

Confidential Filing

Police Policy

POLICE


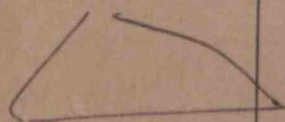
In folder: 'City Commissioner's Police Report '88-'89'
'Franchise' + City Police '150 yrs of service'

Part 1: Jan 1983

In folder: Metropolitan Police: Strategy Statement

Part 3: Jan 1989

In folder: Report up to 4th Report from Home Affairs Committee
"Parliamentary accountability of the Police Compliance Authority"

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
24.1.89							
1.2.89							
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3.5.90							
29.6.90							
							
Rem ends							
							

PREM 19/3112

PART 3 ends:-

AT to PM 29.6.90

PART 4 begins:-

AT to Eastwood 2.7.90

Published Papers

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

Audit Commission

Police Papers

The Management of Police Training

The Audit Commission for Local Authorities in England & Wales

Number 4 December 1989

Printed by HMSO ISBN 0 11 701 4540

Signed



Date

1/12/2016

PREM Records Team

PRIME MINISTER

POLICE LEADERSHIP

The Police Federation wrote to you (Flag A):

- complaining that the Government has been disparaging the police;
- objecting to alleged proposals to bring in Army officers at senior levels;
- proposing a meeting with you.

The Home Office (Flag B) advise that a meeting would be premature at this stage.

Content?

I attach a draft reply to be sent as a Private Secretary letter. The Home Office advise that, in the light of the Police Federation's discourteous treatment of the Home Secretary at their Conference, you should not write yourself.

Content?

The Police Federation have released their letter to you to the press. Are you content for them to release the reply if they so wish?

AT
ANDREW TURNBULL

29 June 1990

c:\pps\police (kk)

Yes — Charly on
mb

From: THE PRIVATE SECRETARY

CCPUB



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

CONFIDENTIAL

27 June 1990

Dear Andrew,

-HAP

You asked for advice on the letter of 21 June from the Police Federation asking to see the Prime Minister to put their views about improving the quality of police leadership and the idea of appointing former officers from the armed services directly to senior positions in the police service. The other Police Staff Associations were not consulted by the Federation and do not, as the Federation's letter wrongly implies, join in their request for a meeting.

The Home Secretary does not think it necessary or politic to slam the door on the Police Federation's request, but the fact is that it is both premature and based entirely on speculative stories. The risk exists that the Police Federation (and the service generally) could take up a fixed position just at a time when we shall want to carry them along with us in some form of mature fast stream entry. But the Home Secretary considers any meeting with the Prime Minister would be best deferred until Ministers have reached at any rate broad conclusions about a scheme. The judgement is essentially a tactical one; but while the Home Secretary would not see major disadvantage in an early meeting, his conclusion is that it would be better put off for the time being.

Yours sincerely,

P R C STORR

P R C STORR

Andrew Turnbull Esq
10 Downing Street
LONDON SW1

CONFIDENTIAL

POUCE: Policy pt 3



GT
Pl type as RS letter

DRAFT PRIVATE SECRETARY LETTER TO MR. A. EASTWOOD, CHAIRMAN OF
THE POLICE FEDERATION OF ENGLAND AND WALES

The Prime Minister has asked me to thank you for your letter of 21 June about police leadership.

The Prime Minister is very much aware of the difficult job which the police service does, with great professionalism, both in maintaining law and order and in responding to emergencies. It is in recognition of this that the Government has provided the resources necessary to ensure that the police have the highest ever level of manpower, an increase (as at 31 March) of 15,284 police officers since 1979. Spending on the police service has increased by 59 per cent in real terms over the same period.

There has, as your letter says, been a public debate recently about police leadership. The Home Affairs Select Committee has considered the matter and the Home Secretary referred to it in his speech to the Police Federation. The Prime Minister shares your view that it is essential to ensure that police leadership is of the highest calibre. All organisations need to consider how best to recruit talent and subsequently to develop it; all organisations stand to benefit from an injection of new blood and new ideas.

As no decisions are imminent, the Prime Minister does not think that a meeting in the near future would be productive.

(ANDREW TURNBULL)

c:\pps\eastwood (kk)

DRAFT LETTER FOR SIGNATURE BY PS TO PRIME MINISTER

TO: A Eastwood, Esq.,
Chairman
Police Federation of England and Wales
15-17 Langley Road
Surbiton
SURREY KT6 6LP

The Prime Minister has asked me to thank you for your letter of 21 June about police leadership.

The Prime Minister is very much aware of the difficult job which the police service does, with great professionalism. *both in maintaining law and order and in responding to emergencies,* It is in recognition of this that the Government has provided the resources necessary to ensure that the police have the highest ever level of manpower, an increase (as at 31 March) of 15,284 police officers since 1979. Spending on the police service has increased by 59% in real terms over the same period.

~~There has, as your letter says, been a lot of speculation in the press recently about the police service and the military. The Prime Minister has been following the debate with interest, but no decisions are imminent, and the Prime Minister does not think that a meeting in the near future would be particularly productive. She certainly does not rule out the possibility of a meeting with you at some later date, however.~~

Spoke to Police Federation (W
Eastwood's office) to say PM has no
objection to this being released to
Press AT 20/6.

PRIME MINISTER

POLICE FEDERATION

You have been sent the attached letter from the Police Federation

- complaining that the Government has been disparaging the Police;
- objecting to alleged proposals to bring in Army officers at senior levels;
- proposing a meeting with you.

I am seeking views from the Home Secretary on the form of a reply and whether a meeting is desirable. You will remember that at your last meeting with him, you asked him to look again at his proposals for a direct entry scheme

- to shorten the time spent on the beat in the early stages of training;
- to accelerate subsequent promotion.

This work does not include proposals to bring in senior officers direct into ACPO ranks, but is aimed more at Captains and Majors who could reach ACPO ranks in due course. I expect the Home Secretary will advise against a meeting until there is more agreement between you on these proposals.

Mr. Eastwood proposes to release his letter to the Press tomorrow. I see no reason for objecting. It will do his case no good; indeed, it will serve to draw attention to the issue in ways which are helpful to us.

AT

21 June 1990

jd c:police

EASTWOOD

27/6



file
to
c: Walters?

10 DOWNING STREET

LONDON SW1A 2AA

From the Principal Private Secretary

no ack.

21 June 1990

The Prime Minister has received the attached letter from the Police Federation. I would be grateful for advice on handling and for a draft reply. In particular, I would welcome the Home Secretary's views on whether a meeting with the Prime Minister would be helpful at this stage. Could this reach me by Wednesday, 27 June, please.

Bell

ANDREW TURNBULL

Colin Walters, Esq.,
Home Office.



Established by Act of Parliament

Police Federation of England and Wales

15-17 Langley Road Surbiton Surrey KT6 6LP

Telephone 081 399 2224 (4 lines)

From the Chairman's Office

Fax No 081 390 2249

Our Ref
AE/AM

Your Ref

21st June, 1990.

The Rt. Hon Mrs. Margaret Thatcher,
Prime Minister,
10 Downing Street,
London S.W.1.

Dear Prime Minister,

You will not be surprised to learn that members of the police service are greatly concerned about press reports that you and other members of the Government favour the recruitment of armed service officers into senior positions in the police service. These reports contain unattributed statements alleged to have been made by Ministers and Members of Parliament about "dead beat" Chief Constables, poor police performance, rising crime rates and allegations of police corruption. The impression is given that the service requires an influx of Army Officers to restore morale and improve police probity and performance.

I am sure you will agree that the airing in such a manner of a proposal to bring about a radical change in the way that senior officers are appointed in the police service is hardly likely to reassure police officers of the good intentions of those who support the idea. This proposal comes on top of a series of problems faced by the service, which have contributed to a deterioration in the morale of our membership.

I can assure you that the Police Federation is as concerned as anyone for the reputation and well being of our service. We recognise that public confidence is all important if we are to succeed in our objective of policing by consent. We cannot be accused of having closed minds on the issue of promotion in the police service. Since 1948, when the National Police College was established we have given it total support. We co-operated to the full in the establishment of the special course in 1959 following the report of the Johnson Committee, which sought to identify young officers with the potential to reach high rank relatively early in their careers. We agreed to the inception of the Graduate Entry Scheme in the mid 1960's at a time when graduates were not joining the service. We led the demand inside the police service for better initial training of recruits, for in-service training and for better management training for Sergeants and Inspectors.

When we were making these calls the Home Office and Chief Officers were telling us the manpower and resources needed were not available. Only after the Scarman

Report in 1981 did we begin to make progress on the training of probationers. The Federation has participated at all levels in the development of improved training within the service and we know there is still a long way to go.

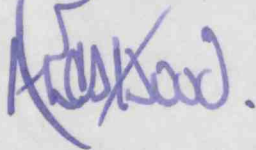
We share the view of Mr. Birch, the Chief Constable of Sussex, that senior police leadership must be of the highest calibre, and we agree with his description of the selection of senior officers as a lottery. We also recognise that there are deficiencies in the present means of selecting Chief Officers. We said this last year, and were severely criticised in high places for so doing. The problems are too complex and too important to be resolved by simplistic solutions or notions that people can be drafted in from any walk of life and immediately begin to do a better job than career police officers with an intimate knowledge of the service and the problems it faces.

There are many ways in which the quality of police leadership can be improved. There needs to be a thorough examination of the contribution that Bramshill is making and the service does need more support from the Universities and in the provision of higher education opportunities for police officers. There may well be some scope for management interchange to broaden the experience of talented people inside and outside the service. If the press reports are correct and you are seriously concerned about the leadership of the service, then I suggest that you take the initiative by asking those who have been elected or appointed within the police service, from the Three Associations to discuss these problems with you and hopefully to come up with solutions which will be beneficial to the Service and to the public whom we serve.

I am therefore asking that you agree to such a meeting so that I, our General Secretary Miss Vee Neild, and two more colleagues can give you the views of the Federated Ranks and the other two Associations can give you theirs.

In view of the extensive publicity which has been given to this matter, I hope you will not object to my releasing to the media the text of this letter. I propose to do this on Friday 22nd June, 1990.

Yours sincerely,



ALAN EASTWOOD,
Chairman.

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Phase Minutes BFF
To note
BT 15/6

MR TURNBULL

15 June 1990

POLICE LEADERSHIP AND EFFICIENCY

(must discuss)
with David W. et
next detailed
mb

I recently discussed the police with Sir Kenneth Newman, and with the people in the Audit Commission who have been looking at the efficiency with which various aspects of policing are carried out.

Sir Kenneth Newman said that he strongly favoured a two tier entry system. It was the norm in most European countries - he thought that only the USA shared our tradition of a force drawn and led by members of the artisan class (his words). The Trenchard system introduced before the war was often misrepresented. While it had provided for two tier entry, it also allowed for well over half of all senior policemen to rise from the ranks. Sir Kenneth thought that policing in the UK would not be a real profession until it was accepted that people with good educational and other qualifications could expect to move more quickly to the top posts than others.

The people in the Audit Commission who have been working closely with the police for nearly two years also think that the present system does not produce enough good people at the top. They feel that the police suffer greatly from being a closed and inward looking organisation. This makes it particularly difficult for them to take on board new ideas (for the police) such as cost consciousness. They see a crying need for an injection of outsiders - people coming in at mid-career from other walks of life. They feel that there should be more specialisation, and emphasis on skills such as computing and financial management. But specialists should be fully integrated into the uniformed

service, on the model of technical specialists in the Royal Navy.

The Audit Commission agree that some form of direct entry system would benefit the police. But the key is to make it attractive to outsiders. This points to a very short familiarisation tour as a beat constable - say 4-6 months.

The Audit Commission are also unimpressed by HM Inspectorate of Constabulary (there have just been some changes designed to beef up the calibre of the Inspectors). The Commission share my view that the Inspectorate should have some inspectors drawn from other walks of life, not just a part-time management consultant as an adviser.



CAROLYN SINCLAIR

CONFIDENTIAL



SUBJECT cc Markle

File PM

A: PPS / POLICE

10 DOWNING STREET
LONDON SW1A 2AA

D.C. Miss Fiddler

From the Principal Private Secretary

24 May 1990

Dear Colin,

POLICE RECRUITMENT

At her bilateral meeting with the Home Secretary today, the Prime Minister repeated her concern about the quality of leadership in the police. She was advised that the Home Office were working on a scheme which would be open to mature entrants over the age of 28 who would constitute a fast stream alongside the Graduate Entry Scheme. All entrants would serve two years as Constables and could be expected to reach Inspector within 4-5 years. She felt these timescales were too long and would discourage people from the military from applying. Too much emphasis was being placed on being on the beat - the main quality being sought was the ability to lead other men. The necessary experience could be gained in months rather than years as part of a traineeship which need not necessarily carry the rank of Constable.

The Home Secretary argued that there were differences in the functions of the police and army. In the former, there was a much greater requirement for dealing with the public and it was this that was developed by time spent on the beat. He wondered whether unrealistic expectations were being aroused. The comparison between salaries of a Major and a Superintendent meant that it would be relatively unattractive for the latter to move into the police, though part of the gap might be bridged by the police pension. The Prime Minister felt this could be dealt with by recruiting army personnel on their current salaries on a mark time basis. The Home Secretary also warned against demoralising existing police officers by blocking their promotion prospects.

At the conclusion of the discussion, the Home Secretary agreed to look again at his proposals to see whether the time spent on the beat could be shortened and the timescale for promotion made faster.

*Yours sincerely
Andrew Turnbull*

ANDREW TURNBULL

Colin Walters, Esq.,
Home Office.

CONFIDENTIAL

hw

CONFIDENTIAL

From: THE PRIVATE SECRETARY



HOME OFFICE
 QUEEN ANNE'S GATE
 LONDON SW1H 9AT

21 May 1990

Dear Barry

The Home Secretary was grateful for the Prime Minister's agreement to the proposed form of words on Edmund-Davies for inclusion in his speech to the Police Federation on Wednesday, 23 May.

As to the recruitment issue, the essential point as the Home Secretary sees it is that all future entrants to the police service should receive professional police training - there is no place in the service for amateurs. That means undergoing the basic probationer training of a Constable - without which no-one should be allowed to have and exercise the powers of a Constable. That does not imply a requirement to spend years walking the beat as a PC; but the Home Secretary, without seeking to exclude various options for a mature high-quality entry to the police service, does regard the acquisition of the basic professional training of a Constable as an essential condition for the exercise of police powers, and authority over the general public as a police officer, as well as authority over more junior officers following rapid promotion.

The Home Secretary would therefore prefer to retain the wording in the draft but, if the Prime Minister is strongly of the view that nothing should be said in the speech we will, of course, delete the relevant passage.

Came as I live

[Handwritten signature]

G. J. WALTERS

CONFIDENTIAL

SECRET

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MR TURNBULL

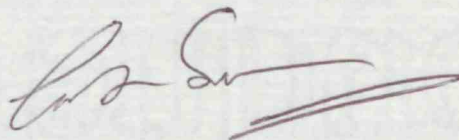
22 May 1990

POLICE RECRUITMENT

The time has come to open up the Home Office exercise (which has been kept very close). We need to know

- whether the armed services would find the proposals attractive (Clive Whitmore frankly doubts that they would);
- whether the armed services accept the police/Home Office view that operational policing is such a specialised job that it cannot be done by someone coming in at middle or senior ranks. I have been told that a Major or Lieutenant Colonel could do a Chief Superintendent's job after about 4 - 6 months training, including a month on the beat.

It is surely possible to have discreet exchanges with MOD.



CAROLYN SINCLAIR

SECRET

AS DELIVERED

CF
PC files with papers
about Police Leadership

HOME SECRETARY'S SPEECH TO
POLICE FEDERATION CONFERENCE
23 MAY 1990

Mr Chairman, I understand that it is a long tradition of this conference of no applause for the Home Secretary. I support this idea, since it allows an earlier lunch, and I certainly commend it to the House of Commons.

I am very pleased to have this opportunity to speak to the Police Federation Conference for the first time. I, like you Mr Chairman, am a Northerner. We are both from the right side of the Pennines. I first met you, Mr Chairman, and your colleagues, within two weeks of becoming Home Secretary, and I have seen you on a number of occasions since. I appreciate the fact that you have always put your case to me forcefully and with conviction, but also fairly. I pay tribute to you as a tough but statesmanlike leader: and my door is always open to you. You have been very frank this morning about rent allowance and other matters. I shall be frank with you. But before I come to rent allowance and, have no fear, I shall, I want to deal with some other crucial concerns.

We hear a lot these days about what is wrong with the police service. As far as I am concerned, there is a lot more that is right, and it needs shouting from the house tops. When cases of police misconduct occur I would never seek to minimise them: when there is falsification of evidence no right-thinking person could do other than condemn: and any sort of wrong-doing has got to be rooted out. It is in your interests as much as it is in the interests of the wider public that it should be.

But there is a lot of ill-informed and mischievous criticism. Too many cases of the media seizing on any stick to beat the police with. Too much readiness to seize on isolated cases and ancient cases too, to fuel prejudice and stir up trouble for the sake of trouble. Too little willingness to focus society's attention on the terrible burdens which society thrusts upon the police.

We all recognise how splendidly these burdens are borne. The jeers, the insults, the violence you endured in the miners' strike, not, I stress, to implement the policy of the Government of the day, but to preserve for other citizens the right to work and protection from intimidation. It was the same at Wapping.

And now we have had the disorder associated with the introduction of the community charge. Disgraceful attacks were mounted against officers outside Town Halls in various parts of the country. And in London on 31 March there was some of the worst rioting of recent years. I said at the time, Mr Chairman, and I will say it again now - the police, in the best traditions of policing, showed commendable courage and restraint in the face of extreme criminal violence. A disciplined and professional response to disorder is what the country has come to expect from its police service: and in this year's disorders these qualities were displayed in abundance.

Mr Chairman, you referred to the number of assaults perpetrated on the police each year: and it is disgraceful and deeply disturbing that in recent times they should have been increasing. A recent survey showed that last year over 14,000 officers were assaulted, many showing conspicuous courage when under attack. Two officers died; 1,200 received serious injuries: and it is right that these figures should be hammered home whenever ill-informed criticism of the police is heard, for the vast majority of the public know how much we owe to you and that you are indeed the bastion of society in the maintenance of The Queen's Peace. The public admire the way in which, in the face of often mindless attacks, the morale of the service has not faltered, and I believe you have and I believe you deserve the confidence of the public. That has come through clearly in recent public opinion polls.

Public confidence is, of course, as much in your hands as it is in the hands of the most senior officers in the land. It is the contact which you have with ordinary members of the public, the courtesy, good sense and restraint you show, which sets the image of the police in the minds of ordinary men and women.

Furthermore, it is from the Federated ranks that the future leaders of the service are created. Although I made clear in my recent reply to the Home Affairs Committee that certain improvements to the present arrangements could be made, I see no future which includes senior police officers who did not start by gaining experience on the beat. I strongly believe too both in the value and the crucial need for very many officers of the highest quality to pursue and develop their careers in the rank of Constable, with all the skills and effectiveness which experience can bring to that most difficult and important of the many roles of the service, that of policing the community itself on the beat.

My commitment to maintaining the best that the police service has to offer does not, of course, mean that I want nothing to change: and we must be prepared to change if necessary. I therefore applaud the willingness of the Police Federation and all those who played a part in the recent Operational Policing Review to explore all the issues which affect policing today and for the future, and to identify where the police themselves (whatever else might be asked of others) might do more to improve their level of service to the public. I am sure that the points made in the review will serve to inform us all in the continuing debate on policing.

Let me turn to specifics: and first of all, the dreaded words "value for money". I, as Home Secretary, share accountability to the public for what the police do and do not do, and that includes how you and I use the public resources provided. No-one can seriously doubt the priority this Government has given over the years to ensuring that the police service is properly resourced. One has only got to look at the vast increase in spending on the service since 1979 to see the truth of that - an increase of nearly 59% over and above inflation. Mr Chairman, an increase of 59% - that is the price of loyalty which the community has been prepared to pay - and quite right too.

Of course the demands on the police have also risen: and I know that in spite of the scale of this increase in overall spending the new system of capital grants has caused some difficulties for individual forces. We are not deaf to those concerns and discussions are now in train with ACPO and the local authority associations to try to see how these difficulties may be eased. But I repeat, the scale of the increase in overall spending shows well enough how great is this Government's commitment to the police.

But this makes it all the more important that I should be satisfied and that I can satisfy my colleagues that the money is well spent, and I have no doubt that forces and police authorities have themselves no lack of commitment to continuing improvement in value for money. Many forces have undertaken efficiency scrutinies and all have good examples of value for money initiatives they can point to.

Seventeen provincial forces have followed the Metropolitan Police in embracing the scrutiny approach, with the area of activity which is scrutinised ranging widely and including driver training, communications, sickness monitoring and community relations. Already we can see that the scrutinies have led to improvements in effectiveness and efficiency and in financial savings, and forces have been able to use the savings to good effect, often to free police officers from paperwork to take on operational duties; operational duties which encompass the "traditional policing" tasks highlighted in your Operational Policing Review.

My predecessor as Home Secretary mentioned to this audience last year that there were always better ways of doing things; that he was relying on you to find them; and that we needed to make sure you could benefit from the successful work of others. Here HM Inspectorate of Constabulary plays a most important part, collating and disseminating information.

I decided in March that Inspectorate reports on police forces should be published. I believe that publication should help to give police achievements and good practice wider currency. It will also identify more publicly the scope for improvements, so helping to accelerate the process of securing a service where unnecessary, wasteful and often unwelcome or tedious tasks can be set aside in favour of getting down to the real job of policing.

Concern is often expressed about how we measure police effectiveness and efficiency: and I welcome much of what the Operational Policing Review says about ways of judging police performance. It is, I think, common ground that many aspects of output are hard to measure, and that you cannot assess crime prevented or deterred, fear of crime allayed, or disorder and terrorism averted. It was partly for this reason that we spent some time last year considering matters affecting manpower and performance measures, and why further work is now being done by the Home Office and the Inspectorate in conjunction with police forces. This may lead in due course to a range of better performance measures, including reliable indicators of quality, and a good thing too.

For whatever any of us think about the accuracy of public opinion polls, recent ones about the police service suggest that if it wishes to keep the trust and respect of the public the service must continue all its efforts to maintain and improve the quality of the service which it provides.

Now I want to come to rent allowances, and of course the whole issue fits in to what I have just been saying about value for money and efficiency.

It fits in because I have to fight in Cabinet for every penny spent on policing, whether it be on equipment, manpower, pay or allowances. Under this Government you have received steady, and what the vast majority of people would I think agree, are fair increases in pay. Within one week of coming to office in 1979 we implemented Edmund-Davis in full. We have stuck to the Edmund-Davies pay formula ever since and, since May 1979, basic pay has increased by over 41% in real terms. Over 41%. That is the price of loyalty, and today let there be no doubt about it, we reaffirm our commitment to Edmund-Davies.

But the fact that we have stuck to Edmund-Davies, the fact that the last ten years have seen a steady increase in manpower and resources, the fact that there are now thousands more police officers than a few years ago, the fact that since 1979 there has been an increase of nearly 59% over and above inflation in total expenditure - these facts mean that no Secretary of State is always going to be able to give you everything you want, and I haven't been able to do so over rent allowances. Quite frankly, with the average rise in allowances last year topping 42%, with the allowance in the Met going up by 57.5% and that in Warwickshire by 67.2%, rises which bore no relationship at all to the true rise in living costs, I saw little choice but to make the changes I have made.

My predecessor gave due warning of the difficulties early on. Since then I have talked to your representatives and done my best to meet their concerns. Indeed, and I have to tell you this, it was in response to your representations that I have made a number of important changes to the original proposals. My predecessor had already promised "red circling" and I, having been asked by you to do something about the forces uprated in 1988, managed to secure for them an uprating in line with the increase in the RPI from 1988 to 1990, and having been asked to do something about officers living in provided houses, managed to secure a transitional allowance in their case. I am afraid I cannot accept high handedness or arrogance as a reasonable description of my reaction to your pleas. It was with reluctance that I took the step of rejecting the recommendation of the Police Negotiating Board. But realising how important these matters are to you, and recognising myself how important they are, I went as far as I could to meet your concerns. I have to tell you that I can go no further and we must now come to terms with the new arrangements. There will be a debate in Parliament before long (a debate delayed through no wish of my own), and I hope that when it takes place and everyone has had his shout, we'll draw a line under the matter and move onto other things.

Mr Chairman, you invited me to look back to the position in 1977, when you were addressed by one of my predecessors as Home Secretary. I am more than happy to take up that challenge, because to draw any sort of parallel between the dismal position in which the police found themselves in 1977 and their position today is just absurd. In 1977 police strength stood at 109,338: at the end of January this year it was 126,343 - nearly 15,000 extra uniformed officers - an increase of over 15%. Strength in May 1977 was 8,491 officers, or 8%, below establishment. At the end of January this year, you were 0.2% below a much higher establishment - an incredible turn round in the situation of the police service.

Dissatisfaction with pay meant that in 1977 morale was at an all-time low and wastage was high. Over 4,000 officers left during 1977. Under 1,400 left in 1989, not least because this Government has adhered to the Edmund-Davies pay formula from almost the first day we took office. So I do not for a moment agree that history is repeating itself. This Government's consistent and constant support for the police since May 1979 has changed the picture overwhelmingly for the better and, I have to say Mr Chairman, you all know it.

Meeting the demands of the 1990s is not all about resources. It is also, and very importantly, about links with the community. It is about attracting the right kind of recruits and keeping them. It is about offering an interesting and varied career - as much for those who serve as Constables as for those who wish to reach higher ranks.

As far as police relations with the public is concerned, in the 1990s we are likely to be dealing with an increasingly multi-racial and multi-cultural society. Already today over 40% of our minority ethnic communities were born in this country, and this number will increase over the next decade. The police service, along with many other sections of society, will have to move in response to these changes, and will have to make sure that it is providing for the needs of the community it serves. Consultation, therefore, is important now, and may become more so.

So far as local consultation is concerned, some police/community consultative groups, particularly in the inner cities areas, are very effective, but others are less active. There has, however, as you know, been a Home Office review of these arrangements which provides best practice guidelines which we hope will raise the standard of all groups to that of the best.

The 1990s are likely to present the service with great challenges in the field of community relations and also in the field of equal opportunities. The "demographic trough" - or the fact that in 1994 there are likely to be one million fewer 16-19 year olds than in 1982 and that the labour force is expected to be 44% female by 1999 - means that the police service must not only recruit and retain officers who are white, six foot tall and male, but also officers who are not white, smaller and female.

A recent report of the Police Advisory Board Working Party, to which you, Mr Chairman, and other Federation representatives contributed in a thoroughly constructive and enlightened manner, brought out the need for imaginative

solutions such as creches, career breaks and different recruitment methods: and we must ensure that prejudice towards women, ethnic groups and also towards the disabled and other minorities becomes something for the history books.

But equal opportunities must not be seen purely as something thrust on the police by demographic circumstances - but also as an exciting opportunity to secure the best recruits from the widest range of candidates, and a great chance to make the best use of the skills and abilities of all officers.

Mr Chairman, there has been much recent speculation about the future of the tripartite structure. The tripartite relationship underpins our whole system of policing, combining as it does the professional input of the chief officers of police, the local input of the police authority and the national input of the Home Secretary: and I am committed to maintaining it.

It is not a perfect system, but it is one which has evolved over many years and its flexibility has stood the test of time. I am confident that it will continue to give good service in the future.

It follows from this that the Government is not in the business of creating large regional police forces, let alone a national force. We do have to consider from time to time whether it would be desirable to combine forces in the interests of creating a more efficient structure, given changes over time. But a wholesale reorganisation forms no part of our plans. That would cut across the links between the police and the local community which are so vital in fighting crime.

There are, nevertheless, some crimes which demand a co-ordinated response on a regional or national level. Here we must build on the structures which already exist.

The Regional Crime Squads were created to combat crime which crosses force and regional boundaries. The drugs wings were added, and have since been strengthened, to help them to tackle drug trafficking. The National Drugs Intelligence Unit was created to co-ordinate the intelligence available to police and customs. And the creation of a National Crimes Intelligence Unit covering all forms of crime may prove essential for developing the closer international co-operation now needed in the fight against crime. The tripartite structure must not be an excuse for not developing new regional and national units to deal with this kind of challenge. I believe that it can be the essential infrastructure to ensure that we meet the new challenges successfully.

For, when we are talking about the 1990s, we must not ignore the importance of the wider European and world scene. The continuing growth of international crime presents a major challenge to policing. We hear a lot about 1992, and the creation of the Single Market has certainly focused attention on the need for European co-operation in the field of crime as in other areas. I congratulate the Federation on its decision to appoint a special adviser, Lord Bethell, to work with it in addressing these important questions.

What I should stress, because I know it is sometimes misunderstood, is that 1992 does not mean the end of the border checks which play such an important part in our defences against terrorists, drug traffickers and other major criminals. The Government has consistently made clear its view that nothing in the Single European Act requires us to change or abandon frontier checks which our island geography makes it sense for us to use.

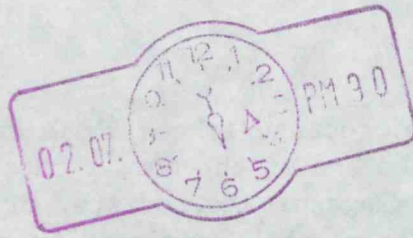
At the same time, it makes perfect sense for governments, police forces and law enforcement organisations in all the Community member states to work to improve their co-operation at all levels: and I am heartened by the extent to which the working bodies like TREVI have now focused the 1992 debate onto the practical level, rather than letting politics obscure the real needs and priorities.

We, for example, are looking at expanding the network of police liaison officers; at ways of sharing more and better quality information, and of sharing it more quickly; and at pooling advances in scientific and technical fields.

The United Kingdom continues to make a major contribution to this work, leading the discussion in fields where we have much to contribute, such as the co-ordination of drugs intelligence and the development of standards in DNA testing.

So my message is, we can no longer be concerned with just our own patch; our own kind; our own prejudices; our own interests. There is a very real need for us to retain and develop the best features of the service as it stands. But we must also move on firmly, openly and decisively to take the police service into the next century, working with the community its narrowest and in its widest sense. I have no doubt whatsoever about the capacity of the service to do this.

Thank you, Mr Chairman.



CONFIDENTIAL

PRIME MINISTER

POLICE RECRUITMENT

I conveyed to the Home Secretary your concern that the passage in his speech to the Police Federation on police recruitment would tie the Government too closely to recruitment through the rank of Constable, with a substantial amount of time spent on the beat. I explained that you did not want the options closed off before you had been able to discuss them with the Home Secretary.

I have discussed an alternative passage with his Private Office. It would replace the second half of paragraph 9 with the following.

".....furthermore, it is from the Federated ranks [i.e. Constables, Inspectors and Chief Inspectors below Superintendent] that the future leaders of the Service are created. In my recent reply to the Home Affairs Committee, I indicated that certain improvements to the present arrangements should be made. The police, like every other organisation, need to be able to attract the best possible people for its future leaders. But I recognise that those reaching the top need an understanding of what it means to be a policeman on the beat".

This leaves unstated the level at which people enter and whether the "understanding" is obtained by training or actual experience or some combination of the two. The Home Secretary may feel that if he cannot be categorical, he would rather not touch on the issue at all.

Content I suggest the above passage?

AT

ANDREW TURNBULL

21 May 1990

I think he will feel that the above would be difficult at present because it takes the problem head on. I should think he would prefer not to deal with the issue at all.

CONFIDENTIAL

4.

9. Public confidence in the police service is in your hands as much as in the hands of the most senior officer in the land. It is the contact which you have with ordinary members of the public, the courtesy, good sense and restraint you show, which sets the image of the police in the minds of ordinary men and women. Furthermore, it is from the Federated ranks that the future leaders of the service are created, ~~and although I made~~ clear in my recent reply to the Home Affairs Committee that certain improvements to the present arrangements should be made, ~~I want to make another thing clear now. [I have every intention of continuing the tradition whereby those aspiring to be leaders still have to rise from the rank of Constable.]~~ I see no future which includes senior police officers who did not start on the beat. ~~You need have no worries on that score.~~

by gaining experience

10. My commitment to maintaining the best that the police service has to offer does not, of course, mean that I want nothing to change: and we must be prepared to change if change be necessary. I therefore applaud the willingness of the Police Federation and all those who played a part in the recent Operational Policing Review to explore all the issues which affect policing today and for the future, and to identify where the police themselves (whatever else might be asked of others)

3(a-e)

Police

Following your last meeting, David Waddington will want to report to you on arrangements for recruiting army officers into the police.

David Waddington's thinking is as follows:

- a scheme would be set up for mature entrants to the police - minimum age 28, no upper age limit;
- selection would be based on civil service techniques used by the police to select constables for the Special Course. It would be recognised as a fast stream entry route, alongside the Graduate Entry Scheme;
- all entrants would serve two years as constables. They would be expected to reach Inspector within four to five years. At this point special streaming would end and they would join the pool of Inspectors from which senior ranks are drawn;
- access to the scheme would need to be limited. The numbers have not yet been worked out, but Home Office officials feel that the total number of inspectors from all 3 fast streams (ie Graduate Entry Scheme, Special Course, new scheme) should not exceed 25 per cent. This reflects the police's own view that the majority of police leaders should be "rank and file" men who have not advanced by some accelerated method;
- the scheme would be open to all candidates judged suitable in terms of character and achievement in other walks of life. There would be no special arrangements to take account of relevant experience eg in the Military Police.

Pool log

Comment

6

These proposals are helpful as far as they go. They would open up the police to people with experience of working in other organisations. In time this should help to leaven the inward looking culture which is such a striking feature of the police.

Ms

The big question is whether this scheme would be attractive to army officers. Pay does not look a problem. Basic pay rates in the army and the police are set out at Annex A (they are better than they look due to various allowances which are not shown here). Former army officers would have an army pension.

As an illustration, a major in his early thirties could reasonably expect to reach Chief Inspector in his early forties. His current pay as a major would be £22,200 £26,000. As a Chief Inspector he would earn £20,583 - £22,896 at current rates - plus the army pension.

The real nub is whether someone who has reached the rank of captain/major would be prepared to spend 4-5 years as a constable/sergeant. Senior Home Office officials hope that the prospect of advancement - at least to the lower ACPO ranks - would be sufficiently attractive to make people accept a stint in the lower ranks. They may be right. But their prime concern is to design a scheme which will not cause too much fuss within the police, as opposed to one which would be attractive to recruits from the army.

The other drawback to the scheme is that it would take time for the "leaven" to rise. The poor quality of some policemen in the middle and senior ranks is frequently blamed on the poor quality of the intake in the 1970s, when police pay

14.4

was allowed to fall behind. This suggests a 10-15 year time lag before the benefits of the new scheme would be reaped in terms of higher quality people in the running for ACPO posts.

Direct recruitment of majors or lieutenant colonels to the ranks of Chief Inspector or Chief Superintendent would be anathema to the police. The Home Office are therefore opposed to this, arguing that operational policing requires professional skills which non-policemen do not have. They admit that the direct recruitment of a Chief Constable would pose fewer problems - though of course the police would hate that too.

David Waddington is currently proposing to tell the Police Federation that he sees "no future which includes senior police officers who did not start on the beat". (Annex B). This would effectively preclude direct recruitment into the middle or senior ranks. Such an option should not be closed off at this stage.

Conclusion

- The proposals on recruitment are welcome. But the next step must involve careful soundings to find out whether they would be attractive to people from the armed services;
- Is David Waddington convinced that we can afford to wait 10-15 years for the full effect of the scheme to have an impact on police leadership? This needs further thought. The option of recruiting senior people direct into senior police posts should not be ruled out at this stage.

d

ANNEX A

Army Pay

£

Second Lieutenant	10,500
Lieutenant	13,800 - 15,300
Captain	17,600 - 20,500
Major	22,200 - 26,000
Lt Colonel	30,600 - 33,800
Full Colonel	40,000

Police Pay

£

Constable	12,462 - 16,521
Sergeant	15,804 - 18,129
Inspector	18,124 - 20,583
Chief Inspector	20,585 - 22,896
Superintendent	27,999 - 30,405
Chief Superintendent	31,131 - 33,054
Assistant Chief Constable	36,699
Deputy Asst Chief Constable	38,535 - 44,487
Chief Constable	43,749 - 55,608

4. e

9. Public confidence in the police service is in your hands as much as in the hands of the most senior officer in the land. It is the contact which you have with ordinary members of the public, the courtesy, good sense and restraint you show, which sets the image of the police in the minds of ordinary men and women. Furthermore, it is from the Federated ranks that the future leaders of the service are created, and although I made clear in my recent reply to the Home Affairs Committee that certain improvements to the present arrangements should be made, I want to make another thing clear now. I have every intention of continuing the tradition whereby those aspiring to be leaders still have to rise from the rank of Constable. I see no future which includes senior police officers who did not start on the beat. You need have no worries on that score.

10. My commitment to maintaining the best that the police service has to offer does not, of course, mean that I want nothing to change: and we must be prepared to change if change be necessary. I therefore applaud the willingness of the Police Federation and all those who played a part in the recent Operational Policing Review to explore all the issues which affect policing today and for the future, and to identify where the police themselves (whatever else might be asked of others)

MR TURNBULL

3 May 1990

POLICE

I spoke the other day to John Chilcot in the Home Office. The discussion confirmed my feeling that the Prime Minister will have to keep pressing to get them to come up with adequate proposals on police leadership.

Leadership

John Chilcot pointed out - rightly I think - that there are two leadership problems in the police:

- (a) lack of leadership/management at sergeant/inspector level. This dates back to the 1960s, when constables left the beat for car patrols, and uniformed sergeants and inspectors lost status;

- (b) the quality of leadership in the ACPO ranks.

The Home Office think (a) is more of a problem than (b). They are considering schemes which could attract former army officers in their late twenties. These build on existing police ideas for attracting more mature recruits. Both demography and experience are pushing the police in this direction. Mature constables are better at dealing with the public - an important consideration in today's climate.

The Home Office cannot conceive of a recruitment scheme which would not involve mature recruits serving for a spell as constable. Even with accelerated arrangements for promotion, they admit that the schemes they have in mind would preclude a former army captain in his twenties from becoming a Chief

Constable, though not from achieving ACPO rank.

One wonders how attractive such a scheme would be to good junior officers.

On (b), the Home Office do not think that there is a problem. They see insuperable difficulties about recruiting people at Chief Superintendent level - the level which might be attractive to majors or half-colonels. They say it would be easier to parachute people in as Chief Constables, though I daresay they would raise a hundred objections if that were suggested. When one asks why it is so difficult to bring in a few people at the levels just below ACPO, they fall back on obscure comments about the need for professional skills. I do not know what these are.

All in all, the Home Office have not got very far in thinking how to give flesh to the Prime Minister's suggestions. John Chilcot thought they might be further forward by the end of May. I shall talk to him again and report further.

Possible White Paper on the police

Despite the above, the Home Office are aware that the Government must be seen to be "doing something" about the police. John Chilcot's own brainchild is a White Paper, possibly this autumn. This would dwell quite a lot on past achievements, but would look forward to certain structural changes - such as the development of a national intelligence unit - which may become essential to closer police co-operation in Europe. It would not deal:

- with the leadership issues which concern the Prime Minister; nor
- with the issue of providing a police service which reduces fear of crime.

I sense this idea is now running with the sand (1) because John Chilcot leaves in July and it is very much his baby and (2) because David Waddington is cooling on it. It may be that David Waddington feels that something more is called for.

Another option would be an independent inquiry. This need not be a Royal Commission. If it specifically excluded pay, on the basis that Edmund Davies is sacrosanct, it should not be too contentious with the police as a proposal. Terms of reference could be drawn to encompass:

- recruitment, training and management systems (this would cover leadership);
- focus of police effort eg community policing versus pursuit of serious crime.

The danger with any inquiry is that:

- it could take a great deal of time;
- it could come up with inconvenient recommendations, such as the need for more manpower;
- it could unsettle the police if it said hard things about corruption.

Despite these risks, I increasingly wonder if we can achieve changes for the better in the police without something like an inquiry:

- left to themselves, the Home Office and the police will move at a snail's pace;

- but since the Government is not in direct control of the police, it would be difficult to push through changes without the support of an independent inquiry.

I made it clear to John Chilcot that even if the Prime Minister were to favour the idea of an inquiry, she might well want to see progress in parallel on a Direct Entry Scheme. After all, it would hardly be seen as wildy radical in any other organisation.



CAROLYN SINCLAIR

Meeting Record

cc MASTER



1(a-b) FILE 870

10 DOWNING STREET

LONDON SW1A 2AA

From the Principal Private Secretary

20 March 1990

Dear Colin,

QUALITY OF THE POLICE

The Prime Minister and the Home Secretary had a discussion today about their concerns for the quality of the police.

I should be grateful if this letter could be copied only with specific authority and be shown only to named individuals with a clear need to see it.

The Prime Minister said there had been a number of cases recently of miscarriages of justice resulting from corrupt police evidence. If a major case such as the Birmingham Six were to come apart in the near future, public confidence would be severely damaged. Also a recent survey had shown that the police's own priorities were markedly different from those of the general public. Efforts to improve efficiency and improve service, e.g. putting more men on the beat, were met with complaints about lack of resources.

The common thread running through these concerns was poor management and the lack of high quality leadership. The Prime Minister repeated her suggestion that the police should establish a late entry scheme, along the lines of the Direct Entry Principal Scheme in the Civil Service. This would provide a route into the police for a limited number of high quality recruits. Over the next few years it was likely that a number of highly trained officers from the armed forces would become available. The police could not afford to deny itself such a source of good potential leaders. She did not accept the argument that the police would object; the Government had a duty to ensure that the police was well managed. In addition there was likely to be pressure to look again at the way the Police Service was financed, in particular by removing it and the Fire Service from local authorities.

The Home Secretary said he shared many of the Prime Minister's concerns. It was galling to have complaints about lack of resources put up as an excuse for not making changes when the truth was that very substantial additional resources had been given to the police. He wondered whether the time had come to look again at the structure of police forces. Having a large number of small forces was unlikely to be efficient, especially when each insisted on having the full range of capital equipment

SECRET

b

and buildings. Sir John Wheeler had canvassed the idea of merging the county-based forces into a number of regional forces. The Home Secretary doubted whether it was worth suffering upheaval in order to achieve an interim solution. It might be better to go directly to a national force.

Summing up the discussion, the Prime Minister said the way a number of concerns were coming together raised the question of whether a fundamental review should be established into the structure and management of the police. If the Government did not instigate this, it could well be brought about by pressure of events. A Royal Commission, however, would take too long. She asked the Home Secretary to give some preliminary thought to the form an inquiry might take and to the propositions the Government might ask such an inquiry to examine.

*Yours sincerely
Andrew Turnbull*

(ANDREW TURNBULL)

Colin Walters, Esq.,
Home Office.

MR TURNBULL

16 March 1990

POLICE - BILATERAL WITH THE HOME SECRETARY

The Prime Minister said that she wanted to raise the recent study of attitudes to policing in Sussex - see Annex A.

Since then the three bodies representing the police have published their own Operational Policing Review. It is not very good, but in places it is revealing. It reinforces the Sussex conclusion on what the public want from the police - a more visible presence on the beat. The Review recognises that over the past 15-20 years there has been a divergence between the police's own priorities - such as pursuit of serious criminals - and those of the public, who place more weight on the maintenance of public order.

A similar picture emerges from a very different source - the Islington Crime Survey. Although there are obvious differences between Islington and Sussex, the extent to which local people in both places want the same things from the police is quite striking.

Conclusions

- People are increasingly aware of the cost of the police, and the evidence that money is not always well spent. This has been highlighted in the various Audit Commission reports, and is even admitted in the police's own Operational Policy Review.
- There is dissatisfaction with the current thrust of police activity. People want to see more policemen

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on the beat, to reduce fear of crime and maintain public order. They do not expect all crimes to be solved, but where they have been victims they want to be told what is happening.

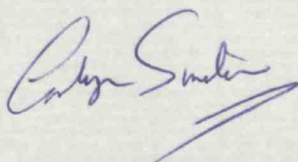
- Recent events such as the disbandment of the West Midlands Serious Crime Squad have reinforced doubts about the probity of the police.

Taken together, these points underline the need for strong and effective police leadership:

- to provide the type of service the public want at acceptable cost (this will involve pushing through changes which will not always be popular with the police themselves);
- to build up confidence in the professional standards of the police.

David Waddington is considering bring out a White Paper on the police. It should cover the above issues as well as questions of organisation such as the development of a national criminal intelligence body.

It would be worth asking what the Home Office are doing to follow up the Prime Minister's specific suggestion of a Direct Entry Scheme for senior police officers.



CAROLYN SINCLAIR

CONFIDENTIAL

Prime Minister 4
CAS
23/2

PRIME MINISTER

23 February 1990

POLICING IN SUSSEX

For the rest -
What about with Home Sec
not

Sussex Police have just had the results of a survey they commissioned to find out what kind of policing people want, and whether they feel that they are getting good quality service.

The results are not very surprising. Most people questioned thought that the police did a good, or very good job. Those who had had contact with the police were reasonably positive about police actions:

- 77% of those involved in burglaries were satisfied;
- 56% of those involved in thefts from motor vehicles were satisfied;
- 65% of those involved in traffic accidents were satisfied;

When asked how police efforts should be directed, the overwhelming majority wanted more patrols and more village policemen.

The key problems perceived were traffic, noise, youths congregating and vandalism. People's fear of crime - especially in the case of women - was strongly affected by whether or not they thought that they had a local policeman and had seen him patrolling the area.

COMMENT

This survey confirms the widespread wish for more old-fashioned foot patrols and a feeling of contact with the local PC. Senior policemen acknowledge public pressure for this kind

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of policing, and pay lip service to the importance of the constables on the beat. They say that they would like to respond positively to such pressures, but that this would require more manpower.....

Such a response needs to be probed:

- the police's own priorities are often removed from those of the public (there is great attachment to car patrols and the more exciting 'cops and robbers' activities);
- rightly or wrongly, constables do not feel they are the lynch pin of the police's activities. They often feel like second class citizens compared with the CID and other 'elite' squads;
- anecdotes and discussion often confirm that existing manpower is badly deployed. It would be possible to have more officers on foot patrol within existing manpower numbers if police shifts were organised more efficiently.

Senior Officers' Seminar in Sussex

Roger Birch held a two day seminar with officers at superintendent level and above to consider how they should respond to the survey on public attitudes to policing in Sussex. The group discussions were particularly illuminating:

- the 'car culture' was freely admitted. The type of car used is often seen as a major attraction for recruits eg BMWs in Hampshire.
- cheaper cars could be used/less money spent on servicing. The Audit Commission have made these points. But such a move would be very unpopular.

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- the rules on shift working are enshrined in Regulations which have the force of law. The present rules are hopelessly rigid and hamper good management. Any deviation from shift patterns laid down twelve months' in advance is very expensive. Senior policemen are increasingly arguing that the Regulations must be renegotiated with the Federation and the local police authorities.
- meanwhile there is some scope for deploying people more rationally. Divisional level commanders do not always know what is going on. One admitted that he had found 3 patrol cars, each with two officers, regularly patrolling a sleepy part of his area on Sunday mornings!

The police lay great store by the fact that they police by consent. They know that this requires them to be responsive to public views on policing. They have not yet resolved the debate about more foot patrols. Some genuinely believe that local policemen on the beat can build up valuable networks of intelligence which can be used to fight crime. Others think it is of little value, though they recognise the public pressure for it.

CONCLUSIONS

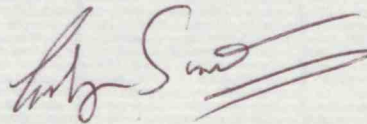
- Fear of crime, especially among women, is a problem. Visible evidence of policing is the best way to combat it. This means more local bobbies on the beat.
- It will take a combination of leadership and management to get more policemen out of their cars and on to their feet. Senior policemen do not know enough about the way manpower is deployed in their commands. Sergeants

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and inspectors are unlikely to drive through unpopular changes in practice without clear leadership and support from above. This is part of the debate about the nature and quality of police leadership.

- There is a worrying gulf between constables and sergeants on the one hand, and more senior police. The latter must win respect, and be seen as supportive if they are to persuade rank and file policemen to change their ways.

- Bids for extra manpower should be looked at sceptically while there is evidence of inefficient manpower use and a fossilised shift system (though it will take time to negotiate changes to the latter).



CAROLYN SINCLAIR

→ cc Miss Sinclair
Can we cater for series of us
spots needs a pretext

CONFIDENTIAL AND PERSONAL

Prime Minister

Miss Sinclair proposes that you
should chair an ad hoc group on police leadership.
But is it wise to storm this citadel directly.
An alternative strategy would be to wait
23 February 1990

MR TURNBULL

for some event demonstrating shortcomings
in police leadership and launch an
initiative on the back of that. You might not
have to wait long.

Yes - possibly in
conjunction with a
reduction in the Armed
Forces. Or some
of the victims who
are being reported
now not

POLICE LEADERSHIP AND TRAINING

Agree to look for an opportunity?

AT
23/2

I travelled up and down to Lewes, to attend a Sussex police
training seminar, with the (key) Home Office Under Secretary
who deals with the police.

The Home Office have not really grasped how serious the Prime
Minister is about police leadership. I had the impression
that they had not yet begun to think about a limited direct
entry scheme. (Needless to say, the Chief Constable at Sussex
was not enthusiastic, though he saw advantage in having a
few outsiders on secondment in supernumerary posts. This
is not, I think, what the Prime Minister had in mind)

I am more and more convinced that stately bilateral exchanges
with the Home Secretary on police leadership will not move
things forward. Basically the Home Office will only move
at the pace of the police, and I have little confidence that
on inward looking and fragmented organisation like the police
will move far enough and fast enough to improve its own leadership
and efficiency.

At middle levels individual policemen will admit that there
is considerable scope for better manpower deployment, more
rational spending on cars etc, all of which would deliver
some of the resources needed for the kind of policing the
public says it wants. But few, if any, Chief Constables
are prepared to say this in public. They use every opportunity
to press for more money and manpower, and while the Home
Office tell them something about the facts of life in the
PES round, basically they see it as their role to get as

CONFIDENTIAL AND PERSONAL

much as possible for the police by playing the political card as often as possible.

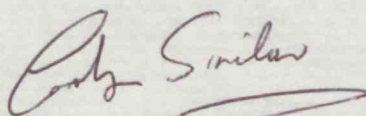
We need better leadership in the police for two reasons:

- ✓ - to avoid an increasing number of cases in which the police are found to have lied to the courts;
- ✓ - to ensure that people get the kind of policing which they want (basically bobbies on the beat to reduce fear of crime, plus humane handling when crimes occur) at an affordable cost to the taxpayer.

The police like to make a distinction between leadership and management. There are currently serious deficiencies in both. The relationship with the Home Office is inevitable, but arguably far too cosy, with the Home Office reinforcing the police's sense of being unique at every turn.

Other Ministers have an interest in police leadership. It is primarily a political issue, but it has economic ramifications. The police cost a lot of money and are constantly found - by the Audit Commission for example - to be pretty inefficient in spending it. Arguably we cannot continue to leave such an important issue in the hands of the Home Office. The time has come to consider this in an ad hoc group under the Prime Minister's chairmanship.

There are obvious difficulties in proposing this. It would be easiest to do following another major example of police malpractice.



CAROLYN SINCLAIR

SUBJECT
cc MASTER

CONFIDENTIAL



file

(cc: PPS) Police (dms)

10 DOWNING STREET

LONDON SW1A 2AA

cc: Miss Suidair

From the Principal Private Secretary

5 February 1990

POLICE LEADERSHIP AND TRAINING

The Prime Minister discussed with the Home Secretary his minute of 2 February. She felt that the policy of one tier recruitment was too restrictive as it would deny the police a source of good quality recruits which it needed in the higher ranks. The army did not argue that every general had to come through the ranks; it was not clear why this should be insisted upon in the police. Better quality recruits were needed not only to improve manpower in mainstream activities but also to staff specialist units such as fraud squads.

The Home Secretary said that the policy of one tier entry had been established many years ago, in part as a reaction to deficiencies identified in a separate officer cadre. The nature of police work was different from the army. They did not operate in small groups, each with its own officer, but as individuals out on the beat. It was essential for higher officers to have an understanding of what it was like to operate under such conditions. He doubted if those who bypassed the rank of constable would be able to win acceptance by those working under them. The Home Secretary said that present policy was not preventing the police from securing graduates. About 40 per cent of ACPO ranks were graduates.

The Prime Minister said she was not seeking a separate officer cadre, only that it should be possible for late entrants to gain rapid access into the higher ranks. The police should not deny itself the chance to recruit well-trained captains and majors retiring from the army. The availability of such people might well increase in the next few years.

The Home Secretary said that late entry would be resisted by the Police Federation as it would be seen as damaging promotion prospects of those already in the police. Nevertheless, he agreed to consider whether a limited direct entry scheme could be devised.

CONFIDENTIAL

27

CONFIDENTIAL

- 2 -

There was no discussion of the organisation of the Service which the Home Secretary had set out in paragraph seven of his minute.

ANDREW TURNBULL

Colin Walters, Esq.
Home Office

CONFIDENTIAL



C. Baugh
PB

Prime Minister

POLICE LEADERSHIP AND TRAINING

I thought that it might be helpful, in advance of our meeting on 5 February, to indicate my views on the leadership, management and organisation of the police service in England and Wales, picking up in particular some of the points raised in your private secretary's letter of 25 January.

2. I am very conscious of need for the police service to have the high quality and effective leadership it deserves. In recent months, the release of those convicted of the Guildford pub bombings, the disbanding of the West Midlands Crime Squad and the criticisms of South Yorkshire Police in Lord Justice Taylor's report of his inquiry into the disaster at Hillsborough stadium have shaken public confidence in the police and raised doubts about the leadership of the service. Despite some opinion polls which suggest that the police command less public confidence now than they once used to, I do not believe that there has been any fundamental loss of public confidence. We must, however, do all we can to encourage measures designed to increase police sensitivity and responsiveness, with the emphasis on delivery of service.

3. To start with, I am clear there is plenty of talent in the service. There are already some 7400 graduates, serving in forces in England and Wales, and the Graduate Entry Scheme brings many more into the service each year, either under the auspices of the Scheme or through standard entry. The Bramshill Scholarship Scheme - under which forces sponsor talented young officers to take a degree - has been

/outstandingly

outstandingly successful, and with many of them winning good honours degrees adds to the supply of well-educated officers within the service. But we also ensure that those officers with the potential to carry the highest levels of responsibility in the service are identified at an early stage and receive the training and career development to get them up to those senior ranks while they are still relatively young. We are developing with the police in the Police Training Council a system of fast streaming, to be applied by all forces and monitored centrally. This system will link with, and build upon, the recently reformed three-tier Special Course and the programme of Command Courses at the Police Staff College. These provide the training foundation for senior officers, and also present a central point at which officers can be assessed.

4. The Home Affairs Committee was correct to point out there has in the past been an insufficient supply of fully trained officers for senior posts. But recent changes to the selection procedures for the Senior Command Course have been effective in identifying a much higher number of good quality officers to attend the 1990 course. We are also planning to provide courses for officers already holding chief officer rank who have not attended this course in the past. I believe that, by building upon this, we shall meet within a fairly short time the objective of ensuring that all officers appointed to chief officer rank have received appropriate command training. It should then be possible to make attendance on the Senior Command Course (with certain limited exceptions) a condition of appointment to ACPO rank.

5. I do not see a need at present to make any fundamental changes in the basic structure either of the police service or the tripartite police system. We made clear in our reply to

/the Home Affairs

the Home Affairs Committee that I am far from convinced that to establish all posts above chief superintendent rank as a Central Service cadre, as the Committee recommended, would be a useful or constructive step. There would be serious repercussions for the tri-partite structure if police authorities were to be removed from the appointment process. There would also be practical problems in terms of motivation, mobility and morale. Douglas Hurd told the ACPO Conference last October that he was against such a potentially destructive move; I share his view.

6. Nor do I think that it would be right to overturn the one-tier entry system for the police service. I believe it is essential for all officers in the senior ranks - and here I would include superintendents and chief superintendents as well as chief officers - to have a good grounding of operational experience. I want postings policies within forces to aim for a balance - career planning should offer officers (particularly those heading for the very top jobs) a mixture of specialised posts and posts "on the ground." Talented officers need to move around to gain breadth of experience but a depth of knowledge and understanding at all levels is essential. Fast-streaming is the way to attract and develop people of the quality needed for the top posts.

So no
1st tier
for all
officers

Frank
S. [unclear]

7. Turning to the organisation of the service, the nature of policing especially in cross-border and organised crime is undergoing changes, and will do so increasingly during the 1990s, not least (though not only) because of the Single European Market. The police service readily accepts that it must adapt to changing demands. The crucial need is to build on the current structure of regional crime squads, regional drugs wings and regional crime intelligence offices. We and the leaders of the service agree we now need a national

/criminal intelligence

criminal intelligence organisation. I share my predecessor's view that this is needed, but it is essential that we have developed these new structures with the support and participation of the police service. ACPO has now endorsed the need, and is now planning rapidly in conjunction with us how it should be met, and also whether there is also a need for operational arrangements to complement it. We are not talking of a British FBI, but rather a small high quality investigating team working as part of the national criminal intelligence unit to tackle major cross-border and serious crime. On the other hand, I do not see a case for major changes in the basic structure of geographically based police forces. What is needed is more co-operation, guided from the centre, and where necessary (as with crime intelligence) solutions to particular needs. But most policing continues to be locally based and the basic structure needs to reflect that.

8. I shall be looking to HM Inspectorate of Constabulary to guide what is happening in forces and to co-ordinate and encourage a forward-looking approach to the challenges and problems which lie ahead. You know that Sir John Woodcock has now been appointed Her Majesty's Chief Inspector of Constabulary with effect from 1 April 1990, and that Geoffrey Dear (whom you know well) and Trefor Morris (who is the service's leading figure in computing and information technology in the police context) will also be taking up posts as HM Inspectors of Constabulary. I am very pleased we have an excellent appointee to be my most senior professional police adviser, and also two Chief Constables of such high calibre to provide him with added support. I expect the Inspectorate to take on a higher profile as well as a more active role, building on what has been developed in recent years culminating in the move, now about to take effect, to open publication of force inspection reports.

9. You may not be aware that the Inspectorate now has a full-time professional financial adviser who is a qualified accountant. He gives specialist advice to HMCIC on the whole range of expenditure and value for money issues. I would like to build on this and am considering whether other outside advisers might be appointed to broaden the experience on which the Inspectorate can already draw (including the full range of specialist advice, for example, on procurement, now available within the Home Office).



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

2 February 1990



Police Policy Pt 3

CCP



BF // BF Friday
CJS

HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

29 January 1990

Dear Caroline

HOME SECRETARY'S BILATERAL WITH THE PRIME MINISTER

Thank you for your letter of ^{Atar} 25 January about the bilateral, which I believe has now been rescheduled for 5 February.

The Home Secretary was grateful to know that the Prime Minister would like to discuss police leadership and training. In fact, he had it in mind already to raise these points with the Prime Minister and would like discussion to include the moves afoot within the police service to create a national crime intelligence and investigative capability.

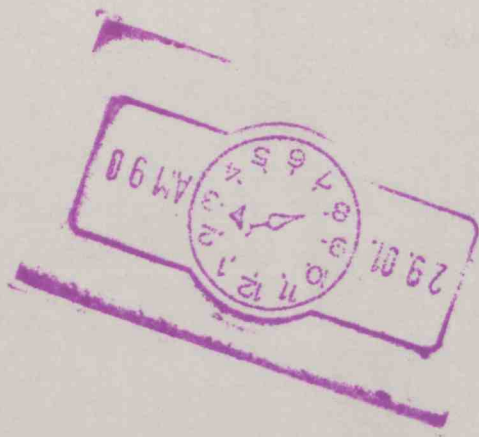
Perhaps I could mention two other points which the Home Secretary would like to discuss with the Prime Minister if time permits. The first is the Criminal Justice White Paper, where the Home Secretary would like to give the Prime Minister the flavour of how some of the main issues will be handled by the Home Office. He would also like to mention the recent Labour party proposals on the criminal justice system, "A Safer Britain".

Finally, the Home Secretary would like to bring the Prime Minister up to date with developments on the drugs scene, including his forthcoming visit to America and the preparations he is making for the Demand Reduction Conference to be held here in April.

C J Walters
C J WALTERS

Ms Caroline Slocock
Private Secretary
10 Downing Street

Pouce, Pouce P3



JD



c: police

10 DOWNING STREET

cc Carolyn Sinclair

LONDON SW1A 2AA

From the Private Secretary

25 January 1990

POLICE LEADERSHIP AND TRAINING

You may like to know in advance of the Home Secretary's next bilateral on 1 February with the Prime Minister that she would be interested to know of his views on police leadership and training; and in particular how he sees the Inspectorate of Constabulary developing in the next 2-3 years.

There has of course been some debate on police management development and training following the Select Committee report on higher police training, and the Home Office's response; and the Audit Commission's report on training on lower levels. This discussion has been taking place against a background of a number of incidents - most notably the Guildford bombings and the Hillsborough report - which have heightened the Prime Minister's interest in these questions.

I understand that both the Select Committee and the Audit Commission pointed out the need for common standards for both training and promotion policies among the 43 separate constabularies; and it may be that the Inspectorate of Constabulary would have an increasing role to play as the agent of change in these fields. The Prime Minister notes that there is widespread recognition, not least among the police themselves, that a problem exists; but few practical ideas for tackling it. She would like to consider what fresh thinking might be brought to bear on police leadership. The Prime Minister considers that there would be real value in bringing senior managers from other walks of life into the Inspectorate in some capacity, who might act rather like non-executive directors.

The Prime Minister would be grateful for the Home Secretary's views on this, and he may wish to respond in writing on this in due course. However, the Prime Minister may also want to have a word about this at the next bilateral in the context of recent criticisms of the police.

CAROLINE SLOCOCK

Colin Walters, Esq.,
Home Office.

KK

2
PRIME MINISTER

POLICE POWERS FOR BREATH-TESTING

"H" has now considered this issue and come down - like you - on Mr Waddington's side i.e. retaining existing powers and clarifying them as necessary.

The minutes are attached, should you wish to look at them.

CMS

ms

Caroline Slocock
19 January 1990

me km

MISS SINCLAIR

POLICE POWERS TO BREATH TEST

The Prime Minister was grateful for your note of 12 January, which she saw over the weekend. She agrees with you that the existing powers for breath testing should be retained (and clarified if necessary). She has commented that to extend them would cause major trouble with the Party and the public. She would very much like to support David Waddington on this issue. Perhaps we might have a word about how to carry this forward.

CAROLINE SLOCOCK

15 January 1990

c:\WPDOCS\HOME\BREATH (PMM)

①
CRIME MINISTER

I believe we should retain
existing powers (and clarify if necessary)

POLICE POWERS TO BREATH TEST

To extend them would cause major
trouble with both Party and Public. Mr,

I attach a minute from Carolyn Sinclair which asks whether you have a view on this issue, which is still being looked at by H Committee.

The nub of the issue is whether to retain (but clarify in future legislation) the existing powers. These are not generally understood, but allow police to carry out breath testing, provided they have some grounds for suspicion that the driver has been drinking. They seem to be effective. Breath testing has steadily increased. And they have an element of fairness in them, given that the police have to have some reason for suspicion before carrying out a breath test. Mr Waddington supports clarifying these existing powers rather than extending them.

The alternative would be to give the police wider powers to carry out truly random breath testing - provided they have a warrant from a senior officer. The Police Federation is seeking this extension and it is supported by Sir Geoffrey Howe and Cecil Parkinson. The argument against doing so is that it would be unnecessary if the existing powers were better understood by the police and the public. And there might be an outcry if police powers were extended in a way which some might say was unfair.

For what it is worth I agree with Carolyn that the existing powers should not be extended.

Do you want to support Mr Waddington on this issue?

Yes - very much so

Or would you prefer to leave it up to H and not express a view?

CS

Caroline Sloccock

12 January 1990

CONFIDENTIAL

PRIME MINISTER

12 January 1990

H COMMITTEE: POLICE POWERS TO BREATH TEST

minutes Attached.

Before Christmas H Committee were unable to agree on whether it was necessary to extend police powers to breath test drivers, as opposed to clarifying the present powers. Geoffrey Howe was asked to produce a paper, in conjunction with Patrick Mayhew, setting out the options for action.

David Waddington believes that the present powers are adequate. He admits that they are not always properly understood. But Patrick Mayhew's statement of the legal position on 5 December should have helped to dispel misunderstanding. David Waddington proposes that we should clarify the existing legislation in the next convenient legislative vehicle. His view has been strengthened by the reasonably good results of this year's Christmas drink-drive campaign (see below).

Geoffrey Howe and Cecil Parkinson want to go further. They accept the arguments against giving the police an unfettered power to breath test without being required to have reasonable cause for suspicion. But they favour a middle course which would allow the police to breath test without reasonable cause, but only in the course of random testing exercises authorised by a senior officer.

Comment

The existing law has not prevented a considerable expansion in breath testing over the past 10 years. During this year's Christmas drink drive campaign the total number of breath tests was up 30 per cent as compared with last Christmas. The percentage of drivers failing the test was slightly down (10% failed in 1988, 8.5% this Christmas).

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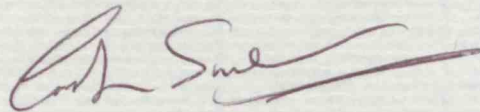
CONFIDENTIAL

The press have interpreted these figures as a sign of changing social attitudes to drinking and driving. The danger of doing both is becoming increasingly accepted (cf, the dangers of smoking).

These facts support David Waddington's position. The police have been able to expand breath testing substantially under the existing law. Public attitudes are changing of themselves. There are dangers in giving the police wider powers to stop ordinary citizens, particularly given the present difficulties with public perceptions of the police. The vast majority of people who are currently breath tested - with the requirement to have reasonable suspicion - actually pass the test.

Conclusion and recommendation

Support David Waddington's position.



CAROLYN SINCLAIR

CONFIDENTIAL





mem
c:/wpdocs/home/police

10 DOWNING STREET
LONDON SW1A 2AA

From the Private Secretary

11 January 1990

Thank you for your letter of 10 January enclosing a copy of the 1990 Metropolitan Police Strategy Statement. The Prime Minister has noted this without comment.

CAROLINE SLOCOCK

Peter Storr, Esq.,
Home Office

A handwritten signature in dark ink, appearing to be 'P. Storr', located to the right of the typed name.

From: THE PRIVATE SECRETARY



Prime Minister²

copy ✓
HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

10 January 1990

CAS

10/11

Dear Caroline,

IN ATTACHED FOLDER

The Home Secretary thought that the Prime Minister would ... like to see the enclosed copy of the 1990 Metropolitan Police Strategy Statement which he has received from the Commissioner and which is to be published tomorrow. I am enclosing a copy ... of the Written Answer which will be given to announce the Statement's publication.

The Home Secretary has discussed the Statement with the Commissioner and has agreed with him the general principles outlined in his Strategy.

Yours ever,

Peter Storr.

Miss Caroline Slocock
Private Secretary
10 Downing Street
LONDON SW1

DRAFT ARRANGED WRITTEN ANSWER (11 JANUARY 1990)

Question

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 1990.

Draft reply

I am placing copies of the Commissioner's Strategy Statement for 1990 in the Library of the House today. I am also sending copies to all rt hon and hon members whose constituencies fall wholly or partly within the Metropolitan Police District. I am inviting London members to discuss the Statement with me.

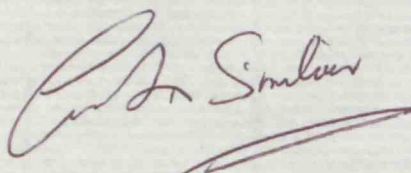


NORTHUMBRIA POLICE AND COMMUNITY POLICING

The Northumbria Police have set up a new crime research centre in conjunction with Newcastle University. It will be funded initially by a grant from the Leverhulme Trust.

The centre aims to look at the effectiveness of community policing. It will look at such issues as the way police respond to day-to-day calls (a subject of considerable interest to the public). But it will also try to plan the deployment of police resources effectively through using computer-based forecasts of the types of crime likely to arise in given areas.

Sir Stanley Bailey, Chief Constable of Northumbria, has a refreshing approach to community policing. He has forged good links with both the business community in Tyneside, and with other public sector bodies such as the university. He is a frequent visitor to the USA and has been influenced by US models of community financial action which does not come exclusively from tax funds (eg the involvement of the Leverhulme Trust).



CAROLYN SINCLAIR

News from



Northumbria Police

Force Headquarters, Ponteland Road, Ponteland, Newcastle upon Tyne, NE20 0BL.

December 8 1989

EMBARGO 00.05 AM, MONDAY DECEMBER 11

CRIME, POLICING AND THE COMMUNITY

A unique centre which will research into crime, policing and the community is to be set up at Newcastle University in January.

The centre, a joint venture between Northumbria Police and the university, is made possible by £96,000 research project funding from the Leverhulme Trust.

The official announcement will be made in London on Monday, December 11, at the Home Office Standing Conference on Crime Prevention by the Home Secretary, The Rt Hon David Waddington QC.

The centre, the first in the country developed by the police and a university, aims to provide detailed evaluation of local initiatives to guide future research and policy for policing.

Although the centre initially will have local applications, it will become a resource for development of national and international applications and will have the expertise to design new policies, evaluate the effectiveness of current operations or research the possible role of new computer technologies in the development of policing in communities.

It has already been hailed as a valuable new international resource by top crime prevention officials in the USA.

For further information please contact

at Ponteland 0661 72555 Ext.

Sue Nicholson

4020

A research team of six, including a police officer, will begin work in the new year led by Professor John Goddard, head of the university's Centre for Urban and Regional Development Studies who in conjunction with Sir Stanley Bailey CC Northumbria had initiated the development of the centre.

Preliminary research is already underway to evaluate two initiatives operated by Northumbria Police - a domestic violence unit in South Tyneside and an information system in Newcastle upon Tyne which hopes to link geographical crime patterns with local knowledge in an effort to predict future trends.

Both Professor Goddard and Sir Stanley emphasise the practical nature of the research which will be carried out - " We have to avoid the situation where research disappears into fat reports which land on the desks of civil servants and are never acted upon."

Northumbria Police Chief Constable Sir Stanley Bailey says the establishment of the centre is the culmination of many years work between the police and the university.

" It will, I believe, provide a closer relationship between pragmatic issues and the real world. Experience shows that research can be very relevant to current operational matters and need not be out of date before publication," he says.

Within 18 months the research team will have established at least five projects exploring topics which could further crime containment and crime prevention.

Proposed initiatives include an exploration of the relationship between disputes within families and communities and criminal behaviour; the use of mediation and reparation schemes in response to crime and the role of the police in dealing with sex-related crime.

Sir Stanley expects that by the time the Leverhulme sponsorship ends at the end of 1992, further funding will ensure that the centre continues as an established part of the university and the development of policing.

He adds, " We have here in Newcastle a launching pad for a national and international research centre which should attract funding from a wide range of sources - European, national and international."

Links between universities and police are common in the USA where many police forces have established close working relationships with academics to gain access to basic research and enable technology transfers.

Professor Robert C Trojanowicz, head of the School of Justice at the USA's Michigan State University, calls it 'an innovative and creative proposal.'

He says, " Northumbria Police have for a long time been leaders in the field of police/community relations and this may well foster even closer relationships between the university, the police and the community."

Chips Stewart, Director of the US National Institute of Justice, says a centre which combines the resources of law enforcement, academia and the community is an excellent opportunity to develop important innovations for crime prevention.

" American policing has long looked to the philosophy and tradition of the British police force. With the inauguration of the new centre we have an exciting opportunity to expand our contacts with our British counterparts in bringing research knowledge to bear on the challenges and opportunities police face as we approach the 21st century.

" We look forward to even greater sharing of ideas and knowledge that will benefit us all."

** The Leverhulme Trust is a charitable foundation which was set up by soap manufacturer Lord Lever to fund practical research which might benefit society. Northumbria Police has once before benefitted from Leverhulme sponsorship when in 1978 Superintendent Wilf Laidler was awarded a fellowship to study crime prevention initiatives in the USA.

MISS SLOCOCK

File
12 December 1989

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please
Scan +
return.

CAS

POLICE LEADERSHIP AND TRAINING

You asked if I could provide the Prime Minister with a draft letter asking the Home Secretary how he sees the Inspectorate of Constabulary developing over the next 2-3 years. I attach a draft.

I also attach a leading article on the police in last Saturday's "Daily Telegraph". I think this underlines the political case for pressing the Home Office to take a more pro-active role in bringing about change in the police.

Carolyn Sinclair

CAROLYN SINCLAIR

Colin Walker in the Home office

DRAFT LETTER TO HOME SECRETARY

POLICE LEADERSHIP AND TRAINING

You may like to know in advance of the Home Secretary's next behaviour with the P-M that

This subject has been attracting attention in the press for a number of months. Most recently interest was sparked by the appearance of your Department's response to the Select Committee report on higher police training, and the Audit Commission's report on training at lower levels.

Both the Select Committee and the Audit Commission point up the need for common standards among the 43 separate constabularies. This applies both to training and promotion policies. Your predecessor took the view that the Inspectorate of Constabulary would have an increasingly important role to play as the agent of change in these fields.

(The P-M)

I understand that there will shortly be changes at the top of the Inspectorate. *(one considers that)* The recruitment of Geoffrey Dear is a welcome step. *(he thinks that this may be)* But this is surely a good moment to consider other options which could bring fresh thinking to bear on police leadership.

The P-M notes that there is
There appears to be widespread recognition, not least among the police themselves, that a problem exists; but remarkably few practical ideas for tackling it. *(The P-M considers that)* I cannot help feeling that the closed nature of the debate is rather limiting.

Surely there would be real value in bringing senior managers from other walks of life into the Inspectorate in some capacity. *and* Perhaps they could act rather like non-executive directors *might* (I know that Peter Imbert had this idea for the Metropolitan Police, and I am disappointed to hear that it has foundered). *is* *can*

CONFIDENTIAL

Given the changes which I can see that your trying to bring about in the Inspectorate, I would welcome your view of the way it is likely to develop over the next 2-3 years. I recognise the sensitivity of relations with the police, but the fate of the Imbert initiative persuades me that we cannot leave it to the police to resolve this issue. They need nudging for their good.

CONFIDENTIAL



The Daily Telegraph

181 MARSH WALL LONDON E14 9SR TEL: 01 538 5000 TELEX: 22874/5/6
TRAFFORD PARK MANCHESTER M17 1SL TEL: 061 872 5939 TELEX: 668891

Daily Telegraph

Police review

14

A DIFFICULT year for the police has culminated in the High Court award of £100,000 damages to a black lay preacher in Notting Hill for wrongful arrest by the Metropolitan Police. "I am not saying," he said after the case, "that all police are the same because this one did this to me." That is a generous view, which we would like to share, but it will not be readily accepted by the general public. Cases like this, in which the police have been found guilty of falsifying evidence or bringing malicious prosecutions, do enormous damage to public confidence. Our system of policing cannot work without a certain amount of public co-operation. It was founded on that basis. And the fact is that public confidence in the police is at a low ebb.

It is harder to prescribe remedies. To do them justice, people like the Commissioner of Police are not unaware of the shortcomings. They are trying to bring about reforms within their respective forces. Many chief officers have made an effort to improve community relations, which is why the Notting Hill case is so injurious. It wipes out hours of police work to improve relations with the Caribbean and Asian communities. A larger question now arises. What most of these scandals illustrate is a failure in the command structure. Policemen ought not to be able to fake charges and falsify evidence under the noses of superior officers.

It would be difficult to bring about a radical change without the sort of protracted inquiry which the Prime Minister, rightly, has ruled out of fashion. Our police forces enjoy a good deal of autonomy. We have set our faces against a National Police Force. If that happy state is to continue, then it lies with chief officers, with the help of the Home Office, to propose ways in which discipline is restored by a responsible chain of command. It is urgent. Until it is done, the public will be disposed, most unfairly, to see their police as little better than a rabble.

3 Officers blamed for fading band

The Thames Valley Police band may be forced to fold because it has only 17 players, eight below the minimum.

In the force's monthly newspaper, Chief Insp Laurie Fray, who helped found it 15 years ago, blamed the "narrow-minded" attitude of some senior officers in discouraging policemen and women from joining.

file

MISS SINCLAIR

POLICE LEADERSHIP AND TRAINING

The Prime Minister was grateful for your minute of 4 December. She would like to ask the Home Secretary how he sees the Inspectorate of Constabulary developing over the next 2-3 years, as you suggest. She also agrees this would be an opportunity to press the idea of seconding in non-executive directors from outside.

Perhaps you could provide the Prime Minister with a draft letter.

AS

CAROLINE SLOCOCK

11 December 1989

C:\wpdocs\home\police (pmm)

POLICE LEADERSHIP AND TRAINING

I attach a note from Carolyn Sinclair which follows on from earlier papers you have seen on this subject.

You may recall that in the summer Carolyn gave you an account - on which you commented - of a senior Home Office/police seminar on police leadership. I passed on to the Home Office your doubts about the merits of the Extended Interview and preference for putting more weight on continuous assessment of performance.

More recently, Carolyn set out some suggestions for improving the quality of police leadership, following - amongst other events - the Hillsborough report and the Guildford 4. You were attracted to the idea of injecting some private sector expertise into the police force through secondment; and also to the possibility of a quick, private sector scrutiny into police leadership and management. You had planned to raise this with the Home Secretary at your last bilateral. But in the event there was no time.

Carolyn is now helpfully suggesting that you might ask the Home Secretary how he sees the Inspectorate of Constabulary developing over the next 2 - 3 years, raising the suggestion of seconding in non-executive directors from outside.

Would you like to do so?

Yes

CWS

Caroline Slocock

8 December 1989

POLICE LEADERSHIP AND TRAINING

- The Home Office have just published their response to the (critical) Report of the Select Committee on higher police training;
- Simultaneously the Audit Commission have published a paper on police training at lower levels which points up a number of shortcomings.

This note outlines Home Office thinking on the basis of a discussion with Clive Whitmore. There are one or two encouraging developments in the pipeline. But pressure for change will need to be sustained if the police are to be opened up to new ideas.

Response to Select Committee Report on Higher Police Training

This has two positive aspects:

- the identification and grooming of talent at an early stage (the Inspectorate of Constabulary will have a key role to play in promoting such arrangements in 43 different forces);
- changes to the Extended Interview procedure which will allow those who just fail to be given senior command training without retaking the examination (normally a year later).

Less positive are the rejection, or modification, of the Select Committee's proposals:

- that only officers who have passed the senior command course should be able to become assistant chief constables;
- that there should be a central cadre of chief officers available for appointment to ACPO rank.

In detail these proposals may be slightly off beam. But the Select Committee were right in recognising the need:

- to establish a clear link between training and career development (otherwise the training is a waste of money, a point the Audit Commission pick up);
- to identify the increasing need for national standards which will make cross postings easier. Cross postings are essential if able officers from the smallest forces are to develop fully. At present cross postings rarely take place below ACPO rank.

Audit Commission Report

In contrast to the Select Committee, the Audit Commission looked at police training across the board. It found:

- that the police devote considerably more money and time to training than either the private sector or other parts of the public sector. 8 per cent of the total budget goes on training. Lost operational time is equivalent to around 7,500 officers a year.
- that while this recognition of the importance of training is exemplary, arrangements to secure value for money, and to relate training to police needs, are often deficient;

- the result is that some £235 million a year is spent rather haphazardly. There is excess capacity of 20 per cent in police training establishments across England and Wales.

As in their earlier reports on the police, the Audit Commission point up widely varying practice between forces, plus a general lack of focus and cost-consciousness. To remedy this the Commission recommends:

- a clear distinction between the client (the police force) and the contractor (the police schools providing training). The design of courses should not be left in the hands of those who run them. The Commission note that the client/contractor principle has now been widely adopted in other areas of the public service, but is still a novel idea to the police;
- co-ordination of force training at national level through the establishment of a national director of police training;
- reductions in the unit cost of training through greater use of civilians with appropriate skills. Shorter courses targeted more precisely on needs would also be more cost effective.

Home Office thinking

Following Douglas Hurd's seminar on police leadership last summer, you commented that you had doubts about the merits of Extended Interview and favoured more weight being put on continuous assessment of performance.

The Home Office's response to the Select Committee Report is a minimalist step in this direction. To date they are

reluctant to suggest abandoning the Extended Interview system because it is cherished by a number of senior police chiefs.

Unfortunately this reflects the closed nature of police thinking. It is hard for new ideas from other organisations to make any headway. A recent example of this is the collapse of Peter Imbert's proposal to introduce a "non-executive director" from the private sector into the Metropolitan Police. Other senior Met officers - such as John Dellow - were uncomfortable with the idea, and the collegiate nature of Met leadership prevented Peter Imbert from pushing it through in the face of such reservations.

This is one ray of hope on the horizon. Geoffrey Dear of the West Midlands is being recruited to the Inspectorate of Constabulary. So is Trevor Morris of Hertfordshire. Both are high calibre Chief Constables, relatively young, and open to new ideas. They represent a new kind of Senior Inspector (up till now the Inspectorate of Constabulary has been filled with worthy officers on the brink of retirement). As long as there are 43 separate forces, the Inspectorate will have a key role as the agent of change. So these appointments are important.

But the Inspectorate could be improved still further by opening it up to outsiders. The Home Office accept this. There is a strong case for including both "non-executive" directors from the private sector, and public sector appointees familiar with financial and other management techniques. Such ideas should be discreetly but firmly pressed on the new Chief Inspector - Sir John Woodcock - when he takes up his post in March.

Conclusion

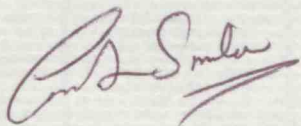
Many senior police officers recognise that there must be changes in the way the police are led and managed in the 1990's. But they are uncertain as to how they should change. The debate suffers from being carried on behind closed doors, without the benefit of fresh thinking.

Home Office officials recognise all this, but are always reluctant to press the police. The result is continued floundering.

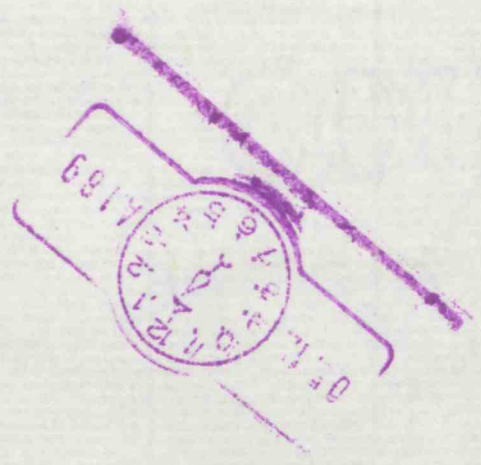
Recommendations

You could ask David Waddington how he sees the Inspectorate of Constabulary developing over the next 2-3 years. This would be an opportunity to press the idea of seconding in non executive directors from outside.

A continued expression of interest by you in these matters will help to keep up the pressure for change.



CAROLYN SINCLAIR



*The* **Guardian**

High flyer plan to boost police

John Carvel
Home Affairs Editor

A LONG-term plan to improve the calibre of senior police officers was announced by the Home Office yesterday in response to complaints that too many untrained "favourite sons" are being appointed to top jobs in their local forces.

Mr David Waddington, the Home Secretary, is proposing arrangements to identify high flyers early and ensure that they receive appropriate training before each promotion towards the rank of Chief Constable. He accepted that reform would be "desirable" but rejected a Commons home affairs committee proposal that from 1993 it should be compulsory for officers to pass the senior command course before becoming assistant chief constables.

The Government has rejected the committee's proposal that a central cadre of chief officers should be established within

the Home Office, available for appointment to local forces. This would have "serious implications" for the structure of policing and might erode the traditional partnership between the Home Secretary and local police authorities, the Government says.

The Government now proposes "a structured and centrally monitored system."

All officers would be assessed after their probationary period to identify a "starred list" for fast streaming.

An Audit Commission report today on police training says that officers receive three times as much training as employees in the private sector, at a cost of £235 million a year. It found excess capacity of 20 per cent in force training schools and inadequate use of course material. It suggests a national director of police training is needed.

Government reply to the third report from the Home Affairs Committee, session 1988/89; Command 926; HMSO £2.70

Audit Commission: Police paper No. 4; HMSO £5.

6 THE INDEPENDENT

■ THE HOME OFFICE has promised a shake up of the training and selection of senior police officers, but rejected MPs' calls for a central pool for appointments to the highest ranks, writes Terry Kirby.

In future, all appointees to the rank of assistant chief constable and above must have completed the senior command course at the police staff college at Bramshill or its equivalent. But the Home Office has refused to set a date to implement the rule.

The measures are announced in a response to criticisms by the Commons Home Affairs Committee in a report on higher police training that decried the career development and appointment of senior officers as "ramshackle and ill directed". It said 81 of the most senior officers, including three chief constables, had not attended the senior command course.

An improved, centrally-monitored training structure and system of assessment is proposed. The Home Office says all officers should be assessed on their suitability for very senior posts after two years.

Responsibility for appointments rests with police authorities, subject to the Home Secretary's approval. Any changes would require revision of the 1964 Police Act, the Home Office said.

15 November 1989

POLICE TRAINING AND LEADERSHIP

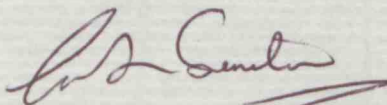
I attach the key part of the Home Office's response to the Select Committee report on higher police training. It is on the right lines, but does not go far enough:

- The Home Office recognise the need to have a structured and centrally monitored system to indentify and develop people with potential.
- They will be issuing guidance on assessment of performance to achieve this.
- But promotion to senior posts will still rely to an excessive degree on performance at the Extended Interview. (The flexibility referred to in the draft response means that those who just fail to pass will be eligible for Senior Command Training after a year or so, without retaking the examination.)
- The fundamental point has not been taken that other organisations do not rely on an examination hurdle in mid-career. New thinking is needed on higher police training.

Conclusion

David Waddington is expecting you to raise this issue with him at your bilateral tomorrow.

You could challenge the assumption that the Extended Interview should remain the main avenue to promotion. The secondment of outsiders (from the private sector or armed forces) to the Inspectorate of Constabulary would help to bring fresh thinking to bear on the organisation and training of the police.



CAROLYN SINCLAIR

PROPOSED NEW ARRANGEMENTS FOR THE CAREER DEVELOPMENT OF POLICE OFFICERS WITH THE ABILITY TO REACH ACPO RANK

1. It is proposed to set up a structured and centrally monitored system designed to identify and develop those officers who have the potential to reach the senior ranks of the police service. This is set out in broad outline in the following paragraphs.

2. Some parts of the system could be brought into effect immediately, while others require consultation and further work on the part of all concerned to resolve the details. Others are to some extent dependent on the results of research currently being undertaken by the Home Office, the Police Training Council, the Association of Chief Police Officers and other bodies. As was noted in the response to recommendation 24, the report of the ACPO Working Party on Training for Assistant Chief Constables is due to be published early in 1990. Although where early introduction of one part of the system is possible we will take advantage of this, care will be taken to ensure that the system is seen and developed as an integrated whole.

Fast Streaming

3. It is vital to the future of the service that officers of outstanding potential should be identified at the earliest possible stage in their careers. It is proposed therefore that all officers should be assessed, in the first instance, on completion of their probationary period and that particular attention should be paid from the outset to the career development and training of those considered most promising. To ensure consistency, guidance will have to be given to forces on what qualities to look for and on reporting standards and procedures. It will be important to build in to the system a degree of flexibility which can allow for late developers to be added to the "starred" list while those who do not fulfil early promise can be taken out.

4. Training must play a key role in the career development of all officers, as well as equipping them to carry out their tasks to the best of their ability. It is especially important for those destined for the highest ranks of the service and the proposals outlined below show how the Special Course and the Command Courses at the Police Staff College should link in with the proposed new system.

Special Course

5. The number of officers selected for the Special Course in recent years has been very much less than the number of places available. The Home Office does not believe this can be explained by a dearth of young officers of the right qualities and is conducting research into the reasons why more candidates are not coming forward. The proposed arrangements for the earlier identification and development of talented young officers should ultimately result in an increase in the numbers attending the course. Work is in hand to improve publicity for the course and this should go some way towards making officers more aware of its content and structure, and the career advantages it offers.

6. Consideration is being given to making a more discriminating assessment in the current Extended Interviews selection procedure, enabling improved information to the candidates and their forces on strengths and weaknesses. HM Inspectorate will monitor the progress and career development by forces of graduates of the Special Course.

7. Further measures to improve the course and to encourage a greater number of eligible officers to apply will be considered in the light of the results of the current research.

Junior Command Course

8. All newly promoted chief inspectors should in future attend the Junior Command Course. It is proposed that in order to assist career development the College should notify forces and

HM Inspectorate of those graduates of the Junior Command Course who appear to have the potential to reach the most senior ranks. The Inspectorate will monitor their subsequent progress until they come forward to Extended Interviews as part of the new selection process for the Senior Command Course, and thereafter. Again, the Inspectorate will, in consultation as necessary with the College, advise forces on career development and encourage cross-force postings as required.

ACPO Posts

9. The measures outlined above, coupled with the new selection arrangements for the Senior Command Course, should in due course provide a good supply of Senior Command Course graduates with appropriate personal qualities and professional experience for appointment to Assistant Chief Constable and Commander posts. The revised Extended Interview procedure for recent graduates of the Intermediate Command Course will not simply assess a candidate's suitability for the next Senior Command Course, but also his potential for a later course after a further period of development and experience. The existing procedure will remain for officers who attended the Intermediate Command Course before the new arrangements were adopted, or who have not attended that course but are put forward for the Senior Command Course. Consideration will be given to the possibility of ranking the candidates with a view to placing on the Senior Command Course a sufficient number of officers to meet the likely need for Assistant Chief Constables and Commanders in the immediate future.

①
PRIME MINISTER

POLICE LEADERSHIP

I attach a note from Carolyn Sinclair putting forward some proposals for improving the quality of the police and for restoring public confidence in them, which has been shaken by recent incidents.

The reason for not waiting for the results of Sir John May's inquiry would be - as Carolyn puts it - "to act now before intolerable pressure builds up and any action simply appears defensive." The action Carolyn suggests need not necessarily cut across the May inquiry, which will be concentrating more narrowly on the Guildford case.

I think there is much force in Carolyn's view that the Home Office should be encouraged to do something now to improve police leadership in the long term. The secondment of senior private sector managers to the Inspectorate to help drive through change seems a particularly positive idea. But it might need careful presentation both publicly and to the police. A quick, private sector examination of police leadership and management might help to underline the need for a fundamental change in the way the police manage themselves.

Carolyn's note was written before yesterday's changes. Rather than sending a strong note to the Home Office as she suggests, you might prefer first to discuss the options at a bilateral with the new Home Secretary. One way forward might be for "H" Committee to consider this question.

Would you like to pursue the two options recommended by Carolyn Sinclair?

Do you want to send a note or would you prefer to discuss them with the Home Secretary at a bilateral as a first step?

CS
Caroline Sloccock

27 October 1989

CONFIDENTIAL

PRIME MINISTER

25 October 1989

POLICE LEADERSHIP

You have been expressing concern about this for some time. The Home Office have yet to come up with proposals equal to the size of the problem.

2. Meanwhile

- Lord Justice Taylor's interim report on the Hillsborough disaster was very critical of police planning and tactics;
- 35 officers in Kent have been disciplined or admonished for artificially inflating their "clear up" figures (by counting in confessions to other crimes by prisoners);
- the whole of the West Midlands Serious Crime Squad has been disbanded by the Chief Constable following evidence that certain officers were concealing malpractice;
- the Guildford Four have had their convictions quashed following proof that the police had fabricated evidence;
- there is a suggestion that police in Manchester were bribed to testify against one of their number "set up" by local gangs - this has not hit the headlines yet.

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3. These very damning cases have to be seen against a background of juries full of people naturally suspicious of the police; and everyday comments by barristers and solicitors that the police regularly lie, particularly to protect their own.

4. The cases above are not identical. Some seem to involve misplaced zeal; Hillsborough was largely a matter of poor judgement and insufficient homework; the Manchester case - if proven - looks completely indefensible.

Police Federation views

5. The Police Federation advance three arguments:

- (i) misplaced zeal directed towards achieving results is due to the constant pressure on the police to demonstrate their efficiency;
- (ii) the West Midlands affair shows what happens if elite squads are allowed to proliferate
- (iii) there is poor communication between senior officers and constables in virtually all forces.

The first two of these arguments must be firmly rebutted. But there may be something in (iii).

Comment

6. The police must not be allowed to get away with the argument that pressure for efficiency leads to misplaced zeal. This argument is simply nonsense. The police love to argue that the very real difficulty of "measuring" the value of what the police do makes it impossible to achieve savings in more mundane, and measurable, areas such as their

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use of transport. It is all a slippery slope, they say, and today's savings through civilianization of paper work will be tomorrow's scandal involving fabricated evidence to obtain convictions.

7. This has not been the case in other areas of the public service. It is very hard to measure the "value" of policy advice in Whitehall, but that has not prevented worthwhile savings being made over the last ten years. In part this has been due to the downward pressure on numbers which has concentrated minds wonderfully on what actually needs to be done.

8. Tax officers in the Inland Revenue feared that measuring their output would fail to capture what is involved in dealing with individual tax returns, each of which is different. But they are now ploughing on down this road with more confidence, and we have not had a rash of scandals involving faked tax receipts.

9. The second argument - that many of the problems are due to growing elitism - must also be knocked firmly on the head. It is symptomatic of the deadening egalitarianism which pervades the police. It is this egalitarianism - as opposed to meritocracy - which is one of the chief obstacles to better police leadership. There should be jobs to which only the most capable can aspire. What other reward is there for capability in a public service with standardised pay rates?

10. The police appear to lack a collective ethos which would enable individuals to recognise that the damage caused by discovery of faked evidence far outweighs the temporary advantage of impressive "results" figures. There is a lack of certainty about what the police are supposed to be doing. This in turn feeds on poor communication between senior

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and junior officers. But the core of the problem probably lies in the inadequacy of certain senior officers. They do not really understand, or support, the changes now taking place in the police. They are frightened, or bored, by the requirement to consider cost. It is irrelevant to their concept of "real policing".

11. The recent spate of incidents should not be allowed to obscure the real strengths of our police force. But carrying on as if nothing has happened is not an option. Public confidence in the police has been seriously shaken. The consequences of this do not need spelling out.

Options

12. Whatever changes to the criminal justice system are recommended by Sir John May's inquiry, it is already clear that police leadership is not what it should be. The Home Affairs Committee, and the serious press, are saying as much. The Government could take the initiative now by doing one of three things:

- (i) It could set up a full-blown Royal Commission to look at the police. Douglas Hurd has said repeatedly in public that he does not intend to do this. He would take some turning. And the remit would inevitably become wide, encompassing the future structure of the police, and the relationship with elected local representatives and the Home Office. The work could take several years.
- (ii) It could ask a distinguished member of the private sector to conduct a more limited study of police leadership, reporting within a year.

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(iii) It could move immediately promulgating new arrangements for selecting Senior Officers based on continuous assessment of performance and more cross-postings. Senior managers from other organisations should be brought into the Inspectorate of Constabulary to push the new arrangements forward in all 43 forces.

(i) would take too long. (ii) is not strictly necessary, in that the Home Office have a good idea of what is wrong. But it may be politically essential to take this step in order to convince the elected police authorities - who themselves are partly to blame for poor top appointments - that change is required. Getting fresh blood and new thinking into the Inspectorate is worth doing anyway, and need not depend on the results of (ii).

Conclusion

13. The Government should act now before intolerable pressure builds up and any action simply appears defensive. The Home Office are unlikely to move unless given a firm push. They are permanently trammelled by the perceived delicacy of their relations with the police. Douglas Hurd's seminar on police leadership last August was welcome. But it has not been followed up by any proposals so far.

Recommendation

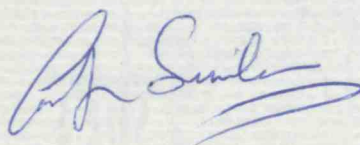
14. Your private secretary should send a strong letter to the Home Office arguing that something must be done now to improve police leadership. Assuming you do not want a Royal Commission, the letter could argue:

(i) for a quick, private sector led examination of police leadership;

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- (ii) for the secondment of senior private sector -
and perhaps armed forces/civil service - managers
to the Inspectorate of Constabulary to help
drive through change.

A handwritten signature in blue ink, appearing to read 'Carolyn Sinclair', with a stylized flourish at the end.

CAROLYN SINCLAIR

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Down the road from Guildford

As criminal inquiries focus on Surrey police, Terry Kirby asks whether serious miscarriages of justice can ever be prevented

"The Independent" 10-87

What will be going through the minds of the Crown Court jury in the next trial brought on the basis of confession evidence alone — assuming police officers will be prepared to seek Crown Prosecution Service sanction for such a case?

They may well wonder whether the detective giving evidence got his chums to agree a common version of the statements. Did his colleague who noted down the defendant's confession to the bombing, murder or armed robbery set down what he heard, or what he — or his superiors — wanted to hear? Will the jury be wondering, when the witness cannot confirm his alibi, whether confirmation was given to police but conveniently buried?

Following the miscarriage of justice surrounding the case of the Guildford Four, those jurors will certainly be mindful of the possibility that what they are being presented with may be, to quote Lord Lane, the Lord Chief Justice, a "choreography of perjury."

Lord Lane used the phrase when summarising suggestions put to him by lawyers for the Birmingham Six, alleging activities in that case similar to those being investigated following the release of the Guildford Four. In the latter case, Lord Lane simply said of police: "They must have lied." In the West Midlands, when Chief Constable Geoffrey Dear suspended two detectives and moved 53 on the basis of allegations similar to those in the Guildford case, he said they "stuck two fingers up to the boss".

The Guildford case has implications for the entire criminal justice system, but the public's confidence in the police looks set to suffer the most damage. People might be forgiven for distrusting the police in general and detectives in particular. Many believe any ill-prepared, poorly educated person accused of any offence, let alone a terrorist crime for which the police have even greater powers, cannot be confident of a fair deal.

There are legal safeguards to prevent another Guildford, although most hope must lie in the possibility that the furore may make police and



Gerard Conlon, one of the Four, with his sisters. Some believe an injustice may now be done to police officers

prosecutors think and act more carefully — and juries less likely to believe them. "In a few years' time we shall all be looking at some Crown Court conviction rates with great interest," said one lawyer.

Barry Irving, director of the Police Foundation, already knew of doubts over the alleged confession of Patrick Armstrong, then one of the officially guilty Guildford Four, when advising the Royal Commission on Criminal Procedure in the late 1970s. The commission's recommendations led to the 1984 Police and Criminal Evidence Act (known as "Pace"), which covers care of prisoners in police stations.

Mr Irving believes little more can be done by creating new rules: "Many problems, like those at Guildford, have been covered by legislation which has arrived since. We may have gone as far as we can to protect the in-

terviewee legally, particularly with the advent of tape and video recording [of interviews]." He is still keen to see more done to protect alibi witnesses.

While the judicial inquiry by Sir John May might make recommendations about uncorroborated confession evidence as the sole basis for prosecution, there are other loopholes to be examined in a new, post-Guildford light.

Pace requires detectives to make contemporaneous notes of interviews, signed by the suspect, to prevent detectives from claiming that the suspect admitted offences outside the interview, a trick known as "verballing." But some lawyers claim the legislation is still often ignored. In several West Midlands cases, the prosecution successfully obtained judges' permission to admit unsigned, contested notes containing apparent admissions as evi-

dence. Some were later discovered to have been altered or even fabricated.

Pace created a framework by which this was discovered, since defence lawyers have access under disclosure rules to the original notes. But in many cases, only photocopies were ever supplied. It is a foolish defence lawyer who does not now ask for the originals in any disputed confession case.

The Home Office maintains the future will be different because of the tape recording of interviews, destined to be countrywide by late 1991 (although most forces are behind schedule). But the theory that it provides an unchallengeable record is not entirely failsafe: it is possible for both sides to agree a common story or for the detective to have subjected the suspect to intimidation and suggestion. Many see video recording as a better solution, although it is only just being tested.

Pace is not applicable in terrorist cases, where police have greater powers under the Prevention of Terrorism Act to hold suspects incommunicado. Tape recording has been deemed inappropriate in terrorism cases. Original interview notes are available to the defence under 1981 guidelines, but the police often make use of "special case" clauses allowing exceptions.

The argument comes back to simply having better detectives.

Barry Irving: "We need police who obey the codes of practice; better standards of personal and professional behaviour; and a change in CID values." After Guildford, the West Midlands and the Kent detection rate rigging controversy of 1986, the public has suspicions about CID values.

Is the message reaching the roots of the police service, where there is considerable shock over Guildford? It may not be so simple. One source said: "There is enormous resentment that junior Surrey officers are carrying the can. People don't realise the structure makes it impossible for them to have carried out what they are alleged to have done without supervisory officers being aware."

"Some people are feeling bullish over this," said Brian Hilliard, who edits the independent *Police Review* magazine. "We have had letters from officers saying these Surrey officers cannot get a fair trial. Many feel that if it stops at five officers, it will be an enormous injustice, because they were just the chisel others were hammering."

He acknowledges that whatever the outcome of the judicial inquiry, both the Guildford and West Midlands cases will lead to informal reappraisals of methods used by detectives — returning to basics to build a fuller, more detailed case against a suspect, rather than relying on dubiously extracted confessions.

"One thing is certain, no juror will ever forget Guildford... and neither will the service," said one senior police source. "This is something we are going to have to live with for a very, very long time."

MEMAKJ



10 DOWNING STREET

LONDON SW1A 2AA

9 August 1989

From the Private Secretary

Dear Peter,

POLICE LEADERSHIP

The Prime Minister has received an account from Carolyn Sinclair in the Policy Unit of your Home Secretary's informal seminar on Police Leadership at Bramshill on 1-2 August.

I would be grateful if you and copy recipients would ensure that this letter is seen only by those on a strict need to know basis.

The Prime Minister feels very strongly in favour of a new promotion policy based on merit and continuous assessment of performance. She feels that the extended interview can be useful but there is an element of luck in it, depending on how the personalities feel.

Yours sincerely,
 Caroline Slocock

CAROLINE SLOCOCK

Peter Storr, Esq.,
 Home Office

mem

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Pamie Minister
This is a lucid and thought-provoking note. Do you have any reactions to Cardyn's? 4 August 1989 Cardyn's?

PRIME MINISTER

I agree very strongly with
a) new promotion policy based on merit ^{and}
b) a continuous assessment of performance ^{of}
POLICE LEADERSHIP basis. The interested interview

Douglas Hurd held a very informal seminar on police leadership at Bramshill on 1-2 August. There was a small cast list including Home Office Ministers and officials, the Chief Inspector of Constabulary, three hand picked Chief Constables, two other senior policemen and Sir Leonard Peach, Director of Personnel at IBM (see Annex A).

depending how the personnel's feel. etc.

The aim was an open and frank discussion of the problem of finding adequate leaders for the police in the coming decade. The policemen present admitted freely that there was a problem. But they disagreed over the right solution. While the willingness of these particular Chief Constables to admit shortcomings was refreshing, their solutions reflected an inward-looking approach. None of them seemed to think that practice in other organisations - whether the armed forces, IBM or the Civil Service - had much relevance for them.

BACKGROUND

In May the Home Affairs Select Committee published a report on Higher Police Training and the Police Staff College. The report found that

"While the standard of training provided at Bramshill is high, significant changes are required in the role of the College and to the methods of career development within the police service to maximize the benefits of the training provided at Bramshill."

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In other words, there is nothing wrong with the training provided for future police leaders, and everything wrong with the system for promoting people in the police. There is little correlation between training and promotion. 47 per cent of all Assistant Chief Constables have not attended the Senior Command Course, although HM Inspectorate of Police take the view that all officers of ACPO rank should have had this training.

The Select Committee recommended:

- the establishment of a professional method of nationally directed and regionally organised recruitment to the police;
- turning ACPO ranks into a central service grade of professional officers available for posting to the various forces.

Police perceptions

The senior police at the Bramshill seminar made the following points:

- Police forces up and down the country operate overwhelmingly on the principle of "Buggin's turn". Promotion goes to the most senior candidate.
- The police as an organisation are imbued with egalitarian - as opposed to meritocratic - ideas. The idea of fast progression for the able is frowned upon, and peer group pressure is such that younger policemen do not want to shine.
- There is a marked reluctance among good Chief Superintendents to apply for ACPO rank. The tradition of the police is to respect action. The independence of the "Chief Super's" command is what most people aspire to. (This is in marked contrast to the army where the importance of staff jobs is understood, and competition for them is fierce.)

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- The position is getting worse. People are reaching middle and senior ranks of the police at an older age than was the case 10 or 20 years ago.
- The police will soon find themselves competing fiercely with other employers to get the best from a shrinking pool of young labour. The police have never seemed attractive to the brightest graduates. They may well attract fewer graduates as the spectre of graduate unemployment fades.

Police views then differed as to whether

- there is a dearth of good people overall in the middle and junior ranks of the police;
- or the system simply fails to bring the best people to the top;
- there are factors discouraging good young officers from applying for posts above Chief Superintendent (the satisfaction of independence at that level, disparity in housing costs and school quality across the country);
- or people fear failing the test of Extended Interview (a pre-requisite for attending the Senior Command Course).

COMMENT

Two themes were central to the discussion at Bramshill:

- (i) How do we produce an elite in the police? By special recruitment or from within? The Trenchard Direct Entry Scheme in the 1930s is often compared to arrangements in the armed forces. But many people were promoted from within the police under Trenchard.

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- (ii) Having identified the best talent, how can it be developed and brought forward swiftly into the key jobs? The police assume that this must involve jumping over a centrally designed hurdle (the Extended Interview) in mid-career. Most other organisations, including IBM and the Civil Service, take a different view and put most weight on a standardised system of continuous assessment by line managers.

Some progress was made on (i), but not on (ii).

(i) Identifying talent

Robin Ferrers argued that Trenchard's ideas should not be dismissed too lightly. But he had no real support. The concept of a separately recruited officer class is wildly unpopular with the police who love to quote Robert Peel's opposition to it.

It was agreed that it was necessary to identify and mark the progress of an elite selected from within the police. Sir Leonard Peach said that this was the approach used at IBM. Despite recruiting large numbers of graduates, they prided themselves on being a meritocratic company. People began to be watched after about six years.

Colin Smith of Thames Valley said that he already operated a system of "starring" good young officers. Those present agreed that this could be adopted across all forces. It would fall to the Inspectorate to monitor the careers of the starred officers. If Chief Constables failed to bring them on quickly enough (it is easier to promote the most senior man in the field), they should be asked why.

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The Home Office team were clearly pleasantly surprised that all the policemen present could agree so readily to the identification and promotion of an "in-house" elite. In practice such an idea would need to be pursued vigorously in the face of police resistance based on deadening egalitarian ideas.

(ii) Bringing the talent to the top

Discussion on this point became very technical at times, leaving Sir Leonard Peach and even Home Office Ministers behind. It reflected the long-standing debate in the police about the merits of Extended Interview, a selective system virtually identical to the entry examination for the Fast Stream of the Civil Service. Some police chiefs feel that the standards set are impossibly high; others feel that any lowering of standards would be disastrous for police leadership.

No-one focussed on alternative arrangements involving standardised recruitment and assessment procedures in which all police forces could have faith. Promotion would depend heavily on line managers' assessments, with suitable arrangements for separate endorsement. Such an approach would facilitate postings between forces, and would fit in with ideas for the development of a national force to combat organised crime and drugs - an idea recently floated by Peter Imbert.

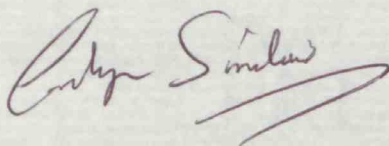
CONCLUSIONS

- The fuss which would be caused by introducing a separately recruited officer class into the police probably outweighs the benefits;
- But ways must be found of identifying and bringing forward an elite within the police. The dead hand of "Buggin's turn" must be removed;

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- There is a strong case for standardised criteria and practice for recruitment. The Select Committee had the right idea.
- Formal training is important, but is not itself the key (the training at Bramshill is good, and the Joint Services Defence College and the Royal Services Defence College provide excellent courses for senior police officers).
- The key is to change the culture by changing promotion practices. This probably requires the development of prestigious staff jobs to which bright young constables could aspire. Such jobs will arise naturally as the police recognise the need for national planning in a number of areas. But so far only the Met are thinking in such terms.
- Assuming 43 different forces, the Inspectorate will have a key role in pushing forward a change of culture. It would be useful to bring outside thinking to bear on the Inspectorate. There is case for seconding to it some people from the armed forces, as well as bringing in private sector experience (the police need better management as well as leadership).



CAROLYN SINCLAIR

CONFIDENTIAL

POLICE LEADERSHIP SEMINAR

With reference to the forthcoming seminar on Police Leadership, I am writing to advise you that the following will be present:

- | | | |
|---------------------------------------|---|--|
| The Rt Hon Douglas Hurd CBE MP | - | Home Secretary |
| The Rt Hon The Earl Ferrers | - | Minister of State,
Home Office |
| Sir Clive Whitmore GCB CVO (Chairman) | - | Permanent Under
Secretary of State,
Home Office |
| Mr J A Chilcot | - | Deputy Under
Secretary of State,
Home Office |
| Sir Richard Barratt CBE QPM | - | Her Majesty's Chief
Inspector of
Constabulary,
Home Office |
| Mr S G Norris | - | Assistant Under
Secretary of State,
Home Office |
| Mrs P G W Catto | - | Head of F5 Division,
Home Office |
| Mr M J Addison | - | Head of F1 Division,
Home Office |
| Mr E Soden | - | Head of F2 Division,
Home Office |
| Sir Leonard Peach | - | Director of
Personnel and
Corporate Affairs,
IBM UK Limited |

Ms C Sinclair - Policy Unit,
10 Downing Street

Mr P Hermitage - Ch Superintendent,
Kent Constabulary
(currently attending
the Senior Command
Course)

Mr C Smith CVO QPM - Chief Constable,
Thames Valley Police

Mr J C Hoddinott QPM MA - Chief Constable,
Hampshire
Constabulary

Mr T A Morris - Chief Constable,
Hertfordshire
Constabulary

Mr G W Jones QPM - Deputy Assistant
Commissioner,
Metropolitan
Police

Mr R S Bunyard CBE QPM - Commandant of the
Police Staff College
and Her Majesty's
Inspector of
Constabulary

P S Patterson
P S PATTERSON

F5 Division
Home Office
Queen Anne's Gate

28 July 1989



Life

10 DOWNING STREET

LONDON SW1A 2AA

From the Private Secretary

11 July 1989

Dear Peter,

POLICING OF LONDON

Thank you for your letter of 29 June attaching a copy of the speech the Home Secretary gave to open the debate in the House on the policing of London. The Prime Minister has seen and noted this.

*Yours sincerely,
Caroline Slocock*

CAROLINE SLOCOCK

Peter Storr Esq.
Home Office

As

From: THE PRIVATE SECRETARY

Prime Minister
Fors



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

29 June 1989

Dear Caroline

POLICING OF LONDON

... The Home Secretary thought that the Prime Minister might be interested to glance at the attached copy of the speech with which he will open tomorrow's debate in the House on the policing of London.

Yours ever,

P R C Storrr

P R C STORR

Ms Caroline Sloccock
Private Secretary
10 Downing Street

HOME SECRETARY'S SPEECH FOR THE DEBATE ON
POLICING OF LONDON

FRIDAY, 30 JUNE 1989 - Final Draft

We are making progress. I can speak today of continuing falls in total levels of reported crime; of better links between police and community; and of continuing measures to improve the service delivered by the Metropolitan Police to the people of London.

Crime has not yet been decisively beaten. What we see are just the first glimpses of success. The Metropolitan Police are clear that there is plenty of scope for further improving their performance. But I hope that throughout this debate we shall all bear in mind that we place heavy duties on our police; and remember that, to carry out their duties, officers need the underlying support and positive help which they expect from the public. One of the opportunities of this debate is to enable me, as police authority, to pledge that support and help.

Recorded crime figures do not tell the whole story, but they give an indication of what is happening. In his Annual Report for 1988, the Commissioner reported a 2% decrease in recorded crime over the year. The latest figures - for the 12 months to the end of March - show a 4% fall. Over the last two years, recorded crime in the Metropolitan Police District has declined by 6%, a modest but very welcome

reversal of earlier trends. Although of course they do not see it that way, it means, for example, a lot of Londoners were not burgled in 1988 who would have been burgled if the earlier trend had been maintained.

This good news hides some disturbing undercurrents. Offences of violence against the person rose by 19% in 1988. Within that figure, the number of homicides fell by 46 (or 23%), but violence resulting in slight or no injury - which constitutes 80% of violent offences - rose by more than 20%. Some of this represents crimes such as sexual offences and domestic violence which are now being reported, whereas before the victim would have kept quiet. But even so, there is a savagery and brutality in some crime today which angers all of us and creates an outward ripple of fear.

A threatening form of crime which creates particular public concern is robbery of personal property after a sudden attack, often called street robbery. In 1988 the numbers of these crimes remained almost static, while the latest 12 month figures to the end of March show a 3% fall.

The Commissioner, with my full support, is determined to reduce this kind of offence. The campaign to target street robbery in the worst affected divisions continued in 1988, with considerable success.

One of the tactics used against street robbery is to deploy additional uniform and plain clothes officers for set periods, targeting known trouble spots and suspects. A particularly successful example of this in 1988 was Peckham division, where this tactic, combined with a poster and leaflet campaign, led to a 26% drop in street robbery, and a 48% reduction in theft from the person.

Offences of violence remain a serious and growing problem. It is encouraging to see the Commissioner's commitment to their reduction reflected in the statistics. In 1988, the number of robbery offences cleared up rose by 7%; and for violence against the person, there was a 27% increase in the number of offences cleared up, while the clear-up rate rose from 53% to 57%. I hope that these indications of growing police success will help to bring about a fall in such offences. A violent offender does not offend while behind bars. And the more likely he is to be caught, the less likely that he will try it on in the first place.

It is encouraging to see from the latest figures that burglary in a dwelling continues to fall, now by 6% a year. That must in part be due to the one and a quarter million households in the Metropolitan Police District now involved in Neighbourhood Watch schemes. Theft of or from a motor vehicle has fallen by 9%. These are preventable crimes. It looks as if the message promoted by the police, Government and

volunteers in the community is achieving its aim. Despite the efforts in Labour boroughs like Lambeth to hold up this progress and keep police and community apart, I hope the Front Bench opposite will show some faint sign of pleasure at what is being achieved.

A particularly abhorrent form of burglary is that in which the burglar poses as a representative of an agency or company in order to gain access to a house. The elderly are especially at risk. 3,500 such offences were recorded in the Metropolitan Police District in 1988.

The North Area of the Met has been concentrating resources on the investigation of these offences, in parallel with an Age Concern campaign to warn elderly people of the dangers. Arrests have been made of burglars posing as social workers, police officers and DSS officials; and one man, who posed as an electricity board official, was recently convicted of 400 offences and sentenced to ten years' imprisonment.

The Metropolitan Police are working hard to improve the way in which they tackle crime. The reform of the Metropolitan Police, to which I referred last year, has continued. Let me show how.

The Metropolitan Police is a much more decentralised force than it was three years ago. Since 1986, headquarters strengths have reduced by 400 officers. This means that more of the extra officers we have authorised can be deployed on divisions for operational purposes, rather than being diverted unnecessarily to administrative duties. The fruits of this policy are seen in the 1,300 additional officers now on Areas and divisions, and in the 23% rise in street duty hours over the past two years.

It is a better planned force. The Annual Strategy clearly sets out policing priorities and major issues; divisional objectives are published, after extensive consultation with local communities.

It is a better managed force. There is a natural tendency for officers to resist being labelled as "managers", with connotations of desk-bound bureaucracy. But there has been a growing realisation in the Met and throughout the police service that without management skills, the police cannot make the best use of the resources they are given. This is a step in the right direction, but we still have some way to go before we can be satisfied that value for money is being fully achieved.

In the Foreword to his Annual Report, the Commissioner has pointed out the dangers of trying to measure the efficiency of a police force as if it were a steel mill or an

oil refinery. Of course we should not do that. But I am pleased to note the Commissioner's commitment to applying modern business methods where they are appropriate. Policing is not a business - but it needs to be businesslike.

As a one billion pound organisation, employing over 40,000 staff, it is not enough to rely upon the traditional policing and detective skills of the Victorian officer. The Met is a big buyer, a big caterer, a big computer organisation, a big forensic science service, a big training facility, a big vehicle fleet operator, and many other things. Each Metropolitan police officer, with the back-up services which the organisation provides, represents some £35,000 of taxpayers' and ratepayers' money each year.

I do not apologise for that figure: a properly paid, adequately equipped police force costs money. But as police authority, I have a duty to ensure that the resources are used to the best effect. There is now an understanding throughout the Metropolitan Police, amongst both officers and civil staff, that service delivery and the delivery of value for money go hand in hand. You cannot have a good police service without good management; nor can you accept large quantities of taxpayers' and ratepayers' money without having to show that it is being used properly.

Priority continues to be given to as rapid and radical as possible a programme of civilianisation, to release more police officers for operational duties. Since May 1986, when we announced the civilianisation programme, more than 300 posts have been civilianised, releasing as many officers for operational duties. Provision has been made to civilianise another 200 posts in this financial year.

An annual programme of efficiency scrutinies, first introduced in 1985, has resulted in significant savings and management improvements. In particular the scrutiny on overtime has led to a reduction of 10%, from £6 million a year, in the overtime budget. £450,000 a year is to be saved as a result of the scrutiny of the Metropolitan Police Band. A recently completed scrutiny of civil staff recruitment and retention should lead to considerable improvements in the management and use of civil staff. A scrutiny of abstractions from duty, aimed at improving the proportion of time each officer spends on operational duties, is due to report later in the summer.

Improvements have been made in resource management. Last year changes were made to the system of estimating, monitoring and controlling expenditure, to enable thorough probing of all bids for expenditure. The Commissioner is committed to the development and wider use of a range of output measurements and performance indicators.

In line with other parts of the public sector, I have asked the Met to consider whether any functions of the organisation could be better performed if contracted out. Some 660 cleaning posts have been contracted out. The contracting out of wheelclamping has resulted in a four-fold increase in clamping activity. The Metropolitan Police will shortly be testing the market for contracting out a part of their catering operations.

Accountancy advice has been brought into the Met's Finance Department, and a new computerised accounting system is being introduced. A procurement adviser has recommended action to improve procurement activities - improvements are already being demonstrated. Devolved budgets have been introduced on divisions in three of the eight Areas of the Met, and it is planned to extend this to all Areas by next year. In these and other ways, the Met is improving the use of its resources.

There are problems still to be tackled. For example, the report by the National Audit Office which was published earlier this week has drawn attention to the poor condition of police stations and to the need for better planning and management of the Metropolitan Police estate. The Home Office and the Metropolitan Police will be examined on this by the Committee of Public Accounts on Monday next. The capital programme is now focussed on operational buildings and in particular on modernising police stations. Planning

and managing the estate is being improved. Nevertheless much more needs to be done so that all the resources of the Metropolitan Police are used to provide an efficient and effective policing which the people of London expect and which I know the Commissioner wants to provide.

I recognise the value of external scrutiny of the Metropolitan Police. I was able to report last year that for the first time, at the Commissioner's invitation, Her Majesty's Inspectors of Constabulary had undertaken an independent inspection in the Metropolitan Police. A new Inspector was appointed on 1 April to help with the increased burden which inspections of the Metropolitan Police will place on the Inspectorate. Two inspections, one of 8 Area (the City of Westminster) and the other of the use of firearms by the Met, are being undertaken during the remainder of this year. These inspections will continue at about two each year and will augment the existing internal system of inspection in order to measure force efficiency. I can announce today that in common with inspection reports on provincial forces, Her Majesty's Inspectors' reports on the Met will be published from next year. Like the prison service, the police service is opening itself up for public discussion and examination to an unprecedented extent. I encourage this trend. The House should bear it in mind when it hears the next routine diatribe about the secretiveness of this Government.

This mixture of skills makes the job of an officer difficult. The hot-blooded boldness needed to tackle a criminal - possibly armed - in mid-flight might produce just the wrong results if an officer is called upon to cool the tempers of angry or frightened members of the community. It is small wonder that officers sometimes complain that too many difficult things are expected of them.

I sympathise with this concern; but policing deals with a massive range of human problems, demanding a wide range of techniques if they are to be successfully resolved,

The kind of imaginative policing seen in London and elsewhere over the past few years is strengthening the partnership between the police and the community, without which crime cannot properly be controlled.

The Metropolitan Police is working with other agencies to ensure that the best possible service is provided to those who are vulnerable as victims of crime in our community. Last month my Department published the Report of the Inter-Departmental Racial Attacks Group. The report commended the work of the Metropolitan Police in tackling racial incidents, citing in particular the Best Practice Guidelines for Recording and Monitoring Racial Attacks, issued in 1986. The Met is already taking part in a project in East London in which the local agencies are working with each other and with the community to tackle racial harassment.

Women and children are also especially vulnerable as victims of crime. The Metropolitan Police now have seven special victims' examination suites where women can be taken for examination, interview and, most important of all, advice and support. The Metropolitan Police were also pioneers in the inter-agency investigation of child sexual abuse. Many of the techniques in joint interviewing with the social services which were developed in the special unit at Bexley are now being incorporated as part of good practice throughout England and Wales.

Hon Members may be aware from recent television programmes of the initiatives to assist women who are victims of domestic violence. Following the introduction of a new Force Order requiring a more positive response to domestic violence, a specialist unit was set up at Tottenham police station. This has now been followed by 14 other units within the MPD. Each of the units collate reports of domestic violence, even where the woman withdraws her initial complaint. In every case, she is offered practical advice and support. She may be referred to a refuge or given help with finding emergency accommodation for herself and her children. If she is prepared to pursue her complaint, she will be offered support and advice through to the court proceedings and beyond if necessary.

All of these initiatives illustrate the style of policing which the Metropolitan Police are trying to develop. It is compassionate but firm. It is responsive

to the needs of the local community - with domestic violence in particular, the new units have arisen as local initiatives. And it extends beyond the bounds of traditional policing to co-operation with other agencies in serving the needs of victims.

The Metropolitan Police has joined in the Safer Cities initiative. This is a further example of the willingness of the police to work with others. The first two London projects, in Lewisham and Tower Hamlets, are now established. I can announce today that Islington and Wandsworth boroughs have agreed to join the Safer Cities programme, and I wish them every success.

One element of the police/public partnership which deserves particular mention is the Special Constabulary. The public want to help to make London's streets safer, and so many people greeted the arrival of the "Guardian Angels" earlier this year. I welcome the willingness to help which underlay that response, but it is not sensible to build up the use of unofficial and unaccountable squads in front-line policing.

I urge all those whose enthusiasm was kindled by the opportunities offered by the "Guardian Angels" to consider joining the Special Constabulary. The Specials have in the past sometimes felt like Cinderella. It is now openly acknowledged within the police service that Special Constables

have not always been treated or deployed as well as they ought to have been.

But that is changing. Following an efficiency scrutiny of the Metropolitan Special Constabulary last year, a wide range of measures are being implemented to improve the effectiveness, and attractiveness, of the Met Specials. A new recruitment campaign begins this summer. Training has been improved. And divisions are being encouraged to use their Special Constables on a wider range of duties.

An example of what can be done is Tooting division. Between August last year, when there were 20 Specials, and today, the division has managed to triple its number of Specials. They are attached to regular police reliefs, and play an important supporting role in policing the community. Initiatives of this kind are being encouraged throughout London and I hope that many more responsible citizens will take advantage of them.

I am also aware of the ideas which the Commissioner is considering to harness the enthusiasm of members of the public for a variety of community projects not requiring police powers. We certainly have no objection to pilot projects along these lines, under police supervision.

Any imaginative organisation committed to public service will be frustrated by the limitations of its human

and financial resources. Hon Members on both sides of the House will, like me, be familiar with the Metropolitan Police officer who tells us that if only they had another officer, or a car, or a computer, they could provide the community with a better service.

I understand that frustration. That is why we have increased the establishment of the Metropolitan Police to the record level of 28,415. The strength of the Metropolitan Police is now more than 5,000 higher than it was ten years ago. Over the same period, the Met's budget has grown by 60% in real terms. Further increases in the Metropolitan Police establishment, and in the supporting resources, are planned.

I should like to finish by commenting upon one of the most difficult but central issues facing the Metropolitan Police: quality of service.

Professionalism is - rightly - a key standard by which the police are judged. This professionalism is shown by the quality of service given to the public. It is fundamental to the professionalism of the police that the service they provide is that required by the public in all its diversity. The support of the public in turn helps the police to provide a better service to them, not least in detecting crime. But while the police must take the initiative in developing an effective relationship with their community, it is a process to which all of us must contribute.

In April, the Commissioner published his Statement of Common Purpose and Values for the 1990s. That Statement set out in simple, direct terms the underlying and enduring principles to which all employees of the Met should be committed.

It is easy to sneer at an endeavour - "it is mere window-dressing", "preaching against sin". But the Statement is a brave enterprise to acknowledge and rectify shortcomings in the service provided by the Metropolitan Police. We all hear deserved compliments about the Met; but there is also a steady trickle of complaints about the behaviour of Met officers; and such complaints are not usually about gross misconduct, but about discourtesy, off-handedness, arrogance, or lack of interest. That kind of complaint engenders disillusionment in the public; worse still, it eclipses the first-class service provided by the vast majority of officers.

The Commissioner has established a team dedicated to converting that Statement of Common Purpose and Values into action. It is upon action that this programme will be judged. I congratulate the staff associations in the Metropolitan Police for declaring their backing for the programme. It deserves our encouragement.

It is not every organisation which, in the midst of doing a difficult and dangerous job, would acknowledge its occasional faults and publicly commit itself to doing better. I have no doubt that the Commissioner has the support of the vast majority of the people of London in building upon the traditions of the Metropolitan Police to provide a service of which we can all be proud.



29. VI
1959



R 24/5.

MEMBERS' ROOM,
GUILDHALL,
LONDON,
EC2P 2EJ.

PERSONAL

24th May 1989

H.W. Horlock, MA, Deputy,
97 Defoe House,
Barbican,
London EC2Y 8DN.
Tel: 01-588 1602

Prime Minister
Simply to be aware that
you had to discuss an
invitation for 29 Nov

AT
25/5

Rt. Hon. Mrs Margaret Thatcher, FRS, MP,
10 Downing Street,
London,
SW1A 2AA

Dear Prime Minister,

Before you come to Guildhall next Friday, 26th May, for your Freedom Ceremony - to which we all greatly look forward - I think you will be interested to see the enclosed copy of the City Commissioner's Police Report for 1988-89, which I have recently presented in the Court of Common Council.

Knowing your interest in law and order, I am sure you will be especially pleased to note the reducing crime rates in certain areas and a recent unique City initiative called "Fraudstop".

I was very disappointed to learn from your letter dated 14th March last that you cannot come to our Police Committee Luncheon in the Mansion House on Wednesday, 29th November next: but naturally the enormous pressure on your time is fully understood.

It was extremely good of you later to go through your diary again to find a possible alternative date and I much appreciate your secretary's subsequent telephone call in that connection.

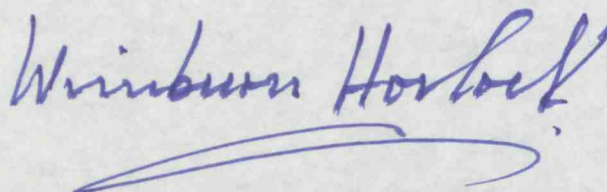
I can but reiterate that, if the unexpected happens and your engagements change, nothing would give us greater pleasure than to welcome you that day, however short the notice, in this the Sesquicentennial year of our City Force.

I am sure you will be pleased to know that last month the Corporation hosted a Guildhall Reception for the City Police and I attach one of the souvenir programmes used that evening when we were greatly honoured by the presence of Her Royal Highness The Princess of Wales.

-2-

Thank you for your continued interest in all aspects of police work. It was such a pleasure to meet you again after many years when you came to the Royal Ulster Constabulary Widows' Reception.

Yours Sincerely,

A handwritten signature in blue ink that reads "Winiburn Horlock". The signature is written in a cursive style with a long, sweeping underline that extends to the right.

Chairman
City of London Police Committee

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(H)

PRIME MINISTER

7 April 1989

POLICE EFFICIENCY

The Audit Commission will shortly publish a report on vehicle management in the police. I attach a summary at Annex A.

Police transport (excluding the Metropolitan Police) costs £120m a year. It is the largest non-pay item in police costs. The Audit Commission think that expenditure on vehicles could be reduced by up to 20% in many forces, with an overall saving of up to £25m a year.

The importance of the report lies in the light it casts on financial management within the police. This is not flattering. The picture reveals

- lax management;
- overmanning;
- outdated bonus schemes which positively encourage inefficiency;
- much idiosyncrasy in the choice of vehicles and special requirements, with little regard to cost;
- over-frequent servicing;
- (probably) over-provision of vehicles in some forces.

The Audit Commission say that in many ways the police manage their vehicles in the same way as local authorities did a decade ago. But since then local authorities have been required by legislation to become more competitive. As a result, local authorities have increasingly been dropping expensive and inefficient practices of the kind still practised by the police.

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The report has been shown in draft to a number of Chief Constables. None of them were critical. Jim Anderton is a firm supporter of the Audit Commission's work and asked them, against payment, to do a special study of vehicle management in the Greater Manchester Force.

But this does not mean that the report will not cause ripples when it emerges (early May).

First, the press are bound to play up the examples of police inefficiency. This will make the police defensive. But the close involvement of senior police chiefs in the Audit Commission's work will make it difficult for them to criticise the report.

Second, policemen will not all share the dawning perception of their seniors that the police cannot remain exempt from the drive for value for public money. Policemen like cars (and motorbikes), and the present system gives them quite a lot of scope to indulge their fancy without too much regard to cost. They are familiar with in-house servicing (the report points to contracting out), and have persuaded themselves that it is essential to provide the high standard of performance which they need.

This last argument starts to weaken on learning that ambulances are regularly serviced by private garages; and that the police use the private sector for major repairs to damaged police vehicles.

Way Forward

Following a letter from your private secretary, Douglas Hurd gave a speech in January to the Policy Studies Institute on the need to pursue increased efficiency in the police. It was the first time he had done so outside closed police circles.

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He referred to the various initiatives being pursued by the police themselves, the Inspectorate of Constabulary, the Home Office and the Audit Commission. He ended by saying that he had asked his officials to produce detailed plans for co-ordinated action in a number of areas.

This sounded like a new initiative. But when the Audit Commission, who were to be involved in the co-ordinated effort, asked what plans were in hand, they drew a blank. The 'plans' turn out to refer to the present situation in which there is rather haphazard contact between the Audit Commission and the Home Office.

There are elements in the police who see the dangers of acting like a dinosaur. But like any organisation, they will not change cosy ways unless they are given a clear message about the need for change. What is needed is a approach which works with the police, but does not let them off the hook on value for money.

The drive for this is currently coming from the Audit Commission with their programme of work on the police. But there needs to be a parallel impetus from the Home Office to underline the Government's political commitment to the Audit Commission's work. So far this is lacking.

Conclusion

You are having a bilateral with Douglas Hurd on 13 March. He could be asked:

- how work is going on the co-ordinated action plan for improving police efficiency which he outlined at the end of his speech to the Policy Studies' Institute;
- what he plans to say about police efficiency at the Police Federation Conference in mid-May.

Carolyn Sinclair
CAROLYN SINCLAIR

IN THE POLICE SERVICE

SUMMARY

After pay, transport is the largest item of police expenditure and typically accounts for over 20% of non-staff related costs (in total £120 million pa) (Exhibit S1). Vehicles underpin the operational effectiveness of the police; it is therefore vital that they are maintained to a high standard and are capable of performing in exacting conditions. For these reasons the Commission has carried out a study of vehicle fleet management in the police service.

The study has shown that, despite the function's importance to operations and the significant expenditure on it, vehicle fleet management has not generally received from police senior management the close scrutiny it warrants. This does not mean that either the safety of police vehicles or the operational effectiveness of the police have been jeopardised, but a direct consequence of this lack of attention is that there is scope in many forces for reducing the cost of transport by up to 20 percent.

One of the main problems is a lack of continuity in vehicle management, because police officers assigned to transport do not stay in post long enough. Other problems arise from a rather bureaucratic and uncommercial approach to fleet management.

To help achieve the potential for savings, the Commission makes a number of recommendations.

Firstly, management arrangements should be restructured so that responsibility for fleet management is delegated to a fully civilianised transport section that has professional expertise and acts as a 'contractor' to the force. Senior police management should focus on setting the standards for the transport section and monitoring its performance, but not become embroiled in day to day management.

Secondly, repair and maintenance costs should be reduced by:

- eliminating overmanning of both fitters and support staff;
- cutting out unnecessary routine maintenance;
- replacing or removing outdated bonus schemes;
- running the stores along more commercial lines.

Thirdly, more attention should be paid to vehicle acquisition and replacement to ensure that:

- maximum discounts are achieved when buying new vehicles;
- the benefits of standardising on vehicle makes are obtained;
- vehicles are replaced at the correct time to minimise whole life costs.

Finally, forces should examine how their fleets are allocated between users and, by closely monitoring vehicle utilisation, identify the scope for redeploying vehicles or reducing the fleet size.

COVERING

CONFIDENTIAL



collt.
(letter only)

FA

Prime Minister ²

mt *RC6*

- in attached folder ^{1/2}

Prime Minister

...

I enclose for your information an advance copy of the Government reply to the Home Affairs Committee report "Parliamentary accountability of the Police Complaints Authority." This will be published on Thursday 2 February at 3.30 pm.

I am sending a copy of this minute and of the Government reply to Tom King, George Younger, Nicholas Ridley, Malcolm Rifkind, John Wakeham and Patrick Mayhew.

Douglas Hurd

1 February 1989

COVERING CONFIDENTIAL



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2007
AM 9



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

24 January 1989

Prime Minister ⁽⁴⁾

Some interesting suggests a
pp 1-3, 5-6, 11-12, and
be considered on pp 16-17.

Dear Andrew,

AT 26/1

See also Policy Unit comment

The Home Secretary thought that the Prime Minister might wish to see the enclosed text of a speech which he is giving today about police efficiency to a seminar at the Policy Studies Institute.

Yours sincerely,
Philip Lawler

P J C MAWER

A Turnbull, Esq
Principal Private Secretary
10 Downing Street
LONDON SW1

HOME SECRETARY'S SPEECH TO THE POLICY STUDIES INSTITUTE -
24 JANUARY

Introduction

In my personal view the police service is the most important of our civilian public services. The argument for giving the police priority in allocating resources has been strengthened by the increasing complexity and range of the tasks which we have asked them to take on. More crime and drugs misuse; a greater threat of public disorder and terrorist action; new tasks such as the confiscation of the assets of drugs traffickers; and the major overhaul of police powers and procedures in the Police and Criminal Evidence Act. All these have had to be absorbed by the police.

Resources

The present Government came into office committed to re-
establish that priority. There has since 1979 been a huge
injection of resources into the police service. Expenditure has
increased from £1.1 billion in 1978/79 to a provision of £3.7
billion in 1988/89. The policing of London alone costs
£1 billion a year. This is an increase, in real terms, of 52%
over 1978/79. The increase over the same period for Defence

/expenditure

expenditure has been 9.1% and for gross expenditure on the NHS 37%. In April 1979 the size of the police service, including civilians, was 146,123. In September 1988 it was 166,844. The number of police officers has gone up from 111,493 to 124,737. +12%.

Nor is that the end of planned growth. In the coming financial year, 1989/90, the number of police officers will be increased by a further 1100, 800 of these in provincial forces. In addition to 300 more police officers in the Metropolitan Police, 200 additional civilian posts have been earmarked to release more police officers for operational duties. I am discussing further substantial increases for the years following 1989/90. The size of these further increases will depend partly on our estimate, after consulting the police, of future needs. But future investment, in the police like any other public service, must depend on the Government being satisfied that resources are being used to the best effect. In the case of the police, this means overwhelmingly the use of the men and women who work in the police service. Effectiveness and efficiency are not unrealistic phrases used by theoretical people far from the policeman's beat: they are an essential and reasonable precondition for increasing investment in the police.

Local services

I do not believe that the best way to ensure the most effective and efficient use of police resources is to tear up the Police Act 1964, or to change the basis by which this country is locally policed. I do not want to go into all the arguments about a national police force, but I do not believe that any gains which might accrue from such a change would outweigh the damage caused to local loyalties. We should have learned the lesson from the bureaucratic reforms of local government and the NHS in the early seventies. The police service draws its strength from the trust and confidence of the communities it serves. Our present system properly led and used should allow us to achieve economies of scale while maintaining the basic principle of service to a local community.

There are those who have suggested a Royal Commission on the police, for a wide variety of reasons, many of which are not particularly clear. The idea that a Royal Commission of real substance would simply recommend yet further increases for the police is well wide of the mark. This is not on my agenda. There are a number of policing issues on which we need to make early and substantial progress. But nothing grows under the arid shade of a Royal Commission. We need to get on with what needs to be done.

/But as we

But as we maintain the police as a local service within the present tripartite structure of responsibilities, we have to make absolutely sure that the 43 forces in England and Wales are not isolated from each other or the Home Office. On the contrary they need to work more and more closely together. We have some way to go with this process.

Police effectiveness

Recent years have produced an ever increasing level of co-operation between police forces and the Home Office. Organised crime, the terrorist threat, drug trafficking, the risk of large-scale public disorder - none of these can be tackled effectively by police forces acting in isolation. Their efforts must be properly coordinated, and supported where necessary with specialist expertise. Operations against drugs misuse, for example, have been supplemented by the establishment of drugs wings attached to Regional Crime Squads, by a National Drugs Intelligence Unit and a National Drugs Intelligence Coordinator.

Similarly, the effectiveness of the major police effort on crime prevention has been greatly increased through initiatives such as the Safer Cities programme, and central agencies such as the Crime Prevention Unit, the Crime Prevention Centre and the recently established Crime Concern. None of these weaken or

undermine local effort. On the contrary, the coordination of multi-agency activities greatly strengthens the impact of those activities on local problems.

This process will need continuous reappraisal and further development. I welcome the fact that the Association of Chief Police Officers has been able effectively to step up the level of cooperation, with other forces, with the Home Office and with outside agencies in tackling the many policing issues and problems which extend beyond force boundaries. The rate at which ACPO develops its role is a matter for its members; but I am sure it has a long way to grow yet.

Value for money

We have to ensure that all the resources devoted to policing are used to best effect. The Police Act shares this responsibility between chief officers of police, the police authorities and the Home Secretary.

Assessing performance

No-one can pretend that the assessment of police performance is easy. It is futile to regard a police force in the same way

/as you would

as you would examine a shoe factory. This was recognised in the recent report, by staff of the Policy Studies Institute, of an action research project in a provincial police force. Many of the products of the police are either unknowable (crimes that did not happen, disorder which did not take place, anxieties that were not aroused) or unmeasurable in a quantitative way. Some apparent measures of police performance, such as levels of recorded crime or clear-up rates, are notoriously misleading. They invariably represent the outcome of a wide variety of actions by all sorts of organisations and individuals as well as the police themselves. Much of its most important work - and success - is either hidden almost completely (the battle against terrorists, organised crime, international drug trafficking) or comes to light long after the actual events.

This does not in any way remove or reduce our responsibility to achieve maximum value for money. It just makes the task more complicated. The absence of unambiguous measures means that the value of policing must be assessed with full regard to these unquantifiable factors. There are several ways in which this can be done.

Good management practice

An essential task is to apply the principles of good management practice which are valid in all organisations. Home Office Circular 114/1983 set out the application of these principles in the police service. It covered matters such as consultation with police authorities and local communities; the determination of priorities; the formulation of objectives; the systematic evaluation of performance; and the full use of information technology and scientific developments.

A further circular was issued last month which reinforced these principles and spelt out in more detail the criteria which I apply in considering applications from police authorities for increases in police establishments. I need to be satisfied that forces have thoroughly reviewed the way in which existing resources are being directed, including whether there is further scope for freeing police officers for operational duties by the employment of civilians and technical support. Applications will have to pinpoint the specific duties for which additional posts are required, what they are intended to achieve, and the criteria by which the achievement of these objectives will be assessed. The effect of approved increases, and of any earlier increases, will be monitored by HM Inspectors of Constabulary.

/HM Inspectorate

HM Inspectorate

HM Inspectorate has a key role in the assessment of police performance. HMIs advise me on applications for increases in manpower, and report to me every year on the efficiency of all provincial police forces. They encourage the take-up of good practice in operational as well as administrative areas. They use their computer system to analyse in a standard way a wide range of information about police activity and resources. The comparative data which this produces is a useful diagnostic tool for the Inspectorate, and is being used increasingly by forces themselves to help them in deciding how to deploy those resources. There is scope for the collaborative development of this process, which combines professional judgement and the better use of data to produce a much clearer view of what constitutes good policing practice, and how police managers can best evaluate their achievements.

Audit Commission

The value of this sort of approach is also apparent in the work of the Audit Commission. They too have used comparative data to identify good practice and target standards of performance. The results of the Commission's work will be used

/by District

meet its needs for uniformed officers by civilianising posts previously occupied by police officers. In the last five years or so the police service has released some 3,300 police officers in this way for operational duties. Following consultation with the police and the local authority associations, a Home Office circular on civilians in the police service has been issued, with a checklist of areas capable of civilianisation. Civilians cost roughly half as much as a police officer.

The Metropolitan Police have annual targets for civilianising police posts, and they have identified over 1,300 posts now held by police officers which could be taken over by civilian staff for this purpose. The main constraint on progress in the Met is their ability to recruit civilians in the highly competitive London job market.

This process is continuing to bear fruit. In one year alone, 1987/88, 117 police officers were redeployed through civilianisation in West Yorkshire. In Cambridgeshire the figure was 23, in Cheshire 82, in Hertfordshire 25, in Humberside and in Leicestershire 43, in Merseyside 82, in North Wales 8, in Surrey 52, in the West Midlands 168.

/Another productive

Examples of VFM

Another productive area for improved efficiency is the streamlining of procedures and the elimination of unnecessary paperwork. This is an essential preliminary step in improving the efficiency of administrative support for operational police officers. Many forces have improved efficiency in this way. In 1987/88 the West Midlands showed a 12% increase in productivity. The Thames Valley force released the equivalent of 82 officers for operational duty; Gloucestershire saved over 10,500 mandays per annum. In Wiltshire more than 6% more officers were available for operations. These are policemen returning to the beat.

There are many other examples of improvements in value for money. Stress monitoring and sickness counselling in Bedfordshire and Derbyshire saved the equivalent of 25 man years between them in one year alone. Cleveland saved over 2,000 manhours per annum through changes in communications and their alarms policy. Cumbria improved their fingerprint identification rate from 12% to 22% through switching to a force fingerprint bureau. Dorset and Essex reduced by half the time taken to complete complex custody records by using information technology. Durham reduced by 80% the time taken to carry out vehicle

/inspections by

inspections by establishing vehicle examination clinics. Dyfed Powys reduced the cost of vehicles used by the drugs squad by £1,000 per vehicle. Tape-recording in Essex has reduced interviewing time by 75%. High profile patrolling in Gwent was accompanied by a reduction in accidents by 155, and in fatalities by 50%. . . . I could go on, but time is limited so I shall stop there, with apologies to those forces which come after G.

The benefits of some initiatives have still to be fully assessed. Kent and some other forces are introducing devolved budgeting to bring financial and operational management more closely into line. Surrey is introducing a system which they have called "total geographic policing". The efficiency scrutiny technique, which has proved so valuable in improving value for money in the Civil Service, is now being used by provincial forces.

Developments such as these must be fully appraised to enable all forces to benefit from the successful initiatives of others; to take forward the formulation of good practice; and to bring the achievements to wider public attention. I shall be looking to HM Inspectorate and the Home Office to take the lead on this.

/Police training

Training

Police training has been radically reviewed to meet the requirements of the present day and is being developed with full regard to the importance of systematic decision making. Training of supervisory staff at all levels includes attention to conscious management of resources, whether of manpower or finance. The teaching of key management principles, techniques and practices is central to all the training programmes now provided at the Police Staff College at Bramshill. In its Command Courses the College seeks to develop an individual officer's managerial skills progressively in a logical and coherent manner throughout his career. Whether it is in the general management of resources and personnel, or in their operational deployment in the prevention and detection of crime, the basic principles of effective, efficient and economic management apply.

Metropolitan Police

As police authority for the Metropolitan Police, I take a particularly close interest in the value for money which the Commissioner obtains from the resources under his control. Efficiency scrutinies were introduced in the Met in 1985, and

/there is now

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.

A number of other VFM initiatives have been implemented. HM Inspectorate last year undertook 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 this makes sense. 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 cost; 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 technique.

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. The development of a range of performance indicators and output measures should help to evaluate the achievement of force goals and to focus resources and effort where they are most needed. It is

/encouraging that

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. Once again, policemen returning to the beat.

The way forward

But we cannot yet by any means be satisfied. The most important question is where do we go from here? The determined pursuit of improved efficiency is vital. Those who apply the spur are not always popular, but we have to stimulate further progress by all the means at our disposal. There is certainly no shortage of activity on value for money. The police service, HM Inspectors of Constabulary, the Home Office, the Audit Commission, the police authorities, independent research organisations like the PSI are all producing information and ideas about value for money in the police service, which need to be brought together in a coherent and sensible way. Better co-ordination of effort holds the key to a new phase of substantial progress. I have asked my officials to produce detailed plans for concentrating effort on those matters which it can be agreed will produce better value for money. I shall expect the plans to involve the police and the police authorities in co-ordinated action on:

/ - the better

- the better analysis of data in monitoring the use of resources
- agreed criteria by which police performance may be more systematically assessed.
- agreed processes for the identification and adoption of good practice.
- obtaining maximum benefit from the work of outside agencies such as the Audit Commission.
- the encouragement of public interest and involvement.

This will mean more work particularly for the Home Office and HM Inspectorate of Constabulary. I recently announced the appointment of an additional HMI and support staff for this and other tasks.

Conclusion

Over the last 2 or 3 years there has certainly been a great leap forward in thinking about value for money in the police service. I am sure that there were some within the service who

/viewed this

viewed this with a certain amount of suspicion. I hope I have made it clear that value for money does not mean a narrow search for economies. It means finding the best way of using valuable resources to achieve policing objectives of a consistently high standard. It means providing training which properly prepares police officers for their difficult management tasks. It means building on the enduring police strengths of leadership and public service. Improving value for money not only produces much needed additional capacity. It also produces a tauter, brisker police service in which it is a greater satisfaction to serve.

24.1
11-0

E.R.

Tuesday, 24th January, 1989

Written No.

: 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 1989.

MR. DOUGLAS HURD

I am placing copies of the Commissioner's Strategy Statement for 1989 in the Library of the House today. I am also sending copies 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 strategy.

CONFIDENTIAL

MR TURNBULL

24 January 1989

METROPOLITAN POLICE: STRATEGY STATEMENT FOR 1989

1. I agree that this is a pretty uninteresting document. I hardly think it worth showing to the Prime Minister.
2. The Metropolitan Police are trying to come to terms with a world in which inputs are related to outputs, with the latter being measured as far as possible. They grudgingly accept that if men and money are limited, priorities need to be decided. But they have hardly got to first base in implementing any of these nostrums. They cannot, for example, provide a breakdown of the cost of individual police functions.
3. The Commissioner's Strategy Statement, which is published, emerges from a collective policy discussion in the autumn. I attach a photocopy of part of the briefing. You will see that somebody in the Met recognises the link between inputs and outputs, and the need to make choices, but the Strategy Statement shows little evidence of this.
4. I also attach an example of a Divisional Report (could you please return?). These are not published. They are more interesting than the Strategy Statement. But I have been struck by the fact that none of them gives the divisional complement as compared with previous years; nor do they ever say how many man-weeks or man-years were devoted to the initiatives whose outcome is sometimes measured. Where officers were concentrated on a particular task, we are not told where effort was correspondingly reduced, nor the effects of this.
5. The Commissioner's Statement refers to a report by Wolff

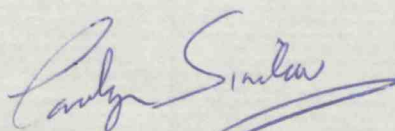
Olins on the corporate identity of the Metropolitan Police. They made some good points, and it was brave of the Commissioner to publish it. But it is far from being a blueprint for an efficient and effective service.

Encouraging Developments

- (i) Peter Imbert wants to appoint 2 non-executive directors to the Force's Policy Committee (currently composed of senior Met policemen and a Deputy Secretary from the Home Office). This could help to instill more businesslike attitudes. I am checking how far this idea ^{has} got.
- (ii) Douglas Hurd is subjecting the Met to inspection by HM Inspectorate of Constabulary. Previously all inspection by the Met was in-house - a pretty unhealthy state of affairs.
- (iii) The Audit Commission are doing some interesting work on police efficiency. This could turn out to be better than anything done so far by HM Inspectorate. But unfortunately the Audit Commission's writ does not run to the Met. We could change this - I gather the Audit Commission have been asked to look at the NHS which is centrally rather than locally funded.

Conclusion

The Met are trying, but I think they could do a lot better. I suspect the antique relationship with the Home Office does not help, but that is a difficulty which will probably have to be skirted round.



CAROLYN SINCLAIR

12.2. Corporate Strategy

12.2.1 Section 2 of Part 1 argues the need for the Force to develop a long-term corporate strategy. This is a statement of what goals it seeks to achieve, in terms of what services it will provide, and of how it will deploy its resources to achieve them. Such a strategy is essential to provide the focus for the development of lower-level strategies and for the selection of meaningful performance measures. Arguably, the greater the degree of diversity and decentralisation of operational control within an organisation, the greater is the need for corporate strategy. Equally, the delegation of operational decision-making should free those at the centre to concentrate on corporate matters.

12.2.2 Any strategy must be developed in the light of the requirements of the customers of the organisation; the external environment and the opportunities and threats it presents; and the strengths and weaknesses of the organisation's resources.

12.2.3 Strategy formulation provides no quick and simple answers. The process is likely to be lengthy, particularly in an organisation providing such a wide range of services as the Metropolitan Police. The process will cover much ground which has been debated previously, but with a different emphasis. The major difference between strategy formulation and goal setting is that strategy goes further i.e. it states not only what will be aimed for but also how. It involves an explicit acknowledgement that it is not possible to do everything, that the total pool of resources is limited and that to dedicate more to one area inevitably means less to another i.e. priorities must be decided.

12.2.4 A vital complement to strategy formulation is the development of a sense of mission (as distinct from a simple mission statement). The aim is to strike an emotional chord in all members of the organisation so that they feel good when they are in accordance with the standards of the organisation or feel conversely that they have let themselves and the organisation down when they fail.

12.2.5 The following broad questions are relevant to a discussion of corporate strategy formulation.

What services should we be providing, in what order of priority, and how? Who is the customer?

The main resource for providing our services is often a highly-trained, expensive police officer. Do all the services require the skills of this resource or could they be provided to the same standard but more economically by other means (inside or outside the organisation)?

Is there a limit beyond which further resources achieve little extra? How should the allocation of manpower and other resources be decided?

A "mission statement" may be one means of uniting the large and diverse organisation that is this Force into a cohesive whole, imbued with the concept of service. However, a poorly-thought out mission statement could be unhelpful or even counter productive. What should such a mission statement contain?



10 DOWNING STREET

Ms Sinclair *See sep. memo*

I started to read this sympathetically, with the intention of showing it to the Prime Minister. But it seems to me to degenerate into a list of activities with no priority and no targets.

Is this really the best the Met can do?

AT

23/11

Robin Harris

Agriculture in Milton.

Conservative Personal Dept.

o/o
From: THE PRIVATE SECRETARY



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

23 January 1989

NDPM
BT 24/1
Dear Andrew,

.... The Home Secretary thought that the Prime Minister would like to see the enclosed copy of the 1989 strategy statement which he has received from the Commissioner of the Metropolitan Police, which is to be published tomorrow. I also enclose a copy of the Written Answer which will be given to announce the statement's publication.

The Home Secretary has discussed the 1989 statement with the Commissioner and has agreed with him the general principles outlined in his strategy.

Yours sincerely,
P J C Mawer

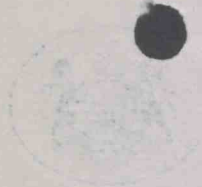
P J C MAWER

Andrew Turnbull, Esq.

How Old

1911-1912

1911-1912



PART 2 ends:-

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

PART 3 begins:-

HO to AT 23/1/89



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