PREM 19/2389

Part 2

MT

Confidential Filing

Police Policy.

POLICE

Part 1: Jan. 1983

Part 2: April 1986

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
8.4.86.		29.7.88					
18.4.86		4.8.88					
21.4.86		26.9.88					
24.4.86		29.9.88					
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20.6.89							

GWDS

PREM 19/2389

PART 2 ends:-

PS/CST to PS/Home 23/12/88

PART 3 begins:-

Ho to AT 23/1/89

cst.ps/10jm23.12

cc PUS

nbpm

Treasury Chambers, Parliament Street, SW1P 3AG

Nick Sanderson Esq
Private Secretary
Home Office
50 Queen Anne's Gate
London
SW1H 9AT

23 December 1988

Dear Nick

AUDIT COMMISSION STUDY OF POLICE

Thank you for copying to me your letter of ~~5 September~~ 5 December to Paul Gray. The Chief Secretary feels that it is a useful summary, and has asked me to record the following comments.

(i) The willingness of police forces to tackle value for money issues varies significantly, and as you point out in the final paragraph of your letter it is still early days in terms of many of these initiatives. The lack of a consistent and long-established focus on value for money must reflect both the fact that the police have enjoyed real terms increases in expenditure averaging around 5 per cent a year over the last 10 years, and a belief that they will continue to secure significant manpower increases for the foreseeable future. The Chief Secretary thinks that it is important therefore to take every opportunity to stress the need for improvements in value for money, including highlighting the Audit Commission's reports which have demonstrated some of the disparities in performance and cost consciousness.

(ii) While the employment of civilians on suitable duties is to be welcomed, the rapid increase in civilians has contributed to the real terms increase in police expenditure over recent years, although it has helped to contain the rate of increase because of the relatively lower cost of civilians.

iii You mention that control over specific grant and police manpower levels have provided the main levers for change in management practice in recent years. But since specific grant is paid on all relevant expenditure, the only control on specific grant is an indirect one, through the control of expenditure via manpower controls. In taking credit for this rather limited measure of control, we need to have an eye to the fact that it has nevertheless permitted a 53 per cent real increase in police specific grant over the last 10 years. Given that civilians now represent over 25 per cent of police forces total manpower, it is of concern that, apart from in the case of the Metropolitan Police, the Home Secretary has no powers to control civilian complements.

(iv) The Chief Secretary notes that the improvement in the number of vehicles wheel clamped and the reduction in unit costs through contracting out needs to be viewed in the context of a forecast increase in the deficit of the service in 1988-89 to almost £3/4 million. This would represent almost a seven fold increase on the deficit in 1987-88 and is a serious problem that must be addressed.

(v) The Chief Secretary understands that the additional manpower on the street in the Metropolitan areas was focused in 6 divisions. The evidence of the effectiveness of this additional resource did not appear conclusive. Although the number of crimes recorded fell slightly more than the average for the Metropolitan Police as a whole, and the increase in arrests was a little higher, the clear-up rate fell across the 6 divisions whereas for the Metropolitan Police as a whole it held steady.

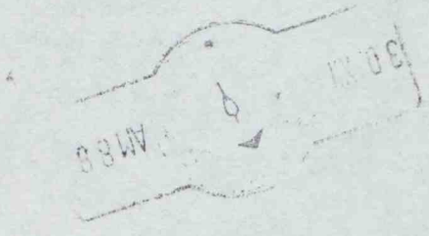
I am copying this letter to Paul Gray.

Yours

Cathy's Evans

MISS C EVANS
Private Secretary

Pouce: Police.
Pl2.



(66)

10 DOWNING STREET
LONDON SW1A 2AA

From the Principal Private Secretary

21 December 1988

SENIOR POLICE STAFF

During the course of the bilateral with the Home Secretary, discussion turned to the need to strengthen the senior ranks of the police. The Prime Minister felt that good leadership was essential and could make a tremendous difference to the effectiveness of the police. She suggested that ways be found of bringing into the police,at a relatively senior level, early retiring army officers. The Home Secretary undertook to investigate this and to report back.

Andrew Turnbull

Philip Mawer, Esq.,
Home Office.

FILE SPW

cc Miss C. Sinclair
HMT.

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

12 December 1988

THE AUDIT COMMISSION AND THE POLICE

Thank you for your letter of 5 December which the Prime Minister has seen.

The Prime Minister welcomes the Home Secretary's recognition of the importance of securing better value for money in the police, and recognises the efforts made by the police themselves and the Home Office. She does, however, continue to attach great importance to the work of the Audit Commission in this area. She understands that the Home Secretary will be speaking on the theme of police efficiency to the Policy Studies Institute in January, and hopes he will take this opportunity to draw attention to the Audit Commission's work on the police and to indicate that the Government is firmly behind it.

I am sending a copy of this letter to Carys Evans (Chief Secretary's Office).

(PAUL GRAY)

Nick Sanderson, Esq.,
Home Office.

CONFIDENTIAL

KK

PRIME MINISTER

THE AUDIT COMMISSION AND THE POLICE

Last month you agreed, in response to a note from Carolyn Sinclair, that I should write to the Home Office recording your wish that Home Office Ministers should take opportunities to emphasise the importance of Value for Money initiatives in the Police Service - particularly those stimulated by the Audit Commission. My letter is at Flag A.

The Home Office have now responded with a long letter (Flag B), most of which is concerned with initiatives other than those by the Audit Commission.

Carolyn Sinclair's further note (Flag C) is critical of the Home Office response which she describes as "waffle". She provides evidence that the Home Secretary's commitment thus far to improve police Value for Money has been, at best, luke warm. And she recommends that it would be worth reiterating the importance you attach to this area, and specifically urging the Home Secretary to pick up this theme when he addresses the Policy Studies Institute in January.

Content that I should minute out in the terms suggested by Carolyn Sinclair?

Yes - ~~[illegible]~~ perhaps rather sterner.

PAUL GRAY
9 December 1988

Thank her for another marvellous minute. MT

DS3AFB

B/F

PRIME MINISTER 8 DECEMBER 1988

THE AUDIT COMMISSION AND THE POLICE

Your Private Secretary wrote to the Home Office expressing your interest in the work of the Audit Commission on the police. The reply from Douglas Hurd's Private Secretary waffles:

- He says that the Home Secretary has welcomed the Audit Commission's Study Plan and is keeping in close touch with its progress. Howard Davies (Controller) tells me that though he asked for a meeting with the Home Secretary in the Summer, and again in November, this was refused until recently ie after the expression of interest by the Prime Minister. The Audit Commission have talked to Home Office officials, but have not had any political support.

- The letter describes the role of HM Inspectorate of Constabulary in encouraging good practice across forces. (The Chief Inspector has hinted to me that he sees no need for the Audit Commission to examine the police). But the fact that the Audit Commission has found considerable variation between best and worst practice suggests that there is considerable room for improvement. The Inspectorate has been in existence for over a century, but there is still wide diversity between forces' performance.

- The letter says that the Home Office are already doing a lot to encourage police efficiency. It singles out the Northamptonshire Police as having "simple, robust management and financial information systems", plus a system for planning policing against performance indicators. These seem to have resulted from local

initiatives rather than specific Home Office prompting or suggestions from the Inspectorate (the same is true of the devolved budgeting experiment in Kent.)

- The letter ends by saying that Home Office Ministers will continue to press the need for better value for money in the police service. The Home Office could not provide any past examples of public statements. However, Douglas Hurd has just decided that he will make a speech on this theme to the Policy Studies Institute in January.

Conclusion

There are good arguments for getting Douglas Hurd publicly to acknowledge the value of the Audit Commission's work on the police. This is important

i. To defuse criticism from the right - see recent articles in the Daily Telegraph. Encouraging outside inspection is more effective than simply pointing to the work of HM Inspectorate.

ii. To discourage (some) Chief Constables from thinking they can ignore the Audit Commission's findings.

iii. To encourage the Audit Commission who are putting in a lot of work on the police. Ministers have also recently decided, in the context of the NHS review, that the Audit Commission should study the NHS. It is important to reinforce their role as auditors of professional performance (not just account books).

Recommendation

Douglas Hurd has ducked the question. It would be worth returning to the charge:-

- welcoming his recognition of the importance of securing better value for money in the Police;

- recognising the efforts being made in this area by the police themselves and the Home Office;

- reiterating the view that it is important publicly to endorse the work of the Audit Commissioner as auditors of professional performance - see read - across to the NHS (Douglas Hurd may not be aware of this);

- saying that you understand that he will be speaking on the theme of police efficiency to the PSI in January; this would be a good opportunity to draw attention to the Audit Commission's work on the police, and to indicate that the Government is firmly behind it.

Carolyn Sinclair

CAROLYN SINCLAIR

Daily Telegraph

25 NOV 1988

Value-for-money reports on police may be published

By Lucy Hodges, Home Affairs Correspondent

THE GOVERNMENT is considering publishing secret inspection reports on the 42 provincial police forces in England and Wales prepared by Her Majesty's Inspectorate of Constabulary. The annual inspections into forces outside London look at all aspects of their work and whether they give value for money.

They are carried out by HM inspectors, who are former chief constables. The Metropolitan Police is not included because it makes its own inspections.

Publication would be a minor revolution in the closed world of policing. Statistical information about how forces each spend an average of £60 million a year would become public, as well as judgments on whether they give value for money.

People could see how forces compare and, crucially, police authorities would be able to see how their money was being spent.

It would make it more difficult to exclude the public from the debate about operational matters, such as how differing crimes are being tackled.

The Home Office is concerned that publication would put increasing pressure on chief constables, particularly in some areas, and alter the nature of the relationship between the Home Office and the police.

"These are tricky areas that we are striving to overcome," said a Whitehall source.

Chief officers are expected to oppose the idea. One former chief constable said: "I would be very hesitant about this. It would make inspections much more formal, and less might be achieved."

At present, policing is a tripartite system, with responsibility diffused between the Home Office, police authorities and chief constables.

Academics would welcome the move. Miss Christine Horton, of the Policy Studies Institute and co-author of a book to be published next week on evaluating the police, said much statistical information in the Home Office could easily be made public.

"Much information about manpower and how many incidents there are, has remained unpublished for so long that there are groundless fears about what might come out," she said.

"There is a very cosy relationship between the inspectors, police forces and the Home Office."

Footing the Bill — p13

48.

Daily Telegraph

25 NOV 1988

Spending on the police will be £3.7 billion this year. Are we getting value for money?

LUCY HODGES, Home Affairs Correspondent, reports

THE disclosure yesterday that chief constables are considering proposals for incompetent police officers to be demoted or sacked has, perhaps predictably, outraged the Police Federation, which represents the service's rank-and-file.

"The number of officers who fall into the sackable category is minute," says the federation's chairman, Alan Eastwood. "What is needed is for the managers to manage better the people who are falling down on their jobs. The problem at the moment is that management is sorely lacking."

There will be more than a little sympathy for that view in the Home Office and Downing Street. The Government feels that the police, while making heavy demands on the public purse, have so far largely escaped the financial management revolution sweeping the public sector. The 43 forces in England and Wales, it believes, must be made to give a better account of themselves.

Official concern has been heightened by research, by the Audit Commission and other bodies, showing that:

'The Metropolitan Police don't have a budget... That is the way you run a toffee shop'

- Experienced officers are forced to spend so much time on paperwork that junior officers are often left to cope with emergencies and criminal investigation. A survey by the Audit Commission estimated that officers in some forces spend 40 per cent of their time on paperwork that could be handed to civilians.
- Some forces, on bringing in civilians, return officers to the beat only to leave them "wandering about". They spend about a third of their patrol time without any specific tasks.
- A study of one force shows that at midnight, the peak time for offending, there are fewer officers on duty than at 3pm, when demands on the police are fewer. (see chart). According to the Audit Commission, this is not untypical.
- Fingerprinting, a key service, is not being used effectively by many forces. Last year, offenders were identified in only two per cent of two million crimes where fingerprints might have been left.
- Police forces are always "reinventing the wheel". Because of the devolved nature of the system, one force may spend money adapting a piece of computer software for police work, a task already performed by another force.

Policing is a multi-million-pound business. Spending, £1.1 billion a year when the Conservatives came to power in 1979, will be £3.7 billion this year, a 52 per cent increase in real terms. A constable with two years' service is paid £11,406, compared with £4,300 in 1979. Police strength is now 124,662 — 13,169 more than in 1979 — plus 41,913 civilians.

How do the police use these resources? How do they perform, and are they giving value for money?

The answer depends on the yardsticks used, but critics say the service has far to go both in administrative efficiency — management of car fleets and property, and buying of supplies — and in operational effectiveness.

Since the first Thatcher government took power, the clear-up rate for all crime has fallen from 41 to 33 per cent. Ministers are concerned that the national clear-up rate for burglary has declined from 31 per cent in 1979 to 27 per cent last year. There are also extraordinary variations between forces. The clear-up rate for burglary was 45 per cent in West Midlands last year, but only eight per cent in London.

For these reasons and others, MPs are closely scrutinising police performance; in London, councillors are looking particularly hard at the Metropolitan force, which consumes £1.1 billion a year.

The Association of London Authorities, which represents Labour-controlled boroughs, is bitter at funding a body not accountable to them and which they believe provides a poor service. (Unlike other forces, the Met does not report to an elected police authority, but direct to the Home Secretary.)

Walter Easey, the association's policing adviser, claims that the Met does not look at the cost of policy initiatives, and that it has no proper financial management, an omission that would be illegal for local councils. "They don't have a budget. They have a financial statement of account," he says. "That is the way you run a toffee shop."

John Wheeler, Conservative MP for Westminster North and chairman of the House of Commons home affairs select committee, questions the ability of chief constables to manage their resources, and plans to examine management training at the service's staff college at Bramshill, Hampshire.

Official concern about police management is shared by officers on the beat. A constable with nine years' experience in a West Country market town said: "Every day there should be two or three beat men on patrol, plus one driver, but often there is one man off playing sport or something and one having a staff appraisal.

"I think we should be a lot more disciplined than we are and run more on military lines."

Until recently, there had been little pressure from the Government for rationalisation. In a circular in 1983 the Home Office warned chief constables that they could not expect extra men unless they could show increased efficiency. But critics say the Government has lacked the political will to tackle inefficiencies and that this, combined with the devolved nature of policing, means the issue has low priority. They point to the readiness in the past of the Home Secretary, Douglas Hurd, to increase police manpower without demanding any concrete return, and to the secrecy surrounding the examinations of forces by the Inspectorate of Constabulary.

Her Majesty's Inspectorate, with a staff of 58, operates in a secret garden into which no outsider strays. The inspectors, former chief constables, are charged with examining whether forces are providing value for money. They inspect each one annually before issuing a certificate of approval on which the Home Secretary authorises payment of the police grant. Such money has never been refused in living memory.

Neither the chief constable of a force nor the police authority will see an inspector's report. It is for the Home Secretary's eyes alone. Nobody outside the Home Office knows what the inspectors regard as important, so no-one can judge them either. Hence the decision by the Home Office to consider whether inspector's reports should be published, in the same way as HMIs' reports on schools.

The inspectorate, the Home Office and other bodies such as the Audit Commission and the Metropolitan Police are trying to devise "performance indicators" to judge forces. These include such items as the clear-up rate, clear-up rate per officer, possibly the cost of clear-up, police response time, and public satisfaction. (The recently published British Social Attitudes Survey showed that confidence in the police has fallen: in 1983, 77 per cent of people believed the police were well-run, compared with 66 per cent last year.)

There is little agreement on what the indicators should be. Even if there were, this could only be part of the answer. Other matters, such as strategy, objectives and tactics, are crucial. These can be political — involving questions about which crimes are given highest priority — and locally determined.

All these, say critics of police management, are important considerations, but they should not be used to let civil servants or the police give up in a collective wringing of hands.

Dr Jock Young, who runs the criminology centre at Middlesex Polytechnic, points out that only 4·5 crimes are cleared up each year for every Metropolitan police officer. He believes the police will never be efficient until independent indicators of performance and targets, based on public priorities, are drawn

each force is subjected to public audit.

We need to devise measures of police performance is acknowledged by the chief constables' president, Peter Wright, of South Yorkshire. "It's difficult, but it's got to come," he says.

There *are* forces setting an example. The Home Office singles out Northamptonshire, which underwent profound reform under its former chief constable Maurice Buck, and adopted "policing by objectives" as propounded in the United States. Power was devolved, aims set in consultation with local people and the results measured.

Humberside, the Met and several other forces have undertaken similar exercises. The Hampshire force uses computers to try to spot patterns in crime, and officers in a sub-division then concentrate on these. West Midlands police, with several others, has greatly reduced the mountains of paper generated by police work.

Buck, now retired from the force, says the police must be more analytical in deciding priorities and targeting resources accordingly. They must also "make sure that the public understands that if you are setting priorities it does mean that some matters will not get the attention that others get".

It is what the public wants from its police, says the magazine Police Review, that really matters. Before measuring police performance, we must first decide what the public expects the police to be doing. Should the police, for example, "give up patrolling and use our resources like an ambulance service, bringing help only when called for."

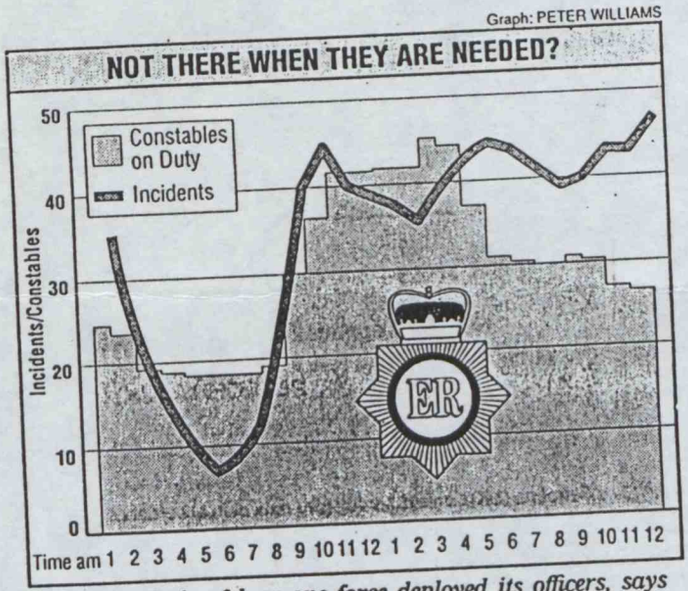
To assess that, says the magazine, we need a Royal Commission. "We need that independent opinion to decide if the service is to be slimmed down; if we have too few or too many officers. We need to know what sort of police service society wants and how much will it pay for it. We need to know if the England and Wales of the 1990s will be policed by the bobby on the beat, or supervised by a sentry from Securicor."

Other observers, while less sure of the need for such an exercise, say that the secrecy surrounding the activities of the police, from the HMIs and the Home Office downwards, makes for ill-informed debate and allows police shortcomings to go unchecked.

Jock Young says that "the whole thing should be opened up" and that the Government should be setting the agenda. "A good radical Conservative government should have the same reaction to the police as it does to other public corporations. As much outside criticism should be allowed as possible."

Barry Irving, director of the Police Foundation, an independent research organisation, says: "If we had a clear idea of what the police were trying to do, and agreed indicators, and monitored whether or not these had been achieved, then we could see whether or not they were efficient and effective." At present, many people are not prepared to give the police the benefit of the doubt.

Graph: PETER WILLIAMS



This analysis of how one force deployed its officers, says the Audit Commission, could apply to other forces

50.

From: THE PRIVATE SECRETARY

CCRO.

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

5 December 1988

Dear Paul,

Thank you for your letter of 14 November to Philip Mawer about the Prime Minister's interest in the work of the Audit Commission in the police service. The Audit Commission is conducting a special study on the police as a prelude to detailed value for money audits by District Auditors in every provincial police force. The papers to which you refer, on administrative support and the fingerprint service, cover only two of a very wide range of police activities and functions included in the study. You may be interested to see the enclosed copy of the Audit Commission's study plan. As paragraph 4 of the study plan makes clear, the Audit Commission's findings and recommendations are based upon successful practices in forces, whether devised by the forces themselves or adopted under Home Office and HM Inspectorate guidelines.

The Home Secretary has welcomed the study, and is keeping in close touch with its progress. He will be meeting the Controller of the Audit Commission shortly to discuss the Commission's work on the police service generally, and the findings in the two papers published so far. He has already discussed the report on the fingerprint service with the President of the Association of Chief Police Officers (ACPO), Mr Peter Wright, who has agreed that the police must give high priority to securing the improvements in efficiency which better management of existing systems will yield in this area.

The Audit Commission's report on the fingerprint service will also be taken into account by a group of police officers and forensic scientists, established by the Home Office and ACPO, who are already examining ways of improving scientific support services: for the police. Among their recommendations so far are the reorganisation of scientific support services, so that they relate more closely with the CID; and that each force should appoint a scientific support manager to co-ordinate scenes of crime, fingerprint and photographic services. These proposals have been endorsed by Crime Committee of ACPO and a team is being established in the Home Office under the direction of a seconded Deputy Chief Constable to carry them through.

The Audit Commission paper on administrative support to police officers acknowledged the considerable progress which forces have made, with the encouragement and support of the Home Office and HM Inspectorate, in eliminating paperwork by police officers and introducing administrative support units. Last year Thames Valley alone gained the equivalent of 82 additional police officers by measures of this kind. It is true that in its enthusiasm for change, occasionally a force has not fully appreciated the task of managing its consequences, and the Audit Commission paper gives valuable pointers on this aspect.

It may be helpful if I outline some of the other work which is going on to improve value for money in the police service.

Civilianisation

With all the public attention which is given to bids by police authorities for additional police manpower, it is often overlooked that the police service has gone a considerable way to meet its needs for uniformed officers by civilianising posts previously occupied by police officers. We estimate that in the last five years (up to the end of 1987), the police service released some 3,300 police officers in this way for operational duties. We insist through HM Inspectors that every area of police work is examined for possible civilianisation before we will authorise increases in police numbers. The police and local authority associations have been consulted about a Home Office circular on civilians in the police service, which gives a checklist of areas capable of civilianisation. Lord Ferrers, together with the head of the Police Department and a member of HM Inspectorate, repeated the message at a recent seminar at which all the interested parties were present. Progress will continue to be very closely monitored.

The Home Secretary and the Commissioner for the Metropolitan Police are committed to making the maximum use of civilianisation to improve the operational capacity of the force. The Met are given the annual targets for civilianising police posts and, following a review of the scope for civilianisation, they have identified over 1,300 posts now held by police officers which could be taken over by civilians. The Home Secretary has agreed annual increases in civilian staff (200 in 1989-90)for this purpose. In practice the pace of civilianisation will, however, depend on the additional resources we are able to give to the force to employ civilians and on the ability of the Met to recruit civilians in the highly competitive London job market.

Management Practice

The Home Secretary sees the drive for improved value for money as requiring continued inspiration from the centre. Control of specific police grant and police manpower levels have provided the main levers for change in recent years, particularly in management practice. Home Office Circular 114/1983 set out the principles of good management practice, and a further circular will shortly establish a new basis for manpower planning. All forces now have a much clearer view, through the setting of objectives, of what they are trying to achieve and, through more systematic evaluation of performance, of how successful they are in achieving it. Northamptonshire Police have attracted international attention with their simple, robust management and financial information systems, and an approach to planning policing against real performance indicators such as crime clear up rates, levels of reported crime and opinion surveys. (I believe that the Prime Minister may have met the Chief Constable of Northamptonshire at a recent reception at No 10). Several forces are introducing devolved budgeting to bring operational and financial management responsibility more closely into line.

HM Inspectorate

HM Inspectors of Constabulary scrutinise the take up of good practice at a level of considerable detail. Their professional experience qualifies them to do this for operational as well as management responsibilities. They have played a large part in promoting crime prevention, such as Neighbourhood Watch, which maximise community effort,

and in ensuring that forces make full use of information technology for systems of graded response, crime screening and crime pattern analysis. HM Inspectors now have a computerised matrix of indicators, which analyses in a standard way a wide range of information about police resources and output. This allows detailed comparisons between forces which give early indications of over or under achievement. The information is also extensively used by forces, and ACPO are being brought into the next stage of the development of performance indicators. A joint Home Office/Treasury team is examining afresh the relationship between police manpower, effectiveness and efficiency.

Local Initiatives

The Home Secretary has been encouraged by the extent to which, even before Circular 114/1983 was issued, police managers have sought to improve efficiency. I enclose examples of the value for money improvements made in the twelve months to April 1988. It is not comprehensive but it shows that forces are taking VFM very seriously indeed.

Efficiency scrutinies

A good example of central and local co-operation has been the introduction of the efficiency scrutiny technique into the police service. The first two scrutinies in provincial forces have been completed, and have recommended worthwhile improvements. Three more are about to start. HM Inspectorate will ensure that the wider lessons which the scrutinies produce are taken up by other forces. Scrutinies were introduced in the Met in 1985, and there is now an annual programme. Considerable savings and management improvements have already been achieved: most notably, the scrutiny on overtime has led to a real-terms cut of more than 6% in this year's overtime budget, worth about £4M.

Other Work in the Metropolitan Police

As police authority for the Met, the Home Secretary has also encouraged the Commissioner to implement a number of other VFM initiatives. HM Inspectorate has now completed its first ever inspection in the Met, and inspections will continue at the rate of about two each year. The Met are also contracting out services where appropriate. The work done by more than 500 cleaners has been put out to the private sector; the contracting-out of wheel clamping has led to a three-fold increase in clamping and to a reduction in unit costs; and the Commissioner has been asked to prepare plans to test the market for a significant proportion of the catering service. A consultant has recently been employed to improve procurement techniques.

The Commissioner has also made progress in improving resource management. Estimate screening, introduced last year, reduced the Met's budget bid by £687,000. New information systems enable the Met to cost a variety of policing functions, and the development of a wide range of performance indicators and output measures should help to evaluate the achiement of force goals and focus resources and effort where they are most needed. It is encouraging that the number of hours spent on street duty by police constables was 13% higher at the end of 1987 than a year before, thus improving the visible service to the public.

Conclusion

In conclusion, we consider that the results of VFM initiatives have been just as important as increases in manpower in enabling the police service to cope with the greatly increased demands posed by more crime, drugs misuse, a higher incidence of disorder and the threat of terrorism; and by new legislation such as the Police and Criminal Evidence Act, extended fixed penalties and the confiscation of assets. Although a fair amount has been done, and the police are beginning to take their own initiatives, it is still relatively early days. Ministers will continue to press the point both in public and in private.

I am copying this letter to Carys Evans (Treasury).

Yours sincerely

Nick

N C SANDERSON

Paul Gray, Esq.

AUDIT COMMISSION STUDY OF POLICE

List of potential issues

INTRODUCTION

1. The Audit Commission will be undertaking a review of economy, efficiency and effectiveness in the police service over the period April 1987 to October 1988, to be followed by value for money audits of each police force to be conducted by local auditors. In the light of initial consultation with the various interested bodies (eg the Home Office, HM Inspectorate of Constabulary, ACPO, the local authority associations, Police Superintendents' Association and the Police Federation) the issues to be addressed will include some of the following. This paper sets out a wide range of management issues. It is not expected that they can all be tackled in depth in the study, although it is hoped that in many cases material of sufficient value will be obtained to enable auditors and chief constables to pinpoint areas where improvement can be made.

2. The study will take full account of the duties and responsibilities of chief constables, police authorities, the Secretary of State and HM Inspectors of Constabulary for the management of resources employed in the police service. Full use will also be made of existing information, including that relating to good management practice, from a variety of sources.

MAIN ISSUES TO BE EXAMINED

3. It is anticipated that the main areas for review will fall into three broad categories:

- the setting by the police service of clear objectives, and the evaluation of how far objectives have been achieved;

- the identification of good practice in the management of resources;

- the identification of specific activities/costs which would benefit most from value for money scrutiny.

4. As in all special studies, the approach will be to identify methods and procedures which are in place and have been used successfully for some time by one or more police forces, and which commend themselves for consideration by other forces. It is intended that the work will fall into two main areas: support services and central management tasks. The study and audits will be carried out in two phases, concentrating first on support services, and then moving on to the central management tasks.

SUPPORT SERVICES

5. The following paragraphs refer to a number of police support services, with an indication of which aspects are likely to be of interest to auditors. In respect of all these services the auditor will be asking:

- Who is the client for the activity, in terms of accountability for specifying and supervising it? Is the client based at force headquarters, or divisional or subdivisional level?

- Who actually undertakes the task eg specialist or non-specialist police officers, police civilians, local authority staff, private contractor etc?

6. Estate management (including general management of the property portfolio, design, building maintenance, cleaning and energy management). Specific aspects include setting and allocating space standards, the location and size of police stations, the calculation of the budget for maintenance, cleaning, energy etc.

7. Vehicle management Under this heading, relevant aspects include the size of the fleet and type of vehicles, the policy for purchasing and replacement, and expenditure on maintenance.

8. Catering including the approach to cost recovery, and the use of arrangements such as dedicated canteens, shared canteens, luncheon vouchers etc.

9. Purchasing would cover the overall arrangements for purchasing and supply (eg police supplies officer, county supplies officer, consortium), the storage or direct delivery of items, the procedures for ensuring best prices and maximum economy in running stores.

10. Computers, radios and office equipment including the extent to which computers maximise force efficiency, the arrangements for computer development (eg locally, centrally or through consortia), the range and allocation of office equipment.

11. Management services particularly their role and scope.

12. Scenes of crime, forensic services covering the level of support sought and provided, and the cost effectiveness of forensic services and regional criminal record offices.

CENTRAL MANAGEMENT TASKS

13. The task of managing a modern police force is one of continuous development and adaptation to meeting varying patterns and levels of demand. The basic principles of good management practice, however, remain fairly constant, and they are similar among various local authority services. The special study will examine the variety of existing systems and approaches in relation to those basic principles. As with support services, the study cannot cover every aspect in depth, but the following are the main areas of potential interest:

- the setting and evaluation of objectives at the various management levels;

- how police resources are deployed to meet these objectives;

- the extent and use of management information systems, including crime pattern analysis and incident response;

- the use of functional costs to assist in the deployment of resources to specific functions;

- organisational structures, and particularly how these vary in relation to eg force size or police area;

- the proportion of manpower allocated to administrative as opposed to operational duties;

- the use of technical support to maximise operational efficiency;

- the levels of civilian and clerical personnel;

- budgeting, financial management and the control of overtime.

METHODOLOGY

14. As well as assembling all the available information on these subjects, we shall seek the assistance of several forces in order both to determine the aspects of management on which we shall wish to concentrate, and to examine in those areas their policies, practices and methods. The aim will be to draw up detailed guidance for the auditors who will conduct the subsequent round of value for money audits.

(Revised following consultation)

February 1987

FORCE	VALUE FOR MONEY INITIATIVE	VALUE FOR MONEY IMPROVEMENT	QUANTIFIED RESULT N.B (a) some results not quantifiable (b) many figures provisional (c) not all benefits necessarily attributable to police action.
AVON & SOMERSET	1. Civilianisation of warrant officers and fine enforcement officers	Efficiency by saving the cost of policemen and transferring administrative work to magistrates court	10 police officers transferred to patrol strength.
	2. Review of further education - degrees now obtained on day-release basis at local polytechnic instead of through F-T study at Bristol University	Economy - tuition fees saved Efficiency - more graduates produced	
	3. Crime screening and case monitoring	Effectiveness and efficiency - more intelligent use of investigative resources	

BEDFORDSHIRE	1. Luton Town FC ban on away supporters	Efficiency and Effectiveness - less officers required to police matches and therefore available for other duties	£70,000 in overtime payments saved during 1986/87
	2. Single force objective - to reduce burglary	Effectiveness	12% decrease in the level of domestic burglary
	3. Setting up of stress monitoring group	Efficiency - through reduced sickness levels	Days lost through sickness fell from 14,507 in 1986 to 12,334 in 1987 (ie about 10 manyears)
CAMBRIDGESHIRE	1. Civilianisation	Efficiency	23 police officers redeployed
	2. Setting up of interdepartmental crime-reduction committees at each District Council	Effectiveness - 40 x force's crime prevention budget committed	£136,500 invested by other agencies
	3. Setting up of schools liaison project	Effectiveness - interagency cooperation with seconded teacher	
CHESHIRE	1. Civilianisation	Efficiency	82 officers redeployed

	2. Introduction of budgetary control system into the catering operation	Economy and Efficiency	Net costs have been reduced by £38,000 and a 14% improvement achieved in sales return on provisions
	3. Improvement in technology used to produce Force Annual Report	Economy	97p saved on each of 475 copies
CLEVELAND	1. Introduction of civilian peripatetic communications operators	Efficiency	975 mandays saved p.a.
	2. Redeployment of the mounted section, particularly in town centres late at night	Effectiveness - deterrent effect on public disorder Efficiency - minimises the number of officers deployed on late night patrols	
	3. Introduction of civilian alarms administrator and new alarms policy	Efficiency and Effectiveness	16% decrease in false calls 17% increase in genuine calls 46% increase in arrests 13% increase in alarm systems 1196 manhours p.a. saved

CUMBRIA	1. Utilisation of computers for word processing	Efficiency - able to provide typed files for CPS within typing resources	Typing pool at HQ reduced by 1 person (20%)
	2. Introduction of diesel vehicles	Economy of maintenance and running costs	eg Range Rover expected to save £4,000 over lifetime of 120,000 miles
	3. Formation of force fingerprint bureau (formerly used serviced of another force)	Efficiency - increased identifications at lower cost	Successful identification rate improved from 12% to 22%
DERBYSHIRE	1. Introduction of prime location time policing	Effectiveness - higher profile policing Efficiency - better use of resources	
	2. Introduction of focussed patrolling (with computerised management information)	Effectiveness - more theft cases cleared up	
	3. Introduction of sickness counselling	Efficiency	Days lost through sickness reduced by 3,269 in 1987 = up to 20 additional uniformed officers available for duty daily

FORCE	VALUE FOR MONEY INITIATIVE	RESULT	QUANTIFIED RESULT
DEVON & CORNWALL	1. Change in investigation policy in cases of driving without due care and attention	Efficiency - manhours saved by not preparing files which don't meet prosecution criteria	Files marked "No further action" reduced from 51% to 16.6% of total
	2. Short Bail experiment in Torbay	Efficiency - justice dispensed quickly, less paperwork, less warrants executed	
	3. Provision of helicopter fuel at Force HQ	Effectiveness - 24 hour availability Economy	£9,800 saved annually in fuel and landing charges. 2 year pay-back period on investment
DORSET	1. Computer Aided Prisoner system - simple system to generate custody records, bail notices etc	Efficiency - professional records available whilst saving administration time	For example, complex charge sheets can be completed in half the time, saving 3 manyears p.a.
	2. All issue of fixed penalty tickets moved to Central Ticket Office	Efficiency	Saving of 7½ manhours per day across the Force
	3. Revision of procedure for cautioning minor crime	Efficiency - cautioning policy unchanged, but more efficiently executed	Savings of 4 hours per case = 111 mandays in Eastern division

DURHAM	1. Introduction of vehicle examination clinics	Efficiency & economy and effectiveness - more vehicles examined, more stolen vehicles identified, less manhours, no mileage, O/T or travelling time incurred.	An examination can be carried out in 1/5 time taken previously. In 1987 39 mandays were saved
	2. Extending technical aids training by purchase of a colour enlarger	Economy - reduces training cost	24 can now be trained at one time instead of 18
	3. Introduction of a process Inspector for prosecution files	Efficiency - freeing sergeants and inspectors for operational duties	
DYFED POWYS	1. Local financial management and devolved budgeting	Improved efficiency through delegating responsibility to those who incur costs	
	2. Introduction of divisional operational support units	Efficiency - release of officers to operational work, better service provided, procedures streamlined	
	3. Purchase of second hand vehicles for drugs squad	Economy	Saving of £1,000 per vehicle

ESSEX	1. Introduction of tape recorded interviews throughout the force	Efficiency - interviewing rooms provided at minimum cost	Saving of 75% in time taken to interview with contemporaneous notes
	2. Introduction of sequential interviewing of recruits	Efficiency and effectiveness - more reliable results at reasonable cost	
	3. Introduction of automated charge sheet production - a simple cheap system to produce charge sheets etc	Efficiency	776 manhours saved per custody officer
GLOUCHESTERSHIRE	1. Introduction of new criteria for crime file preparation	Efficiency - saving repetitive admin work	Saving 10,575 mandays pa or 7.5 officers
	2. Reorganisation of Criminal Intelligence	Efficiency - better service at no greater cost	
	3. Introduction of a system of reduced statement taking	Efficiency - saving administrative work load	
GREATER MANCHESTER	1. Setting up of a recruit assessment centre	Efficiency - by reducing premature wastage considerably	
	2. Study of Force Communications Network by management consultants	Efficiency - combining data and voice communication in single digital network	

	3. Crime Office Pattern Search System (COPSS)	Effectiveness - better crime prevention and detection and efficient deployment of resources	
GWENT	1. Crime detection through community policing	Effectiveness	Detection rate increased by 2.8%
	2. Introduction of high profile patrolling	Effectiveness	Injury accidents reduced by 155 and fatalities halved.
	3. Introduction of diesel - engined vehicles	Economy - longer vehicle life, lower running costs	
HAMPSHIRE	1. The Youth Help Scheme, a basis for deferred cautions, applied also to adults	Efficiency and effectiveness	Recidivism only 20% 772 more offenders dealt with but 550 fewer prosecuted
	2. Introduction of Optica Scout aircraft	Efficiency - supporting ground operations at much lower cost than helicopter. Ground searches at fraction of cost on foot	
	3. Development of a wireless and communications strategy	Efficiency and Economy - better service at lower cost	

HERTFORDSHIRE	1. Civilianisation	Efficiency	25 officers redeployed
	2. Introduction of graded response - unit beat police cars replaced by immediate response vehicle at a rate of 2:1	Efficiency and effectiveness - better service with less police vehicle accidents	
	3. Computerised overtime monitoring	Economy - ensuring budgetary provisions maintained	
HUMBERSIDE	1. Introduction of Force Audit Guide (management accounting system)	Efficient deployment of resources	
	2. Civilianisation	Efficiency	43 officers redeployed
	3. Review of crime investigation processes	Efficiency - analysis of priorities, costs and methods	
KENT	1. Devolved budgeting	Improved efficiency through delegating responsibility to those who make resource decisions	(Due for study by the Audit commission this summer)
	2. Issue of uniform on requisition	Economy	£10k pa immediate savings

	3. Driver training reviewed - 1 week in-house course to replace 4 week residential	Efficiency - less abstraction and economy in course costs	
LANCASHIRE	1. Control of traffic vehicles delegated to divisional commanders	Economy - reduced mileages - withdrawal of motor car allowances through more efficient use of police vehicles	£125,000 p.a. Saving in the 1988/9 car allowance budget of £26,900
	2. Issue of uniform on condemnation basis	Economy	
	3. Civilianisation	Efficiency	Since 1981, 193 officers redeployed. - efficiency improvements equivalent to over £2 million
LEICESTERSHIRE	1. Civilianisation	Efficiency	43 officers redeployed
	2. Introduction of facsimile machine at sub-divisional stations	Efficiency	6,570 manhours saved at one sub-divisional station alone in 1987, or £46,000
	3. Disbandment of force underwater search unit	Efficiency though less abstraction Economy	£48,000 saved since April 87

LINCOLNSHIRE	1. School Watch Scheme	Effectiveness - reducing crime Efficient use of resources	
	2. Review of purchasing of supplies	Economy	£44,000 pa.
	3. Devolved budgeting	Efficient use of resources and more responsible financial management	
MERSEYSIDE	1. Accident reporting system - simplification of procedures	Efficiency - reduced costs of accident investigation and better use of resources	
	2. Civilianisation	Efficiency	82 officers redeployed
	3. Evaluation of hand-held radar speed detection devices	Efficiency - more prosecutions, greater versatility, fewer accidents	
NORFOLK	1. 'Crimestoppers' campaign	Effectiveness	220 calls received in 1987 resulted in 33 arrests and detection of 72 crimes
	2. Privatisation of the collection of stray dogs	Efficiency releasing officers and vehicles for operational duty	

	3. Use of traffic data collection unit	Efficiency, releasing police resources	
NORTHAMPTONSHIRE	1. Juvenile liaison bureaux (inter-agency initiative)	Efficiency and Effectiveness	Dec in known offenders from 33% to 23% (75-85) Commission of juvenile crime dec'd by 3.2% (83-87) 85% of cases diverted from criminal justice system, totalling savings of half a million pounds
	2. Community consultation initiative (placing police business at head of agenda in Parish Council, Community Group meetings etc)	Efficiency	In one sub division, attendance time dropped from 362 to 114 hrs p.a.
	3. Review of strategy and staffing in SOC Dept	Efficiency in use of resources through screening and use of civilians Effectiveness in improved arrests arising from SOCO attendance	
NORTHUMBRIA	1. Crime screening and crime pattern analysis	More efficient use of resources and greater effectiveness of crime detection	

	2. Intruder alarm policy (registration, charging and monitoring installation performance)	Effectiveness - improved service Efficiency - manhours saved	
	3. Killingworth/ Longbenton crime prevention initiative (5 towns initiative)	Effectiveness - target crimes reduced, fear of crime lowered	
NORTH WALES	1. Closure of rural stations and setting up Sub-Divisional support units	More effective operation against crime and public disorder, more efficient use of manpower	
	2. Managing energy efficiency	Fuel efficiency and economy	£6,000 saved in fuel costs in HQ building 12 months
	3. Civilianisation	Efficiency	8 officers redeployed
NORTH YORKSHIRE	1. Opening of sub-divisional station, Northallerton - town centre site	Necessary additional facilities provided at much lower costs than equivalent greenfield site	

	2. Crime prevention training of patrol officers	Efficient and effectiveness use of manpower in investigating burglary and advising on physical security	
	3. Introduction of file preparation units	Efficiency - releasing officers from administrative tasks	
NOTTINGHAMSHIRE	1. Planned policing linked with resource requisitioning	Efficiency and effectiveness by matching resources to objectives	
	2. Use of diesel engined vehicles	Economy	On a fleet of 208, savings should be over £150,000 per 5 yr cycle
	3. Use of civilian detention officers	Efficiency	Efficiency improvement equivalent to saving of £140,000 pa
SOUTH WALES	1. Operational support units	Efficiency - relieving operational officers of admin work	
	2. Crime Screening	More efficient use of resources through better determination of priorities	

	3. Changed property recording procedure (owners retaining property subject to charge)	Efficiency - reducing amount of property stored and time spent in a supervisory capacity	
SOUTH YORKSHIRE	1. Training to needs - specifically targeted courses held at the work place	Efficiency and effectiveness - achieving a well trained force with less abstraction from operational duty	
	2. Issue of warrant pro formas inviting attendance at local station rather than home visit	Efficiency effectiveness - more warrants executed and fines paid at much lower unit cost	In 1987 20% more warrants executed and 21.68% increase in monies recovered (not including money paid direct to Mag. C.) (provisional estimate)
	3. Crime screening	More efficient use of resources through better targeting	
STAFFORDSHIRE	1. Operational support units	Efficiency relieving operational officers of administrative work	
	2. Crime pattern analysis, using microcomputers	Efficiency - a valuable deployment tool	

	3. Hospital Watch, to reduce crime in hospital complex employing 9,500 people	Improved effectiveness	Recorded crime decreased by 20% and detection rate increased by 500%
SUFFOLK	1. Divisional support units (which include a locally-trained firearms capability)	Efficiency - effective firearms role whilst retaining flexibility	
	2. Financial control	Economy	Savings of £100,000 identified
	3. Central purchasing - appointment of buyer	Efficiency - savings rendered post totally self financing immediately	
SURREY	1. Geographic policing - a dedicated team has responsibility for policing a particular geographic area	Efficiency - a closer link is developed with the community	
	2. Multi agency approach to crime prevention, including through environmental design	Efficiency in minimising crime - one of the lowest crime rates per capita has been achieved	

	3. Civilianisation, including the appointment of a civilian property officer	Efficiency - much time consuming administrative work is avoided	52 officers redeployed
THAMES VALLEY	1. Reducing amount of administrative work	Efficiency releasing officers for opertional duties	Freed up time represents 82 additional operational officers
	2. Quality of service	Efficiency	
	3. Accident reporting scheme, replacing written statements with recorded verbal explanations and brief summaries	More efficient use of resources through reductions in paperwork	Constable's administration time reduced by 31%, sergeants by 17.5%
WARWICKSHIRE	1. Management of duties and computerised management of overtime	Efficient use of plaintime has reduced the overtime required and resulted in fewer duty changes and a better match between resource availability and need.	

	2. Graded response	More efficient use of resources through faster response for emergencies releasing officers to other duties and making more economical use of vehicles
	3. Use of diesel engined vehicles	Greater efficiency through lower running and maintenance costs, less down time
WEST MERCIA	1. Introduction of an air support unit	More effectiveness in terms of arrests and searches, and greater efficiency in saving police time
	2. Crime pattern analysis, using microcomputers	Efficient deployment of resources, closer cooperation between uniformed and CID officers
	3. Digitscan - an interim system while awaiting AFR	An inexpensive system has increased effectiveness by producing more identifications and efficiency by conducting more searches per hour

WEST MIDLANDS	1. Introduction of administrative support units, together with streamlining procedures and reducing paperwork	More efficiency by reducing the administrative burden	Operational availability of constables increased by 27%, sergeants by 58% and inspectors by 29%. Productivity increased by 12%
	2. Civilianisation of front office staff	Efficiency	168 officers redeployed (efficiency improvement equivalent to over £1.5 m pa)
	3. Review of car maintenance workshops and operating practices	Economies through closure of two workshops and restructuring management	Pay and bonus changes have produced direct savings of £151,000 pa
WEST YORKSHIRE	1. Civilianisation	Efficiency	117 officers redeployed to an efficiency improvement equivalent to £1.7 m pa
	2. 'Tel-Tag' telephone monitoring system, producing management data from computer analysis of information	Economy	£100,000 cost savings

	3. Local County Mag's Court's present police costs in non-specified court proceedings	Economy	Anticipated saving of £100,000 in 1988/9
WILTSHIRE	1. Computerised fingerprint system (Digitscan)	Inexpensive system improves efficiency and effectiveness by quicker and greater number of identifications	
	2. Streamlining procedures	Efficient were of resources	Inc in operational availability of 6% +
	3. Civilianisation, phased over the years 1988/89 and 1989/90 in areas such as process serving, enquiry officer duties, maintenance of document registers and routine custody duties	Improved efficiency by releasing police officers for operational duties on a 1 for 1 basis	

POUCG: Policy PT2

SC2AQN

re Policy Unit

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

14 November 1988

Dear Philip,

THE AUDIT COMMISSION AND THE POLICE

The Prime Minister was interested to learn of the work already undertaken by the Audit Commission in which they have looked at administrative support for operational police officers and the fingerprint service. She has noted in particular the findings that, although streamlined form filling and centralised support units can lead to dramatic reductions of over 50 per cent in the time police spend on administration, in some cases where changes have been introduced forces have not always given officers proper guidance on implementation. As regards the fingerprint service study, she has noted that if all forces performed as well as the best 25 per cent the number of identifications achieved via fingerprints would increase by over 50 per cent.

The Prime Minister feels it is important for the Government to be seen to be firmly behind these and other initiatives, including some being developed by the police themselves, designed to secure greater efficiency and effectiveness in the police service. She hopes that Home Office Ministers will take early opportunities to get this message across through speeches and other appropriate means.

I am copying this letter to Carys Evans (Chief Secretary's Office).

Yours,

Paul

PAUL GRAY

Philip Mawer, Esq.,
Home Office

Prime Minister

Content that I should minute as recommended at the end of this minute?

PRIME MINISTER

2 NOVEMBER 1988

RRCG 11/11

Yes - giving examples from the A.C. report

THE AUDIT COMMISSION AND THE POLICE

The Audit Commission are turning their attention to the police (outside London). Over the next 18 months they will be producing a series of reports which will give far greater insight into the efficiency with which the police manage their resources than anything which has been available to date. They, and the police themselves, need to be encouraged in this work.

Police costs (England and Wales)

The police account for roughly two thirds of all expenditure on the criminal justice system. Total police expenditure, financed by taxpayers and ratepayers, has grown as follows:

£ billion

	1979-80	1988-89
Cash	1.5	3.8
Real terms (1987-88 prices)	2.6	3.6

Some, but not all, of this increase represents the cost of increased manpower. The total of police and civilians has grown from 155,500 in 1979-80 to 172,500 in 1988-89-an increase of 17,000.

The increase in police numbers has been a deliberate act of government policy. But given that an average police constable costs £20,000 a year, it is essential that the

drive for efficiency and economy in the use of resources should be no less in the police than it now is in the other public services.

Audit Commission's programme of work

The Commission have started by looking at administrative support for operational police officers, and the fingerprint service. They are going onto examine the way in which the police manage and maintain their vehicles, moving next year to more difficult issues such as performance measures for police effectiveness.

The approach is characteristically thorough. Two police officers are permanently seconded to their audit team, and four Chief Constables are involved in regular discussions on the scope of the Commission's work.

The two papers which they have published to date show that considerable gains in efficiency could be made if all forces adopted the practices of the best. They also highlight poor management in some areas:

- Streamlined form-filling and centralised multi-purpose support units can lead to dramatic reductions (over 50 per cent) in the amount of time the police spend on administration.

- But where those changes have been introduced, forces have not always told officers what to do with the time saved. This suggests a lack of direction and probable inefficiency in the use of manpower.

- The efficiency with which different forces use fingerprints to identify criminals varies markedly: some fingerprint bureaus obtain six times as many

identifications per fingerprint officer as others.

- If all forces performed as well as the best 25 per cent, the number of identification achieved via fingerprints would increase by over 50 per cent.

Comment

A number of individual police officers are interested in making the police more businesslike. This sometimes extends to whole forces: Kent, for example, have introduced devolved budgeting. They can now say what it costs to police Canterbury, or Dover. This is a breakthrough. They are probably the only force which has this kind of information.

The Audit Commission's work will reinforce the efforts of those who see that the police's best interests lie in becoming cost-conscious managers in a cost conscious age.

But those who are trying to change the police from within have a difficult task as they try to convince their colleagues not to fear change. They feel that they have had little help from the Home Office, whose efforts on efficiency have been pedestrian. In particular, they feel the lack of a firm political message from the Home Office.

Recommendation

It would be very helpful if your Private Secretary could write to Douglas Hurd saying (and jump some of the above examples)

- that you had been interested to learn of the Audit Commission's work on the police;

- that it is important for the Government to be seen to be firmly behind this and other initiatives designed to

secure greater efficiency and effectiveness in the police, including initiatives being developed by the police themselves.

- that you hope that he and other ministers in the Home Office could take an early opportunity to get this message across in speeches etc.

CAROLYN SINCLAIR

af?

fwd DTS

cc Carolyn Sinclair (PA) + report.

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

2 November 1988

Many thanks for your letter of 25 October enclosing a copy of your paper on the Fingerprint Service. It is helpful to have this, and I would be most grateful if you could keep me in touch with your further work in this area.

PAUL GRAY

Howard Davies, Esq.

6

cst.ps/11jm1.11

CONFIDENTIAL

CCPU

Treasury Chambers, Parliament Street, SW1P 3AG

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

November 1988

Dear Home Secretary.

1989-90 RGS: METROPOLITAN POLICE

I was grateful to you for copying to me your letter of 10 October to Nicholas Ridley, and to Nicholas for a copy of his reply of 19 October.

I am pleased that you have agreed that there should be no amendments to the Rates Support Grant Bill, which would make it more complex and potentially liable to challenge. I therefore very much support the conclusion that you and Nicholas have reached.

I would like, however, to comment on two subsidiary aspects of your letter. First, you would have my full support if it proved possible to reduce the Metropolitan Police budget, as you are considering. The relatively large increase in the Met's precept does, in part, reflect the very substantial increase in expenditure which is assumed in the budget.

Second, you may not be surprised to hear that I would be opposed to reopening the level of police specific grant paid in London. As Nicholas has commented, rates rises are likely to be lower on average in London than elsewhere, notwithstanding the police precept. There is therefore little reason to bias the distribution of Aggregate Exchequer Grant towards London by increasing the Met's specific grant at the expense of Rates Support Grant, within the announced quantum of AEG. And we agreed at E(LA) on 6 July and Cabinet the next day, that the quantum of AEG must not be increased to deal with any complaints about our decision to "closedown" the RSG system.

I am copying this letter to the Prime Minister, Nicholas Ridley and other members of E(LA), and to Sir Robin Butler.

Yours sincerely,

P.Wales

pp JOHN MAJOR
(Approved by the Chief Secretary and signed in his absence)

Pauca : Policy PTL

R2810

The Audit Commission
for Local Authorities in England and Wales

1 VINCENT SQUARE, LONDON SW1P 2PN
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FROM THE CONTROLLER

C/88-10/HJD/MG

October 25, 1988

NB

Mr P Gray
HM Treasury
Parliament Street
London
SW1P 3AG

Dear Paul

I enclose a copy of our second Police Paper which will be published on Thursday October 27. It concerns the performance of the Fingerprinting Service in Provincial Forces.

We are convinced that the potential of fingerprinting in crime detection is under-exploited. Improvements in operating efficiency could generate significant increases in the numbers of positive identifications achieved. Beyond that, in many Forces there is a strong case for increased investment. This is not necessarily to say that additional net expenditure on policing is required overall. We see many opportunities for savings elsewhere in police operations, particularly through increased civilianization and streamlined administrative procedures.

Yours sincerely

Howard

Howard Davies

Carolyn Sinclair was in the other day and suggested you might find this of interest. If you would like to know what we are doing on the police more generally, do give me a call.

From: THE PRIVATE SECRETARY

1a

Prime Minister
Agree to encourage the Chief Secretary in the direction suggested at X on page 3?
N.C.-J. 26.10

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

24 October 1988

Dear Nigel

PRIME MINISTER'S MEETING WITH THE COMMISSIONER

Thank you for your letter of 26 September seeking a short report on the two points raised by the Commissioner concerning the use of receipts from the sale of police houses and the disposal of proceeds from assets seized by the police.

Receipts from the Sale of Police Houses

At present, receipts from the sale of property by police forces are used to support the total resources available for police building in England and Wales, and police forces are not allowed to use these receipts to increase their spending on buildings. In 1988/89, for instance, the total allocation for police buildings is some £67M, which is sustained by a forecast of £54M in receipts. (The Metropolitan Police have received roughly £20.5M, which is in line with their share of the police manpower in England and Wales.

There is considerable pressure on the allocation, and many forces - including the Met - would like to benefit directly from their sales of property. But in that case there would be less money available centrally. Some forces which have little scope for raising receipts would not be able to meet their most pressing problems. Forces with more scope for raising receipts would, of course, be able to meet their building needs more readily than at present, but they are not necessary those with the greatest needs.

Until 1985/86 the Met benefited from these arrangements. They produced relatively low receipts but had a fixed share of the total allocation, which was supported by receipts from provincial forces. They have continued to receive roughly the same proportion of the total allocation, but have been more active in disposing of surplus property. It is understandable that the Commissioner should want to secure the direct benefits of these growing receipts. But this would only be possible at the expense of provincial forces, whose receipts helped the Met in the past, and they would strongly oppose this.

We recognise that the present arrangements do not give forces as much incentive to dispose of surplus assets as they would have if they were able to secure the spending power from these sales for themselves. The control of capital expenditure in the police service is under review, in view of the changes in the arrangements for capital expenditure by local authorities which will take place in 1990. As part of this review, we are considering how forces can benefit directly from at least part of the receipts from the sale they make. We hope that the new arrangements will go some way to meeting the Commissioner's point.

Receipts from Confiscated Assets

The Prime Minister may recall that the Home Secretary has corresponded with the Chief Secretary about the disposal of confiscated assets. At present these are drug proceeds confiscated in the United Kingdom. Next year confiscation will be available for all indictable and certain summary offences, if the proceeds exceed £10,000. Internationally we are negotiating agreements for reciprocal enforcement; the first will come into effect next year.

About £2M of drug proceeds has been ordered to be confiscated in the United Kingdom over 18 months. As the scope of confiscation enlarges, the sums realised - either confiscated here on foreign orders or when United Kingdom enforcement agencies are offered a reward for help in achieving confiscation overseas - will be substantial, but they will vary enormously from year to year. The demands on the police of tracing assets are considerable.

The police would like to benefit directly from confiscations (here or overseas) in which they have played a part. The Home Secretary distinguishes purely domestic from international investigations. For the former, he does not propose any change in the usual arrangements that confiscated assets go into the Consolidated Fund (as fines do) and resources are allocated to the police having regard to all demands upon them, and to other calls on public expenditure.

For international work, however, he favours new arrangements to give the special incentives needed to promote collaboration against internationally organised crime. There are two aspects to this.

First, as we negotiate reciprocal agreements with other countries we may need to vary the principle that the state which confiscates the money should keep it. The burden of investigation may fall on states which the money merely passed through. We may need to give them financial inducement to co-operate to secure the best result. The Chief Secretary has accepted that we should be ready to make flexible arrangements with other countries on how proceeds are to be used, within a framework. The Foreign and Commonwealth Secretary agrees, wishing particularly to reward the dependent territories and various international organisations for their part in the fight against crime. Officials will work out a provisional framework; it cannot be rigid because we must be able to respond to other countries' ideas on how best to apply confiscated proceeds to enhance enforcement.

The second aspect is the prior question for us of how far United Kingdom agencies should be allowed direct reward for successful international work. Other countries may stipulate (as the USA did in a case last year year), that if money is to be handed over it should go to promote law enforcement. (The payment was never made because of a quirk of US law which rendered it illegal). The Home Secretary has written to the Chief Secretary pressing the case for direct reward. The Treasury are considering it.

The Home Secretary recalls the Prime Minister's support (Andy Bearpark's letter of 26 May) for the Foreign and Commonwealth Secretary's proposal that there should be direct reward not only for our own enforcement agencies but also for the dependent territories and international organisations. Officials will elaborate a scheme. But because of the need to negotiate with other countries, and the inherent unpredictability of confiscation revenue, it will not be possible to produce definite estimates.

In the Home Secretary's view, this makes it desirable that there should be a clear Ministerial steer to officials that in principle ways should be found of giving the police and other enforcement agencies some direct reward. He hopes that the Chief Secretary will endorse this.

Civilian Staff in the Metropolitan Police

During the reception to mark Sir Robin Ibbs' departure from the Efficiency Unit, the Prime Minister mentioned to the Home Secretary that she had been speaking to the Commissioner and Chief Superintendent Michael Farbrother about the Met's Scrutiny into civil staff recruitment and retention. Mr Farbrother had commented that two of the difficulties in tackling the recruitment and retention problems were that the Commissioner could not:

(a) vary the complements of individual grades (e.g. decide to have a scientist in place of two clerical staff) without seeking Government approval; or

(b) pay market premiums to key civil staff, even from within the cash limit.

The position on complements is this: as police authority for the Met the Home Secretary authorises the civil staff ceiling (i.e. the total complement) of the Metropolitan Police, as do the other police authorities throughout the country; he authorises the complements of those units of the Metropolitan Police undertaking national functions on an agency basis (e.g. the National Drugs Intelligence Unit) for which the Met is reimbursed, and he authorises the complements of the handful of senior staff at Grade 6 and above.

For the vast majority of Metropolitan Police civil posts, however, the complements are decided by the Commissioner and Receiver without reference to the Home Office, though as police authority the Home Secretary receives an annual review of the use of manpower to satisfy himself that staff are being used efficiently; and officials monitor the procedures for staff inspections and manpower control.

The Commissioner and Receiver therefore have considerable flexibility in determining what types and grades of staff to employ. The constraints within which they work are the civil staff ceiling; the cash limited budget; and Civil Service pay rates. As Mr Farbrother stated, Metropolitan Police civil staff are treated as civil servants for the purposes of pay and conditions, so the Commissioner cannot choose to change the pay rates of key staff without seeking Home Office and Treasury approval. Since proposals to change Metropolitan Police civil staff pay rates frequently have consequences for the Civil Service as a whole, this can be a difficult business. It sometimes leads to the employment of expensive consultants because the Met are unable to recruit specialists at Civil Service rates of pay.

The pay problem also affects general civil staff and has led to a shortfall which is caused serious problems for the Metropolitan Police, and in particular for our programme of civilianisation. Failure to recruit and retain an adequate number of civil staff results in expensive officers being kept at desks on paper duties when they could be patrolling the streets. The Home Secretary looks forward to seeing the results of the Scrutiny, which will, he hopes, produce recommendations which will help him and the Commissioner to overcome the difficulties.

I am copying this letter to the Private Secretaries to the Chief Secretary, the Foreign and Commonwealth Secretary, the Lord Chancellor, the Attorney General, the Secretary of State for Scotland and the Economic Secretary.

Yours ever,
Nick

N C SANDERSON

N L Wicks, Esq.

Pouces : Pouces PTT.

SECRETARY OF STATE FOR THE ENVIRONMENT

2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434
My ref:
Your ref:

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

19 October 1988

Dear Douglas

1989/90 RSG: METROPOLITAN POLICE

Thank you for your letter of ~~10~~ 19 October. I realise the difficulties that you face because the block grant mechanisms have worked so as to produce a reduction in the Metropolitan Police block grant entitlement for 1989/90, but, as you accept, there is no realistic alternative. The RSG Settlement as a whole is quite favourable for London, with an implied rate cut of 1% compared with an increase in rates of 5% for England as a whole.

I am also sorry that the proposed legislation to close down the RSG system will result in the Metropolitan Police receiving less grant for 1987/88 than would otherwise have been the case. The Metropolitan Police are far from alone in that position, although for most authorities there are likely to be compensating advantages in later years. As you recognise, it would not be realistic to give the Metropolitan Police special treatment.

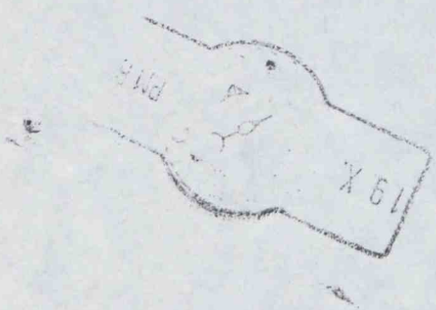
I am sending copies of this letter to the Prime Minister, to members of E(LA) and to Sir Robin Butler.

Yours ever
Douglas

NICHOLAS RIDLEY

100% RECYCLED PAPER

POLICE: policy pt 2.



MBPM
PRCG 12/10

CCPC.

QUEEN ANNE'S GATE LONDON SWIH 9AT

PC/Or.

10 October 1988

Dear Nicholas.

1989/90 RSG: METROPOLITAN POLICE

At E(LA) on ~~20~~ attached September I raised with colleagues the difficulties which next year's settlement will cause me as the Police Authority for the Metropolitan Police. The settlement projections show a loss of block grant of £8.8m for the force next year compared with the current year. It was agreed that we should examine whether there was anything which should be done to alleviate this difficulty. Since then, my officials have been searching with yours for possible solutions.

I need hardly explain that a reduction in block grant at a time when we are committed to providing additional resources for the police is likely to prove embarrassing for the Government. We leave ourselves open to the criticism that although we are prepared to sanction increases in police manpower we are not prepared to pay our share of the cost, leaving local ratepayers to pick up a disproportionate share of the bill. The loss of block grant taken with the Met's provisional budget for next year (which shows a 9.9% increase in spending) will result in an increase in the precept of about 21%. This will provoke a hostile reaction from the London Boroughs, whom I have to consult on the Met's budget.

Our officials have examined whether it might be possible to "fine tune" next year's RSG settlement to provide a less harsh result for the Met. However, I understand that there is no simple means of doing so without unstitching the proposed settlement and creating unforeseen and possibly significant consequences for other authorities. I accept that it would be unwise to make such major changes to the settlement framework in its last year. Accordingly there seems no alternative to the Met having to suffer a block grant loss next year.

/It might be

The Rt Hon Nicholas Ridley, MP

It might be possible to avoid highlighting that loss if we were able to hold down the level of the precept increase. I shall be examining ways in which it might be possible to trim back the Met budget but it looks unlikely that we shall be able to make significant reductions. There is, however, one way in which it might be possible to hold down the precept. I understand that in your forthcoming Bill closing down the RSG system the Met's entitlement to grant for 1987/88 will be based on the expenditure information contained in its RER return in March. It has now emerged that that information is incorrect and the Met's final account as submitted to the Comptroller and Auditor General shows a much lower level of expenditure last year. If that lower figure was to be used the Met would receive arrears of grant totalling almost £21m. Such an increase in income would enable the Met to hold its 1989/90 precept down to the level of its budget increase.

To enable this to be done your Bill would have to treat the Met differently from other classes of authority. I fully appreciate your wish not to allow special cases which might hinder the passage of the Bill or subsequently provide other authorities with grounds (however spurious) to challenge your powers to close down the system.

I accept that we must not run this risk and there seems no alternative but to face the inevitable criticism of our treatment of the boroughs. The London boroughs will doubtless demand a meeting at senior Ministerial level and I will look to you to be represented to deal with the block grant issues.

If we are forced into a corner on this we may need to consider whether there is an argument for increasing the level of specific grant to help offset the burden falling on local ratepayers. I do not propose this at this stage but I may wish to come back to John Major and yourself on this point in the light of developments.

I am sending copies of this letter to the Prime Minister, to all members of E(LA) and to Sir Robin Butler.

Yours,

Douglas.

for Prime Minister 2

R30/9

COMMISSIONER OF POLICE
OF THE METROPOLIS

Sir Peter Imbert QPM

NEW SCOTLAND YARD
BROADWAY LONDON SW1H OBG

29 September 1988.

Dear Prime Minister,

It was extremely kind of you to invite me to talk to you about policing matters on Monday.

May I thank you for your time, and your keen understanding of our problems and the dangers which police officers sometimes face when carrying out their duties. Your continued encouragement to all officers and our support staffs is very much appreciated.

I can assure you that the Metropolitan Police — and indeed the Service as a whole — will continue in its endeavours to provide value for money and that high standard of service which you and all members of the community are entitled to expect from us.

Yours sincerely

Peter Imbert.

10 DOWNING STREET
LONDON SW1A 2AA

From the Principal Private Secretary

26 September 1988

SUBJECT CC MASTER

Dear Philip,

PRIME MINISTER'S MEETING WITH THE COMMISSIONER OF THE METROPOLITAN POLICE

The Prime Minister had a 45 minute discussion this afternoon with the Commissioner.

Opening the discussion the Prime Minister referred to the massive management task facing the Commissioner and to the increased importance of public relations for his Force. The Commissioner agreed that public relations was becoming more demanding for every member of Force. His officers were being trained to help them respond to the pressures. At the same time there was increased emphasis on management training as the Force devolved management repsonsibility and encouraged cost consciousness. Another importance strand in current policy was the emphasis on improved community relations. The Prime Minister asked, in this connection, whether the problems of estates, like Broadwater Farm, could be improved by better physical planning, including the removal of walkways. The Commissioner thought that this certainly could help. Haringey Council were aware that the walkways on the Broadwater Farm Estate, were disliked not just by the local police, but also by the people living on the Estate. The overwhelming majority of those people were law abiding and wanted police protection. He agreed with the Prime Minister that many of Professor Alice Coleman's ideas were on the right lines. Too often housing estates had not been designed with the practical needs of their residents in mind.

The Prime Minister referred to the reference in the Wolff Olins Report about the problems in creating a corporate identity for the Metropolitan Police. The Commissioner said that the real difficulty was not to create team spirit among the various branches of the police, but to weld the police and civilian staff into a working partnership. Too often the civilian staff felt they were not appreciated and were regarded as second-class citizens. Rivalry within a Force could be healthy, but not if it created divisions. He intended to change the style of his Annual Report so that it would

emphasise one Force. After emphasising her horror at the appalling increase in the number of police injured on duty, the Prime Minister observed that it was the police, not the civilian staff, who were in the front line and suffered injuries. The Commissioner agree, but emphasised that the police could not operate satisfactorily without the back-up of the civilian staff.

The Prime Minister referred to the public concern about the failure of certain prosecutions into allegations of football hooliganism. The Commissioner said that the failures were due to an excess of enthusiasm and lack of supervision, not to corruption. The distinction between intelligence gathering and evidence gathering had also become blurred. Arrests had been made far too early. The Prime Minister commented that too often football violence was drink related. The Chairman of Tescos had recently told her that his firm were quite prepared to close down their in-store off-licences at the time of a football match if this was called for under a general code of conduct. The Commissioner, while finding such a sentiment heartening, wondered whether the small off-licence would be so ready to close.

After praising the role of the police in crowd control during the demonstrations at Wapping, the Prime Minister asked about the progress of the inquiry into the allegations against the police. The Commissioner said that he was more concerned about this than about the failure of the football prosecutions. He feared that the outcome of the inquiries could be damaging for police morale. The events which were the subject of the allegations had occurred on a day when some demonstrators had clearly been looking for trouble and after intense psychological and physical provocation of the police. Nevertheless, the police clearly could not be immune if the law had been breached.

The Commissioner, after referring to the precautions being taken to safeguard the Conservative Party Conference, stressed the value of the Prevention of Terrorism Act. He believed strongly in the need to modify the so-called, but ill named, "right to silence". It was ironic that in some cases this right led to people being detained in custody longer than necessary; if they had spoken up at the outset of questioning, the police would have let them go much earlier. More generally, he thought that the balance of the law had swung too much in favour of the guilty.

The Commissioner said that the police took real satisfaction from the 6-7 per cent increase in the clear up rate. Certainly, the 30 per cent increase in violent crime was disappointing, though part of this increase was due to encouragement to the public to report child sex abuse, matrimonial violence and violence against ethnic minorities. Some violent crime had fallen.

The Prime Minister then asked whether there were any particular points which the Commissioner wished the Government to consider. The Commissioner replied that he hoped the

Government would reconsider the case for permitting the police to plough back receipts from the sale of police housing into the police estate generally. He also hoped that there should also be greater latitude for ploughing back into law enforcement the proceeds of assets seized. The Prime Minister said she would undertake to consider, with the Home Secretary, these issues in consultation with the Treasury.

Replying to a question from the Prime Minister about manpower, the Commissioner said that his concerns were less about the quality of new recruits and more about the retention of experienced officers. For obvious reasons, many trained officers saw advantage in working outside the Met.

The Prime Minister then paid great tribute to the work of her Special Branch Officers and to the Officers of the Royalty and Diplomatic Protection Department who helped safeguard her security. She could not speak too highly of their work.

I should be grateful if you could let the Prime Minister have a short report in due course about the two points raised by the Commissioner concerning receipts from sales of police houses and the disposal of receipts from assets seized.

Yours sincerely,
Nigel Wicks

N.L. Wicks

Philip Mawer Esq
Home Office.

CCB/01.

PRIME MINISTER

MEETING WITH THE COMMISSIONER OF THE METROPOLITAN POLICE

The Home Office have provided a detailed brief at Flag A, together with a supplementary note on the Wollf Olins Report on the Met's corporate identity (Flag B). A note from Caroline Sinclair of the Policy Unit is at Flag C, and Commissioner Imbert's CV is at Flag D.

Your objective for the meeting might be to listen to the Commissioner's exposition of his task, and to take the measure of the man himself. You might make clear to the Commissioner your appreciation of the Met's work.

The Home Office brief provides some interesting background about the Met and reflects the topics which the Commissioner wishes to raise. In summary:

1. The Commissioner has a massive management task - £1 billion of expenditure, 27,800 officers, and 13,000 civilian staff. So he is not just a senior police officer; he is a manager. You might ask how he approaches his management task.

2. The Wollf Olins Report provides some interesting insights into the Met's management problems and public attitudes to the Force; e.g.:

- The internal rivalries, between the civilian staff and police officers, and between the uniformed branch and the police specialists (pages 8 and 9).

- Senior police officers are required to spend increasing amounts of time on management and administration and less in contact with their own staff, especially juniors (page 9).

- Action is required on training, promotion and rewards, and quality control (page 10).

- Many police officers feel beleaguered and misunderstood, and operate in an increasingly rough environment - in 1985 3,009 officers were injured on duty, and in 1987 4,534 (page 11).

- The poor complaints system acts as a major focus of dissatisfaction for both officers and public (page 12).

- Many police stations are run down, giving the Force a poor image (pages 14 and 15).

You might ask the Commissioner for his impressions of this Report, and how he intends to follow up its conclusions.

3. Reflecting the Force's increased emphasis on management, there has been more emphasis on efficiency. 200 HQ posts abolished, 300 posts civilianised, management devolved, efficiency scrutinies, contracting out, etc. What plans has the Commission for increasing efficiency further?

4. Manpower has been increased - 1200 additional officers since 1986 and 600 additional civilians. Police effort is being better concentrated with a 13% increase in hours on street duty, etc. Is there further scope for transferring more police from the office to operational work?

5. For the year ending 1988 recorded crime fell by 1%, though some offences increased, such as robbery (+ 8%) sexual offences (+13%, though rape -1%) and violence against the person (+ 30%). The Met is to be congratulated on the higher clear-up rates (+ 6%). How does the Commissioner see future trends?

6. Commissioner Imbert has considerable experience in Special Branch and the Anti-Terrorist Squad. You might ask him for the latest picture on PIRA activity on the mainland

including intelligence on likely targets, the investigation of the Inglis Barracks attack, and evidence that PIRA are prepared to use mortars or other stand-off weapons on the mainland.
You might also ask him about the arrangements, with which the Met are fully involved, for policing the Conservative Party Conference in Brighton.

7. You might thank the Commissioner for the excellent cooperation which we receive from the Special Branch and the Royalty and Diplomatic Protection Department regarding your own personal protection. The brief makes clear the increasing burden on the Special Branch of Ministerial protection duties.

8. Violent crime is particularly prevalent in the inner cities. The Met are having some success here, notably on the Pepys Estate in Deptford. How does the Commissioner see the outlook for inner city violence?

9. You were particularly concerned about the collapse of the football hooligan trials. What action has the Commissioner taken to prevent a recurrence?

10. How does the Commissioner view the Police Complaints Authority investigation into the incidents at Wapping? What is their effect on the Force?

11. You recognise that keeping prisoners in police cells puts a great burden on the police, and distracts them from their proper job. The Prisoners' Initiative Package could ease the position from the end of the year. You are very grateful to the Met for their work.

N.L.W.

NLW
23 September, 1988.

CCB/UP.

PRIME MINISTER 23 SEPTEMBER 1988

MEETING WITH SIR PETER IMBERT, COMMISSIONER OF THE METROPOLITAN POLICE, 26 SEPTEMBER

There are two themes you could pursue in your discussion with Sir Peter Imbert:

a. measures to secure greater value for money in the Metropolitan Police;

b. the force's role in the community.

Value for Money

The Met will cost £1 billion in 1988/89 and their costs are growing at around 10% per year. The Met are not accountable to London ratepayers who pay part of their costs. This makes it all the more important that they can be seen to be operating efficiently and cost effectively.

The PAC looked at the financial control and accountability of the Metropolitan Police in 1986. They found that neither the force themselves nor the Home Office could justify the basic level of the force's expenditure. Nor was there any proper system for reviewing and controlling manpower.

Two years on this is still the position. The Met cannot provide a breakdown as yet of the cost of individual police functions. Although pilot projects are under way on devolved budgeting, and there is in general a greater degree of cost consciousness than in the past, the Met still lags well behind other public services (eg NHS, Civil Service) in terms of improving its financial management.

Commissioner Imbert wants to see his force more efficiently managed. He has had useful discussions with Sir Robin Ibbs. He is planning to appoint two non-executive Directors to sit on the Force's Policy Committee. A quality control expert is being seconded from Marks and Spencer. These appointments are designed to bring fresh thinking to bear on the application of financial management techniques within the Met.

But there is still a long way to go before all senior and middle ranking officers in the force accept the new approach. Commissioner Imbert should be encouraged to press on.

The Met's role in the community

This is an increasing preoccupation. The Met commissioned a firm of consultants to report on their corporate identity. The report itself has just been published - in itself an interesting indication of the open approach which is now being adopted. (Copy attached)

The consultants found that in general there was widespread and fundamental support for the police among the public at large. But they also reported on the shortcomings of the organisation. In particular, they noted a lack of common corporate purpose. This stems in part from the organisation of the force - the split between civilians and police, and within the police themselves, the tensions between the specialist groups and the 'policemen on the beat'. It is also due to different views on the nature of police work.

My recent note on Broadwater Farm illustrated the type of activity in which the Met are increasingly engaged in the community. Since the disappearance of the GLC, the local police in London are increasingly becoming the catalyst for activities aimed at tackling youth unemployment, violent

behaviour and other problems which are common in large cities. While there is an obvious limit to how much the police can be expected to do about society's ills, the Commissioner himself feels that effort put in to cementing good relations in the community is well worth while. It is particularly important in the field of race relations. The Met needs to be regarded positively by responsible members of all the ethnic groups living in London.

Questions you may like to ask

1. The Met, like other public services, must be increasingly working to provide taxpayers and ratepayers with better value for money. Could the Commissioner outline his plans in this area?

2. What progress is being made in improving efficiency and output per police officer?

3. How is the force responding to the drive to improve financial management?

4. The Met are doing good work in the community, particularly among ethnic groups who have been wary of, or hostile towards, the police. Is this seen as an increasing part of the task of policing London?

5. The decision to publish a report pointing up some of the Met's shortcomings was courageous. What does the Commissioner propose to do in the light of the report?

-

CAROLYN SINCLAIR

From: THE PRIVATE SECRETARY

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

22 September 1988

Dear Nigel

.... I enclose some briefing for the Prime Minister's meeting with the Commissioner of the Metropolitan Police, to be added to that sent with Philip Mawer's letter of 21 September.

Yours
Catherine

MISS C J BANNISTER

N L Wicks, Esq., CBE.

From: THE PRIVATE SECRETARY

COVERING SECRET

CCB/Usp.

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

(cat)

21 September 1988

Dear Nigel,

.... I enclose some briefing for the Prime Minister's meeting about the Metropolitan Police with Sir Peter Imbert on 26 September. The briefing includes topics we know the Commissioner wishes to raise, and .... background briefing on other issues. Also enclosed are extracts from the Commissioner's Annual Report for 1987: these include a useful overview of the events of 1987 (pp 13-21), and the Commissioner's strategy for 1988 (pp 69-71).

Please let me know if any other briefing is required.

Yours sincerely,

Philip Mawer

P J C MAWER

N L Wicks, Esq., CBE.

COVERING SECRET

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PRIME MINISTER'S MEETING WITH THE COMMISSIONER

Index

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METROPOLITAN POLICE: BACKGROUND

Facts and figures

The Metropolitan Police is the largest police force in the country.

Number of Officers: 27,800 (a record, and more than 20% of the total strength of England and Wales)

Number of civilian staff: 13,000

Budget for 1988/89: £1bn (cash limited)

Metropolitan Police District

The Metropolitan Police District (MPD) covers Greater London (excluding the City) and small parts of Essex, Hertfordshire, and Surrey.

Police authority

Unlike provincial forces, which have police authorities composed of elected local authority members and magistrates, the police authority for the Metropolitan Police is the Home Secretary. He is directly accountable to Parliament.

Recent changes

Sir Peter Imbert's predecessor, Sir Kenneth Newman, undertook a reorganisation of the force to improve its management. This was completed earlier this year. There is a continuing programme of efficiency improvements. Achievements include:

- abolition of 200 HQ posts held by police officers

- civilianisation of over 300 posts in last 3 years

- devolution of management from HQ to areas and divisions

divisions

- devolved budgeting on divisions (pilot scheme)

- Rayner-style efficiency scrutinies (four completed- annual savings in excess of £3m achieved, more to follow)

- contracting out of support services (most cleaning services, vehicle recovery already contracted out, catering under consideration)

Manpower

The four-year police manpower programme announced in May 1986 granted the Metropolitan Police:

1,200 additional officers (300 pa - represents nearly 40% of the total manpower programme for England and Wales)

600 additional civilians (150 pa - 100 pa to be used for civilianisation)

Three of the four increases have been granted. The last is due in March 1989.

Each increase is subject to satisfactory evidence that previous increases have been well used. Recent evidence includes:

13% increase in hours spent by officers on street duty

6% increase in clear-up rates

targeting of manpower on 16 "high-incidence" divisions in inner city areas.

(Not for use: NB The Commissioner is not aware of the Home Secretary's PES bid for an additional increase.)

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METROPOLITAN POLICE: CRIME STATISTICS

The trends in the Metropolitan Police crime statistics for the year ending June 1988 are broadly in line with national figures.

The main points are:

recorded crime down 1%
autocrime down 8%
theft down 4%
burglary down 2%
rape down 1%
robbery up 8%
sexual offences up 13%
violence against the person up 30% (perhaps partly due to Metropolitan Police campaign to encourage reporting of domestic violence)

Clear-ups were up 6%

Summary

The continuing increases in violent crime are worrying, though violent crime remains a small proportion (6%) of the total.

The decreases in crimes against property are encouraging, and may point to the success of crime prevention campaigns.

The increase in the number of clear-ups is a good sign that manpower is being used more efficiently.

The National Archives

DEPARTMENT/SERIES PREM 19 PIECE/ITEM 2389 (one piece/item number)	Date and sign
Extract details: Attachment to Letter Mawer to Wicks dated 21 September 1988 - pages 4-6	X
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METROPOLITAN POLICE: MANPOWER

Manpower needs

The Commissioner would like at least 300 additional officers a year after the end of the current manpower programme in 1989/90. He calculates his "basic manpower requirement" as 4,000 officers above the present strength, though this figure has never been accepted by Government.

He may point out to the Prime Minister that, although he has been granted substantial increases in manpower, demands have outstripped the additional resources.

METROPOLITAN POLICE: CRIME-RIDDEN ESTATES

Background

Although total recorded crime in the Metropolitan Police District is fairly stable, violent crime has increased by 30% in the last 12 months.

Violent crime is particularly prevalent in a number of inner city divisions, and especially on certain housing estates.

Targeting resources

The Commissioner has identified 16 inner city divisions with especially high crime rates. These are receiving additional manpower and financial support. A number of them have shown encouraging results in rates of crime, especially street crime.

Problem estates: estates policing

In the last four years, the Metropolitan Police have developed an "estates policing" model to improve the policing of problem estates. A team of police officers is posted to an estate and, in co-operation with statutory and voluntary agencies, seeks to reduce crime with the help of local people.

Twelve estates policing projects are underway, including estates in Mitcham, Lewisham, Ealing, Wandsworth and Greenwich. Chief Superintendents are to be encouraged to set up further schemes, and bids for additional manpower for such projects will receive priority.

A particularly successful example is the Pepys Estate in Deptford. Since 1984 when a sergeant and five PCs were posted to the estate (on which 50% of households suffered a crime each year):

burglary is down 52%
autocrime is down 51%

street crime down 48%
other crime down 27%

Co-operation with Government inner cities initiatives

The Metropolitan Police is closely involved with the Home Office in the establishment of the first two "safer cities " projects in Tower Hamlets and Lewisham; has posted staff to the Inner Cities Initiative Task Forces; and works with DoE on the crime prevention element of Estate Action and Urban Programme schemes.

COLLAPSE OF THE FOOTBALL HOOLIGAN TRIALS

A number of recent trials of alleged football hooligans collapsed in May as a result of doubt about police evidence. Subsequently the Director of Public Prosecutions announced on 18 July that, following discussions with the Metropolitan Police, the Crown Prosecution Service had decided not to proceed with further prosecutions involving a total of 89 alleged supporters of West Ham, Arsenal and Crystal Palace football teams.

2. The decision not to proceed in these latest cases was made on the basis that there was insufficient evidence to afford a realistic prospect of securing convictions. The decision follows the collapse of the earlier trials. Senior officers from the Met recently met the Chairman of the Police Complaints Authority to discuss how the circumstances of these latest failures should be investigated. As the collapse of the earlier trials was already the subject of an investigation supervised by the Police Complaints Authority, it was agreed that that investigation should be extended to cover a further four cases - Crystal Palace, Millwall, West Ham and Arsenal, and should also be supervised by Mr Roland Moyle, Deputy Chairman of the Authority. The investigation was started at the beginning of September and officers have been given a deadline of three months to complete it. Given the particularly heavy burden that the investigation will place on the Met Forensic Laboratory, it is debatable whether such a deadline is realistic.

3. We understand from the Metropolitan Police that the present indications are that the evidential shortcomings revealed by these cases appear to arise from the use of inexperienced officers and inadequate supervision by middle-ranking officers. Some of these supervisory officers are now likely to face a disciplinary inquiry. There is as yet no evidence of corruption or fabricated evidence, although the possibility cannot be entirely ruled out.

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4. The Commissioner has made clear his continued commitment to taking effective action against football hooliganism. The Force is also anxious to ensure that the kind of mistakes made in respect of these cases do not reoccur.

N

INVESTIGATION INTO THE EVENTS AT WAPPING

At the present time the investigation is following up some 123 complaints from 61 complainants together with a number of other allegations where the person concerned has made it clear that he or she does not want to make a formal complaint. The investigation is being carried out by the Northamptonshire police under the supervision of the Police Complaints Authority.

2. There are two matters which have complicated the investigation. The first is that 87 of the police officers interviewed by the investigation team have, on legal advice, opted to exercise their right of silence. Whilst it is possible to understand their reasons for so doing, the practical effect according to the Police Complaints Authority, has been to ensure that more files go to the Director of Public Prosecutions than would otherwise have been the case. Second, the video tapes and photographs taken by the media are of central importance. The BBC made all of its recordings available to the inquiry, but other broadcasters and the newspapers did not. This led the Authority to seek an order in the High Court that the other journalistic material should be made available to the investigation. The Court ruled in the Authority's favour.

3. It is the view of the Northamptonshire police officers carrying out the investigation and of the Authority, that the evidence is such that anything up to about 12 police officers should face criminal proceedings. The charges range from assault causing grievous bodily harm to perjury. But this view must be treated with caution. The number of officers charged with criminal offences will depend on the view of the evidence taken by the DPP who may well take a different view of the evidence from the Police Complaints Authority.

4. The timing of future events is as yet uncertain. Only 20 of the 51 files relating to individual officers have reached the DPP and the remaining files are likely to be sent to the Director by the end of the month. As each file goes to the Director, the

Authority is issuing an interim statement to the effect that it is satisfied with the thoroughness of that part of the investigation. We understand from Mr Taylor, the supervising member, that the DPP's office have decided to await receipt of all 51 files before giving any indication as to whether charges will be brought against any individual officers. We do not yet know how long the DPP will take to come to a decision.

5. As the investigation proceeds, the investigation team is finding it necessary to interview officers of higher rank. We understand that arrangements have been made for the (now-retired) Superintendent involved in managing the police operation to be interviewed by Mr O'Dowd, the Chief Constable of Northamptonshire, and Mr Taylor. It is then expected that the investigation will move on to officers of ACPO rank (a Commander and a Deputy Assistant Commissioner), and is likely to take a further two months to complete. There is as yet no reason to think that any of these senior offices might face charges.

6. We understand from the PCA that while they are issuing interim statements in respect of each of the 51 files which go to the DPP, they have in mind the possibility of a general statement once the investigation has been completed. This could well deal with procedural matters as well as alluding to, for example, the fact that 87 officers have chosen to remain silent. Mr Taylor thinks that the statement may be issued within the next three months.

P

METROPOLITAN POLICE: FINANCE

Sources of finance

Like other police forces, 51% of Metropolitan Police expenditure is met by specific police grant from the Home Office. The remainder is made up from block grant (paid by the DoE direct to the Metropolitan Police Fund) and by a precept which the Receiver makes upon local authorities in the Metropolitan Police District.

Financial management

The Metropolitan Police have been taking steps to improve financial management. Procedures have been brought more into line with the PES processes. Bids for more money are now subject to a proper high-level screening process before they are submitted to the Home Office; and ring-fencing of areas of the budget (supervised by the Home Office) has improved day-to-day control.

Q 15

METROPOLITAN POLICE: PRISONERS IN POLICE CELLS

For over a year the police have had to hold a varying number of prisoners who, for one reason or another, cannot be accommodated in prison establishments. The number reached about 1600 in March: quick action to reduce the number was taken (principally the opening of the two military camps) but the situation has worsened again recently, mainly because of industrial action by members of the POA.

The Prisons Initiative package announced by the Home Secretary on 30 March will produce some 2145 additional prison places by the end of the year. Over 1000 extra places will become available by March 1989 to offset the effects of the handing back to the military of the two army camps temporarily used as prisons. Later in 1989 there will be a further 1000 places in the form of additional accommodation of existing prison establishments.

The main burden of prisoners in police cells has fallen on the Met, who have had to put many of "their" prisoners out to other forces because they have insufficient cell space. The resulting complex operation of transporting prisoners between provincial police stations and their court appearances in London has been co-ordinated by the Met with close support from the Home Office. This has been a heavy drain on the Met's manpower, though they have been reimbursed.

Points to make

- Home Secretary shares concern: very important that police relieved of this burden and allowed to get on with proper job.

- Prisons Initiative package will ease position from end of the year.

- Very grateful to the Met for its work.

SIR PETER IMBERT QPM

COMMISSIONER, METROPOLITAN POLICE

Peter Michael Imbert took up his appointment as Commissioner of Police of the Metropolis on 1 August 1987 and was knighted in June 1988.

Sir Peter joined the Metropolitan Police in 1953 at the age of 20 and served at Bow Street.

Transferring to the CID in 1956, he served for many years in the Special Branch and was closely involved in investigations into terrorist activities both in Britain and in Northern Ireland between 1971 and 1976.

From May 1973 to January 1976 he was deputy operational head of the Metropolitan Police Anti-Terrorist Squad, and was one of the two police officers who negotiated with the IRA Terrorists during the Balcombe Street siege in London in December 1975.

After being promoted to Detective Chief Superintendent in 1976, he continued his investigations into foreign subversive groups in this country. He visited Vienna following the OPEC building siege, and Holland on two occasions after the Moluccan terrorist attacks there.

He was appointed Assistant Chief Constable (Operations) in the Surrey Constabulary in 1976 and Deputy Chief Constable of that Force eighteen months later. He has lectured on the Continent and in Australia to Police and Government officials on terrorist matters. He has also lectured to the Judiciary in Canada and on the Royal Commission on Criminal Procedure.

In March 1979 he became Chief Constable of Thames Valley Police and in March 1985 he was appointed Deputy Commissioner of the Metropolitan Police. He was awarded the Queen's Police Medal in 1980.

He is a former member of the General Advisory Council of the British Broadcasting Corporation and was Chairman of the National Crime Committee of the Association of Chief Police Officers of England, Wales and Northern Ireland until taking up his post as Deputy Commissioner of the Metropolitan Police in March 1985. In December 1987 he was awarded an Honorary Degree (Doctor of Letters) at Reading University.

Born in 1933, Sir Peter is married with three grown-up children. For recreation he enjoys gardening and golf.

ANNEX

Report of the Commissioner of Police of the Metropolis for the year 1987

Presented to Parliament by the Secretary of State for the Home Department
by Command of Her Majesty
June 1988

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REPORT OF THE COMMISSIONER OF POLICE OF THE METROPOLIS
FOR THE YEAR 1987

New Scotland Yard
Broadway
London
SW1H 0BG
4 May 1988

TO THE RIGHT HONOURABLE THE SECRETARY OF STATE
FOR THE HOME DEPARTMENT

SIR

I have the honour to submit the following report on the police of the Metropolis for the year ended 31 December 1987.

I have the honour to be,
Sir,
Your obedient Servant,

PETER IMBERT

Foreword

This is the first Annual Report I have had the privilege of presenting since being appointed Commissioner of the Metropolitan Police on 1 August 1987, after just over two years as deputy to Sir Kenneth Newman.

When I served as Chief Constable of a large provincial police force I traditionally used the foreword to my Annual Report to project the style of the Force and reflect very briefly upon the atmosphere within which it had operated during the previous year and I will do so again here. The parts which follow contain a factual commentary on the demands which have been made on us all and provide accounts of how the various police areas, divisions, departments and indeed individuals responded to those challenges. They also set out the necessary, inevitable and seemingly endless statistics which barely give an inkling of the human tragedies, and sometimes triumphs, which they purport to record and measure.

As the reader skims through this Report, or selects those parts for closer study which interest him or her, one common thread cannot fail to be noticed: the high level of activity of the Force and the increasing demands from many directions.

Some of this is self-generated: our new policies on racial incidents, domestic violence and child abuse, for example, are designed to give an enhanced service but it is acknowledged that they will increase workloads. It must therefore be perplexing for some officers who hear me implore Government and other authorities to consider most carefully the consequences, particularly in resource terms, of their proposed legislation or procedures, while at the same time I have imposed new policies and initiatives which stretch our resources and our energies to what seems to be beyond acceptable limits.

But as a police service we have many and diverse duties to perform. Whether it be public order, crime prevention or detection, street patrol, traffic, domestic disputes, child abuse, ceremonial duties, dealing with terrorists, offering comfort or assistance whatever the circumstances or time of day or night — we have a clear duty to deliver a service.

It has often been asked 'what do we want our police to do?' and 'what do we really expect our police to be?'

Ben Whitaker went some way to articulating the dilemmas which arise in answering these apparently simple questions:

> "We expect him to be human and yet at the same time para-human. We welcome official protection, yet resent official interference. We employ him to administer the law, and yet will ask him to waive it. We resent him when he enforces a law in our own case, yet demand his dismissal when he does not elsewhere . . . We expect him to be a member of society, yet not to share its prejudices and values . . . We criticize, fail to support and deceive him: yet we cannot escape depending on him."

This is not the place to debate or discuss at length the uncertainties (and the myths) of the nature of the police's role in a democracy. However, it is essential in my first Annual Report as Commissioner that, while seeking understanding of the enormous, and occasionally impossible, tasks and standards which are demanded of police, I should make an early statement of intent.

The Office of Constable confers a high degree of personal independence and responsibility. The duties to keep the peace, prevent and detect crime arise from that office and the constable is accountable individually to the law for the performance of these duties.

But the body known as the Metropolitan Police comprises civil staff, including traffic wardens, special constables and cadets, as well as constables.

We must all provide a high quality, caring service. We should be courteous and patient with everyone, whatever their appearance, or place in society. We must be professional, calm and restrained in the face of violence and apply only that force which is necessary to accomplish our legitimate duties. We must remember the primary duty of preventing crime. Be fair, be friendly, but be firm. The highest standards of integrity must apply at all times.

The Force demands these standards. Londoners depend on them.

The Metropolitan Police cares for, and about, people; I, too, care about *all* members of the service, about their welfare, their aspirations, problems and the pressures which are thrust upon them. I care about and am intensely protective of the reputation of this great service of ours. When I see vicious and prolonged attacks on officers when they are occupying the uncomfortable and dangerous middle ground in acrimonious industrial or political disputes, I know that I am asking for para-human behaviour when insisting that, whatever the provocation or pain, retaliation can never be acceptable in our profession. Reputations take years to build but can be lost in an afternoon.

This Force is an organisation of immense talent. Its reputation has been built on acts of compassion, courtesy and outstanding courage, so much of it, perhaps rightly, unheralded. While I give my thanks to all those who have contributed so much so far, I can foresee no lessening in overall demand and there can be no reduction in the service we provide.

But quantity alone is not what I am looking for: perfection, of course, eludes us, but I seek quality in a style of policing that is professional and wholly consistent with the reality of a multi-racial police force serving a multi-racial society, that continues to treat all members of society equitably.

It was Thoreau who said "there is no limit to what a man can do or where he can go as long as he doesn't mind who gets the credit".

The credit for the efforts and achievements of this Force over the past year, and my sincere thanks, go to those who have earned it: the Metropolitan police officers, the many different grades of civil staff and, of course, the 'Specials'. My thanks and appreciation also go to my predecessor, Sir Kenneth Newman. His reorganisation of the Force has made it leaner, fitter and better integrated.

However, the limit to what the Force can achieve may be determined, to some extent, by available resources. Quite rightly we must, along with other public bodies like education, health and social services, show that we give value for money. We must reflect and attend to the priorities and fears of the public — their priorities must be ours and we must listen to their criticisms of us with a willingness to change.

It is my job to encourage and harness the enthusiasm, talent and abilities which abound within the Force and it is clear from the experiences of the past, that where the police and the public work together, we can improve the quality of life. That is our aim.

PART 1

MY REVIEW OF 1987

Introduction

The last five years in the Metropolitan Police have seen radical changes and the introduction of bold policies. The aim has been to give a formal structure to the traditional values which the Force has upheld for over 150 years. No one would deny that the involvement of the community in crime prevention, the need for professionalism or the primacy of the operational arm of the Force had always been fundamental aspects of successful policing. But it was necessary for those values to be reinforced and developed into positive, structured policies.

Combined with the existing strengths of the Force, was a new approach to policing. The approach emphasises the need to plan the use of resources, the need to set and meet objectives, the need to assess the relative importance of tasks and to establish and act on priorities and the need to appreciate that, in the face of limited resources, not every demand can be met. Its benefits have already become apparent throughout the Force.

The foundations upon which will be built the efficient, dynamic and professional force that London both wants and deserves have been laid over the years by my predecessors; I will seek to consolidate the changes that have been made and to generate further development in accordance with the same principles.

My review here of the work and achievements of 1987 is inevitably highly selective: to attempt to mention every activity would prevent me from concentrating on any.

The dilemma of this selection reflects one of the principles upon which Force strategy is developed, that of matching demands — in categories ranging from desirable to immediate — to resources.

The arrangements agreed with the Home Office during 1985 and 1986 for determining a more realistic cash limit enabled the Force to contain total expenditure for 1986/87 within the approved figure. A realistic limit was also fixed for 1987/88; by making the best use of available resources, the Force maintained the level of operational efficiency without breaching the cash limit.

Control of expenditure on overtime has resulted in more of that resource being allocated specifically to tackling Force priorities. I have also been able to increase the number of uniformed officers on street duty by the efficient and economic use of manpower, for example the introduction of a more rational policy of aid to squads, divisions and areas, and by taking advantage of the reduction in public order policing commitments.

At the end of 1987, the number of days worked on street duty had increased by nearly 13% compared with the same period in 1986.

It is now clearly understood throughout the Force that results need to be measured and evaluated and the monitoring of performance is now a routine part of management which I intend to reinforce and extend. However, given the limited ability of police action greatly to influence some crime figures and the numerous other purposes behind policing strategies, performance measures will always require cautious interpretation.

Such caution has been expressed in the past about the use of crime statistics as a measure of police effectiveness. Nonetheless it is appropriate that I note the fall of 4% in the number of notifiable offences recorded by the Force in 1987.

An objective assessment of Force performance is provided by my internal Inspectorate. At my invitation, these arrangements will now be supplemented by inspections of parts of my force by Her Majesty's Inspectors of Constabulary.

My selection for this review has not been arbitrary; I will concentrate on the specific issues that were identified in the Force goal for 1987 and on the elements of the Force priority programmes.

The Force goal

The purpose of the goal is to summarise the key operational issues on which the Force will concentrate during the forthcoming year. As part of the strategy statement, it provides a steer for local senior officers when they develop their plans, which are written with the needs of their local community in mind as well as the direction given to the Force as a whole.

The current goal was set in 1986 for a three-year period to allow development of long term plans and to provide a degree of stability. Though reviewed annually, only minor changes have been made.

Element a) The reduction of criminal opportunity through crime prevention, public contact, involvement and co-operation

Given the number and nature of opportunities for crime that exist in London, the ability of the police alone to curtail those opportunities is limited. The most effective and efficient use of police resources in these circumstances, therefore, lies in educating, co-ordinating and initiating action within the community.

Overall measures of performance in this area are particularly difficult to obtain, not least because the preventive effects of any initiative are almost impossible to isolate from the other factors which affect the crime rate. Consequently, the justification for many of our policies in this field is found not only in their proven success, but in the principles upon which they are based.

Working together: the police and the community

In addition to formal communication structures such as consultative groups, we seek to work with individuals or groups within the community on an informal basis.

A major thrust of our strategy is education and we offer information and advice on every aspect of crime prevention. The opportunities to educate range from Forcewide initiatives, such as the production in 1987 of the "Positive Steps" video, to informal seminars such as those held within Marylebone division between the police and local business managers. Many local newspapers have made space available on a regular basis for the Force crime prevention officers and some divisions have been offered sponsorship for the production and publication of crime prevention booklets, delivered free to every household within the division.

By these means, Londoners can acquaint themselves with the simple rules of crime prevention and thereby reduce the risk of becoming victims of crime. Where groups wish to become more deeply involved, the Force encourages the establishment of their own neighbourhood watch scheme.

Neighbourhood watch

Given the wide variation in the size of neighbourhood watch schemes, the number of households involved may be a more informative measure of growth than the number of existing schemes. In 1987, the number of households participating in neighbourhood watch rose by over 100,000 to well in excess of one million.

Hard statistical evidence of a definite link between a reduction in crime and the existence of the schemes may not be available, but my officers have made arrests for a range of serious offences as a result of information provided by neighbourhood watch members, they have seen homes where burglars have failed to gain entry because of security devices fitted through membership of the schemes and they report a general perception of greater safety.

The watch concept is spreading to other areas. In addition to business watch and cab watch, both now well established, other schemes include pub watch, church watch and hospital watch. These have been developed locally in response to specific demand or to meet a particular set of circumstances. Their origins and purposes are as diverse as their names suggest, but they retain the themes common to all watch schemes — those of co-operation, involvement and commitment to mutual support.

The demand for new neighbourhood watch schemes continues unabated: as a result, by mid-1987, 17 divisions had found it necessary to employ a full time liaison officer and others were considering doing so.

I have no doubts whatsoever about the value of neighbourhood watch: my support is unequivocal. I know that the benefits of the watch concept justify considerable time and effort but it was not intended that the growth in schemes would take police officers off the streets and I am anxious that such measures will be temporary. In the longer term, I hope that the schemes will become more self-supporting.

Working together: the police and other agencies

Increasingly, local authorities are placing greater emphasis on crime prevention and are allocating more funds for this purpose. In many parts of London, council properties are being fitted with strengthened doors or better quality locks; modifications to the fabric of estates, such as improved lighting or the removal of walkways, are having an effect on crime levels in some cases.

The Force has trained two crime prevention design advisers to work in each of our eight areas. These officers offer advice to individuals and organisations in relation to both proposed and existing buildings. They also have a vital role in helping to identify what aspects in the environment, if any, may be contributing to high crime levels; in one area such analysis might call simply for improved lighting, in another a management system on a public housing estate could be the solution.

I have noted, also, the number of voluntary agencies and charitable organisations which have offered finance and labour to promote crime prevention measures. Many people who would not otherwise have been able to secure their homes against burglary have been assisted in the purchase and fitting of locks, or other simple devices, that have a positive deterrent effect.

An excellent example of working together can be found in Romford. A partnership involving the police, the local housing department, the Romford Recorder newspaper and the Romford branch of the Lions charitable organisation, overseen by the crime prevention panel, arranged for the purchase and fitting of locks and other security devices for the elderly and less well off. Initially arrangements were made on request, but to spread the benefits approaches were made to the local Manpower Services Commission whose workforce was installing heating insulation in homes through a community programme. Training from the police enabled programme members to identify homes at risk of burglary and to alert the police to the need for security devices.

Other examples abound throughout London. The level of energy and enthusiasm displayed is a tribute to all those involved. Joint ventures of this nature may offer the prospect, in the long term, of reducing some categories of crime.

Working together: the rewards

In many ways, of course, these ideas are not new. The police have always sought to inform the community and to encourage individuals to take steps themselves to prevent crime. It has been the development of more formal and purposeful structures for these aims which has added a new dimension to our strategy in recent years.

For example, officers from Bow Street division were concerned with the level of thefts of handbags and other personal property left temporarily unattended in the restaurants and wine bars of the Covent Garden area. An analysis of the offences projected an increase for 1987 and indicated that the problem centred around 11 premises.

The first step was to approach the managers of these premises. They agreed to display and distribute prevention literature and to play crime prevention messages at regular intervals over their public address systems — a decision that would be difficult to justify on commercial grounds. In addition, a small squad of plain clothes police officers visited the premises at regular intervals.

The middle six months of 1987 saw a 50% reduction in thefts in these premises compared with the same period of 1986. The plain clothes officers arrested 37 thieves in the Covent Garden area and efforts to prevent the problem from simply being 'displaced' were successful.

There is no doubt that this initiative would not have succeeded to the same degree had it not been for the involvement and co-operation of the managers of the premises concerned. When the police and the public work together to prevent crime, the rewards can be substantial.

Element b)(i) The enhanced detection of specific criminal offences (eg. robbery, burglary, drug misuse, racial attacks, sexual offences against women and vandalism) in accordance with locally or centrally identified priorities.

The statistics quoted throughout the following section can be found in tabulated form at Appendices 4i to 4v.

Robbery

During 1987, there were 11,594 recorded offences of street robbery of personal property, an increase of 13% compared with 1986; the number of arrests made rose by 45% and the clear-up rate rose by 20%.

In the opinion surveys conducted for this Force, street robbery consistently rates as one of the crimes most feared by Londoners. In one respect this fear is unjustified; this category of robbery accounts for less than 2% of all crime recorded by the Force and the chances of being robbed in the street are small. On the other hand, given the personal nature of the offence and the difficulty of finding adequate preventive measures, the fear is understandable. The Force takes its lead from the high level of fear and tackling this problem is among our highest priorities.

An analysis of street robbery Forcewide reveals a distinct pattern; a third of the 76 divisions of this Force have identified the incidence of such offences as a problem demanding enhanced police action, but nearly 56% of all robberies take place in the parts of London covered by 16 divisions. No one method of tackling offences can be especially effective because the type of problem facing each division is different. The usual approach is to direct uniform and plain clothes patrols to the times and areas of high risk. In this way, reductions are achieved though there is some displacement. The other means of tackling the problem at divisional level is the targeting of known offenders; Battersea division, for instance, doubled its arrests and clear-ups primarily by this means.

Such tactics are very expensive in the use of manpower and require a high degree of skill. We therefore determined during 1987 to allocate additional resources to those 16 divisions to allow them to enhance their response to the problem; they were given priority in the allocation of additional support staff and their budgets were increased to allow for higher levels of patrol.

The results are encouraging. Taken together, the divisions concerned limited the increase in robberies to 9% and three managed to reduce their overall robbery level, whereas the rest of the Metropolitan Police District (MPD) saw an increase of 17%.

To back these efforts, a publicity campaign was launched in December aimed primarily, though not exclusively, at these high incidence divisions. Simple advice on reducing risks was given in the leaflet 'Streetcrime — Be Streetwise' which was printed in English and seven other languages and distributed to about 475,000 addresses.

I am seriously concerned at the steady increase in the robbery level, but I am satisfied that the Force is adopting the appropriate tactics in the circumstances. Some basis for that satisfaction can be found in the examination of the wider category of 'street crime' — that is street robbery and snatch theft. The two offences are distinct in law but that distinction may not be clear to victims. Such offences are commonly known as 'mugging'.

Of the 16 divisions which undertook the specific campaigns, eight of them achieved an overall reduction in the number of offences, the majority of those reducing street crime by more than 10%. Many of the divisions involved also increased the arrest rate for the offences. Identification of areas of high incidence and the directing of resources to them, together with the targeting of persistent offenders, offers the best hope of addressing the problem.

Burglary

The level of burglary and going equipped fell by 4% during 1987, returning to the same level as in 1982.

Patterns are not as easy to establish as in robbery. Burglary is spread much more evenly across the MPD and the time at which an offence occurred is often not closely pinpointed, since many are discovered and reported long after their commission.

Our strategy will continue to emphasise the sort of crime prevention measures previously discussed; indeed the primary aim of neighbourhood watch is to reduce burglary. Nevertheless, specific police action also has a part to play and most divisions have formulated plans to tackle burglary as one of their objectives. The analysis of crime patterns enabled patrols to be directed to high incidence areas, with some success; the targeting of known offenders is routinely undertaken and frequently leads to arrests.

The visiting of prisoners after conviction to seek admissions about other offences remains a useful method of gathering information about the extent of the burglary problem and can lead to the recovery of property, though it is costly in terms of manpower. Because of that, the practice has never been widespread in this Force and I have determined that its use should continue to be limited. In August, therefore, I published new guidelines on the circumstances in which 'post sentence visits' could be undertaken.

Drug misuse

Force strategy to curb the misuse of drugs has two distinct strands. The first, aimed at casual users of drugs, seeks to educate and deter. Information packages explaining the risks have been produced and joint initiatives involving the police and other agencies have led to the establishment of help lines and other referral points. Local authorities, schools and victims support schemes are among those who have contributed.

Possession of even a small quantity of a controlled drug is, of course, an offence which may result in either a formal caution or a court appearance. Each case is considered on its merits; in 1987, over half of the 7,413 adults arrested in possession of a controlled drug received a formal caution, the great majority of which were for possession of cannabis.

The second strand focuses police attention on every link of the chain for the supply of controlled drugs; no leniency is offered to those involved.

At divisional level, activities ranged from the targeting of small scale, local dealers to major operations lasting several weeks and involving many officers. The formal establishment of a drugs squad for each territorial area has enhanced our ability to investigate dealers who operate across a number of divisions. This extra resource is already proving its worth; in one case an area squad provided the information that resulted in the seizure of 1.1 kilogrammes of 95% pure cocaine (with a street value of £¼ million), 26 kilogrammes of cannabis and £86,000 in cash, and the conviction of one man for supplying controlled drugs who was sentenced to eight years' imprisonment.

At Force level, the Central Drugs Squad continues its operations against the biggest dealers and importers and has maintained its close liaison with H M Customs & Excise. While the number of arrests made in 1987 was lower than in 1986, the quantity of almost every kind of drug seized increased; the amount of cocaine seized more than doubled and the amount of heroin seized increased by over one-third.

Racial incidents

The total number of racial incidents reported during 1987 rose by 26% to 2,179; the less serious type of offence, that is minor assault and abusive behaviour, accounted for the bulk of the rise.

The Force maintained its clear-up rate of over 30% for racially motivated offences. The comparison of this figure with that of our overall clear-up rate — 16% — is clear evidence of our continued commitment to the problem.

In 1987, a third of all recorded incidents occurred on just six divisions, four of them being within No. 2 Area (East). I reported last year that the level of racial incidents in this part of London had led to the establishment of a full time squad of officers to deal specifically with these offences. As far as I am aware, this is still the only squad of its type in existence in this country. The analysis of the nature of racially motivated crime within the area resulted in a number of arrests and in the light of experience, the squad will concentrate its efforts in the Borough of Newham.

Reporting procedures for racial incidents were revised in June following a policy review. This was not a radical departure from previous policy, but rather a strengthening of existing guidelines to ensure that even higher standards were applied to the investigation and recording of racial incidents. I believe that the introduction of the revised guidelines has probably contributed to the rise in the number of incidents recorded.

Sexual offences against women

This type of offence was included in the Force goal for the first time in 1987; although the overall number of such offences has always been a small percentage of all recorded crimes, it is a crime that understandably generates a high level of fear.

The total number of recorded sexual offences remained static over the year, though the number of rapes dropped by some 11%.

A total of 1,332 officers (1,030 female and 302 male) have been trained in sexual offences investigation techniques and there are 15 women forensic medical examiners (previously called police surgeons) available to undertake specialist examination of female victims.

Some divisions have established dedicated teams of detectives to investigate offences and others have developed strategies for policing open ground where sexual offences have occurred. In general, however, the offences are spread thinly and, in addition to developing local initiatives, our aims have been to offer advice on how to avoid becoming a victim of a sexual offence, to improve methods of detection and to enhance the level of service and support offered to victims. This aspect is discussed further under element (c) below.

Vandalism

The recorded level of criminal damage is often used as evidence of the incidence of vandalism. However, only a small proportion of the vandalism that occurs is reported and not every offence classified as criminal damage represents an act of vandalism. At best, therefore, this figure is an indicator of the overall level of the problem.

The number of recorded offences of criminal damage dropped by 2% in 1987 to 117,373; the number of clear-ups rose by 14% and the number of arrests rose by 15%. These figures suggest a significant improvement in police performance, though given the nature of the crime I am reluctant to express too much optimism for the future.

Where appropriate, divisions have launched initiatives to deal with a specific vandalism problem and many have included it as one of the crimes to be tackled by general preventive measures. I am sure that this two-sided approach is correct; unless a specific location suffers to such an extent that direct police action is likely to prove effective, the appropriate means of dealing with the problem is for the police to work with other agencies to 'design out' opportunities for vandalism, or to provide obvious disincentives. For example, experience has shown that one piece of grafitti attracts others and a few local authorities now operate 'graffiti squads' who seek to repair damage as soon as it occurs, thereby invariably preventing the spread. These initiatives are most welcome.

Element b)(ii) A concerted attack on organised crime and the elimination of profits therefrom.

Activity in this field is undertaken primarily by Specialist Operations Department.

In spite of an increased workload in 1987, the Central Robbery Squad achieved a 25% detection rate for offences committed predominantly by professional criminals.

The Force continues to employ officers within the Task Force and Central Drugs Squad to trace and seize assets gained through criminal activity. The legislation in this area is comparatively new and expertise is still developing. Excellent relationships have been formed with agencies in other countries whose assistance has been sought in the course of enquiries.

The new area-based drug squads will become involved in asset tracing and seizure in order to apply

pressure to those dealers whose smaller-scale activities do not merit the attention of the Central Drugs Squad.

Element c) The enhanced support, care and concern for victims of crime including the victims of domestic violence.

In the last few years, the Force has radically reviewed every aspect of its approach to victim support. Even though many necessary changes have already been implemented, a large number of divisions undertook new initiatives in 1987 to improve their performance in this field still further. Some sought to develop specialist training for women officers who deal with the victims of sexual offences, others produced information sheets containing telephone numbers and addresses to assist those who had had personal items stolen and needed to prevent further loss.

At the end of 1987, there were four dedicated suites for the examination of victims of sexual offences; another four will open in the early months of 1988. One division has adapted a room within the station specifically for the victim of any crime to provide more comfortable and less formal surroundings but lack of space will prevent many other stations doing the same.

It is of great benefit that there are 42 victims support schemes covering the whole of the Metropolitan Police District. Additional funds have allowed these schemes to expand and to employ some full time staff and I acknowledge their excellent work.

Domestic violence

Concern about the level of domestic violence led to its inclusion in the Force goal for the first time in 1987. Based on proposals by the Force working party, the Women's National Commission Report and independent research, new guidelines on support and concern for the victims of domestic violence, which were implemented in June, lowered the threshold at which the police intervened in domestic disputes. The emphasis has been placed on the fundamental principle that an unlawful assault in the home is as much a criminal act as an assault which occurs elsewhere and criminal proceedings have been encouraged in appropriate cases.

The average monthly figure for domestic disputes with female victims formally recorded by the police rose from 84 to 199 in the second half of 1987, an increase of 142%.

It is difficult to evaluate the revised policy, but along with Section 80 of the Police and Criminal Evidence Act (which clarifies the competence and compellability of the accused's spouse), increased consultation and a growing awareness in the community of the vulnerability of the victims of domestic violence, it has enabled the police to provide a more comprehensive response. The most obvious explanation for these increases is a greater understanding by all concerned and a realisation that positive action is needed in these cases.

Child abuse

The success of the Bexley project, in which allegations of child abuse are investigated from their earliest stages by a multi-disciplinary team involving the police, social workers and others points the way forward in this delicate area. The new procedure reduces the traumatic effect on the child of having to recount details of incidents he or she would rather forget, provides a much better quality of evidence and improves the prospects of conviction of the offender.

I would like to see the introduction of 'Bexley' procedures throughout the Force during 1988; the task now is to develop the project so it can be implemented across the Force without unduly stretching either our resources or those of the other agencies involved.

Element 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 believe that one of the causes of tension between the police and the community, in those parts of London where it occurs, is a lack of communication. Where information is lacking, rumour abounds; if the reasons behind a police operation are not understood, or if someone is arrested for reasons that are not immediately obvious to bystanders, misinterpretation and speculation will often lead to friction. We have learned from experience that an accumulation of minor incidents and misunderstandings is as likely to provoke an unjustified reaction as one major incident.

Therefore, the Force is working to become more proficient at supplying accurate information as quickly as possible effectively to counter baseless rumours and prevent misunderstanding. Consultative procedures, formal and informal, assist in this process; indeed members of consultative groups have been asked to

observe independently some police operations where it has been felt that controversy might be provoked. The response has been positive and favourable.

A number of major operations were mounted during the year in very sensitive areas of London. By ensuring that the local community was properly informed on each occasion about the aims of, and the reasons for, the operation, not only did they all achieve their aims peacefully, but many attracted widespread praise.

I note with approval the credibility afforded to lay visitor schemes. Members are entitled to visit any person detained in police custody at any time (subject to some restrictions) and they can do much to dispel both general unease and specific allegations of maltreatment.

In the longer term, new methods of policing difficult areas, such as large housing estates, may lead to a reduction in tension. The Force estate policing model, devised in 1986, has been tried on a number of pilot sites during the year and will be reviewed before its use is extended. Ultimately, the scheme provides better levels of multi-agency co-operation on estates, particularly in inner city divisions where urban deprivation, crime, fear of crime and community stress create considerable policing problems.

The News International dispute, which dominated 1986 as the single major public order event, ended in January 1987, but the debate about the role of the police as facilitators for those whose rights were constantly and inexorably in conflict has continued.

During that dispute, officers were subjected to both physical and psychological attack from which they were not protected by their uniforms. The examination of their response to those attacks must recognise that beneath the outer clothing, policemen and policewomen have exactly the same human frailties as the rest of society from which we are drawn. We feel frustration, anger and fear just as others do.

A welcome respite in demand for public order policing for the remainder of 1987 enabled the Force to reduce by some 65% the number of mandays spent on the policing of demonstrations and, taking into account all categories of events for which such policing is required, an overall reduction of 45% was achieved.

The policing of sporting events, particularly football matches, continues to place a heavy demand on the Force. On the positive side, a number of operations met with substantial success and the use of video recorders, and other similar systems, has reduced the levels of violence within football grounds. However, the potential for violence remains as high as ever and I am particularly concerned about the growth in football related incidents away from grounds.

Priority programmes

The operational aims of the Force are contained in the Force goal, but we need also to research and develop our response to other emerging or existing problems and to improve our internal administration and management. Much of this work is undertaken in the context of a priority programme.

The six programmes reviewed here were established in 1985. The majority of elements within them have now been completed and, therefore, the system will be revised early in 1988.

A brief review of work within each of the six programmes follows.

Priority Programme 1: Force reorganisation

All of the structural changes necessary to effect the reorganisation of the Force have been made: headquarters departments and their functions have been rationalised and the intermediate level of operational command (district) has been abolished. We have moved, substantially, towards the devolvement to local commanders of the authority and control over local resources. There are encouraging signs already that this greater degree of automony is most effective.

Much remains to be done. Organisational structure is relatively easy to change compared with attitudes and behaviour and the process of reorganisation was intended to affect the latter as much as the former. Indeed, it has never been supposed that all the benefits would be achieved in the short term.

An evaluation of the reorganisation is being undertaken by the Department of Management Services and, as part of that process, Marplan were asked to conduct a Forcewide opinion survey. The evaluation has not only revealed areas where the change has been incomplete but also offered the chance to those interviewed to comment on the reorganisation. Not surprisingly, it is the 'spirit' rather than the letter which requires continued attention.

The evaluation will continue and any outstanding issues will be addressed.

Priority Programme 2: Management of divisions

As part of this programme, a review was undertaken of first line management — the roles of the uniform sergeant and inspector. Their importance as 'quality controllers' had become submerged beneath the flood of administrative duties imposed on them by the organisation and by statute. Our intention is to reverse that

trend and thereby allow more time for the supervision, training and development of the officers under their command.

In looking for ways of returning as many officers as possible to street patrol, attention was focussed on the investigation of crime. A pilot scheme at Carter Street has revealed that a substantial number of officers across the Force could be returned to street duties by changing procedures by which the Force investigates crime. An initial search for clues and witnesses by the uniform officer attending the scene of the crime enables a points system to be used to identify those cases upon which the concentration of police resources is most likely to achieve results. This comprehensive screening system will not apply to serious offences such as murder, sexual offences and racial incidents.

I will be introducing this system across the Force in 1988. The manpower released will increase the levels of both uniform officers on the streets and detective officers investigating crime. I am satisfied that crime screening will enhance the quality of criminal investigation.

Other work undertaken within this programme included the development of multi-agency co-operation and the reduction and investigation of racial attacks which are discussed elsewhere in this Report.

Priority Programme 3: Force manpower

This programme has researched, and developed means for, the equitable allocation of manpower across the Force and has produced policy guidelines on the transfer of officers between areas.

The 'civilianisation' programme — the replacement of police officers in administrative posts by civilians — was initially undertaken within this programme but is now included in the review of police and civil staff manpower which is undertaken annually.

All elements of this programme have been completed, but new personnel-related work will commence in 1988.

Priority Programme 4: Crime intelligence

The provision of the integrated intelligence system for the Force will enhance both the quality and subsequent dissemination of criminal intelligence, will allow the Force to direct its preventive and detective resources more effectively and will bring the Force into line with guidelines developed nationally.

The programme is nearing completion, with work outstanding in only a few areas. Implementation of final recommendations will take place in 1988.

Priority Programme 5: Management information

Accurate and timely information is essential to the smooth running of any organisation but is achieved generally only at a high resource cost. Many organisations have recognised this and are rationalising their information systems to minimise the effort of data collection, collation and dissemination. The Metropolitan Police is no exception and, during 1987, staff of the Directorate of Management Services worked with management consultants to produce an information strategy for the Force. This is now being used as the basis for development of an information technology strategy.

The programme has been concerned also with the general subject of communication. Poor communication is recognised as a primary cause of inefficiency and the outline of a 'plain English' campaign has been developed to improve the quality of every type of oral and written communication.

Priority Programme 6: Financial management

In an effort to improve financial management information, a system for identifying the total cost of selected police functions has been developed to help senior management assess the effectiveness of the existing allocation of resources and the value for money achieved. The first six-monthly cost report was produced at the end of December 1987 and the total annual cost figures for each of the identified functions are shown at Appendix 1i which also summarises the basis on which the cost information has been calculated and the definitions used for each of the functions.

The scheme will be developed further and additional functions will be costed. Work is also underway on the development of performance indicators for use in conjunction with the new cost system. The identification of output measures for police work is often a difficult area, but efforts are being made to devise a series of indicators which will provide a broad assessment of performance at Force level and allow management to identify particular issues which require closer examination.

To enable divisions to achieve greater efficiency and more economic use of resources, it is my intention to devolve financial control and accountability to local managers to the extent that is compatible with their operational responsibilities. As part of the process, a pilot scheme has been prepared to evaluate the

advantages and disadvantages of divisional budgets covering a range of items. This scheme will be introduced in the eight divisions of No. 5 Area (South-West) with effect from 1 April 1988; an interim evaluation will be undertaken in October to assess the scope for extending the scheme to other areas in 1989/90.

Force Strategy 1988

In January 1988, I presented to you my strategy for the forthcoming year.

In preparing that strategy, I considered the detailed reports generated by the Force planning system and concluded that it is not appropriate to make any substantial adjustments to the Force goal for 1988. Rather, it is necessary to urge all members of the Force to pursue our established aims with the openness and determination that characterises the Metropolitan Police.

Though the strategy statement is reproduced at Appendix 1ii, I make no apologies for repeating that the established strategic themes of the Force that characterise and underpin all our activity will be:

i) **the necessity for public consultation and co-operation, together with**

ii) **the need for professionalism and integrity, and**

iii) **an emphasis upon economy, efficiency and effectiveness.**

These themes require concentration both upon the operational activities which bring us into contact with the public, and upon the internal organisational systems by which the Force supports itself. My strategy for 1988 is therefore straightforward:

i) **to continue to improve the quality of service provided to the public by consolidating and extending the successful operational aspects of the 1987 strategy as contained in the Force goal, and**

ii) **to improve the support to, and the use of that support by, the operational arm of the Force in order to assist all officers in providing an improved quality of service to the public.**

The 1988 Strategy

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Commentary on the Strategy

The Force Planning System

In determining the foregoing strategy it has been necessary to draw upon and analyse all available information relating to the performance of the Force during 1986/87. This exercise would have been impossible had it not been for the thoroughness and quality of the reports generated throughout the Force by the planning system introduced by my predecessor.

It is therefore my intention to develop and rely upon this system to inform my strategic decisions. It is vitally important that the Force is able to examine itself in this way, and it is my intention to extend the Force planning system to all operational and support aspects of our work. There will continue to be an emphasis upon the setting of precise objectives and the measurement of our activities, with the wider use of performance indicators at divisional, area, support department and Force levels.

The Achievements of 1987

I was led to the conclusion that 1988 should extend and consolidate the achievements of 1987 after examining the strategy in the light of the many positive and noteworthy achievements of that year. 1987 saw a welcome lessening of the pressures of maintaining public order on the streets of London. Trade disputes and widespread occurrences of public unrest were not present on anything like the scale of previous years and this respite gave the Force an opportunity to concentrate upon more traditional policing activities. There was also a lessening in the flow of new legislation and this helped us to concentrate upon improving our standards of service. Nonetheless, the Force acknowledges the need for, and welcomes legislation that will increase our effectiveness in dealing with the problems of guns and knives.

The acquisition and deployment of manpower and other resources were of course a major feature of the 1987 strategy and it is encouraging to note signs that our street duty presence is slowing increasing. Similarly, although the progress that has been made this year towards civilianisation is most welcome, it is also very slow. One hundred and forty-eight police officers were released for operational duty as a result of head for head civilianisation in 1986/87 and 157 civil staff were appointed to posts where they will relieve the administrative burden on the police; but the 1986 Manpower Review identified over 1,300 posts for possible civilianisation, although not all would enable police officers to be released.

The changes and emphasis brought about by the 1987 strategy have been well received in many quarters. New policies were introduced in respect of domestic violence and racial attacks, and our initial attempts to target resources towards offences of street robbery showed encouraging results. The publication of our 'Equal Opportunities Statement' is a further example of the determination within the Force to press ahead with contemporary policies designed to ensure that the Force is responsive to the expectations of Londoners.

Overall, the Force is committed to improving our standards of service, and the time is now opportune for all members of the Force to demonstrate their true professionalism by developing the methods and initiatives that have been created over the past few years to a point where our service to the public will be second to none.

Strategy 1988

In the light of the foregoing and the analysis of the problems and priorities facing the Force, my operational emphasis for 1988 will be to consolidate and extend those features of the 1987 strategy that have proved to be successful and which offer the best opportunity for tackling policing priorities set out in the Force Goal. The issues on which I will concentrate are discussed below. However, the absence of other issues such as traffic, especially the problem of drinking and driving, does not imply any lack of concern. The Force will strive to make an enthusiastic contribution to the quality of life in London through improved standards of service in many areas outside the specific Force Goal.

Policing style

The style of policing throughout the Metropolitan Police District will continue to emphasise the importance I attach to the police-public contract. Public consultation and co-operation will remain features of one of my major strategic themes, together with the continuing commitment of the whole Force to greater professionalism and integrity within every function and at every level. This will involve further development of our now well tested methods of preventive policing, such as neighbourhood watch, the multi-agency approach and, of course, further encouragement of the public to meet their responsibilities as a party to the policing contract, both individually and through voluntary and statutory agencies. To this end the Force will make greater use of publicity drives such as the 'Streetcrime' campaign to focus public attention.

Such an approach is not new; the components are by now well known and I intend to build upon these established methods in order that the quality of police services provided in London will develop to meet the expectations of the public who seek our help. In this context, the Force will continue to develop a comprehensive training strategy to ensure that the principles on which Force policies are based are reflected and supported throughout our training programme.

We will endeavour to encapsulate this approach to policing in a simple corporate statement of intent that every member of the organisation can identify with and work towards. Such a statement will reinforce the concept of the Force as a single entity with a common purpose. It will be developed within a programme designed to enhance the status of the Force both internally and externally. This will enable further progress to be made by capitalising on the untapped potential of our policing style. Much more can be achieved by greater public awareness and public involvement in crime prevention initiatives, but it will not be possible for us to exploit such approaches fully if members of the Force and the public themselves do not share a steadfast confidence in the style of policing. My strategy will therefore address this issue and we will endeavour to explain our approach to policing, in a programme designed to assist with the improvement of our policing service through an enhanced corporate identity.

Inner City Policing

These considerations of policing style are particularly relevant to inner city areas where crime and fear of crime are especially high. We will therefore give priority to those aspects of police work that help to improve the quality of life in inner city areas by addressing 'high fear' crimes. The estates policing initiative, our new procedures for dealing with racial attacks and the targeting of resources to divisions that experience an especially high incidence of street robbery and other violent theft, better support for victims of crime and further efforts to improve co-operation between police and public, will all remain as central components of my strategy for tackling inner city areas.

There is no doubt that resources are deployed too thinly across the whole of London to have a significant effect on the major problems of those divisions covering particularly deprived inner city areas. This is especially the case in respect of crimes such as street robbery and other 'high fear' crimes associated with personal violence where additional police presence on the street can have an important deterrent effect. Many such divisions cover areas of London that are already hard pressed in policing terms, with demands for our services running at sustained and intense levels. Accordingly, it is difficult to impact violent crime significantly with our present resources and, simultaneously, to maintain an adequate standard of service across the full spectrum of all other responsibilities.

During 1987, our efforts to focus resources on parts of London that have a particularly high incidence of street robbery met with some success. The rate of increase of this type of crime has not been as high on those divisions that were targeted by the initiatives as on the remainder. Therefore, we will refine and develop this approach in order to target the allocation of any extra resources we receive to particular 'high fear' crimes, especially street robbery, in those areas where such crimes are highest and where they represent a major limiting influence on the quality of life.

Simply, we must decide at a Force level where the priorities lie, and concentrate upon them. We cannot meet every demand and not every demand is a priority. Improvements to the quality of life in the inner city areas will need concerted action by central and local government, linked with the efforts of other agencies including ourselves. Careful and sensible policing will be directed at identified priorities without spreading resources so widely as to be ineffective.

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Simply, we must decide at a Force level where the priorities lie, and concentrate upon them. We cannot meet every demand and not every demand is a priority. Improvements to the quality of life in the inner city areas will need concerted action by central and local government, linked with the efforts of other agencies including ourselves. Careful and sensible policing will be directed at identified priorities without spreading resources so widely as to be ineffective.

Organised Crime

The attack on organised crime will continue. It is certain that the fabric of society is threatened by the activities of groups of organised criminals which operate both nationally and internationally over a wide range of illegal activities encompassing drugs, fraud, violence and robberies. The work of 1987 involving intelligence and surveillance techniques to target both crimes and criminals, combined with the attack upon the money supply and the ensuing profit of criminals, will continue. However, such operations are expensive, both in terms of experienced manpower and other resources. Therefore, it is necessary to be aware of the cost of such operations, but this cost, albeit high, must be set against the alternative of allowing organised crime to take root in London as it has in so many other major cities worldwide.

Resources

Turning now to the second part of my 1988 strategy, there is clearly a need to improve upon existing support policies and to develop new initiatives to make better use of existing resources. A continuing strategic theme will be to seek improvements in effectiveness, efficiency and the economic use of our resources and to ensure best value for money. To this end I will seek to draw further benefits from the Force reorganisation completed during 1987 and will examine ways by which greater operational efficiency may be achieved. The development of our corporate identity programme will also be significant to this strategic theme, as it is essential that both operational and support functions are tied in closely to common aims and priorities. The Force Planning and Scrutiny systems will be of considerable help in this respect as will be the work already undertaken on an information strategy for the Force. The involvement of Her Majesty's Inspectors of Constabulary will also be of benefit in supplementing the work of my internal system of inspections in gauging the efficiency of the Force.

In order to ensure that the very best is made of our recruitment opportunities, a number of initiatives will be put in hand to protect the Force from unacceptable levels of wastage and to improve upon the efficiency of our recruit training programme. This drive will be combined with an examination of the possibility of short term contracts for more mature recruits and the opportunities for job sharing. The Force as a whole must work to ensure that the very best is made of all the recruiting and manpower development opportunities that are presented, in order to allow us to reach, and to draw the greatest benefit from our present authorised establishment.

Capital Investment

A contract has been let for the provision of a computer-based Crime Reporting Information System (CRIS). This major project represents a substantial investment in technology and will provide important operational benefits. Its cost will need to be spread over a number of years. Similarly, other individual projects, and works associated with the Police and Criminal Evidence Act, such as improved facilities for the processing and custody of prisoners, will be a heavy charge on our capital building allocation. It is particularly important, therefore, that all our funds should be used to best advantage in promoting greater operational efficiency.

In that context I am aware of a tension between the natural desire of divisional and area management, the operational users, to have greater control of resources, and the need for forcewide systems to achieve economy of scale and to make the best use of the professional expertise available in the provisioning departments. A balance must be struck to ensure that decisions on the expenditure options take full advantage of the expertise of both the operational users and the provisioning departments. I therefore intend to review our present mechanisms so as to ensure that capital expenditure is committed in the most effective and efficient manner.

Conclusion

In summary, during 1988 I intend to consolidate the many substantial achievements of the past few years. However, consolidation will mean development and reinforcement of our established approaches to policing London and this in turn must demand the highest levels of professionalism and support.

HOME SECRETARY

QUEEN ANNE'S GATE LONDON SW1H 9AT

4 August 1988

Dear John,

PUBLIC EXPENDITURE SURVEY (LOCAL AUTHORITIES): POLICE MANPOWER

Thank you for your letter of 29 July.

I am disappointed that the additional information which my officials and I have provided since my letter of 13 May does not amount, in your view, to the sort of quantitative assessment which you would expect to see in support of a new manpower bid. I consider myself that the information which I and my officials have supplied does in fact amount to quite sufficient justification of the bid. We have provided the information you asked for in the third paragraph of your letter of 2 June. Perhaps your officials would get in touch with mine to let them know in detail what else you require.

What we are faced with is a mass of applications from police authorities for additional police officers for proven specific needs. The number we know to be required on the basis of the applications received already is well in excess of that provided for in the remainder of the manpower programme announced in May 1986, which runs out in 1989/90.

In the light of this, I do not consider it a sustainable proposition that we should rest on the 500 police officers announced for provincial forces and 300 for the Metropolitan police in 1989/90, with no allocation whatever for subsequent years. My view remains, therefore, that the allocation for 1989/90 should be increased and that we must give some indication that the programme will run on into the years beyond.

I would emphasise that my assessment of the need for additional resources takes full account of the improvements which will flow from the drive for better value for money, which I agree should be intensified.

I agree that the forthcoming circular will be a useful means of assessing future needs more accurately on the basis of bids from individual forces. It will not, however, launch a

/comprehensive review.

The Rt Hon John Major, MP

comprehensive review. It will, in any case, be too late to inform this year's decisions and for future years it is already plain that we cannot contemplate simply halting the programme at March 1990. While the issue of the circular should enable us to put accurate figures on the allocations for 1990/91 onwards, we must indicate now that we acknowledge the need for further police manpower increases in those years.

Finally, I do, of course, welcome the Special Pay Addition which Treasury officials have now agreed to for Communications Officers. The Metropolitan police will also take full advantage of the new provisions for Local Pay Additions. It remains to be seen whether these measures will enable the Metropolitan police to implement even the present manpower programme. They do not affect the case for an increase in that programme. It remains my view that we must continue to aim to provide 600 additional officers each year from 1989/90, both through increasing the police officer establishment and through civilianisation.

I am copying this letter to the Prime Minister, other members of E(LA), Malcolm Rifkind, Tom King and Sir Robin Butler.

Yours,

Douglas.

POLICE: Polig A2

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CONFIDENTIAL

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Treasury Chambers, Parliament Street, SW1P 3AG

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

29 July 1988

Dear Home Secretary

PUBLIC EXPENDITURE SURVEY (LOCAL AUTHORITIES): POLICE MANPOWER

Thank you for your further letters of 13 and 20 June about police manpower.

While I fully understand the pressures for some police manpower increases, the additional information that you and your officials have provided does not amount to the sort of quantitative assessment which I would expect to see in support of a new manpower bid. In the circumstances, and bearing in mind our decisions in E(LA), I do not feel that the very significant additional increases in both provincial and Metropolitan Police forces that you are seeking for 1989-90 have been properly justified, and I do not think that we should consider proceeding with them in advance of the comprehensive manpower review that you have proposed. I think therefore that we should consider provision for the police in 1989-90 on the basis of programme of generous increases which we have already agreed in the existing manpower programme.

I am pleased that you see the forthcoming circular as a suitable vehicle for pursuing a manpower review in a low key way. I remain doubtful of the value of a formal announcement about this in the near future. It will no doubt take some time to complete a comprehensive assessment of the kind necessary, and the right time to discuss the conclusions would be when considering PES provision for the police next year. I hope you will agree that the basis of the review must be

to develop a system that ensures that national priorities for the police feed directly through to the local objectives of police forces, and that it combines with that substantial progress in evaluating the extent to which the large increases in police manpower in recent years have met perceived needs. This information is essential to both of us if we are to consider the proposals that emanate from the review against other pressing priorities.

You referred in your letter of 13 June to difficulties the Metropolitan Police have been experiencing in recruiting sufficient numbers of civilians to enable their civilianisation programme to proceed apace. You may be aware that, in the case of the Communications Officers to which you made particular reference, officials have now agreed to a £1,000 per annum Special Pay Addition which should help to alleviate difficulties in this area. There have also been other recent developments, such as the introduction of Local Pay Additions, which should help meet the difficulties that the Metropolitan Police have experienced in recruiting and retaining civilian staff.

I am copying this letter to the Prime Minister, other members of E(LA), Malcolm Rifkind, Tom King and Sir Robin Butler.

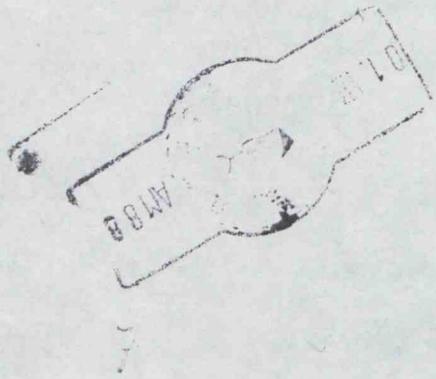
Yours sincerely

Cathys Evans

JOHN MAJOR

(approved by the Chief Secretary and signed in his absence)

POLICE: Policy Pt 2



HOME SECRETARY

QUEEN ANNE'S GATE LONDON SW1H 9AT

20 June 1988

Dear John,

POLICE MANPOWER

Thank you for your letter of 2 June in reply to mine of 13 May about police manpower.

I am grateful to you for acknowledging the pressures to increase police manpower beyond the level of the existing programme. I have resisted these pressures without troubling colleagues for three (not two as mentioned in your letter) of the four years of its duration.

You ask for more information, and my officials have already sent yours that which was requested when they met to discuss my proposal. Among other things, it covered the number of posts which I was unable to meet this year for provincial forces (some 1,800, the great bulk of which were, on the advice of Her Majesty's Inspectorate of Constabulary, justified) and for the Metropolitan Police.

Specific posts applied for by provincial forces (some 2,200 in all) relate to locally set objectives. But those local objectives do reflect our national priorities in that around 80% were intended for patrol duties with the remainder made up of CID (including Drugs), training (including firearms) and necessary supervisory duties. My officials will send yours further information on this.

As for demand on police services, my officials gave yours forewarning of the survey conducted by ACPO on disorder in non-metropolitan districts. This recorded 251 incidents last year where the police had difficulty in getting reinforcements to the scene in good time. I regard this as one of the most serious problems facing the police at the moment. I think we must do more to tackle it. As you know, the Prime Minister has said that she wants to discuss the matter in Cabinet on 30 June.

My officials have also given details of increased levels of emergency service calls and increases in recorded crime (the clear up rate has improved slightly, which is welcome, but there is a long way to go). Information on drugs was also given.

Objectives are set by chief police officers in consulation with their police authorities. The obvious ones we expect them to set include the provision of more officers on the beat in outlying parts of our major towns and in some of our villages which have virtually lost a police presence and about which residents bitterly complain. Others will include

The Rt Hon John Major MP.

/over....

efforts to improve the police response to particular crimes and to provide a level of policing in a sensitive city area which both lessens the likelihood of violence and at the same time gives the force the capacity to respond quickly to it in the event that it occurs.

Your officials already have information (it also covers the Metropolitan Police) on our efforts so far to monitor the results achieved through this extra manpower. This is difficult in measurable terms for officers deployed in small numbers across a police force; it is easier to do where officers have been placed in specialist units. I fully accept the need to improve monitoring arrangements and one of the aims in the circular which I propose on managing manpower applications will be to ensure that chief officers and their police authorities address this.

I agree on the need to secure value for money from the resources invested in the police. We continue to push the police service hard on improving value for money, and police managers are increasingly resourceful in finding ways of improving effectiveness, efficiency anf economy. My officials will shortly be sending to yours a summary of the main VFM improvements which forces have made in the last twelve to fifteen months. We shall also ensure that the best of these are brought to wider attention in the police service.

On civilianisation, we shall keep the pressure up. The Audit Commission's report on Administrative Support for Operational Police Officers is welcome support for what has already been achieved by the police service, the Home Office and HM Inspectorate of Constabulary, both in streamlining procedures and setting up specialist support units. The Audit Commission's study does not, of course, set out to examine existing practice in all forces - that will come later in the course of detailed VFM audits by district auditors. We shall, however, make full use of the Audit Commission's recommendations to make further rapid progress on administrative support. The circular on civilianisation and HM Inspectorate will be the main means for this.

I agree that the question of an announcement of a comprehensive manpower review can be deferred for the present pending E(LA)'s discussion: I will be in touch later in the summer about the need for a formal announcement. Meanwhile the circular which we are preparing offers us a vehicle for starting a review of precise needs in a low key fashion.

On reimbursed posts, my officials have now written to yours.

I am copying this letter to the Prime Minister, other members of E(LA), Malcolm Rifkind, Tom King and Sir Robin Butler.

Yours ever,

Douglas

010

CHIEF SECRETARY TO THE TREASURY

With the Compliments

of the

Chief Secretary to the Treasury

Treasury Chambers,
Parliament Street,
SW1P 3AG

007/2986

CONFIDENTIAL

Treasury Chambers, Parliament Street, SW1P 3AG

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

2nd June 1988

Dear Home Secretary,

PUBLIC EXPENDITURE SURVEY (LOCAL AUTHORITIES): POLICE MANPOWER

Thank you for your letter of 13 May WILL REQUEST IF REQUIRED about police manpower. I am also grateful to John Moore and Nicholas Ridley for their letters commenting on yours.

I am disappointed that you feel it necessary to reopen the question of police manpower after only two years of what I know both my predecessor and you had hoped would be a programme that ran a full four years. I, of course, appreciate the very real pressures that exist to increase police numbers, but no one could reasonably claim that the police have not been given a high priority since we took office. As you know police strength has increased by well over 10 per cent since 1979 and civilianisation has also had a major impact in freeing police for operational duties. It is necessary to weigh the pressure for additional resources for the police against the calls for increased spending in other areas. We must also bear in mind the ever increasing share of local authority resources consumed by the police, without taking into account the implications of manpower increases, because of the effect of the Edmund Davies pay formula.

I am grateful to you for informing colleagues of your likely bids for increases in police manpower in 1989-90. I also welcome your brief description of the pattern of demand for police resources that you see emerging. I would be grateful, however, if you could provide a more quantitative assessment of your bids covering the type and scale of the problems not being adequately met by police forces, the objectives you believe

should be met in each area, and how far your proposals are likely to meet them. Our officials have already discussed the sort of questions we will need to consider, and in view of the control you exercise over the major component of police expenditure I think that you are in a good position to insist that the police demonstrate the value for money which has been achieved by additional resources in the past few years. This information is a necessary backcloth against which to judge the bids you wish to make. Looking to the future, I welcome your commitment to redoubling effort to measure and control police efficiency, and to stepping up the civilianisation programme where this is lagging. I would be grateful to be kept in touch with the action you are taking on this front. No doubt you will be considering in this context the recent Audit Commission recommendation for a rationalisation of administrative support facilities for police officers.

As the Police Federation Conference is past and you have recently announced your approval for increases in provincial force establishments covering the third year of the existing programme, I see no immediately pressing need to announce a review of police manpower need. In whatever form such an announcement was made, it would be bound to engender speculation that significant increases in the programme were being considered. I would be grateful therefore if you would defer any such an announcement until we have had time to discuss your proposals fully. As John Moore has said we may well have to do so collectively. We might also discuss how best such a review could be handled; but for example a low key approach might be achieved by linking the longer term forward look at requirements which you have in mind with the new arrangements to systematise police manpower applications that I understand you are considering.

I understand that our officials have had an initial discussion about your suggestion that new posts, the cost of which are fully met by agencies, should not count against any manpower programme agreed. I agree that they should report on this in time to inform E(LA).

I am copying this letter to the Prime Minister, other members of E(LA), Malcolm Rifkind, Tom King and Sir Robin Butler.

Yours sincerely

for JOHN MAJOR

(Approved by the Chief Secretary and signed in his absence)

NT CF

From: THE PRIVATE SECRETARY

c/f?

R15/1

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

Prime Minister 2

15 January 1988

Dear Andy,

Thank you for your letter of 14 December raising two issues which emerged from the Prime Minister's lunch with the Police Federation.

We were puzzled by Mr Cripps' suggestion that some time within the last ten years an instruction had issued from the Home Office to the effect that police officers were no longer to visit public houses as part of their standard beat. Since we were unaware of any such advice we contacted the Police Federation for clarification and our attention was drawn to a court decision in 1972 and a Home Office Circular that subsequently issued in 1977. But far from discouraging police officers from entering pubs, that Circular informed the police of amending legislation which removed doubt caused by the court judgment and made it clear that police officers were able to enter licensed premises without specific grounds for suspecting an offence at any time during the permitted hours for the premises or during the first 30 minutes after the permitted hours end. The Home Office has not sought to discourage police officers from visiting pubs on their beat, and we are explaining the position to Mr Cripps.

As to the point arising from clause 6 of the Social Security Bill, Peter Baldwinson has confirmed that people not in receipt of unemployment (or supplementary) benefit are not eligible to join the Enterprise Allowance Scheme. He has explained, however, that the Scheme is not a general subsidy for new small businesses. Its specific purpose is to provide an incentive for unemployed people who wish to start up in business but are deterred from doing so because they would lose their entitlement to benefit. The Scheme is designed to overcome this disincentive by helping to compensate for the loss of benefit and so encourage the creation of businesses which would otherwise not exist. Those not receiving benefit, for whatever reason, do not face the same financial disincentive and are therefore outside the scope of this particular Scheme. People not eligible for the Scheme can still take advantage of Government supported advisory, counselling and training services to start their own businesses.

I am copying this reply to Bruce Calderwood (DHSS) and Peter Baldwinson (DoE).

Yours sincerely,

Mike Mawer

P J C MAWER

P A Bearpark, Esq.,

From: THE PRIVATE SECRETARY

1. DEA to see
2 Prime Minister to see.
4

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

12 January 1987

N. C U.
12.1

Dear Nigel,

The Home Secretary thought that the Prime Minister would like to see the enclosed copy of the 1988 strategy statement which he has received from the Commissioner and which is to be published tomorrow. I am also enclosing a copy of the Written Answer which will be given to announce the statement's publication.

The Home Secretary has discussed the 1988 statement with the Commissioner and has agreed with him the general principles outlined in his strategy, which are largely the same as those agreed for last year.

Yours sincerely,

P J C MAWER

Nigel Wicks, Esq.,

ARRANGED PARLIAMENTARY QUESTION AND WRITTEN ANSWER

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

REPLY

I am placing copies of the Commissioner's strategy statement for 1988 in the Library of the House today. I am also sending a copy to all Rt Hon and hon Members whose constituencies fall wholly or partly within the Metropolitan Police District. I hope to meet London Members soon to discuss the statement.

I have discussed the Commissioner's statement with him. The Force Goal for 1988 is to continue to improve the quality of service to the public by:

(a) The reduction of criminal opportunity through crime prevention, public contact, involvement and co-operation.

(b) (i) The enhanced detection of specific criminal offences (e.g. robbery, burglary, drug misuse, racial attacks, sexual offences against women and vandalism) in accordance with locally or centrally identified priorities;

(ii) a concerted attack on organised crime and the elimination of resulting profits.

(c) The enhanced support, care and concern for victims of crime including the victims of domestic violence.

(d) Improved effectiveness both in the preservation of public tranquility through closer community/police relations and in the policing of public disorder through better tactical control, communications, equipment and training.

METROPOLITAN POLICE

STRATEGY STATEMENT

1988

Peter Imbert QPM

Commissioner of Police
of the Metropolis

January 1988

STRATEGY STATEMENT
OF THE
COMMISSIONER OF POLICE OF THE METROPOLIS
1988

I was appointed to the post of Commissioner on 1 August 1987 and, since then, much of my thought and that of my Policy Committee has been directed towards the Force Strategy for 1988.

1988 will be the third year of the Force Goal that was set from January 1986. It was never the intention that the Goal would be an inflexible target for the Force during this period, rather that it might be adjusted in detail each year in order to reflect any changes in priorities, or to re-emphasise any matters of particular concern at the Force level. The main aim of the Goal is to provide a direction and focus for action and consultation, whilst not constraining the opportunity to impact local priorities.

THE 1988 STRATEGY

Having considered the detailed reports generated by the Force planning system, I conclude that it is not necessary to make any substantial adjustments to the Force Goal for 1988. Rather, it is necessary to urge all members of the Force to pursue our established aims with the openness and determination that characterises the Metropolitan Police. It is appropriate therefore to re-emphasise the continuing need for the Force to address the issues set out in the Goal (attached at Appendix 'A') in order to provide further improvements in the quality of service given to our public.

The established strategic themes of the Force that characterise and underpin all our activity will be:-

i) **the necessity for public consultation and co-operation,**

ii) **the need for professionalism and integrity, together with**

iii) **an emphasis upon economy, efficiency and effectiveness.**

These themes require concentration both upon the operational activities which bring us into contact with the public, and upon the internal organisational systems by which the Force services itself. My strategy for 1988 is therefore straightforward:-

i) **to continue to improve the quality of service provided to the public by consolidating and extending the successful operational aspects of the 1987 strategy as contained in the Force Goal and**

ii) **to improve the support to, and the use of that support by, the operational arm of the Force in order to assist all officers in providing an improved quality of service to the public.**

COMMENTARY ON THE STRATEGY

The Force Planning System

1. In determining the foregoing strategy it has been necessary to draw upon and analyse all available information relating to the performance of the Force during 1986/87. This exercise would have been impossible had it not been for the thoroughness and quality of the reports generated throughout the Force by the planning system introduced by my predecessor.

2. It is therefore my intention to develop and rely upon this system to inform my strategic decisions. It is vitally important that the Force is able to examine itself in this way, and it is my intention to extend the Force planning system to all operational and support aspects of our work. There will continue to be an emphasis upon the setting of precise objectives and the measurement of our activities, with the wider use of performance indicators at divisional, area, support department and Force levels.

The Achievements of 1987

3. I was led to the conclusion that 1988 should extend and consolidate the achievements of 1987 after examining the strategy in the light of the many positive and noteworthy achievements of that year. 1987 saw a welcome lessening of the pressures of maintaining public order on the streets of London. Trade disputes and widespread occurrences of public unrest were not present on anything like the scale of previous years and this respite gave the Force an opportunity to concentrate upon more traditional policing activities. There was also a lessening in the flow of new legislation and this helped us to concentrate upon improving our standards of service. Nonetheless, the Force acknowledges the need for, and welcomes legislation that will increase our effectiveness in dealing with the problems of guns and knives.

4. The acquisition and deployment of manpower and other resources were of course a major feature of the 1987 strategy and it is encouraging to note signs that our street duty presence is slowly increasing. Similarly, although the progress that has been made this year towards civilianisation is most welcome, it is also very slow. One hundred and forty-eight police officers were released for operational duty as a result of head for head civilianisation in 1986/87 and 157 civil staff were appointed to posts where they will relieve the administrative burden on the police; but the 1986 Manpower Review identified over 1300 posts for possible civilianisation, although not all would enable police officers to be released.

5. The changes and emphasis brought about by the 1987 strategy have been well received in many quarters. New policies were introduced in respect of domestic violence and racial attacks, and our initial attempts to target resources towards offences of street robbery showed encouraging results. The publication of our 'Equal Opportunities Statement' is a further example of the determination within the Force to press ahead with contemporary policies designed to ensure that the Force is responsive to the expectations of Londoners.

6. Overall, the Force is committed to improving our standards of service, and the time is now opportune for all members of the Force to demonstrate their true professionalism by developing the methods and initiatives that have been created over the past few years to a point where our service to the public will be second to none.

Strategy 1988

7. In the light of the foregoing and the analysis of the problems and priorities facing the Force, my operational emphasis for 1988 will be to consolidate and extend those features of the 1987 strategy that have proved to be successful and which offer the best opportunity for tackling policing priorities set out in the Force Goal. The issues on which I will concentrate are discussed below. However, the absence of other issues such as traffic, especially the problem of drinking and driving, does not imply any lack of concern. The Force will strive to make an enthusiastic contribution to the quality of life in London through improved standards of service in many areas outside the specific Force Goal.

Policing style

8. The style of policing throughout the Metropolitan Police District will continue to emphasise the importance I attach to the police-public contract. Public consultation and co-operation will remain features of one of my major strategic themes, together with the continuing commitment of the whole Force to greater professionalism and integrity within every function and at every level. This will involve further development of our now well tested methods of preventive policing, such as neighbourhood watch, the multi-agency approach and, of course, further encouragement of the public to meet their responsibilities as a party to the policing contract, both individually and through voluntary and statutory agencies. To this end the Force will make greater use of publicity drives such as the 'Streetcrime' campaign to focus public attention.

9. Such an approach is not new; the components are by now well known and I intend to build upon these established methods in order that the quality of police services provided in London will develop to meet the expectations of the public who seek our help. In this context, the Force will continue to develop a comprehensive training strategy to ensure that the principles on which Force policies are based are reflected and supported throughout our training programme.

10. We will endeavour to encapsulate this approach to policing in a simple corporate statement of intent that every member of the organisation can identify with and work towards. Such a statement will reinforce the concept of the Force as a single entity with a common purpose. It will be developed within a programme designed to enhance the status of the Force both internally and externally. This will enable further progress to be made by capitalising on the untapped potential of our policing style. Much more can be achieved by greater public awareness and public involvement in crime prevention initiatives, but it will not be possible for us to exploit such approaches fully if members of the Force and the public themselves do not share a steadfast confidence in the style of policing. My strategy will therefore address this issue and we will endeavour to explain our approach to policing, in a programme designed to assist with the improvement of our policing service through an enhanced corporate identity.

Inner City Policing

11. These considerations of policing style are particularly relevant to inner city areas where crime and fear of crime are especially high. We will therefore give priority to those aspects of police work that help to improve the quality of life in inner city areas by addressing 'high fear' crimes. The estates policing initiative, our new procedures for dealing with racial

attacks and the targeting of resources to divisions that experience an especially high incidence of street robbery and other violent theft, better support for victims of crime and further efforts to improve co-operation between police and public, will all remain as central components of my strategy for tackling inner city areas.

12. There is no doubt that resources are deployed too thinly across the whole of London to have a significant effect on the major problems of those divisions covering particularly deprived inner city areas. This is especially the case in respect of crimes such as street robbery and other 'high fear' crimes associated with personal violence where additional police presence on the street can have an important deterrent effect. Many such divisions cover areas of London that are already hard pressed in policing terms, with demands for our services running at sustained and intense levels. Accordingly, it is difficult to impact violent crime significantly with our present resources and, simultaneously, to maintain an adequate standard of service across the full spectrum of all other responsibilities.

13. During 1987, our efforts to focus resources on parts of London that have a particularly high incidence of street robbery met with some success. The rate of increase of this type of crime has not been as high on those divisions that were targeted by the initiatives as on the remainder. Therefore, we will refine and develop this approach in order to target the allocation of any extra resources we receive to particular 'high fear' crimes, especially street robbery, in those areas where such crimes are highest and where they represent a major limiting influence on the quality of life.

14. Simply, we must decide at a Force level where the priorities lie, and concentrate upon them. We cannot meet every demand and not every demand is a priority. Improvements to the quality of life in the inner city areas will need concerted action by central and local government, linked with the efforts of other agencies including ourselves. Careful and sensible policing will be directed at identified priorities without spreading resources so widely as to be ineffective.

Organised Crime

15. The attack on organised crime will continue. It is certain that the fabric of society is threatened by the activities of groups of organised criminals which operate both nationally and internationally over a wide range of illegal activities encompassing drugs, fraud, violence and robberies. The work of 1987 involving intelligence and surveillance techniques to target both crimes and criminals, combined with the attack upon the money supply and the ensuing profit of criminals, will continue. However, such operations are expensive, both in terms of experienced manpower and other resources. Therefore, it is necessary to be aware of the cost of such operations, but this cost, albeit high, must be set against the alternative of allowing organised crime to take root in London as it has in so many other major cities worldwide.

Resources

16. Turning now to the second part of my 1988 strategy, there is clearly a need to improve upon existing support policies and to develop new initiatives to make better use of existing resources. A continuing strategic theme will be to seek improvements in effectiveness, efficiency and the economic use of our resources and to ensure best value for money. To this end I will seek to draw further benefits from the Force reorganisation completed during 1987 and will examine ways by which greater operational

efficiency may be achieved. The development of our corporate identity programme will also be significant to this strategic theme, as it is essential that both operational and support functions are tied in closely to common aims and priorities. The Force Planning and Scrutiny systems will be of considerable help in this respect as will be the work already undertaken on an information strategy for the Force. The involvement of Her Majesty's Inspectors of Constabulary will also be of benefit in supplementing the work of my internal system of inspections in gauging the efficiency of the Force.

17. In order to ensure that the very best is made of our recruitment opportunities, a number of initiatives will be put in hand to protect the Force from unacceptable levels of wastage and to improve upon the efficiency of our recruit training programme. This drive will be combined with an examination of the possibility of short term contracts for more mature recruits and the opportunities for job sharing. The Force as a whole must work to ensure that the very best is made of all the recruiting and manpower development opportunities that are presented, in order to allow us to reach, and to draw the greatest benefit from our present authorised establishment.

Capital Investment

18. A contract has been let for the provision of a computer-based Crime Reporting Information System (CRIS). This major project represents a substantial investment in technology and will provide important operational benefits. Its cost will need to be spread over a number of years. Similarly, other individual projects, and works associated with the Police and Criminal Evidence Act, such as improved facilities for the processing and custody of prisoners, will be a heavy charge on our capital building allocation. It is particularly important, therefore, that all our funds should be used to best advantage in promoting greater operational efficiency.

19. In that context I am aware of a tension between the natural desire of divisional and area management, the operational users, to have greater control of resources, and the need for forcewide systems to achieve economy of scale and to make the best use of the professional expertise available in the provisioning departments. A balance must be struck to ensure that decisions on the expenditure options take full advantage of the expertise of both the operational users and the provisioning departments. I therefore intend to review our present mechanisms so as to ensure that capital expenditure is committed in the most effective and efficient manner.

Conclusion

20. In summary, during 1988 I intend to consolidate the many substantial achievements of the past few years. However, consolidation will mean development and reinforcement of our established approaches to policing London and this in turn must demand the highest levels of professionalism and support.

Peter Imbert.

Peter Imbert
Commissioner of Police
of the Metropolis

FORCE GOAL 1988

To address the continuing need to improve quality of service to the public by:

a) The reduction of criminal opportunity through crime prevention, public contact, involvement and co-operation.

b) (i) The enhanced detection of specific criminal offences (e.g. robbery, burglary, drug misuse, racial attacks, sexual offences against women and vandalism) in accordance with locally or centrally identified priorities.

(ii) A concerted attack on organised crime and the elimination of profits therefrom.

c) The enhanced support, care and concern for victims of crime including the victims of domestic violence.

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.

CF
Did this come in?
JR 28/1

Lie

10 DOWNING STREET

LONDON SW1A 2AA

14 December 1987

From the Private Secretary

Dear Philip

Mark file with SG.

PRIME MINISTER'S LUNCH WITH THE POLICE FEDERATION: 14 DECEMBER

Thank you for your letter of 10 December to Mark Addison enclosing voluminous briefing for the above lunch. This was most useful.

The discussion after lunch ranged over a number of issues, concerning primarily the Police Federation's gratitude for all that the Prime Minister and the Government had done for them over the last nine years, and engaging in some muted lobbying for future support on issues such as pay and conditions.

There were two specific points raised on which I should be grateful for further advice. The first of these was the allegation by Peter Cripps to the effect that some time within the last ten years an instruction had issued from the Home Office to the effect that police officers were no longer to visit public houses as part of their standard beat. They could, and did, still go into them when necessary e.g. when investigating under-age drinking, but it was felt that it was important that they should regularly visit all the public houses on their beat to maintain a general relationship with the people there. Could you please check if any form of central directive was issued, and if so what the background to this was.

The second item which was raised was the Social Security Bill which was covered in your briefing. The Police Federation seemed to accept that it was unlikely that police officers alone could be exempted from this, but argued strongly that it had an undesirable knock on effect in that they would not be eligible for the enterprise allowance to enable them to set up small businesses, something which many of them did. The Prime Minister agreed that this should be looked at, and I should be grateful if you could do so in conjunction with DHSS and the Department of Employment, and let me have a short note in due course.

I am copying this letter to Bruce Calderwood (Department of Health and Social Security) and Peter Baldwinson (Department of Employment).

Yours ever

Andy

P.A. Bearpark

Philip Mawer, Esq.,
Home Office.

PERSONAL AND CONFIDENTIAL

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

30 March 1987

The Prime Minister has seen the Home Secretary's letter of 27 March, which she has noted without comment.

MARK ADDISON

Stephen Boys Smith, Esq.,
Home Office.

From: THE PRIVATE SECRETARY

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

PERSONAL

27 March 1987

Dear Nigel.

THE COMMISSIONER AND PERSONAL PROTECTION

You spoke to William Fittall yesterday about the Home Secretary's personal letter on the Commissioner.

I put your points to the Home Secretary, and attach a revised letter which he has signed. I think it meets the main point, but this is as far as he wants to go by way of changing the original.

Yours.

S W BOYS SMITH

Nigel Wicks, Esq.,

PERSONAL AND CONFIDENTIAL

Prime Minister 2

QUEEN ANNE'S GATE LONDON SW1H 9AT

This does not mean the Commissioner wants to go ahead with his proposals on protection.

27 March 1987

N.L.W. Markyon MS

Dear Prime Minister, 27.3

Kenneth Newman asked to see me last week, following our talk with him about protection. He said that having reflected on what you had said he was minded to write to you expressing sadness at the line you had taken. In particular he regretted that you had said that his approach was based on some sort of bias against Special Branch. This was not so. His proposals were based on an objective analysis of how protection should be organised, and in particular on the study of the Metropolitan Police Special Branch responsibility for Irish Republican terrorism made by Jack Cradock in 1985.

He said that the proposals which he had prepared had been fully in line with the principles of the FMI and he was concerned that they had not found favour. I said that your commitment and mine to the FMI remained unchanged but that in this instance you had felt there were compelling reasons against what he had proposed. You had specifically left him room for manoeuvre, particularly on overtime.

I told Sir Kenneth that it would be better for me to pass on his reaction quietly to you rather than for him to start a correspondence; hence this letter.

MS Yours,

Douglas.

The Rt Hon Margaret Thatcher, M.P.

PERSONAL AND CONFIDENTIAL

010

From: THE PRIVATE SECRETARY

cc BG.

Prime Minister

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

23 March 1987

Dear Mark

POLICE SERVICE MANPOWER

The Home Secretary thought that the Prime Minister would like to know that the police manpower figures for 31 January show that the strength of the service in England and Wales has reached an all time high.

The total strength of the service was 122,100, an increase of 10,607 since May 1979. The total manpower available to the police (officers plus civilians) was 162,514, an increase of 16, 391 since May 1979. There are 1,062 vacancies in provincial forces at the end of January and a shortfall in the Met of about 460.

Yours ever

W R FITTALL

Mark Addison, Esq

10 DOWNING STREET

LONDON SW1A 2AA

10 March 1987

From the Principal Private Secretary

Dear Stephen,

MANAGEMENT RESPONSIBILITY FOR MINISTERIAL PROTECTION WITHIN THE METROPOLITAN POLICE

The Prime Minister had a meeting this morning with the Home Secretary and the Commissioner of the Metropolitan Police about the possibility of transferring responsibility for the personal protection of Ministers and diplomats from the Special Branch to the Royalty and Diplomatic Protection Department (RDPD).

After the Prime Minister had invited the Commissioner to explain his thinking on this issue, the Commissioner recalled that the possibility had been first mooted as long ago as 1974. Several reports and reviews since then had supported the approach of brigading all protection duties under a single senior officer. There were several reasons supporting such an approach. The main job of Special Branch was to gather, collate and disseminate information on subversive activities. Talents and training for that work were different from those needed for protection work. It was inefficient to take two years to train an officer for Special Branch work and then to transfer him to protection duties. The Met were rightly under considerable pressure to use resources efficiently. The change that he had in mind would save senior officers' posts and there would be considerable savings in overtime since the overtime arrangements for the RDPD were less generous than the Special Branch's. It would be a mistake to think that there was any discrimination within the force against Special Branch. Indeed, C13 Department, responsible for anti-terrorist operations, had been brought within Special Branch so that there could be a better flow of information between the two units. There was understandable resistance to the change, but the other parts of the Met had coped with much greater change, for example, in the abolition districts. He could assure the Prime Minister that she would notice no change in the protection arrangements so long as she was Prime Minister.

The Prime Minister replied that she saw no reason to alter present arrangements. They seemed to her to work superlatively well. Many of the Commissioner's arguments

seemed to rest on administrative tidiness; but this was too often an enemy of sound administration. She found it invaluable for her protection officers to have the sort of experience gained in Special Branch. A spell of duty in her team would, in her view, provide them with invaluable experience. The changes which the Commissioner described would, she was sure, take the heart out of an elite on which the nation relied for an important part of its security. The Commissioner's argument for bringing C13 into Special Branch - facilitating a better flow of information - made her point further. The communication between Ministers' protection officers and Special Branch would, she was sure, deteriorate over time if functions were separated. All her experience suggested that it was wrong to re-organise simply for the sake of re-organisation.

Towards the end of the discussion the Prime Minister said that the Commissioner was in charge of the arrangements for the Metropolitan Police and she could and would not try to prevent any change. But he should know that the changes which he suggested would, in her view, undermine morale and make her less confident about the protection which she received. The Commissioner replied that he was bound to place great weight on the view of the Prime Minister, and he would not propose to make a change which flew in the face of her strong views. The Prime Minister noted this decision with thanks.

Yours sincerely

Nigel Wicks

N. L. Wicks

Stephen Boys Smith, Esq.,
Home Office.

From: THE PRIVATE SECRETARY

CONFIDENTIAL

CCBG
LB/UP

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

9 March 1987

Dear Andy,

METROPOLITAN POLICE RESPONSIBILITIES FOR PROTECTION

In response to your letter of 6 March, I enclose a short note for you to show the Prime Minister before tomorrow's meeting on protection with the Home Secretary and the Commissioner.

Yours,

S Boys Smith

S W BOYS SMITH

Andy Bearpark, Esq

CONFIDENTIAL

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ANNEX A

MANAGEMENT RESPONSIBILITY FOR MINISTERIAL PROTECTION WITHIN THE METROPOLITAN POLICE

The case for change

1. It has been the police's aim to bring together all their protection branches in a single Department since 1979, following a review of protection after the assassination of Lord Mountbatten of Burma.

2. Administratively, there would be benefit and economies from harmonising the arrangements for training, delpoyment, transport and communications.

3. Officers employed on protection duties at present undergo the full range of Special Branch training. The police believe that this is wasteful and inapposite: protection is a specialism in its own right.

4. It is anomalous that the Royal Family should be protected by one part of the force and Ministers and dipolomats by another. It is also anomalous that a Minister's personal protection officer is from Special Branch but that the static guard outside his or her home is from the RDPD.

5. The aim is to combine the best aspects of Royalty and Ministerial protection in one Department - each could benefit from the skills and experience of the other.

6. The police assure us that there will be no lowering of standards - the RDPD have extensive experience of protecting the Royal Family and often act in support of Special Branch.

7. The protection squad of Special Branch would not have to take other Special Branch officers away from important intelligence or immigration duties at times of peak demand.

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8. The police believe that there would be no discernible change so far as Ministers are concerned; it could take up to five years to recruit extra officers for the RDPD to replace existing Special Branch protection officers.

Home Office
March 1987

POLICE

POLICY

PT2

SRWASD

PRIME MINISTER

MEETING WITH THE COMMISSIONER ABOUT SPECIAL BRANCH PROTECTION

The Home Office note below explains the case for the Commissioner's proposal to transfer Ministers' protection squads from the Special Branch to the Royalty and Diplomatic Protection department.

Formally this is a matter for the Commissioner's own professional judgment and decision. So it is probably not worth arguing the technical merits and demerits of his proposal. But you might like to make the following points:

(i) as a consumer over a long period you are extremely satisfied with the service provided by the present protection arrangements. You cannot believe that any change will improve matters. You follow here the American adage "if it ain't broke, don't fix it";

(ii) with no disrespect to the officers of the RDPD, you cannot believe that the transfer of the protection squads from the Special Branch into the RDPD will not, over time, affect the quality of the officers. The Special Branch has its own cachet, which attracts the highest quality officers. You rather doubt whether the RDPD is quite the same;

(iii) it is argued (in paragraph 7 of the Home Office note) that if the protection squads are part of the RPDP; officers from the operational intelligence squads in Special Branch, would no longer have to be withdrawn from the duty to bolster the Special Branch Protection squad at times of peak demand, as has happened over the years. The reinforcements could in future come from the RDPD. If that is an important concern, the point can easily be met within existing arrangements. The Special Branch protection squads should be reinforced, at times of peak demand, by men from the RDPD, not from the operational intelligence squads in Special Branch;

(iv) if the Commissioner persists, you might accept that protection for diplomats and visiting dignataries should be given entirely to the RDPD, to the extent that this has not already happened. But existing arangements for Ministers, involving protection by the Special Branch, should remain.

Whatever the outcome of the discussion, you might say that you are looking forward to seeing the Commissioner at Chequers on 19 July at the lunch which you are giving in his honour.

N.L.W.

(N. L. WICKS)
9 March 1987

file

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

6 March, 1987.

METROPOLITAN POLICE RESPONSIBILITIES FOR PROTECTION

William Fittall will have told you that the meeting proposed in your letter of 5 March to Nigel Wicks has been arranged for Tuesday, 10 March. I confirm that we would like a short note from you on Monday which we can show to the Prime Minister as background to this.

(P.A. Bearpark)

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

From: THE PRIVATE SECRETARY

CONFIDENTIAL

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

5 March 1987

Prime Minister
Agree to see the Commissioner?
N.L.W. 5.3

Yes pls

Dear Nigel,

METROPOLITAN POLICE RESPONSIBILITIES FOR PROTECTION

As you know, the Home Secretary had a word with the Prime Minister on 18 February about the proposed transfer of Special Branch's protection responsibilities to the Royalty and Diplomatic Protection Department (RDPD).

The Home Secretary has reflected on the Prime Minister's objections. He fully understands the Prime Minister's concern that the quality of service might suffer if the change were to take place and that many people could be unsettled by it. The police assure us, however, that the quality of service would not in any way be affected by the change. The RDPD have extensive experience of protecting the Royal Family over a number of years and their intention is to improve standards overall by bringing together the best aspects of Royalty and Ministerial protection in one specialist unit. Indeed the police believe that the change makes good managerial sense in a number of respects.

The police also believe that the change would make no discernible difference so far as Ministers are concerned. Ministers would retain their existing protection officers well beyond the date when the change would take place; it is thought that it could take as long as five years to recruit the new personnel who would be required to take over the Special Branch duties.

We have told the Commissioner that the Prime Minister is opposed to the change. He would nevertheless value the opportunity to put the case for this change to her direct before he takes a final decision, and the Home Secretary hopes that the Prime Minister will be able to meet him for this purpose.

Yours ever,
Stephen

S W BOYS SMITH

Nigel Wicks, Esq.,

CONFIDENTIAL

CF Per return magazine
& HB

4

PRIME MINISTER 18 February 1987

POLICE
(Weekend Box)

It is two years since we gave you a copy of the Police Magazine when you said you read it 'from cover to cover'!

There are two things that might interest you in this months issue. Firstly, on page 3, the photograph with the caption 'Look what Brenda Dean's peaceful supporters left behind'; this and the article speak volumes for the political violence we face and that the police face for us.

Secondly, in the aftermath of Anderton's affirmation of moral values, a number of rank and file police speak out in forceful and persuasive support of Anderton - pages 20, 22 and 24.

HB.

HARTLEY BOOTH

46

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

28 January 1987

Thank you very much for your letter of 27 January about the meeting with representatives of the Greater Manchester Police Authority and with the Chief Constable. The Prime Minister has noted this.

P. A. BEARPARK

Stephen Boys Smith, Esq.,
Home Office.

DIS.

From: THE PRIVATE SECRETARY

CONFIDENTIAL

cc BG

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

Prime Minister 2

27 January 1987

Dear Andy,

Further to my letter of 23 January, you may wish to know at Nap that senior officials and HM Chief Inspector of Constabulary and the Regional HMI held a further meeting at the Home Office today with representatives of the Greater Manchester Police Authority and with the Chief Constable.

After discussion of the difficulties that had arisen in their working relationships, both sides fully accepted the need to co-operate more closely in the future. The independent responsibility of the Chief Constable for all operational matters was acknowledged by the members of the Police Authority, who paid tribute to his abilities. They understood that they had no powers to require the Chief Constable to give any undertakings about his public pronouncements or to seek their permission before speaking on any matter. They wished to work harmoniously with him.

The Chief Constable said that he wished to establish better relations and work closely with the Authority at all times. He had not expected his recent speech on AIDS or his remarks on Radio 4, which had been heavily edited and given undue publicity by the BBC, to arouse such controversy. He had complained to the BBC about that. He was glad to know that his independent authority was recognised, and he for his part undertook voluntarily to meet regularly with his Chairman and discuss matters of common interest, so that each could be aware in advance of any developments which might give rise to concern. He had no desire to arouse unnecessary controversy.

The meetings have thus succeeded in establishing the basis for better relationships in future, which the Regional HMI will endeavour to foster. Both sides agreed on the need to act in the interests of providing the best possible police service to the people of Manchester, and to minimise the destructive efforts of the so-called Manchester Police Monitoring Group, which a minority of militant members of the Authority supported.

The Chairman and Chief Constable agreed a joint Press statement which they presented together to the Press at a short conference after the meeting. In reply to questions both the

/Chairman

Andy Bearpark, Esq

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Chairman and the Chief Constable emphasised that the Chief Constable would always be free to speak his mind at his discretion, and that their sole aim was to work closely and harmoniously together in the interests of the policing of Greater Manchester. The Home Secretary has issued a short Press statement welcoming this outcome, which fully supports and preserves the Chief Constable's position.

Yours,

S W BOYS SMITH

T.R.

GREATER MANCHESTER POLICE

HOME SECRETARY'S STATEMENT

The Home Secretary was pleased to learn of the understanding reached in the meeting the Chief Constable of Greater Manchester and representatives of the Police Authority held at the Home Office today. He was glad to note the emphasis placed on the importance of a good working relationship between the Police Authority and the Chief Constable, which he is sure is in the interests of the efficient policing of Greater Manchester.

E.R.

STATEMENT FOLLOWING A MEETING AT THE HOME OFFICE

The Chairman of the Greater Manchester Police Authority and the Chief Constable met today at the Home Office with senior officials, Her Majesty's Chief Inspector of Constabulary and the Regional Inspector of Constabulary. The Chairman was accompanied by the Deputy Chairman, Chairman of the Personnel Committee and the Clerk of the Authority.

All agreed that a good and harmonious working relationship between the Police Authority and the Chief Constable is essential to their joint objective of providing the best possible police service to the people of Greater Manchester. All agreed to work together to avoid unnecessary controversy which might distract from that objective, realising that it was important to prevent a repetition of the controversies which had arisen during the first nine months of the Authority's existence.

The Chairman and Chief Constable agreed to meet regularly to discuss matters of common interest to them, so that each is aware in advance of any developments which might give rise to concern. Those discussions will take full account of their respective statutory responsibilities under the tripartite system.

Police Policy Pt2

file DTS.

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

26 January 1987

Thank you for your letter of 23 January. The Prime Minister has seen this, and has commented that it would be outrageous if the Chief Constable were required to seek clearance for all his public speaking engagements.

P A BEARPARK

Stephen Boys Smith, Esq.
Home Office

6

From: THE PRIVATE SECRETARY

CONFIDENTIAL

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

23 January 1987

Prime Minister ②
A report on the meetings at the Home Office yesterday. MGA 23/1

Dear Andy.

GREATER MANCHESTER POLICE

You may wish to have a brief account of two separate meetings which senior officials held at the Home Office yesterday with representatives of the Greater Manchester Police Authority and with the Chief Constable.

Despite some misrepresentation in the media, the meetings were not held in order to reprimand the Chief Constable for his recent remarks, although it is those remarks which precipitated them. There has for some time been concern about the state of relations between the Chief Constable and his Police Authority notwithstanding the hope that the abolition of the Metropolitan authority at the end of March last year should have allowed for an improvement. The Chairman of the Police Authority asked early in the week if he could see the Home Secretary, who decided it would be better in the circumstances if he were received by senior officials. The invitation to the Chief Constable was issued after this proposal had been accepted by the Chairman.

The Chairman, with his Deputy and the Clerk, were received by Mr Partridge, Deputy Under Secretary of State, Sir Lawrence Byford, HM Chief Inspector of Constabulary, Sir Philip Myers, HM Inspector responsible for the North West region, and other officials. The Chairman emphasised the difficulties the Authority had faced since its establishment in April and their desire to move away from the antagonism of the past and to establish good relations with the police at all levels. There had been an informal agreement with the Chief Constable that he would refrain from controversial statements which had not previously been discussed with the Chairman; the Chief Constable's speech on AIDS had breached that agreement. The Chief Constable's broadcast on a BBC religious programme had similarly breached a further understanding reached after the AIDS speech. The consequence was that the Chief Constable's pronouncements risked undermining the Chairman's position within the Authority to an extent where in his view radical elements were gaining strength. The Chairman and his colleagues stressed that he belived the Chief Constable was an extremely good police officer but that his actions were bringing both the force and

/the Authority

Andy Bearpark, Esq

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the Authority into ridicule. If the Chief Constable did not agree to curb his public statements on controversial matters then the Authority would be bound to look at possible ways of removing him on the grounds that his behaviour threatened the efficiency of the force; informal undertakings had proved inadequate in the past. In discussion the Chairman expressed his desire to support the Chief Constable and work in full co-operation with him. He agreed to a suggestion from officials that it would be helpful to have a framework of regular but informal meetings between him and the Chief Constable, especially to look at possible controversies before they came to the fore; it appears that discussions of this kind do not now take place.

In the light of the meeting the Chairman and his colleagues agreed to attend a further discussion at the Home Office next week, if that were acceptable to the Chief Constable, in an attempt to resolve the difficulties which had arisen. Accordingly, they did not press a proposal with which they came armed to send the Chief Constable a letter requiring him to seek clearance for all his public speaking engagements. It was agreed that there would be no public comment in the meantime beyond a reference to the talks having been constructive.

This would be outrageous.

The Chief Constable was received by Sir Brian Cubbon, Permanent Under Secretary of State, with Mr Partridge and Sir Lawrence Byford. Sir Brian expressed sympathy for the way in which the Chief Constable had been treated and for the difficulties he had faced in his relations with local politicians. He said that the main concern should be to preserve the impartiality and reputation of the police service. Whatever the justification for individual remarks, there came a point when controversy was damaging to the service and to the stability of the tripartite system - a point with which the Chief Constable agreed. The Chief Constable set out his perceptions of the conduct of the Police Authority and there was discussion of the possible controversial effect of public remarks, given in particular the context in which they were made. The Chief Constable fully recognised that the position was serious and that it was his duty to do all he could to help resolve matters. He agreed to a meeting with the Police Authority and the Home Office which, Sir Brian emphasised, would take place against the background of three fundamental propositions: (i) the Chief Constable's operational independence; (ii) the Chief Constable's unilateral acceptance of the proposition that controversy was damaging to the police service; and (iii) his desire to co-operate and discuss informally matters of concern. Sir Brian concluded the meeting by reiterating the Home Secretary's and the Home Office's support for Mr Anderton as Chief Constable, but made it clear that the present position was serious and should not be allowed to escalate or be repeated.

/Arrangements

Arrangements have accordingly been made for a tripartite meeting to be chaired by Mr Partridge in the Home Office on Tuesday 27 January. Both the Chairman and the Chief Constable expressed appreciation for the way in which they had been received at the Home Office and for the efforts being made to resolve their differences of opinion. All parties agreed that press comment should be confined to reference to the constructive talks and the proposals for this further meeting, and they have done this. We are satisfied that Ian Smith's piece in today's Times is fabrication.

Yours,

S W BOYS SMITH

CONFIDENTIAL

10 DOWNING STREET

From the Principal Private Secretary

16 January 1987

Dear Stephen,

METROPOLITAN POLICE RESPONSIBILITIES FOR PROTECTION

The Prime Minister has seen the Home Secretary's minute of 15 January about the proposal to transfer the Special Branch's responsibilities for the personal protection of Ministers and diplomats to the Royalty and Diplomatic Protection Department.

The Prime Minister has made clear that she opposes this proposal most strongly. She believes the standard of protection would fall and great resentment and unhappiness would be felt all round. She believes therefore that the proposal should not be pursued.

I am sending a copy of this letter to Joan MacNaughton (Lord President's Office), Andrew Lansley (Chancellor of the Duchy of Lancaster's Office) and Trevor Woolley (Cabinet Office).

Yours sincerely,

Nigel Wicks

(N.L. Wicks)

Stephen Boys Smith, Esq.,
Home Office.

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The National Archives

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From: THE PRIVATE SECRETARY

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SWIH 9AT

12/1/87

Prime Minister 2

You may wish to glance at the attached answer – there is no need to read the report.

13/1

Dear Andy

The Home Secretary thought that the Prime Minister would like to see a copy of the 1987 strategy statement which he has received from the Commissioner and which is to be published tomorrow. I am also enclosing a copy of the Written Answer which will be given to announce the statement's publication.

In previous years the force assessment of the past year's performance has always formed part of the strategy report. But from this year this retrospective analysis is to be included in the Commissioner's annual report which is to be published in June. The purpose of this change is to make the force assessment a more considered one with information gathered over a longer period. The new style strategy statement now simply concentrates on the plans for the year ahead as set out in the Force Goal.

The Home Secretary has discussed the 1987 statement with the Commissioner and has agreed with him the general principles outlined in his strategy.

Yours ever

W R FITTALL

P A Bearpark Esq

E.R.

Tuesday, 13th January, 1987

Written No. 169
(13.01.87)

Mr. John Wheeler (Westminster North): To ask the Secretary of State for the Home Department, if he will publish the statement by the Commissioner of Police of the Metropolis on his strategy for the coming year.

MR. DOUGLAS HURD

I am placing copies of the Commissioner's strategy statement for 1987 in the Library today. I am also sending a copy to all rt hon and hon Members whose constituencies fall wholly or partly within the Metrpolitan Police District. I hope to meet London Members soon to discuss the statement.

I have discussed the Commissioner's statement with him. The Force Goal for 1987 is to improve the quality of service to the public by:

a) the reduction of criminal opportunity through crime prevention, public contact, involvement and co-operation;

b) (i) the enhanced detection of specific criminal offences (eg robbery, burglary, drug misuse, racial attacks, sexual offences against women and vandalism) in accordance with locally or centrally identified priorities;

/(ii) a concerted

E.R.

(ii) a concerted attack on organised crime and the elimination of profits therefrom;

c) the enhanced support, care and concern for victims of crime including the victims of domestic violence;

d) improved effectiveness both in the preservation of public tranquility through closer community/police relations and in the policing of public disorder through better tactical control, communications, equipment and training.

I welcome the new emphasis on the care and support of victims of domestic violence, and the enhanced detection of sexual offences against women.

METROPOLITAN POLICE

STRATEGY STATEMENT 1987

Sir Kenneth Newman
Commissioner of Police
of the Metropolis

January 1987

STRATEGY STATEMENT
OF THE
COMMISSIONER OF POLICE OF THE METROPOLIS

1. For the last three years I have presented to you in January a report on progress towards the Force Goal, the obstacles we have encountered, and an explanation of my future strategy. These reports have served a specific purpose at a particular period in the development of the Force. Now that the procedures of external and internal consultation are well established and the planning process has become a feature of day-to-day life on divisions, the need for a full strategic report, in addition to my annual report, has diminished. The preparation and submission of two reports represents a considerable duplication of effort and an additional burden both on the Force and the reader. Last year the Force goal was set for three years and, although not set in concrete, it was thought that any changes would be in emphasis rather than in substance.

2. This statement will therefore provide a synopsis of the proposed adjustments to the corporate emphasis in 1987. The detailed appraisal of performance and the more detailed explanation of strategy will form the first chapter of my 1986 Annual Report. There is, however, one aspect of performance - the efforts to counter organised crime - to which I would like to draw attention at this stage.

3. **Organised Crime**

The impact of organised crime is perceived by many Londoners to be remote. It is natural that their own experiences and those of others in their neighbourhood should be predominant in their thinking. The impact of organised crime is nonetheless real, and experience in other countries has shown how it can erode the quality of life, commercial integrity and even undermine a country's financial base.

4. We have had important successess in countering organised crime. The sophisticated targetting of teams of criminals, operating internationally over a spectrum of serious offences, has resulted in the arrest of many of the most active criminals. Additionally, by attacking their money supply we have been able to deprive them of many millions of pounds of their illegal funds. By pursuing this tactic, it has been possible to identify property and money, amounting to over one billion dollars, the proceeds of crime in both this country and the United States. In the first few months of this year there has been a 10% increase in arrests for armed robberies (on banks and security companies) over the same period last year. The arrest of one particular team of robbers has resulted in excess of 40 highly professional armed robberies, committed over the last five years, being cleared up.

5. We have been totally successful in our investigations into cases of extortion. The reported incidence of such serious cases has more than doubled to 28 this year over last year. Our 100% success is vital if companies are not to lose confidence in the police and succumb to the threats of the extortionist.

6. Investigative skill, allied to the optimum use of the latest forensic and other technology has produced significant results. These operations are expensive both in manpower and technical resources. Their success is evidence that, given the resources, the Force has the ability and the will to serve the interests of Londoners well.

7. <u>The Costs of Freedom</u>

The cost of success is also highlighted in another area of our activity this year. The demands of public order have always been heavy in policing the capital. Our cherished freedoms to demonstrate, to assemble and to picket do have a cost. Where freedoms are in apparent conflict, the cost is consequently severe. The dispute at Wapping is a clear example. Some trades unionists wish to exercise their right to work, other trades unionists wish to exercise their right to picket, whilst a newspaper proprietor wishes to exercise his freedom to publish. The Force are the marshals in this arena of competing rights that has, from time to time, exploded into violent conflict.

Over 100,000 mandays have been used in policing this dispute since it began on 28 January. The deployment of an average of 300 officers per day has eroded the numbers of officers available for divisional street duty, thereby preventing them from making a contribution to other aspects of the Force Goal.

8. Each Saturday of the lengthy football season necessitates the deployment of at least 800 officers, either in football grounds, in the vicinity of the stadia or in central London as travelling supporters cross the capital. These deployments obviously have an enormous impact on our street duty manning levels. The Force has approached football clubs and administrators with a view to scheduling games in such a way as to minimise police resource costs and thus protect the freedom to enjoy this sport in the capital.

9. **The Pace of Change**

Recent legislation has gone to the core of policing practice. The Police and Criminal Evidence Act, the Prosecution of Offences Act and the Transport Act have changed established routines of operational and administrative practice. Each act has training and resource implications. These have been, are being, or will be met - but at a cost. The Force continues to absorb these legislative changes along with the necessary Force re-organisation and the changes in the policing environment. However, there is a universal feeling within the Force that a breathing space is now required.

10. **Priority Programmes**

It is important to emphasise that within my three year strategy, work continues on six priority programmes. These address key areas that the Force must improve upon to make progress towards the Goal. Progress has been made within all the priority programmes which embrace areas as crucial as they are diverse, ie: a more equitable distribution of manpower to Areas, the optimum deployment of that manpower, a unitary crime intelligence system, information strategy, improved internal communications and financial management. Many of the products of the programmes have already been implemented whilst further work progresses.

11. **Strategy 87**

Careful consideration of all the issues arising from Force performance, the changing policing environment, the needs expressed by Londoners and the results of extensive consultation within the Force, leads to two conclusions concerning Force strategy. The first, is that the three year strategy, which I set last year, remains soundly based. The major thrust of our corporate effort should continue in the direction set out in the Force Goal for 1986 to 1988. The second conclusion is that, in developing the strategy and adjusting the goal, particular emphasis should be placed upon the safety of the citizen.

12. **The Safety of Londoners**

The individual safety of some Londoners is potentially at risk for no other reason than the colour of their skin. This situation was recognised some years ago and specific actions taken to counter the problem. Since 1983 the issue of racial harassment has been incorporated into the Force Goal, and more recently, the specific problem of racial attacks has been featured. In order to continue to reflect the importance that I attach to the issue of racial attacks, the subject will remain as an element of the goal during 1987 and divisions will maintain their vigilance in tackling such problems wherever they occur.

13. Women and children have always been vulnerable. Their vulnerability to violence or sexual offences is not limited to public places but extends, in some cases, even into their homes. Young Londoners are potential prey to the drug dealer. Parts of London suffer from unacceptably high levels of street robbery that constrain the free movement of residents and significantly add to the fear of such crime among residents of other areas where actual crimes are fewer.

14. The focus on the safety of Londoners can be tightened by concentrating on specific aspects of management and operations, together with two small, but nevertheless significant amendments to the goal statement.

15. **Women as Victims**

The incidence of sexual offences against women is showing a disturbing increase across all our divisions. Forcewide we project an 8% increase for 1986 and this follows from a 16.6% increase in 1985 over 1984. A proportion of this increase is in response to our positive and successful strategy towards victims. Changes in our recording practice, our training and procedures, and the provision of victim examination suites have met with a favourable response from victims and opinion formers. Whilst consolidating our victim strategy it is logical to seek to improve our detection of those responsible for such offences and item b(i) of the Force goal will reflect that intention.

16. **Domestic Safety**

The home is not secure for all women or for all children. Police action cannot unravel the complexities of the emotional, psychological and financial dependencies between women and men in a shared household. What the Force can do is to respond more positively at times of crisis and give real help to victims of domestic violence. Item c) of the Force Goal will be expanded to read "the enhanced support, care and concern for victims of crime including the victims of domestic violence".

17. The Force will work seriously, within a multi-agency framework, on the problem of child abuse. The Criminal Justice Bill, whereby child victims can be spared the often harrowing experience of giving evidence in court, should materially support our efforts.

18. **Young Londoners at Risk**

Young Londoners deserve protection from the dangers of drug misuse, although some of them do not see police action as in their best interests. In addition to the serious risk to physical and mental health, there is the inducement to commit crime whilst under the influence of drugs or to finance the drug habit. The majority of divisions have identified the extent and nature of their specific problems in relation to drugs and have set objectives that address these matters by preventive strategies, enhanced detection initiatives, or a combination of both. Centrally, the wider drugs issues will continue to be tackled by a range of activities, controlled and co-ordinated by Specialist

Operations Department. These include asset tracking, drugs profit confiscation, and focused intelligence collection coupled with the Central Drugs Squad's detection functions.

19. Safety on the Street

There is a need to concentrate action in relation to one aspect of the goal. There is compelling evidence that street robbery is reaching even higher levels in specific areas. In fact, 51% of recorded street robbery is concentrated in only 12 out of the 75 divisions. These 12 are principally those within deprived and multi-racial inner city areas; there is no doubt that robbery and other forms of crime increase public fear, alienate particular groups and add to the general sense of deprivation. It is my intention to focus police activity against street robbery on those divisions where the problem is most acute. Our approach to policing these sensitive areas must be a balanced one which keeps them open to effective law enforcement and provides protection for all groups within these areas against violent crime. A great deal of effort, planning and above all professional skill will be necessary to achieve our aims but success is essential to the stability and safety of London.

20. Facing the Realities

It is easy to add to the goal statement, but such incremental growth will spread scarce resources too thinly to make an impact on any key area. Therefore the Force has studied the current goal statement carefully in order to determine those matters which appear to be of lower priority in the eyes of Londoners. The aim is to improve quality of service and that implies devoting resources to areas of high anxiety. In contrast to matters that threaten their own safety or that of their fellow Londoners, offences of 'autocrime' do not seem to be of great concern to the public, despite such offences accounting for 27% of all recorded crime. Autocrime consistently comes low down in opinion surveys and Londoners seem to regard such offences as just one of the irritating and inconvenient hazards of urban life. A considerable investment of police effort and resources has been directed at the autocrime issue over the past three years, without any measurable benefit to the public. Our crime prevention efforts will continue, but essentially this is precisely the type of crime that is most amenable to initiatives by vehicle manufacturers and security measures by the motorist himself. It will no

longer feature in the enhanced detection section at b(i) of the Force Goal, although the preventive effort will continue and Divisions will devote resources to specific problems where possible.

21. **London's Traffic**

The motor vehicle causes more public anxiety in regard to the damage or loss it can cause than the damage or loss it might suffer as an inanimate object. I do not intend to deal with traffic problems in the goal at this stage, although I take this opportunity to reassure Londoners that the problems of both the moving and the stationary vehicle are under constant review. I expect that now our Traffic Patrol resources have been devolved to Area, the opportunity will be seized on Areas to improve the traffic co-ordination effort at a local level. The contracting out of wheel-clamping operations and the extended fixed penalty system should result in more effective enforcement and increased availability of our designated traffic resource for more preventive patrolling.

22. An integral part of our traffic strategy is the Traffic Warden Service. Despite the pay awards and the restructuring of pay scales for traffic wardens which took effect in 1985 and 1986, the wastage rate has remained high and has nullified our considerable recruitment efforts. The strength of the Traffic Warden Service has not increased during the year, and is currently more than 200 below the ceiling. There would be considerable advantage in being able to make fuller use of the Service, but the evidence points to the need for action to make the Traffic Warden Service more attractive.

23. **Police and People Working Together**

My strategy continues to reflect the fact that the Force alone cannot provide tidy solutions to the many problems that confront Londoners and impair their quality of life. Indeed, it would be a monstrous deceit for anyone to attempt to sustain such a fiction. The major resources for crime reduction are to be found in the community itself and in other public and voluntary agencies.

24. The growth of Neighbourhood Watch to 5,000 schemes in three years has shown that many communities have the will to protect themselves, given a reasonable degree of police encouragement. The enthusiasm surrounding such

schemes contributed to the 9% reduction in residential burglary in the fiscal year 1985/6. It is regrettable that in some areas, where in fact the need to protect communities against burglary is greatest, the very concept has become a political issue. The demands on police resources to service neighbourhood watch schemes have exceeded my original expectations and to some extent threaten the underlying rationale. The intention behind neighbourhood watch is to complement policing resources, not to replace police officers on the beat. A possible option, which is under consideration, would be to employ paid neighbourhood watch co-ordinators through the Manpower Services Commission.

25. Manpower

The question of manpower is of course central to achieving the Force Goal. Divisions and operational branches continually find themselves short of manpower both for crime detection and for uniform patrol and response. These shortages principally stem from the difficulties in reaching the agreed Force establishment and the serious problem of premature wastage. A number of steps have been taken in-house to improve our level of street patrol and more are currently under examination. Such steps include the return to street patrol of uniformed officers now engaged in the investigation of motor vehicle and beat crimes, a drive by management to scour the Force for other means by which officers might be released for street duty and an initiative on each Area to recruit more special constables. The Special Constabulary offers the most effective way for Londoners to contribute to the safety of their communities in a trained, disciplined and structured way.

26. The effective, efficient and economical use of overtime is also of major importance and this subject is currently the object of a special scrutiny as part of a programme of scrutinies which will continue during 1987.

27. Civilianisation

A key part of my strategy for making the most effective use of trained police manpower is to civilianise those tasks which do not require a police officer's skills or powers. The scope for this is considerable and I intend to continue and intensify the process of identifying further posts and work which should be civilianised. I also plan to speed up the rate of civilianisation by a

variety of means such as streamlining selection and recruitment procedures, and identifying those posts which can be filled with least delay, including those for which police officers due to retire could be retained as civil staff.

28. In reviewing priorities for civilianisation I have decided to accelerate the programme of posting HEOs to divisions, and to seek Home Office authority to extend this scheme Forcewide. We also intend to give priority to the civilianisation of Computer Aided Despatch operators in divisions, as well as posts in the Central Command Complex, and officers operating the HOLMES system.

29. <u>Specialist Support Staff</u>

The provision of technological support, in particular communications and computers, is vital to our ability to make fully effective use of limited police manpower. In order to provide that support, we are reliant upon staff with scarce specialist skills in such disiciplines as telecommunications and electronics. The efficiency of the Force requires the maintenance of the fabric of our police stations and other operational buildings, and of essential services and plant within our buildings. For this purpose we are reliant upon surveyors and electrical and mechanical engineers. We also need the skills of management scientists.

30. In paragraphs 84 - 5 of my 1986 Strategy Report, I described the serious shortages of such staff suffered by the Metropolitan Police, mainly due to the growing gap between Civil Service salaries for specialist grades and those available in the private sector. During 1986 our losses of skilled staff have continued. Recruitment, especially of staff with experience as well as skill, has remained extremely difficult.

31. Following full discussion with the Home Office and other Departments concerned, special pay additions for some of these groups have now been authorised with efect from 1 January 1987; and the best future solutions to these problems are under urgent joint review by the Home Office, the Treasury, the Management and Personnel Office and the Metropolitan Police. A successful outcome of this review will be of crucial importance to the future operational capacity of the Force.

32. Capital Investment and Finance

Another matter of concern is the availability of funds for capital investment, particularly in computers and other high technology equipment. This problem is most pressing in the case of major projects, such as the proposed Crime Reporting Information System (CRIS), which have to be planned long in advance, and on which expenditure must be spread over a number of years. The decision on letting a contract for CRIS is due to be taken in 1987, and we shall need sufficient assurance about our future finances to enable us to embark upon this major new project.

33. Equality of Opportunity

I have committed the Force to being an equal opportunity employer and we are determined to ensure that no job applicant or employee receives less favourable treatment on the grounds of sex or marital status, colour, race, nationality, ethnic or national origins, or is disadvantaged by conditions or requirements which cannot be seen to be justified.

34. Another aspect of our corporate commitment is the recognition of our need to reflect, within the Force, the ethnic composition of London. Black people are clearly under-represented. Although we have more than trebled their number in the Force since the turn of the decade we will continue to strive towards a more representative balance. Our procedures have been improved and I welcome, and intend to develop, joint recruiting ventures between the Force and community leaders, such as have already taken place in Haringey, Lambeth, Hounslow and Islington.

35. Conclusion

My intention is that 1987 should see the Force making use of its growing professionalism. Our corporate image needs further development as the Force addresses the priorities I have set out. The impetus must be maintained in both the planning and operational aspects of Force activity towards the goal. The emphasis on continued public involvement must continue as we aim to provide a shield of safety for Londoners from within our existing resources.

FORCE GOAL 1987

To improve quality of service to the public by:

a) The reduction of criminal opportunity through crime prevention, public contact, involvement and co—operation.

b) (i) The enhanced detection of specific criminal offences (e.g. robbery, burglary, drug misuse, racial attacks, sexual offences against women and vandalism) in accordance with locally or centrally identified priorities.

(ii) A concerted attack on organised crime and the elimination of profits therefrom.

c) The enhanced support, care and concern for victims of crime including the victims of domestic violence.

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.

CCBG

DEPARTMENT OF TRANSPORT
2 MARSHAM STREET LONDON SW1P 3EB

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OUR REF : JM/PSO/9415/86

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

17 July 1986

Dear Douglas.

Thank you for your letter of 15 July about the British Transport Police.

I am very pleased that agreement has been reached about the arrangements for direct access to the Police National Computer, and that you hope shortly to have agreement also on BTP's wider use of multi-channel radio links. I am sure these steps will be helpful in monitoring public order and in the fight against crime.

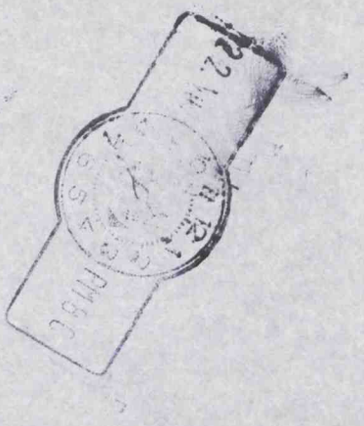
I have no comment on the text of your draft announcement.

Copies of this go to the Prime Minister, Nicholas Ridley, Malcolm Rifkind and Dick Tracey.

Yours ever

JOHN MOORE

Police : Policy PT2



Prime Minister (2)

Good news. MF 15/7

HOME SECRETARY

QUEEN ANNE'S GATE LONDON SWIH 9AT

15 July 1986

Dear John,

BRITISH TRANSPORT POLICE: ACCESS TO THE POLICE NATIONAL COMPUTER

ATTACHED

Nicholas Ridley wrote to the Prime Minister on 11 June 1985 with a request that the British Transport Police should have direct access to the Police National Computer and that their mobile support units should have access to local forces radio network via the multi-channel radio ART 177.

Although Leon Brittan was keen to agree to the request for direct access to the PNC, he considered that the support of the Association of Chief Police Officers was desirable, since the data held on the PNC is the responsibility of chief officers who are registered as the "data users" under the Data Protection Act. I am pleased to report that ACPO have now agreed to the British Transport Police's request and, as a result, the PNC Board has approved the provision of two terminals at British Transport Police headquarters, on the understanding that the force would agree to abide by the PNC Code of Practice. I understand that work is already in progress in establishing the PNC link to British Transport Police headquaters, and I am sure that the establishment of this link will aid overall police effectiveness in combatting crime.

ACPO are now considering the British Transport Police's request for multi-channel police radios in British Transport Police mobile support units; I hope that we shall have their agreement shortly.

Subject to any comments that you might have, I intend to announce this change in policy on access to the PNC by way of the attached arranged Parliamentary Question. Given the imminence of the recess I shall assume that you are content unless I hear to the contrary by close of business on Tuesday, 22 July.

Copies of this letter go to the Prime Minister, Nicholas Ridley, Malcolm Rifkind and Dick Tracey.

Yours,

Douglas.

The Rt Hon John Moore, M.P.

.E R.

DRAFT PARLIAMENTARY QUESTION

To ask the Secretary of State for the Home Department what arrangements have been made to allow the British Transport Police access to the Police National Computer.

DRAFT REPLY

The British Transport Police have always been able to obtain information from, and to provide information for, the Police National Computer through individual Home Department forces at the discretion of the Chief Constable concerned. The PNC Board has recently reviewed this arrangement, and with the support of the Association of Chief Police Officers, has agreed that the British Transport Police should henceforth have direct access to the PNC through terminals situated in its headquarters in London. This facility, which will enable the British Transport Police to obtain information needed to carry out its duties and to enter information that may assist Home Department forces, will be subject to the same conditions as regards the protection of PNC information as apply to all other PNC users.

HB-copy after.

Prime Minister ①
For information. The reference to Neighbourhood Watches and to schools are worst looking at.
MEA 6/6

Sir
HB talked Newman report

PRIME MINISTER

6 June 1986

SIR KENNETH NEWMAN'S REPORT

Sir Kenneth expands his worry about the nature of public support for the police on page 1 (Annex 1). He is only too conscious and unhappy that the police are becoming a political football of the Left. His statement last weekend, that the Labour Party was losing the respect of the police, was extraordinary, being made only a few weeks after the Police Federation Conference where speaker after speaker was applauded saying that the police should be separate from politics. This emphasises the depth of Sir Kenneth's feeling, that he is prepared to break this consensus. This report is more bland than his press conference statement, as he says explicitly on page 2 that "I do not regard the Force as being accountable to Borough Police Committees or Police Monitoring Groups". The report also:

- Welcomes for the fully independent Police Complaints Authority, under the Chairmanship of a former ombudsman.

- Calls for patience as well as exercising coersion and force by the police themselves.

- Repeats further calls for cost-effectiveness, and supports the idea that quality of contact with the public rather than a generalised service of police on the beat is what is needed.

- Admits to some police feeling superior because of the fierce selectivity of new entrants - only one in ten are chosen.

- Without using the phrase "user friendly", supports the idea of police stations being more welcoming.

- As an example of excellent performance, cites the Anti-Terrorist Branch officers, who were responsible for disrupting in June of 1985 a major IRA bombing campaign directed against several of our main seaside resorts.

Response to Criticism

The Commissioner claims the right to respond, and states how terrifying arson, looting, rape and murder has become in street disorder. He justifies police tactics and says:

> "Under such circumstances, a firm supporter though I am of the traditional image of policing, I recognise that sentimentality has no potency in the face of bullets and petrol bombs. The disorder must be firmly brought to an end (he provides details) and peace restored, so that issues which underlied the outbreak can be addressed."

Sir Kenneth opposes the language and imagery of "war" against crime, because it is likely to reduce public support and may harden attitudes.

Interaction with the Public

While he supports consultative groups, he opposes monitoring groups. He sounds a note of surprising caution

about Neighbourhood Watch Schemes and makes the point that, if successful, Neighbourhood Watch Schemes may tend to push crime down the road to the areas without such schemes. This cannot be a reason for opposing them, but it can be every reason for starting more schemes in those areas down the road! He points to the manpower implications of Neighbourhood Watch Schemes. We believe that there will always be a demand for police time to service these committees, but that this can be brought to a minimum and that it is time well spent. Unfortunately, the Commissioner fails to make the most fundamental point of all that apart from succeeding in some areas (though it may be that Neighbourhood Watch Schemes have patchy results) they always helpfully address the question of fear of crime. Sir Kenneth gives a boost to Victim Support Schemes.

Schools Involvement

The amendments to the Education Bill should help here.

Page 18 deals with the cries of Hackney and other councils that the police are brainwashing or providing propaganda to schoolchildren. 23 schools currently ban the entry of police in London, and 21 of those are in Hackney. The Commissioner does not refer to the recent ACPO Report entitled 'Liaison Between Police And Schools' (Annex 2) which sets out useful guidelines for the police and LEAs.

Force Performance

In 1985, 68% of a national opinion poll thought the police were doing a very good or fairly good job. The police

helped with the expansion of a further 2,000 Neighbourhood Watch Schemes. The number of household burglaries in the metropolis was down 13%, thanks, in part, to improved preventative measures. Generally there was an increase of notifiable common crimes by 8%. Already aware of the increase of work in relation to drugs. In an interesting section, pages 60-61, the Commissioner highlights the work done in the area of the latest crime to interest Fleet Street, namely child abuse. Searches producing encouraging results. Clear-up rates are not featured widely but can be gleamed from the appendices, especially pages 110-111. As usual, they reflect the priority given to the serious crimes where performance is best.

Outstanding Achievements

The list of extra duties with which the police are dealing was listed and discussed at your police manpower meeting. You may like to know those individuals who were highly commended by the Commissioner, page 133 which gives the reasons for their honour, eg, WPC Kinger, who suffered injury whilst arresting an armed robber; explosive Officer, Mr Gurney, for diffusing a terrorist bomb; and for other officers facing unstable and armed criminals, and receiving injuries for their heroism. We suggest you might like to meet these officers? There is no precedent, but the Assistant Commissioner supports the idea.

Hartley Booth

HARTLEY BOOTH

High Commendations awarded by the Commissioner

For courage and determination in effecting the arrest of two armed men, whereby PC's Hogan and Redhead sustained personal injury:

Woman Constable G. F. Perry
Constable D. J. Hogan
Constable R. B. Redhead
Constable M. F. Reed

For courage and devotion to duty, whilst off duty, in a case of armed robbery, whereby the officer sustained personal injury:

Constable J. W. Coleridge

For courage and determination during the arrest of three armed criminals:

Constable S. E. Deacon (now Sergeant)

For outstanding courage and determination in effecting the arrest of an armed robber, whereby the officer sustained personal injury:

Woman Constable K. A. Kinger

For bravery, determination and devotion to duty, whilst off duty, in effecting the arrest of a man armed with a loaded sawn-off shotgun:

Constable J. Charnley

For outstanding courage in effecting the arrest of two armed men whereby Constable O'Rourke sustained personal injury:

Constable B. R. Bull
Constable S. J. O'Rourke

For outstanding courage and professionalism in successfully defusing a terrorist bomb:

Mr P. E. S. Gurney MBE, GM and BAR, Explosives Officer

For bravery, determination and devotion to duty in the pursuit and arrest of two armed criminals whereby both officers sustained personal injury:

Constable S. R. Jones
Constable J. D. Horswood

For bravery and courage in attempting to effect the arrest of an armed criminal whereby the officer sustained serious personal injury:

Constable G. P. Hammond

For outstanding courage in confronting an unstable man who was armed with a repeater shotgun which he discharged on several occasions:

Inspector D. J. Hyde
Constable G. R. Saunders

For courage and determination in a case involving an armed and dangerous robber:

Constable J. M. Henderson

Liaison between Police and Schools

ACPO/SEO

A Joint Report of
The Association of Chief Police Officers
and the Society of Education Officers

LIAISON BETWEEN POLICE AND SCHOOLS

1. Following a report in 1983 by HM Inspectors of Schools 'Police Liaison with the Education Service', a seminar was held in June 1984 to consider a number of policy issues in areas where improvements were felt to be urgently needed in the contact between the police and educational establishments. (The seminar is summarised at Annex 1.) It was attended by Chief Education Officers, Chief Officers of Police, HM Inspectorates of Constabulary and Schools, the Department of Education and Science (DES), the Department of Health and Social Security, and the Home Office. The report of the seminar, entitled *Police/Education Liaison,* copies of which were sent to all Chief Education Officers and Chief Constables, recorded a consensus in favour of further discussion designed to reach agreement on practical measures for improvement. The ACPO/SEO Working Party was set up to facilitate that discussion.

Working Party — Composition

2. Nominations were invited from the Society of Education Officers (SEO) and the Association of Chief Police Officers (ACPO). The two central Government departments most closely involved — DES and the Home Office (who serviced the Working Party) — were also invited to be represented. The Working Party's composition is at Annex 2.

Scope of the work of the Working Party

3. The Seminar had ranged over a wide area: discussion had not been confined to compulsory education. Developing the relationship between the police and the education service in, for example, further education, higher education, Youth Training Schemes and the development of formal youth recreational schemes were all regarded as desirable. The Working Party felt, however, that it should concentrate on reviewing practical ways of improving existing arrangements in schools. Although the wider arena of educational and recreational activity above school leaving age stood to be addressed separately, there was clearly a connection between what happened inside and outside the school. The perceptions which school children have of the police in the classroom cannot, and should not, be divorced from their experience of the police in the outside world.

4. This note of the Working Party's conclusions is put forward for discussion among the police and education services and others concerned with these issues. It seeks to set out some principles concerning police/schools liaison within and outside schools and offers some views to help focus discussion.

Relationship between the police, schools and the community

5. Within the educational field, local education authorities, school governors, teachers and parents all have responsibilities for different areas of the system, but all share the common goal of securing improved education for children in schools. Partnership is important and this comes sharply between parents and teachers. The distinct but interrelated roles excercised by the police should be noted at the outset. The appropriate role of the police in the curriculum and their specific contribution to it can only be considered by schools against a proper understanding of other contacts which they and their pupils have with the police on "law and order" matters and of the general practices of community and neighbourhood policing. This understanding must include recognition of the difficulties that exist in many areas, especially in inner cities, in the relationships between young people and the police, particularly young black people. The misunderstanding, sometimes hostility, which currently exists needs to be faced honestly by both teachers and police in planning courses and police participation in the classroom or other school activities. Credibility of both will be lost by both if awkward questions, for example allegations of harassment, posed by pupils are evaded. The concerns of the black community about racism are important and need to be faced up to by those working in schools and in the police service.

6. One important part of police work — but it is only part — is enforcing the law on behalf of the community. It may be helpful, therefore, if education authorities following consultation with the police, give guidance to schools on the procedures which the police are required to follow in carrying out enquiries and interviews with pupils. The essence of these procedures as they apply to juveniles is reproduced at Annex 3. But the responsibilities of the police go a good deal beyond law enforcement and include a protective and supportive role within the community they serve. The implications of these complementary roles are self-evidently important in considering contact between the police and young people. Expectations built up in young people in the early years by contact with police in the classroom and in extra-mural activities may be dashed by an insensitive confrontation with police in their enforcement role.

Police/Schools involvement in diversion within the Criminal Justice System

7. By 'diversion' we refer to the array of measures designed to keep young offenders out of the courts. There have been a number of recent developments in cautioning, and central Government has expressed support for other schemes to divert children in trouble from the formal judicial process. The fact that children both inside and outside schools get into trouble with the law, or are at risk in

some other way, inevitably affects the relationship between the police and schools. Teachers have always been involved to some extent in the criminal justice process, either through reporting to courts or inter-agency consultation on cases. We noted that the Home Office welcomes various schemes which have been adopted in different parts of the country to ensure that decisions on the disposal of juvenile offenders are taken justly and effectively and in consultation with other interested agencies. It is now well accepted that police involvement with schools and teachers is part of a much wider inter-agency approach to handling the problems of young people in trouble with the law and involves wider consultation than hitherto; and this calls for effective consultation arrangements on the ground. Parents have responsibilities, as have teachers, and each plays a vital part in developing respect for others and high standards of behaviour in children and young people. They also share with the police and other agencies the responsibility for fostering a social climate which firmly discourages criminal behaviour.

Why the police make educational visits to schools

8. The police are one of a number of social agencies which give shape to the structure of society. When the police or any other agency with links in the community visit schools is a matter for the discretion of Headteachers following consultations in accordance with LEA guidance. Where there is police involvement in individual schools, it will be more effective if it takes place with the active and public support of the respective police and educational bodies. There is therefore much to be said for police forces and education authorities setting out publicly a joint statement of how schools/police liaison is designed to operate, and what objectives are sought, in each area. But this may not in all cases be the best way to proceed, and there may be circumstances in which the best course is to rely on discussions between the police and the Headteachers and their staff at individual schools. There are a number of reasons why the police and educational services have a common interest, and should welcome collaboration with each other, in fostering police/schools liaison. In addition to the general aim of establishing a good relationship between the police and young people, the Working Party identified the following:—

(a) **to inform schools and pupils about the role of the police**

The role of the police needs to be set in the context of the law and society as a whole. Children need help to understand the concepts of freedom under the law and control by consent in a free society; and to understand that the police officer represents and serves society as a whole by maintaining the conditions which make freedom possible. There is also a need to help young people gain a better understanding of the principles and functions of policing in the community, and the arrangements for the accountability of the police within our democratic

society. One important message is that the maintenance of an orderly society depends on policing with the consent of the community and this implies a mutual responsibility.

(b) **to inform about the law and the rights and duties of citizens**
In practice this extends beyond informing young people about what police officers do and what the law says in relation to their own legal rights, to helping them to recognise the obligations which accompany these rights. The exploration of such matters inevitably touches on the roles of other people and agencies, and the use of case studies in the presentation of such issues can be of value. It is important to encourage openness in discussion, objectively dealing with, not bypassing, awkward and sensitive issues such as criticism of the police, while respecting the confidentiality that lies at the heart of good teacher/pupil relationships. An important role of the teacher is to encourage young people to ask questions about basic issues like personal morality and the need for order in society. The police on the other hand have, inter alia, to enforce the law as it is, but there need be no incompatibility between these respective responsibilities.

The police should explain the partnership which exists between the community and the police and encourage discussion on how young people might help this partnership to develop. The police might describe the sort of behaviour likely to arouse police suspicion. There is a narrow dividing line between some social and moral attitudes and some components of the police role as law enforcers. Every effort should be made to generate discussion of such conflicts in order to achieve a better understanding of these issues. At a time when there is less consensus in society than there was about attitudes and values, it is particularly important for the police and teachers to clarify their respective roles the better to determine the most appropriate input in individual schools. Teachers and police, as well as the other agencies, are involved in the separate process of diverting juvenile offenders to non-judicial alternatives. The concept of partnership between the police and other social agencies needs to be underlined to emphasise the area of common interest and shared concern for the community as a whole. As to curriculum generally the police naturally have a role as regards law enforcement but it will frequently be sensible to cover for example the making of legislation and judicial administration and involving specialists on those topics accordingly.

(c) **to make young people aware of dangers**
The traditional input at the primary level includes safety — the dangers of roads, canals, rivers and railway lines and of going off with strangers. At the next stage, the dangers of drugs,

solvent abuse, self protection, offensive weapons and motor cycles are all possible subjects which, if they are not raised by the police, may well be raised by children. There is no one view as to how sensitive issues should be handled, but it would be prudent for the schools liaison officer and the teachers to have considered them with parents as appropriate in the circumstances at each school. Many LEAs have issued advice about the teaching of sensitive issues in the curriculum. What is important is that such approaches should begin at the primary school and that continuity should be maintained from then on.

(d) **to help in fostering crime prevention**
Sometimes the police are asked by schools to talk on particular problems affecting the school — eg petty pilfering or fighting. More widely, and depending on the age group and ability of the pupils, it is possible to talk about anti-social and criminal behaviour and to discuss practical steps which young people should take to safeguard their own and the community's well-being and to protect property. There should be encouragement to exchange ideas between the education service, the pupils and the police in the promotion of crime prevention measures.

Other involvement of police with schools
9. The Working Party identified a number of activities outside the school setting in which the police are often involved. For example, the police frequently encourage sporting and outdoor pursuits and organise social functions, discos etc. This is a valuable contribution both to improving relations and for the welfare of the area and is especially helpful during school holidays. The Working Party noted that for young people to benefit fully from educational provision there needs to be maximum collaboration and support from teachers and parents and suggested that the police should always consider linking up with parent groups to afford the widest opportunity for collaboration between them in their neighbourhood. There was also the question of links with other agencies. Like the police, the schools keep in touch with a wide range of statutory and voluntary agencies, and might well make greater use of such professionals (eg magistrates, probation, social services, churches and the like) in planning their contribution to education. Efforts of this kind should help to foster the principle of local agencies working together to promote initiatives in the neighbourhood aimed both at specific problems and the promotion of closer community links with the police.

Current practice of police/schools liaison — an ACPO summary
10. ACPO conducted a survey of police practice in all forces. It focused so far as the police were concerned on 7 broad headings:—

— whether the aims and objectives of schools liaison were set down
— how schools liaison officers (SLOs) were selected

— how schools liaison officers (SLOs) were trained
— how topics were selected
— what support material was available
— incorporation of the different elements of police input in the syllabus
— the system of recording, monitoring and evaluating input.

An analysis of the survey is shown at Annex 4.

Training

11. There is a need for police officers who undertake schools liaison duties to be equipped with the necessary expertise and skills to perform this function. It was thought essential for teachers also to be involved in this both as facilitators and to learn about the police. Each service could offer such tuition within their respective training arrangements with an input from the other's specialism to the course. It is important that the police should be responsive to the needs of teachers in providing a resource which is both suitable and relevant to the furtherance of their role in the classroom and conversely that teachers should be aware of the resource for them that the police can provide. The Working Party recognised that there was a good deal of existing police involvement in schools which was highly regarded particularly when the input had been jointly planned by the two services. Although teachers and police might approach some subjects from a different perspective, each was contributing to making society a better place to live in.

Relationship between police and education authorities

12. Generally known points of contact between the police at senior level and education services should be formally established. At this level there should be an exchange and if possible agreement of a clear list of services which the police could provide to schools and an understanding of the means by which services could be delivered. LEA officers responsible for schools/police liaison should ensure effective communications in each school and through them provide information about the programmes and services offered by the police. The education and police services may wish to establish groups of teachers and police to design and prepare teaching materials and courses.

Good practice

13. The Working Party was aware of much good practice, but did not attempt to prescribe a particular model. It did, however, recommend that consideration be given by the police and education services to the issues set out in Annex 5 which might form the basis for wider consultation and discussion.

POLICE/EDUCATION LIAISON SEMINAR — JUNE 1984

The Seminar was designed to:—

(a) encourage an exchange of views about the priorities of the two services as regards young people and the law;

(b) explore ways of establishing and strengthening liaison machinery;

(c) examine the implications for staff training;

(d) pave the way for fresh local initiatives; and

(e) explore the desirability of establishing a forum where the dialogue at national level between the two services and interested government departments on policy could be continued.

Speakers at the seminar set the role of schools in the context of the wider social scene. The Education Service had a role in transmitting values and teachers as well as parents should contribute to helping children become responsible law-abiding citizens. Part of that process was explaining and enabling discussion about freedom under the law so as to promote understanding in the young of the notion of control by consent in a free society and to show that the law both protects and restricts freedom. Where the police contributed to this process it was important that both professional bodies understood that each had different responsibilities, within society, but they were not mutually exclusive. Rather there was a need for closer co-operation and understanding between the two professions before they embarked on complementary teaching in schools or working in youth associated projects.

The HMI Report had identified a gap between the well established contribution the police made into primary education and their later involvement at age 14 and beyond. There was a place for police participation in the crucial formative period between 11 and 14 but it needed to be carefully planned with individual schools to fit into the curriculum as an integral and continuing part of the schools' day to day work. That called for a full understanding by both police and teachers of what was being attempted, and with provision for its evaluation and development.

The purpose of police contact with schools was discussed. Clear distinctions were drawn by both police and teachers between the involvement of a policeman in schools in an educational capacity and his being there in an operational role. The two roles should not be interwoven and the difficulty in reconciling the priorities and practice of law enforcement with those of education

were often most acute in inner city areas — particularly those with concentrations of ethnic minority groups.

The secondary curriculum was the subject of a good deal of discussion. It was strongly argued that 'social education' should neither be confined to specific subjects such as civics nor relegated to the implicit influence of the school's ethos and moral climate: the transmission and scrutiny of values should be seen as an important element in a wide range of curriculum subjects and carefully organised within a social education programme. The police contribution had to be made within a framework decided between the LEA and the appropriate police authority, or alternatively under the influence of an authoritative lead given by HM Inspectorate of Schools.

The Seminar recognised that schools were not isolated from society in general and their work had to be interwoven with that of other public services. It was not possible to define precisely the way ahead, but the seminar had prepared the ground for further discussion.

MEMBERSHIP OF THE WORKING PARTY

The following represented the respective interests over five meetings.

Association of Chief Police Officers
Mr G Charlton QPM, Chief Constable, Norfolk Constabulary
Mr M Buck, OBE, QPM, CBIM, Chief Constable, Northamptonshire Constabulary
Mr R B Johnson QPM, Chief Constable, Lancashire Constabulary
Commander L T Roach, Metropolitan Police
Mr D Shaw, LL.B, Assistant Chief Constable, West Yorkshire Metropolitan Police
Chief Superintendent J A W Whitfield, Metropolitan Police
Chief Inspector J P Barnes, Staff Officer to Mr Charlton

Society of Education Officers
Mr W R Knight, Director of Educational Services, Bradford
Mr D W J Sowell, Director of Education, Durham
Mr M Henley, County Education Officer, Northamptonshire
Mrs R Howard, Inner London Education Authority

Department of Education and Science
Mr B Baish
Mr J S Beastall (replaced Mr Baish)
Mr W M Caldow
Mr A J Rose, HM Inspectorate
Miss B Megson, HM Inspectorate

Home Office
Mr B Emes, F3 Police Department
Mr N C Abbott (replaced Mr Emes), F3
Mr S C Vessey, Police Inspectorate
Mr R Sillence, Police Inspectorate
Mr J D Cleary (Secretary), F3

IMPLICATIONS OF THE POLICE AND CRIMINAL EVIDENCE ACT 1984 FOR SCHOOLS

1. Under Section 66 of the Police and Criminal Evidence Act 1984, the Home Secretary is required to issue codes of practice. Amongst these codes is one relating to the detention, treatment and questioning of persons, including juveniles*, by police officers. They incorporate some earlier provisions (including the Judges' Rules) as well as including wholly new material.

2. The following are extracts from the code (Code C):—

(i) "A juvenile . . ., whether suspected or not, must not be interviewed or asked to provide or sign a written statement in the absence of the appropriate adult unless Annex C applies." (Section 13.1)

"If, and only if, an officer of the rank of Superintendent or above considers that delay will involve an immediate risk of harm to persons or serious loss of or serious damage to property . . . an arrested juvenile . . . may be interviewed in the absence of the appropriate adult". (Annex C)

(ii) "Juveniles may only be interviewed at their places of education in exceptional circumstances and then only where the principal or his nominee agrees and is present." (Section 13.3)

(iii) "A juvenile should not be arrested at his place of education unless this is unavoidable. In this case the principal or his nominee must be informed." (Guidance note 13D)

3. "In the case of a juvenile the appropriate adult means:—

(i) his parent or guardian (or, if he is in care, the care authority or organisation);

(ii) a social worker; or

(iii) failing either of the above, another responsible adult who is not a police officer or employed by the police." (Section 1.7)

4. "The appropriate adult should be informed that he is not expected to act simply as an observer. The purposes of his presence are first, to advise the person being questioned and to observe whether or not the interview is being conducted properly and fairly; and, secondly, to facilitate communication with the person being interviewed." (Guidance note 13C)

5. "The Police and Criminal Evidence Act 1984 (S. 66) — Codes of Practice" published by HMSO ISBN 0 11 340624, price £3.00

*A juvenile is defined in law as a person who has not attained the age of seventeen years. (Children and Young Persons Act 1933.)

A SURVEY OF CURRENT POLICE PRACTICE IN ALL FORCES — AN ACPO SUMMARY

Aims and objectives
Thirty-one police forces have aims and objectives in relation to their schools liaison although not all of these are clearly set out and few have been drawn up in consultation with headteachers and the staff.

Selection of schools liaison officers
The majority of police forces use beat officers for schools liaison duties in primary schools whereas specialist schools officers are involved with secondary schools.

Training of schools liaison officers
Twenty-three forces provide some measure of training for their schools liaison officers. This ranges from 12 days to one day. A well-designed training programme, involving the principles of teaching priorities, helps to provide consistency in the presentation of a subject. It is equally important for teachers to develop their understanding of the use of the police, particularly in the collaborative schools liaison sphere.

Selection of topics
In the main, topics are selected from a list offered by the police although there are some schools which make their selection from a list compiled jointly by the police and teachers.

Material available
Support material and audio-visual aids are widely available. Under half the forces present their topics from complete pre-prepared packages.

Placement of topic
With most forces, the police input is formally set out in the timetable of the school although 15 forces actually have the topic placed within the curriculum of secondary schools in their area.

Recording, monitoring and evaluation
Whilst most forces record their input into schools, the monitoring that does take place tends to rely on a subjective assessment of presenter/audience satisfaction. Hardly any forces have an effective system of evaluation.

Further details can be obtained from the Community Relations Department of the Norfolk Constabulary. (0603-615111 ext 2209).

GOOD PRACTICE

Both the police and education services may find it helpful to draw on the following in deciding the shape and content of the police involvement in schools.

- The importance for both police and teachers of understanding each other's organisations.
- The need to work through Head Teachers, and to develop working links with teachers.
- The importance of discussion and agreement between the Education Department, Police Community Affairs Department, individual schools and Schools Liaison Officers on
  - aims and objectives
  - subject selection
  - placement in school curriculum/timetable

There is a need to:—

- plan input against agreed objectives;
- monitor input, evaluate contribution and revise it as necessary;
- take account of school timetabling difficulties;
- honour timetable commitments;
- observe and maintain each school's conventions (as might be set out in the School Handbook).
- recognise wider linkages with parents, PTA, School Governors;
- respect each other's code of confidentiality;
- support, by invitation, community involvement through attendance at school sports, recreational and social functions;
- promote educational visits, eg to magistrates' courts, police stations, etc.

Liaison
between
Schools and Police

cc BS

QUEEN ANNE'S GATE LONDON SW1H 9AT

29 May 1986

MS

Police Numbers 2

DHW

29/5.

Dear John,

POLICE MANPOWER

Thank you for your letter of 19 May.

I agree that the Metropolitan Police should absorb the costs of the additional manpower within their 1986/87 cash limit, and I will do all I properly can to see that the increases agreed for provincial forces do not lead to a claim on the Reserve. I certainly hope that we shall not need any further increases in the period up to 1989/90.

As you imply, I have no means of dictating the level of spending by provincial police authorities. We must seek to provide incentives and to reduce disincentives.

I am sending copies of this letter to the recipients of yours.

Yours,

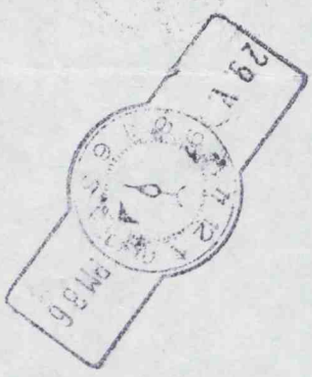
Douglas.

The Rt Hon John MacGregor, OBE

POLICE

POLICY

PT 2



Prime Minister (4)
For information.
MEA 22/5

PRIME MINISTER 22 May 1986

POLICE WITHOUT COMPLACENCY

REPORT FROM POLICE FEDERATION CONFERENCE

The Home Secretary's announcement to the Police Federation of additional manpower (3-4,000 over 4 years) defused a potentially explosive sitaution, in which speaker after speaker made the point that our Government had recently given extra burdens to the police without the men to do the job. There was widespread support for Douglas Hurd (badly reported by the Press). Several said: "he's the best Home Secretary of the last five!".

police want less firearms but better firearms training.

Apart from manpower, the main issues were the use of firearms, purchase of police houses and better consultation with the Government. These issues have been well received by the Home Office. The police pin-up this year? - still Edmund Davies.

Conclusion

No further action needed on the police at the moment, but Kaufman is making warm courtship noises (he has a long way to climb - Police magazine, Flag A). However, he has begun by condemning Ken Livingstone!

The delegates gave the strongest applause at the conference to remarks from Eldon Griffiths and the Home Secretary elevating the police above Party politics. Leslie Curtis, the Chairman, had 21 clap lines, the best being page 5 of his speech (Flag B) declaring that "the great unheard must not become the great unprotected".

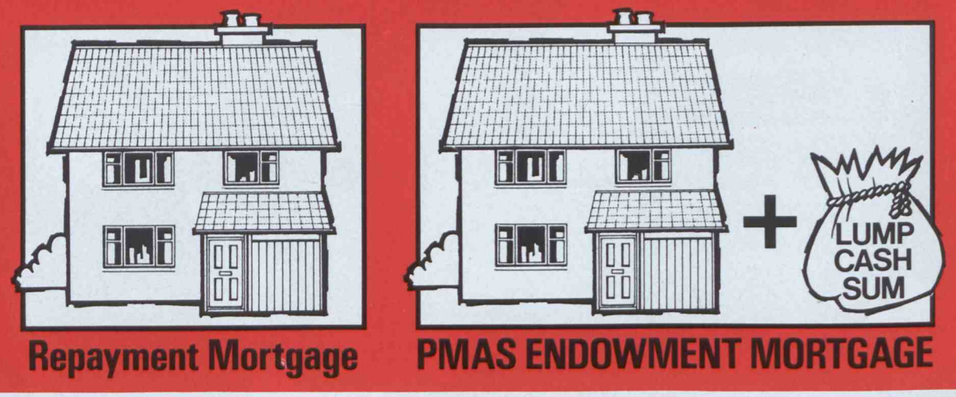
HARTLEY BOOTH

POLICE

MONTHLY MAGAZINE OF THE POLICE FEDERATION

Vol. XVIII No. 9
MAY 1986

HAVE YOU CONSIDERED THE ADVANTAGES OF A PMAS ENDOWMENT MORTGAGE?



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Telephone: (0543) 414191

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.....
Force ..... Date of Birth .....
Amount of mortgage outstanding £ .....
Term of years remaining .....

POLICE

MONTHLY MAGAZINE
OF THE POLICE FEDERATION

Editor: Tony Judge
Publisher: Peter Tanner

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COVER STORY

Her Majesty's 60th birthday celebrations were the one bright spot of an April filled with bad news.
Photo: Sussex Police.

Neil Kinnock.

Gerald Kaufman.

Let's be friends!

THE opinion polls show Labour trailing the Tories on one key issue — law and order. So the party's strategists are making great efforts to get rid of the 'anti-police' label which the antics of Scargill, Benn, Boateng *et al*, earned for it in recent years. Neil Kinnock confesses that he's just a frustrated Bobby at heart, who might have joined had he been tall enough. Gerald Kaufman is anxious to assure the Police Federation that, did we but know it, he's a true friend of the Force. He's not only coming to this month's Conference as an observer, he's holding a 'fringe' meeting to spell out the intentions of a future Labour government.

Messrs Kinnock and Kaufman must excuse a little cynicism on our part. The message from Labour in recent years has been bleak and hostile. True, as Neil said the other day, he has consistently condemned violence. It was his insistence on linking picket violence with the legitimate use of force by police officers engaged in restoring public order that caused deep offence to a service which suffered fifteen hundred casualties during the mining dispute. Yes, he did tell his Conference that the police were the 'meat in the sandwich', but those same delegates cheered to the echo the solicitor, Louise Christian, who immediately contradicted him. "The police are not the meat in the sandwich," she said, "they are the salmonella in the sandwich." The same Conference went on to pass a motion which declared that a future Labour government would not allow the police to 'intervene in industrial disputes'. Mr Kinnock made it clear that he would ignore such a policy, but the alarming abyss which has appeared between police and Labour sentiments goes deeper than the intemperate tone of the far-Left.

Our members have long memories. They recall the behaviour of the former Metropolitan county police authorities under Labour control. They remember the enthusiasm with which Labour councillors on the Police Negotiating Board attacked their living standards. They know that the Labour GLC ran an unceasing campaign, of constant denigration of the Metropolitan Police. They know that the party's journal, *Labour Weekly*, never misses an opportunity to attack police conduct and never prints a word of muted praise. It is going to take more than the moderate voices of Neil and Gerald to persuade our rank and file members that a Labour government will be a good thing for the police.

This is not to say that Labour should not make the effort. The party's new programme says a lot of sensible things about crime, and the priorities which the police and the law should be following. At least the programme's authors know what our virulent critics in the party choose to ignore; that there are votes in supporting the police. It is also true that Labour seems to be on strong ground in suggesting that the Tories, for all their increased spending on law and order, have presided over an alarming increase in serious crime. The question is, what benefits would Labour introduce? It is one thing to promise that there will be more police on the streets, but is this a commitment to achieve realistic manpower levels, or are the extra beat officers to be found by still more 'civilianisation'?

Labour is pledged to repeal the Police and Criminal Evidence Act. We would shed few tears over the early demise of all the additional bureaucracy which the Act imposed on the service, but this is hardly what Labour appears to have in mind. A statute which retained and increased all the additional rights conferred on suspects, whilst abandoning even the limited powers which the Act gave the police, would be an odd way of increasing public security.

After years of being taken for granted, sometimes vilified and worse, it makes a nice change to find politicians eager to get their message across to the service. Communication, let them remember, is a two way thing. Whilst they want to talk to the police, will they be prepared to listen to the men and women who are involved every day in the realities, as distinct from the comfortable theories, of policing our divided and ever more dangerous society?

When all at once . . .

The Royal birthday celebrations might have been a security headache for the police, coming in the wake of the attack on Libya, but thousands of excited children were determined that nothing would spoil the day

Thousands throng, cry: 'Reagan's wrong!'

The American attack on Tripoli brought protestors out in force in London's West End

Memorial to Keith

Michael Winner, Chairman of the Police Memorial Trust, stands with PC Michael Fowler after laying flowers at the spot on Broadwater Farm estate, where PC Keith Blakelock was murdered. A memorial to Keith is to be erected at Muswell Hill, his home beat

POLICING BY OBSCURATIVES

Catching-on without Catching-out by Jedd

IDENTIFY THE PROBLEM (*Adversative*)

DEFINE THE GOAL (*Objective*)

ENUMERATE THE MEANS (*Obscuratives*)

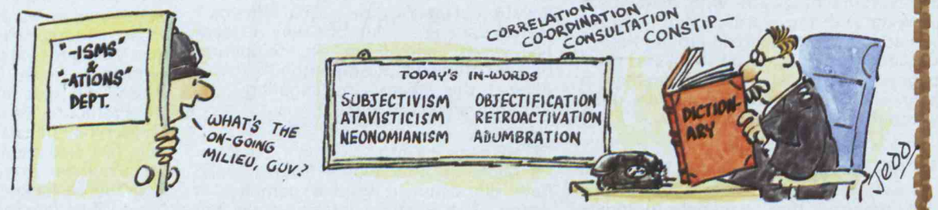
BELONGING TO A 'SPECIAL' GROUP

GETTING ONESELF NOTICED

HAVING A GIMMICK

PICKING BRAINS

STATING THE OBVIOUS (*But in lofty jargon*)



DOGBERRY

RUPERT Bear is in disgrace. Last month DAC J. F. Newing banished the once lovable little chap from the Met's 6 Area, which stretches from Kensington to Heathrow. It looks to me like a sad case of mistaken identity. In a memo Mr. Newing says that magistrates have complained that police officers were appearing in court wearing golliwog badges. Surely not, thought Mr. Newing. They must mean those tiny Rupert Bear badges which policemen buy in their thousands to finance annual holidays in England for the widows and children of murdered RUC officers. Oh no, say the magistrates, they know a Rupert Bear when the see one and these are *golliwogs.* So the order has gone out from Mr. Newing that, to avoid any further misunderstandings, the badges are not to be worn with uniforms, and officers giving evidence in plain clothes are asked to observe the same rule. Police in the area are adamant that there are no gollies masquerading as Ruperts. Could it be that some magistrates are mistaking that little black police helmet on top of the badge for a face?

I'M HAPPY to report that, once again, *Dogberry* might have done a little bit of good. Following my revelation that *The Guardian* has an exclusively white editorial staff, I hear that the citadel is about to be stormed by a black sub editor named Evington Bramble, all the way from the USA. I'm not taking all the credit, *The Guardian's* failure to practice what it preaches to the police was proving very embarrassing for Mr. Peter Newsam who, besides being one of the paper's Trustees, is also the Chairman of the Community Relations Commission. The editor was also under pressure from the paper's NUJ Chapel to show that the equal opportunities policy worked at Farringdon Road.

THE soon to be disbanded Met SPG might be acquiring a new name; *the untouchables*. Recently they took part in a major drugs operation at West Hendon. Officers in plain clothes who were not required for surveillance on the suspects' house, were kept kicking their heels on standby in the car park of the Cadet Training School. Long hours of boredom were suddenly relieved by the appearance of none other than Miss Sarah Ferguson at the Police Driving School next door. Naturally, the SPG men took great interest as Andy's intended was introduced to the thrills of the skid pan. Their entertainment was cut short by a sudden swoop from the Driving School's Superintendent Swan who sent them packing with the words, "You're all far too scruffy to be hanging around here." Obviously a man who hankers after bygone standards when a policeman in plain clothes wouldn't be seen dead without his bowler and brolly.

THE *Portsmouth Evening News* had something of a local scoop when they reported, that to prepare motorists for driving on the Continent, all traffic within the Continental Ferry Port had driven on the right for the day. The article, which contained photographs of the experiment, said it was so successful that it had been decided to repeat it on 31 April. The Divisional Commander, Chief Superintendent J. Harrison, contacted the local traffic chief inspector to whom all this was news. Mr. Harrison insisted that the experiment on 31 April should be supervised by the police, and gave instructions for police cover on that date. A superintendent at Headquarters also queries why the first experiment was not supervised by police. All right, I know there is no 31 April, but then the original story appeared on 1 April.

THE Officers' Mess (whatever that may be) of Avon & Somerset, held a convivial evening at RAF Locking near Weston-super-Mare last month. Great care was taken to avoid any problems with breathalysers, etc. One civilian driver, using a police Ford Granada, was dispatched to pick up the deputy chief and an assistant chief from their homes in Bristol, and to call at the home of a civilian guest at Backwell. Another driver took a Granada to pick up the chief fire officer and two ACCs. A police driver in a patrol car picked up a chief superintendent and a civilian guest from their homes at Keynsham and Whitchurch respectively. Two other patrol cars picked up senior officers and civilian guests at various addresses around the county, whilst police transport was arranged for other senior officers in remaining divisions. The instructions stated that the civilian drivers would be provided with refreshments, whilst the police drivers would take a packed meal and would patrol the divisional area whilst the function was taking place, before collecting the guests and taking them home. In these days of strict economy in the use of police facilities, it would be interesting to know just what that little outing costs local ratepayers.

WHEN a busy bus route became blocked in Southgate, London, close to Edmonton police station, the beat officer sent an SOS for traffic wardens to do something about parking on the double yellow lines on both sides of a narrow street. A sergeant at the station rang the traffic wardens' supervisor and suggested they should concentrate on the bus routes rather than the side streets. He was told "We are not doing the side streets as such. We have a directive from the commissioner to concentrate on Crown Lane because of parking by police officers." Crown Lane is a quiet, one way residential street, and there are temporary parking problems at Edmonton as this is where the team investigating the Tottenham riots is located.

THE central Traffic division in the West Midlands now works from a brand new purpose-built garage complex at Aston. The superb canteen serves hot meals during the week, and breakfasts only at weekends. Recent instructions require traffic officers to eat at divisional stations in order to "integrate with divisional officers." The problem is, some stations have no canteen facilities and at weekends, only Park Lane can offer cooked breakfasts. The result is that "divisional" officers can travel to Park Lane for cooked breakfasts, but "traffic" officers must go to divisional canteens where no cooked meals are available.

A DISTRAUGHT husband writes to *The Sun's* agony aunt to complain that his "policeman pal has stolen my wife." It is a sad tale of meeting the local bobby over a pint in the pub and inviting him round to the house: "He made a fuss of her — she was flattered and they ended up in bed together." The husband goes on, "What I want to know is, whether he was allowed to do this as a policeman on duty? Could he be in trouble?" Good point, but "Dear Deirdre" is not so sure. She says: "The policeman must have been on his way to or from work, rather than on duty." I see. It depends whether he was on the job.

IN order to relieve overworked scenes of crimes officers, operational constables in Chesterfield have undergone a 20-minute course, and are now responsible for fingerprinting their own prisoners. Alas, it appears that the quality of the work leaves a great deal to be desired and quite a few Chesterfield officers have had the ticklish job of persuading prisoners to return to the station to volunteer a second set of prints. Even more embarrassing, one PC had forms returned to him recently which had come back from the National Identification Bureau at New Scotland Yard. He had fingerprinted the prisoner's left hand twice.

THE new Regulations on overtime and rest days contain, uniquely, official recognition of the devious ways of senior officers: "Responding to a management request for volunteers should not be treated as a request by the officer concerned to do duty on the day in question." At Plumstead (Met) the old order never changeth. Chief Inspector Miller has informed the station Federation rep. that his superior, Chief Supt. Theobald, does not wish to work according to Regulations, for reasons of economy. Mr. Miller has added that if any officer asked to work on a rest day with less than 8 days notice demands the overtime to which he is entitled, he will never be asked again.

CHIEF Superintendent L. Hudson has just left Humberside to take up a police post in Zimbabwe. Two days before his departure, he was in the control room talking to a PC who has served under him for the last five years. "I thought you did very well on the Promotion Board yesterday," said Mr Hudson. "You can expect to be made up very soon." The PC said that was good news but there were two problems. Firstly he hadn't passed his exam, and secondly, he hadn't been at the Promotion Board the day before. Mr Hudson had mixed him up with an officer who has also served at his same station for a number of years. If all the PCs in Scunthorpe looked alike to Mr Hudson, how will he fare in the Zimbabwe Police?

Let's have order on the roads

Cyril Myerscough

Chairman of the Pedestrians Association wants traffic law to get its fair share of extra police resources

LAST Autumn the Prime Minister promised the police 'more manpower and more equipment' adding that ''we don't economise on protecting life and property.''

Even before this promise is fulfilled, the question should be asked: how will these increased resources be allocated? The traffic committee of ACPO points out that central government has not attached 'sufficient significance' to road safety and refers to pressures to increase involvement in other areas of activity. The Pedestrians Association sees the chief officers' evidence as providing a strong case for deploying most of this promised manpower and equipment in a rigorous enforcement of the road traffic laws.

Such a policy would enjoy considerable public support. Aware of public concern about the treatment of motoring offenders, the Department of Transport set up the Road Traffic Law Review to study recommendations for reform. In announcing its study last summer, the review body made known that it was also looking for comments from those with interests 'in the operation and enforcement of the law'.

During the past twelve months, initiatives by chief police officers and RoSPA intensified in respect of drink/drive offences. Support for their work is given by the licensed trade and voluntary organisations, and the newly formed Campaign Against Drink and Driving urges tougher sentencing.

The decision by Parliament in January to make the seat-belt legislation permanent did much to turn the spotlight on road safety. This law enjoys ninety per cent compliance among drivers, and during the first two years of its trial period there was a welcome fall in deaths among front-seat occupants. At the same time, it was noted that more pedestrians and cyclists were killed in crashes with cars and light vans. Some of the legislation's critics argue that this is because belted drivers are taking more risks.

Whatever the merits or demerits of this risk compensation theory may be, it cannot be denied that the added protection does place on drivers a corresponding duty to exercise more care for other road users — already so vulnerable — who do not have any physical protection at all.

This points to Britain's poor safety performance as compared with other countries, especially over the most vulnerable road users. In the international road safety league, Britain's pedestrian fatality rate has dropped in two years from eighth place in 1981 to eleventh place in 1983, the latest year for which a comparison is possible.

The Pedestrians Association believes that there is ample justification for most (if not all) of the promised extra resources going on traffic policing, though doubtless it was the inner city riots which prompted the Prime Minister to give her undertaking. But police officers need no reminding that of all forms of street violence, road traffic accounts for many more deaths and injuries. Over the five-year period 1980 to 1984 in England and Wales, for every call made on the police to attend the scene of a homicide there were ten calls to a road accident in which a person died no less horribly (2,649 homicides as compared with 25,475 road deaths).

Findings of guilt for motoring offenders now average two millions a year, but this is abysmally small when seen in the light of driver behaviour and total motor traffic mileage. Convictions for speeding, for example, totalled 250,000 in 1984. This is the smallest annual figure for over ten years, working out at one conviction per half a million miles — a lifetime of driving for most motorists!

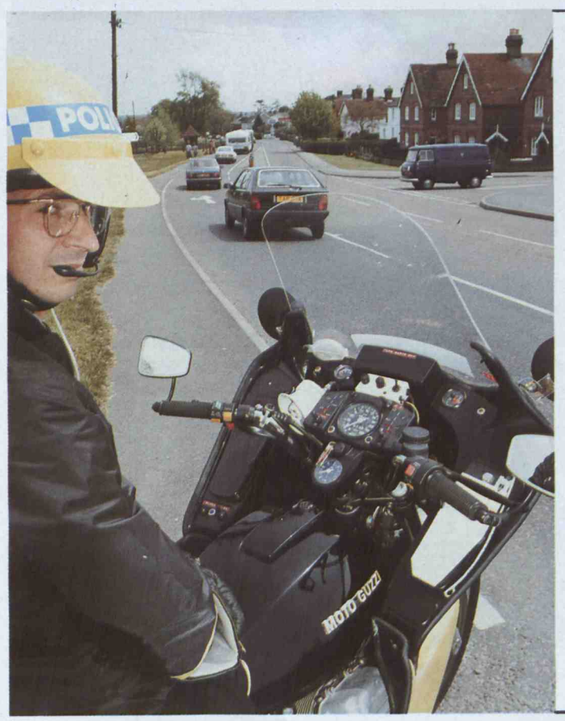
In an attempt to minimise the on going slaughter on the roads, some motoring correspondents quote the Department of Transport as saying that road casualties are down. So they are, but they are down because fewer people walk and more people travel by car. In other words, people are changing over from a more dangerous (and risk-taking) form of travel to a less dangerous (but risk-*making*) one. Walking will always be with us however, and among 10 to 19-year-old pedestrians the risks are increasing. Because few teenagers are yet motorists, this increase is indicative of the greater risks run by everyone who is not dependent on a car.

Deaths and serious injuries among young pedestrians have been rising annually since 1980. They stand at 5,252 (the Department of Transport figure for 1984), and the rate per 100,000 population is now double that of 25 years ago. Younger children are another very vulnerable group of pedestrians. So are the elderly. These points should be borne in mind when there is a temptation to give pedestrian safety a lower priority in the interests of motor traffic convenience.

So deployment of more manpower and more equipment in a nationwide operation on the roads should not be beyond police capabilities and resources. Road traffic violence is a fact of life all over the country. It knows no boundaries as between the territorial responsibilities of the various forces. So no mutual aid would have to be organised as was the case during the miners' strike.

The potential for saving human life in such an operation is greater than in any other area of police activity, and intensive police effort in other countries has enjoyed remarkable success. In recent years, the annual road toll of a thousand deaths in the Australian State of Victoria was reduced to five hundred due largely to twenty per cent of police resources being used to enforce speed limits and other traffic laws. The classic case is Japan, where the annual toll in the 1970s was halved alongside a seventy per cent increase in traffic. In Britain, by comparison, road deaths fell by just twenty per cent against a thirty per cent traffic increase during the same decade.

What better occasion to launch a life-saving campaign than European Road Safety Year 1986? The time is ripe. Public opinion on the evidence of recent developments seems ready for it. And the results would go some way towards making up for Britain's poor road safety performance.



'Road traffic violence is a fact of life all over the country'

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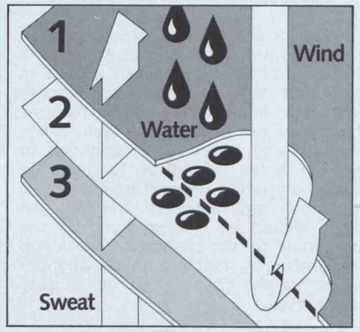

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Changes of rostered duties

The following agreement of Committee C has received the approval of the Secretary of State:

1. Where alterations are made to an annual duty roster after its publication, these changes must arise from the exigencies of duty (unless they are made at the officer's own request or have otherwise been agreed with the Joint Branch Board). The term 'exigencies of duty' should be interpreted as relating to situations where a pressing* demand, need or requirement is perceived that is not reasonably avoidable and necessitates a change of roster. Changes to rosters should only be made after full consideration of welfare, operational and practical circumstances rather than purely on financial grounds.

***In this context the word pressing relates to the expected situation at the time when the duty is to be performed, rather than the time when the duty roster is changed, ie, the reasons for a change may be known many months in advance but still be pressing.**

2. Because rosters are produced annually a number of unforeseen reasons for changes may subsequently arise. It is clearly not possible to produce an exhaustive list of all of the potential reasons which may necessitate changes. However, by way of example, changes to rostered duties would be justified by unforeseen public order situations, court attendance and essential training. An officer should be told as soon as the requirement for the change is known and at the latest, by midnight on the calendar day before the changed period of duty commences.

Late turn

3. Officers required at court should be given adequate notice as set out at 2 above before being changed to a full normal period of duty from 9 am to 5 pm when the exigencies of duty require attendance at morning court.

Night duty

4. It is clearly not in the interests of police forces, or individual officers, that officers should be required to perform a full normal period of duty between 9 am and 5 pm, having just concluded a period of night duty at 6 am/7 am that day. Exceptionally, where an officer requests such a change, and the appropriate supervising officer considers it desirable, approval may be given for such a change which may also be appropriate on 'quick change overs'.

5. An officer should not normally be required to perform consecutive periods of night duty, late turn duty and 9 am to 5 pm duty, to facilitate court attendance during a shift cycle of night duty, unless an officer requests such a change.

6. Changes to the duty roster might be necessary where an officer is required to attend court on consecutive days during a shift cycle of night duty.

General

7. It is recognised that it may not always be possible to follow the guidelines set out above, but the aim should be to allow an officer adequate time for rest and recuperation between duties. There is, of course, an absolute requirement at all times to follow the provisions of Police Regulations, governing changes to rosters. In accordance with Regulation 25(a)(6), all practical measures should be taken to avoid rosters being changed so that an interval of less than eight hours expires between one daily period of duty and the next.

New deal on annual leave

THE Staff Side of Committee C of the Police Negotiating Board has accepted the conciliation proposals of Professor Hunter, the independent vice-chairman of the Board, on annual leave. For the first time, leave entitlements will be based on service, and not rank and service. The agreement is set out below:

(i) standard leave entitlements for all federated ranks to be:

0 — 4 years	20 days
5 — 9 years	22 days
10 — 14 years	25 days
15 — 19 years	26 days
20 years or more	28 days

(ii) individual officers with leave entitlement greater than those set out above to retain their existing entitlements on a personal basis;

(iii) improvements in entitlement to be with effect from the first leave year on or after 1st January 1987;

(iv) improvements to be subject to extra days being taken at times governed by chief constables' discretion over operational requirements, including refusal on the grounds of exigencies of duty; and

(v) the Staff Side to undertake not to submit any further claim for annual leave improvements before the next overall review of police pay arrangements.

Seat belts and personal radios

THE Accident Research Unit of the Department of Transportation at Birmingham University has been carrying out experiments with the standard issue of the Burndept type police personal radio and harness, and the use of seat belts. The issue is particularly relevant to front seat occupants who are using seat belts.

When the radio set is carried in the normal manner on the chest, then when wearing a seat belt the pressure is concentrated on a narrow area rather than over the whole belt.

The Research Unit appreciate that there are operational difficulties in trying to position the set elsewhere on the body. However, they urge that officers should be advised not to have the current sets positioned under a seat belt because there is a significant increased risk of unnecessary injury.

The Research Unit have also considered the specific difficulties of women officers carrying the radio in the normal wearing position. The potential for injury is somewhat greater with females because of inherent differences in their injury tolerance. It is well established that the fracture levels for damaging the rib cage are lower with the female than with the male. The Research Unit think it especially important that the seat belt does not apply its crash loads through the radio set in this instance.

'AIDS' procedures

THE ACPO advice on treatment for officers involved with persons suspected of being AIDS sufferers or carriers has been extended to cover incidents where an officer is bitten or otherwise exposed to body fluids from a person who may have the AIDS virus or hepatitis. Although such circumstances would not normally justify immediate casualty treatment it would be reasonable for the officer to undergo blood tests. These tests could be arranged either by the officers' own general practitioner or the force medical officer. Dr Galbraith, Director of the Communicable Disease Surveillance Centre at Colindale, has also agreed to include such incidents in the AIDS surveillance programme. The police medical officer or general practitioner dealing with the incident should contact the Director of the local public health laboratory who will arrange the necessary documentation. In this way, bitten police officers can be followed up for a considerable length of time so that a proper assessment can be made of any risks. Ideally, a sample of blood from the suspected person should be obtained in order to identify whether infection is present.

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(i)	for one meal	**£2.71**
(ii)	for two meals	**£3.81**

Subsistence Allowance:
Period of retention or engagement on duty:

(i)	over 5 hours and under 8 hours	**£3.81**
(ii)	over 8 hours and under 12 hours	**£5.51**
(iii)	over 12 hours and under 24 hours	**£9.05**
(iv)	over 24 hours — at the rate under (iii) above for each complete period of 24 hours retention or engagement, together with whichever is the appropriate amount under the preceding provisions of this Table for any excess over the aggregate of each complete period	

Lodging Allowance — for each night **£16.55**

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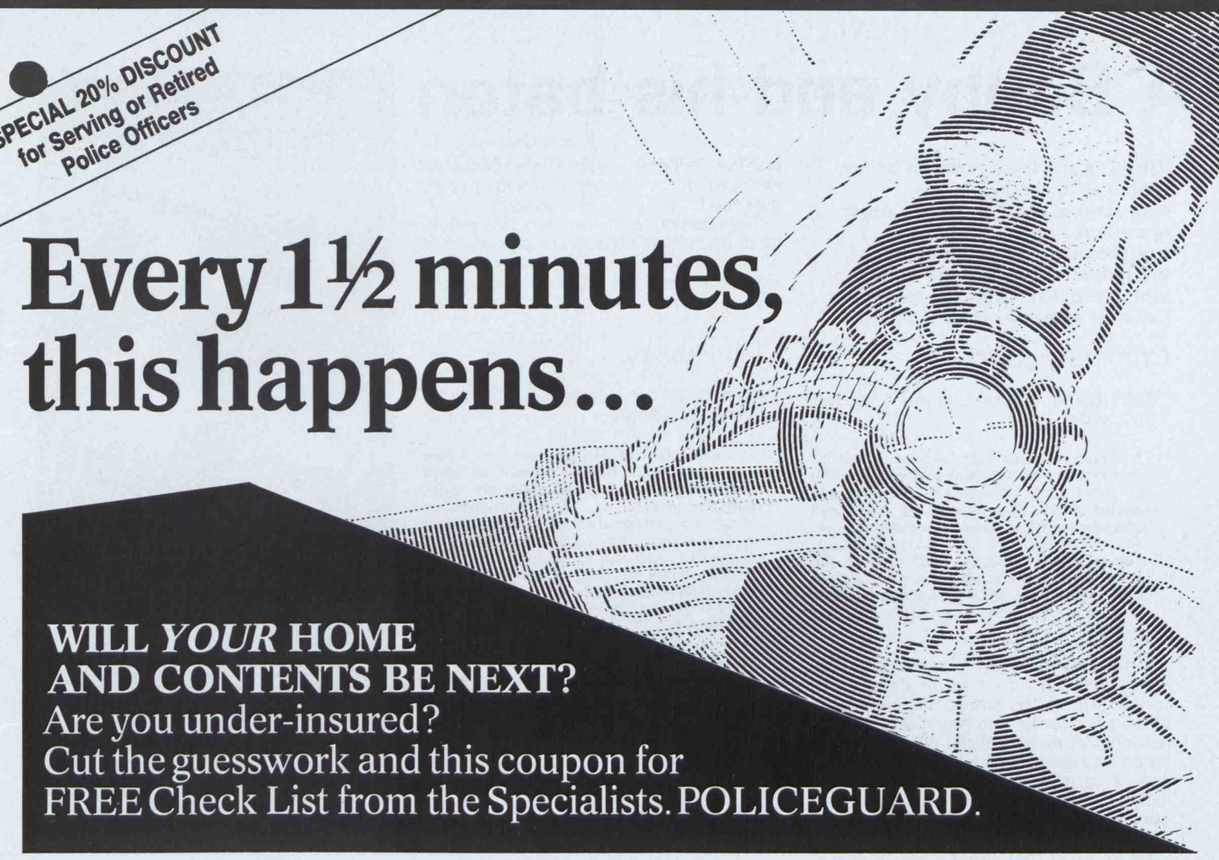

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A Bobby and his baton

WHAT is the legal position of the officer who, acting under instructions during a public order operation, uses his police truncheon to strike a member of the public? This was the question which the JCC asked of leading Counsel recently. Here is his reply:

Criminal liability

"**SECTION 3** of the Criminal Law Act 1967 states:

(1) A person may use such force as is reasonable in the circumstances in the prevention of crime, or in effecting or assisting the lawful arrest of offenders or suspected offenders or of persons unlawfully at large.

(2) Sub-section (1) above shall replace the rules of the common law on the question when force used for a purpose mentioned in the sub-section is justified by that purpose.

In manoeuvres in which baton units are sent forward to a crowd of demonstrators who are then struck twice with the baton prior to the baton unit returning to its original position, if the purpose of the baton unit being sent forward is to effect arrests of individuals, then the criminal liability of the individual police officer striking the person who is being arrested, will depend on whether or not the force used to effect that arrest is reasonable in the circumstances.

Similarly, if no arrests are effected, it is my opinion that the criminal liability of a police officer striking a demonstrator will depend on whether or not the use of such force is 'reasonable in the circumstances in the prevention of crime'. Further, the fact that the individual police officer has been ordered to strike the demonstrators with his baton would not provide that individual officer with any defence under existing criminal law. It would, in my opinion, mitigate against any sentence imposed on the officer but would not be a defence to any charge of assault.

The position is, in summary, very similar to that where officers are in possession of authorised firearms when the responsibility on the firing of those weapons is that of the authorised user, and his alone.

Civil liability

SECTION 48 of the Police Act 1964 provides as follows:

(1) The Chief Officer of Police for any police area shall be liable in respect of torts committed by constables under his direction and control in the performance or purported performance of their functions in like manner as a master is liable in respect of torts committed by his servants in the course of their employment, and accordingly, shall in respect of any such tort be treated for all purposes as a joint tort feasor.

(2) There shall be paid out of the Police Fund:
(a) Any damages or costs awarded against the Chief Officer of Police in any proceedings brought against him, and
(b) Any sum required in respect of the settlement of any claim if settlement is approved by the Police Authority.

(3) A Police Authority may, in such cases and to such extent as they think fit, pay any damages or costs awarded against a member of the police force maintained by them in proceedings for a tort committed by him. Any costs incurred and not recoverable by him in any such proceedings and any sum required in connection with the settlement of any claim that has, or might have, arisen to such proceedings.

The position is, therefore, as follows:

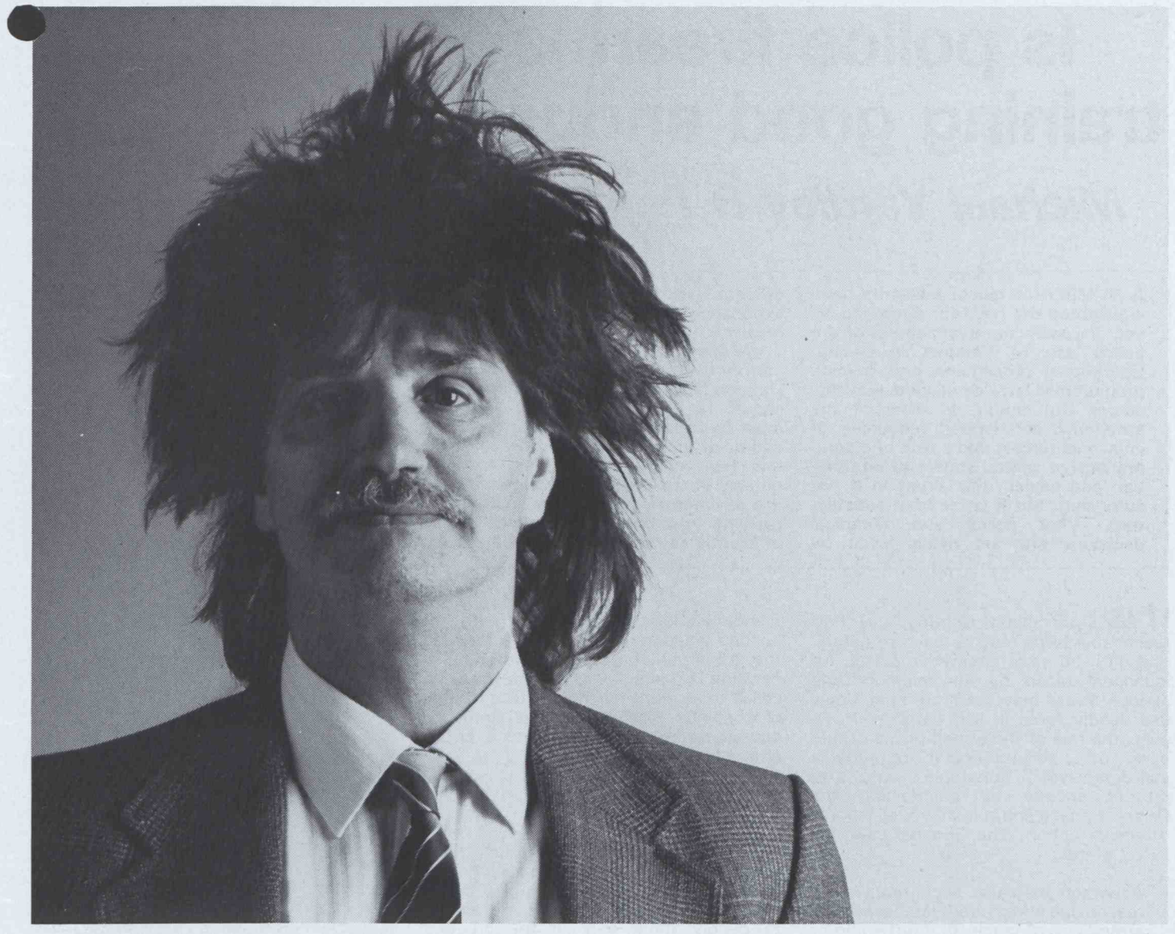
(1) In cases where a police officer is sued alone or jointly with his Chief Constable in respect of a tort committed by the officer in circumstances in which the claimant is entitled to or is awarded damages, the officer is entitled to an indemnity from the Chief Constable in respect of damages and costs awarded to the claimant, or in respect of a settlement agreed with the approval of the Police Authority.

He is also entitled to any costs not recovered by him in the proceedings. These provisions only apply, however, where the officer committed a tort or alleged tort whilst under the direction and control of the Chief Constable and in the performance of his functions.

(2) In any case where a police officer is sued or is involved in defending a claim in respect of a tort committed or alleged to have been committed by him, then the Police Authority may, to such extent as they think fit, pay the damages and costs awarded or part thereof or contribute to any settlement or pay any costs not recovered by the officer.

If, therefore, a claim is maintained against an officer as a result of an assault or alleged assault by him on a demonstrator during a manoeuvre authorised by an Assistant Chief Constable or Chief Superintendent, then it would seem to me that the Chief Constable would be obliged to indemnify the officer under Section 48(2) above. If, however, the officer concerned went off on a frolic of his own during a baton charge manoeuvre, then there is the possibility that it could be argued by the Chief Constable that he was not then acting under the direction and control of the Chief Constable and in the performance or purported performance of his functions so that the officer might, in those circumstances, have to rely on the Police Authority exercising its discretion under Section 48(4)."

"Haven't met some of these since Suez and Vietnam—It's nice to have a break from anti-police demos."



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Pestalozzi International Children's Village

Is police firearms training good enough?

Michael Yardley & Peter Eliot

A NUMBER of recent incidents have highlighted the need for a methodical and dispassionate examination of the police use of firearms in Britain. Operational procedures and training programmes have developed unevenly across the nation. In view of the autonomy and limited resources of individual forces, and a lack of a comprehensive central source of information and advice, this situation is not surprising. But it is far from satisfactory. Vital policy and technical decisions are too often made by officers lacking adequate practical experience or expert knowledge of firearms.

We aim to be constructive, critical, informative and thought-provoking. Ultimately, the only criteria for change should be objective analysis which must be based upon the proper application of scientific method. Because this has not been the rule, most notably in the analysis of the tactical use of firearms, the police are not yet carrying out armed operations as efficiently as they should.

IT IS a principle of Common Law that reasonable force may be used to defend oneself if no other alternative exists. An individual faced by an imminent and serious threat may therefore sometimes use deadly force in self defence. However, the role of the armed police officer or any other police officer is not primarily self-defensive. A constable's duty is to protect society by maintaining the Queen's peace and this may well involve offensive action. The Criminal Law Act 1967 states:

> "A person may use such force as is reasonable in the circumstances in the prevention of crime, or in effecting or assisting in the lawful arrest of offenders or suspected offenders or of persons unlawfully at large."

This appears to sanction the application of deadly force, both in self-defence in some circumstances and in other situations which could not be described as self-defence. The focus of the statement is on law enforcement. The report of the committee responsible for the drawing up of the 1967 Act elucidates:

> "No doubt if a question arose on clause (now section) 3, the court, in considering what was reasonable force, would take into account all the circumstances, including in particular the nature and degree of force used, the seriousness of the evil to be prevented and the possibility of preventing it by other means; but there is no need to specify in the clause the criteria for deciding the question. Since the clause is framed in general terms, it is not limited to arrestable or any other class of offence, though in the case of very trivial offences it would very likely be held that it would not be reasonable to use even the slightest force to prevent them."

We are left with a situation which puts the burden of responsibility on the individual and overrides any orders he may be given. This applies in cases where a Fire Control Officer is controlling individual marksmen, who must not pull the trigger of their weapon unless they are satisfied that the circumstances justify it. The final decision is theirs alone, and they may be called to account for their actions in legal proceedings. This puts an immense burden on the individual but no better alternative can be conceived.

Last resort

THE law, and its interpretation, have important implications in the selection of tactics and equipment. An armed police officer is not an executioner. He resorts to deadly force only in the greatest extreme. Should he have to fire his weapon, his task is not primarily to kill the target — though this may be the result of the application of force with a firearm — his task is rather *to neutralise the threat which has caused him to open fire*. The implications of the 1967 Act and subsequent judgements are that an armed officer may only open fire if he has reasonably considered the situation. It is also accepted that the process of the individual's reasonable judgement may be affected by the type of life or death situation being considered.

The law puts the onus of responsibility on the individual. He must make the decision whether or not to open fire. If his training has not equipped him to make decisions under immense pressure, he may well fail in his task and suffer terrible consequences.

An armed officer must become practised in assessing ambiguous situations. The process of assessing the threat must become as efficient as possible so that he may concentrate on dealing with the threat. The writers both know of former qualified firearms officers who have allowed their qualifications to lapse (sometimes by deliberate failure of proficiency tests) because they lacked adequate confidence and were concerned that the law 'did not support them'.

The fact that the law is flexible enough to deal with a variety of situations should be no cause for alarm. Indeed, it should be a great comfort but *only* if an officer has been adequately trained in a realistic environment.

Basic training

ONE former tactical firearms unit member has noted:

> **"A police officer is specifically precluded from driving a police vehicle until he has passed a basic driving course often lasting a month or more. During that test he will be shown his own limitations and the limitations of the vehicle itself. At the end of the course — if he passes — he is allowed to drive 'panda' cars. He may get extra practice as many policemen have their own cars. After a couple of years he may undertake an advanced course of**

(Continued on page 16)

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Bank's Address _____

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Name and address of my doctor _____
(who I authorise to confirm the above statement)
I declare that the above information to the best of my knowledge is true and this application shall form the basis of the contract.
Signature _____ Date _____
PF/5/86

Police firearms

(Continued from page 14)

3-4 weeks. This will put him under a great deal of pressure, and at the end of the course he will be qualified to drive pursuit vehicles. He is then likely to undertake driving duties on a much more regular basis.

A police officer who undergoes firearms training, if he is lucky, completes ten days of basic training, often in very unrealistic conditions. He may, again if he is lucky, get a day's refresher training every couple of months. The same officer will be actively discouraged from private firearms ownership.

Murphy's Law dictates that three or four years after he has completed his basic training and probably the night before his already inadequate bi-monthly refresher, he will be issued with a firearm and told to respond to an incident.

If there was a similar lack of training, familiarity and practise in the driving context — the driving, even in pursuit, is a less demanding skill than mortal combat — the police driver would probably crash. How can one expect a man to perform the impossible? And yet that is what we are asking the vast majority of policemen to do every time they are issued with firearms.''

Too many basic training syllabi at the moment ignore police needs. They have been unduly influenced by sport shooting, outdated military practices and the training programmes of foreign police forces who, because they faced a greater threat, were assumed to be expert in dealing with it.

At present, many police officers are not even good shots at static paper targets. Basic firearms training, unlike advanced training for specialist duties, need not vary much from force to force. But the limitations of a two week course and its graduates must be recognised. We believe that, at the basic level, a standard syllabus should be adopted by all forces, but it should be flexible enough to accommodate individual force needs.

Stress training

PERHAPS the most serious mistake many forces have made is to fail to give their men adequate stress training. At last this is being recognised. Tactical awareness and psychological preparation should be the cornerstones of all police firearms education. Only if an officer is taught to manage his own emotional reaction to the enormous stress of armed combat, or its imminent threat, can he become an effective and safe armed policeman. There is now, better recognition of the need for psychological training and acceptance that there is more to police marksmanship than shooting at paper targets on a conventional range. There is, however, widespread uncertainty as to what form psychological training should take. We will discuss this later.

All training programmes must relate to reality. There is absolutely no point in building a training syllabus around standard range practices in a sterile, well lit range when the majority of incidents occur at ultra short range (seven metres or less), in poor light and from awkward positions. Targets are unlikely to identify themselves as hostile and will probably be moving. Thus, even at the earliest stages of training, the student must be taught in an appropriate environment with the emphasis on reality. This does not mean that conventional ranges and shooting at static targets have no place in a training programme, but a student must not be taught (if only by habit) to expect such conditions on the street.

Basic marksmanship training should include:

a) An early emphasis on drawing from the holster and from under tunics and jackets;

b) fire with movement;

c) training in bad or intermittent light;

d) training using aids such as torch and headlights;

e) firing from unusual positions, including the realistic use of cover and barricades (we note that the 'barricades' on many police ranges are flimsy posts which encourage the wrong attitude);

f) firing at moving targets;

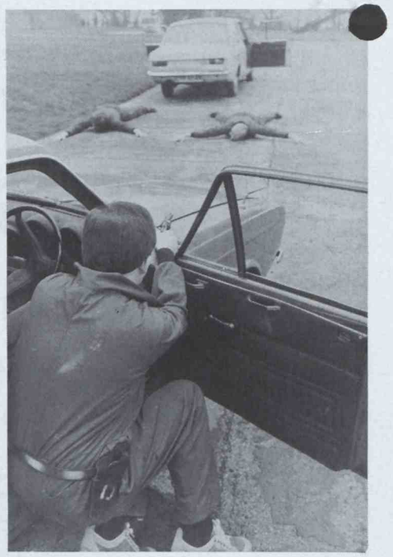
g) target assessment (ie is this target hostile?) should be introduced at an early stage. The student must never be encouraged by his training to shoot without thought. This often happens, for example, with turning target training and if practised regularly will encourage the wrong conditioned response.

The rationale behind these exercises is to put the trainee firearms officers into a realistic stressful situation rather than an artificial 'sport shooting' environment which is so often seen on police ranges. Under the stress of combat, an individual will respond as he has been trained. When the situation does not fit the training he has completed, he may react wrongly, with possible disastrous consequences, but within his own concept of the perceived situation. Unrealistic training will not give a firearms officer the flexibility to deal with the real situations he may encounter.

A recent case in the United States illustrates the point. A police officer was shot dead in a gun battle. Eye witnesses reported that it happened while he was reloading, and said that he seemed to be looking for something on the ground. Subsequent investigation revealed that on the range where he trained, it was the custom to catch empty cases in the hand and then throw them into a bin beside the firing point. Under the stress of fire, the officer's reflexes had taken over, and he was looking for the bin, which was not there. As a result, he probably short-circuited his training sequence because he wanted to get his gun working as quickly as possible, so he attempted to reload with empty cases.

Stance

WHENEVER possible the pistol should be shot from a two handed grip as this offers the greatest stability, although students must also be taught to shoot with one hand as many situations will call for this. There are a number of two handed stances available. In our belief, the one most suitable for police work is the Isosceles Position which is already the technique taught by the vast majority of British forces.



Met officers in training

In this method the gun is gripped with both hands and the arms extended at shoulder height so that they form the sides of an isosceles triangle, with the body as the base. The head should look straight forward and the upper body should be at right angles to the target. The position of the legs and lower body is less critical, although, where possible, the legs should be apart so that the feet are under the shoulders, and the knees should be slightly bent. The basic gun platform is formed by the upper body, which swivels at the waist to engage targets to the side, like a gun turret. This particular position is quite natural to assume, easy to teach and may be used in a variety of contexts while walking or even running. The fact that the lower body stance is not fixed makes the Isosceles Position so useful for police work. Because the position is natural, it is unlikely to be forgotten.

The so-called Weaver Position, originally designed by an American policeman, Jack Weaver, to win competitions, is now being seriously considered by many police and military agencies. It is designed to give maximum stability and recoil recovery, together with a certain amount of turreting ability, when shooting from a fixed position and in a defined direction. The position of the whole body is defined when assuming the stance. Its use requires a great deal of practice; it was not designed for movement or surprise encounters. It is our view, that even among trained personnel it tends to break down under stress. Success depends upon the application of considerable muscular tension. 'Weaver' is an isometric exercise, and requires a balance of tensions to be applied between the arms.

The Weaver Position does have advantages. It offers fast recoil recovery and is very adaptable to shooting from behind cover. Certain specialist British military units now use the Weaver Position but only for specific tasks. However, in the police context there are several dis-

(Continued on page 18)

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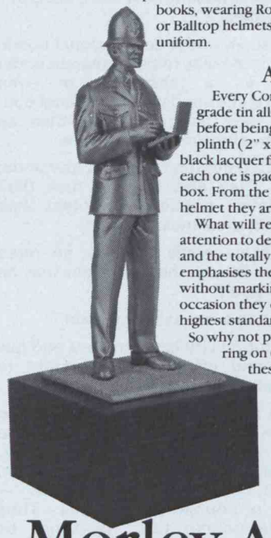

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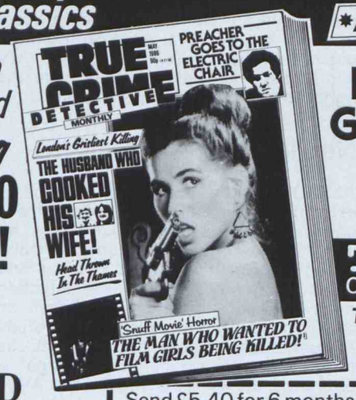

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Sgt Alan Westlake, British Service Pistol Champion, demonstrates the 'isosceles' position, in which both arms are thrust straight forward, the hands meeting in front of the face. The two arms and the lateral body plane (chest) form an isosceles triangle, hence the name

The 'Weaver' stance is an isometric position, dependent on strong muscular tension and triangulation of the arms. It is the technique currently taught by the American FBI. The left shoulder leads and the left elbow is sharply dropped

advantages — apart from those already mentioned — to the Weaver stance. Notably, it takes longer to teach than the isosceles — a vital consideration. Because it is more complicated and less natural, it is more easily forgotten and therefore requires more follow-up training. In our belief, the Weaver Position, which is currently being considered by some forces, is not suitable for basic training, though it might well be of use to members of tactical firearms units.

Simulators

AN armed officer must be taught his own limitations and the limitations of his equipment. Only then can he operate effectively. Stress cannot be simulated, although certain forces appear to think that expensive computerised simulators may be a partial answer to the problem. At best, simulators achieve something close to reality. However, there are better and cheaper alternatives, one of which is wax bullet training. This refers to man-against-man training, using cartridges which fire wax projectiles. Such bullets inflict a very minor but sometimes quite painful 'wound' (it is essential, therefore, that adequate eye and groin protection are used). Students are truly motivated to 'get it right' and use normal issue weapons. Training officers can create an infinite number of scenarios as no special range is necessary. Wax bullet training, like modern public order training, retains a slight but significant potential for danger (for which reason it has been rejected in the past) but it is precisely because of this that it is a valuable technique.

If one eliminates danger from training, one cannot adequately prepare a student for the real world. The lessons learnt in this type of training are well remembered. It is interesting to watch just what a profound effect it has on a student when he is exposed for the first time to moving targets which shoot back!

There may even be the need for some specialist officers to train on occasion, as the Army does, with live ammunition. Such training, which obviously must be under the closest supervision and would not be included on a basic syllabus, is a very effective way to develop stress management skills. Some armed officers may not like the idea, even on the most occasional basis, in which case they should ask themselves if they have the right motivation for firearms duties.

Negligence

ALTHOUGH the military experience is often not applicable to the police, this is one area where the police have an important lesson to learn from the Army. When the Northern Ireland conflict first began, Army personnel were inflicting more casualties on themselves than on the terrorists. This situation was carefully evaluated and it was decided that the term then used, 'accidental discharge' — promoted the wrong attitude. The Army began to refer to 'negligent discharge', and backed this up with an intense campaign during which it was emphasised to personnel that weapons do not go off by themselves, and that the unintentional discharge of a weapon is a result of negligence by the user.

There have been a number of unpublicised unintentional discharges in British police forces, some involving injury to officers. There is an urgent need for reassessment. It is our belief that safety training should not be separated from other spheres of firearms training. Safety encouraged by the right mental attitude should be intrinsic to all training.

GENERAL OBSERVATIONS

1. **The weapon produces a false sense of security. It is often treated as if it were a shield.**
2. **The more one emphasises the pain potential of training, the more accuracy deteriorates.**
3. **Range score under conventional conditions is irrelevant to performance under stress, ie, a reasonable or even mediocre shot under conventional conditions may perform better than an excellent shot under real stress.**
4. **Most students tend to shoot low under stress. They also tend to tuck their head down, possibly to protect their face, and drop their position.**
5. **Aggressive people tend to be more decisive, though their decisions may be ill-considered.**
6. **Fitter people are easier to train.**
7. **Instructor quality is paramount and has a profound effect on the extent to which students fulfil their potential.**
8. **It pays to give students some course notes — for example, those relating to basic descriptive terms (trigger, hammer, chamber, front sight, cylinder, latch, etc) and the law — *before* a course commences. Thus valuable course time need not be wasted.**

Follow-up training

NO less important than the basic training an officer receives in his follow-up training. In our opinion, a basic course of two weeks is probably adequate but only if it is followed up by supervised practise *at least* once a month. They should include both marksmanship and tactical components. Having completed a two weeks basic course, an officer should also attend a bi-annual one week refresher course in addition to his regular practise and qualification commitment. Pistol shooting is a skill which falls off very rapidly without practise. The emphasis on follow-up training should be little, but often.

A new concept?

WE believe that all police recruits should receive tactical training, so that even if they are not armed they may deal with a situation as effectively as possible. In many cases the most sensible thing will be to wait for the arrival of fellow officers with specialist training. It is not impossible to envisage a situation where the tactical element of police firearms training builds upon basic techniques already learnt. As time and the law of diminishing returns are great considerations in all police training, it would be sensible to reassess the recruit's basic programme to see if it could be modified so that:

1. ***All* officers receive some tactical training in how to approach or respond to incidents involving firearms.**
2. **Specific Firearms Training Programmes are a logical progression from the training already begun.**

(Continued next month)

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When friends fall out

For more than sixty years, the Protestant majority in Northern Ireland has looked on the RUC as its friend and protector. Now, whipped up by anger against the Anglo Irish agreement, ultra-loyalists have turned against the force

Tony Judge reports

THESE are grim times for the Royal Ulster Constabulary.

For eighteen years, since the civil rights marchers first challenged the entrenched Unionist majority in the province, and unwittingly paved the way for the resurgence of IRA terrorism, the wearers of the RUC's distinctive green uniforms have withstood everything that the snipers, bombers and missile throwers could do. In this time, they have escorted the funeral corteges of more than two hundred comrades, seeing in each service funeral one more reason for continuing the fight to uphold law and order in this hopelessly divided corner of the United Kingdom, where mindless sectarianism has taken more than two thousand lives. Besides the dead, there are dozens of blinded, mutilated and crippled policemen to bear testimony to the price they have paid for being police men and women.

Now, as the Loyalist community rages against what they see as Margaret Thatcher's perfidy in inviting the hated Dublin government to participate in the governance of Ulster, the lawless mobs of the Shankhill and other strongholds of the Protestant ascendancy, threaten to do to the RUC what the most horrific outrages of the provos and INLA never came near to achieving — destroying its morale.

All last month, the force's emergency housing unit was on constant duty, dealing with more than two hundred cases in which RUC members and their families became the targets of hate filled assailants, with some of whom they had lived in close neighbourliness for many years. Now, for the crime of belonging to the 'traitorous' RUC, they found themselves ostracised or, in extreme cases, petrol bombed out of their homes. A harassed sergeant told me; ''We can't move every man out just because he's had an anonymous 'phone call. It could be just a joker. If its just a few windows put in by stone throwers, then we'll send someone round to put some protection up. A man's chief superintendent must certify that the threat is real before we'll rehouse. It's a hell of a job getting a man to calm down and telling him that things are not as bad as they seem, but it's all we can do.''

Bigotry

INTIMIDATING members of the public services and their families is not new in Northern Ireland. When the troubles began, a number of police families living in areas where the Catholic majority decided that Protestants could no longer live amongst them, were moved into safe neighbourhoods. Since then, RUC men have bought their homes in areas relatively untouched by bigotry or terror. The new and terrifying dimension is that the very people from whom the RUC drew its support and who sustained its self confidence, have turned against the police with a bitterness that in some areas borders upon ferocity. The fifty or so RUC officers who had been rehoused up to the middle of April, were greatly helped by the SPED scheme (Speedy purchase of evacuated dwellings). It is to avoid abuse of the scheme, by which the Northern Ireland Housing Executive buys the homes of intimidated families at market value, that the force insists on establishing that threatened or frightened families have no choice but to move. Even so, it must be emphasised that many officers under threat have shown defiance and determination in refusing to be forced away from the homes they have lived in for many years.

Victims

THE biggest sufferers have been members of the RUC's reserve and the 'third force', the Specials. The reserves are full time auxiliaries, employed on three year contracts. Unlike the regulars, they lack the financial freedom that goes with the certainty of regular employment and have been obliged to live, in many cases, in the heart of Protestant working class areas. They have become the first and most helpless targets of mob hatred. They are caught in an economic trap. If they own their low value terraced houses in the mean streets around the Shankhill, the sale price limits their choice to similar dwellings in equally hostile areas. If they are NIHE tenants, the chances are that they will be rehoused in areas where their new neighbours are just as likely to bring about their forcible eviction.

The RUC reserve is a cheap and effective means of employing more police than the force would need in normal times. Its members are not pensionable, receiving a niggardly and taxable £500 bounty at the end of their contracts. The threat of not having these renewed is held over them, and significantly their sickness rate is only a fraction of that of the regular force.

The Specials are paid a small hourly rate for performing duty, and they too have borne the brunt of the backlash against the Anglo-Irish agreement. The fear is that the current wave of attacks on the homes of reserve men and Specials may be the prelude to something even worse, in which they become the targets of Protestant gunmen, just as the part-timers in the Ulster Defence Regiment have been singled out by the IRA for assassination. One RUC officer told me; ''We've had to take some of the Specials into the full time reserve. It was too dangerous for them to go on being milkmen or doing similar jobs where we could not protect them.''

Chief's ban

THE ban imposed by Chief Constable Sir John Hermon on a Loyalist march through Portadown infuriated all shades of Unionist opinion. Ian Paisley and James Molyneux, who in Ulster terms represent moderation, raged against Hermon's 'obsequious' support of the Westminster government. Paisley led a defiant night march which sparked off attacks on the police. A plastic bullet killed a rioter, Keith White, who was immediately given the status of heroic martyrdom, in a manner chillingly reminiscent of the Nazis beatification of another street fighter, Horst Wessel. Sinn Fein and such orthodox Catholic politicians as John Hume relished the spectacle of furious Unionists raging against the police use of plastic bullets to quell rioters.

Sir John Hermon shows the press weapons seized in recent RUC raids

Hermon's banning order was against the advice of local senior officers, who felt that there should have been a compromise, with the marchers being allowed to assert their right to march through a nationalist area, but to refrain from playing their traditional and provocative battle songs. The chief constable is sensitive to charges that in the past the force has prevented Catholics from parading their colours in enemy territory and is determined to assert the political independence of the force, even when this is seen by the majority as support for Thatcher and the agreement. Paisley has gone so far as to suggest that RUC rank and file officers might disobey or at least ignore Hermon's orders, and the wave of intimidation is designed, among other things, to bring this about.

Federation view

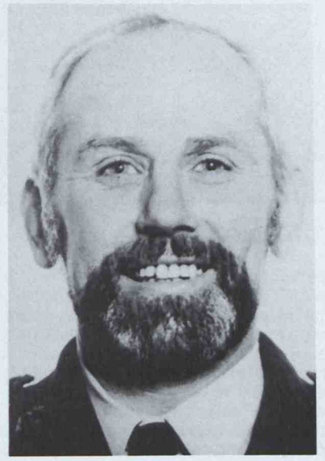
ALAN WRIGHT, the articulate and impressive chairman of the Northern Ireland Police Federation, has been going through the most difficult period of his long and eventful period in office. Some years ago, when a politicised faction in the Federation forced through an executive vote of no confidence in Hermon, he resigned in protest, but was quickly persuaded to resume office when the moderates asserted themselves. In recent months, he has emerged as Hermon's sternest critic, whilst studiously avoiding personal attacks on a chief who is, by common consent, determined and courageous but unwilling to listen to opinions that do not echo his own. Wright defied Hermon's clumsy and unjustified attempt to impose a gag on statements by Federation officials, but ventured into the political arena himself last month when he called on Hermon not to attend any more meetings with Eire's police chief, on the grounds that these were being represented as proof that the force was being influenced by Dublin. It was a proposal which drew a prompt and angry rejection from Hermon.

There is no question but that the sudden and alarming change in the RUC's relationship with the majority of the community is the primary topic in Federation circles. Since the troubles began, the force has made strenuous efforts to become a non-sectarian and wholly impartial body. It must never be lost sight of, however, that from partition in 1922 the force was seen in Ulster as the firm bastion of Protestant ascendancy and the British connection. The RUC even had a quota, which it never filled, of a few hundred Catholic members. It operated in a society in which discrimination against Catholics was built into the political system, jobs and housing. Until the civil rights demonstrations of the late sixties, there was little attention paid to Ulster affairs in the rest of the UK, and majority opinion in the province saw nothing abnormal in the way things were. The force has come a long way in a short time, even if its critics in the Catholic community have been slow to acknowledge its efforts.

Paisley — he challenged RUC members to make a choice

Perhaps to a greater extent than in the case of any other British force, the RUC members come from and belong to the community they serve. It is natural that the vast majority share the views of their compatriots about the Anglo Irish agreement. They deeply resent what they see as its arbitrary imposition without consultation, and their intimate understanding of Ulster's frenetic politics leads them to appreciate from the outset that they would be cast yet again in the 'pig in the middle' role, only this time the danger would come from their 'own people'.

It may be only a small minority of the Protestant majority that is responsible for the physical attacks on the police — the petrol bombers are the street louts and hooligans one finds in any British city — but the long term damage to the RUC is more likely to be caused by the likes of Paisley and Molyneux. They sailed close to illegality last month with a newspaper advertisement addressed to members of the Force, which could only be interpreted as a blatant invitation to policemen to choose between loyalty to the Unionist cause and obedience to the chief constable. Paisley is quite unrepentant about an action which, on the mainland, would have had the Law Officers of the Crown scanning the Police Act. He thinks it quite legitimate to expect police to make political judgements about their orders. Police who refuse to follow this line will be seen as 'traitors' if they enforce banning orders or take action against Loyalist demonstrators in the new season of marches.



Murdered in his own garden

INSP James Hazlett, BEM, was shot dead last month, as he walked with his dog at his home at Newcastle, Co. Down. The IRA admitted the murder

Alan Wright and his experienced colleagues on the Federation's central committee have been worried about the conduct of a small minority of members who have sought to exploit the personal anxieties of policemen about the Anglo Irish Agreement. Several hundred members attended a special meeting a couple of months ago to discuss the situation. It was a strictly private meeting, with no press present. Federation secretary John Elder told the audience that there must be no press statements afterwards, and that tape recordings must not be made. This did not prevent the 'ultras' from secretly taping their own highly emotive and political speeches, and giving the recordings to local politicians.

So far, the mass resignations which some commentators forecast have not materialised. Whilst the attacks on police and their families has, in some cases, strengthened the resolve of RUC members not to give way to violence and intimidation, there is no denying that the hatred and contempt of neighbours has had a devastating effect on others, especially on the families of police officers. Wives are no longer served in some shops. People whom they regarded as friends have turned their backs in the streets. Given the lead offered by elected politicians, this is far from surprising.

(continued on page 22)

Professionals

ONE brighter feature of the RUC's latest crisis is that its pride in its professionalism remains as strong as ever. Last month, when I visited Tennent Street Police Station in Belfast, the atmosphere was celebratory. During the previous night, a series of raids in the Shankill area had uncovered weapons, explosives and a petrol bomb making 'factory'. An unexpected bonus had come with another arrest following a domestic murder, where police found another hoard of guns and ammunition.

Donald Milliken, the NIPF vice chairman, is acting commander at Tennent Street. The station is a shabby and inadequate building erected in the seventies, and now made uglier by the obligatory wire screens that protect all RUC stations from the latest menace, the mortar attack of the kind which took nine police lives at Newry last year. Milliken's officers deal with the Shankill and a nearby Catholic enclave, the Ardoyne. "There's a bit of a ritual about rioting around here," he told me. "They start throwing stones and petrol bombs at our vehicles. After a while, we hit back with plastic bullets. Then they decide to clear off and that's it. Sometimes, it gets nastier as it has done since Keith White died. That's when we've got to watch ourselves even more carefully than usual."

Officers at Tennent Street freely admit that they are not 'policing' as officers on the mainland would understand the term. "Let's face it, we only patrol by consent of the paramilitaries," one RUC man told me. "They operate their own law and order round here. People report crime to them, not to us." It was a situation disturbingly reminiscent of the 'no-go' areas of Belfast and Londonderry set up by Sinn Fein some years ago, with the gunmen enforcing their own harsh codes and running the rackets involving protection money and blackmail.

Last month, with the aid of reinforcements brought in from surrounding areas, the police at Tennent Street held out against sustained attacks from the mobs, who nightly burned vehicles and attacked police homes in the area. In other stations in the Unionist strongholds, the same pattern was repeated. The unspoken fear of the police who confronted the rioters was that soon the stones and petrol bombs would give way to real bullets and deliberate assassinations. In the midst of such anxiety, the cynical slaughter of an RUC inspector as he walked in his own garden in Newcastle, Co. Down, reminded everyone that it is the IRA that has waged a dirty war on the police for so long. It would be the ultimate irony, if a combination of intransigent national government, mob fury, and incompetent political leadership in the Protestant bastions, handed the gunmen the triumph that, so far, the RUC has denied them.

'Lions help Sue to talk'

Last month, Knutsford Lions gave former Greater Manchester Police officer Sue Hartley, 31, a computer to help her in vital communications. In 1982, a stroke left Sue paralysed five years after she had been in a bad car crash. That double blow has meant that Sue, who now lives in Knutsford with her sister and brother-in-law, relies on her computer and a mini word processor to 'talk'. "She's a remarkable young lady," said ACC Robin Oake, who served with her last in 1981, and is seen here with ex-PC Eddie Firmston *(centre)* and President Doug Berney of Knutsford Lions

GOING INTO BUSINESS

Jack McLaren

MANY retiring police officers have years of active working life ahead of them, often with a substantial nest egg in the shape of commutation.

One attractive avenue is that of working for themselves, running their own business. It can be one of the most satisfying and rewarding ventures a person can undertake, but many people fail. The most important factor in determining the success of your proposed business is your own ability to manage.

If you are half hearted and considering starting until a job turns up or to get the Government's Enterprise Allowance or some other grant, the best advice is: "Don't." To succeed you need enthusiasm, flexibility, a family that can put up with long hours, judgement and the ability to come off the fence, adequate personal resources, and a commitment to hard work.

Even before your business is trading you will, if you know your way around, have had to spend a minimum of 24 hours 27 minutes and 18 telephone calls simply working your way through 269,000 necessary words of government regulations on such things as PAYE, VAT, national insurance, employment and health and safety.

Before you start up, you need some previous work experience or the skills and ability appropriate to your proposed venture. Businesses involve more than just selling things. You need a clear view of the market for your product or service, and must acquire skills in marketing, production, finance, managing people and administration.

Here are some broad-spectrum do's and don'ts to help you:

Find out as much as possible about your product or service and whether it has the market potential you think it has.

Setting your pricing policy is important. The market often sets this for you, but if it is a new product or service you can obtain guidance. Knowing your break-even position can be vital.

Seek professional guidance on the legal structure of your business (whether you decide to set up as a sole trader, in partnership or as a company); about employing people, buying an existing business, franchising, preparing financial projections, raising finance, taxation of business profits, VAT, PAYE, keeping books and records, insurance and pensions, the duties of sole traders, partners and directors and even about professional advisers.

Peat Marwick have produced a book on the subject called "Starting up your own business" which in 45 easily read pages of advice takes beginners, and established practitioners, beyond the five-finger exercise level in understandable stages. It costs £3 including postage and packing, from Peat Marwick, 135 Buchanan Street, Glasgow, G1 2JG*.

It leads you from your pre-start-up days through researching the venture and putting your business together to running it.

Page by page the text of this business book is accompanied by sources of necessary information and independent guidance and aid that should help you through most problems.

**Jack McLaren is Private Business Partner with Peat Marwick in Glasgow.*

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PCA's first report

IN the first report to Parliament of the Police Complaints Authority — based on its first eight months of operation from 29th April to 31st December 1985 — Sir Cecil Clothier, KCB, QC, writes that he believes the Authority has created an organisation capable of serving the public continuously and efficiently in verifying the honest and thorough examination of complaints of misconduct by police officers.

The report explains the present position regarding standards of proof in criminal and disciplinary proceedings and rejects the 'persistent criticism' by some complainants who successfully secure compensation in the civil courts but fail to secure punishment of the same officers by way of the complaints procedure.

Police forces referred 2549 matters to the Authority for possible supervision of the police investigation. The Authority decided to supervise 611 of these investigations.

In respect of disciplinary matters it is the responsibility of the Authority, when the investigation of a complaint is completed, to consider whether any disciplinary action should be taken against an officer if that is not already the intention of the chief officer.

Results

OF a total of 7,897 complaints arising from 3,581 cases, 24 resulted in officers facing criminal charges, and 93 in disciplinary charges being preferred. Some 591 complaints were dealt with by way of 'advice' to the officers, and in 36 instances the officers involved had left the Force and were, therefore, outside the scope of the discipline code. The Report explains how the term 'advice' is viewed seriously by the police, whereas to the public it may appear inadequate. In each of the 3,581 cases it dealt with last year, the Authority wrote to the complainant informing him of the outcome.

"Double jeopardy"

THE Report says that some forces still wrongly believe that when the DPP decided not to bring criminal charges against an officer, disciplinary charges cannot be brought. On civil actions, the Board states:

> "Investigating officers should make it clear to complainants that if, perhaps following legal advice, they refuse to co-operate in an investigation pending the outcome of related criminal or civil proceedings, then the resultant delay in the gathering of evidence may make it more difficult to complete a satisfactory investigation."

The Authority is forbidden to publish detailed information from the investigating officer's report other than a summary or other general statement. It wants the discretion to publish so much of an investigation report as it judges to be in the public interest to disclose, subject to the needs of confidentiality.

High profile supervisors

One thing that distinguishes the Police Complaints Authority from the old Complaints Board is its liking for publicity. In controversial cases the PCA keeps a high profile, with its 'supervisor' at the investigating officer's elbow all the time. Above we see ex-ACC John Domaille with his PCA watchdog, Vincent Moore, on their way to take a statement from Mrs Cherry Groce

During the first eight months the Authority has supervised a number of cases of exceptional public concern: the deaths of John Shorthouse, Mrs Cynthia Jarrett, Mr John Mikkelson and Mr Mark Hogg; the shooting of Mrs Dorothy Groce; disturbances in Toxteth, Brixton, Tottenham, Stonehenge, and at a Manchester University meeting; and the BP/National Lucky Numbers Game.

Comments and suggestions made by the Authority have, in individual forces, resulted in:

marking certain vehicles so that they can be readily identified from a distance;

revised orders on the use of truncheons;

changes in orders for the use of dogs;

changes to procedures in police cells; and

amendments to policies for early release.

Few cases of racial discrimination

OFFICIAL returns show that no police officers were disciplined for the specific offence of racially discriminatory behaviour in the period April to December 1985, nor were there any instances of behaviour with a racial element dealt with as 'other offences' during that period. Four complaints of conduct amounting to racially discriminatory behaviour were informally resolved under the statutory procedures. Eleven complaints of misconduct which included a racial element were found, after investigation, to be not substantiated, and six others were withdrawn or not pursued. In two further cases, the Police Complaints Authority granted a dispensation from investigation on the grounds that the complaints were anonymous, repetitious or incapable of investigation. It should be borne in mind also that those statistics relate only to cases completed by 31st December, 1985, and do not include any cases still in the process of investigation or review by the Police Complaints Authority.

A 'controlled explosion' dealt with this motorist's brief case after he had left his car outside a London court where a terrorist suspect was appearing

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Legislation

Tory plans for tougher crime laws

New rules on juries

●

Confiscation of crime proceeds

●

Intermittent custody

THE White Paper, *Criminal Justice: Plans for legislation* foreshadows increased maximum sentences, further steps to seize criminals' assets, easier extradition arrangements, measures to facilitate the prosecution of fraud, options for jury reform and better arrangements for compensating victims of crime. These proposals will be brought forward in a new Criminal Justice Bill in the autumn.

Among the main proposals, some of which are put forward as a basis for comment, are:

Maximum sentence for carrying firearms in furtherance of crime to increase from 14 years to life;

Statutory backing for publication of Court of Appeal's sentencing guidelines;

Government to move further on confiscation of criminals' assets;

Criminal Injuries Compensation Scheme to be put on statutory basis;

Increased court powers to order offending to compensate victims, including proceeds from sale of confiscated property;

Consideration of removal or curtailment of "peremptory challenge" to jurors and increase in the maximum age of jurors;

Promise of legislation on many of the Roskill recommendations on fraud trials;

Removal of *prima facie* requirements in extradition cases.

Maximum sentences

THE maximum prison sentences for the main criminal offences need to be kept under review. The Government proposes to increase from 14 years to *life imprisonment* the penalties under the Firearms Act 1968 for *carrying firearms* in the furtherance of crime. The Government says that these proposed increases are intended "to demonstrate emphatically that the carrying of firearms by criminals, whether or not they are used, is regarded by society as an offence of the highest possible gravity."

In line with the recommendations of the Salmon Commission's (1976) Report on *Standards of Conduct in Public Life (Cmnd 6524)*, it is proposed to increase the maximum penalty for certain offences of corruption from two to seven years. The offences concerned are contained in the Public Bodies (Corrupt Practices) Act 1889 and the Prevention of Corruption Act 1986, under which seven years is the maximum only in connection with public contracts, and not for other forms of corruption.

The Government also intends to extend the arrangements for inflation proofing the maximum fines available to magistrates for summary offences.

Court business

A CONSULTATIVE paper — *The Distribution of Court Business* — draws attention to the great and increasing pressure of work in the Crown Court. The courts should have adequate powers to deal with offences but it is also important that offences which are not among the most serious, and which can be adequately dealt with by the magistrates, do not unnecessarily take up the time of the Crown Court.

The Government proposes (in the consultative document) that the following offences should be triable only in the magistrates courts:

(i) Common assault;
(ii) Driving while disqualified; and
(iii) Taking a motor vehicle without the owner's consent.

(More serious offences of assault and theft of vehicles would still be triable in the Crown Court.)

It also invites comments on a new qualified proposal for minor cases of theft to be tried in the magistrates court unless (notwithstanding the small value of the stolen property) the offence seems unusually serious.

Sentencing practise

THE Government considers that some arrangement is needed to strengthen the role of the Court of Appeal in giving public guidance on sentencing policy — recently illustrated by the Lord Chief Justice's guideline judgment on rape.

An earlier proposal to enable apparently over-lenient sentences in particular cases to be referred by the Attorney General to the Court of Appeal was defeated in the House of Lords during the passage of the Prosecution of Offences Act. But public interest in sentencing remains strong and persistent, and public confidence in sentencing practice needs to be reinforced. The White Paper discusses ways in which this could be done. It concludes by announcing that the Government is minded to include in the Bill an alternative proposal, which specifically provides for the publication of the Court of Appeal's sentencing judgments in a much more coherent and much more accessible form, by a statutorily constituted Judicial Studies Board, as a guide for sentencers and public alike.

"You know the regulations Albert — no pets!"

Sentencing options

THE White Paper discusses a range of sentencing options including:

Intermittent Custody. A consultative document ("Intermittent Custody", Cmnd 9281) examined the case for a new, semi-custodial sentence involving detention for only part of the day or part of the week, as a further alternative to full custody. The responses to the document suggested that existing powers already cater adequately for those who might be suitable for the sentence, and that there was no significant measure of agreement on the form a new sentence might take. Accordingly the Government has decided not to pursue the idea.

Police Cells. Under section 134 of the Magistrates' Courts Act 1980, magistrates can order offenders to be detained for up to four days in police cells. The Government believes that if a sentence involves sustained overnight detention other than in a prison, it should involve accommodation and supervising agencies suitable for the purpose — not police cells or police officers. The Government has, therefore, decided to repeal this section of the Act.

Confiscation of assets. The Government recognises that there is concern to improve courts' powers to deprive convicted offenders of the proceeds of their crimes, particularly with regard to major organised crime and to particularly profitable offences. The special concern over drug trafficking has led to the Drug Trafficking Offences Bill, which is now before Parliament, and the Government now intends to move further down this path.

Forfeiture. The Government proposes to strengthen the powers of courts to order the forfeiture of property used in connection with crime. The present general powers only apply to offences punishable with more than two years' imprisonment or more, to goods in the offender's possession or control at the time of arrest, and to goods used, or intended for use, in committing an offence. The Government's proposal is to extend the general power to all offences, to property lawfully seized at any time, and to goods of which possession is itself an offence.

Young offenders

THE Government proposes that there should be power for those with short youth custody sentences to be held in detention centres. Because of the way in which the Criminal Justice Act 1982 has operated, detention centres are underused for large parts of the year. Also, some of those receiving short youth custody sentences of between four and six months have very short periods left

(continued on page 28)

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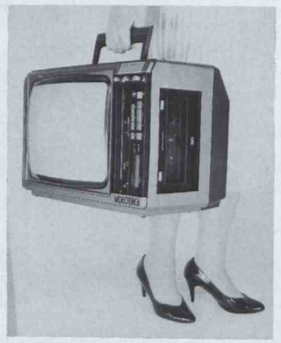

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White paper

(continued from page 26)

to serve after time spent on remand and remission have been taken into account. The 1982 Act provided no means by which young offenders in that position could be held other than in youth custody centres or prisons.

At the same time the number of places available for those sentenced to more than 18 months and therefore not guaranteed a place in a youth custody centre is reduced and these offenders have to serve their sentences in adult prisons, where overcrowding can be severe at times of heavy population pressure.

At a time of overcrowding in prisons, the Government does not believe that under-use of detention centres can be justified. To meet these problems, it proposes a new power to hold in detention centres those with short youth custody sentences. This will allow better use of resources, and be consistent with the principle that short terms should be served in detention centres and longer terms under youth custody regimes.

The Government proposes stronger sanctions, including custody, for juvenile offenders in breach of the requirements of supervisdion orders made as an alternative to custody. It is also considering whether courts should also be able to impose conditions on parents in such cases.

A separate consultation document — *Custodial Sentences for Young Offenders* — invites comments upon (i) the case for increasing — at least for some offences — the current 12 months' maximum for custodial sentences on juveniles and (ii) the case for empowering courts to suspend custodial sentences imposed on young offenders.

Compensation

THE Government intends to enhance the powers of the courts to order offenders to pay compensation to their victims in the following ways:

(i) By requiring the court to give reasons for not awarding compensation;
(ii) By relaxing the restrictions on ordering compensation to dependants and relatives in fatal cases; and
(iii) By permitting the proceeds of sale of forfeited property to be used to compensate victims.

The Government also intends to place the Criminal Injuries Compensation Scheme on a statutory basis. This will confer on eligible applicants a definite right to receive compensation. An interdepartmental committee has been reviewing the scheme in readiness for putting it on a statutory basis. Its report will be published, together with the Government's proposals on the content of the statutory scheme.

The Government is considering a number of changes in the system relating to, among other things, fine enforcement, juries and fraud trails.

Juries

THE Government is determined to maintain the effectiveness and integrity of the system of trial by jury. Close attention has, therefore, been given to concern expressed about the use of the system of peremptory challenge.

Peremptory challenge allows defence counsel to remove up to three potential jurors from the box for each defendant on trial. The questions arise: whether this arbitrary challenge should continue to be part of a system which aims to provide a jury comprising a random selection of those eligible to serve; whether there is a satisfactory alternative means of protecting the defendant's legitimate rights; and whether legislative change is necessary. Three possible legislative options are canvassed:

(i) Abolition of peremptory challenge;
(ii) A reduction in peremptory challenge from three to one or two; and
(iii) A special limit in multi-defendant cases.

The Government intends to give further consideration to these possibilities in the interval before the legislation and is arranging for the use of peremptory challenge to be monitored. The White Paper invites further comment.

Comment is also invited on a proposal to increase the upper age limit for potential jurors from 65 to 70, on the basis that people between 65 and 70 would be eligible to serve as jurors, but would not be required to do so.

Fraud trials

THE White Paper discusses some of the issues raised in the report of the Fraud Trials Committee chaired by Lord Roskill, which suggested fundamental changes in the way in which fraud is investigated and prosecuted.

The Government is determined to bring about changes in the law and the Roskill proposals will be taken forward urgently in the light of Parliamentary and public reaction to them. (The report has already been debated in both Houses.) The Government will introduce in the Criminal Justice Bill the many recommendations of the report which it accepts and which fall within the Bill's scope. The paper summarises the arguments for and against the controversial recommendation that, in complex fraud cases, a Tribunal should replace a jury, but does not come down on either side. Comments on this recommendation are particularly invited.

Courts

IN a consultative paper, The Distribution of Business between the Crown Court and Magistrates' Courts, Home Offices 1986, the Government proposes that three offences which can now be tried either in the magistrates' court or in the Crown Court should be triable only in the magistrates' court. It also invites views on a proposal that, subject to the availability of a special procedure in exceptional cases, minor cases of theft should no longer involve trial in the Crown Court. This would be a development of a proposal originally made in the report of the James Committee (November 1975, Cmnd 6323), designed to meet the criticisms which led to that proposal not being pursued.

The paper describes the great and increasing pressure of business on the Crown Court. The number of cases committed for trial increases by about 48 per cent between 1979 and 1984, from *50,800 to 75,300*. It has proved difficult to avoid significant increases in waiting times, and the average in 1984 was 14.3 weeks. The Government is taking steps (including the introduction of statutory

"This one? That's the Barry Manilow fan club!"

time limits) to tackle the problem of pre-trial delay, but it also seems timely to consider again the distribution of business between the upper and lower courts.

The consultative paper notes that:

> The magistrates' court provides a high standard of justice, flexibly and economically, over a wide range of the less serious cases. In the Government's view, it is even more important than it was in the late seventies to be sure that the category of offences which can be tried either way does not include some whose inherent seriousness is unlikely ever to justify trial on indictment.

The paper emphasises that:

> The availability of jury trial in appropriate cases is fundamental to our system of justice, and it is no part of the Government's purpose to impose unreasonable restrictions. But it has always been recognised that a balance has to be struck and hard practical questions asked. Judgments on issues at the margin can change over the years.

In that spirit, the paper identifies three offences which the Government proposes to reclassify as summary, with maximum penalties of six months' imprisonment and/or a £2,000 fine. These offences are:

(i) *Common assault*, which can in certain circumstances still be tried on indictment. In 1984, of over 1,500 sentences for the offence, only 35 were beyond the magistrates' powers. The Government proposes to create a single summary offence, as recommended by the Criminal Law Revision Committee in 1980. More serious violent offences would continue to be triable in the Crown Court and attract the higher penalties available there.

(ii) *Driving while disqualified*. Again, the vast majority of cases are dealt with within the magistrates' powers — all but 343 of nearly 17,000 in 1984.

(iii) *Unauthorised taking of a motor vehicle*. The paper notes that "joy-riding" is far too prevalent and that imprisonment should be available, but concludes that the offence itself does not seem to warrant jury trial. Of more than 22,000 sentences in 1984, only 654 were more than the magistrates could impose.

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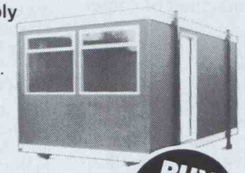

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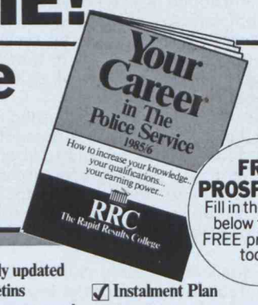

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Street policing: what's the objective?

Police, The Constitution and the Community, J Baxter and L Koffman (Editors) Professional Books, Abingdon £9.94.

MOST of the contributions to this book on the implications of PACE reveal a deep suspicion of the police. This is often coupled to naive legalism which asserts that the police must be constrained by procedural law. The unsavoury brew is liberally garnished with evidence, however insubstantial, which supports the prejudices of the respective authors whilst simultaneously ignoring anything which does not.

The contribution by one of the editors, Koffman, provides a good illustration of the quality of argument presented throughout. Koffman presents a wide-ranging civil libertarian tirade against PACE. Hostility towards, and suspicion of, the police permeate the entire essay in the form of unsupported allegations of police 'malpractice', racist discrimination and the like. Illustrative of his approach is the following:

> In practice, the police exceed their theoretical powers especially in relation to certain 'target' groups, lawyers are not accessible to most defendants, and the very process and atmosphere of interrogation at the police station is inimical to voluntary or reliable evidence being obtained.

Needless to say, Koffman considers the safeguards in PACE wholly insufficient.

He believes that changes to the police complaints procedure lack sufficient independence. This is attributed by Koffman to the influence of the 'police lobby', but even when the Federation joined with the Law Society and the NCCL it was unable to persuade Parliament to introduce the wholly independent complaints procedure which Koffman desires. Of course, he ignores the fact, uncomfortable for him, that the Federation lobbied in favour of an independent complaints procedure.

Other police initiatives, regarded by others as liberal in intent, are presented as subtle and insidious threats to liberty. Thus, 'community policing', 'neighbourhood watch' and the 'targetting' of suspects are all regarded as being milestones along the route to authoritarian repression.

Naive legalism is neatly illustrated by the predictable demand for the introduction of an exclusionary rule into British law, making improperly obtained evidence inadmissible in court. In support of this proposal Koffman says:

> A bolder approach, like that in the United States, is required to positively assert the rights of accused persons . . . If the courts were to consistently adopt such an approach, we might witness the erosion of the disregard which the police quite openly express for the citizen's rights.

Of course, it is self-evident that the United States has enjoyed for many years a police tradition superior to that under which the British have languished!

by

P A WADDINGTON

Prosecutors

KOFFMAN complains that Crown Prosecutors will be insufficiently independent of the police. He desires the introduction of a locally appointed independent prosecutor, similar to the American District Attorney. In support of this, he alleges that the disadvantage of those aspects of the prosecution system unaffected by the introduction of Crown Prosecutors, is that

> . . . the police are in a position to exploit their formidable power and bargain with suspects . . .

It was the Americans who invented 'plea-bargaining', involving District Attorneys.

Whether this selectivity is the result of tendentiousness, sheer ignorance, or the proclivity of lawyers to argue from abstract first principles is difficult to determine. Koffman and many of his fellow contributors, seem to have read very little about police, policing or even the actual operation of the criminal justice system. For example, he compares Crown Prosecutors unfavourably with the Scottish system of Procurators Fiscal. In doing so, he seems wholly unaware of the research by Moody and Tombs which suggests that beneath the facade of independence, fiscals are, in fact, highly dependent upon the police with whom they develop a close working relationship founded upon mutual trust. But it is not only the independence of prosecutors that is discussed on a foundation of such ignorance. His discussion of police interrogation pays no heed to the careful research carried out by Barrie Irving for the Royal Commission on Criminal Procedure. Had he read and understood Irving, he would seriously have had to qualify his argument.

Shining exceptions

HOWEVER, one can be a civil libertarian critic of the police without, at the same time, abandoning normal standards of rational argument. That this is so is confirmed by two essays which stand head and shoulders above the others in this volume, neither of them written by lawyers. Both authors demonstrate their ability to subject the police and policing to critical scrutiny. The critical credentials of the Marxist historian, Mike Brogden, are impeccable, yet he approaches the issue of police stop-and-search powers with a commendable sophistication, so conspicuously lacking elsewhere.

Brogden begins with an extensive explanation of the civil libertarian case, which, in its clarity and cogency, far surpasses that of his legally-trained co-contributors. He then demolishes the legalistic case with a brief, but devastating, critique. He points out, that since the 13th century, 'street policing' has not been governed by rules of adversarial due process. If, indeed, PACE does allow the police to adopt an inquisitorial role, based upon a general suspicion of certain groups in the population (eg, young, male, working class blacks), it is doing no more than perpetuating the traditional function of the police and their predecessors — keeping the yobos under control.

By placing contemporary policing in its historical context, Brogden is able to provide a far more complete appraisal of the situation. Yet, this otherwise excellent analysis is limited by his concentration on Britain, producing thereby a rather parochial perspective. He seems to suggest that a lack of concern for 'due process' is a distinctively British tradition, but other societies which have made something of a fetish of legal procedures — such as the United States — still exhibit much the same features of 'street policing'. Thus, whilst Brogden is undoubtedly factually correct about Britain, the manner in which 'street policing' is conducted probably owes more to the inherent characteristics of police work itself, rather than being peculiarly British.

Harassment

THE term 'harassment' has become an epithet used to denigrate this traditional and valuable street policing function, mainly because of its association with allegations of **racial** discrimination. In the other exceptional essay in this collection Robert Reiner extensively reviews and discusses the literature on police-race relations. In contrast to the frequent and largely unsupported allegations of police racism indulged in by so many of the contributors to this book, his principal conclusion is that hostility between young blacks and the police is a consequence of 'street policing'.

> . . . ethnic minorities figure disproportionately in the young 'street' population which has always been the prime focus of police 'order maintenance' work.

Thus, in one sense, the current generation of young blacks are interchangeable with generations of working class male youths that preceded them. In another, they are quite different: their being black gives them a racial identity. This gives coherence and significance to their experiences of the police. Their being black also, and equally, provides a readily available means for police officers to interpret the conflict they experience in dealing with this group. What in a previous generation would have been interpreted as a problem with 'young yobs' can now be perceived as conflict with 'young **blacks**'. Yet, this mutual stereotyping does not *cause* conflict between police and young blacks although it is likely to exacerbate it.

Given the racial sensitivity of 'street policing' in modern inner-cities, Reiner commends police initiatives designed to minimise the appearance and actuality of racial discrimination. By implication, he chastises his co-contributors for their facile rejection of such innovations:

> It seems contradictory to condemn (rightly) essentially random searches, but also to condemn tactics intended to reduce random harassment by 'targetting'.

Justified though this rebuke is, it still does not go to the heart of the issue identified by Brogden and Reiner — what to do about 'street policing'? So long as all the principal parties to the 'law and order debate' — including the police — continue to pretend that policing is, or ought to be, solely about crime-fighting, then the real issues will remain clouded in ignorance and the debate will continue.

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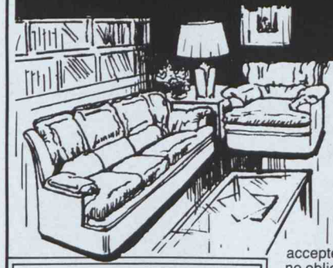

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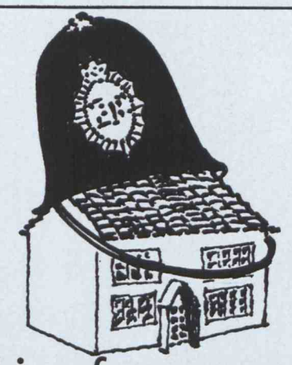

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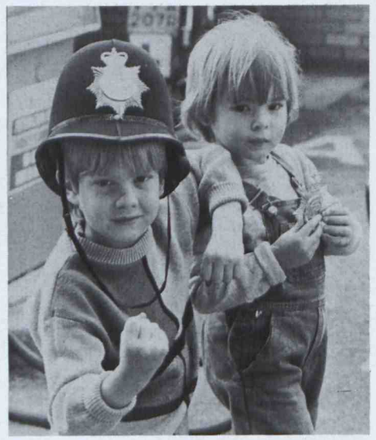

James Barratt *(left)* gave a would-be abductor 'a hard kick' to rescue his class mate Steven Emery at a Bristol school

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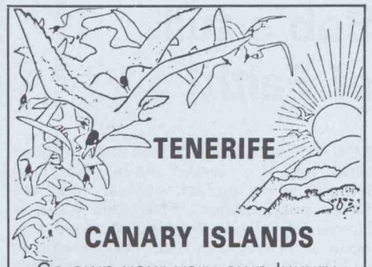

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Bob's full of Faith!

BOB Williams tells us that until a short time ago he would have described himself as 'a typical, cynical and hard bitten dog handler'. Then this Avon & Somerset PC got the kind of news that none of us wants to hear. He has written to POLICE to tell us how a faith healer has helped him to come to terms with his situation. Bob is anxious to help any other reader who might benefit from faith healing. We have his home telephone number at this office.

Here is Bob's letter:

I WOULD like to open a door to those of you who are, or who may find yourselves (and I sincerely hope not), suffering from an illness that will not go away. It could be anything from a bad back to cancer — one where the doctor says, ''Well, that's it, go away and live, (or die), with it.

There are other medicines available called alternative medicines. I have had an insight into one of these recently — faith healing. I came into contact with this medicine or service, call it what you will, when I was told that I have a brain tumour giving me epilepsy and a 50-60% chance of living five years.

A relative knew of a faith healer. She contacted him, he contacted me. ''Would you like me to come round?'' he said. ''Why not,'' said I, ''what have I got to lose?''

The man arrived at my front door. (I'd done voters, collators and P.N.C.) ''I have a gift freely given by God that I must freely give,'' he said. ''No money. No fees.''

There are no dim lights, cloaks or wands. There is no requirement other than you accept that which is offered. You don't have to walk around saying, ''Praise the Lord,'' or praying 24 hours a day. But if you make your mind up that 'this is a load of rubbish but I'll sit through it because my wife/mum/Aunty Flo believe in it', you fail both yourself and the gift of healing given.

How is it done? Well in my case a chair is placed in the middle of the room, you sit on it, and your healer places his hands on your head.

Of course it is not quite like that.

We have a cup of tea, a fag and chat about any and everything. We laugh, relax, and then we have a couple of minutes quiet. You sit quietly, put your brain in neutral, then you sit on the chair. You receive ten minutes or so of healing. Your healer will tell you that he has no 'power' but he is only a 'route' — a 'channel' — for a power of healing that comes from God.

Does it work? Healing relaxes, it calms and yet somehow makes you stronger. Fears tend to disappear, worries fit into perspective. And it *can* cure.

Forget God if you must, consider science. If your body's immune system isn't busy belting around, calming your nerves, settling your fears, then it can do what it is designed to do — heal. Thousands of years ago Plato recognised this and said something like you must treat the body as a whole. Disease is 'dis-ease'. If your body and mind is at ease, you are a long way down the road to letting it heal itself.

If you've had a leg chopped off, faith healing won't make another grow, but will help. No, it's better than help, honestly. It will allow you, teach you, to accept that disability with ease, serenity, dignity. There isn't quite a word to describe the support you can gain.

I've still got a brain tumour but I'm no longer frightened of it. I can and will survive it. My healer, (with a little help), heals. My friends support and strengthen my resolve.

I can't guarantee you a 'miracle' but I promise you an inner strength you never knew you had.

If you, or one of yours, want to use this 'gift' that some very ordinary yet special people have, or you just want to 'chat' about it, and you don't know where to go, give me a ring.

HAVING just read the April issue of POLICE, I find myself in complete agreement with the view expressed by Lord Gifford QC, *viz-a-viz*, the smear campaign being conducted by your publication towards the tragic events in Tottenham last year.

I cannot understand how the Editor could publish Jedd's cartoon on public order training featuring the 'Haringey YTS'.

At a time when many people, both police and public are endeavouring to repair the tremendous damage done to community relations by the rioting, it is of the utmost irresponsibility that you should seek to trivialise those efforts.

Spare a thought for those officers and members of the Haringey Youth Employment Office who are seeking to encourage those sections of the community, with whom we were in conflict, to join our numbers.

I would have thought that it is in all our interests that we strive for a peaceful and law abiding society as perceived by the first Commissioner of the Metropolis. That, in present day Britain, may be considered naive, but is it necessary for the Federation to seek to sabotage those ideals?

G R Hook, LL.B
Inspector, Peel Centre, Hendon

I REFER to the item in *Dogberry* in relation to the instructions which are alleged to have been issued to Custody Officers in this force. Since an unfortunate incident in 1980 when it was discovered that a length of toilet paper had been plaited by a prisoner into a hangman's noose of some strength, we have issued inter-leaved toilet paper for use by prisoners in the cells.

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We have now reverted to the inter-leaved sheets and at no stage did the notice to detained persons in this force ever carry any information regarding toilet paper.

It is the duty of supervisory and senior officers to consider the well being of prisoners and our paramount duty is to ensure that no harm befalls them in police custody. It is much better to safeguard Custody Officers in such circumstances rather than have a worrying enquiry if a prisoner inflicts harm upon himself as a result of items supplied by the Police.

D J SHATTOCK
Deputy Chief Constable
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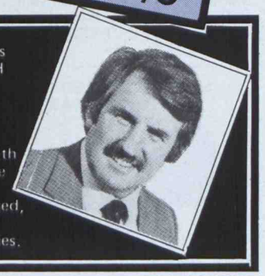

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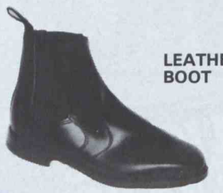

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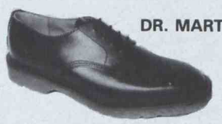

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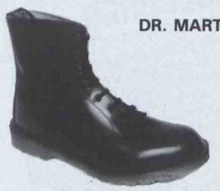

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BENT coppers are G F Newman's bread and butter. Ever since his first trawl along the sewer bed of Met' corruption, *Sir, you bastard*, came out in the sixties, he has concentrated on a breed of policeman who is more dangerous to justice than the criminals he is supposed to be chasing. King of the midden heap has always been one Terry Sneed, whose rise to Detective Chief Inspector has been a remarkable tale of greed and shady dealings. Sneed's first priority is the accumulation of personal wealth, most of it the proceeds of crime extorted from thieves and gang robbers. He is the pay-master of a coterie of corrupted colleagues, reaching up as far as the Assistant Commissioner (Crime). The regular share outs far exceed the total benefits each receives legitimately under the Edmund-Davies arrangements.

When Mr Newman first set himself up as the scourge of criminal coppers, we greeted him with anger and derision. That was in the days before the dam broke and the deep seated, institutionalised corruption of some central departments of the Met' CID came to light. Since then, real life has matched Mr Newman's fiction in uncanny detail. Indeed, it was hard to remember which came first, Sneed or Drury. As with the latter authentic scoundrel, it is pleasing to note that in *Set a Thief*, Sneed's day of judgement has arrived. We leave him safely banged up in a police cell, his last desperate attempt to bribe the straight senior officer who has pursued and nailed him, a failure. Typically, he is philosophical about his downfall, and simply worries whether a police force at the beck and call of politicians will be any better than a CID on the pay roll of organised crime. Unless he can pull a few strokes at his trial, we must assume that we have seen the last of Terry Sneed.

But it is not merely policemen on the take who upset Mr Newman. He is a disciple of the police conspiracy school. The modern service is geared up to suppress subversion wherever the chief officers perceive it. So in *Set a Thief* we have a sub-plot, the brutal killing of a peace loving animal rights demonstrator at the hands of unidentifiable police officers. The parallel with Blair Peach gives the necessary faint touch of authenticity, but Newman is very anxious to explain how the police investigation is a studied farce, orchestrated by cynical police officers intent on a cover up. The thesis appears to be, that a police force is easier to cleanse of corruption than far right attitudes. It must be said that this time Mr Newman's obsessions are showing. His broad brush onslaught is ludicrously overstated and his characters, so incisively observed in the half world of Sneed, are cardboard stereotypes, mouthing slogans on the one side and inanities on the other. Perhaps, after all, Sneed will get a result from a jury that has been seen to.

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AFTER a series of brilliant mystery stories set in modern Italy, Miss Nabb has turned to the real life dramas of her adopted land, where urban terrorism and the Mafia provide the police with constant threats. She has teamed up with Signor Vagheggi, a reporter who specialises in the doings of the Red Brigades and other groups.

The Prosecutor of the title leads the hunt for terrorists in Florence. He knows that often they assassinate prosecutors, magistrates and police chiefs who are getting too close, but years of successful operations have convinced him that it is his destiny to rid Italy of the scourge of terror once and for all. His obsession is the hunt for the 'Grand Old Man', whom he believes has inspired and master minded the gunmen and bombers for many years (the novel is set slightly in the future, ten years after the murder of Aldo Moro). The plot becomes more complex as the Prosecutor realises that there are other powerful forces at work who do not share his thirst for justice; he is obstructed by the secret service and pressurised by high ranking sources in church and state. As so often happens nowadays, fiction becomes credible in the light of actual events. The combination of Miss Nabb's marvellous story-telling, and her collaborator's deep knowledge of the workings of Italian terrorism, has produced an absorbing and exciting thriller which also leaves uncomfortable thoughts in the reader's mind.

BRIGADE
M J Trow
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THESE further adventures of Inspector Lestrade are another step in the rehabilitation of the Scotland Yard detective so grievously maligned by Doctor Watson in his overblown accounts of the cases of Mr Sherlock Homes. As policemen always suspected, Lestrade was nothing like the doltish and surly bumbler he was made out to be. Mr Trow may have set the cat among the Baker Street dove-cots, but truth will out, and the truth is that Lestrade was a good working thief catcher who was ill served by his pompous and short sighted superiors. Chief amongst the latter is the new head of the Detective department at Scotland Yard, one Nimrod Frost, who is determined to shake the place up and get rid of the dead wood. When Lestrade's investigations into the mysterious deaths of several old men convince him that a mass murderer is at work, Frost will have none of it. Poor Lestrade manages to get himself suspended but he is nothing if not single minded, and he pursues his case to a final conclusion that is as satisfying for him as it is embarrassing to his chief. Mr Trow has a lovely wry style which calls up the period so well that we can almost hear the cab horses' hooves plodding through a London Particular.

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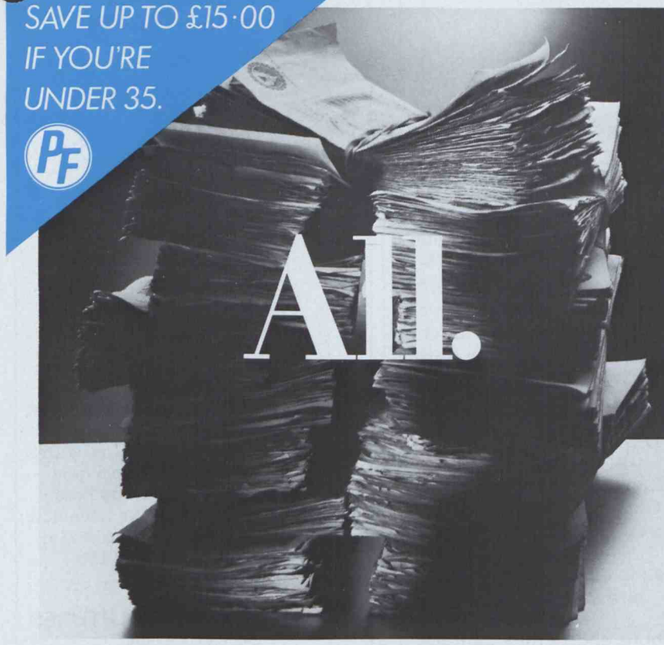

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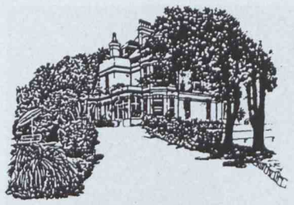

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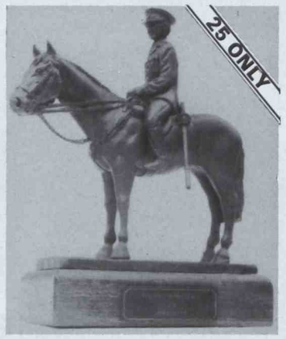

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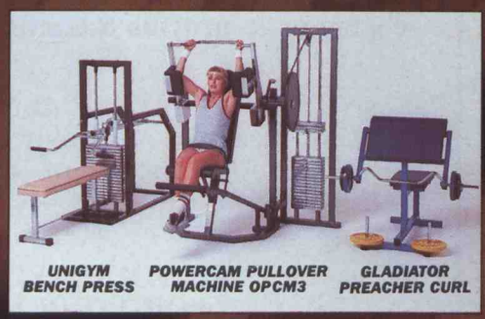

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ADDRESS BY LESLIE CURTIS
CHAIRMAN OF THE POLICE FEDERATION

It is always a pleasure to welcome the Home Secretary to our Annual Conference. You are especially welcome because this is your first visit since you took over from Mr Brittan.

However, you are by no means a newcomer to Home Office and police affairs. When you were Minister of State at the Home Office, you were fully occupied in getting the second version of the Police and Criminal Evidence Bill through Parliament. We in the Police Federation were not exactly overjoyed about the provisions of that Bill. But that is now history. The Bill is an Act, and we have to live and work with it. I would just say that I hope that the manpower implications of the Act have been included in your calculations about the establishments of police forces.

Plain speaking

For many years now, this annual exchange of views between the chairman of the Police Federation and the Home Secretary, has been seen as an occasion for plain speaking.

Of course, we both address this Conference from different standpoints. I try to express the views of the many thousands of rank and file police officers who, day in and day out, are policing society at the sharp end.

You express the views of Her Majesty's Government. It is in the nature of our two different responsibilities, that we will not see eye to eye on everything.

In a moment or two, I shall be referring to one or two matters where we are very far apart in our views. But let me emphasise this. We, in the Police Federation, put our pride in the police service, and our dedication to the vital task of public protection, over and above everything else. Home Secretary, your audience today consists of the elected representatives of the most dedicated workforce that any government minister could wish to deal with.

Very recent events have underlined, yet again, that the police service will always respond immediately to whatever lawful demands are placed upon us. The very serious situation which suddenly arose in the prisons meant that the government had to turn, immediately, to the police service, for the assistance that they knew would be forthcoming.

During the past ten years or so, there have been many occasions when, because industrial action has threatened public safety, the police service has had to take on additional responsibilities over and above their own duties. And heaven knows, the ever increasing burden of ordinary police work has thrown a big enough strain on existing police resources.

It is not for me to comment on, or to presume to advise, those who are responsible for industrial relations and negotiations in those parts of the public service which are vital to the well being of the community. I simply draw attention to how events in recent years have underlined the wisdom of Lord Edmund-Davies and his colleagues, who looked at police pay

and conditions and negotiating machinery, and came up with the system under which we now operate.

Provided that both sides adhere to the bargain that was struck between us at that time, we shall continue to be able to resolve our disputes without rancour. It is a matter of very great pride to the Police Federation that never, in our sixty-six years history, has there been any recourse to any form of industrial action whatsoever. Yes, we know we are a disciplined service. Yes, we know all about the Police Act and the fact that police officers do not have a legal right to strike. But it is the spirit of our negotiations that really matter.

Of course, this implies goodwill and integrity on both sides. Sadly, I have to say that there are times when some sections of the Official Side show themselves to be rather short of goodwill. There have been attempts to take advantage of the unique negotiating position of the police as employees.

Court action

On more than one occasion recently, the Police Federation has had to seek its remedies in the courts because, in our view, the Official Side was not acting in accordance with the law. We have had the long running saga of rent allowance in the West Midlands, where the courts have ruled in our favour.

I have to say, however, that whilst we were not surprised that the former West Midlands police authority was quite prepared to abandon its moral and legal responsibilities towards the members of that force, we never expected to have to take court action against the Home Secretary. It is a matter of great regret to us that, in spite of all our efforts to make your predecessor understand the dismay and resentment his actions over rent allowance had created, in the end there was no alternative but to go to court.

The action taken by the Home Secretary was particularly insensitive, because it came after a long battle before the Police Arbitration Tribunal, at which the Official Side lost the argument hands down. What we then saw, was the Home Secretary trying to impose, by decree, that which the arbitrators had rejected.

We know, Home Secretary, that you have exercised your right to appeal against the judgement of the High Court. That is a matter for you and your legal advisers. But let me assure you, that continuing uncertainty and delay in this matter, is not the way to maintain confidence in the negotiating machinery of the police service.

I very much hope that this matter can be speedily resolved and I hope that in future, the Home Office will not seek to reopen arguments that have already been dealt with at abritration, and during negotiations between branch boards and police authorities.

Consultation

Whilst dealing with this question, may I, yet again, make an appeal for improved consultation between the Federation and your Department? It really is not good enough, for Home Office circulars to be issued, which have a major bearing on important aspects of the Police Federation's terms of reference (and those are; 'All matters affecting the welfare and efficiency of the police service'), without one word of prior consultation with the national committee of the Federation.

It becomes tedious to have to exchange correspondence on these occasions, with Home Office officials, and to hear their excuses as to why consultation did not take place when clearly it should have done.

Consultation may be a bit of a chore for your officials, but there have been many occasions in the past when consultation would have avoided serious misunderstandings.

Surplus houses

For several years, we have been trying to get the police service treated in the same way as other public servants, when it comes to the right to buy surplus police houses, with the discounts available to buyers of other surplus houses.

We have had lots of sympathy from successive Housing Ministers, but the stumbling block remains the Home Office. Only a comparative handful of our members are affected but it is a question of parity and common justice. I ask you to take this question away with you, and instruct your officials to get it resolved.

Manpower

Home Secretary, as you and the Prime Minister have emphasised in speech after speech in recent months, the fight against crime must be a top priority.

Recently, we have seen several examples of

the great anxiety felt by ordinary citizens about crime, and especially violent crime. We have the highest crime rate in our history, and as the Government's own Crime Survey has shewn, the fear of crime has become a major social problem.

In particular, that fear is felt by the elderly; by women; by the most vulnerable sections of society.

All of us share in the general feeling of anger and revulsion, when we hear of old ladies being battered to the point of death, in their own homes. We are all shocked by the murders of small children, or by horrific rapes carried out in broad daylight in the homes of the victims. And, whenever these cases come to notice, it is understandable that questions should be asked about the effectiveness of the police.

The primary purpose of the police service remains today what it has always been, the protection of life and the prevention of crime.

There was never a time in our national life when those tasks were more important than they are today. Yet, the crucial manpower resources of the police service are being stretched to breaking point and beyond.

At this Conference last year, I warned your predecessor that the existing manpower position of the police service was nowhere near adequate to carry out its tasks. I pointed out that in consequence of Government policies affecting police expenditure at local level, and because of his own attitude to increases in police establishments, dangerous gaps were beginning to appear in the Thin Blue Line.

Yes, we know that there has been an increase in the size of the police service since 1979, but I have to say to you, Home Secretary, that the Government statistics which are always trotted out when police manpower is being discussed, do not tell anything like the whole story.

Metro' strength

I am sure you will be reminding us of the numerical increase in the size of the service this morning, so I will remind you of what the Commissioner of the Metropolitan Police said last October.

He pointed out that the Metropolitan Police may well have gained about four thousand officers in recent years, but in that period a combination of additional responsibilities, a drastic reduction in regular overtime, and the need to reorganise operational methods to meet changing demands on the force, had resulted in a net loss — a net loss — of more than seven hundred officers from street duty. And this, is in spite of the policy of replacing police in administrative posts, with civilians.

All over the country, chief constables can confirm that the sheer growth in workload has more than absorbed the growth in numbers over the past seven years. That is why we have been so concerned about the Government's attitude towards police manpower.

To put it bluntly, there has been a big gap between public promise and private performance.

Ever since, without any consultation, the Home Office sent out Circular 114 at the end of 1983, we have been pressing for a more realistic attitude about police manpower requirements. Last autumn, in the wake of great public concern about the inner city riots, the Prime Minister appeared to signal a change for the better. She said to the Conservative Party Conference: "If the police need more men, they shall have them. We do not economise on the protection of life."

We welcomed that statement.

I very quickly wrote you a letter to say so, and asked for speedy implementation of the policy which the Prime Minister appeared to be stating.

We had a useful and productive meeting, at which I was able to spell out the problems that the service was facing. But it seems to us that Circular 114 is still the policy.

I hope that when you speak to us this morning, we shall hear that this is not so. Because, I can assure you, that the restrictions on recruiting, and the refusal to approve realistic establishments, are doing great damage to the police service, and they are harming the fight against crime.

The urgency increases with every passing day. Even if there was to be an immediate increase in recruiting, to meet new and realistic establishments, it would be two or three years before we began to feel the benefits in terms of additional manpower on the streets. When we lose officers through retirement and resignation, and they are not replaced because of economy cuts, or when overtime is cut to the bone, we feel the impact straight away, not in a year or two's time.

Extra work

And meanwhile, Home Secretary, the Government heaps more and more burdens on the police.

You have to respond to each new challenge to the rule of law; each additional threat to society.

The response of Governments and Parliaments is always the same. It is to pass new laws, and to put extra responsibilities on the police.

Let me give you just a few examples from last year. First, football hooliganism. After the national shaming of England in Brussels, and the conclusions of the Popplewell Report, the Government brought in the Safety at Sports Grounds Act. This was a measure which, in general, we welcomed. But it depends for its success on rigorous policing. Not just at the grounds, but in journeys to and from matches. The manpower implications were very considerable indeed. But I must point out, this extra burden was not compensated in additional manpower. On the contrary, forces are having to meet football commitments out of ordinary strengths for duty, thanks to cuts in overtime.

Drugs squads

Then we have the most urgent problem of the present time — the huge expansion in illegal drugs. Last year, you announced the formation of new specialist police squads to help to combat the menace to this, and future generations. We share your determination to do something positive to tackle these evil people. But, from where were the members of these new squads taken? For the most part, from criminal investigation departments that could ill afford to lose experienced officers, at a time when thousands and thousands of serious crimes are not receiving the police attention they deserve.

Yes, in this case, you announced that you would be prepared to allow compensating adjustments in establishments. But, in no way, is the loss to a force of an experienced detective, made good by the recruitment of a probationer.

Nor has there been any recognition of the huge additional burden placed upon us by the Police and Criminal Evidence Act. At a time when there are not nearly enough sergeants and inspectors to maintain proper supervision on the streets, the Act has meant a further reduction, because of the burdens placed on custody officers.

Then we have the Public Order Act. Again, we share the Government's anxieties about public disorder. As the outcome of the riot trials arising from the miners' strike proved, the existing law is inadequate to deal with mass, organised, violent, law breaking on the scale we saw during that dispute.

So, naturally, there is to be a new Act aimed at reducing the level of violence in political and industrial events. But, here again, there is no recognition of the manpower commitment involved.

Perhaps it would be a good thing if, in all legislation affecting the police, there was a realistic, professional, appraisal of the manpower implications. Then we would be able to put the official manpower figures in their true perspective.

Riots

Home Secretary, by this time, you may think you have made a long journey simply to listen to a catalogue of complaints, but there are times when we can praise Caesar, rather than seek to bury him.

I want now, to express our appreciation of the firm way in which you handled all the political flak that was fired at you in the immediate aftermath of last year's riots. It made a refreshing change to see a Home Secretary, firmly resisting the temptation to take the easy way out, and set up yet another inquiry about policing.

You visited Handsworth straight away, and you saw, at first hand, (because you were physically attacked by the mob element), the true nature of the inner city rioters.

After Handsworth, we had trouble at Brixton and at Tottenham.

There were common threads running through the riots. They all occurred in areas of deprivation, where social problems are at their greatest. They all occurred in areas which have always had very sensitive problems affecting local policing. And, each incident appears to have been sparked off, but certainly not caused by, a police action.

At Handsworth, a simple traffic incident was made the excuse for a riot which did millions of pounds worth of damage, and took two innocent lives. At Brixton, the tragic mistaken shooting of Mrs Groce by a police officer, was used as an excuse for arson, looting, robbing, mugging and even rape. And at Tottenham,

the death of Mrs Jarrett became the rallying call for a deeply criminalised faction, which had ruled that particular roost on the Broadwater Farm for far too long.

Whatever the rights or wrongs of those particular police actions, the fact is, that in each area, there were dominant elements in one part of the community which were determined to cause as much trouble as they could.

The riots underlined the huge burden of personal responsibility that each and every police officer puts on with his uniform, when he goes out to keep the peace. It is a frightening responsibility to place on the shoulders of those young men and women, who are policing to the best of their ability, in the worst possible conditions.

They know, that even the most trivial incident can lead to the kind of tragedy we witnessed at Tottenham with the brutal murder of our colleague, Keith Blakelock.

They know, that every action they take is likely to be the cause of yet another complaint against the police.

They know, that they will be confronted by that army of well paid professional agitators, anxious to stir up resentment and anger against the police and society.

And, when those rank and file officers see the politicians falling over each other to make public condemnations of police action, and accuse them of being racist bullies, perjurers, and oppressors, is it any wonder that they begin to doubt their own role in modern society?

Part of the purpose of the agitators is, not only to undermine public confidence in the police, but to undermine the confidence of the police in themselves. That purpose is served, Home Secretary, when, in the estimation of ordinary police officers, leadership in the police service falls below the level that should be expected. I have to say, that the whole service was very concerned about the tactics and strategy employed at Tottenham.

For hour after hour, our members had to stand behind the shields and take a barrage of missiles and petrol bombs. We fully understood the very great anger felt by our colleagues in the Metropolitan Police, who believed that the tactics which were employed that night were wrong.

We welcomed the Commissioner's assurance, which should go for every other chief constable in the country, that this must never happen again. We sincerely hope that this promise will be fulfilled.

I doubt if there is another police service in the world, which would stand for the casualties that we have to take, against these so-called peaceful demonstrators, or 'defenders of their communities', or even 'good hearted trade unionists'.

A brick is a brick, and a petrol bomb is a petrol bomb, and no matter what good cause they are thrown in, the end result is the same.

Fair and firm

Those who commit appalling crimes under the cover of public disorder, must be dealt with as the violent and dangerous criminals that they are. And, henceforth, policing of all areas must be on the basis of *fairness*, coupled with *firmness*.

By all means let there be consultation. By all means let us endeavour to police communities by consent. But, there can be no compromise where the criminal law is concerned. If the riots have taught us anything, one lesson should be that a police force which seeks popularity with all sections of the community, finishes up by pleasing no one.

Let us never forget, that those who riot are not the *real* victims of deprivation. There are thousands of others, wholly decent citizens living in the inner city, on whom the criminal element preys. They are the people who should be at the forefront of all our policing policies. They are as much entitled to feel secure in their own homes, or when walking their own streets, as any other citizens in any other parts of our country.

In their anxiety not to offend the politically sensitive sections of the community, senior officers must not lose sight of those who have always looked to the police for protection, and for reassurance. These people do not belong to organised groups. They have no spokespersons, constantly making claims on their behalf. They are the great unheard. They must *not* become the great unprotected.

Terrorism

I turn now to a topic which is of deep concern to everyone at this time; terrorism, and in particular, the role of the police in countering terrorism in this country.

You will recall, Home Secretary, that we expressed very grave concern at the decision to equip police officers on armed protection duties at Heathrow, with sub-machine guns. We fully appreciate that this decision followed closely upon the terrible attacks involving heavy loss of life at Athens and Rome at the end of last year.

You, Home Secretary, the Commissioner of Police, and chief constables with airports to look after, carry heavy personal responsibility for the safety of the millions of people who use our international airports every year.

But, we are bound to wonder whether the right decision has been taken. You have made it abundantly clear, since taking that decision, that the officers who are performing what is, probably, the most potentially dangerous job any police officer has ever been asked to undertake, are bound by your guidelines on the police use of firearms. You have been very specific about that. We have to ask whether the use of police officers in such circumstances, and under such stringent restraints, is really the best way of protecting the public?

As the Guidelines emphasise, a police firearm can only be fired as a last resort, when all else has failed. The whole emphasis on police firearms training is based on the need to avoid firing the weapon. The idea is to secure, by negotiation and persuasion, the surrender of the armed criminal.

These police officers are being asked to take that training; that philosophy, and that legal restraint, into a possible confrontation with the most dedicated, dangerous, and fanatical assassins in the world. As I said at the time, you are asking members of the world's most pacific police force, to go up against the world's worst killers.

It is my duty to express our doubts and anxieties on this score. I cannot comment on cases that are before the courts. But I speak in the full knowledge, that two of our members are going through a long drawn out personal agony, as they await trial on major criminal charges, arising from the police use of firearms. It must be our duty to call the attention of the Home Secretary, and the public, to the conditions under which police officers are asked to undertake firearms duties. When it appears that they are being given impossible terms of reference, in certain circumstances, we owe it to them, and to the public, to say so.

Police and guns

Tomorrow, we shall be devoting a special session of this Conference to discussing the role of firearms in the police service. In the past twenty years, the police service has moved away from being almost a totally unarmed body, to a service in which firearms play a very significant role. We have taken several steps down the road to becoming a regularly armed police force. Indeed, if future developments take place at the same rate as they have occurred in the past twenty years, that stage could be reached before this century is out.

If anyone doubts this, let them look back to the police service as it was in 1966, and compare it with what we see in the service today.

How has this situation come about? We believe that we can trace it back to the abolition of capital punishment in the mid-sixties, which took away the one deterrent that prevented robbers from going armed on organised criminal expeditions. In the days of capital punishment, the robber who carried a gun was regarded as a fool, to be shunned by his confederates. Today, they think the robber who has no gun is a fool.

It is a measure of the desperation of those in authority, who have to face the consequences of Parliament's refusal to restore capital punishment, that yet again, the maximum penalty for carrying a gun in the course of crime, is to be increased. As a result, the maximum penalty for *killing* someone with a gun in the course of crime, is life imprisonment. The maximum penalty for *firing* a gun, but not killing anyone, in the course of crime, is life imprisonment. And now, the maximum penalty for *carrying* a gun in the course of crime, but not firing it, will be life imprisonment.

We are less than impressed by this proposal. Carrying a gun in the course of crime is indeed a serious offence. It should be punished with a mandatory, but specific, lengthy prison sentence. The life sentence must become a punishment that means exactly what it says. And reserved for capital crimes.

As for the firearms role of the police, I must say how irritated we become when we hear certain politicians, only too anxious to rush to condemn the police, whenever an operation goes wrong, or appears to have gone wrong.

Then we hear all about 'gung ho' police, and 'trigger happy' police. What are the facts? In

1984, firearms were issued to the police to deal with some 2,500 operations. In the course of those 2,500 operations, seven shots were fired, causing three injuries and one death. In other words, in 99.9 per cent of police firearms operations, the police weapon was not fired. In this context, to talk of 'trigger happy' police officers is nothing short of disgraceful.

But, of course, it is trends that matter. And, with approximately ten per cent of the police service now trained in the use of firearms, and with police weaponry becoming more and more sophisticated, we cannot be optimistic about the future.

Unwanted

I said we have taken steps down a road to an unwanted destination. How much further we have to go does not depend on the police, it depends on Parliament and the rule of law. Whatever our concerns may be, we are still the envy of other countries in having the lowest amount of firearms crime in the world. We attribute this to having been a largely gun free society, and also to having had very stringent firearms laws. In this connection, may I make a plea to you, as a new Home Secretary?

I, and my predecessors, have made this plea before to Conservative Home Secretaries, and we have made it in vain. It is simply this. Bring shotguns within the ambit of proper firearms controls. It is a nonsense that there should be virtually no control over the sale, purchase, and possession of such deadly weapons. It is not simply the sawn off shotgun, and the part this weapon plays in organised crime. It is the regular tragedies of persons, often with a history of mental illness, who commit suicide, or kill their own relatives, in sieges in their homes. It is the accidents that occur, because of the careless and casual way in which shotguns are left lying about private homes and farm buildings.

We ask you, once again, to listen, not just to the Police Federation, but to such bodies as the Association of County Councils, which have added their weight to our demand for shotgun controls.

Conference theme

I want to close my address to you today, Home Secretary, by referring to the theme we have adopted for this Conference.

'CONSULTATION NOT CONFRONTATION'

It certainly applies to the approach we would prefer to see in our own negotiations with the Official Side, the Home Office, local police authorities, and last, but by no means least, chief constables and divisional commanders. You will not be surprised to learn that the problems we have with Ministers and the Home Office, and even local authorities, are sometimes as nothing compared with dealing with some chief constables, and some divisional commanders.

But we also believe that there has been far too much confrontation entering into the general debate about the police. Some may say that the Federation has been as willing to confront as anyone. We are a representative body, and it is our task to speak up on behalf of our members. At the same time, we are willing to recognise that not all critics of police actions are anti-police. We are willing to accept that there are times when discussion and mutual understanding can achieve more than bitterness and recrimination.

This year, for example, we have seen the culmination of a consultation exercise between the Police Federation and the trade unions representing teachers. This was on the vital topic of police in schools. As you know, this is a subject of great political sensitivity, and we have had real difficulties in some areas. But, arising from our discussions, we achieved a basis of mutual understanding. This month we were able to publish agreed guidelines, which could lead to a much better climate between the police, teachers and school pupils.

I could point to several other examples where the Federation has taken initiatives in recent years, to deal with key social topics and involve ourselves with the representatives of people working in those fields.

We recognise that there is anxiety about the role of the police in society. It is an anxiety that we share. Perhaps this is the time when there should be more self analysis within the police service. I think we need clear definitions of what our role should be. In the Police Federation we have no doubt; it should be the protection of life and the prevention and detection of crime.

As a service, we should be ready, and willing, to explain what the police are about, and why we need the support of the public in pursuing our objectives. In this way, I believe that ordinary members of the police service will become more self confident, more determined, and above all, more effective.

It is not a matter of pursuing popularity. Let

me say it again — a police force which attempts to be all things to everyone, is in danger of ending up by pleasing no one.

Home Secretary, when I think of Handsworth, Brixton, Broadwater Farm, Holloway, Heathrow, the prisons, and a host of other problems, I think your first months in office have been, truly, a baptism of fire. In that time you have acquitted yourself very well indeed on many points. If, this morning, you are able to tell us that on manpower we were right after all, you will have passed your first examination with flying colours.

It is now my pleasure to invite you to address this Conference.

odd perversion.
We are fighting together for the future of our society

Phototypeset and Printed by the Police Federation of England and Wales
15-17 Langley Road, Surbiton, Surrey KT6 6LP

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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

19 May 1986

Dear Douglas,

POLICE MANPOWER

I have seen the text of the statement which you propose to make early next week.

Our officials have discussed and agreed a number of changes, and subject to those changes I am content with your draft.

As to the financial implications for the current year, we had earlier agreed (and the statement records) that the Metropolitan Police will absorb the costs of their extra manpower within the previously announced cash limit of £851.8 million. As for the effect this year of increases in provincial forces' establishments, we have discussed previously the possibility of some effect on the Reserve. I look to you to use all measures open to you to seek to ensure that increases agreed for provincial forces do not lead to a claim on the Reserve. For future years I must stress that, as was discussed at the Prime Minister's meeting, the priority given to the police must be reflected in the 1987-88 (and subsequent) RSG settlements.

Now that agreement has been reached on a programme of substantial increases in police establishments stretching into 1989-90, I hope we can also agree that this will forestall any need for yet further increases during this period.

Finally while I am content with the reference in your statement to the increases in future years for provincial forces being dependent on future patterns of spending and provision, I hope that (as the Prime Minister's summing

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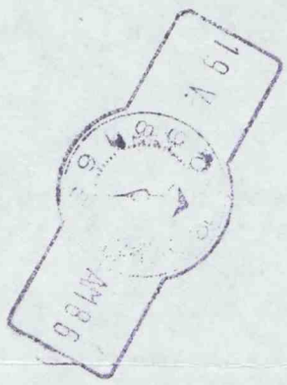
up indicated) you will feel able to explain publicly the difficulty of ensuring that extra provision for the police in the provinces does result in extra spending on the police. It is important that the report of the Interdepartmental Group on police expenditure, as well as drawing attention to this problem, should recommend alternative ways of dealing with it.

I am copying this letter to the Prime Minister, Willie Whitelaw, Keith Joseph, Norman Tebbit, Nicholas Ridley, Kenneth Baker, Norman Fowler, Malcolm Rifkind, Nicholas Edwards, and to Sir Robert Armstrong.

Yours ever,

JOHN MacGREGOR



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MR UNWIN

cc Mr Wiggins
Mr Norgrove

The note of the Prime Minister's meeting yesterday on police manpower includes a brief reference to the desirability for Ministers to give some thought to the Edmund-Davies machinery for police pay.

You will want to know that this suggestion was made by the Chancellor of the Duchy of Lancaster. The Prime Minister said that she did not want a paper to be prepared about it but that an informal discussion - perhaps associated in some way with one of the E Committees - would be useful.

AJL

A J LANGDON

13 May 1986

SUBJECT
cc MASTER

CONFIDENTIAL

LCVB.
cc Prof Griffiths

10 DOWNING STREET

From the Private Secretary

13 May 1986

POLICE MANPOWER

I attach a note, prepared by the Cabinet Office, of the meeting which the Prime Minister held yesterday to discuss police manpower.

I am copying this letter, and enclosure, to the Private Secretaries to the Home Secretary, the Secretaries of State for Education and Science, Wales, Social Services, the Chancellor of the Duchy of Lancaster, Secretary of State for Transport, Chief Secretary to the Treasury, Secretary of State for the Environment, Secretary of State for Scotland and to Michael Stark (Cabinet Office).

David Norgrove

Miss Joan MacNaughton,
Lord President's Office.

SUBJECT
cc MASTER

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NOTE OF A MEETING

The PRIME MINISTER held a meeting at No. 10 Downing Street on 12 May to consider the notes about police manpower by the Home Office and the Treasury distributed under cover of her Private Secretary's letter of 7 May to the Private Secretary to the Lord President of the Council. The Lord President, the Home Secretary, the Secretary of State for Education and Science, the Secretary of State for Wales, the Secretary of State for Social Services, the Chancellor of the Duchy of Lancaster, the Secretary of State for Transport, the Chief Secretary to the Treasury, the Parliamentary Under Secretary of State, Department of the Environment (Mrs Rumbold) and the Parliamentary Under Secretary of State, Scottish Office (Mr Stewart) attended. Mr A J Langdon and Dr D A Walker (Cabinet Office) were also present.

The HOME SECRETARY said that following last summer's disturbances and the Prime Minister's statement about support for the police at the Conservative Party Conference on 11 October, he had conducted reviews of police manpower in the Metropolitan Police and in the provinces. On the basis of these reviews, he proposed an increase in police manpower of 5,037 in the years 1986/87 to 1989/90. This was substantially less than HM Inspectors of Constabulary and the Commissioner of Police of the Metropolis had recommended. Many police forces, including the Metropolitan Police, were now approaching establishment levels; there were, therefore, the strongest political arguments for an early announcement of increased levels of manpower and a statement was needed before he addressed the Police Federation Conference in Scarborough on 21 May. To announce increases in police manpower just for 1986/87 would be widely regarded as insufficient. The Labour Party was seeking to exploit the issue as the main item in its own law and order policy, and the Government would need to announce increases in manpower up until the end of 1989/90 to retain the political initiative. The worst eventuality would be for the Government to fail to announce increases in police manpower, and then be faced with public disturbances this summer.

Proposals from police authorities for increases in police manpower would only be agreed against an up-to-date assessment of need.

The CHIEF SECRETARY, TREASURY said that central Government met 51% of police expenditure through the police specific grant, but local authorities had to find the remaining 49%; there was no way to ensure that shire counties, in particular, would spend extra resources on police manpower as the Government wished. Within existing grant levels, any increased police expenditure by local authorities would need to be met either by cuts in other local authority services or by higher rates. To take a decision now on police manpower up to 1989/90 would pre-empt the discussions on local authority expenditure overall which were due to begin the following week in the sub-committee on Local Authority Expenditure (E(LA)). The proposals for increased police manpower needed also to be considered in the context of current overspending by police authorities; police authorities in England were budgeting to spend some 11% above 1985/86 budgets, partly because of the inescapable effects of the Edmund-Davies pay indexing machinery. If the proposals for increased police manpower were accepted as they stood, and if the present level of spending by police authorities were projected forward, the addition to provision above the level of the 1985 Public Expenditure White Paper would be £409 million in 1987/88, £615 million in 1988/89 and £834 million in 1989/90. It was particularly important to review police expenditure alongside other local authority services at present since the approach to local government expenditure this year promised to be an exceptionally difficult component of the Government's public expenditure strategy.

The following were the main points made in discussion:-

a. The proposed increases in police manpower up to and including 1989/90 would have significant implications for other services, unless overall public expenditure provision for local authorities were correspondingly increased.

b. To announce increases in authorised police manpower beyond 1986/87 would set an awkward precedent for other

services. On the other hand, an announcement that was limited to 1986/87 would appear especially inadequate in respect of the Metropolitan Police.

c. It was possible to ensure that increased provision for police manpower in respect of the Metropolitan Police would be spent as the Government wished because the Home Secretary was the police authority for the Metropolitan Police. Furthermore, the demands of policing the country's capital city had substantially increased, and this was widely appreciated. There was no guarantee that shire counties would spend extra resources for police manpower in the way that the Government wished and the demands on provincial forces were probably less than in London. On the other hand, it would not be realistic for the Home Secretary to announce increased police manpower in the Metropolitan Police without some matching increase in the provinces.

d. The Home Secretary's proposals represented his assessment of need. Not all police authorities would necessarily apply to increase their manpower unless they were encouraged by, for example, reports by HM Inspectorate.

e. Police forces were now of generally very good quality, and it was essential to maintain this. The Edmund-Davies pay indexing machinery was a significant background factor, but it would be useful to review its working at some stage.

f. Presentationally there might be some scope for approaching the forward years by a statement of the justified manpower establishment, leaving open the speed at which the annual figures were increased. On the other hand, this might merely stimulate irresistable pressure from the police to move quickly to the stated establishment level.

The PRIME MINISTER, summing up the discussion, said the proposed increases in police manpower in 1986/87 were essential in both the Metropolitan Police and in the provinces. The proposals for

increased manpower in the Metropolitan Police up to and including 1989/90 were also necessary, in the light of the great operational problems that the Metropolitan Police were seen to be facing, and the paramount importance of keeping London properly policed. It was also relevant that the Home Secretary, as police authority, could ensure that provision for the Metropolitan Police went where it was intended. There was no such guarantee about provision for the police outside London and the Government should make no secret of the fact that this was a main reason why specific increases in authorised manpower beyond 1986/87 were not being announced for the provinces in the same way as for the Metropolitan Police. Nevertheless, some increase in manpower would certainly be needed in the provinces and the Home Secretary and the Chief Secretary, Treasury, should now consider, in consultation with the Lord President of the Council as necessary, how this should be presented in an early statement by the Home Secretary.

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PRIME MINISTER

Police Manpower

Meeting on 12 May 1986

CONCLUSIONS

You will wish the meeting to decide:

(a) whether the Home Secretary should be authorised to make any early announcement of an increase in police manpower; and, if that is agreed,

(b) whether the announcement should cover the whole increase through to 1989/90 that the Home Secretary is seeking, or whether part of his bid (eg. for the years 1987/88 onwards) should be left to be resolved in E(LA) consideration of local government expenditure as a whole.

BACKGROUND

2. Between 1979/80 and 1982/83 the number of police officers grew from nearly 113,000 to 120,500: since 1983 the numbers have been broadly stable. Present provision is for a very small further increase in 1986/87 and for none at all thereafter.

3. After last autumn's riots, you said at the Conservative Party Conference on 11 October: "The Government will continue steadfastly to back the police. If they need more men, more equipment, different equipment they shall have them. We do not economise on protecting life and property ..." In the House on 23 October, the Home Secretary said: "We are ... committed to providing police forces with the men and equipment they need. The only test is one of need, and that test includes how the police forces are using the existing resources that they have. We shall get on with that work without delay."

4. Following these statements, the Home Secretary put in hand an urgent manpower review on the police, and this has now come

to a head. He believes, for general political reasons and for strengthening police morale, both that a statement cannot be delayed until the E(LA) round, and that it is necessary for the statement to promise extra officers through to 1989/90. He is addressing the Police Federation on 21 May and feels he must say something then.

5. The Chief Secretary, Treasury, was prepared to discuss with the Home Secretary an announcement that went no further than 1986/87, but he felt unable to agree to any immediate commitment for the forward years. He believed that this would do too much damage to the E(LA) discipline - in which he is facing a very difficult year - and would send all the wrong signals to the other competing services.

6. The Home Secretary felt unable to compromise on the lines offered by the Chief Secretary and, since the question had thus got beyond being resolvable in E(LA), the present meeting was called. The two parts of the note circulated by your Private Secretary on 7 May have been personally approved by the Home Secretary and Chief Secretary, respectively. The note conveniently summarises the arguments on both sides and the figures it contains have (after some problems) been agreed between the departments.

7. The present meeting is simply about manpower, and you will doubtless want to confine it to that. But you will wish to keep in mind that separate consideration is being given to the question of developing machineries to help reconcile the priority that the Government attach to the police with the policy of maintaining downward pressure on local government spending in general. As an interim measure, E(LA) agreed in February that police specific grant should be increased from 50 to 51 per cent in 1986/87 and that an additional £22 million should be available in block grant in that year, to prevent grant being diverted to the police from other services. E(LA) will be returning to this problem in their discussions through the summer, when they will need to consider devices such as further increases in the police specific grant rate and adjustments to the police GRE formula, as well as appropriate provision for the police.

MAIN ISSUES

8. As indicated above, the underlying issue here is the balance to be struck between two major Government objectives. On the one hand, there is the maintenance of public confidence in the police, and the confidence of the police themselves. On the other hand, the approach to local government expenditure will be quite exceptionally difficult this year, with local authorities budgetting to spend about £2 billion more than provision, and with all the political problems of handling last November's RSG settlement still fresh in colleagues' minds.

9. Manpower figures and costs, which are briefly examined below, might not by themselves loom very large within overall local government totals. As the first part of the Treasury paper before the meeting brings out, however, the Chief Secretary is genuinely concerned about police spending not just because it is growing about 3 per cent faster than local government services generally, but because the provision figures do not reflect the inescapable effects of the Edmund-Davies pay indexing machinery. By the same token, other service ministers will be fearing another firm settlement and will not just be fighting their corners on principle: they will genuinely fear that the police are pre-empting what is likely to be available for them to an unacceptable extent.

(a) The need for increased police manpower

10. Mr Hurd's proposals are summarised in Annex A of the Home Office paper before the meeting. He justifies the increased manpower he proposes in respect of the Metropolitan Police (1757 over the period 1986/87 and 1986/90) in terms of the need to increase the police presence on the street; and notes that this bid is more modest than the public statement of the Commissioner of Police for 3,500 more officers. For the provinces, Mr Hurd is seeking an increase of 3,280 (1930 police and 1200 civilians) in the years 1986/87 to 1989/90. HM Inspectors of Constabulary have advised him that there is a gross addtional need for 2500-3,000 police posts, mainly to increase preventive patrol strengths to meet public concern about disorder and hooliganism; plus 1200 police civilians, of whom 500 would replace police officers. In

addition, Mr Hurd seeks an increase of 150 staff for magistrates' courts in the years 1986/87 to 1989/90 to enable a further 150 police officers to be released. Mr Hurd plans to ensure that these increases in police manpower represent value for money by close monitoring of progress in the Metropolitan Police and, in the case of the provinces, by considering applications from police authorities on their merits against an up-to-date assessment of need.

11. The strength of Mr Hurd's case for an increase in manpower rests - as Mr MacGregor has pointed out - on the judgement of the Inspectors of Constabulary, and on the public statements by the Commissioner of Police. Mr MacGregor is highly sceptical of the objectivity of this. He sees little relationship between police/population ratios and the clear up rates of different police forces and believes there is scope for efficiency improvements to bring all police forces up to the standard of the most efficient.

12. Mr MacGregor also makes the point that there is no guarantee that additional provision for the police to increase their manpower will mean that all local authorities will use the extra resources in the intended way. The logic of that would be that no manpower increase should be authorised until E(LA) have completed their analysis of machinery to encourage police spending.

(b) Cost

13. It is agreed that the proposals for 1986/87 are not likely to create a significant call on the Reserve. For the forward years new provision would be needed as follows (assuming an annual 7½ per cent increase in police pay and inflation for other factors in line with the GDP deflator).

£ million (rounded)

	1987/88	1988/89	1989/90
Carry-through cost of increases proposed for 1986/87	18	18	20
Additional cost of further annual increases proposed	12	37	64
Total	30	55	84

310 4094 650 834

Paragraph 8 of the Treasury paper amplifies the Chief Secretary's view that these figures need to be seen against increased police spending that is not fully reflected in the provision figures.

HANDLING

14. The Chief Secretary will certainly have the support of the Secretary of State for the Environment in his wish to consider Mr Hurd's proposals in the context of E(LA)'s forthcoming work on the totality of local authority expenditure. The other service Ministers are bound to take the same line, though only Mr Ridley has put his views on paper. One obvious possibility that you might wish to explore is a compromise whereby the Home Secretary would be given some or all of the increased manpower he is seeking for 1986/87 (thus enabling him to make an announcement before 21 May), while his proposals for 1987/88 and subsequent years could be considered in E(LA) in the months to come.

15. You will wish to invite the Home Secretary to present his proposals for increased police manpower and to invite the Chief Secretary, Treasury to respond. The Parliamentary Secretary Department of the Environmentwill have views on the implications for local authority expenditure as a whole. The Secretaries of State for Education, Transport and Social Services will wish to comment on the consequences for their services. The Secretaries of State for Scotland and Wales may have views on the territorial implications. The Lord President of the Council may wish to comment on the politics of the proposals, and the Chancellor of the Duchy of Lancaster will also have views.

A. J. L.

A J LANGDON

9 May 1986

PRIME MINISTER 9 May 1986

POLICE MANPOWER, YOUR MEETING ON MONDAY 12 MAY

Picture since 1979

Your Government has increased police manpower since 1979 by 14,500, of which 9,000+ are police and 5,000+ are civilians. The totals in England and Wales are as follows:

Police at May 1979	Civilians at May 1979	Total
111,493	34,630	146,123

This was 7,511 short of the 1979 establishment.

Police at Feb 1986	Civilians at Feb 1986	Total
121,187	39,440	160,627

This was only 1,326 short of the 1986 establishment.

Position in the Metropolitan Police

Kenneth Newman has requested 3,500 extra police (+200 special branch and protection) and has justified this by producing a report nine inches thick itemising why each extra policeman is needed. At the moment his strength is as follows:

26,947 police 13,188 civilians Total = 40,135

The Home Secretary will offer 1,200 extra police (net) over 4 years to the Metropolitan Police. We have spoken to the Assistant Commissioner at the Yard and officials at the Home Office. We believe that the Home Office figure would be acceptable to the police. Their anticipated attitude

will be to restate their need for more, but that they will fall short of outright condemnation of the Government for failing to meet this request.

The position in the provinces

Home Office suggest a total of 1,950 net extra police in the provinces over the next 4 years. As you know, the position is difficult in some areas where Chief Constables, such as Mr Birch in Sussex, are claiming that we have failed to provide sufficient police. Mr Birch says we have provided only six operational police in the whole of Sussex, apart from about 20 extra for his responsibilities at Gatwick. (You will recall Mr Birch from the Brighton bomb incident.) The Home Office say that Sussex has not used enough civilians, the dispute continues. You might ask the Home Secretary to make sure that the anxieties of Shire Chief Constables are defused. Home Office say that they are liaising with DoE on block grant decisions. We doubt if the right information is filtering down to local level.

The Treasury position

In paragraph 9 of the Treasury paper, there is a highly simplistic and dangerous statement that the claim by the police is not fully supported by a rise in recorded offences. If the Treasury doubt that serious justification has been given for the figures we can supply, the nine-inch pile of research that has been done by the Commissioner and the Home Office. The real danger of the Treasury attitude is that insistence on the police producing recorded crime rises will mean that the police will go on recording any number of extra crimes in order to justify their manpower need. The police can comparatively easily record as much crime as they want to. Recorded crime is only a relatively small proportion of total crime in this country, possibly

only a quarter. We must not send out the signal to the police that we want them to record more crime.

Conclusion

We support the Home Office line, but you might encourage them to focus on police restrictive practices and their heavy claims for overtime in the same way as you did in respect of prison officers. We also warn against any encouragement given to the police to record more crime. This could rebound against us.

HARTLEY BOOTH

CONFIDENTIAL

10 DOWNING STREET

From the Private Secretary

7 May 1986

LORD PRESIDENT
OF THE COUNCIL
RECEIVED
7 MAY 1986

Dear Joan,

POLICE MANPOWER

The Prime Minister will as you know be holding a meeting at 10.15 a.m. on Monday 12 May to consider increases in police manpower proposed by the Home Secretary.

The attached note consists of one section by the Home Office and another by the Treasury and has been compiled by the Cabinet Office as a basis for the meeting.

I am sending copies of this letter Stephen Boys Smith (Home Office), Rob Smith (Department of Education and Science), Jill Rutter (Chief Secretary's Office), Andrew Lansley (Chancellor of the Duchy of Lancaster's Office), Richard Allan (Department of Transport), Colin Williams (Welsh Office), Tony Laurance (Department of Health and Social Security), Barbara Jones (PUSS' Office, Department of the Environment), Murdo Maclean (Chief Whip's Office), Robert Gordon (Scottish Office) and Michael Stark (Cabinet Office).

Yours,

David.

DAVID NORGROVE

Miss Joan MacNaughton,
Lord President's Office

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cc B/P

POLICE MANPOWER

The Home Secretary seeks an increase in manpower of 5,037 in the years 1986/87 and 1989/90. His bid arises from a review to assess the proven need for additional police in England and Wales following the inner city disturbances in the Autumn of 1985. He has concluded that the headquarters branches of the Metropolitan Police need around 550 more officers largely to deal with terrorism, drugs and other organised crime. Well over 1,250 more are needed to police divisions. 600 of these posts can be found through civilianisation and reorganisation, leaving a net need for 1,200 police. 557 extra civilians are required to release 400 police officers and fill other essential posts. The bid is therefore for an extra 300 police officers and 107 civilians in 1986/87, with a further 300 officers and 150 civilians in each of the years 1987/88 - 1989/90 inclusive.

2. In the provinces HM Inspectors of Constabulary advise that, after taking into account police officers released by civilianisation programmes, 430 police posts are likely to be needed in 1986/87. In the PES years, 1,500 police and 1,200 civilian posts should be phased evenly over the period. An increase of 150 staff in the magistrates' court service is sought in order to enable a further 150 police officers to be released.

3. The proposal in manpower terms is summarised in Annex A.

4. The Metropolitan Police expenditure can be contained within the cash limit in 1986/87. As far as the provinces are concerned, recruitment would only be allowed to the extent that average police manpower for this year remained within the total (121,661) for which there is already PES provision. A call on the Reserve is therefore unlikely, though it cannot be completely discounted.

5. For the years 1987/88 - 1989/90 new provision is required of the order of £29 million extra in 1987/88; £55 million in 1988/89; and £84 million in 1989/90. The figures are provisional until the relevant Home Office/local authority expenditure group has carried out this year's exercise on average police costs. The figures assume pay increases for the police of 7½% in each PES year and 2½% inflation of other factors.

6. The Home Office would maintain strong pressure to obtain value for money from any increases authorised, as police authority for the Metropolitan Police and through HM Inspectorate of Constabulary for the provincial forces. There can be no guarantee that provincial police authorities will in fact fund recruitment up to the new levels, but the essential thing is that the climate will have been created for them to be able to recruit more police if they wish: if they do not do so, it will not be for lack of provision on the part of the Government. The bids currently in the pipeline should ensure that the new establishment provision for 1986/87 will be taken up. E(LA) is considering the longer term arrangements for financing the police.

7. These proposals are in the Home Secretary's view more than justified on their merits. They are also politically inescapable. He will wish to enlarge on this point at the meeting. The Government must make good the Prime Minister's pledge, made after last Autumn's disorders, that the police would receive the additional manpower they need. The Commissioner of Police of the Metropolis is pressing very hard for recognition of his view that his force is short of a great deal more than this programme would provide. There would be clear advantage in getting the figures now for four years rather than dealing with only 1986/87, which would mean spoiling the impact of the announcement, prolonging uncertainty and returning to the argument again next year. Failure to make an announcement before the Police Federation's Annual Conference, which the Home Secretary is to address on 21 May, is almost certain to lead to bad publicity following that Conference. More important, we are entering the summer period in which renewed disorder in the cities could be extremely damaging to the Government if this question remained unsettled. For all these reasons, and others which have been aired in correspondence between Ministers, the Home Secretary considers an immediate announcement outside the normal PES machinery essential.

HOME OFFICE

ANNEX A

CONFIDENTIAL

PROPOSED MANPOWER INCREASES

	1986/87	1987/88	1988/89	1989/90	TOTAL
METROPOLITAN POLICE					
Police	300	300	300	300	1,200
Civilians	107	150	150	150	557
PROVINCIAL FORCES					
Police	430	500	500	500	1,930
Civilians	-	400	400	400	1.200
MAGISTRATES' COURTS' STAFF	-	100	50	-	150
	837	1,450	1,400	1,350	5,037

POLICE MANPOWER

This paper sets out the financial background to the Home Secretary's proposed increases in police manpower, and the views of the Chief Secretary.

Background: growth in police spending

2. The Home Secretary's proposals have to be seen in the context of the general increase in spending on the police, which has risen steadily from £1.2 billion in 1979-80 to £2.6 billion in 1985-86. Latest information from returns to the Department of the Environment suggests that police authorities in England are budgetting to spend in aggregate about £2897 million in 1986-87 - ie about £190 million above PES plans for their relevant current expenditure. Police spending in Wales is likely to be about £10 million above the PES provision of £137 million. A large part of the increase will be to cover the costs of police pay awards above the levels assumed when provision was set But that cannot be the only reason: 1986-87 budgets for police spending are about 11% above 1985-86 budgets, compared with an average for all services of 8%.

3. There may be scope for finding savings within this level of police spending; we must certainly look for all possible ways of improving efficiency. But if we assume unchanged manpower levels and allow for a 7.5% increase in police pay, police spending in England and Wales in 1987-88 will rise to £3220 million (assuming all other police costs rose in line with the forecast increase of 3.75% in the GDP deflator). That implies a claim on the Reserve of £380 million.

4. If we project this level of spending forward using equivalent assumptions about increases in police pay and in other costs, the pattern of spending and claims on the Reserve would be:

£ million
(rounded to nearest £10 million)

	1987-88	1988-89	1989-90
Spending (England & Wales)	3220	3410	3590
Addition to provision in 1985 PEWP	380	560	750

These increases in spending are the amounts we should have to meet from the Reserve before any allowance is made for additional police manpower. They give an indication of the squeeze which would be imposed on other programmes. Their size is affected by the decision last year not to settle provision for local authority spending for 1987-88 and beyond, but instead to roll forward the same cash figures as in the 1986-87 RSG Settlement. But the money still has to be found.

5. Provision for police spending has traditionally not made full allowance for future increases in police pay. If that procedure was followed for 1987-88 and future years, and provision was based on an assumption that all police costs (including police pay) move in line with the GDP deflator, the figures would be:

£ million
(rounded to nearest £10 million)

	1987-88	1988-89	1989-90
Provision (England & Wales)	3160	3270	3370
Addition to provision in 1985 PEWP	310	430	520

This procedure would not, of course, reduce actual police spending or the eventual claim on the Reserve. And again, these figures take no account of any increases in police manpower.

The Home Secretary's proposals

6. The Home Secretary proposes increases in police manpower (currently around 160,000 including civilians) of 837 in 1986-87 and a further 4200 across the three Survey years (detailed figures annexed to Home Office paper). The cost to the Metropolitan Police in the current year can be contained within their cash limit. The extent of any claim on the Reserve in 1986-87 for manpower for other forces will depend on the detailed pattern of spending and recruitment by individual provincial authorities, but is unlikely to exceed £2 million. The cost of the 1986-87 increases for the three forward years, including realistic provision for police pay on the same basis as above, is:

£ million
(rounded to nearest £ million)

1987-88	1988-89	1989-90
18	18	20

7. The additional cost of the further increases proposed for 1987-88 and the two subsequent years, again including realistic provision for police pay, is:-

£ million
(rounded to nearest £ million

1987-88	1988-89	1989-90
12	37	64

The Chief Secretary's views

8. The Chief Secretary believes that agreement to these increases would preempt E(LA) discussion in the next 3 months of local authority expenditure as a whole. His view, shared by the Secretary of State for the Environment and other colleagues who have contributed to recent correspondence, is that the Home Secretary's proposal should be considered in the context of the claims of other local authority services, and must be compatible with the Government's overall strategy on local authority expenditure. The increases sought for police manpower therefore need to be considered in the light of the much larger increases in police spending described above. This increased spending will happen whether or not it is fully reflected in bids, under the present Edmund Davies arrangements. Therefore the likely costs of the police pay awards in 1987-88 and future years need to be taken fully into account in assessing the totality of bids for increased provision to be discussed by E(LA). Within any overall objective for local authority current expenditure, increases for the police must be at the expense of other services. With sums of this size at stake, it is clear that, for example, education (which accounts for a major share of the rest of local authority spending) would need to bear its share of the burden.

9. As to the case for the extra manpower, the Home Secretary's proposals rest heavily on the judgements of the Inspectorate of Constabulary about the needs of individual police forces; but those judgements do not seem to be fully supported by statistical evidence available, for example, on spending per unit of population and per recorded offences, or on police/population ratios and the clear up rates of different police forces. The nine provincial authorities whose manpower bids make up the increase in provincial police manpower proposed for 1986-87 are those already at full strength, but not necessarily those where additional manpower will lead to a commensurate increase in performance. Existing Home Office manpower controls do not provide an effective means of ensuring that all police forces are brought up to the standard of the most efficient.

10. Even if the Home Secretary's proposals are fully reflected in additional provision for police as part of the RSG settlement, there is no guarantee that all local authorities will use the extra resources to increase expenditure on the police. The Government has direct control over the Metropolitan police, for which the Home Secretary is police authority, and until 1988-89, over the joint police authorities in the former Metropolitan counties by setting expenditure levels and maximum precepts. But nearly half of police spending is by the shire counties, and there is no way of ensuring that they spend extra resources in line with central government's priorities.

HM TREASURY

CABINET OFFICE
70 Whitehall, London SW1A 2AS Telephone 01-233 8259

7 May 1986

Dear David

POLICE MANPOWER

We have spoken from time to time about the paper summarising the Home Secretary's and the Chief Secretary's arguments that we have been assembling for the Prime Minister's meeting. The Treasury half has now reached us, and I enclose the entire paper along with the draft of a covering letter under which you might like to send it round.

Yours

Anthony

A J LANGDON

David Norgrove Esq
No. 10

CONFIDENTIAL

PRIME MINISTER

The Home Secretary may want to discuss this with you. The letter summarising his position is below.

As you know, the Chief Secretary and the Home Secretary were unable to reach a compromise. A meeting has now been arranged for immediately after your return from the Far East.

The Home Secretary may seek your support but, whilst acknowledging the pressures on him, it would be right to point also to the pressure on, for example, Sir Keith Joseph. This needs to be settled at the meeting.

DLN

DAVID NORGROVE

25 April 1986

SLH/72

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PRIME MINISTER

POLICE MANPOWER

Mr. Hurd has rejected the Chief Secretary's proposal to allow extra police for 1986-87, and to consider the later years in the context of the Survey. So you will need to hold a meeting. (The Lord President does not want to take this in E(LA).)

The Home Secretary would like a small meeting because he thinks he will be more likely to get his way. If he did, and other "local authority" Ministers were not present, they would feel aggrieved.

If you don't want Mr. Hurd to get his way - and even if you do - I suggest inviting the full range of Ministers with an interest:

The Lord President ✓
The Home Secretary ✓
Sir Keith Joseph ✓
The Chief Secretary ✓
The Chancellor of the Duchy of Lancaster ✓
Mr. Ridley ?
Mr. Fowler ?
Mr. Baker, ✓

and Mr. Rifkind, Mr. Wyn Roberts and the Chief Whip if they wish.

Content?

Amanda Ross

pp DAVID NORGROVE
24 April, 1986

JD76

Mr. Booth

cc: Mr. Wicks

I attach the note you submitted to the Prime Minister on Friday. You will see that the Prime Minister says that she would like to raise some of these points with the Home Secretary on her next bilateral, and I have informed Nigel Wicks and Stephen Boys Smith accordingly.

BF

Mark Addison
21 April 1986

Prime Minister. (4)
You may like to take up some of these points with the Home Secretary at your meeting bilateral. MEA 18/4.

PRIME MINISTER 18 April 1986

Yes - I will

LAW AND POLICE UPDATE

1. Release of Dangerous Psychopaths

We took up the Daily Express story - also covered in other parts of the media - that the Government was releasing dangerous psychopaths who struck again. We have found the Home Office fully in support of the criticisms levelled at the secure mental hospital system, which they say releases prisoners too quickly.

The nub of their complaint is that while Broadmoor takes a responsible attitude towards these dangerous individuals, another mental hospital, Park Lane, is controlled by medical staff with a liberal and naive attitude towards mental patients. This has led to mistakes being made.

The situation is compounded by the fact that the old check in the system, namely the discretion of the Home Secretary, has been removed and replaced under the Mental Health Act 1983 by the discretion of a Tribunal.

We agree with David Mellor when he says that there will be more scandals affecting the Government's credibility on law and order unless we act to correct this system. We risk the deaths and mutilation of more young people if the release of psychopaths is not more strictly controlled.

Who appoints the Tribunals

The Proposed Solution

We believe the solution is this: at the moment the Tribunals, under Section 73 of the Mental Health Act, are presided over by County Court Judges who effectively nominate themselves and who frequently have liberal attitudes. As in the immediate future it is impossible to return to the old system a new corrective would be to insist that High Court Judges with a reputation for toughness be appointed to preside over these tribunals.

2. 'Pride and Prejudice': Government Pride and Police Prejudice

On the one hand we fondly state - as the Home Secretary did this week - that 'The Government has not stinted the police'. On the other the police feel with some justification that they are prejudiced by the honours system. There are two problems here.

a. Government will have an achilles heel at the next election in relation to the police unless we address the problem of the distribution of resources in the police service. While we have lavished our money on the 'Met', down the road in Sussex the Chief Constable is fuming. He has had a grand total of 6 extra men available for operational work since 1979. He has stated to local MPs and me that Government must not claim it has not stinted the police in Sussex.

b. Three Chief Constables have independently approached me at informal meetings in the last fortnight expressing their deep unhappiness that the honours system unfairly discriminates against the police. By comparison the services receive many more for hardly more hazardous work. You dealt with this problem in the early 1980s, is it time to return to it?

3. Police Manpower

We support the Home Secretary's proposal made on 11 March concerning police manpower.

4. Crime Prevention

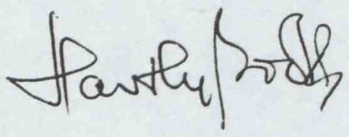
I attach a typical Neighbourhood Watch newsletter (my own). You may be interested that the insurance point you were keen on is being taken up.

The Football League tell us that CCTV is now referred to in all match day programmes to deter violence.

Finally, the scare story in the press this week that planning law prevented an old lady installing crime prevention bars on her window was over- stated. However, we believe listed planning consent for crime prevention equipment should be taken out of the planning system.

5. Conclusion

When you next see the Home Secretary perhaps you would like to take up some of these points, particularly the distribution of resources in the police, the release of psychopaths and honours for the police.



HARTLEY BOOTH

21. Top floor flat

Metropolitan Police Neighbourhood Watch

INFORMATION

ST. STEPHEN'S NEIGHBOURHOOD WATCH

Newsletter No. 13 - March/April, 1986

VICTIMS OF CRIME - PLEASE LET US HELP! A short message for those people who have been the unfortunate victims of a crime in our Neighbourhood Watch area - such things as burglary, assault, mugging, or your car has been damaged. Please contact a member of Neighbourhood Watch such as your local co-ordinator, or ring 582 0556. There is a lot we can do to help, and we often do not hear of a crime until the police give us the figures at the end of the month, by which time it is too late for us to be of any practical help. It is always nice to have a neighbour who can offer sympathy or help, and that is one of the things that Neighbourhood Watch can do.

Summer is coming, impossible as it may seem at the moment! With summer on the way, we all tend to open doors and windows. BE CAREFUL - only have the doors and windows open in the room you are using; if you leave your home even for a minute or two, close everything: Shut all doors and windows downstairs when going to bed: windows of unoccupied rooms should be locked shut.

Going on holiday? Let your neighbours and your Street co-ordinator know that you are going away. It helps if you leave a contact address. The police ask that if you hold a set of keys for a neighbour to let Clapham Police station know (326 1212). This is especially so if they are for a house with a burglar alarm. Everyone gets very frustrated with a ringing alarm that goes on for hours, and no one knows who holds the keys.

Annual General Meeting, 13th May, 1986. The St. Stephen's Neighbourhood Watch has been operating for 17 months now, and we think we have had a certain measure of success during that time in making everyone more aware of what they can do in the fight against crime. Our neighbourhood is a safer place now due to the good work of residents and co-ordinators. But we don't stop here. Our public Annual General Meeting has been arranged for 7.45 p.m. on Tuesday 13th May 1986 at St. Stephen's School. If you care about the security of our neighbourhood or how it can be improved come to the meeting and let's hear your views or suggestions. WE NEED YOUR SUPPORT, SO COME ALONG AND PLAY YOUR PART.

POLICE - TELEPHONE NUMBERS

For Emergencies dial 999 in the normal way.
For any other reason you may wish to contact the local police station at Clapham - dial 326 - 1212 and ask for Clapham, as this is the central Met. number and serves all police stations.

Insurance - Homeshield Household Policy. At last the big insurance companies are beginning to take notice when people really try to make their homes secure. The Royal Insurance has recently launched its new household policy "Homeshield", and offers discounts of premiums if the householder takes the following precautions:-

15% if a Home Security scheme is fitted backed by suitable security locks on doors and windows
5% if a Burglar Alarm is fitted
5% if the homeowner belongs to a Neighbourhood Watch scheme

For details of Homeshield, you should contact: Royal Insurance Company,
1 Cornhill, London, EC3.
Tel: 283 4300.

Crime figures for the St. Stephen's Neighbourhood Watch area - 13 February to 24 March

2 Burglaries (2 St. Stephens Terrace, 2 Albert Square)

6 Thefts from motor vehicles

6 Criminal damage to motor vehicles (there were 3 arrests after a spate of car windows being shattered by local youths.) Unfortunately vandalism of cars has reached epidemic proportions all over London, and there is little one can do unless the criminals are caught in the act. Be VIGILANT, and report anything suspicious in the street.

1 Theft (cash from the church)

1 Indecent exposure (Albert Square)

1 Criminal damage

Clearly, vehicle crime is still the greatest proportion of crime in our area, but do be VIGILANT about the activities of burglars - don't make it easy for them by displaying articles of value like videos, stereos, T.V's, or valuable silver that is visible through your window. Also, regarding property marking; one unfortunate resident who was burgled recently thought she had marked her property properly, but had only put her initials on her goods. If you have things stolen, you have much more chance of getting them back or not even taken at all, if they are indelibly marked with your post code and house number. We have a marking kit, and anyone is welcome to use it - just ask your co-ordinator.

DON'T LET THEM GET AWAY WITH IT.

Protect your home and property.

The Clapham Police are again running a course of evening classes on CRIME PREVENTION, on the theme "The Police and the Community". The classes are held at Clapham Common Library on Thursdays, commencing 17th April from 7.30 p.m. to 9.30 p.m. and will last for 8 weeks. Subjects covered will include all aspects of crime and how best to prevent it, with illustrated talks given by experts ranging from Locksmiths to women C.I.D. officers. Those who attended a similar course last year can vouch for the interest it generated among a wide section of the community, being very well attended for the whole 8-week session.
If you are interested or would like further information, ring the Crime Prevention Officer at Clapham Police Station (326 1212) or ask your local co-ordinator for details.

Issued by the Co-ordinators of St. Stephen's Neighbourhood Watch.

PRIME MINISTER

POLICE MANPOWER

You will remember that Mr Hurd is looking for agreement to increases in police manpower for 1986/87 and for the Survey years in time for announcements to be made on May 21. The Chief Secretary, Mr Baker and others are naturally very concerned about this proposal which would pre-empt resources before the Survey begins.

Lord Whitelaw does not wish to hold a meeting of E(LA) on this: he thinks Mr Hurd would probably refuse to go along with a conclusion which went against him.

The Chief Secretary has now proposed that Mr Hurd and he should try to reach agreement on 1986/87, leaving the later years to be settled in the Survey. You will probably need to hold a meeting if this compromise does not win Mr Hurd's agreement.

Mr Hurd is undoubtedly under pressure to announce increases in manpower for several years ahead. He will also realise that this year's Survey will be particularly difficult (as always). The claims of Education this year will be large and pressing.

Unless you feel strongly that Mr Hurd should be allowed to announce increased manpower for all the years, I suggest you wait to see whether Mr Hurd will accept the Chief Secretary's compromise.

DAVID NORGROVE
18 April 1986

CAJAEB

CONFIDENTIAL

CC(86)

Treasury Chambers, Parliament Street, SW1P 3AG

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

18 April 1986

Dear Douglas,

POLICE MANPOWER

Thank you for your letter of 8 April.

I note the reasons why in your view it is essential to take early decisions on sizeable increases in permitting police establishments not only for 1986-87 but for future years and to announce them soon.

I have to say that I continue to see very real difficulties.

If you were prepared to consider an announcement for 1986-87 alone, then I would be happy to discuss with you what you might be able to say to the Metropolitan Police and the Police Federation on 21 May.

But I think we would still need to recognise that even for 1986-87 there are problems. It will be difficult to predict how police authorities will react to the announcement - particularly given the effect on their grant entitlement of any increase in spending in 1986-87. And any increase in manpower agreed for 1986-87 will carry forward into future years.

But if you wish to press to make an announcement covering the period 1987-88 to 1989-90 I see no alternative to a discussion with colleagues. Kenneth Baker and Nicholas Ridley have already written expressing their concern about the way in which decisions now could cause considerable difficulties for our discussions through the summer on local authority expenditure generally.

CONFIDENTIAL

Police Policy: POLICE 172.

CONFIDENTIAL

Within any overall objective for local authority expenditu more for the police must inevitably reduce the scope we have on other major local authority services, in particular education. It is only fair that we should weigh the claims of other services equally.

I hope you could agree that it would be better to delay any decision on 1987-88 and beyond into our normal round of E(LA) discussions. You would then be able to announce forward year plans in the Autumn, which should give police forces time to adjust their recruitment strategy, if necessary, for the future. At the same time we would be able to take account of the conclusions of officials' work on ways of reconciling our objectives for police expenditure with our objectives for local authority expenditure generally. It is particularly important to ensure that local authorities take account of our objectives on police expenditure. I believe that this would be a more satisfactory way of proceeding.

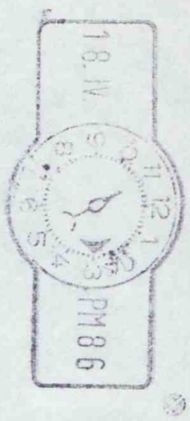
If you dissent from that view I think in view of the implications for them we must discuss with other colleagues. Perhaps we could discuss how best to take this forward.

Meanwhile it is essential that we have figures agreed between our two Departments. I have asked my officials to get in touch with yours to produce agreed costings, taking account not only of your proposed manpower increases but also likely developments in police pay, for 1986-87 and for future years.

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

Yours ever,

JOHN MacGREGOR



CONFIDENTIAL

cc/SG

HOME SECRETARY

QUEEN ANNE'S GATE LONDON SWIH 9AT

8 April 1986

Prime Minister ?
The Lord President is likely to summon a meeting of E(LA).

Dear John,

POLICE MANPOWER

Thank you for your letter of 27 March.

I recognise the difficulties but I remain convinced that there is an overwhelming case for an early, separate, announcement. There is powerful pressure on the Government to make good its pledge, first made by the Prime Minister in Blackpool last year, that the police would receive the additional manpower which they need. I pointed out in my minute of 22 October to the Prime Minister that this would be costly. In order to limit the cost we have insisted that the police establish their case for increases on the basis of proven need. The studies which have been undertaken jointly with the police demonstrate clearly that there are significant deficiencies in police manpower. This has taken time. I am sure it has been time well spent, because the proposals are now on a firm foundation; but it means that time is now short. The completion of the exercise, the results of which the police know, makes an early announcement of the increases essential. I am due to address the Police Federation Conference on 21 May - a politically charged occasion - and I need to maintain the initiative by making an announcement of our intentions before then. More important politically, we are entering the period where renewed disorder in some cities is a possibility. If this were to happen we would be in a hopelessly vulnerable position if we had not made and announced our decisions on manpower.

The Commissioner of Police for the Metropolis has already repeated several times publicly his view that the Metropolitan Police are short of at least 3,500 officers. He has received a lot of support from among London MPs on our benches and some sympathy from the Press. We have headed off recent press interest on the basis that a decision was likely to be announced in the near future. I do not believe that the position can be left as it is beyond the end of this month. The Metropolitan Police should have reached their establishment by June and need to know by the end of April if their recruitment drive is not to be wound down prematurely. Quite apart from the disproportionate effort which the Metropolitan Police are called upon to play in countering public order problems, terrorism and drugs, the current shortage of police officers on London's streets is severe. I need to be able to present the announcement as a considered proposal, and not in reaction to any events beyond the horizon.

/The situation

The Rt Hon John MacGregor, OBE, MP

Police, Policy 1/83

For the provinces we may have another two or three weeks to play with and, as you say, that there is less scope there for containing increases within 1986/87 PES provision. (I did in fact say in my letter to you that there might be a call on the reserve in 1986/87 for this reason and I accept that there will be effects in the later years.) Nevertheless, something has to be done for the police forces outside London, where the estimated shortage of 2,500-3,000 officers cannot in the light of our pledge be defended. I do not agree with your pessimistic assessment of the effect on the joint police authorities and the Shire counties. Of the joint authorities, we have identified only South Yorkshire as needing an increase in 1986/87. I do not rule out there being some scope for accommodating this in 1986/87 from withing existing expenditure levels, providing approval is given late in the year. The Shire counties, as you say, have more room for manoeuvre.

The current shortage of 1,700 on existing establishment which you mention includes 300 for the Metropolitan Police and is of course a national figure. Several forces are now up to establishment and need to recruit further.

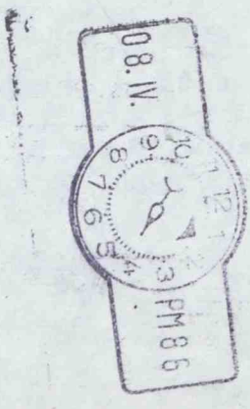
I recognise that this causes problems for PES and for the signals we are giving for local authority spending generally. The problem of how to reconcile increasing police expenditure with our general aim of restraining local authority spending is being addressed by officials, who are due to report to E(LA) in the Summer. I do agree that the outcome of the study by officials is important for the implementation of our decisions and in particular for the point you make that the Government's readiness to increase police establishments is not necessarily reflected in the decisions taken by police authorities. But I shall need to announce my decisions on the manpower figures before the working party can finish its work on the finance.

If you see any difficulties about this I think that we need a very early discussion with colleagues.

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

Yours

Doug Ir.

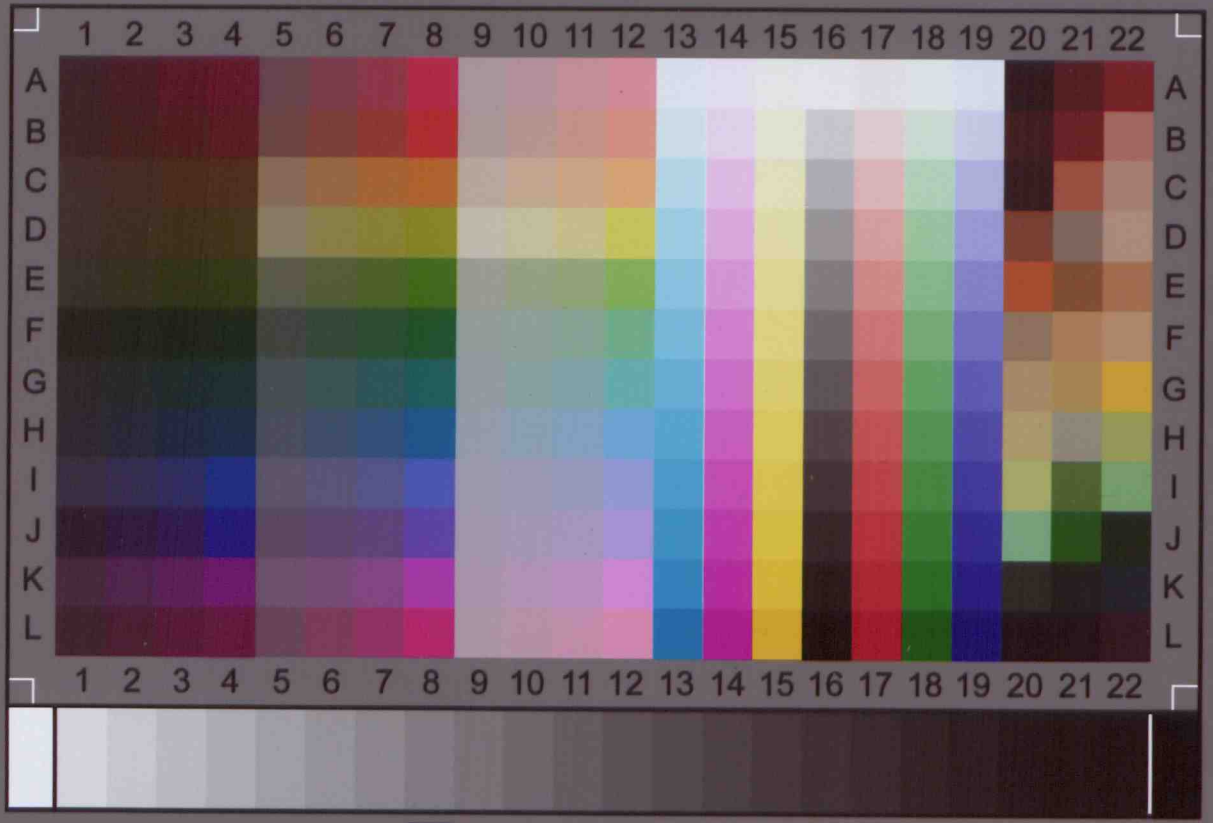


PART 1 ends:-

CST to Home Sec 27/3/86

PART 2 begins:-

Home Sec to CST 8.4.86.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