

CEBG



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

18 December 1985

Dear Sir,

CRIME PREVENTION

File with MEA.

In my letter of 20 November I said that detailed proposals for the seminar would be coming forward after the Home Secretary's meeting with Ministers from the other departments concerned on 3 December. The Home Secretary has asked me to forward the attached material for the Prime Minister's consideration. It is arranged as follows:-

Annex A: Prime Minister's introductory speaking note. As we discussed earlier, this should be short and should give stark exposure to the problems and draw on examples and successes.

Annex B: Chairman's brief for the Prime Minister.

Annex C: Background note.

Annex D: A question and answer brief.

Annexes C and D are for background use and for reference as necessary. Departmental Ministers who will be present at the seminar will naturally be more fully briefed on their topics.

I attach immediately below a list of those who might attend from within Government, in addition to those to whom invitations have already been sent.

I also attach a draft letter to follow-up your letter of 2 December to participants from outside Government in which you said that further material, including an agenda, would be sent nearer the time. I know that you were looking to the Home Office to send this out, but you might feel on reflection that it would be more appropriate for the letter to go on No 10 notepaper.

As to publicity, we see advantage in as much pre-publicity as the occasion will stand as this will be an evening seminar. The Home Secretary is attracted to a press notice including possibly a statement from the Prime Minister to be issued at the Tuesday, 4 pm lobby which would give as much information as possible about the aims of the seminar and who is taking part. The Home Secretary would in any case be available to brief any press and speak to the broadcast media immediately after the seminar. Some further thoughts on publicity are annexed.

/I note

Mark Addison Esq

I note you reduced the TUC representatives to one. The Home Secretary sees some advantage in having a second. If you agree, you may like to ask the TUC whether Mr Willis might like to bring a colleague, perhaps Mr Morris, Assistant Secretary of the TGWU, in view of his interest in violent crime.

I am copying this letter to Rob Smith (Department of Education and Science), Geoff Dart (Department of Energy), John Graham (Scottish Office), Colin Williams (Welsh Office), Tony Laurance (Department of Health and Social Security), Richard Allen (Department of Transport), Robin Young (Department of the Environment), Jim Daniell (Northern Ireland Office) and Leigh Lewis (Department of Employment).

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Met 24/2

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S. Boys Smith

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PRIME MINISTER'S SEMINAR 8 JANUARY: GOVERNMENT REPRESENTATION

Department of Trade and Industry

Mr Michael Howard and
Sir Brian Hayes

Home Office

Rt Hon Douglas Hurd, Mr
Giles Shaw, Sir Brian Cubbon,
Mr N C Abbott, Mr K H Heal

Department of Education and Science

Mr Christopher Patten and
Mr Walter Ulrich

Department of Energy

Mr Alistair Goodlad and
Mr John Guinness

Scottish Office

Rt Hon George Younger and
Mr William Reid.

Welsh Office

Rt Hon Nicholas Edwards and
Mr John Davies

Department of Health and Social Security

Mr Ray Whitney and
Sir Kenneth Stowe

Department of Transport

Rt Hon Nicholas Ridley and
Mr William Knighton

Department of the Environment

Kenneth Baker
Mr ~~John Patten~~ and
Mr Terence Heiser

Northern Ireland Office

Mr Nicholas Scott and
Mr Anthony Brennan

Department of Employment

Mr Peter Bottomley and
Mr John Rimmington (Director
General, HSE)

CRIME PREVENTION SEMINAR: PUBLICITY

Successful publicity is an important objective. As much pre-publicity as the occasion will stand is needed for two reasons in particular. First, the popular press have seen, and will want to continue to see, the seminar as a response to violent crime. This perception cannot be shifted completely but it is important that sight is not lost of the broader initiative to industry and other institutions. Secondly, the timing of the seminar reduces the opportunity for publicising any outcome in the next morning's press.

2. Public Relations Branch, Home Office, are already negotiating for the Home Secretary to participate in a Tuesday Call Radio 4 programme on Crime Prevention on the day before the seminar. It is also proposed that the Home Office should seek a slot in the Today Programme and/or World at One on the Wednesday. Home Affairs television correspondents can be reminded to prepare material for a news item. A press notice including possibly a statement from the Prime Minister could be issued at the Tuesday 4 pm lobby and should give as much as possible on the aims of the seminar and the expected participation. The Home Office can support this with material to encourage crime prevention features on the day of the conference. The possibility of coverage on the early evening bulletins and in Wednesday morning's press would be much increased by providing some facilities for television cameras and a stills photographer inside No 10 to film guests arriving and mingling at the start of the seminar. Against that must be weighed the inconvenience to No 10 and the seminar organisers.

3. A further possibility is to prepare a statement to be adapted during the seminar and which would be issued immediately after the gathering. A Minister, probably the Home Secretary, should in any case be available to brief any press and speak to the broadcast media after the seminar.

3. If the CBI could be persuaded to put out a statement on Wednesday evening this might help to keep the story in the early morning news bulletins. In any case, the CBI and perhaps others, for example the motor manufacturers, should be encouraged to put themselves forward for comment and participation in programmes like You and Yours or Woman's Hour or Today if they can be persuaded to do a follow-up on the day after the seminar. The Home Office is considering what further publicity initiatives can be built on the event, for example briefing City editors, property editors and so forth.

TO	ENCLOSURES	COPIES TO BE SENT TO
Invitees to the Prime Minister's seminar from <u>outside Government</u> (FULL POSTAL ADDRESS)	List of participants in the seminar and draft agenda	(FULL ADDRESSES, IF NECESSARY)

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CRIME PREVENTION SEMINAR: PRIME MINISTER'S OPENING REMARKS

Welcome to this seminar to which I personally attach great importance. Crime, and increasingly the fear of crime, are among our most pressing problems. They are of increasing concern to the people of this country whatever their political views. I am thinking particularly of those who are most vulnerable, for example the elderly. For many people fear of crime has become a dominant feature of their lives.

Crime is costly in social and economic terms; it is debilitating; and it runs counter to civilised society. Crime is of course headline news. Crime prevention is not, but we must change the image. Our objective is to establish and sustain effective prevention measures. We cannot cover everything this afternoon. My purpose in convening this seminar is to concentrate on areas where practical steps can be taken now to reduce opportunities for crime.

Before we discuss objectives and settle a plan of action, I would like to make one or two points. First, we strongly support the police. Our stand against the perpetrators of crime is resolute: our legislative programme speaks for itself. But there is more to coping with crime than strengthening the criminal justice system, vital though that is. This seminar concentrates on reducing opportunities for crime. We are not today addressing the causes of criminality or the treatment of offenders. Our present purpose is to identify the scope for preventive action, particularly in the community. It is there that the preventive response must have its roots. Crime prevention is not the exclusive responsibility of the police and the Home Office. It is a responsibility of all those whose work or position of authority gives them influence in reducing opportunities for crime. Home Office and police representation at this seminar is greatly outnumbered, rightly, by others in the public service and particularly in industry. It is largely to industry that I wish to turn today to ask what you are doing at present, what further practical steps can be taken which will have a decisive impact, and how can we all change attitudes to crime prevention; we need a vigorous attack not only on crime, but on lethargy.

The problem is formidable. Reported crime is running in excess of 3 million crimes a year with an unreported figure probably at around the 12 million mark. Last year nearly half a million burglaries were reported to the police: as many again were not reported. There were 800,000 thefts of, or from, vehicles. The average annual percentage increase in burglary over the past decade is 8.3%. There were 114,000 crimes of violence against the person last year and that figure excludes sexual offences and robbery.

With the necessary commitment, much crime can be prevented. Neighbourhood Watch has got off to an excellent start: there are over 7,000 schemes now. Avon and Somerset show an overall reduction in crime of 22%; Mollington in Cheshire reports no burglaries in the 18 months after the introduction of Neighbourhood Watch. Property marking and physical security can reduce residential burglary without turning our homes into fortresses. Recent research has shown that property marking too can reduce burglary significantly. In a recent South Wales experiment, where due to great efforts by the police there was a very high take up rate, there was a 40% reduction in burglary. Chemist shops which have taken proper precautions have greatly reduced the theft of drugs. Locking systems recently introduced on some makes of car are making life much harder for the car thief. So there are successes to support our conviction that crime prevention measures can work, and this is the message we must get across. Design solutions have much to offer when reducing opportunities for crime.

Each of you has a list of the topics for discussion. I hope that by the end of this seminar we can agree objectives to be translated into action. The effort required is considerable but the rewards of success will be significant in improving the quality of life and in giving people confidence. We have selected the broad headings of residential burglary, autocrime, violence against the person and crime in the workplace because there are measures that can be taken, or set in hand, now which can produce results. In discussion, participants will wish to discuss frankly the difficulties to be overcome but I think we should all keep at the back of our minds the scale of the problem and the alarming trends of recent years. If we give the problem of crime the attention it deserves, then the prevention of crime must occupy much of our discussion and even more of our activity throughout 1986.

Before we turn to the objectives I am going to ask Sir Brian Cubbon to say something about the broad Home office approach to crime prevention in which today's work fits.

CRIME PREVENTION SEMINAR: CHAIRMAN'S BRIEF

Autocrime

Car Crime.

Speaking Note

Autocrime constitutes the largest category of reported crime (25%). Annual cost to the police £10m and to the motoring public £270m. This is the more unacceptable because practical preventive measures are possible. A British Standard for car security is the first step and it then needs to be implemented. The condition for progress is to create, through effective publicity, a demand for more secure cars. Motor manufacturers, the insurance industry and government all have a role. Targets identified form a package for a new generation of more secure cars.

(a) A British Standard for car security

W 60% for individual cars

2. BSI to agree to draw up a new standard setting out minimum standards for car construction including more secure locks, immobilising devices and body work features. Publication of the standard by Autumn 1986, and motor manufacturers to agree to participate in the production of this Standard.

3. DTP to outline nature of proposed standard, progress made in getting work done and under way and date of completion. Mr Spickemel (BSI), Mr Toy (Ford), Mr Horrocks (BL) to comment. On implementation, the Prime Minister might like to say that we look to motor manufacturers to implement the new standard voluntarily. The Government will consider working for European legislation in the form of an EC Directive but the difficulties in achieving this should not be underestimated. We must begin to design cars with better security in months, not years.

(b) The creation of demand for more secure cars

OBJECTIVE

- (i) Motor manufacturers to develop public demand through advertising,
- (ii) Motor manufacturers to offer improvements as optional extras,
- (iii) Insurance industry to create incentives for policy holders, and

(iv) DTp and Home Office (HO) to give priority to autocrime in their publicity.

4. Mr Horrocks and Mr Toy to respond to (i) and (ii). Mr Corby (Chief Executive, Prudential and Chairman of the Association of British Insurers) and Mr Horsford (Chief Executive, Royal and Chairman of the ABI's General Insurance Board) to respond and DTI to comment on (iii). HO and DTp to respond to (iv). The insurers will say that the theft component in car premiums is too small for effective incentives to be created. Nevertheless, the industry should keep the matter under review and, once the standard is in place, consider if some improvement is possible.

Residential Burglary

Speaking Note

BURGLARY
30% 1 Burglary: - no forced entry

5. There was a recorded domestic burglary in 1984 once every 66 seconds. Although more than half of the property stolen is valued at under £100 the total value last year is nevertheless estimated at some £245m. The need for fresh action is sharpened by the distress that this offence often produces. Like autocrime, burglary is usually opportunistic and committed by young people. We need to persuade house builders, local authorities and home owners to design, locate, equip and use their homes so as to lessen their vulnerability. The Government will continue to publicise the need to protect homes and the police will continue to offer expert advice, but we look to industry for a major contribution too.

(a) The role of the insurance industry

- OBJECTIVE 6. The insurance industry to establish the scope for movement on differential premiums, no claims bonuses and excess on claims; and to indicate the contribution which they can make in other areas.

7. Mr Corby and Mr Horsford to respond. HO and DTI to comment. The industry will say that there is little scope for the creation of incentives through changes in their commercial operations, but they will offer increased sponsorship. The latter can be welcomed but the Prime Minister will wish to seek an undertaking from ABI that its members acknowledge the responsibility for encouraging crime prevention and that they will do more to persuade individual companies to make

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crime prevention part of their active concerns.

(b) The advisory security package for inner city households

OBJECTIVE

8. The Home Office Standing Conference on Crime Prevention to develop advice on a package of security measures, drawing on the "Security of Buildings against Crime: Part 1: dwellings", which is to be published in February by BSI.

9. HO to respond. Mr Spickernell to comment. Note that full recommendations may be too expensive to be adopted by the public or the building industry: these have been costed at £450 a new built house. There is a need for a cheap but effective package for existing housing.

(c) A crime prevention project sponsored by the National Housebuilding Council

OBJECTIVE

10. NHBC to announce that it will sponsor an action research project to take special account of cost effective security measures in the design and construction of new private residential estates.

11. Mr Tait (NHBC) to respond and Mr Rolland (RIBA) and Mr Pye (HBF) to comment. DoE to comment.

(d) A handbook of best practice on design modifications to local authority estates, including estates security

OBJECTIVE

12. (i) DoE to produce both a handbook of best practice on improvements to existing local authority estates, including estate security, and a handbook on estate management.

(ii) DoE to urge local authority associations to agree to recommend to their members that such measures are considered and introduced where possible in conjunction with local management on estates which are difficult to manage and where the crime rate is high; and to explain the role of the urban Housing Renewal Unit in targeting housing and urban programme resources to such estates.

Mrs Power, consultant to DoE, to explain the Priority Estates Project approach to reducing crime on estates. Mr Layden (AMA), and Mr Morgan (ADC) to respond to (i) and (ii). (See question 7 in the question and answer brief for note on funding.)

Mr Greenwell (SOLACE) can be expected to make a helpful and supportive contribution. DoE to comment.

(e) The phasing out of coin operated gas and electricity meters

- OBJECTIVE 13. Gas and electricity industries to be urged to phase out coin meters.
14. Sir Denis Rook (British Gas Corporation) and Mr Plumpton (Electricity Council) to respond. DEn, HO and Mrs Simmonds (Consumer Council) to comment. The industries should be asked whether they can offer a timetable for phasing out coin meters. British Gas should be pressed to explain the particular difficulties for them

Violent Crime

Speaking Note

15. Violent crime is repugnant and deserves priority. It takes many forms, its causes are diverse and there is not time today to tackle the whole of this subject. I should like to focus on the areas of violence set out in the objectives.

(a) An advisory package on commercial robbery

- OBJECTIVE 16. Home Office Standing Conference to produce an advisory package of preventive techniques to protect commercial concerns such as banks, building societies and sub-post offices from robbery.
17. HO to be asked to outline the nature of the proposed package. The main concerns likely to be expressed will relate to cost and whether the Government will provide finance. In response it can be said that preventive techniques rely as much on good practice and changing attitudes as on expenditure.

(b) Advice on prevention of violence to bus crews

- OBJECTIVE 18. The Working Group on Violence to Road Transport Staff chaired by DTp to produce by March 1986 a report containing specific advice for local application to be disseminated by relevant government departments.
19. DTp to describe the study and how its findings will be disseminated. HO and DEm/HSE to comment on dissemination. Mr Telford Beasley (LRT) to respond. TUC may press for commitments on measures to protect staff, for resources to implement them and to maintenance of staffing levels to reduce opportunities for violence. The answer at this stage is to await the results of the study and then consider

implications.

(c) Prevention of violence on the London underground

OBJECTIVE

20. | Dtp and LRT to conduct an urgent study of crime including violence to passengers and staff on the underground.

21. | DTp and Mr Telford Beasley to outline the study. The TUC is likely to press as in (b) and the same response can be given.

(d) Prevention of violence to staff

OBJECTIVE

22. | HSE's Committee on Violence to Staff to be asked to produce a report by mid-1986 which will set out initial guidance to industry on how to cope with this problem.

23. | DEM to describe the work of the Committee. Sir Terence Beckett and Mr Willis to respond and to comment on how they will co-operate with recommendations made. Both CBI and TUC are likely to press for resources to explore new measures (see question 20 in q and a brief).

(e) Prevention of violence to NHS staff

OBJECTIVE

24. | HSE to be asked to ensure that the Working Group on Violence to NHS Staff produces a report for the HSC by mid-1986 containing specific advice for local application by health authorities which the health departments would then disseminate.

25. | HSE to describe the nature of the report and how they plan to disseminate it. DHSS and Mr Willis to comment.

(f) Prevention of violence associated with licensed premises

OBJECTIVE

26. | HO to join with main national associations of the licensed trade to devise best practice aimed at the reduction of crime and anti-social behaviour associated with licensed premises.

27. | HO to outline key points for best practice. Mr Thompson (Allied Lyons) to respond and DEM to comment. Fears may be expressed about restrictions to licensed premises. Mr Thompson may argue that violence rarely takes place in pubs but rather outside where it is not their responsibility and it may be suggested that off-licences and supermarkets are more to blame. But there is a clear link

E. between alcohol and crime and it is part of the licensing trade's responsibility to help tackle it.

(g) Violence to the public

Home Security

OBJECTIVE

28. HO to produce an advisory publicity package advising the public and particularly women, on practical steps they can take to reduce the likelihood of being violently attacked and how to respond in the event of an attack. HO and ACPO to produce best practice notes on police procedures and techniques for dealing with victims of rape and attack; with special attention to the recent report of the Woman's National commission on violence against women.

29. HO to be asked to describe what will be considered and the audience at which the package will be aimed. Mr Bailey, Sir Kenneth Newman, W Chief Supt Wagstaffe and Mr Boyd ^{to comment} ~~as well as Ms Reeves (National Association of Victim Support Schemes) to comment.~~ (Also see appendix I for recent report by the National Women's Commission.)

Crime in the Workplace

WORK PLACE

Speaking Note

30. Crime in the workplace has received little attention but there is scope for effective action. It is the responsibility of every manager, and staff too should be alert to crime and ready to tackle it. Over a quarter of a million offences from shops were reported by the police in England and Wales in 1984. It is estimated that shop theft accounts for the loss of goods valued at around £1b a year. In London a school or college is 38 times more likely to be burgled than a residential dwelling. So action is needed.

Handling

31. In turning to the topics' objectives, discussion should be focussed on crime against employers committed by those other than staff, and crime against employees and members of the public (nurses and shop assistants, patients and shoppers). Crime by employees is a sensitive issue for the TUC and the Association for the Prevention of Theft in Shops and opportunities for progress on other issues may be lost if employee crime is addressed directly.

(a) Security in the health service

OBJECTIVE

32. (i) Health departments to ensure that the security strategies devised by health authorities are operating satisfactorily, and that full account is taken of the findings of HSE's Group on Violence to

National Health Staff.

- (ii) Health authorities with health departments to pursue the problem of theft in the NHS and to devise ways of reducing it.
- (iii) Health departments to work with the National Health Training Authority to deliver crime prevention training for NHS staff.

← DHSS Scottish Office, and Welsh Office, to respond and Mr Grogott (Cheshire Health Authority) and Mr Shaw (Barking, Havering and Brentwood Health Authority) to comment. Discussion should identify how effective local solutions can be implemented.

(b) Shop theft and crime in shopping centres

OBJECTIVE

33.

- (i) Retail trade, with the support of HO to design and introduce measures to protect retailers from theft and monitor their effectiveness.
- (ii) (HO to convene a working party to study the problems within shopping centres and develop preventive measures to be taken in respect of their design, construction and management.)

← 34. Baroness Phillips to open discussion on the first objective and Mr Giles Shaw on the second. Mr Hornsby (British Retailers' Association) and the local authority association representatives may wish to comment. Retailers may argue that it is the job of the police to reduce crime. But when commercial activity provides, through poor management or sales procedure, opportunities for crime action must lie with the retailer. (See question 29 of q and a brief.)

(c) Crime in schools

OBJECTIVE

- (i) DES to sponsor a research study on the nature and extent of wilful damage to buildings and property and on cost effective and practical solutions.
- (ii) DES in consultation with selected local education authorities to gather, collate and disseminate examples of good crime prevention practice in schools.

← DES can comment on the purpose of the proposed research and say when results will be available. Mr Burn (Head of Longbenton High School) who was incidentally on

the Archbishop of Canterbury's Commission, a point to which the Prime Minister may wish to refer, Mr Buchan (Sunderland Education Authority) and Mr Wolpert (Architect, Avon and Somerset) to comment on what steps local authorities should take to ensure that good practice is followed in schools. As to the Government making more money available, resources need to be re-deployed to where they will be most effective.

At the conclusion of the discussion of objectives, the Prime Minister might turn to the Home Secretary for any comments on the proposals taken as a whole and she might at this point invite the Home Secretary to chair a follow-up seminar in the early summer to take stock of progress in each area and to report to her. After the Home Secretary has spoken, the Prime Minister might like to bring the formal proceedings to a close.

Personal & Local involvement

WOMEN'S NATIONAL COMMISSION REPORT ON VIOLENCE AGAINST WOMEN

This document, which has just been published, covers 2 main issues: rape and domestic violence. It is a sensible and helpful document and will be taken seriously. It has recommendations for a number of Departments, but the Home Office and the police are the main targets.

RAPEHome Office and Police

2. The report acknowledges the benefits of Home Office Circular 25/1983 to chief officers of police (March 1983) which advised the police on the sympathetic handling of rape victims and covered such matters as training, the conduct of interviews, medical examinations and the importance of the victim's comfort and well-being throughout. But it recommends the Home Secretary to issue further guidance particular on "rape trauma syndrome" and the importance of using women officers. Specific recommendations include: improving training; using specialist officers, preferably women, to take initial statements; referral of victims to Victim Support Schemes and other helpful organisations; the recruitment of more women police surgeons; the provision of better medical examination facilities and alternative clothing; advice on future medical problems and provision of special appointments with hospitals for screening for sexually transmitted diseases. (It is worth noting that some forces already do these things, notably the Met. who have statements taken by women officers, will provide a woman police surgeon if requested, have plans for 8 special "victim examination suites" and have arrangements with local hospitals for priority screening.)

Other Departments

3. The report recommends that the D.E.S. should consider the need for self-defence education; the Lord Chancellor should give advice to Judges on the preservation of the victim's anonymity and the limitations on cross-examination on previous sexual experience. (Under current law the Judge can allow the disclosure of the victim's identity and such cross-examination if he thinks this is necessary to be fair to the defendant); the courts should provide separate facilities for sex victims at trials.

DOMESTIC VIOLENCEHome Office and Police

4. The report acknowledges the difficulties which the police face in dealing with

domestic violence cases - lack of independent witnesses and the frequent unwillingness of complainants to sustain complaints and go through with prosecutions. But the report says that the police should take domestic violence more seriously. The Home Secretary should advise the police on training; the police should have: better training; better recording procedures for domestic violence incidents; better procedures to encourage women to press charges and to bring persons who are in breach of injunctions before judges; a greater emphasis on arresting alleged offenders as opposed to trying to reconcile partners; better liaison with other organisations.

Other Departments

5. To the Lord Chancellor and Judiciary: a power of arrest should be attached to injunctions granted under the Domestic Violence and Matrimonial Proceedings Act 1976 and the Domestic Proceedings and Magistrates Courts Act 1978 more often than they are and there should be legislation for this purpose; judges should be more available to grant injunctions and ^{more willing} to commit persons who breach injunctions to prison. The D.H.S.S. should provide more cash for women's refuges. The Dept. of Environment should draw the needs of battered wives to the attention of Housing authorities.

ACTION PROPOSED

6. The Home Office ^{is} considering in conjunction with the Association of Chief Police Officers what ^{more should} be done to improve procedures on rape enquiries and domestic violence and what scope there is for further Home Office guidance on these issues.

BACKGROUND NOTES

Autocrime

The police spend 800,000 man hours a year dealing with autocrime. The 1984 British Crime Survey put the net loss after insurance recovery sustained by private motorists in a year at approximately £160m for thefts of vehicles and losses due to thefts from vehicles at an additional £100m. While no UK figures are available, it has been estimated in the US/ ^{that a car chief} is 200 times more likely to be involved in an accident than the authorised driver. Most autocrime is committed by casual criminals preying on unprotected and vulnerable cars. Thus the first step is a British Standard which manufacturers would be pressed to introduce voluntarily. Security needs to be highlighted in manufacturers' promotional material and wherever possible built-in security should be offered as optional extras. The insurance industry is unlikely to have a great deal to offer because only some 5% of car insurance premiums covers the risk of theft. The most encouraging development in this field recently has been some research commissioned by the Home Office from the Institute of Consumer Ergonomics at Loughborough University which has shown that in future cars can be made substantially more secure than at present. This was the subject of a highly successful crime prevention conference on autocrime which Mr Giles Shaw chaired on 21 November.

Residential Burglary

2. There are 3 main reasons for believing that domestic burglaries can be reduced through improvements in home security:-
 - (a) Most burglaries are committed by juveniles,
 - (b) Most are opportunistic, and
 - (c) About three quarters of all burglaries in London in 1984 involved forceable entries.
3. The objectives for the seminar are designed to lessen the vulnerability of homes.

4. The insurance industry appears uniquely well placed to encourage improvements in domestic security for example by "differential premiums" so that insurance is cheaper if proper security measures have been taken. This argument has been consistently opposed by ABI and at the seminar they will repeat the difficulties. They will, however, offer to increase the level of their sponsorship. This can be welcomed but they should not be let off the hook too lightly. Although not a specific response to crime prevention, the Prudential have recently put an excess of £25 on indemnity and £50 on new for old household contents policies. Strovers of Colchester are offering a 10% premium discount for members of neighbourhood watch. Cornhill, with the Home Office and 3 police forces, is to run and evaluate an experimental scheme in which financial incentives for policy holders are linked to a domestic security survey

by a crime prevention officer. The main point is that the ABI should acknowledge their responsibility for encouraging crime prevention and for doing all they can to persuade individual companies to make crime prevention a part of their active concerns.

5. BSI has prepared a guide "Security of Buildings Against Crime Part 1: dwellings", to be published in February. The guide is relevant both to new buildings and renovation and includes a checklist for householders. Widespread adoption would greatly reduce the number of dwellings which are currently an easy target for burglars but incorporating the recommended standards would cost up to £450 for a new built house with a garage. This may be a significant deterrent to widespread adoption. In addition a ~~more~~ modestly priced package based on the guidelines is needed to make existing housing more secure.

6. The purpose of the crime prevention project sponsored by the National Housebuilding Council is to draw private sector builders into crime prevention. There is much scope for greater awareness and action by builders. NHBC sets technical standards for the Housebuilding Industry and publishes advice on good practice. The study they propose will be informed by the security package mentioned in the previous paragraph. Following the initial project which would be publicised at a major NHBC Conference in October 1986, the next stage would be to persuade a builder to build a low crime estate and then to evaluate its performance.

7. Fear of crime is greatest, with good reason, in the poorest areas. The poorest council estates are particularly at risk. DoE's Priority Estates Project has shown that crime and vandalism on the most neglected estates can be significantly reduced by better management, for example by establishing a local repairs service and by increased caretaking and cleaning. PEP strategy for the management of difficult estates has been vigorously promoted by DoE and Welsh Office. DoE's new Urban Housing Renewal Unit is currently inviting 60 English authorities with the highest incidence of difficult estates to adopt a /



range of measures to revitalise those estates. The research and handbooks identified in the objectives will draw on this work; and best practice on estate management and improvements will then be disseminated to local authorities.

8. Theft from gas and electricity coin meters accounts for 40% of reported domestic burglaries on some estates (although many of the thefts are committed by the occupants themselves). Full meters can contain as much as £200. The industries will argue that it will be expensive to replace all coin pre-payment meters, possibly as much as £280m for the electricity supply industry and around £300m for British Gas. Tokens would have to be easily available. There is also a need to avoid hardship to consumers who use pre-payment meters to budget their expenditure and who may find it difficult to make bulk purchases of tokens. Research into token operated meters is well advanced, especially on the electricity side: technical problems are slowing progress for British Gas.

Violent Crime

9. On commercial robbery, measures which will be considered include forms of physical security ("target hardening"), optimum design and layout to maximise visibility and surveillance; "business watch" similar to neighbourhood watch; good practice in relations to handling and storing large sums of money; and better training of staff.

10. In 1983 there were 1,727 reported assaults on bus crews in Great Britain. all but 570 of these occurred on London buses. About a third of all incidents were classified as serious involving consequent absences from work. Assaults are most likely between 10 pm and midnight (suggesting a connection with the closing time of pubs) and between 3 pm and 6 pm (suggesting the involvement of school children on their way home).

11. Crimes of violence on the underground increased by 18% in 1984 to a total of 1,515. 94% of these violent assaults were committed against passengers. But violence constitutes just under 10% of all reported crime on the underground and accordingly the study contemplated, while it will place special emphasis on violence, needs to look at the whole spectrum of crime. Previous research suggested that the installation of CCTV was useful in reducing the number of thefts and robbery offences at target stations.

12. There is increasing concern about violence to staff in occupations other than those, like the police or prison service, where it seems ^{more} likely. Central and local government benefit staff, social workers, hospital staff and staff in shops, banks, pubs etc are all affected. HSE have analysed figures from 8 public sector organisations and believe that assaults are now significant for certain occupations and areas. Prevention depends on the co-operation of employers and employees. Employers need to introduce adequate recording procedures. They need to be aware of the fears of employees and their trade unions. The report giving initial guidance will concentrate on providing guidelines to management and unions on, for example, how to decide if there is a problem, what records should be kept, possible preventive measures and how to monitor their effectiveness.
13. There is considerable fear by NHS staff that they will become victims of violence at work. Much of the evidence at present is anecdotal. The HSC Working Group is undertaking a survey of violence against NHS staff in 4 districts in England and one in Scotland.
14. The link between alcohol consumption and violence is now clearly established. In one city centre it was found that as much as 30-40% of all incidents of disorder occurred inside or directly outside licensed premises. Staff of those premises seemed to be particularly vulnerable. The problem is not however, distributed uniformly. Attention will be directed to bringing relevant agencies together in a training programme, run by the police, on, for example, how to defuse potentially violent situations and how to combat under age drinking.
15. Violent crime generally takes many forms eg mugging, robbery, racial and sexual attacks, soccer hooliganism and commercial robbery. Offences classified as violence against the person constitute only 3.3% of all crime. The number of sexual offences has been falling over the last decade (17% reduction) with the notable exception of rape which has increased steadily throughout the period (36%). The 1985 figures will show substantial increases. In the 12 months to September 1985 there was a 21% increase in offences of rape over the previous 12 months; the Metropolitan Police District recorded an increase of 44%. Figures for robbery in 1984 were nearly three times those of 10 years earlier (1984 figure 24,900).
16. The advisory publicity package will take account of the specific needs of different audiences (women and the elderly) and of the fact that many offences

of violence are committed by persons known to the victim. The package will provide information on how to avoid putting one's life at risk; the efficacy of practical measures such as panic alarms, aerosol spray repellants and the value of self-defence techniques. 'Good' practice notes for the police on how to handle rape cases will stress the need for sympathetic treatment and the provision of adequate facilities and support.

Crime in the Workplace

17. The problem of security in the health service is receiving growing recognition. In 1982 all district health authorities were asked ^{to prepare} security strategies, most of these now have been approved by the relevant regional health authorities. In December 1984 the National Association of Health Authorities published a security manual giving practical advice on NHS security. An HSE working party

is examining violence against NHS staff eg violence by patients and attacks on nurses. The emphasis on management and efficiency in the health service provides an opportunity to ensure that the need for preventive action is recognised at the highest level.
18. Many retailers attempt to control shop theft and crime in shopping centres through the arrest of offenders by store detectives. This has considerable costs for the stores (including risk of assault on staff) and to the public purse (The Shoplifting Unit at Marylebone Police station deals with about 120 arrested people per week at the cost of £100 per person).
19. Shopping centres can be the target of a range of crimes including shop theft, vandalism, damage and aspects of disorder. There is ample scope for preventive action both through good design and management. It is recognised that the principal objectives of retailers is to make a profit. However the introduction of preventive measures is not necessarily costly. It is certainly not acceptable for a retailer to display goods in such a way as to invite crime simply to increase sales.
20. It is notable that some schools appear to be more frequently the target of crime than others. School ethos and design goes some way to explaining these differences. Large modern sprawling schools are more vulnerable to attack from the burglar than the older schools of more compact designs. There is a need to gather more information about the nature and extent of crime in schools and the extent to

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which this is related to school organisation and design.

21. While there can be no blueprint for crime prevention within schools there is clear advantage in drawing pupils into campaigns and schemes to protect their schools; local authorities developing reliable procedures for monitoring vandalism and damage; arranging for the architect and planner to incorporate preventive measures at the briefing, design and construction stages; ensuring that repair and maintenance is carried out as swiftly as possible and, lastly, that the establishment itself (governors, academic and support staff, pupils and others) take responsibility for preventive measures.

SUPPLEMENTARY QUESTIONS AND ANSWERS

AUTOCRIME

Q (1) If implemented, would a standard on car security have an effect on autocrime rates?

A There is every reason to believe it would. The police estimate that between 70% and 90% of all private car thefts is opportunistic and that the percentage of thefts of items from motor cars which is opportunistic is probably even higher. It follows that improvements to the physical security of a car will have a significant deterrent effect.

Q (2) Steering column locks were introduced in 1971; how effective have they been?

A Research in the Metropolitan Police District has shown that in 1973 the risk of a 'new' car being stolen was about three times less than it was in 1969. It is in anycase inadequate to rely on a single protective measure. The proposed standard will cover a package of measures which taken together should have a significant deterrent effect.

Q (3) Is it right to concentrate on protecting new cars when we know it will take many years for this new generation of more secure cars to form the majority of cars on the road?

A Yes. Of course it will take some years for most cars in this country to meet the new standard but a start must be made now. Better security has to be a feature of cars currently on the drawing board. Existing cars will not be ignored, and advice issued by the Department of Transport and Home Office will stress the need for drivers to be alert to the security of their cars and indeed to consider add-on security devices.

Q (4) If UK motor manufacturers implemented the Standard would they not be at a serious cost disadvantage compared to their overseas competitors?

A The competitiveness of the motor market makes it imperative that public demand is created. Cars with better security must be seen as more attractive than cars without it. That motormanufacturers are beginning to realise that security can be a desirable feature is illustrated by the inclusion of improved locks in the Ford Granada. Through publicity the Government will seek to increase the public's awareness of autocrime and of the scope for preventing it.

Q (5) Will the Government seek to have the new Standard adopted throughout the European Community in the form of an E C Directive?

A The first task must be to get the British Standard in place. Securing an E C Directive would inevitably be a lengthy process and the need is to achieve action as quickly as possible. I am sure that the motor manufacturers are alive and sympathetic to this and will respond as fully and urgently as they can.

RESIDENTIAL BURGLARY

Q (6) What evidence is there that improved domestic security will reduce burglaries?

A Results in terms of national trends can be judged only in the long term but sensible crime prevention measures can undoubtedly reduce the risks for those using them. There are already some encouraging signs of this; the television regions (London and West Midlands) which received the 'Magpies' television campaign in autumn 1984 showed an 11% reduction in the recorded incidents of domestic burglary in the first quarter of 1985; the results published last June of a property marking demonstration project in South Wales carried out by the Home Office in conjunction with South Wales police showed a 40% reduction in domestic burglaries in the project area during the one year evaluation period.

Q (7) Will the Government make available more funds for crime prevention activity?

A The Government already makes a significant contribution to crime prevention. The Home Office spends some £2.3 million on crime prevention publicity; £281,000 on the Home Office Crime Prevention Centre and approximately £280,000 on research. The local crime prevention initiative will cost the Home Office some £170,000 in the first year. Money is also available for crime prevention projects under the DOE's Urban Programme, the DHSS's intermediate treatment programme and the MSC's Community Programme.

Q (8) What is the Government doing to encourage crime prevention at the local level?

A The Home Office has established a local crime prevention initiative which will run for about two years and will comprise five local projects based at Croyden, Wellingborough, East Swansea, Bolton, Longbenton and Killingworth (North Tyneside). It will involve the development of a co-ordinated crime prevention

plan within each project area, with specific objectives and with the involvement of both elected representatives and relevant local services. The individual projects are to be established on the basis of an area crime profile highlighting which particular local crime problems should be addressed and how. The Home Office is meeting the salary costs of staff to co-ordinate the initiative nationally, and of five local co-ordinators.

Q (9) Are local authorities sufficiently concerned about crime prevention?

A I am encouraged that local authorities are beginning to incorporate a concern for security in their housing programmes. In London, for example, Hammersmith and Fulham have produced a most useful handbook giving sound practical advice on crime prevention which they have distributed free of charge to some 64,000 residents in the Borough. They are also aiding tenants through the provision of grants for security purposes. Crewe and Norwich report that the fitting of alarms to vacant council houses to cut down vandalism and theft which had been causing rental losses of some £4,000 a year is proving cost effective; crime figures have been ^{halved} following a Priority Estates Project in Wakefield. The opportunities for preventive activity at the local level are clear and I hope that all local authorities will do what they can to make their communities less safe for the criminal.

Q (11) Is there not a link between burglary and unemployment and the decline of our inner cities?

We know of no evidence which establishes a clear link between rates of unemployment and increases in crime. From the early years of this century levels of unemployment have varied enormously while crime has, for the most part, risen steadily. The problem may be linked more directly to steadily rising expectations. The Home Office is currently considering, as a matter of urgency, how crime prevention measures can be deployed against inner city problems such as domestic burglary. In particular, the extent to which the design of our inner city environment contributes to the opportunities and handicaps effective police response is being examined.

VIOLENT CRIME

Commercial Robbery

Q (12) Is there any hard evidence that the type of techniques described bring about any reduction in the number of robberies which occur?

A (i) Physical protection or target hardening has been used most successfully

in sub-post offices in the Greater London Area. Measures taken during the year 1982/83 reduced the number of attacks from its previous peak of 55 in 81/82 to 33 in 83/84 bringing to a halt what had been a steeply rising trend and also reducing the amount of money taken.

(ii) Evidence from North America shows that the type of total package envisaged, embracing physical protection, design and layout, surveillance, good techniques of cost control, coupled with training staff in techniques to manage violence has brought about a 62% cumulative reduction in the incidence of robberies at a chain of late night stores (7-11) since the programme was insituted in 1976.

Q (13) Large concerns may be able to meet the cost of preventive measures but how can the small shopkeeper be expected to?

A Preventive measures need not necessarily cost a great deal of money. A large part of prevention consists of good practices in the way businesses are conducted and especially, in this respect, methods of storing and handling cash. Even where physical protection is advisable, the cost of installing, for example, a CCTV in a small shop need cost no more than £220-£300 for a very reliable effective system.

Q (14) Private security firms have been mentioned, yet it is often suggested that robberies involve collusion on the part of their staff. Will the Government consider a system of registration for this industry and vetting of employees' past history by the police?

A The last inquiry into this matter (1979) concluded that the case for statutory regulation had not been established and advocated self regulation. I am pleased that both the British Security Industry Association (BSIA) and the International Professional Security Association (IPSA) have established Inspectorates to oversee recruitment and training.

Violence to Bus Crews

Q (15) Although concern for the safety of employees is understandable, is anything being done to protect passengers who may also fall victims to assault?

A The Department of Transport is currently collecting information on the prevalence of this type of assault and it is envisaged that at least some of the measures which are likely to emerge from the deliberations of the Working Group will simultaneously bring about better protection for passengers.

Q (16) The provision of two man bus crews is currently being reduced. Would not their retention reduce the likelihood of assaults?

A Statistics seem to show that conductors are more at risk than the drivers in driver-only vehicles. I think we should await the fuller analysis and findings of the Department of Transport Working Group on this.

Q (17) Will the Government pay for operators to implement whatever measures are recommended?

A We should not lose sight of the fact that local bus operators benefit from a great deal of financial assistance from local and central government. Operators do also have an employer's duty of care.

Violence on the Underground

Q (18) Will current policies to introduce one person operated tube trains lead to and increase in crime because the reduction in staff will provide less protection for passengers?

A There is not evidence from lines which have been operating on a one person crew basis that they experience higher crime rates. It is a factor, however, which will receive the closest scrutiny in the overall study the Department of Transport is to mount which will analyse which lines pose most risks, which parts of the line, at what times and so on.

Q (19) Will the introduction of new ticketing systems on the underground which will involve more automation at heavily used central stations and an open station policy elsewhere reduce significantly staff presence and therefore contribute to increased crime?

A The question of the contribution which staff presence makes to crime prevention must remain open until the Department of Transport has concluded its investigation. In any case, automatic ticketing policy will not necessarily reduce the number of platform staff; indeed, it will entail greater use of Roving

Ticket Inspectors on the trains themselves which should increase markedly the visibility of London Underground staff on the system. Additional preventive measures are already being taken in conjunction with this policy, namely better physical protection of ticket machines, better siting of them to allow protected cash collection and strengthening of ticket booths where these are retained.

Violence to staff

Q (20) Will the Government make financial provision to enable employers to incorporate measures identified by the committee's report?

A Responsibility for the health safety and welfare of staff, including adequate precautions where there is a reasonably foreseeable risk rests very clearly with employers. A large part of prevention consists of making sound practical arrangements within administrative and managerial procedures. For example, existing staff training programmes to include inter-personal skills on handling abusive and aggressive behaviour and avoiding confrontation and conflict.

Violence to NHS staff

Q (21) Is it the policy of this Government that every hospital should employ an adequate number of security staff and, if so, will it make special financial provision to ensure that this is possible?

A Until the report of the working group becomes available and the extent of violent assaults established, it would be premature to decide what resources are necessary. It seems probable that the problem will not be uniformly distributed but concentrated in specific localities. Preventive measures need to be devised once the analysis has been completed.

Violence and the Licensing Trade

Q (22) Will the Government take steps to limit the number of off licences and supermarkets which sell alcohol since there is no strict enforcement of the under 18 years of age rule in these establishments as there is in pubs?

A It has yet to be established that the under 18 rule is not enforce in off licences and supermarekts. The licensing hours are not in any case designed for and should not be used to restrict trade or competition.

Q (23) The court has the power to impose an exclusion order on anyone convicted of a violent offence or of threatening violence whilst in licensed premises. Such an order can be applied not solely to the particular pub in question but to all that area. The order is rarely if ever used. Will the Government ensure that the courts use their powers more frequently?

A It is the role of the Government to ensure by legislation that such powers are available to magistrates and the judiciary and to do all in its power to ensure they are aware of the variety of sentencing options and disposals open to them. But the sentencing process itself must, rightly, remain a matter for them alone.

Violence to Public

Q (24) Will the Government consider teaching girls self-defence techniques in school?

A It is a matter receiving consideration by the relevant concerned bodies. It must be borne in mind, however, that such techniques can be used offensively as well as defensively and unless the victim is expertly trained her resistance may provoke more violence.

Q (25) Do not the sentences meted out for quite horrific rapes fall far short of expressing the outrage and repugnance felt by society towards such offences?

A The view of this Government, and indeed of Parliament for many years, has been that the maximum penalty for rape should be life imprisonment. We have left no one in any doubt that that is our view. We have increased the maximum penalty for attempted rape also to life imprisonment. It is for the courts, however, to decide what sentence it should pass in individual cases.

CRIME IN THE WORK PLACE

Security in the National Health Service

Q (26) Should a national body be established to provide advice and training on crime prevention across the whole of the public sector?

A It is vitally important that crime prevention is kept constantly in the minds of managers in the public sector. The key to this is through sound training. However, the point needs to be made that preventive measures are more likely to be effective when closely tailored to the particular types of problem they are designed to solve. Effective training is more likely to be developed

therefore within individual services. The Home Office Crime Prevention unit stands ready to advise training Boards on the development of relevant material.

Q (27) Could more be done through the NHS to develop information and education services to combat drug abuse? Could health authorities work to promote self-help and voluntary groups?

A The Government is taking action to combat drug misuse as a matter of the highest priority. Our strategy involves measures across the board, aimed at reducing both the supply of, and demand for drugs.

Recent action has included:-

- (i) £2 million for a major education and information campaign directed at parents and young people;
- (ii) £4 million over two years to enable local education authorities to appoint specialist staff to stimulate a co-ordinate preventive action in schools; and
- (iii) over £18 million to set up local drug and rehabilitation projects.

Shop theft and crime in shopping centres

Q (28) What is the justification for asking retailers to implement preventive measures some of which may be costly and on occasions, reduce sales?

A There is a substantial hidden cost associated with shop theft which does not appear in the company's balance sheet, but does appear in the social balance sheet. The costs of shoplifting are frequently passed to shoppers in higher prices, and the costs of dealing with offenders are carried by the general public who ultimately pay for not only police time but also the other components of the Criminal Justice System involved in processing offenders. Wherever possible it is right for retailers to act to reduce these costs.

Q (29) In many towns, the shopping centre has become the High Street and recognised market place but without the same effective police presence, even in those shopping centres which have walkway agreements. Do not the shopping public merit greater police protection, and the shopping centres themselves deserve more police support to complement existing private security arrangements?

A Shopping Centres may have replaced the traditional High Street in some places but they have clearly introduced additional and quite different problems. They attract customers and window shoppers as well as a youthful element seeking

entertainment and recreation as well. The challenge is to design and manage shopping centres so that the interests of each group can be reconciled. Attempts to discourage or prevent access to any particular sections of the public are bound to lead to conflict, whereas a fund of good practice is being developed on how shopping centres can cater for young people without creating opportunities for them to gather in large groups and thus intimidate other users. The distribution and layout of shops, the intensity of lighting, the provision of formal entertainment, and the physical location of shrubs, fountains and seats have all been shown to assist this process.

Crime in schools

Q (30) Will the Government make money available for crime prevention measures in schools?

A It is a question of redeploying resources so that they are used where they are most appropriate and can be most effective. The Audit Commission has identified areas where savings can be made, for example in the provision of school meals, caretaking and cleaning services.

Q (31) Has the teachers' industrial action made school burglary and vandalism more likely?

A I have no doubt that it has with children left unsupervised at lunch time. We have made numerous increased offers to the teachers and shown our readiness to see a massive extra investment in their pay over the next four years. But on their side they have refused to enter into serious negotiation.

[In the event of a settlement:

I have no doubt that it has with children left unsupervised at lunch time. We made numerous increased offers to the teachers and showed our readiness to see a massive extra investment in their pay over the next four years. But on their side, they were slow to enter into serious negotiation.]

Q (32) Is it possible for Central Government to recommend a package of preventive measures for Local Education Departments to implement?

A No. Central Government Departments can provide information on the type of initiatives found to work in some areas but schools vary both in their social characteristics and design and this variation must be taken into account when preventive measures are designed.

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