate management and organisational changes. In the longer term, there is a need for a more thorough management review and, during the next twelve months, a number of central issues will need to be addressed.
19. There is a long-term need to introduce a disciplined system for formulating objectives and priorities which involve rank levels from chief superintendents upwards. This will not only generate a better appreciation of planning, but will fit in with the requirements for budgetary control, and value for money in the light of close restraints on public expenditure. There is also a need to strengthen the strategic planning and corporate management of the Metropolitan Police and a small unit will be formed for this purpose.
20. There will need to be a re-examination of the role of chief superintendents in view of the need at that level for a full response to the demands of crime prevention and links with consultative committees. Similarly, the relationship of District Commanders to Area Deputy Assistant Commissioners, and of both to Headquarters departments, will need to be thoroughly reviewed.
21. The role of central departments at New Scotland Yard will need to be examined against the test that their primary concern is with :

- Force-wide planning and organisation of crime prevention programmes.
- Liaison with other agencies.



- Providing information to the public about overall Metropolitan Police strategy.
- Relating training to that strategy.
- Relieving Divisions of more complicated and protracted investigations of specialised crime.
- Monitoring progress, and changes in the police environment, and revising objectives and plans.
- And providing logistical support and coordination.

Against these tests, there may perhaps need to be a redistribution of functions and a reorganisation of departments.

22. These issues will be thoroughly reviewed in the coming year, in close consultation with the Home Office. Similarly, there is a requirement on the Metropolitan Police to re-examine both the levels and use of manpower, and of the role and range of technological support before any decisions can be taken about increases to establishment or resources beyond those which will already be available by the end of the financial year, 1983/84.
23. The Commissioner concludes his report by paying tribute to the way in which the Met has coped with the rapidly escalating workloads and challenging problems over the last two decades, during the majority of which it has had to manage with severe manpower shortages. After nine years absence from the Metropolitan Police, he sees evidence of substantial improvement in performance and technique in all departments.



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