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Prime Minister (2)

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I have highlighted some points in the summary.

The 1983 crime figures were good, and the report has been generally welcomed so far.

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Prime Minister

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I have recently received the second of the reports which Sir Kenneth Newman agreed with Willie Whitelaw should be submitted regularly by the Commissioner to the Home Secretary as Police Authority for the Metropolitan Police. I enclose a personal copy of a summary of the Report which I have today placed in the Library of the House, together with a copy of a Written Answer which I have given on the Report.

To underline my role as police authority I have written personally to each Member with a constituency in the Metropolitan Police District with a copy of these documents; and I intend to meet them soon, in Party based groups, to discuss the Commissioner's proposals.

As I have said in the Written Answer, Sir Kenneth's approach is very much in line with my strategy; and I am heartened by the determination with which he is going about improving the efficiency and effectiveness of the force. There is, as you will see, already some good news on crime. We shall be able to make something of this if, as I hope, we are able to find time for the House to debate the Report.

L.B.

8 February 1984

Wednesday, 8th February, 1984.

Written No.

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

MR. LEON BRITTAN

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

As Home Secretary, I attach particular importance to the prevention and detection of crime. To this end I have given, and shall continue to give, every encouragement to the police to improve their methods, to make the very best use of their resources and to harness the co-operation of the public in reducing crime. With my responsibilities for the police service as a whole it is my continuing concern to encourage the interchange of ideas and the spread of best practice, and to facilitate the maximum co-operation between forces.

The Commissioner and his officers are to be congratulated on the progress made by the Metropolitan Police in the last year. An intensive programme of planning, involving officers at all levels, has resulted in a more purposeful use of manpower and other resources. Over 750 uniformed constables have been added to divisional strengths and almost 200 sergeants redeployed through the reduction of central departments, the rationalisation of crime squads, civilianisation and by other means. There has been a reduction of 27% in demands for manpower from other districts for events in central London. At the same time the introduction of Area Intelligence and Surveillance Units has sharpened and focussed

efforts to improve performance against street robbery and burglary. I am encouraged to see a reduction of 4% in 1983 in the number of notifiable offences recorded by the force; and an increase in clear-up rates for several groups of offences, including burglary (up from 8% to 9%) and robbery and other violent theft (up from 10% to 13%), and seasonal offences (up from 44% to 51%). Arrests for offences of robbery and other violent theft are up by 14% and for sexual offences by 21%. I am also glad that progress has been made in establishing a secure framework for public co-operation: consultative groups, crime prevention panels, and victim support schemes have been formed and neighbourhood watch and property marking introduced on a large scale.

I have studied the Commissioner's report carefully and have discussed with him his future programme of work to build on the essential foundations for a better service to the public which have been laid. He intends to:

- maximise performance through the most effective use of manpower;
- minimise criminal opportunity through crime prevention, public contact, involvement and co-operation;
- enhance the detection of specified criminal offences (robbery, burglary and autocrime) through analytical techniques, co-ordination and integration of effort, improvements in criminal intelligence, targetting and surveillance;
- improve management and organisation to support his force strategy and to enhance the quality of service to the public.

I have told the Commissioner that his proposals for the coming year are fully in accord with my strategy for fighting crime, and that I look forward to a full evaluation of the measures which he is taking as soon as possible. As police authority I have emphasised to the Commissioner my concern to see improvements in

firearms training in the force, greater efforts to combat offences involving hard drugs and better relations at all levels with the ethnic minority communities. He has assured me of the importance which he, too, attaches to making progress in all these areas and I welcome the measures which he is taking to this end.

I have also considered with the Commissioner his manpower needs. I have told him that the Metropolitan Police will be allowed an additional 200 police officers in 1984/1985 bringing the police establishment to 27,115. The Commissioner accepts that there is still scope for the greater use of civilians to release police officers from administrative work. I have indicated to the Commissioner that civilianisation should continue to have a high priority and am therefore raising the civilian staff ceiling from 13,456 to 13,750. In authorising these increases I have stressed to the Commissioner the importance I attach to securing value for money in the use of all resources and to close consultation on the full resource implications of new proposals. I therefore welcome his continuing emphasis in his report to me on the need for the force to ensure that resources are used in the most effective way.



SUMMARY OF REPORT OF
THE COMMISSIONER OF POLICE OF THE METROPOLIS
TO THE HOME SECRETARY
JANUARY 1984

Introduction

The Commissioner recalls that the proposals put forward in his first report to the Home Secretary in January 1983 were designed to:

- make the Force more responsive to the needs and feelings of local communities;
- secure a better balance between central and local levels of police command;
- improve the performance of the police in dealing with street robbery and burglary; and
- initiate a more corporate style of police management.

In achieving these objectives two essential considerations were, and would continue to be, a more effective use of police resources, and the harnessing of active community co-operation.

2. 1983 was a year of solid achievement on all these fronts; and in addition many initiatives were taken and much work put in hand which has yet to come to fruition. The process of change both within and outside the Metropolitan Police over the last year has inevitably brought with it new pressures and the Commissioner is greatly encouraged by the positive response from all sections of the Force. Looking to the future, the Commissioner observes that advances

made have to be maintained, but that notwithstanding good will, there are limits to the pace at which innovations can be put into practice. He concludes that in the coming year the best approach will entail a judicious balance between consolidating existing work and further initiatives, designed to lay the foundation for future progress.

Demands on the Metropolitan Police

3. Before dealing with the achievements of 1983 and his goals for 1984, the Commissioner briefly reviews demands on the Metropolitan Police in 1983 and the outlook for 1984 and explains the importance he attaches to the planning process that he is developing.

4. In the light of factors which directly or indirectly affect the workload of the Force and of information obtained through the planning process or by surveys, the Commissioner concludes that the problems facing the Force and the priority issues have not greatly changed over the last year. Some forms of conventional demand (eg recorded crime and traffic accidents) have shown a welcome decline. In 1983 there was a decrease of 4% in the number of notifiable offences recorded, compared with 1982. There were fewer burglaries and 9% fewer autocrimes. The number of reported offences of robbery and other violent theft in the MPD as a whole went down by 5% in 1983 and substantial declines occurred in some areas; offences in Brixton, for example, have declined by more than 20%. Of the major crime categories, only assaults increased by 4%.

5. Compared with the previous year higher clear-up rates were achieved in 1983 in several offence categories including burglary (up from 8% to 9%) and robbery and other violent theft (up from 10% to 13%) and sexual offences (up from 44% to 51%). The overall clear-up rate increased from 16% to 17%. Arrests for offences of robbery and other violent theft were up by 14% and for sexual offences by 21%.

6. There has been a substantial drop in the demand on police resources for major public order events over the last year which has helped the Commissioner to meet his objective of cutting the manpower deployed on such events.

7. To be effective policing strategies need to reflect the needs of local communities. During 1982 the results from three major surveys of public views on policing methods and priorities became available; the survey of Londoners by the Policy Studies Institute (PSI), the British Crime Survey (BCS) and a recent

poll by National Opinion Poll Market Research Limited (NOP). Together with information obtained from the planning process, these surveys broadly confirmed that the problems to which the Commissioner's strategy is directed are also identified as areas of concern by the community. It is apparent from the NOP and PSI surveys that the public are particularly concerned about burglary and street robbery, but that they believe the Force should also attach priority to dealing with a number of other offences such as sexual assaults on women, crime involving firearms, racial attacks and vandalism. All these surveys endorse the Commissioner's declared intent to address fear of crime, particularly in inner London, as a major issue for 1984. On public involvement, a substantial proportion of Londoners believe, in line with the Commissioner's strategy that the Force should seek their views about local policing problems.

8. A large majority of respondents in all these surveys expressed general satisfaction with their contact with the police and with police performance. There is evidence, however, that the public are aware of police shortcomings in dealing with some common sorts of crime and that relationships with the West Indian community, particularly the young, are noticeably worse than those with the white community.

Planning

9. Demands on the Force and public views and expectations of it are not static. To ensure that the Force is well placed to respond to changes in the policing environment and to make the best possible use of resources, the Commissioner sees a need for a clear mechanism and regular planning cycle to acquire knowledge and data, to formulate priorities and strategies and to implement those strategies. In his view the focus of such planning should be at the point of service to the public, that is at local police stations. A pilot scheme for a planning system was conducted on four divisions early in 1983 and in April the system was introduced Force-wide. Each division prepared and submitted a plan to area headquarters where consideration was given to the objectives set, proposals for structural or other major changes and requests for support and assistance from central departments. In their turn central departments produced plans for their operational units and indicated their response to requests from divisions for assistance. In consequence local police stations and other supporting units had by September each developed a plan of action for the year ahead.

10. Integral to the new planning system has been the development of a model to aid in the formulation of strategies, goals, objectives and activities to

combat crime. Work on this model has identified a need to improve the quality of management information available to the Force. This will be among the Commissioner's principal interests in the coming year.

11. The Commissioner comments that the measures adopted as a result of planning need to be set within an evaluative framework. He is sceptical of conventional means of measuring the effectiveness of policing, particularly of clear-up rates, which he sees at best as narrow indicators of achievement. He considers criminal statistics are as much a reflection of the performance of other social agencies as they are of police performance. Many of the measures taken under the strategy are new, or relatively new, to this country and reliable performance indicators have yet to be developed. Research in this area is continuing in liaison with the Home Office.

Review of 1983 Goals

12. The following is a summary of the progress made towards the goals set for 1983.

Goal I (To increase directed foot patrols in priority areas - ie those with the highest incidents of street robberies, street disorders and burglaries - with a view to reducing criminal opportunity through police/community co-operation and contact and to improving the maintenance of order).

Underlying this goal was the need to: redeploy manpower to street patrolling; increase supervision in priority areas; and develop police/community co-operation.

- Over 750 uniform constables have been added to divisional strengths to improve ground cover. To improve front line supervision 116 sergeants have been redeployed to divisions from central departments. In addition, a further 30 uniform and CID sergeants have been released for operational duties as a result of the rationalisation of divisional crime squads; and 50 sergeants employed on non-operational duties have been replaced by civil staff or constables.
- Manpower (including recruits) is now being allocated by the deputy assistant commissioner (DAC) in charge of each of the four areas on the basis of high, moderate and low incidents of street robberies, street disorders and burglary. The impact of this method of deployment is being assessed.

- The strength of the Metropolitan Police Special Constabulary has been increased by 105 following the implementation of new recruiting procedures.
- Foot patrols are now being tasked more purposefully in the light of divisional objectives and assessments of local priorities.
- 19 community/police consultative groups have been formed which are either within or moving towards Home Office guidelines. The Commissioner continues to have regular meetings with London MPs and with the London Boroughs Association and the Outer London Districts Association.
- 18 crime prevention panels have been formed.⁵
- Victim support schemes have been extended to cover 50% of the Force area.
- 69 Neighbourhood Watch schemes have been formed and a further 223 are in an advanced stage of preparation.
- A comprehensive review of training requirements has been carried out and curricula have been revised in the light of training needs in respect of crime prevention, crime investigation and community/consultative skills.

Goal II

(To maintain and improve police capability for policing demonstrations, ceremonial occasions and outbreaks of spontaneous rioting but with a more economical use of manpower)

- The role of the District Support Units (DSUs) (formerly called Instant Response Units) has been redefined and their use rationalised. The role of the Special Patrol Group (SPG) has been modified to allow for their deployment on anti-burglary patrols. Their role is now primarily directed towards the prevention of crime, though they continue to provide a mobile reserve for public order purposes and for major incidents.
- The use of District Support Units and a shared reserve system resulted in a reduction of 27% in demand for manpower from other districts for events in central London.

Goal III

(To increase the detection of offences of street robbery and burglary by re-organising and concentrating detective manpower, by co-ordinating other relevant manpower resources (eg crime squads and SPG), and by upgrading the status and quality of intelligence gathering and surveillance).

- An Intelligence and Surveillance (I & S) Unit has been established in each of the four Metropolitan areas. 784 arrests resulting from the activities of these units had been made by September and an average success rate of 70% in targeting operations had been achieved. The effectiveness of the units in combating crime will be comprehensively reviewed after they have been fully operational for a year.
- Crime squad operations have been rationalised and co-ordination improved. Specialist training and equipment have been provided.
- Each area has established a Crime Priorities Committee to identify tasks suitable for district crime squads, DSUs and the SPG.
- The capacity of divisional detectives to cope with growing workloads has been increased by the transfer of 19 detective superintendents from deputy posts in districts to CID command posts on divisions where workloads are high. Fifty detective constables have been transferred from New Scotland Yard to divisions.
- A burglary case screening system has been introduced throughout the Force, which has had the effect of so modifying the case loads of divisional detectives that greater attention can be given to priority crimes. All burglaries continue to be investigated and the participation of beat constables in the scheme has enhanced their status.

Goal IV

(To maintain the standard of squads centrally deployed against organised and specialist crime - fraud, terrorism, armed robbery - but with less manpower).

- Police and civil staff have been trained in advanced methods for the analysis of sophisticated crime. Measures for assessing the value of these techniques are being developed and their effectiveness will be reviewed after one year's operation.

Goal V (To maintain performance in regulating traffic and in traffic law enforcement, but with less manpower).

- During 1983, 100 officers were transferred to operational duties on district from the headquarters traffic department.
- Work began on the development of a system using statistical and analytical data and information from police and local authorities, designed to produce a more directed and co-ordinated approach to traffic problems.

Goal VI (To improve management and organisation to support goals I to V and to achieve the most cost effective use of resources and value for money).

The Commissioner observes that while no major structural changes have been made to the organisation in 1983, detailed work has been done towards restating and clarifying responsibilities at every level of command. Some of the steps that have been taken are:

- A detailed review of the organisation of the command structure has been mounted.
- Technological support for the Force has been reviewed and priorities established.
- Two criteria (a good return on resources and opportunity cost) have been accepted as basic to all Force planning and resource allocation. A pilot costing scheme introduced on two divisions in July has been extended to one district and a further five divisions. Early results are encouraging and the scheme will be developed.
- Work has begun on the development of suitable performance measures.
- Terms of reference for the Force Inspectorate have been broadly outlined and revised guidance for inspectors reflecting Force strategy has been issued.

Proposals for 1984

13. The emphasis on planning during 1983 has resulted generally in more rational and directed deployment of officers and vehicles in divisions towards

those priorities which have been decided after taking local views into account. Efforts to improve the detection of offences of street robbery and burglary have been focussed and sharpened, and progress has been made in enlisting the aid of the public and other agencies in combating crime.

14. The Commissioner re-affirms his view that if crime is to be reduced both police and public must fulfil their obligations under the notional 'contract' between them. He fully accepts that there is evidence, especially in the Policy Studies Institute Report, that police officers sometimes fail to honour the conditions on which public consent to policing depends. To provide positive guidance to individual officers and to the Force as a whole, the Commissioner intends to produce during 1984 a code of professional ethics emphasising citizens' rights, and an up-to-date statement of the aims and duties of the Force.

15. The various measures taken in 1983 were introduced incrementally and it has not been possible to evaluate them fully. The foundations for fuller evaluation in 1984 have, however, been laid. But the Commissioner is confident that his overall strategy is sound and that the Force has the will steadily to improve its performance.

16. In furtherance of his strategy the Commissioner will, in 1984, be consolidating and developing work begun in 1983 and will be introducing a limited but intensive programme of innovation designed further to improve the use of resources and the responsiveness of the Force to the needs of the community.

17. There will be four main goals, designed to build upon the achievement of 1983:

- To maximise performance through the most effective use of manpower.
- To minimise criminal opportunity through crime prevention, public contact, involvement and co-operation.
- To enhance the detection of specified criminal offences (viz. robbery, burglary and autocrime) through analytical techniques, co-ordination and integration of effort, improvements in criminal intelligence, targeting and surveillance.

- To improve management and organisation with a view to supporting Force strategy and enhancing the quality of service to the public.

The following paragraphs describe some of the steps that will be taken towards these objectives.

18. Use of manpower and other resources

- The number of officers employed on non-operational duties will be reduced.
- The number of officers employed on traffic duties will be reduced by a further 100.
- To increase the effectiveness of operations and supervision a number of senior officers will be transferred from headquarters to divisions.
- The deployment of officers presently engaged on 'ad hoc' duties will be reviewed.
- A review will be carried out of priorities in the allocation of civil staff, with particular emphasis on further civilianisation and the scope for the employment of civil staff at middle management levels.
- The procedure for allocating manpower on the basis of high, moderate and low incidences of street robbery, street disorder and burglary will be refined.
- A system of graded response to calls for service will be introduced.

Public involvement

19. In moving towards this objective in 1984 the Commissioner intends to:

- Continue to support and assist the development of consultative committees with particular reference to their role in crime prevention.
- Develop and evaluate the Neighbourhood Watch and Property Marking schemes and introduce a 'Business Watch' scheme.

- Encourage the establishment of further crime prevention panels and victim support schemes.
- Sustain police/public co-operation through regular local exchanges, joint training sessions and detachments to a variety of agencies.
- Improve the effectiveness of the Force in protecting children at risk and diverting youth from crime.
- Carry out research into, and develop proposals to reduce, the fear of crime.

Crime detection

20. Under this heading the Commissioner intends to:

- Prepare proposals for the development of an integrated system to ensure the best possible use of criminal intelligence and information about crime available to the Force.
- Develop and introduce District Burglary Analysis Units.
- Develop and refine the criteria used in the case screening of burglaries, and consider the extension of case screening procedures to other crimes.
- Review the operation of DSUs and crime squads with a view to further improving their co-ordination and effectiveness.
- Integrate the individual elements of the forensic science service.
- Consolidate measures taken by divisions to improve the prevention and investigation of autocrime, by rationalising central support.

Management and organisation

21. The Commissioner noted that three main issues relating to the structure of the Force arose from the 1983 planning round. These were: (a) the need to clarify authority levels; (b) the need for greater integration of, and co-ordination between, central departments; and (c) the need to rationalise support services.

22. The following are some of the steps he will be taking this year:

- Complete the review of the management and organisation of the Force.
- Undertake a comprehensive review of CID management. This review will consider also appropriate levels of interchange between CID and uniformed officers.
- Identify the requirements for management information and prepare options for the introduction of a Force-wide management information system. In the short term the quality, relevance and presentation of management information on complaints and discipline matters will be improved.
- Develop measures to optimise the allocation and use of financial resources.
- Pilot a Force-wide battery of police performance measures.
- Identify the scope for, and experiment with, the introduction of modern office technology in police stations.
- Consolidate and develop the planning system by improving the co-ordination of planning activities and by the introduction of relevant training.
- Identify good first line management procedures with a view to incorporating 'best practice' into a programme of on-the-job training in divisions.
- Conduct research into 'stopping' practices to identify ways of improving the effectiveness of stopping without inconveniencing the public.

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