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Report of the
Commissioner of Police
of the Metropolis
for the year
1984

*Presented to Parliament by the Secretary of State for the Home Department
by Command of Her Majesty
June 1985*

LONDON:
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REPORT OF THE COMMISSIONER OF POLICE OF
THE METROPOLIS FOR THE YEAR 1984

New Scotland Yard
Broadway
London
SW1H 0BG
10th May 1985

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

Sir,

I have the honour to submit the following report on the police of the
Metropolis for the year ended 31st December 1984.

I have the honour to be,

Sir,

Your obedient Servant,
KENNETH NEWMAN

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CHAPTER I

The Growth of Professionalism

You will recall that I spoke last year of an implied contract between the people of London and their police in facing the dilemma of the apparently inexorable growth of recorded crime; I spoke, in particular, about the commitment of the Metropolitan Police to better management of its resources and to raised levels of service as its contribution towards that collaborative approach to law and order.

The pursuit of that commitment through 1984—with many attendant successes which will be detailed over the forthcoming pages—has marked a clear and determined growth in the professionalism of the Force. My report to you, submitted earlier this year, also covered this goal and, for reference, a summary of that report is at Appendix II.

A community consenting to be policed by its own members gives constables an implied mandate to preserve the peace, to prevent crime and to bring offenders to justice. Such consent rests upon the legitimacy—both actual and perceived—of the methods used by the police to discharge their mandate and of the styles of policing employed in doing so, both of which must be consonant with the demands of a vigilant and emergent democracy.

The level of police professionalism will be gauged by the extent to which the service is able to establish that legitimacy in the eyes of the people.

The search will be spread over three closely interlinked areas: external dimensions of professional action, internal areas, and in the resolution of conflicting interests.

The external dimension of professionalism—broadening the search for consensus

There has been a perceptible and welcome growth at all ranks in that sense of civic responsibility essential to a police service which sees itself firmly rooted in a consenting community rather than as a police force imposed upon an unwilling people.

Metropolitan Police initiatives

This broadening of the Force's sense of civic responsibility began, in one sense rather artificially, with an internal declaration of policy. This was the expressed recognition that the growth in recorded crime had outstripped any realistic expectation on the part of the Metropolitan Police to deal with the phenomenon alone. Acknowledgement of this fact led naturally to asserting the existence of a notional contract for the maintenance of law and order and for the enhancement of the quality of communal living in which each party—police and community—had its clear and inescapable obligations.

The framework provided for the community's fulfilment of its contribution was seized upon with enthusiasm both within and outside the Force, particularly in the rapid expansion of neighbourhood watch schemes.

These increased to an encouraging 1,797 actual and projected groups by the end of 1984. This is a clear indication of how responsive London can be to a problem once it is defined and once creative paths are delineated towards solutions.

The schemes are discussed in more detail in Chapter 3 but, along with some promising signs of success, notes of healthy caution should be sounded on two aspects: firstly, the capacity of the schemes to thrive if their basis for joint effort is too narrow, concentrating, say, on burglary alone rather than on wider issues of harmonious communal life; secondly, on the ability of the police to provide continuous, detailed support to each scheme, rather than offering initial impetus and, thereafter, periodic assistance, corrective guidance and assured availability if called upon. Essentially, the schemes should aim for a marked degree of independence of the police, linking themselves to accessible structures within existing local residents' groups.

Property marking continues to thrive, with increasing demands made upon associated resources of marking kits and officers' time and expertise in using them and instructing in their use.

Victim support schemes have filled an important void in the perception of many officers who sensed that there was, within the judicial process, an excessive preoccupation with the role and needs of the offender. The opportunity to contribute, either directly or indirectly, to the welfare of the victim accords closely with the service function of policing and now gives formal approval to the use of time which was in the past culled rather furtively from "official" duties.

Neighbourhood policing (covered also in Chapter 3) has offered new horizons for both constables and supervisors, transferring the emphasis from simply doing a job for a fixed number of hours each day to the more permanent, geographically based model of professional guardianship of a community.

A sense of harmony will not be achieved by the police alone and a leitmotif in our efforts to prevent crime will continue to be the harnessing of other agencies' willingness to contribute to what are invariably shared problems.

The vexed question of identifying and dealing with racial incidents continues to exercise us all. There are inherent difficulties in perception: some police officers have failed in the past to recognise the extent and degree of racial harassment; some members of minority groups see racial affront where, simply, crime or aggressiveness have struck at random. But perceptions are critical and commanders of areas with a significant minority ethnic group population have left no stone unturned to reassure, react and anticipate the sensitivities of such groupings. It is not intended that there should be a

uniform approach across London, but rather that initiatives should be adopted which are relevant to conditions and pressures that exist locally. Examples are to be found in the London Borough of Tower Hamlets: briefings on policing and community problems for all officers new to the area; the tasking of the district support unit to patrol locations with a high incidence of attacks and make follow-up visits to victims; and meetings with the borough chairman of GLC Housing, and the GLC Race and Housing Action Team, and also with representatives of the Bangladeshi community.

All of these strategically directed programmes are matched with constantly rewarding and reassuring initiatives from Metropolitan Police officers in drawing together varied strands of London life into co-operative ventures. Some are designed essentially as measures which will help to prevent crime; others simply reinforce the shared benefits of trust in a peaceful community.

Each could be cynically brushed aside as a "public relations exercise"; if they are as empty as that, they deserve to be rejected. My earnest belief is that they are signs of a force turning outwards towards its public and enjoying both the welcome and the success of new-found support.

Home Office initiatives

If such impetus has come from within the Force, it is important to recognise that other motive power derives from you, as police authority. Three policies especially have reinforced the outward turn of the Metropolitan Police.

Consultative groups

The most important lies in the advice—now made statutory in the Police and Criminal Evidence Act—on the formation of consultative groups, which drew some police officers and some sections of the public closer together than earlier predilections would perhaps have allowed, bringing them to tables first to talk and then to act.

Experience has shown that such groups can discuss, constructively and rationally, even the most intractable problems; agreements can be reached based on an understanding that solutions which prove unworkable in practice may be reviewed and adjusted, and if feelings occasionally run high, it may be taken as a measure of the earnestness with which important issues of law and order are viewed and is an understandable and healthy sign.

The groups will call for considerable adjustment of attitudes in some instances. Some police officers will, at first, find difficulty in discussing issues which they regarded previously as entirely within their own domain; some members of the groups who are not police officers will, for probably widely differing reasons, be loath to accept limitations on what decisions a police officer is prepared to relinquish from his professional grasp. It is to be hoped that each group will arrive at a *modus vivendi* permitting both growth of mutual insight and tolerance of uncertainty.

Local officers already actively encourage consultative groups to discuss and prompt action on a broad range of issues—including, where possible,

operational matters—and policing policies in a number of areas have been refined and improved as a direct result of recommendations made by groups. It is however important that those involved should bear in mind that while we are eager to be as open as possible in our dealings with them, there are certain areas of operational activity which cannot, for obvious reasons, come within the remit of consultative groups.

Lay visitors

The experimental introduction, following early suggestions and encouragement from you, of lay visitors to a limited number of police stations within the Metropolitan Police District has represented another successful aspect of openness in the conduct of our affairs. Enjoying independence of status, the visitors have made unscheduled visits to stations and have discovered little in the way of irregularity or complaint. Given some of the formidable myths which existed about police officers' conduct towards people in custody, the findings have lent added weight to our protests that the accusations were, for the most part, either contrived or gravely exaggerated. Our professional responsibility must be, in conjunction with the quite acceptable attentions of the visitors, to ensure that isolated instances of malpractice or negligence towards those in custody are rigorously punished.

I regard as singularly encouraging early indications which suggest that such wrong-doing is now quickly reported to senior ranks by fellow officers who wish to dissociate themselves from it.

Cash limits

From the statement of the need, in last year's Force goals, to effect better management of all our resources, there grew a much greater consciousness and sense of responsibility towards the need for careful husbandry of public funds. This was paralleled, and emphasised, by your decision to introduce a cash limit for the Force, in addition to the existing controls over the numbers of police and civil staff and on capital expenditure.

It is now acknowledged that the Metropolitan Police has not yet developed the involvement of police personnel in the financial cycle to anything like the degree found in other police forces. This resulted in an insufficiently informed attitude towards expenditure, influenced in some cases by a lack of understanding of the limits placed on our financial resources. The Force is now more aware of the reality that there must always be a strict limit on the amount which the community as a whole can allocate to the police function and of the need to cope with demands more efficiently within limited resources: working days are spent in making the frustrating and difficult choices between competing priorities.

The experimental use of a "ready reckoner" of resource costs for divisions—a tabulated guide to unit costs—proved a success in allowing chief superintendents to identify and quantify comparative costs of policing methods. On the basis of the experiment, the ready reckoner has been extended in use throughout the Force in an adapted form. Its use will increase consciousness of both unit and aggregated cost in deployment of officers and

vehicles and it should result in significant savings where wastefulness is identified in explicit cash terms and where a positive sense of achievement is instilled in meeting operational needs with maximum economy as well as efficiency and effectiveness.

The introduction of the cash limit has tightened the controls on spending within the Force. Departments faced with unexpected demands upon their resources must fully consider the options which exist for meeting those demands without additional expenditure and this has led to a further examination both of priorities and of costs.

Whilst readily acknowledging our need in all of these respects to ensure good practice in budgetary management, it must also be emphasised that the growth in recorded crime and the concomitant public fear of crime need bold initiatives. Some of these will be based on public goodwill, some will be met by stretching and redeploying existing allocations but some will inevitably be dependent upon the availability of increased funds.

Careful stewardship of resources

It is appropriate at this stage to draw renewed attention to the curious paradox in policing effectiveness likely to be caused by the interplay of forces of supply and demand surrounding police services. The more professional we become, the greater our apparent—and real—effectiveness and, predictably, the greater demand upon our services from a public who perceive us as able to meet their needs.

There are clear signs already that demand has outstripped our capability to supply a comprehensive service and we have been forced to concentrate upon particular priorities within the totality of demand. The moment that an organisation begins to choose amongst corporate priorities, so follows inevitably the recognition that desirable goals will be left unpursued or, at best, given less weight from amongst fixed resources.

Rigorously enforced cash limits are a challenge to our professionalism in matching our available resources against increasing demand. In seeking to operate responsibly within these limits we shall inevitably find ourselves less able to meet all of our commitments towards the general public in the way that we would wish.

If we rise, for example, to a centrally counselled drive against drugs, which brings heavy demands on manpower through round-the-clock surveillance, then the existence of finite ceilings to manpower will dictate the removal of officers from other duties. The delicacy and sensitivity of the work requires the deployment of experienced officers, who are also in demand for other key areas of operational work—such as anti-robbery or anti-fraud duties.

Nor is the question simply one of moving officers laterally from one duty to another. There are market forces at work which add complexity to the choice between competing demands. If we continue to record substantial successes in a drive against drugs, forcing up local street prices through

compensative scarcity of supply, then we risk growing numbers of street robberies or burglaries, mounted to finance the purchase of drugs.

Notwithstanding, the introduction of the cash limit has undeniably brought home to officers, who are now well rewarded by the community for the performance of their vital tasks, a recognition of their close involvement in public funding. That awareness will be invaluable in furthering another dimension of demonstrating professionalism to the world: the way in which we show ourselves capable of careful stewardship of what resources we have.

At a strategic level, work continues on devising a reliable manpower allocation formula which will allow the posting of officers in such a way that both regular duties and contingency arrangements are adequately catered for.

It is not always appreciated that the long and expensive training of police officers is sometimes negated by their being employed on duties not requiring police powers or operational experience. Identification of examples of such uneconomic practice and remedying them by appointing more appropriately qualified civil staff has been Force policy for many years and still continues.

Policy guidance has been given to divisional chief superintendents on how best to control and direct groups of officers acting as "squads" in combating either specific or more generalised manifestations of crime. Such groupings can, if not effectively supervised, become self-justifying and assume a seductive importance which fails to take into account the wider manpower needs of the divisional task.

In an attempt to grade a suitable level of police response to widely differing calls upon police services—from urgent assistance to prevent death or injury, to less immediate requests to help with drivers locked out of their cars—a field-trial was held at Croydon police station. Informed by the results of this experiment, "graded response" will be introduced systematically on a Force-wide basis during 1985.

With the introduction of the Attorney General's guidelines in June 1983 coincided the Force's adjustment of its prosecution policies; more than 27,000 adult offenders were cautioned in 1984 in appropriate cases. Savings in police and court staff time were a welcome result.

An allied scheme in respect of the immediate cautioning of juveniles for minor offences and for first-time offenders will bring evident savings in police time and in the workload of juvenile and magistrates' courts.

In each aspect of these new cautioning procedures, valuable manpower will be released either for pressing police duties or, in the case of juvenile bureau personnel, for creative work within the community, particularly with the young.

Careful scrutiny of forthcoming public order commitments and the adoption of a philosophy of minimum deployment consistent with conserv-

ing the peace was aimed at reducing the level of manpower employed to police such events. However, the requirements placed upon the Force by events that could not be anticipated resulted in an overall increase of more than 30 per cent in the number of officers used in comparison with 1983 which had shown a reduction over 1982.

A total of 85 police officers were released from specialist traffic duties, and 30 from court duties, in our continued emphasis on making available "more constables to the high street".

This movement also finds realisation in the release of 110 officers over holding authorised civil staff posts and it is anticipated that, in total, 150 such positions will be filled by support staff by April 1985, so making a further 40 officers available. This process will continue, albeit at a slower rate.

Keeping tuned to public needs

It is essential for an organisation which lays claim to the description of "professional" to make every effort to attune itself to the wishes of the public. The Metropolitan Police has an especial obligation in this respect for a number of reasons. Firstly, because its work rests upon the exercise of authority—and occasionally force where necessary—and the legitimacy of that authority rests not only on the fact of the law but also on the will of the community: remove either and the police become oppressive. Secondly, being a huge organisation numerically, structurally and geographically, we have been inclined to be impersonal and to have arrogated to ourselves the judgement of what was "good for" the public. Thirdly, having a centralised headquarters structure in a huge metropolis can work against a local shaping of Force policy.

For these reasons, a number of strands of policy are woven together to provide a strategy for understanding in the best ways possible the needs of the community.

"In the best ways possible" will always include a prominent place for the burgeoning consultative groups already mentioned, which have a commonsense base of police officers, elected representatives of the local citizens and community voices.

These group representatives are entitled to as full a range of information as possible in coming to joint judgement on local policing matters. In this spirit, I required divisional chief superintendents last year to make available to the public their plans for policing their areas. It was an unprecedented step for the service but met with wide appreciation and balanced comment.

The discussion arising from the plans has shaped chief superintendents' perceptions for this year's planning round and the logical consequence should be a greater investment from local representatives in what becomes genuinely consensual policing.

Public surveys conducted by independent research groups at our request are an instrument of growing sensitivity and therefore offer more accurate and credible findings.

Whilst it would be wrong to deny that we look at the ratings of satisfaction with our services, consistently in the region of 75 per cent, with some degree of pleasure, it is also emphasised that we scrutinise with great care and interest the 25 per cent level of dissatisfaction (which includes those who are merely undecided) and the difference between areas, ages and opinions.

Associated with the surveys, and equally valuable in tapping into public feeling, are the regular meetings called with the Members of Parliament representing London constituencies, the London Boroughs Association and the Outer London Districts Association, to which will be added in future the Association of London Authorities. There are also regular meetings with senior personnel of London's churches and senior editorial staff of the press and media. Each of these contact points is replicated, time and again, through local initiatives, so achieving rapport at both tactical and strategic levels.

It is vital that these meetings generate an open exchange of views, rather than polarised attack, defence and counter-attack, and it is gratifying to report that usually they are valuable exercises in communication.

Reflecting this, it is not sufficient for us unilaterally to tune in to public needs; the public is entitled to be aware, too, of the police perspective.

Keeping the public tuned to our needs

Running parallel with the development of consultation is a greater willingness on the part of the Force to be more open about the problems of policing as seen within the profession; a willingness to voice doubts, aspirations, frustrations and disappointments. In the past, we have been too ready to grumble quietly, assuming either that nobody would be interested or that they would not really understand even if they were. There is abundant evidence of both growing interest and understanding of the police task.

This shared appreciation of the dilemmas and conflicting interests of policing will help to shed light in all quarters and will result in a mutually interested understanding of community priorities, avoidance of duplicated effort or fragmented approaches to facets of a common problem, as well as offering an holistic view of community finance and resources.

In urging senior police management forward in the quest for broader community recognition of the complexities of policing, I have set great store by our ability to concede—quite openly—errors of judgement or perception and a preparedness to receive constructive criticism. This outward openness of spirit is reflected internally, and is discussed subsequently, particularly in relationship to the press and media.

A sole caveat is that the police cannot alone adopt openness as a public standard; there must be reciprocal efforts within the community, or what will

be seen by the police as unilateral commitment will wither. Nonetheless, one of the most rewarding features of 1984 has been the recognition of a steadily growing co-operative spirit within the Force at all ranks; born of the hugeness of the task confronting the police, there has been tangible evidence of Metropolitan Police officers reaching out to the public in a way which indicates a thorough understanding of my search for shared responsibility for developing harmonious communities.

This shared spirit cannot be better illustrated than in the role of the Metropolitan Special Constabulary, which grew in strength by 71 officers. My regard remains undiminished for these citizens, who show such commitment by giving up valuable time for no reward but the satisfaction of courageous public service under often dangerous or unpredictable circumstances.

The internal dimension of professionalism—broadening the pursuit of excellence

An inevitable consequence of a determination to open one's organisation to greater public scrutiny, and of encouraging managers to respond positively to constructive criticism, is sharpened self-awareness at all levels of the organisation. Then, self-knowledge and a willingness to acknowledge external influences feed on each other.

A number of useful qualities flow from the process: a recognition of fallibility, a management style which is less punitive towards genuine mistakes and more rewarding of constructive goodwill, a broader frame of reference with which to form judgements and a greater flexibility in responding to change.

Acceptance of human limitation—whether in the individual or the organisation—forces concentration upon achievable goals. Still pursuing a programme broadly based on "management by objectives", the Force has grown from strength to strength in the planning process and will be less and less likely now to feel comfortable with unplanned, reflex responses to the environment.

The initial ventures into planning have been revealing, often in unexpected ways. Early planning rounds were, perhaps, a little too complex and were a considerable burden upon already busy managers who were then required to dovetail the new demands with existing patterns of behaviour and workload. The dovetailing has been a little rickety in places, with inadequate tools and too elaborate a design.

Nonetheless, the divisional chief superintendents have made useful discoveries in determining goals for the policing year and, in being more acutely aware of fiercely competing demands on limited resources, have developed a much sharper awareness of priorities and have learned to seek out new, often ingenious, means of achieving their objectives. The continuous call for validation of their efforts has brought about conscious attempts to search for data in place of assumption and the insistence upon evaluation has brought, in many instances, a clear sense of progress along predetermined paths.

A number of developments are now taking place in the planning process which address the faults of the earlier system. The Force has this year (1985) a unified goal, aimed at improving our quality of public service and replacing the complex interplay of goals for previous rounds; a year of consolidation is anticipated, in which measurable progress should be achieved, yet avoiding any counter-productive agency which compels movement without sufficient opportunity for composed reflection.

Development of planning skills is now incorporated into management training, reflecting a sensible requirement that planning should be part of the very fabric of day-to-day management, rather than a stucco façade—ornamental but an early victim to intemperate elements.

The new demands for planning skills at all ranks, but with considerable emphasis at chief superintendent level, will almost certainly call for a reappraisal of the desired "profile" of candidates for promotion, though I am relieved that so many of the requisite qualities have been met from within the capabilities of existing holders of office.

One of the most rewarding features of the planning process has been the resultant stimulation of lateral thinking and innovation.

The area intelligence and surveillance units now have computer terminal facilities enabling any unit to search the information held by the others and the Force Intelligence Development Steering Committee is examining ways of achieving greater compatibility between the units and two national projects—method index and crime pattern analysis—to extend the information available to those investigating crime.

Burglary case screening has developed some spare capacity for detectives which is now being used to enhance the investigation of cases in which there are evident leads. In addition, the case assessment of beat crimes is showing hopeful signs. In this development victims are provided initially with written information and then given a police contact with whom they can discuss their case if they wish to. An extension of these approaches, that of screening all crime by way of a station crime desk, is under way as part of the neighbourhood policing project.

The "problem oriented approach" involves stepping outside the traditional law enforcement framework in order to seek out actively how the public and the other social agencies view an identified local problem. These perceptions are then tested by statistical and empirical research, the results being compared against previous police perceptions of the problem. This approach invariably leads to surprises and the four pilot studies carried out by our Management Services Department were no exception. For example, a study of victims of theft from the person in a central area found that the common perception of a typical victim and the location in which the offence took place was inaccurate; the offences were usually committed within shops, rather than on the street, and the victims were likely to be female office workers, rather than tourists, with the offence occurring between 12 midday and 3.30 p.m.

The four studies have culminated in initiatives aimed at tackling what is, in each case, a problem with distinctively localised elements. Traditional methods of assessing the success of such initiatives will need revision as thorough research often reveals the existence of previously unreported offences and the suspected phenomenon of rises in recorded crime linked to enhanced "attention" will, in all likelihood, be confirmed.

Another aspect of the problem oriented approach which has been initiated is a model for autocrime analysis in which six elements of motor vehicle offences are considered: the offence, the environment and opportunity, the vehicle, the offender, the detection and the prosecution. Ways of dealing with each of the elements are proposed to assist divisional officers in better appreciating the action they should take.

As part of our aim to promote professionalism in the Force, we have devised a training scheme to extend the knowledge of officers in dealing with the emotive issues of child abuse, domestic violence and mental illness. The scheme, co-ordinated by a Force working party, seeks also to improve co-operation with, and understanding of, other agencies' work in these areas. Positive results to date include, at a local level, improved communication, shared inter-agency training and greater appreciation of the roles of other services in approaching society's problems and the granting of research facilities into domestic violence.

The internal dimension of professionalism is dominated by a pursuit of excellence. This is not at odds with the "acceptance of human limitation" referred to above, but indicates rather a quality towards which we strive in measurable, achievable steps. Every organisation needs its vision, the Metropolitan Police has chosen excellence of service.

The recently published handbook of Guidance for Professional Behaviour, combined with a restatement of the principles of policing, provides a fountain-head from which will flow consideration of all aspects of professionalism and aspiration to quality of service.

Written primarily for introducing new constables to the professional ethic, it nonetheless has something for us all; indeed, the very discipline of writing it provoked at the most senior levels of the Force much healthy discussion and a challenge to previously uncritical assumptions about the nature of policing.

The resolution of conflicting interests—the search for balanced policing

Every organisation—more probably those working in the open scrutiny of the public sector—will be confronted with dilemmas of conflicting interest. A measure of professionalism will lie in the way in which each organisation approaches the resolution of such conflict.

Whilst it is realistic and practical to recognise that perfect solutions are confined to textbooks, the police service should be able to draw on its inner

strengths and upon external support and so devise solutions which offer optimum benefit for the community and for its own organisation.

The Metropolitan Police is faced with constantly shifting facets of dilemma in reaching its judgement of conflicting interests.

Obvious or discreet policing

For example, the year passed in the Metropolitan Police District without recurrence of serious street disorder, which may reflect the balance struck by police commanders in addressing the complexities of policing tense inner-city areas. The dilemma for the commanders lies in choosing a "profile" for their officers which, on the one hand, takes into account the wish of Londoners to live in an atmosphere of peace and security and, on the other, does not allow the visible police presence to be such that civil obedience is felt to be compelled rather than freely enjoyed.

This particular difficulty for police officers is sometimes described as the distinction between "hard" and "soft" policing. The description is not only misleading but dangerously emotive. It is misleading for two reasons. It is perfectly possible to achieve some sound preventive policing without high visibility; to have a relatively visible profile without the semblance of harshness. It is dangerous because tactics which are described and perhaps, therefore, perceived as "hard" will have a negative effect not only on the population who feel themselves rightly or wrongly the target of such activity, but also on the officers themselves, the less mature of whom may feel tempted to act out the "label" ascribed to them.

Deployment of personnel carriers: threat or reassurance

The fine balance to be struck by the police is epitomised in the deployment of our police transit vans which carry the district support units, each comprised of a supervisor and 10 locally based constables. Time and again the presence of a unit has served as a clear deterrent to groups who have been bent on causing a disturbance and peace has been maintained. The worth of the district support units lies partly in this deterrent effect. But there are two less beneficial, interrelated aspects which the sensitive police commander must take into account. Firstly, the transit vans can have an ominous and threatening aura about them when awaiting call and, secondly, their presence can, if not carefully managed, provoke disorder.

The best example of their use lies in imaginative deployment of the officers on patrol, using the carrier-van as a base, this reduces the ominous sense of the "gathering storm", dissipates the boredom of officers pent up in a cramped vehicle, provides a visible crime prevention deterrent of local officers on the high street and induces an enhanced sense of service to the public. Yet recall to the carrier for any emergency—and there are, of course, substantial periods without the sort of emergency calling for a group response—can be effected swiftly and efficiently.

Enforcement or discretion

Another dilemma which requires professional resolution is that of enforcement of the law as against the exercise of discretion. Legal aspects of the

office and responsibilities of the constable and his unique discretion are well documented and need no rehearsal here. Practical aspects of the cross-fire in which operational police officers find themselves are less well appreciated. It should be recognised clearly that one volley of the cross-fire comes unambiguously from my direction insofar as I have said that there cannot be "no-go" areas in London. This compels police commanders to take action where they see crime committed; there is no facility for the turning of blind eyes. But, at the same time, the officers are only too conscious that enforcement of the law can provoke both discontent and disorder in communities where relations are fragile and where bridges to understanding are, at their best, frail.

Two examples may help to illustrate the uneasy position of the police. My Report of 1982 spoke of a number of "symbolic" locations in London, where a very place name has become associated with confrontation between some local inhabitants and the police. One such location might be frequented by young black people, with the sale and use of cannabis being prolific. Combined pressures of Force policy together with local resentment of what is seen as disregard for the law weigh in upon the chief superintendent of the division concerned. He also has an eye on the morale of the officers at the station, who want neither to succumb to a "no-go" area nor yet to see their painstaking efforts to create bonds with the local community—black and white—shattered by the disorder likely to result from assertive confrontation of the cannabis problem.

But the chief superintendent cannot afford the luxury of inertia. His professional solution will lie in firm but thoughtful communication with owners or frequenters of the "symbolic" location, urging them towards elements of self-policing; liaison with other interested agencies, including sometimes actually getting them "interested"; establishing supporting links with the surrounding community to encourage community pressures towards law-observance and, not least of course, deploying police officers with firm guidance about the relative merits of immediate intervention or action which is strategically delayed (such as application for summonses or orders against owners of premises).

A second illustration is found at any one of the now quite well-known public houses which have become gathering places for homosexuals. The country at large—including the great majority of its police officers—has not yet adjusted to the phenomenon of overt homosexuality; gathering places (no doubt providing a sense of corporate security to homosexuals in their minority status) are often regarded by local residents with a mixture of curiosity and uneasiness. The uneasiness can turn to disdain when, usually at night, a few homosexuals commit acts of indecency or obscenely solicit in the surrounding neighbourhood. The chief superintendent is now faced with distinguishing carefully between fact and prejudice, between inaction which will be seen as neglect of duty and action which will be seen as harassment. Decisions and difficult choices will often be made more problematic by the emotive "folklore" of the location, by conflicting pressure groups (residents' groups as against campaigners for equality of rights for

homosexuals) and by insensitive press coverage. Professional resolution of the conflicts will lie in control of any personal prejudice, painstaking explanation of the law to those concerned for each "side", encouraging self-stewardship, and careful briefing of police officers about both the qualitative and quantitative measure of their performance.

It is clearly possible to extrapolate from these two particular examples of demands upon the police, to other areas—gypsies, squatters, troublesome youth-clubs, night-clubs, dance-halls, public houses—where there is always an intricate interplay between individual and communal rights and freedoms.

Observing the rule of law and a fallible judicial process

Great emphasis has been laid in my strategic approach to the policing of London upon the requirement on Metropolitan Police officers to observe the rule of law—to police within what has been called the "due process". This requirement is unequivocal and always has been; if police officers do not abide by the law, then any credibility they seek in requiring or persuading others to do so in a consensual society is put in jeopardy.

Police officers have not always risen to this demand. On occasions they have, quite wrongly, behaved in ways suggesting that they were anticipating—and pre-empting—failures of the judicial process to deliver what they would have viewed as justice. Had the approach been more professional, statutory changes might have been avoided. Section 4 of the Vagrancy Act 1824, of some use in the armoury of preventive legislation and in dealing with suspected persons, was lost because its subjective standards were abused by some officers over the years. The present Bail Act, with its restricting effects which can result in the granting of bail to still active criminals, derived from a sustained cavalier attitude on the part of some police officers to the remanding of prisoners in custody; some of the provisions of the current Police and Criminal Evidence Act were passed more out of an understandable need for the control of such police officers, than from zeal to reform and consolidate unclear or fragmented laws.

The police tasks of investigation and preparation of the case for prosecution find themselves frequently in tension with observed weaknesses in the granting of bail, skills of advocacy which, in an adversarial system, are devoted to acquittal sooner than truth, unrealistic acquittal rates or lenient sentencing, and legislation which occasionally aids the wrong-doer rather than the innocent.

Greater professionalism in the observance of the rule of law and commitment to changing bad law or bad practice by consultation and informing the Parliamentary process will draw less criticism and will avoid some of the less helpful changes in law.

In a violent society police officers have now, more frequently than ever, the delegated responsibility to confront danger—often deadly danger—and to pit their physical strength against criminal adversaries. We have now developed sophisticated arrest and restraint techniques which, as they gain

ground and the experience of field-use, will permit the effective but controlled use of legitimate and minimum force where it is needed.

Quite different is the exercise of force by a police officer out of personal vindictiveness, whether it arises from simply reaching a breaking point under stress or, much worse, from some ill-conceived self-appointment to be the guardian of guilt or innocence, then meting out "punishment" on behalf of a judicial system which is felt to be insufficiently rigorous in sentencing. Such appalling conduct is rightly deplored by all professional officers.

The provision of a strong ethical framework and clear guidance is essential to a force which is called constantly to work in the twilight areas of criminality. There is endless opportunity and temptation to blur the distinctions between ends and means. It is for this reason that we have produced a set of policing principles and a handbook to guide officers in the practice of professionalism.

Likewise, the whole ethical base of recruitment and training must attempt to select, support and develop the individual on the basis of moral strength. Current training has consciously moved away from the rigid, authoritarian "spoon-feeding" regime which, while efficient and convenient to police teachers, breeds strong strains of dependency, in conflict with the independence of judgement required by the office of constable. Instead we moved, two years ago, to a student-centred model with a greater emphasis on self-expression and the cultivation of a sense of personal adequacy. It is the development of this inner strength which will best help the individual officer to cope with the grey and ambiguous areas of policing.

Quantitative returns of work and valid performance measures

Allied to inner confidence is the quiet, personal recognition of a job well done as a qualitative measure of success. Past standards have relied too strongly on raw, quantitative assessment of progress, particularly that of probationers'. In line with the changes in the ethos of training described above, there was an explicit statement made in the probationer's progress book reinforcing the need to deal a death blow finally to the notion that "chasing figures" is an accurate means of determining a constable's success. The "figures" beast has the strength of years in its veins and is an unconscionable time dying; improved continuous assessment procedures are hastening the coup de grace and much greater emphasis is now placed at all levels in seeing a constable's qualities in the round, rather than in the narrow field of numerical returns alone.

Nonetheless, professionalism requires of an organisation a commitment to self-analysis; a search for excellence demands goals for attainment, enabling objectives and rational measures of performance. These should be available at both an organisational and an individual level.

Three types of measurement are needed to evaluate Force strategy. The first and most obvious are, perhaps, the traditional overall indicators of police performance: crime statistics, and published opinion poll findings of public satisfaction with police service. But of equal importance are the provision of

specific management information about the performance of individual units and the evaluation of policing initiatives and innovations.

Accepting that statistics are at best an uncertain indicator, not least the "clear-up" rate in which the sins of the community are annually visited upon the police, I am encouraged by continuing research into public attitudes towards the police; the findings of the National Opinion Poll survey carried out in the spring of 1984 identify a positive public endorsement of our performance. The other major overall indicator I believe to be of worth is the level and seriousness of complaints. There have been substantial falls in the volume of both serious and less serious complaints, assisted in the latter case by the early experiments with conciliation. When considered alongside the rise in recorded crime and other workloads and the results of opinion surveys, the fall in complaints suggests that the performance of Metropolitan Police officers in a difficult working environment is received with some understanding and favour by the general public.

In conjunction with a Forcewide system enabling comparison of specific clear-up rates and crime levels between divisions, the development of the Manpower Information System (MAIS) will allow managers to assess their performance more accurately. Senior police officers are encouraged to evolve their own individual indicators of performance.

The measurement of innovation is rather more elusive. Together with the Home Office Research and Planning Unit, this Force is committed to establishing ways of evaluating specific initiatives but the isolation of the results of one innovation from the consequences of others is proving difficult.

In the absence of such methods of evaluation, it has been necessary to employ traditional techniques in some cases, for example the evaluation of area intelligence and surveillance units, while concentrating measurement on internal effectiveness in others.

The concept of evaluation is vital in assisting the Force to achieve effectiveness, efficiency and economy.

Personal evaluation is to be achieved through a refined annual reporting system and by an enhanced sensitivity and strength in management training, including the acquisition of long overdue, though complex, counselling skills.

Changes versus inertia

Consequent upon the capacity for self-analysis, professionalism will demand the courage to address difficulties which go to the very roots of the organisation. Change is often uncomfortable and disconcerting and, unless it is to be mere tinkering, requires some self-discipline and determination of purpose.

Structural change

The present re-structuring of the Force arises from a recognition of the fact that a search for high quality was not likely to be successful unless the

organisation was fundamentally changed. It is discussed more fully in Chapter 2 but the essence of the rationale for change lay in:

- badly defined roles which had resulted in large parts of the organisation working towards their own ends rather than towards a shared purpose;
- too much energy and effort being wasted in keeping the organisation going instead of serving the mainline job of policing;
- the size and power of headquarters strangling the Force, taking up valuable manpower and placing unnecessary demands on the remainder; and
- the tendency for the organisation to try to cope with problems through superficial changes in the bureaucratic system, rather than looking for real solutions.

Quite clearly, disadvantages of this nature could not be met effectively by other than fundamental review and that based on adequate data. A team was therefore appointed, overseen by an assistant commissioner, who researched a broad spectrum of aspects related to the proposed changes, took soundings from operational and departmental officers at widely varying ranks and published the findings in two phases of report.

In wishing to combine some sense of progress in the face of the inevitable inertia of a large organisation—especially one which was already manfully battling with the changes imposed by new planning procedures—with some firm reference points for the direction of change, I chose to put forth a number of pre-determined elements, within which there was scope for personal and group creativity at differing levels within the Force. The response has been generally encouraging with some constructive and thoughtful initiatives emerging.

Some feelings still exist that I presented borough authorities with a *fait accompli* in terms of the selected configuration of the eight new areas. It is worth emphasising that considerable thought went into the research process, ensuring that there was no change in the borough-based divisional boundaries and that the consultative process would be interrupted as little as possible by the disappearance at borough level of the commander rank to which local groups had grown accustomed. The problems of some groups in adjusting to the new structure will inevitably be greater than those of others, but I am confident that local negotiations with those involved will find acceptable ways of overcoming these problems.

The process of implementing the change is proving both painful and slow, not least because we are still in the earliest preparatory stages of adjusting to new names and new constructs. If it required an act of conscious professionalism to innovate change of this magnitude, observers may be certain that much more of that quality will be required of those who are charged with the responsibility for refining the details of action and implementing the changes.

That is an example of structural change which needed to be addressed. There is also scope for procedural and attitudinal changes.

Procedural change

Long-established conventions are likely, in a structured and rather hierarchical organisation such as the police, to become set in concrete. Sometimes the conventions are wise and change should indeed be resisted; on other occasions, a little lateral thinking is necessary to achieve objectives by other means.

Examples of such an approach to procedural change are seen in burglary screening, the problem oriented approach to crime, extensions of the cautioning procedures, conciliation in minor complaints and new methods of dealing with children at risk, as in many other instances detailed in subsequent chapters.

Some changes will inevitably prove less beneficial than their first flush of optimism promised. But often concealed benefits lie in simply stimulating the will to think in terms of change.

Attitudinal change

Awareness of the compelling need for a change in attitudes was heightened by management conferences, the monitoring of complaints against officers, and by close scrutiny of media coverage of the Force. Our own observations were confirmed by the detail of the Policy Studies Institute Report ("Police and People in London" November 1983) and by other research findings. Although there is a rewarding solidarity of support for the police service in general, including the Metropolitan Police, there is evidently scope for improvement in a corporate sense. We have addressed this need robustly.

Given the generic source of the principles of policing and the handbook of Guidance for Professional Behaviour as a broad frame of reference for establishment of personal values, there derives from these a series of specific areas in which changes in attitude are needed.

An example of this lies in recognition by the Force of the problem of racially discriminatory behaviour by some officers. Not being satisfied with resigning ourselves to bland acknowledgement of the existence of prejudice within our ranks—and at all ranks—simply because we reflect the widespread intolerance of the community at large, we made a conscious effort to assess the problem and to construct solutions.

A working group, chaired by a deputy assistant commissioner, prepared a substantial analysis of the questions raised and offered wide-ranging solutions. No less than 74 recommendations were made, some with short-term objectives in view, others more long term. Some of the recommendations have already been implemented, whilst some may prove impractical on closer assessment by implementing branches, but what cannot be denied is an honest confrontation with the problem in a spirit of readiness to change. It has been a clear step forward to achieving my declared intention in the 1983 Report to move the Metropolitan Police towards being a leading proponent of equality and human rights.

The perception of professionalism

Professionalism is part reality and part perception. However determined an organisation or its individual members may be to raise standards of efficiency, courtesy or levels of performance, they will be reliant to a large extent in achieving those goals upon others' perspectives of comparative success or failure.

Those "external" views are shaped in their thousands by personal contact with police officers and civil staff over the course of a year; but they are shaped in their millions by the immediate and dramatic impact of newspapers, radio and television.

Parliamentary democracy is by and large well served in the United Kingdom by a healthily free and vigorous press. Although comments are made from time to time about lack of balance there is often a mote in the eye of the beholder which makes the criticism dubious. Undeniably there are occasions also on which the media see half a story and seek out selective facts to make it seem whole.

The police cannot lay just claim, as a profession, to balanced treatment at the hands of the press if they are not themselves prepared to offer their own perspective when asked. Occasionally laws of contempt or *sub judice* considerations will prevent free comment; sometimes aspects of security, revelations of which would give undue advantage to enemies of the country or of democracy, as well as to aspirant criminals, must be kept secret.

Beyond that, it has been my express wish—and practice—to keep doors open to representatives of the media, acknowledging errors and omissions frankly, but reserving the right to make a forthright point on our own behalf when I have felt it to be justified. A policy now exists which inclines much more readily to accepting opportunities to contribute to a debate which concerns us than to declining chances to express our viewpoint.

Our advertising campaign for new, better qualified recruits is essential in order to ensure the future quality of the Force and is designed to appeal to a broader intellectual catchment. The advertisements will, as an incidental advantage, convey to an audience far beyond the recruitment market something of how the Force perceives itself. Another significant by-product is that of encouraging police officers, who often underrate their value in society, to see their role more critically and with greater satisfaction.

Professionalism: readiness to lead the field

The police service has to a large extent become trapped in a reactive role, based upon an understandable and conventional preoccupation with crime committed. Last year I urged the Force to move towards a greater feeling for the preventive role, which accords readily with well documented research locating the vast majority of police work in the "service" functions peripheral to crime investigation.

Associated with this should be a recognition that the police service plays a significant creative part in the community, fully complementary to its detective role. Every encouragement is now given to senior management to take initiatives in liaison with other community or government agencies, rather than recommending that they should sit back and allow other services to make the running.

The police service has in recent years attracted a steadily and significantly increasing number of highly qualified men and women, who are now growing through to intermediate and senior command levels. The service is one of the biggest single employers of graduates in the United Kingdom, with 122 joining this Force in 1984. Many others who are clearly of university calibre but have been denied the opportunity of formal qualification are equally effective, often bringing an additional wisdom hard-won in occupations beyond the police.

This invaluable and expanding reserve of ability is not—and must not be—content to sit back, assuming that other bodies will be the first to make an impact upon problems within the community. Although I have on occasions criticised the rush and dash of "all action" officers, it must not be overlooked that commitment to one form of action—the excitement of the chase—is often beneficially reflected in leaders who find social inertia frustrating where reform is seen as necessary. I see it, therefore, as unexceptionable that police officers should be seen to be front-runners in social change, whether it is urging architectural change to help in the "designing out" of crime, advocating alternative housing policies or actively persuading commercial enterprises to build greater safety or crime prevention factors into house or vehicle design. A force should similarly be prepared—at we have been—to look fairly and squarely at its own deficiencies and make amends in advance of the general run of society. Our approach to racism is a notable example of unilateral progress.

Care should be taken in adopting the progressive role that professional boundaries are not blurred. Whilst we can and should make our views known about aspects of social welfare which impinge upon the police responsibility, our role must be confined to identifying problem areas, initiating discussion and offering what constructive help or expertise is within our professional limits. Boundaries of responsibility and available resources will determine the extent beyond which properly conscientious advice becomes unwarranted interference.

It is no less important that we should recognise that similar claims may be being made at this very moment within communities and within their supportive agencies, who have a creative and progressive view of policing; we should not feel resentment that different, yet often very constructive, judgements of the police task are available from surrounding critics and these should be appropriately bonded into our own introspectively gathered data. We should expect no less of a local authority department or a community action group, presented with advice from the police service.

There is little doubt that this assertion that the police should play a creative role in the life and growth of a community will draw accusations of what is popularly called "local engineering" or will be hung with the label of "politicisation of the police". I see no harm in "engineering" provided that this term is used in its more usual sense of building, in which it has a wholly appropriate meaning of planning for stresses and tensions in bringing conceptual design to effective working practice. The word "engineering" has attracted a disappointing, and quite unnecessary, element of "manipulation" in its definition.

As for "politicisation of the police", it will be recalled that in my Report for 1982 I referred to the office of Commissioner of Police of the Metropolis as being "apolitical". It is apolitical in the sense that the office and the policies which flow from it must avoid party-political allegiance, and must not favour one band within an electoral spectrum to the detriment of the others. It is my firm contention that we achieve such independence, illustrated for example in the way in which we police, with even-handedness, the demonstrations of the extreme left and those of the extreme right.

But policing and policing policies are political—the very etymology of the three words proclaims their mutual association. It would be foolish to pretend that police action has no political consequences, when clearly it frequently does. What is required is that the Commissioner should not espouse party political causes and the very avoidance of such partisan action requires political awareness and sensitivity. This principle must extend to officers at all ranks and should be reflected consistently in all policies.

Professionalism in practice

The past year brought a marked increase in violence, both on the streets of London and to those officers on public order duties associated with the miners' dispute. In addition the service has, from some limited quarters, become the subject of attack in the most wild and self-indulgent language.

It is unlikely that many years will test police professionalism in the way that it has been tested during 1984; seldom have qualities of determined moral and physical courage needed to be matched so fully with a sensitive and intelligent appraisal of the changing police role.

I would not wish to conclude this opening chapter and its theme of the pursuit of professionalism without giving two important examples of professionalism.

For the first, I will use the opportunity to pay tribute to Albert Laugharne, my deputy from March 1983 to January 1985, who was forced with great reluctance to retire early on the grounds of ill-health. Mr Laugharne served for 32 years as a police officer, from constable to chief constable, and still occupies a place of singular warmth and admiration both amongst police officers and those not in the service who have had the good fortune to know him. He is a man of great wisdom and sensitivity, with an ability not only to find solutions which go to the root of a problem but also to choose solutions

which respect individuals' feelings. He fought hard against growing realisation of his illness and had to be ordered by medical advisers to set aside a lifetime's commitment to the service in order to rest. His all too short time with the Metropolitan Police nonetheless allowed him an opportunity to add significantly to our understanding of professionalism, not least in the handbook of Guidance for Professional Behaviour, published earlier this year, which is substantially his work. Although he will be the first to deny it, he is the embodiment of police professionalism.

So, too, is Police Constable Jon Gordon, the dog-handler who was critically injured in the Harrod's Christmas bomb attack in 1983. I choose him, amongst many of his colleagues, both male and female, who would be equally valid choices for other reasons, because of his simple determination not only to survive but to thrive. He suffered grievous injury, including the loss of first one leg, then part of a hand, then his other leg and all this with horrific burns to his face. Prematurely declared dead at the scene, on many occasions he must have been tempted to wonder if those killed outright had not been somehow more fortunate. But, with the gallant and unstinting support of his wife, Sheila, then carrying their second child, Stuart, now 17 months old, he drew on unknown strengths to fight against his misfortune. He vowed to be back at work within a year of the explosion. He beat his target by seven clear days, walking unaided up the steps to his new office on 10th December 1984.

He now spends time helping those who are disabled to come to terms with their own difficulties.

Instances of serious injury—and calls for subsequent bravery—are not likely to diminish in coming years and we shall need all of our professionalism—individual and corporate—to answer the call.

CHAPTER 2

Personnel and Training

The Metropolitan Police will be able to achieve little of its desired drive towards the higher reaches of professionalism unless it is capable of sustaining adequate numbers of suitably qualified recruits and an inventive training programme which is effective for each rank and for each defined skill.

Recruitment applications peaked to 20,677 in 1981 after the benefit of the Edmund Davies pay review, but fell back to 15,275 in 1982 and again to 10,284 in 1983. Last year there was a marginal increase over 1983 and it is to be hoped that the shippage in interest has been halted, though the rise of just 12 applications has little statistical significance.

Seen against the volume of unemployed youth, the application rate on the one hand serves to emphasise the limits of intrinsic appeal offered by the police service to career-seekers. On the other hand, our acceptance rate of those who *do* apply (over 16 per cent in 1983 and over 11 per cent last year) reflects the growing insistence on selection of quality rather than quantity.

Research conducted on behalf of our Public Information Department, who are responsible for the provision of professional advertising for police personnel, revealed some signal trends.

Amongst the well educated young people of between 17 and 21 years of age who were responding, a dominant trait was the recognition of the importance of the police task, yet qualified by a feeling that it was "not for them". This was largely because of the degree of commitment needed to a "life-time" career or because of what they saw in themselves as a lack of "moral imperative"—an intrinsic desire or capacity to do good and to prevent bad—in a police context. Some negative perceptions were quite misconceived: mundane work, poor pay, ostracism by the peer-groups and absence of humour. Others were accurate enough: long, unpredictable hours, need for discipline, an occasionally unenviable image and danger.

Continued refinement of recruiting methods, including improved reliability of tests, and enhanced interviewing skills, will complement the developments in attracting applications and both are now underwritten by my declared policy that quantity should be subordinated to quality.

The search for quality will bring—indeed, has brought—perceptible advantages in basic training where it is possible, given good recruits, to achieve higher levels of attainment in the time allotted.

The complexity of multi-cultural inner-city and suburban life, the increase of violence, the greater accountability of the constable and the re-defined creative role of policing all combine to require greater competence, greater confidence, greater sensitivity and greater powers of communication in Metropolitan Police officers than ever before. As these qualities are developed

and the calibre of constables rises, so too must there be a concomitant growth in managerial understanding to develop their full potential.

Training personnel, constantly beset with cost restraints and interruption of courses by operational priorities, have nonetheless shown notable achievements in thoughtful reviews of existing procedures and the implementation of constructive initiatives.

In the coming year, they can look forward to quite radical procedural changes, with challenging implications arising out of the new Police and Criminal Evidence Act 1984. The Act received Royal Assent on 31st October 1984 and is expected to be implemented on 1st January 1985, with the exception of those provisions relating to complaints and discipline, and community consultation, which are to be implemented separately.

It is anticipated that the most significant change, will be the retraining of sergeants to meet the requirements of providing a "custody officer". However, there is a substantial training requirement for all officers of this Force which is being met by operating elements of the Act Forcewide on an experimental basis. These schemes will begin in April, May and July 1985. They will be preceded by explanatory Police Orders and supported by training given at district training units.

Secondly, there will be formal training designed as workshops for officers of chief inspector to commander rank, and courses for officers of constable to inspector rank.

Manpower reviews which are currently under way would appear to indicate that further increases in establishment are necessary for the Force to be fully effective in fulfilling its role in the community. The diversity of demands on police officers and hence the necessary skills required, has continued to expand as the needs of society change and grow.

Nevertheless by improving the training and the support of those constables in the forefront of police activity, we can go a long way towards providing a professional and high quality service to the public. The importance of developing the "human" skills of all officers at every stage of service has been recognised, and accepted, for some time now and current programmes both for recruits and for in-service training are well established.

This "human" dimension relates chiefly to training in three identifiable areas: self-awareness, awareness of others and their needs, and those two needs linked through conscious development of interpersonal skills. As the debate swings uneasily between "hard" and "soft" options, especially at uncritical levels in both police and community, there are clear signs that the realisation is dawning that the two are not mutually exclusive but are complementary options which can and must co-exist in both the Force and the individual officer. The professional manner in which officers act whenever firm and prompt action is required will be maintained alongside the emphasis now placed on police discretion. Officers are trained to exercise discretion intelligently and consistently and to weigh the options carefully, skilfully and

sensitively as they assess their perceptions of the prevailing needs of law and order, and public tranquillity.

A need was identified in the Police Training Council Report on Community and Race Relations for a specialist training support centre. As a result the centre for the Study of Community and Race Relations was established by the Home Office at Brunel University. The unit started work in spring 1984 with a full time academic staff of six with two police superintendents—one from this Force—on attachment. In November a training policy seminar was held for senior officers at which the Force was represented by a superintendent. A series of courses has been arranged for 1985 to which it is planned to send eight inspectors from this Force.

We have also made progress in identifying stress in individuals and are currently assessing ways of dealing with it. The recommendations of the working party on stress will enable us better to implement a comprehensive system of identifying and treating stress and related problems within the Force.

The Metropolitan Police Force is second to none in this country in the development of training and in the support for individual members of the service. To attract the best potential officers, we must continue our professional example in all aspects of training and personnel management.

Force reorganisation

My experience both outside and within the Metropolitan Police led me to suspect that there were structural faults within the organisation which were stifling both management and initiative, and thereby preventing the Force achieving the level of professionalism to which it aspired. It is perhaps inevitable that an organisation of this size, now employing nearly 27,000 police officers and over 16,000 civil staff, which has grown up over a century and a half on a very much "ad hoc" basis, should have acquired at least some structural problems. There have been reviews of the Force carried out previously but, for a variety of reasons, these did not achieve the necessary results. Instead, the majority of changes affected only the fringes of the organisation, leaving the fundamental structure untouched.

Accordingly, I directed that a far reaching and thorough review of the organisation be carried out. The reorganisation team, reporting to the Deputy Commissioner, sought the views of all senior officers of the Force and studied a wide variety of other organisations—commercial, police and military—in order to identify the source of the problems and the steps necessary to bring about actual and significant change. The report on phase 1 of the Force Organisation and Management Review containing the research team's initial findings in respect of divisional management was published in October 1983 and has already been discussed in my introductory chapter.

It is my firm belief that structure follows strategy and that improved efficiency and professionalism is dependent upon the fundamental changes which I put to you on 31st October 1984. Briefly, the aims of the changes are:

- to rationalise headquarters functions and reduce substantially the size of Force headquarters, changing its role from that of direction and control to one of guidance and support,
- to merge district and area into one intermediate level of command, shortening lines of communication and bringing the makers of policy closer to those responsible for its implementation,
- to reduce the number of senior officers and revise senior management roles, clarifying areas and boundaries of responsibility,
- to facilitate operational input into policy, ensuring that policy makers are fully aware of operational implications at the lower levels where, in turn, the reasoning behind policy is more clearly understood,
- to introduce broader policy guidelines for senior management, rather than detailed standardised instructions, allowing these to be expanded at the operating level in accordance with local circumstances, and
- to devolve decision-making to the lowest effective level of the organisation which has the information necessary to make that decision.

To date, only the broad outline of the reorganisation has been determined. The detail and the planning for implementation are progressing and will be effected with all appropriate consultation. I regard it as essential that we tap the expertise and ideas of all levels of the Force and inform ourselves of the wishes of the community in seeking to provide a structure more readily capable of delivering an expert service to the people of London.

Reorganisation has been identified as the Force priority for 1985 and a team has been created, headed by a deputy assistant commissioner, to co-ordinate and facilitate the changes; on this scale, it is not an easy task, a truth evident to all concerned. The months ahead will require considerable thought, determination and patience throughout the Force but I am confident that those qualities exist in abundance.

Manpower

In last year's Report I referred to the review of the Force manpower by a joint Home Office and Metropolitan Police panel. This body, which includes a representative of the Police Federation, continued its work throughout 1984 giving priority to the manpower levels on divisions in line with their importance to Force strategy. Each division selected is examined taking into account such factors as demographic and environmental features, levels of crime and other matters demanding police attention, so that a manpower level can be calculated which is adequate for coping with the known day-to-day range of demands. It is considered that a sample of between 17 and 20 divisions will give sufficiently comprehensive accuracy in assessing the establishment levels and needs of all 75 divisions. By May, the panel had submitted its first report having examined seven divisions. Extrapolating the results of that initial sample to the other divisions of the Force indicated a shortfall of 2,340 officers on current divisional manpower; 1,825 of them constables and the remainder sergeants and inspectors.

The methods used by the review panel are providing an improved means of calculating manpower requirements, but they are limited by concentration

upon existing quantifiable data only. They cannot yet provide a basis for measuring the potential requirements of new initiatives and projects which are founded more on their qualitative aspects, for example the need for greater community contact, than their quantitative ones, for instance crime and accident figures. The panel's methods can, however, very usefully help to forecast manpower needs for developments such as the fourth terminal at Heathrow, the M25 motorway and the docklands development.

But, if we are to succeed in our aim of producing a professional, efficient and effective police service, we must strive to ensure that our basic, most important, resource of manpower is adequately supplied.

Authority was received to increase Force manpower by the equivalent of 120 constables in the 1985/86 financial year. This will be realised through the recruitment of 50 constables and 132 civil staff, and the recruitment effort will continue in 1985 to bring the Force up to its full strength.

The overall deficiency in the number of sergeants was effectively cut by 60 per cent. At the end of the year, the deficiency stood at 148 against 374 in 1983. With continuing interest being shown in promotion, this figure should again decrease in 1985.

The establishment and strength of the regular Force are set out in Appendix 2i.

Recruitment

Regular Force

The downward trend in the application rate over the previous two years levelled during 1984 when a total of 10,296 applications were received, 12 more than 1983.

Of the 1,219 officers who joined the Metropolitan Police in 1984, 15 men and one woman re-engaged after previous resignation, and 42 men and three women transferred from other forces. A total of 227 men and 48 women (over 22 per cent of all recruits) were attested from the Cadet Corps on reaching the age of 18½ years.

The steadily increasing standards required of recruits were discussed last year and the Force is still very much involved in active competition with other employers to attract men and women of the right calibre. Early in the year the dearth of suitable candidates made it necessary to cancel some intakes into the training school, as I was not prepared to lower standards merely to achieve the necessary numbers to fill classrooms. Matters fortunately improved as the year progressed, but there must be continued marked emphasis on creative recruitment advertising if we are to attract a greater number of applicants from which to select the best possible recruits.

One effect of the competition we face was a drop in the number of graduates joining the Metropolitan Police at 122, compared with 195 in 1983. Eight graduates, including three serving officers, were successful under the Home

Office graduate entry scheme but there was a decline from 486 in 1983 to 415 in the number of applications received.

Another disappointing aspect of the year's recruiting was the reduced number of applications received from the members of minority ethnic communities. The figures were the more disheartening following as they did on the encouraging trend of the previous two years. Many of those who were unsuccessful failed the police initial recruitment test but, as indicated last year, failure to pass this test does not result in the automatic rejection of an applicant. Counselling is still given to those who narrowly fail the test and who appear to have the other qualities required of a police officer. They are given positive advice on ways to improve academic standards and are informed of relevant courses provided by local education authorities. These courses are intended to assist potential candidates reach the necessary academic standards; 77 per cent of applicants who receive such help subsequently succeed at the interview stage, compared with a figure of 56 per cent for all candidates.

In support of the overall strategy of identifying and attracting potential recruits of the highest standard, the careers section continued to utilise every opportunity to liaise with all sections of the community. The programme of schools visits has been maintained; a large number of sixth-form colleges and other further education establishments have also been contacted to demonstrate to students the merits of a police career, particularly to those students from minority ethnic groups. Recruitment displays have been mounted in the London Boroughs of Croydon, Haringey, Lewisham, Hounslow, Havering, Waltham Forest and Ealing and, for the first time, joint recruiting campaigns were held with three provincial forces in areas adjacent to the Metropolitan Police District.

A programme of visits to job centres was also undertaken, and contact is maintained with a wide variety of individuals and groups in order to inform them of the personal counselling offered by the careers section.

The research work into the feasibility of using personality tests as an aid to selection of recruits is continuing. A report setting out the results of the research together with recommendations will be submitted during the first half of 1985.

The two-day residential selection programme introduced in 1983 has continued to prove its worth and is now a permanent part of the selection system. Assessment of the individual applicant is more rigorous and detailed and candidates are afforded a clearer insight into the implications of their chosen career.

Preliminary work has begun on the evaluation of current Force recruitment strategies and procedures. Following the improvements in selection procedures introduced last year, the recruitment branch is re-viewing its effectiveness in the processing of applications and it is anticipated that the additional management information relating to the recruitment process obtained should enable us to become more professional and cost effective. Accordingly, there

are clear possibilities of reducing the time between an application to join and the commencement of initial training.

Particulars of applications processed during the year, compared with 1983, are as shown in the following table:—

	1983			1984		
	Male	Female	Total	Male	Female	Total
Applications*						
Total	7,970	2,314	10,284	7,931	2,365	10,296
Ethnic minorities	362	82	444	309	91	400
Interviewed						
Total	1,869	321	2,191	1,785	326	2,111
Ethnic minorities	74	20	94	29	10	39
Recommended for acceptance						
Total	1,030	162	1,212	1,023	171	1,196
Ethnic minorities	51	13	64	23	7	30
Joined†						
Total	1,476	195	1,671	1,069	150	1,219
Ethnic minorities	57	17	74	30	6	36

*Not all applications can be processed in the same calendar year and these figures cannot therefore be compared with those under the other headings.

†These figures included candidates interviewed towards the end of the preceding year but who did not join the Force until the stated year.

Cadet Corps

Recruiting for the new-style Cadet Corps commenced in autumn 1983, with increased standards being required of successful candidates. Apart from the higher age threshold, applicants are required to have at least five GCE "O" level passes, one of which must be English Language. The physical, medical and character requirements are broadly the same as for the regular Force, save that candidates for the Cadet Corps must also be able to swim at least 100 metres.

A total of 2,015 applications were received during the year; 423 candidates attended the 2½-day residential selection procedure at Peel Centre and 243 were accepted for courses in 1984 and 1985.

The 275 cadets attested as constables in 1984 possessed an average of seven "O" level passes at grade C or above and 38 had "A" level passes. I am very pleased that the Force, in its efforts towards greater professionalism, has been able to recruit such high calibre young men and women into the Corps.

It had been hoped to fill all 300 vacancies during the year, but 75 per cent of those applying could not be accepted, mainly because they were too young or were below the required standard. The minimum entry requirements

for the Corps must therefore continue to be emphasised in recruitment advertising.

Metropolitan Special Constabulary

The modest net rise of 39 in the strength of the Metropolitan Special Constabulary last year was improved in 1984 with an increase of 71. A total of 455 special constables were attested, including a record single intake of 125 in September. Although the increase in strength is encouraging, it would be heartening to see even more members of the public committing themselves to the important community service of the "specials".

Removals from the Force

Retirements and other removals from the Force are classified in Appendix Zii.

Training

Recruit training

The past year has seen significant improvement and transition in the field of recruit training as methods of teaching and instruction have undergone continuous analysis, evaluation and modification. The training establishment has fully accepted the challenge of making the very best use of the first-class potential provided from the improved selection procedures.

At its most simple level, the objective of constable training is to impart the knowledge and skills that will enable officers to deal confidently and competently with the demands of an increasingly complex society.

Using necessarily finite resources, initial training must provide an officer who, although by no means fully trained, has nonetheless a balance of skills and information which will in the early months of duty ensure the provision of a professional service in the vast majority of cases in which the public calls for assistance. Although required, amongst other duties, to direct traffic, fill forms and perhaps drive vehicles, most of an officer's skills will be concentrated daily on dealing with people. With this in mind, increasing emphasis has been placed upon the importance of the human dimensions of policing skills in training in order better to equip young constables for their day-to-day duty. By no means the least of the skills to be acquired is that of effective communication. The worth of the now established listening laboratory where recruits can actually practise and develop specific skills of listening, interviewing, interrogating, analysing content of conversation and levels of recall, has been particularly evident over the past year.

It is now more and more recognised that by enhancing these skills, the officer joining district from training school has become progressively more professional in his handling of encounters with members of the public. But it would be complacent to underestimate the difficulties which remain in advancing such training and there are real dilemmas in inducing and assessing attitudinal change. A further obstacle at present is the format of the present examinations, which are tangible, immediate and measurable but based largely on law and police practice. For, whilst students appreciate that they

are being assessed over and above the tests and whilst they enjoy the discussions and dynamic experiential games which assist in personality development, their pre-occupation understandably rests with those subjects which they know will be tested. Overcoming this obstacle will take both time and careful consideration in the important areas of keeping the initial syllabus realistic and practical, structuring examinations to test a wider range of skills beyond the legalistic, thoughtful choice of training for staff and the thorough integration in assessment of non-examined skills with the examined.

With these objectives specifically in mind, a more accurate, and perhaps less subjective, assessment of students' understanding of policing skills material is being actively sought. In addition, a feasibility study to determine the need for objective and subjective testing of the policing skills programme and its suitability, is close to completion. Indications are that some form of testing is desirable but it is accepted that to devise assessment methods of abstract skills will be an extremely difficult task and one which cannot be hastily completed.

Clearly, to be truly effective, the ethos of training must extend throughout the Force and throughout officers' careers. It is quite unrealistic to think that improvement in the approach and behaviour of police officers can be reached through the simple addition of extra subjects—however inspired—to a curriculum. It is realised that the syllabus, the staff and their management policies, the "atmosphere" created by the establishment for learning and the follow-up facilities beyond the confines of the training institution, all play a role in gaining the best from a recruit.

The public, likewise, needs to understand both the new style of constable and the effort taken to achieve the new standards. Visits to the training school have gone a long way over the past year to assist in this respect. Peel Centre as a whole receives a steady flow of visitors from home and abroad, representing a wide cross-section of society and its staff are learning to use the "public" as a source of advice, criticism, encouragement and as a performance indicator. There has, in fact, been a 300 per cent increase in the number of visits in 1984 compared with 1983. A comprehensive list of groups or individuals who have visited the centre is clearly too great to be included in this Report, but some details are shown at Appendix Ziii.

In order to ensure that full advantage can be achieved through two-way exchange of information, an officer from the recruit training school has been appointed to organise visits to that part of Peel Centre. During 1984, a total of 208 separate visits, involving over 1,200 visitors of the community, took place. These visitors included Her Royal Highness The Princess of Wales, Members of Parliament, local government councillors, police consultative committee members, magistrates, community groups and workers, representatives of industry, commerce and the media, charity groups, university and school students and prospective candidates.

An important aspect of visits to both Peel Centre and the "satellite" establishment at Wanstead, is the fact that many senior police officers of the Force have taken the opportunity to attend and gain valuable insight into

current trends in police training. Over and above those from this Force, officers from other forces, both national and international, have visited the training school on over 30 separate occasions.

All visits are "thrice blessed". Firstly, every opportunity is taken to utilise visitors in the practical aspect of training—perhaps as role-players or participants in discussion—which allows them greater involvement as opposed to being mere spectators from the outside. The resulting feeling of having "in some way helped" in the learning process is often reported by visitors.

Secondly, for the recruits, it is a relatively rare chance to exercise their skills and knowledge in dealing with "genuine" members of the public and not "actors" in the form of other staff members or fellow recruits. The additional realism instilled into practical exercises is appreciated by recruits and considered by them as being extremely beneficial. Realism is obviously one of the most elusive features of practical work and recruits feel much more rewarded when dealing with someone with no police background.

Finally, the instructor himself is aided in making his appraisal of a recruit's performance by having one extra reference point—"real" contact—against which to measure an officer's emergent skills.

Another major success emanating from these visits has been the new traditional taking of afternoon tea with the recruits, when visitors are allowed to mix and talk freely, and in the absence of instructors, with classes of senior recruits. Visitors are thus given a chance to meet young officers in an informal setting, but, perhaps more importantly, it also allows developing police officers to gain experience with a range of general public who are almost invariably courteous and interested in the police task.

The philosophy is clear: the more opportunity recruits have to practise newly learned or developing skills, the more professional and expert they will be. Pursuing this theme, senior recruits in the school, who are nearing completion of the course, have been employed to assist in policing suitable public events. During the past year, officers under training were employed on crowd control at both the London Marathon and the Trooping the Colour ceremony.

Through increased contact the Metropolitan Police, as a professional body, is striving to build up understanding at all points and, in the process, to break down some of the barriers to co-operation between police officers and young people. A further advance into the area of increased integration with all sections of the community has been the development of the "youth involvement scheme" which operates in conjunction with district community liaison officers working to promote good relations with young people between the ages of 16 and 20 years throughout London.

Under the scheme, youth leaders throughout London visit the training school and then arrange for groups of young people to visit for an afternoon at the weekend. The visitors, normally numbering around 50 to 60, are received and entertained by recruits who have voluntarily given up their free time to become involved.

Often a sporting competition is organised using the gymnasium facilities, with the emphasis very much on participation and enjoyment rather than on winning. Following the presentation of prizes for the guests, participants are encouraged to mix freely with recruits over tea and sandwiches. Once again the informal, relaxed setting leads to open and less stylised or inhibited communication.

All concerned have a rare and valuable opportunity to obtain an insight into the problems and possible misconceptions of the others, while young officers have a further opportunity to develop their interpersonal skills with a group of their own generation.

Openness of training establishments to the community throughout the past year has already shown many unsuspected advantages, but longer term benefits in significant improvements in police/public relations may take longer to be felt and recognised. The value is unquestioned and it will be allowed to continue and grow.

In May 1985 a training school estate "open weekend" is to be held, co-ordinated by the training department. Other departments within the Force will be participating in the day, reflecting that training touches all aspects of police activity. The event will provide an excellent opportunity to allow the public to experience the span and complexity of training and will go some way, perhaps, towards instilling a feeling of shared involvement in the preparation of a police service for its people.

In last year's Report the importance was stressed of self-defence training and the introduction of new and improved techniques in restraint and arrest. This aspect of police duty has continued to be of increasing importance in a society of growing violence. Consistent with the central strategy of improving professionalism in all necessary police skills, restraint and arrest training is now received by all constables in their probationary period, enhancing and developing the skills gained in initial training.

It is intended that similar training will extend to all operational constables, sergeants and inspectors during 1985 so that the increased level of skills will improve the capacity of officers to respond effectively and within legitimate bounds if physically attacked.

Much time and commitment has been invested during 1984 in the planning of a new style of recruit intake to the school. In contrast to the system of accepting around 40 recruits at one time on each consecutive week, or at intervals of up to three weeks, the new system will cater for 160 recruits entering the school together and proceeding through the school in eight separate classes. These "bulk intakes" will be accepted into the school at six-weekly intervals. The biggest advantage of this scheme will be a more effective use of resources, including instructors and other staff, classrooms and practical aids. Another major asset will be the ability to plan further ahead and with greater accuracy than at present, in the knowledge that intakes will be at regular intervals. Administration will be eased and districts will also benefit from advance notification of a relatively substantial, although still manageable, number of probationers joining them from training school.

The recruits' basic course was completed by 981 men and 144 women, a decrease of 358 men and 41 women compared with the previous year. The decrease was a reflection of the reduced number of accepted candidates.

Reflecting the constant pursuit of excellence, a recent innovation has been the award of certificates of the "declaration of loyal service" to all students who successfully complete the initial course. The certificate displays the Oath of Allegiance sworn by the recruits, together with his or her name and the date of passing out. The high quality of production of the certificate reinforces the dignity of the final ceremony and the importance with which the constable should regard the Oath.

On 31st December 1984, 306 men and 47 women were still under training. A total of 56 men and nine women resigned voluntarily during the year which was a decrease of 24 men but an increase of one woman over 1983. One female trainee was returned medically unfit.

The final examination for probationers was attended by 1,752 officers, of whom 231 obtained a mark of over 85 per cent in the written test. The average mark obtained was 74 per cent. A total of five officers were required to re-take the exam, four of whom passed at the second attempt and one of whom voluntarily resigned.

Two 20-week courses for officers from overseas forces were attended by 37 officers from 20 countries which this year included Thailand for the first time.

Constables' development course

Given that the recruit now emerging from initial training is encouraged to be more sensitive and more alert to the human dimension of encounters, it is essential that the new awareness is more fully understood by both peers and supervisors since they greatly influence the development of young officers.

The ten-week course of street-duty and local familiarisation, completed by probationers on first joining their districts, is of vital importance in helping new officers make the transition from the training school to the workplace.

The foundations laid in this way will shortly be taken a stage further with the advent of constables' development courses to be held at district training units. Staff at the units have an important role to play, in conjunction with their colleagues running street-duty courses, to ensure that officers are assisted in their development in the early stages of their career. An effective monitoring and support structure now exists to help them.

Building further on totals reported for 1983, a further 11 district training units have been opened (making a total of 15). All have been highly successful and the provision of extra training has been welcomed by the Force. Many local community workers and representatives have been regularly addressing their local officers during in-service seminars from which has flowed much greater mutual understanding. It has been possible to make use of these facilities for training members of the Special Constabulary and of crime squads, for restraint and arrest refresher training, lectures on neighbourhood

policing and policing skills training. The main problem in opening new district training units has been lack of accommodation. However, high priority is attached to the setting up of the units and the opening of the remainder is in prospect for the near future, given the considerable facilities that such units require being made available from within our existing resources.

The training school is constantly striving in a variety of ways to improve the end product and at the same time avoid the seductive danger of change for change's sake. Although justifiably proud of the effort and success achieved, there is an awareness that, ultimately, the affirmation of the success of our training will lie in the satisfaction of the people for whom a consistent and professional service is provided in their daily lives.

Staff training

The introduction of bulk intakes of recruits and the associated need to reorganise staffing policy provided an ideal opportunity to examine all staff training closely.

The necessity for careful and discriminating selection of staff to be employed as trainers in recruit training was highlighted in my last Report. The selection procedures have remained rigorous, requiring evidence of dedication, ability and flexibility of approach on the part of successful applicants. Only officers of the highest professional and managerial calibre are suitable as trainers and those who have provided effective service in training are regarded as having a substantial claim to professional advancement.

For the recently stated policing principles to be effective in both the short and long term it is necessary that the underlying philosophy be incorporated into every aspect of training and in particular that of recruits. The responsibility for ensuring that this is achieved rests initially with training school personnel and, whilst they must be well versed in relevant aspects of law and procedure, it is also essential that they are capable of promoting the wisdom and credibility of the principles at every opportunity, in conjunction with the development in young officers of the necessary interpersonal skills. This integration requires considerable teaching expertise in order that the maximum benefit is returned from the 20-week recruit course.

To this end a new staff training programme has been devised. It is based on a systematic analysis of the department's teaching role which has identified training aims and objectives and a specification for staff recruitment. The resulting model for development covers a total period of 97 weeks and is designed to complement the bulk intake system of receiving recruits. It includes, besides initial training, the facility for further in-service courses and for a period of inter-change with district officers.

The programme incorporates a three-week basic course, in instructional techniques, following which new instructors will complete a seven-week introductory course specifically designed to meet the branch's needs. It consists of modules of educational theory, policing skills theory and the opportunity for teaching practice both within syndicates and with selected

recruit classes. The main objective of the course is to ensure that staff will be equipped to choose, from a modest but sound foundation of learning theories and the principles governing and underlying human behaviour, the most suitable teaching methods to meet the aims and objectives of the recruit curriculum.

In addition to the conventional introduction to teaching theories, with some of the styles which may be employed in their implementation, instruction on policing skills topics is also now incorporated in the instructors' course. A particularly demanding "facilitative" style of teaching has to be developed in instructors who previously were accustomed to the more straightforward didactic or inductive methods. Early signs are that instructors, reaching into their own personalities, have developed greater understanding of the part of recruits and have themselves benefited from the new approach.

At the time that this Report was completed, negotiations were in hand with an outside educational validating body for the initial course and the development course, including the intervening teaching practice, to be treated as sufficient for successful instructors to be awarded a recognised teaching certificate in further education.

A further initiative to broaden the professional and instructional expertise of instructors on the staff of the training school was implemented in May 1984. Instructors were posted to district on attachment for a short period and at the same time officers from districts were taken in exchange into the school. The project had four main objectives:

- (a) to fulfil a conscious need expressed by instructional staff to keep in touch with the rapid changes taking place on district;
- (b) to enhance the credibility of the training establishment in terms of its being *au fait* with operational duty;
- (c) to give operational officers an opportunity of contributing to training, improving their own presentation and possibly to encourage future applications for training staff;
- (d) in the long term, to gauge the possibility of alleviating the need to post officers back to districts after a three-year posting at a time when training is becoming more complex and the skills more specialised.

A pilot scheme was run between the school and "Y" District, involving the exchange of one inspector, two sergeants and two constables. Overall, the experiment was successful and was found to fulfil the three short term objectives. Greater professionalism is engendered in trainers who improve their planning and organisation of practical lessons and develop more realistic role-playing situations, during regular in-service training.

A further trial with "S" District is planned for early 1985, which will incorporate modifications suggested by participants in the first experiment. The initial success of this scheme will prompt further development in the coming year.

Policing skills development

In last year's Report, reference was made to the review of race awareness training as part of policing skills development within the Metropolitan Police: the Force is firmly committed to the importance of such training. As a result of the research undertaken both within this country and the USA, courses for police trainers and non-probationary officers up to the rank of inspector were introduced in 1984.

A total of 48 instructors attended three race awareness courses for trainers which were facilitated by outside consultants. This advanced training has enabled us to design and develop a two-week Force-wide policing skills course as recommended by the Police Training Council Working Party in their report "Community and Race Relations Training for Police" (1983).

The courses for both uniform and CID officers commenced in September. At the end of the year, a total of 250 officers had completed this training which proved successful in developing personal and community awareness. Each course involves an input from representatives of the local community from which the officers are drawn.

In embarking upon this training programme the Metropolitan Police recognises the desirability of enhancing the interpersonal skills of its officers in order to equip them more adequately for the open, professional approach necessary to the successful maintenance of the contract between police and public.

Crime prevention training

Research is currently well advanced in determining appropriate methods of enhancing the Force awareness of crime prevention, embracing both the community and the police role.

It has been noted that specific training in this area has, in the past, received insufficient emphasis and a complete review of crime prevention training is being undertaken. Two main thrusts are envisaged in the programme; a short term remedial project aimed at serving police officers and longer term training designed into all appropriate existing training courses for the rising generation of officers.

A structured contribution is being prepared for constables for inclusion in recruit and probationer training. Upgraded training is to be given to CID and supervisory ranks. Members of the Special Constabulary will also receive training in this area. The aims of the training are to give officers a greater awareness of the benefits of crime prevention, sufficient knowledge to advise the public on basic preventive measures and a recognition that the police service must encourage the community to liaise with the police and be more conscious of its considerable capacity for prevention.

A pilot scheme to introduce this innovation to all operational officers will commence on a selected district in 1985 and, if successful, the educational programme will be undertaken Force-wide. After training, every member of the Force will be able to advise on fundamental crime prevention measures,

improving professional service and, it is hoped, making valuable time for investigation of a reduced volume of offences.

The non-specialist workload of crime prevention officers will be reduced, allowing them to devote more time to community programmes and the more complex crime prevention issues.

It is envisaged that this training will commence with recruits in February 1985 and be thereafter progressively introduced.

Detective training

The year saw the conclusion of the old style of CID training and, following closure early in 1985 for final preparation of the new curriculum, the detective training school will re-open to radically new training programmes for CID constables, sergeants and inspectors.

A fundamental change in approach, which most would see as obvious and overdue, is obtained by the adoption of the principle that no officer may now be appointed to CID duties without successful completion of the training programme for that rank. The programmes incorporate new methods of teaching to ensure that the change from theory-based instruction to skills-based learning is successfully achieved. Knowledge which is capable of self-teaching by students is removed from courses to pre-course training schedules, thereby releasing vital periods for time-consuming skills training. This pre-course preparation also brings the added benefit of ensuring a common level of knowledge in students on their attendance at the school.

The detailed analysis of training objectives has enabled out-dated subject parameters to be discarded and a sequential investigatory theme has been introduced into the courses to meet the demand for the relevance of knowledge and skills to the process of investigation.

Structured development of the skills acquired on the course is provided for by a post-course element of supervision and guidance in the duties for which the officers have been prepared.

Miscellaneous courses have been rationalised and savings achieved with the cessation of the photographic and beat crime investigation course. The limited number of provincial and overseas students on the photographic course did not justify its continuance and all elements contained in the beat crime course for probationer constables have been transferred to continuation training on district.

In order to enhance ability and professionalism in dealing with cases of indecency, particularly rape, the sexual offences investigation course commenced for women constables. In December 1984, these courses were extended to include detective inspectors and detective chief inspectors so that officers could be trained in teams to form a nucleus of staff on divisions with particular competence in investigating these offences.

Courses on the Association of Chief Police Officers (ACPO) major incident procedures have, for the time being, trained sufficient officers, although training in indexing continues on district.

Particulars of all the courses held during the year are shown in Appendix 2iv.

Management training

As reported last year, a major review of Force management training was begun in 1983. Following a request from the Home Office steering group on supervision and management training, the research was extended to all forces in England and Wales.

The data-gathering stage on the rank of sergeant has been completed and a report on the findings forwarded to the steering group at the end of 1984. The research on the rank of inspector should be completed by February 1985.

As far as the Metropolitan Police is concerned, the results of the research are being fed back into the design of sergeants' training and will, in the near future, also be incorporated into inspectors' training. The full implementation of the necessary changes will be delayed because of the training necessitated by the Police and Criminal Evidence Act.

Particulars of management training and pre-promotion courses during the year are shown in the following table:

Course	Number held	Duration	Total attending
Management development			
Negotiators' course	4	3 weeks	60
Inspectors' development course	5	6 weeks	134
Sergeants' development course	9	4 weeks	347
Promotion			
Chief inspectors' course	8	3 weeks	112
Inspectors' initial course	9	4 weeks	407
Sergeants' initial course	8	4 weeks	400

Home defence and war duties training

A total of 1,684 officers, including 43 from the City of London, completed the one-day refresher course for sergeants and constables with between five and 20 years' service. The courses were also attended by 132 non-police personnel. The three-day war duties courses for senior ranks were attended by 156 officers. All recruits passing through the training school received the requisite instruction. Throughout 1984, work continued towards the organisation and implementation of a national course of home defence training; it will go on into 1985.

Staff at the five carrier control points in the Metropolitan Police District, a total of 119, received training in their duties and 60 House of Commons staff were trained in the use of respirators.

The installation of the United Kingdom Warning and Monitoring Organisation equipment at the carrier control points is now close to completion.

Public order training

If public order training is to be truly effective it requires maximum realism so that officers can experience the benefits of maintaining strict discipline in circumstances where communication and co-operation are difficult but essential. It also needs to reproduce the high level of physical effort, which in turn reinforces the considerable stress to which officers are susceptible in public disorder.

In an effort to achieve this realism, a replica house and street are being built within the Hounslow training base. It is clearly important, that where the use of shields and protective clothing becomes necessary, equipment is used proficiently. Proficiency will derive from life-like training where theory and hypothesis are tested against reality, and professionalism will stem from proficiency.

To assist in all aspects of the training, the content of the instruction together with the equipment and tactics are continually being assessed and updated.

Throughout all public order training the consistent and overriding theme is that the use of shields and special protective clothing is a last resort, employed only when officers require extra protection and after all normal methods of policing have proved inadequate to keep the peace and prevent injury or damage.

The manpower commitment to the miners' strike throughout the past year has resulted in a considerable reduction in the attendances at training when compared with the previous year. There were 10,279 single day attendances by officers up to the rank of Inspector, and 10,222 single day attendances for members of the district support units.

Driver training

In order to support the changes in policing strategy it was necessary for the driving school to revise quite radically and quickly its overall training programme.

Because of the return of traffic officers to foot duty, fewer motorcyclists needed to be trained and standard traffic law courses were no longer required. These reductions enabled other aspects of driver training to be increased to a more sophisticated and professional level, particularly in the technical subjects such as accident investigation and autocrimine.

With regard to accident investigation, a City & Guilds examination, open only to advanced level students, was held for the first time in May; nine officers sat and gained this high qualification. A second examination was held in November, when six out of nine officers were successful.

Changes in the vehicles used for standard driver training have allowed more efficient use to be made of training time, and more officers to benefit from high-class instruction.

Because of the increasing need for police officers to remove heavy goods vehicles from the streets, a 49 foot Leyland Roadtrain articulated lorry and a 7.6 tonne rigid Dodge were added to the fleet, thereby enabling selected officers to gain the experience and qualifications necessary to undertake this work with safety and competence.

As 1984 marked the 50th year since the inception of the driving school, an open weekend was held in May to celebrate the occasion. At this event some public participation was allowed on the skid pans and reversing bays which proved to be both popular and informative to onlookers and participants alike. Advice to drivers in the skills of road-craft and accident prevention are a positive and much underestimated bridge of the gulf between the police and the driving public created by road traffic legislation. It is estimated that 18,000 people attended during the two days.

The school also attracted some 400 other visitors during the year, including such notable dignitaries as Her Royal Highness The Princess of Wales and His Majesty King Hussein of Jordan.

Appendix 2v gives the number of officers who attended the various courses of instruction, together with the results of the tests.

Telecommunications training

The table below shows the number of officers who have attended the various courses:—

<i>Courses</i>	<i>Numbers trained</i>
Radio telephony	
Police officers	1,022
Civil staff	36
Personal radio	
Traffic Wardens	434
Message switching system	
Police officers	1,521
Civil staff	227
Computer aided despatch	
Police officers	447
Civil staff	26
Special (appreciation)	1,479
Police National Computer	
Police officers	345
Civil staff	16
Senior officers (chief inspectors operations)	69
Total	5,822
Communication lectures to other departments	74

Defensive weapons training

There has been active development and consolidation of the review of firearms training of 1983.

Four areas of concern have been addressed by the Force research team: selection procedure, psychological testing, assessment during training and operational monitoring.

New procedures for selection have been introduced which involve a detailed inspection of an officer's personal history coupled with a requirement for a positive recommendation from each of the applicant's senior officers. A power of veto is held by the commander in charge of the district or branch.

Research is continuing into the proposed use of psychological tests on new applicants for firearms training. No positive results have yet emerged and present indications are that psychological tests may not be a relevant instrument for this area of selection; rather they may be more useful at the stage of initial recruitment to the service.

A system for continuous monitoring of personal and professional performance of firearms officers will be introduced in 1985. Likewise a system for in-depth debriefing and counselling of officers following shooting incidents will be introduced as part of the programme examining stress.

These four modules of research and development jointly provide a single and cohesive data source which will offer even better information for selection and training, thus raising the quality and professionalism of our firearms officers. The process will be continuous and is intended to ensure a system capable of responding to the needs of society at steadily improving standards.

The length of the basic defensive weapons course has doubled, with much additional emphasis upon judgement, planning and assessment.

Qualified officers now receive three full days of refresher training each year, with a fourth day scheduled for introduction in summer 1985. Once again the emphasis is heavily upon assessment of stability and judgement. Since the refresher training cycle is scheduled to double yet again to eight full days by 1987, additional facilities are being sought and planned to accommodate the considerably increased flow of officers in training. But in common with all training departments, the desired progress will necessarily be retarded by the constraints of finance.

Elements of physical training and assessment are now included in basic and specialist initial courses and will be extended to refresher training once facilities have been provided.

Senior officers continue to receive courses of training in commanding the deployment of armed officers at firearms incidents. A total of 360 have now received such training.

The number of authorised officers in the Force at the end of 1984 stood at 4,631, just over 17 per cent of all officers. During the year, 192 officers qualified in the use of firearms after attending a basic course; 79 officers received specialist training in protection techniques.

In 1984 the Metropolitan Police were hosts to the third ACPO National Firearms Instructors' Conference, which was attended by 140 members of 55 forces.

First aid training

The recent appointment of a first aid advisor to the Force will ensure that every aspect of first aid training and equipment will be continually assessed and updated in line with current medical knowledge and the needs of the Force. One area being researched by the first aid advisor, who is also a member of an ACPO advisory committee on first aid, is that of "specialist training" for senior officers, protection officers, officers attached to district support units and instructors attached to the firearms and public order branches. When completed the conclusions may well form part of a uniform first aid policy for all forces.

The year saw an improvement in first aid equipment: all traffic division motorcyclists have been issued with a specially designed outfit to be carried in their panniers, while all marked support vehicles have been issued with an outfit for the first time. The Brook Airway, used for resuscitation and to ensure an open airway in unconscious casualties is currently being assessed for possible issue to the Force.

Regardless of improvements in training or the issue of sophisticated equipment, the high standard of first aid expertise expected by the public of its police force can be achieved only by the professional ability and dedication of the first aid instructors. The role played by these instructors cannot be over emphasised. A recent survey revealed that 38 per cent of first aid instructors give regular talks to school children, while 73 per cent have first aid commitments within youth clubs and adult centres during their off duty time. This community involvement bringing extra confidence to all those instructed, but particularly to those with supervisory responsibilities, can only enhance the reputation of police first aid with the public.

The national first aid championship for police officers is the showplace of first aid within the police service. In the 1984 competitions the Force was well represented in all three sections. The "A" District (men's) team was placed 2nd in the competition for the Fim Trophy, while in the women's section for the City of London Rose Bowl a team of "A" and "R" District officers also finished in 2nd place. In the cadets' competition for the Peter Guthrie Memorial Trophy Hendon cadets were placed fifth.

The Metropolitan Police first aid championship for the Persons Shield was won by "A" District who were half-a-mark ahead of "Z" District, with "D" District placed third.

To reach such high standards of proficiency requires enthusiasm and serious dedication to first aid. The standard set by these officers together with the efforts of the first aid instructors who consistently strive to achieve a high degree of professionalism and operational efficiency benefits the Force and those we serve.

Swimming and life saving

At the training school, 68 bronze and 15 silver certificates were awarded to recruits under the Swimming Teachers' Association Adult Achievement Award scheme, which is designed to encourage non-swimmers and poor swimmers. Training school swimming and life saving certificates were awarded to 596 recruits.

The No. 3 Area life saving team represented this Force, and achieved 5th place, in the men's police national life saving championships held in Portsmouth. In the women's championship (the Allington Cup) the Metropolitan Police team was placed sixth.

During the year members of the Force competed in the Benyon Life Saving Trophy organised by Thames Valley Constabulary and the Royal Life Saving Society (Lincolnshire) Boston competition. In addition five competitions were held at Peel Centre for Metropolitan officers.

Metropolitan Police College Association

As the Force moved forward in the training context it is perhaps significant to highlight one of the major events at Peel Centre during the past 12 months. On 2nd and 3rd June 1984, some 70 members of the Metropolitan Police College Association gathered at Peel Centre to celebrate the 50th anniversary of the founding of the scheme. Although much has been written in the past concerning the rights and wrongs of such a method of recruitment—now abandoned—there can be little doubt that the students of the former Metropolitan Police College had a profound effect on the police service.

It therefore gave me great pleasure to review the members of the Association and to be present when Lord Trenchard, son of the former Commissioner, unveiled a plaque at Peel Centre commemorating the event.

Career management and development

Throughout 1984, much progress has been made in evolving a more effective system of managing and developing the careers of officers of all ranks up to chief superintendent. One of the hallmarks of a thoughtful and efficient professional structure must surely be the guidance and direction afforded to those employed within it.

An aspect of this is the inter-district transfer scheme, in which the career of each uniformed constable and sergeant is appraised at five-yearly intervals.

The main purposes are to broaden experience, stimulate interest and to achieve a more even spread in age and experience of operational officers but, at the same time, the policing needs of local communities are clearly also very important and officers posted to permanent beat duties, or closely involved in initiatives such as neighbourhood watch are given special consideration. The effective operation of the scheme depends upon recommendations by local senior officers to ensure that due regard is paid to the competing demands of character, career and community, in some cases it may be decided to defer a transfer in order to find and train a suitable replacement.

An analysis of transfer decisions made during the first year of the scheme indicates that care is being taken to weigh up all situations most carefully; the scheme is subject to continuous monitoring with a view to making any necessary improvements. Initial findings suggest that most transferred officers adjust to their new environment with a minimum of disruption and delay and become fully committed to their work very quickly. A benefit to some is the welcome and often overdue relief from pressures of travelling long distances to and from work and from constantly working under difficult, stressful circumstances and situations. Given time, the scheme will undoubtedly increase professionalism, as awareness of the different characteristics of various communities increases with added experience. The scheme completed its first year in August, 609 officers were transferred during those 12 months, approximately one-third of all cases considered. Of the remaining two-thirds, transfers were deferred or waived for a wide range of professional and personal reasons, demonstrating the efforts of senior divisional officers to balance the needs of individuals, the Force and the community.

The principle of a more just and considered sharing of the unequal responsibilities of policing London, and fitting the right officer to the most appropriate post, is being carried forward into research aimed at improving the Force's management procedures.

The careers of chief superintendents, superintendents and chief inspectors became the subject of a significant development in March, when a senior officers' careers unit was established as a direct result of a demand for a structured approach to the career needs, and postings requirements, of officers in these ranks. The demands upon officers in middle management are becoming increasingly more complex as greater importance is placed on creative and consultative roles of police officers in the community.

The senior officers' careers unit also includes a counselling facility which enables officers to voice their own ambitions. These are taken into account and every effort is made to reconcile individual aspirations with the demands of the Force.

The success of any measure taken to improve officers' performance is heavily dependent upon the calibre and ability of managers, who must therefore be selected with great care. Accordingly, the system of promotion from constable to sergeant, and sergeant to inspector came under review during the year. The lack of an objective, accurate, and specific assessment of officers' practical ability in deciding whether they are suited and ready for promotion has long been recognised within the Force. Indeed, the absence of detailed, identifiable criteria for assessing practical ability has denied individual officers the opportunity to appraise their own performance. Added to which, the existing system demands a high level of technical knowledge, and, despite the support of structured promotion classes, operational officers with heavy commitments, have found themselves at a disadvantage.

Design of a new promotion system which aims to raise the level of consideration of practical performance commenced during the year. Due for completion in early 1985, the new system will identify specific behavioural criteria to

assist the more rational award by local senior officers to whom the prospective candidate is well known of a certificate of fitness for promotion—the basis for taking the promotion examination. Under the new system, officers can still be eligible for promotion if they pass the appropriate examination to a given standard and then have an assessment of their operational performance taken into account.

In addition, the assistance offered to candidates through promotion classes will be intensified to produce greater understanding as well as more knowledge. In 1985 questions will be framed in such a way that they are linked to a common theme; they will, for example, test candidates' knowledge and understanding of Metropolitan Police policies, strategies and priorities, so requiring officers seeking promotion to the first two ranks to have a wider grasp of Force philosophy as well as the more traditional determinants of advancement found in command of legislation or police procedures.

It is intended that the new system will provide a sound platform for promotion to the ranks of chief inspector, superintendent and chief superintendent. The mechanics of selecting officers for these ranks are being refined to ensure that the earlier decisions about an officer's potential can be assessed and confirmed before any successive promotion.

The major review of staff appraisal methods, also due for completion in early 1985, will lead to the introduction of features designed to harmonise with the proposed changes to the promotion system. Appraisals will deal separately with potential for promotion and performance; there will also be greater participation in the review by the appraised officer to ensure that the review of the officer's progress is not only realistic but also a basis for setting personal objectives for the year ahead.

Every effort has been made in this comprehensive review to ensure that principles of fairness and impartiality are applied. Whilst all those desiring promotion must be fully and objectively tested, it is also vital that all officers are treated equitably.

The Force's concern that none of its personnel should be disadvantaged, for whatever reason, is at the heart of the work currently in progress on reviewing policies and procedures relating to women and married officers. Attention is being paid to the requirements of the Sex Discrimination Act 1975 in close liaison with a member of the staff of the Equal Opportunities Commission. A range of important issues in this problematic field is being currently addressed and considered recommendations will be implemented at the earliest opportunity.

Service away from the Force

There were 44 officers engaged during the year on duties away from the Force, serving with HM Inspectorate of Constabulary, the Police Staff College, the International Criminal Police Organisation, the Home Office, the Centre for Community and Race Relations at Brunel University and overseas police forces. At the end of the year, 28 officers were still so engaged.

Attendance at the Police Staff College

The 22nd special course held at the Police Staff College from 3rd January till 14th December was attended by 12 sergeants. The 10th and 11th junior command courses were attended by 26 chief inspectors and 15 inspectors. In addition, intermediate command courses were attended by 31 superintendents, the senior command course, held from 26th March till 21st September, was attended by six chief superintendents and three superintendents.

Examination results

The annual examinations for constables and sergeants were held in January and April. The results were as follows:—

	Candidates	Successful
<i>Sergeants</i>		
Competitive	375	85*
Qualifying	35	198‡
<i>Constables</i>		
Competitive	1,549	567†
Qualifying	82	230‡

*includes 18 CID officers.

†includes 104 CID officers.

‡includes 179 who sat as competitors.

§includes 218 who sat as competitors.

Complaints against police officers

Some 265 police officers and members of civil staff are engaged full-time on the investigation of complaints at an annual cost of some £6½ million.

The figures quoted in this section relate to complaints in respect of which the investigation and any ensuing criminal and disciplinary proceedings have been completed.

I have been concerned for some time about the number of cases where complaints against police have been recorded as soon as a member of the public has expressed some dissatisfaction, without proper assessment being made of the complainant's wishes. In many such cases the investigating officer has been able to explain the matter to the satisfaction of the aggrieved party and this has led to a high proportion of complaints recorded as "withdrawn" or "not proceeded with". In 1984 particular emphasis was placed upon ascertaining the wishes of the member of public concerned and upon offering an explanation for police action, or apology where appropriate, as quickly as possible. As a result, the number of formal complaints recorded was significantly reduced. In particular this has resulted in a reduction of the number of complaints recorded as withdrawn.

During the year investigations were completed into 6,594 complaints made by 3,723 complainants compared with 7,711 complaints made by 4,505 complainants in 1983. The 1984 figures represent decreases of 14 per cent and 17 per cent respectively on the figures for the previous year. Of the 3,723

complainants, 1,638 were persons who had been charged with, or reported for, offences. Formal representation of dissatisfaction with the outcome of an investigation was expressed by 54 complainants (1.4 per cent).

The total of 6,594 complaints which were investigated represents 3,459 cases of which 1,552 were received in 1984. A total of 4,206 cases were received during the year; after initial enquiries 838 were found not to be complaints because, for example, despite initial screening complainants stated they did not wish their cases to be treated as such. At the end of the year 1,816 (43 per cent) investigations had not been completed.

A total of 2,665 outstanding cases were carried forward into 1984. Investigations into 1,907 of these cases were completed during the year and a further 455 were found, after initial enquiries, not to be complaints. Of the cases carried forward into 1984, 303 had not been completed by the end of the year. In a considerable number of the 2,119 cases outstanding at the end of 1984, the investigation has been postponed because related proceedings are pending before the criminal courts. Of the cases completed 17 were investigated by officers from other forces.

The table below shows the result of complaints completed in 1984 compared with those of 1983. Details of the various types of complaints can be found in Appendices 2vi and 2vii.

Complaints by outcome

Result	1983	Percentage of total complaints completed	1984	Percentage of total complaints completed
Substantiated	368	3	285	4
Unsubstantiated	3,009	39	3,084	47
Withdrawn/not proceeded with	3,651	47	2,778	42
Disagreement granted by the Police Complaints Board*	783	10	443	7
Total complaints completed	7,711		6,594	

*The Board can dispense with the need to investigate a complaint where it is not reasonably practical to complete a satisfactory investigation (for example where persistent attempts to contact a complainant for interview meet with no co-operation and there is insufficient indication of the nature of the complaint to make investigation possible).

In 1984 the total number of substantiated complaints was 285 (4 per cent of the total number of complaints and 8 per cent of the complaints that were proceeded with).

The type of proceedings which followed these investigations is shown in the table below.

Substantiated complaints by types of proceedings

	Number of complaints	Percentage
Disciplinary proceedings	41	14
Criminal proceedings (other than for traffic offences)	2	1
Proceedings for traffic offences	4	1
Dealt with by other means	238	84
Total substantiated complaints	285	100

Formal disciplinary proceedings are not always necessary in respect of substantiated complaints, many of which are of a minor nature and are more appropriately dealt with by a warning or advice from a senior officer.

During the year 10 officers requested a copy of the complaint made against them in accordance with the Police (Copies of Complaints) Regulations 1977 and copies were provided in each case.

Section 49 of the Police Act 1964 requires that, except in those cases where a chief officer of police is satisfied that an alleged criminal offence has not been committed, a copy of the report of the investigation into a complaint shall be sent to the Director of Public Prosecutions for his independent scrutiny and advice on whether criminal proceedings should be instituted against the officer concerned.

The requirement to refer complaints involving police officers to the Director is strictly interpreted. Many highly technical or minor offences which would be disregarded if committed by the public are sent to the Director if a police officer is involved. The following table shows the number of cases referred to the Director together with the number in which he recommended that proceedings should be instituted.

Cases referred to the Director of Public Prosecutions

Type of case	Total referred	Proceedings recommended by the Director of Public Prosecutions
Criminal (other than traffic)	427	12
Traffic	397	69
Total	1,224	81

Of the 1,224 cases, 311 were not Section 49 complaints and the balance of 913 cases comprised a total of 1,481 complaints. The following table shows the various categories of complaint together with the number in which proceedings were recommended:—

Categories of complaint referred to the Director of Public Prosecutions

Type of complaint	Number referred	Proceedings recommended by the Director of Public Prosecutions
Assault	602	6
Bribery	18	1
Perjury	98	1
Conspiracy	67	2
Theft	53	—
Traffic offences	82	4
Other offences	561	2
Total	1,481	15

In accordance with the requirements of the Police Act 1976, a copy of the report of the complaint was sent to the Police Complaints Board in respect of 3,908 complaints. By the end of the year the Board had indicated its decision in respect of 3,798 of these complaints and in no case did the Board use its power to direct that disciplinary proceedings in the form of a tribunal be taken against an officer.

The number of officers convicted of criminal offences (including traffic offences) is given below. Of the 284 officers concerned, 16 were convicted of offences other than traffic offences, of whom seven were sentenced to imprisonment.

Of the 268 officers convicted of traffic offences, 69 were disqualified from driving, 253 were off duty at the time of the offence. Twenty officers were dismissed or required to resign as a result of disciplinary action following conviction. In addition, six officers resigned after criminal charges had been preferred against them but before such proceedings were completed and a further eight resigned while under investigation for criminal matters (five of the 14 were suspended at the time). The fact that an officer may be allowed to resign instead of being dismissed has no bearing on his entitlement to a pension.

Officers convicted of criminal offences

Type of principal offence	Sentence	Number of officers		
		Investigation arising out of		
		Complaints	Other circumstances	Total
Criminal (other than traffic)	Imprisonment*	1	6	7
	Other	1	8	9
Traffic		4	264	268
All offences		6	278	284
Number of officers consequently dismissed or required to resign		3	17	20

*Immediate or suspended sentences.

Discipline

Disciplinary charges were brought against 217 officers and one or more charges were proved against 177. Five officers resigned before their cases were heard. It will be seen that 40 officers (18 per cent) were proceeded against for offences arising directly from matters complained of by members of the public.

Officers against whom disciplinary proceedings were brought

Result of disciplinary proceedings	Number of officers		
	Investigation arising out of		
	Complaint A	Other circumstances B	Total
One or more charges were found proved	31	16	130
No charges were proved	9	3	10
Total number of officers	40	19	140

A—Where one or more of the charges arose from matters complained of.
B—Where the charge(s) did not arise from the matters complained of.

Details of punishments resulting from disciplinary proceedings are summarised in the table below. Where an officer received more than one punishment, only the most serious is shown.

During the year 16 charges were withdrawn, five officers resigned after disciplinary charges had been preferred against them but before the proceedings were completed, and a further 30 resigned while under investigation for disciplinary matters (four of the 35 were suspended at the time).

Officers punished as a result of disciplinary proceedings

Most serious punishment awarded by the disciplinary authority	Number of officers	Appeals to the Commissioner outstanding
Dismissal	14	0
Required to resign	12	2
Reduction in rank	8	3
Reduction in pay	14	0
Fine	72	2
Reprimand	49	0
Cautious	8	0
Total	177	7

A police officer who is punished for a disciplinary offence has a right of appeal to me against both the finding and the punishment or against the punishment only. During the year, appeals by 35 officers were made against finding and/or punishment. Twenty-six of these appeals and eight which had been outstanding at the end of 1983 were heard. Of these, 20 were dismissed and one appeal was allowed against finding. In 13 cases the punishment was varied. Four appeals (including one from 1982 and one from 1983) were abandoned and at the end of the year seven appeals were outstanding.

Under Section 37 of the Police Act 1964 a police officer who has appealed to me has a further right of appeal to you against the decision as to both

finding and punishment or punishment only. During the year nine officers gave notice of appeal to vote against my decision: four of these appeals were against punishment only. Of these four appeals, one was withdrawn, one was allowed and the punishment varied, one was dismissed and one has still to be determined. The remaining five appeals, which were against both finding and punishment, were still outstanding at the end of the year. Of the 10 appeals outstanding at the end of 1983, four were dismissed and judgement is awaited in the other six.

Health

Absence from duty through sickness is always a cause for both personal and corporate concern. Anyone can suffer ill-health from time to time, but police officers run the added risk of sustaining injury and infection in the course of their duties. In many instances such injuries can prove traumatic, affecting not only performance of duty but also domestic life.

Details of the total number of officers injured while on duty, including those as a result of being assaulted, are given in Appendix 2viii.

The consequences are that in 1984, 1,555 police officers were admitted to hospital (compared with 1,104 in 1983), 132 to St. Thomas's Hospital and its associated hospitals. The Metropolitan Police Medical Centre admitted 790 patients (a reduction of 66 from the previous year), comprising 506 Metropolitan Police officers, 280 Metropolitan Police cadets and four provincial officers. A total of 2,339 officers and cadets were treated as out-patients by the Peel Centre medical officer at his daily clinics (compared with 2,811 in 1983) and 938 cases required emergency treatment (a reduction of 273 from the previous year). The convalescent home at Hove received 130 patients from the Force, an increase of one over the previous year's total.

One aspect of ill-health which is giving particular cause for concern is that relating to stress. Particular attention has been paid to the research conducted by the Home Office at the request of the Association of Chief Police Officers and a Metropolitan Police working party has been established to consider the causes of stress and to develop a preventive medical programme.

Stress is not, of course, necessarily or primarily a medical problem. A number of probable causes have already been identified, such as sleep deprivation resulting from shift duties, and it is intended that all possible causes should be investigated. Action is already in hand in respect of those over which we can have immediate influence such as the encouragement of participation in voluntary fitness programmes, which not only improve general health but also, many find, offer the additional bonus of reducing stress.

Whilst the final recommendations of the stress working party are awaited, it has been possible to introduce some measures which complement the direction being taken. In August 1984, Force policy was amended in respect of officers suspended from duty; in order to reduce any feelings of isolation which might follow their suspension, the amendment allowed unrestricted access to Police Federation representatives and to other police officers who are personal friends. Urgent attention has also been given to the provision

of post-trauma counselling for officers involved in firearms incidents, to be implemented early in 1985.

Physical fitness

The ability to withstand the rigours associated with the role of a police officer is one of the major principles upon which the Force programme of physical fitness training was established. High levels of personal fitness are already maintained by many individual officers, through participation in the wide range of sporting activities available within the Force, or by the very nature of the duties which they perform. There was a need to supplement this, particularly for officers no longer in the first flush of youth. To this end a voluntary physical fitness campaign was launched in October, supported by a high level of publicity in Force publications and notices. It is based on exercises and standards according to age, for both men and women. In November a further physical fitness training instructor course was held in order to provide even more qualified instructors to enhance and encourage those officers participating in the fitness campaign.

Awards to widows and children

There were 287 widows' pensions granted during the year (compared with 303 in 1983). Allowances were granted in respect of 24 children.

Welfare

Providing welfare support to police officers and their families is critical and there is clear evidence to show that the demand on these facilities has been steadily growing. In view of the increasingly stressful situations in which officers are required to perform duty, and of the effect which this will have on their private lives, it is inevitable that the demand will continue to grow.

In August, Captain Little, RN retired from the post of welfare officer to which he had given valuable service for nine years. In appointing his successor, the opportunity was taken to review the role and effectiveness of the welfare service to ensure that it is well placed to meet growing demand. The review is scheduled for completion in spring 1985.

The welfare service also needs to assume a preventive role, providing facilities to those officers and their families whose need is greatest. Every opportunity is taken to instil in senior officers an awareness that insensitivity to early symptoms of distress and failure to offer support and understanding can result in lowered morale and exacerbation of quite minor problems to a serious degree.

The essentially complementary role of the line-manager and the specialist welfare service requires greater recognition if full effectiveness is to be achieved.

The Force's obligation to support officers retiring from the service must be similarly developed, to help them adjust to new life-styles and to assist them and their families whenever necessary in later years.

Cadet Corps

The process of change mentioned in my last Report continued as the "old style" cadets were attested into the adult force, and the "new style" Cadet Corps was introduced in 10 intakes throughout the year.

The 46-week course now undertaken by the cadets has evolved through continuous review of the first year of the new style, to ensure that the curriculum meets both the needs of the cadets and the police service. The Hendon-based classroom element is divided into three modules of between six to eight weeks, and is built around four themes: communication, multi-cultural studies, self-awareness (including some aspects of social psychology and an emphasis on the decision-making process) and social studies (which examines the political, legal and social structure within which the police service operates).

A community-service element is split into two modules, distinguished by the welfare role of the first posting (to hospitals or nursing homes) in contrast with the leadership role of the second posting (to youth clubs or schools, or working with the severely handicapped). Each attachment lasts eight weeks and is designed to enrich character, widen life experience and social horizons. Each posting is drawn from a directory of attachments spread across 17 local boroughs and representing a cross-section of the London population.

The aim is to supplement conventional training methods through the experience of dealing directly with situations in which they cannot avoid learning more about themselves and the needs of others concerned. The current effort is also wholly compatible with my overall strategy of increasing the links with young people and youth organisations.

Adventure-training consists of three two-week modules designed to test and develop individual physical ability, initiative and leadership potential. The activities include rock-climbing, canoeing, camping and expedition work, some of which are cadet-led and demand self-sufficiency in terms of food and equipment.

The overriding objective is to provide, in an atmosphere with minimal "police" colouring, a well-balanced and confident young citizen for attestation to constable—one who is mature, alert, self-disciplined and who has developed the qualities of compassion and understanding. Above all they must be imbued with a sense of public service.

Throughout the year, the cadets continued to provide a high degree of assistance to the Force and the community. The Corps' fully trained and equipped search teams were engaged on 32 occasions, including 20 involving cases of murder, in which possible exhibits were found at seven.

"Old style" cadets on third-phase training based at Sunbury Cadet Training Centre (following the closure of Norwood Cadet Training Centre earlier in the year) continued to provide assistance at hospitals, youth organisations and homes for children, the elderly and the handicapped. The cadets once again assisted the Dean and Chapter of Westminster Abbey throughout the

year but, sadly, owing to the changed nature of their course this will not be possible to continue.

In May two teams of boys and one of girls entered the annual Ten Tors expedition on Dartmoor, of which one male team failed to finish as a result of the illness of one member. The two other teams both successfully completed the course. Once again the five reserve cadets participated successfully with other non-police teams.

Despite the decrease in the number of cadets and the diminishing opportunities to compete in sport at national level as a result of the curtailment of cadet training in many provincial forces, there were a number of notable successes. In the national cross-country championships, our Cadet Corps won both the male and female trophies, while in the national cadets' swimming championships there were five individual medals and places in both the male and female relay races. In the Police Athletic Association cadet wrestling championships there was a 1st place and there were winners in two of the national cadet judo championships weight categories. The seven crews entered for the Devizes to Westminster canoe race all successfully completed the course, coming 2nd and 5th in the junior team event. An all-girl cadet team entered the Nijmegen march and successfully completed the course, as did the team in the Barking to Southend walk, setting a new cadet record in the process. During the year two cadets also obtained Duke of Edinburgh Gold Awards while serving in the Cadet Corps and received the awards from His Royal Highness The Duke of Edinburgh in December.

The Cadet Corps has been very privileged to receive an invitation from the Army Mountaineering Association for two cadets to participate in a three-month expedition to Nepal under the leadership of Major M. H. Kefford FRGS. The intention is to conduct a high level exploration, climb Tent Peak (24,164 feet) and undertake a community service project for a Nepalese village.

During 1984, a total of 2,015 applications to join the Cadet Corps were received. This was an increase of 1,316 on the number of applications received for the "new style" Cadet Corps in 1983, when the scheme had not been fully advertised. Of the 2,015 applications, 243 were accepted to undertake training during 1984 and 1985. Cadets attested as constables numbered 275, compared with 311 in 1983. A total of 41 cadets left the Corps before completing their training, of whom four had their service terminated on medical grounds.

Sport and police functions

Metropolitan Police Athletic Association

The year has seen building improvements completed at all of our sports clubs, adding to the already excellent facilities available both for our sportsmen and women and those who seek to relax and socialise in convivial surroundings. Much of the funding for such work is provided by the officers from contributions to a central fund, participation in the lotteries run by the Association and patronage of the clubs. The remainder is met from official sources.

The 51st open police boxing championships were held for the first time at the Hammersmith Palais and, whilst the hall lacked some of the grandeur of the Royal Albert Hall, it nonetheless proved a popular venue, with the commitment of competitors matching their courage and endeavour. The event attracted boxers from Eire, Finland, Italy, West Germany and Switzerland, five United Kingdom forces together with London Transport Police and of course our own team.

The 39th annual concert at the Royal Festival Hall was as usual compered with polish and panache by Shaw Taylor and, although no guest artist appeared this year, the show was a huge success, with the band and choir excelling. Metropolitan Police teams have again ably supported the Police Athletic Association throughout the year and the Force staged the national judo, flat green bowls, sailing and swimming championships.

The association football section completed their fourth successive tour, on this occasion to Majorca, and the flying club took part in the 20th French annual air rally held in Marseille. The male voice choir went to Germany for the second time in four years but on this occasion visited Duisburg, where they sang at the annual concert of the local police.

The rugby club went to the east coast of the United States of America, touring New York and Buffalo all of which proved an unqualified success. A team from the race walking club again competed in the Airola to Chiasso international race walking relay held in Switzerland. For the 33rd year both male and female teams competed in the Nijmegen marches where, for the first time, all our competitors successfully completed the demanding course.

The cricket club undertook their first tour when they ambitiously travelled to Barbados. A team from the motor club entered the 33rd Circuit International Motor Cycle des Pyrenées and teams from the swimming and water polo clubs again successfully toured Guernsey and Jersey.

The gains in mutual understanding, goodwill and friendship which emerge from participation in sport with outside bodies, make the sacrifices of organisers and players, both in terms of time and money, fully worthwhile.

Details of other representative and individual honours are given in Appendix 2ix.

Honours and awards

Details of honours and awards received are shown in Appendix 2x.

Commendations

Details of high commendations awarded during the year are given in Appendix 2xi.

Changes among senior officers

Details of changes which took place involving senior officers are given in Appendix 2xii.

CHAPTER 3

Policing the Community

If aspects of selection of personnel and their training embody the internal dimensions of our search for greater professionalism, then it is clear that the external dimensions are most clearly recognisable in the ways in which trained personnel achieve their objectives in daily contact with the citizens of London.

Sir Richard Mayne, Commissioner in 1829, described the primary objects of an efficient police as "the prevention of crime; the next that of detection and punishment of offenders... the protection of life and property and the preservation of public tranquility", although there is much conventional wisdom in those words, they cannot stand unamended.

We now have no role, for example, in the "punishment of offenders", though some observers would reflect that our practice of cautioning offenders—often for quite serious offences—treads an unacceptably close line to the role of the judiciary. It is certainly an argument of which we must take proper account.

Nor do Mayne's words fully reflect the need for an integration of the police effort into the life of the community as a dynamic of social construction, rather than a helpless by-product of a society in which it plays only a peripheral and reactive role.

If the police service is cast to the periphery, so much greater is the likelihood of its becoming a "force" rather than a "service", of isolationist policies, of elitism, and of its losing the true accountability which arises from close association with the people. Accountability thrives where an organisation knows the real needs of those it serves and is, in turn, known.

There are a very few aspects of our service which cannot be openly discussed because their operation is designed to protect national security, the Royal Family, ministers, diplomats or because publicity would give advantage to criminals, but the overwhelming majority of Metropolitan Police activity is open to scrutiny. We have little to lose from greater openness and much to gain; though there are inevitable inefficiencies in the huge volumes of our daily work, there is nothing which is to be regarded as sinister and there is a lot which would excite both admiration and sympathy for our task.

The "outward-turning" aspects of developing professionalism which were discussed in Chapter 1, will form a cornerstone of our efforts in establishing community trust. They must be genuine efforts; anything which smacks of a "community relations exercise" may succeed, if it is lucky, as a short term palliative but longer term understanding will come only from earnest multi-lateral commitment.

The external dimension

It is of critical importance to the stability of law and order that the police and public of London should act in harmony towards agreed objectives. Such concerted effort is now increasingly apparent and it is pleasing to report that the fact is becoming widely recognised by other bodies with a mutual interest in safeguarding and improving our society. This is reflected in the encouraging response to many of the 1983 initiatives.

Consultative groups

The establishment of consultative groups as a forum where local police officers and the community can come together to discuss, and take action on, matters of mutual interest is now well advanced, outpacing the legislation effective from 1st January 1985, requiring them to be established. Of the 32 London boroughs and eight outer London districts, there are only nine where the local authorities are displaying a reluctance to participate. The groups are vital to ensuring that the police of London are both sympathetic and responsive to local needs and interests. It remains a cause for concern, however, that there are some who seek to use this important development as a means to achieve a radical change in the constitutional position of the police. This has complicated our efforts to foster consultative groups.

Section 106 of the Police and Criminal Evidence Act places upon me the responsibility of establishing consultative groups with local authorities. The Act gives expression to the Government's desire to implement the recommendation of Lord Scarman that a statutory framework be developed to allow for community involvement in the policy and operations of policing. The clear and prudent purpose is to allow the community to have a significant voice in the decisions of police managers and to do so at an early stage, in order that local needs and priorities are recognised in the development of police plans for a given neighbourhood.

Neither purpose will be achieved unless police officers and community representatives alike adopt an open-minded attitude towards the process of consultation. Real consultation always involves some risk to individual viewpoints and if a search for agreement is genuine, its outcome cannot ever be precisely predicted. If the process is to achieve its objectives, therefore, all parties must be prepared to present their views on the assumption that there may be other equally viable, and more broadly acceptable, alternatives. That is the very essence of shared commitment to negotiation.

Towards the end of 1984 some concern was expressed about the implications for consultative groups of the Force reorganisation announced in November, particularly in respect of the planned removal of district as a level of command. This concern is fully appreciated and it should be emphasised that the new arrangements for the Force have not been planned, and will not finally be decided, without due regard for the needs and expectations of the groups; the plans will continue to offer flexibility of approach and the outcome will, to the greatest extent practicable, reflect the needs of the community. I shall report fully on this matter in my Report next year.

Crime prevention

The prevention of crime occupies a central role in the strategy of the Force, providing a common concern fundamental to the relationship between the police and the community. Success can be achieved only by joint action and it is hoped that local consultative groups will quickly develop to be major authors of crime prevention strategy for their areas, initiating, discussing, agreeing and approving measures appropriate to the locality. Examples of this kind of development are already to be found in the creation of crime prevention panels, of which five have been formed as sub-committees to consultative groups while another 14 boroughs have completely independent panels.

The panels are actively engaged in specific initiatives which address local problems. The Kentish Town panel, for example, hosted the "Stealy Bug" campaign which was a most original publicity approach to shop theft, while the Leman Street group mounted a campaign to combat the problem of confidence tricksters who prey on the elderly, the infirm and the lonely. Other initiatives include campaigns to prevent and deter cycle theft and to encourage property marking, crime prevention competitions for young people and, in Harrow, a programme to display crime prevention advice in various Asian languages as "filters" on a wide range of videos.

Particularly worthy of note is the scheme developed in the borough of Hammersmith, in which a local authority flat was furnished to display a wide range of security technology. At the same time the housing authority launched a booklet advising people how best to protect their homes. Other schemes include providing household security suitable for the elderly; a campaign designed to reduce theft of, and from, motor vehicles entitled "Block his Knock-off"; and the taking over of temporarily vacant premises as crime prevention shops. These are all commendable instances of agencies pooling their creative talent with the police to mutual advantage.

The response to the introduction of neighbourhood watch schemes in September 1983 has been most heartening. By the end of 1984 the number of such schemes had risen to 1,282 with another 515 proposed. There have been frustrations in persuading some local authorities to assist with street signs, but there have also been encouraging indications of increasing effectiveness in crime prevention. Although the initiatives are designed for longer term benefits, and our understanding of the full implications of "watch" schemes is as yet incomplete, there is already evidence of an improvement in feelings of community security for people living in some of the areas involved. Such an advance has been evident in the Hurlingham area of Fulham where 47 street co-ordinators and over 1,000 households are participating in the scheme. It has led to much more contact between the police and local householders, burglaries have been reduced in the area, and it is difficult to resist some significant correlation between the two trends.

Established research suggests that neighbourhood watch schemes prove more effective where they are backed up by a host of other activities, such as anti-burglary measures alone, as against a wider remit taking in, perhaps,

aspects of vandalism, graffiti, litter or crime against parked vehicles. Organisers of neighbourhood watch initiatives are accordingly urged to make their plans on a "multi-issue" base rather than on single issues.

Two separate evaluations of our own neighbourhood watch have been planned and will commence early in 1985. One will be conducted by Management Services Department and the other by the Cambridge Institute of Criminology with Home Office sponsorship. The results will be of international interest.

The concept of business watch has been more difficult to implement. Businesses, because of their location and nature, do not always form homogeneous units. However, further efforts will be made in this direction during the coming year within the limits of the police resources which can be made available. Much will depend therefore on the scale and scope of the response of business organisations to the scheme.

The externally directed drive of officers to encourage community members in collaborative efforts towards greater security will be supported in 1985 by the preparation of a training programme which will improve the skills of all officers in the field of crime prevention.

Neighbourhood policing

Neighbourhood policing which began in 1982 has now been implemented on four divisions in London: Notting Hill, Hackney, Brixton and Kilburn.

The project involves considerable changes on the chosen divisions, from established patterns of working. The major aims of the project focus on the needs of the community and on crime prevention, rather than on what has been more common practice: to centre the policing style on the needs of the police organisation. Internal organisational changes include a shift to participative management and the assumption of geographical responsibility both for supervisors as well as their patrolling officers. Each of the selected divisions has undergone a major programme of training to introduce officers to the concepts of the project and to build up the skills and knowledge demanded by community-centred policing.

The project has given rise to a variety of local initiatives. Officers from constable to inspector have been allocated sectors within their station area and have been involved with the local people in identifying the policing problems and needs for their sectors. The officers have formulated long term plans with a view to reducing or eliminating specific problems identified jointly with residents and interested agencies.

Such joint initiatives include the formation of neighbourhood and business watch schemes as well as more strongly developed links with residents' associations. But officers have created also an early warning system among small traders at risk from crime, a youth motor-vehicle project and campaigns to improve the environment and quality of life of residents. These initiatives

involving residents in crime prevention have been coupled with the directing of patrols to specific local law enforcement needs.

The reorganisation of project stations has also included the improved management of crime investigation, the more discriminating grading of police response to the widely divergent demands made by the public and the conscious improvement of police service at enquiry desks and on switchboards.

During 1984, microcomputers were installed on each of the project divisions to monitor the incidence of crime and other demands on police. Benefits are already noticed in the provision of comprehensive and up-to-date management information used to direct police patrols to those parts of the locality where they are most likely to be effective.

Monitoring and evaluation forms an integral part of this project and preliminary indications of the public's perception of police and the willingness for the community to co-operate, seem to augur well for the future. A researcher will be engaged on a contractual basis from February 1985 to evaluate the neighbourhood policing experiment. In addition, the police project team has undertaken some original research work during the year, a major area of which examines the effects on crime of the physical urban environment. This subject is currently being explored by project team members working with researchers at the University of London. It is envisaged that the results will be available in 1985.

Lay visitor scheme

The first scheme in London began in January 1984 on "L" District, covering the borough of Lambeth and quickly demonstrated not only the value of the volunteers monitoring "the due process" within the criminal justice system but also the utility of the police consultative group which played a major part in preparing the scheme. Each station in the borough is visited on average once a week and the lay visitors panel has submitted two reports to you suggesting ways in which facilities might be improved for people detained. The Lambeth scheme has achieved considerable credibility amongst both the police and the community and it is pleasing to note that similar schemes are now planned for eight other boroughs. They are a fine example of how locally appointed citizens can make a real contribution to the growth of confidence between the community and their police.

Victim support schemes

There are now 42 schemes in London giving access to voluntary support for those who fall victim to crime. Although the work of the volunteers is tremendously important, their presence does not in any way relieve the police of the responsibility for dealing sensitively with all victims. Officers are constantly alert to the importance of dealing with victims sympathetically and to keeping them in touch with how their case is progressing. To ensure effective liaison, a local senior officer is appointed to the management committee of each scheme and, as was stated in evidence to the House of

Commons Select Committee studying the subject, the Metropolitan Police is totally committed to the aims and objectives of victim support.

New Addington befrienders scheme

The willingness of members of the community to give up their free time in order to take part in the wide variety of voluntary schemes which exist to assist people in need is thoroughly gratifying. One such project is the befrienders scheme established in New Addington in May 1984. Here the Society of Voluntary Associates joined forces with the Metropolitan Police Juvenile Bureau at Croydon in order to encourage the community to help its own young people who are either in trouble with the police or considered to be at risk of delinquency. The role of the volunteers is to commit themselves to helping youngsters by providing the interests, support and care which may not otherwise be readily available to them. It is too early yet to determine the longer-range success of the scheme, but it provides a telling illustration of the type of initiative which can develop from the coming together of statutory agencies and the community in the search for new solutions to old problems.

Metropolitan Special Constabulary

The Metropolitan Special Constabulary continues to give invaluable service to the regular Force and by the end of 1984 their strength had risen to 1,685, an increase of 71 over the year. Two additional special constabulary units were opened during the year, one at Rotherhithe and the other at King's Cross. Although the rise in strength continues to be disappointingly slow, especially in view of our recruiting efforts, the specials' involvement with the public, particularly through neighbourhood watch schemes and women's self defence instruction, has been considerable and is continuing. This voluntary, trained contribution to law-enforcement and crime prevention remains an essential and valuable aspect of policing.

The Metropolitan Special Constabulary were present at all the major public events held in the Metropolitan Police District. Their worthy assistance at the many and varied smaller local occasions throughout the year is amply indicated in the number of hours of duty they have performed—362,500 hours of police duty in addition to undergoing 64,500 hours of formal training.

The further curriculum developments in their initial, continuation and supervisor training reflect the increasing scope of specials' activities as well as the importance placed upon closer alignment with their colleagues in the regular Force.

I had the pleasure to inspect No. 3 Area personnel at Hendon in May when over 300 Special Constabulary members paraded and several long service awards were presented. I continue to be impressed both with the enthusiasm and dedication of the experienced officers and the calibre of candidates offering themselves for service. I was also very pleased to award a commendation to a special constable during the year and to see that another had earned a commendation from his deputy assistant commissioner.

Police in the community

In a social and economic environment as complex as that found in London it is, perhaps, inevitable that there are some areas of contact between the police and the public, and some problems within local communities themselves, which continue to cause concern. Whilst the long term solutions to these problems lie in a united and holistic approach by the community, there is still much that can be done to improve performance in specific areas of conflict. The Metropolitan Police must actively contribute to this process, not only by receiving constructive criticism from observers who often identify shortcomings in policy and practice, but also by being prepared to think laterally, beyond the bounds of police practice, in order to offer complementary suggestions for enhanced efficiency of others.

Young people and the police

The fortunes of the young people of London and their role within the community is something that has concerned many people and the concern is one shared by the police. This is particularly true in a period of economic hardship where jobs for young people are in short supply, the shortage sometimes exacerbated by either geographical or ethnic factors.

In the context of the police, the problem is twofold. On the one hand there is juvenile involvement in crime and on the other the sometimes strained relationship between young people and police officers. It will be helpful to consider both.

The involvement of some young people in anti-social and sometimes criminal behaviour is a continuing cause for concern. In 1984 a total of 31,166 were referred to Juvenile Bureaux for offences which they had committed, a reduction of 668 on the 1983 figure (see Appendix 3). Whilst there are some who would hold that it is an inevitable part of growing up that young people should challenge adult authority—whether it is the authority of parents, teachers or the police—and that they may become involved in petty crime simply through high spirits, the majority continue to question this view and sense that more could be done by the community to divert adolescent energies along a less anti-social path.

To this end many agencies, including the Metropolitan Police Juvenile Bureaux, have devoted considerable time and energy. Officers recognise that delinquency is, in most instances, a transient phase of development rather than a settled condition. Taking account of the emotional turbulence in adolescence caused by tension between feelings of dependence and independence and by the anxieties of sexual development, officers seek every possible legitimate means of keeping children and young people out of the judicial process and involved in situations where there can be a healthy expression of feelings and a free exchange of ideas.

In 1984 the Force has given considerable financial support in Hackney to building a youth club for the local community and is providing help for a similar club in Kennington, which is a popular meeting place for young people. Other events organised by the Force during the year included disco-

dancing competitions involving over 30,000 young people; a fun-day at Chessington Zoo in June for about 10,000 young people from deprived areas or handicapped groups and a very successful water sports day held in West India Docks, which attracted over 10,000 people. Our five-a-side football competition, sponsored generously by the Midland Bank, continues to attract young people from all over London. In 1984, 5,312 teams involving 43,000 people entered the competition, culminating in the finals at Wembley Arena in November. We are also considering how the sports facilities available to the Force could be made more widely available, particularly to those youngsters who live in the less endowed areas of London.

It is a matter of some regret that these events attracted little media attention compared with those incidents, which inevitably occur, where police and youth are temporarily in conflict.

The relationship between police officers and certain sections of the young people of London continues to be strained and is the subject of constant assessment by police managers at all levels. It is in this area that the quality of Metropolitan Police officers, often quite young people themselves, is tested to the limit, calling upon their most professional qualities. It must be recognised that the life-style of some young people tends to bring them into adversarial contact with the police more frequently than the majority of the community and that this contact can often be in the form of direct confrontation.

In the highly charged street incidents in which officers of all ages and backgrounds are, from time to time, involved, the professionalism they display and the skills they apply to handling the incident will do much to influence how the relationship between the police and young people is to develop over the coming years. Valuable but quite justifiable resources are being directed into preparing officers to deal professionally with such incidents. Yet equally important is the creation of better relations with young people outside the context of street confrontation. One priority is to try to balance that relationship by increasing the number of positive contacts. Our commitment to this approach is evident in a number of initiatives throughout London, a particularly interesting example being the community awareness workshop pioneered on "K" District in the London Borough of Newham. The aim of the group is to break down mistrust, lack of confidence and stereotyping by bringing together small groups of young black people and young police officers in a relaxed and informal atmosphere. Through a series of closely monitored reverse role-playing activities, the workshop seeks to break down barriers and, although it is too soon for full evaluation, early indications are that it is being well received by all participants.

Race, prejudice and racial incidents

London's rich, multi-ethnic character also has a negative side. Too often, distinctive differences in culture lead to prejudice based upon misunderstanding, ignorance and fear.

In an issue as complex as this, it will be essential to avoid the allure of simplistic solutions. The problem requires, urgently, the suspension of

recrimination for past ills and its replacement by imaginative tolerance in all responsible political and social agencies as well as in the ethnic communities themselves. The Metropolitan Police has developed a heightened awareness of its role in this issue and many of the efforts of community liaison officers are directed towards seeking longer-term solutions.

No serious observer of inner-city life could fail to be concerned by the nature and frequency of racial incidents which are as socially damaging a problem as could be imagined. The Metropolitan Police has a long term goal of reducing the number of such attacks and incidents and the fear of harassment among minority ethnic populations. This will not be easily achieved, nor will it be won by the efforts of the police alone. Racial intolerance is a social ill born of impoverished thinking, and now, as if the original ill were not enough, it is cynically exploited for minority ideological purposes.

Some local initiatives have already been undertaken in order to identify and implement the best possible framework for responding to and preventing racial incidents and attacks, with five districts having been selected for the development of pilot schemes. It is not intended that there should be a uniform approach across London, but rather that each locality should re-examine the problems it faces, adopting its own searches for solutions appropriate to the conditions and pressures of the neighbourhood. The effect and lessons of the pilot schemes will be absorbed and evaluated to inform the continuing efforts made to control and reduce harassment in other parts of London.

Reservations about the statistical value of police records of racial incidents have been expressed in many quarters; the problem of unreported offences, which affects all criminal statistics is aggravated by the difficulty of determining whether a particular incident is racially motivated. I share those doubts and would challenge the propriety of drawing too many firm conclusions from the figures. I merely report, therefore, that the method of reducing the numbers of reported racial incidents is unchanged and that in 1984 there were 1,515 incidents compared with 1,277 in 1983. Whatever one's views on the accuracy of these figures, it is clear that the problem is worryingly large.

Commendations and letters of appreciation

In the constant search to improve quality of service, it is always gratifying to receive letters of appreciation from members of the public who feel moved to voice their satisfaction with the actions of police officers. During 1984 there were 4,529 letters of appreciation received and formally recorded, though these are only a fraction of the expressions of gratitude for police services coming to our notice informally during the year.

In addition, the courts commended officers on 3,888 occasions and a total of 627 commendations were received from other sources, including awards from the Royal Humane Society, the Society for the Protection of Life from Fire and the Royal Society for the Prevention of Cruelty to Animals.

Public order

Whilst the efforts of the majority of officers are focused upon the daily policing of London, there is little doubt that the Force's reputation is frequently judged by the manner in which it deals in the broader sense with the preservation of public tranquillity. Although the maintenance of public order constitutes only a small proportion of our work, it would be naive to ignore the fact that one spectacular incident in London drawing attention to some national or international grievance, will attract far more media coverage than many months of substantial, albeit unexciting, progress in some other aspects of policing. Striking the balance between the careful stewardship of freedom of speech for demonstrators and the right of other citizens to be unhindered in their livelihood, between the right to free association and the fear of *force majeure* in crowds, is no easy task. Officers show continuing proficiency—often unmarked and unappreciated—in the way they achieve that equilibrium week after week.

There are too many variable elements to allow the potential for disorder to be judged with great precision. For example the weather on the day of a demonstration affects both the numbers of demonstrators and their mood. Or a chance event on the other side of the world can bring to an otherwise peacefully planned procession an element of unanticipated ferocity.

One certain thing is, however, that the help and co-operation given to the police by the organisers of demonstrations, marches or other public events do much to assure peace and good order. It is sad that there continue to be those who do not recognise or accept their responsibility to the rest of the community and who decline to join with the police in planning their events. In some cases, it seems that the resultant disruption and the ensuing publicity are sought deliberately.

The manner in which the Metropolitan Police has dealt with the complex public order demands made upon it in 1984—including, inevitably, elements of the unforeseeable—has displayed a level of professionalism which I consider to be second to none and of which we can be justly proud.

Economics of public order

In a period of financial restraint, police managers need to utilise finite resources efficiently and economically. Such economy is essential to the quality of policing provided to the citizens of London, for an unexpected outbreak of disorder can be brought under immediate control only by removing officers at short notice from their duties elsewhere in the Metropolis, leaving local communities under-policed and ill-served. The situation is far from satisfactory but officers engaged in planning for public events are acquiring expertise in anticipating disorder by identifying significant warning signs prior to demonstrations and then applying appropriately sensitive levels of response to incidents. This has kept the demands made on local officers to a minimum, retaining the flexibility to cope with unexpected disorder more smoothly and effectively.

Nevertheless, the unpredictable environment in which we work, frequently tests our mettle; events over which we have no control require us to commit considerable resources at short notice. The resource implications of these otherwise widely reported events are rarely publicised. To illustrate this point it is helpful to consider five events which made considerable demands on police strengths in 1984. Two events, the Economic Summit Conference in June and the State Visit by President Mitterand in October, were events planned well in advance and for which preparations could be made with the information readily to hand. Two other events, the bombings of Christmas 1983 and the Brighton bombing of October 1984, were incapable of prediction but brought in their train a concern for renewed attack; this enforced the need for increased levels of security on the streets of London and the redeployment of officers from other duties both during January and from October to December. The final event, the incident at the Libyan People's Bureau, was a result of international terrorism and, again, demanded considerable manpower at short notice.

Taken together, these five incidents, all of which had their origins in national or international affairs, required the deployment of 44,029 officers at a total cost of £5,756,952. The implications of such vast expenditure of resources from within tightly imposed cash limits on only five events need no explanation. Nonetheless, the overall trend has been encouraging and, were it not for these major events, there would have been an 18 per cent reduction of the manpower used on public order.

Force reserve

One of the steps which can be taken in advance is the organisation of a reserve of officers ready and able to deal with an initial outbreak of disorder, so ensuring minimum disruption to officers policing other parts of the community. The Force reserve continues to consist of district support units, supported in an emergency by the Special Patrol Group. Contingency plans have been enhanced by the preparation of a Force mobilisation plan which has allowed us to identify the optimum response to any given disorder, whether short term or prolonged, and to call up further, appropriately commanded, levels of aid.

The prompt deployment of officers in numbers sufficient to allow the swift and early control of disorder, yet avoiding the counter-productive impression of heavy-handedness, is the surest way of preserving the peace. The general tranquillity experienced in London in 1984 bears witness to the skill with which the Force has achieved this goal. If large-scale, serious disorder should break out—and the public interest requires that every legitimate means should be employed to prevent its doing so—then the Metropolitan Police must retain, through practical training and effective equipment, the necessary skills and determination to bring it quickly to an end.

Demonstrations

Much time and effort is spent by officers in supervising the many demonstrations which take place in London annually. At first sight, the trend of the past two years has been maintained with the number of major

demonstrations in decline, but the trend is more apparent than real. Reductions in manpower at the planning stage have meant fewer events being defined as "major"—in our organisation, one which requires the use of 100 or more officers. There were 162 occasions where more than 100 officers were utilised at demonstrations and a further 107 occasions relating to football and other sporting events. A schedule of events at which more than 1,000 officers were deployed is attached at Appendix 3ii. On three occasions it was necessary to ask you to consent to an order under Section 3(3) of the Public Order Act 1936 prohibiting procession (see Appendix 3iii).

The international dimension

The cosmopolitan nature of London is clearly reflected in the number of incidents in 1984 the roots of which were to be found in the turbulent international scene. Such incidents are difficult to anticipate accurately and when they do occur, never are the decisions of the police more subject to scrutiny. Given the political and diplomatic implications of any police action, such added accountability is both expected and appropriate.

The complex interplay of police, political and diplomatic considerations was powerfully in evidence in the tragic events in St. James's Square, SW1 which burst in upon the world at 10.10 a.m. on Tuesday 17th April.

As a democracy, the country recognises the right of people to demonstrate peacefully in public and, as a Force, we are required to apply the same principles to foreign nationals who wish to express dissent with governments beyond our shores. Thus, despite a number of incidents involving Libyan citizens earlier that year, people opposed to the Gaddafi regime were able to demonstrate in the Square outside the Libyan People's Bureau that morning. Precisely epitomising this liberty, two other small groups of pro-Gaddafi supporters were free to demonstrate their own view close by. The fact that such freedoms do not exist elsewhere was seen in covered faces of those who opposed the Tripoli regime.

What happened next could never have been anticipated. When the shots rang out, fired from premises protected by diplomatic status, and Constable Yvonne Fletcher fell mortally wounded, her colleagues in the Metropolitan Police and the people of London were at once both stunned and appalled. In the moments following the burst of automatic fire, police officers rose superbly to the occasion. They ran to shield the injured from further harm and then, satisfied that the shooting had ended, took immediate steps to clear the Square of demonstrators and to avoid any further bloodshed. The Bureau with its 30 occupants was sealed off, and the 10-day operation to resolve the incident began.

Throughout this time, the Bureau was the centre of news attention, both nationally and internationally. The restraint, patience and calmness of Metropolitan Police officers following the murder of their colleague were witnessed throughout the world and were indicative of the high professional standards of the Force. This was particularly so when they finally were obliged to escort the occupants of the Bureau safely out of London, prior to departure

for Libya. Whilst many officers were angry and distressed that the person or persons responsible for the death of Constable Fletcher were not brought before the courts to answer for their actions, it was recognised at all ranks that wider political and diplomatic vision was necessary against which to view the London events, and officers' conduct throughout did much to ensure that no further escalation took place either here or in Libya.

In addition to the siege of the Libyan People's Bureau, the volatile nature of Libyan politics in 1984 stretched our resources when the anniversary of the declaration of people's power in Libya was marked by the planting of five explosive devices in central London. One bomb exploded injuring 24 innocent people but the skill and prompt action of the police and explosives officers prevented more serious injury and damage.

Events on the Indian sub-continent later in the year led to substantial demands on police resources. The storming of the Golden Temple at Amritsar in June resulted in a number of Sikh demonstrations in London and the Indian High Commission was petrol bombed. On 10th June there was a march by over 30,000 Sikhs through central London.

Following the assassination of Mrs Indira Gandhi on 31st October, tensions between Sikhs and Hindus rose to dangerous levels and I felt it necessary to seek your authority to have marches banned in Southall and central London on separate occasions.

The Economic Summit Conference hosted in London in June presented us with a considerable challenge in view of the presence of so many world leaders in the capital. On one day in particular officers displayed the capacity to deal efficiently with a number of conflicting events occurring simultaneously: in addition to maintaining security surrounding the Conference, they policed a march of over 50,000 for the Campaign for Nuclear Disarmament, prevented disruption by anti-nuclear demonstrators outside Lancaster House and the American Embassy, and coped with the influx of tourists and subsequent congestion caused by the second rehearsal of the Trooping the Colour. All events passed off peacefully, without undue disruption to the people of London.

The provision of adequate protection to diplomatic premises in London continues to be a matter of great sensitivity. The complexity of the situation is illustrated by events at the South African Embassy. Following criminal damage to the premises in June, officers decided to distance the demonstrators, who appeared there every week, by removing them from the footway on the west side of the Embassy. This action was tested in the courts in August, when the magistrate recognised the police duty to prevent impairment of the dignity of the Embassy, but differed from the views of this Force as to what constituted impairing this dignity: the demonstrators were, accordingly, allowed to return to that footway. We are still discussing how best to fulfil our obligations under the Vienna Convention to protect diplomatic premises.

Community tension and street disorder

Public tranquillity is a major policing objective. It is particularly crucial that the police should try to maintain a framework of peacefulness within which agencies seek to resolve problems of tension and conflict in inner-city areas. Officers recognise the need for the police to analyse carefully the ingredients of tension and for planning to prevent disorder.

To assist in this we have developed and improved the network of district information officers which was first established in 1982. It is their function to be conscious of tensions and undercurrents within communities which are likely to spill over into public disorder. By receiving and collating information from beat and patrol officers they attempt to assess the prevailing mood within the community and provide early reports of matters likely to cause an increase in tension. This creates an opportunity for the local police to respond to the signals and to take sensible action to help reduce friction and misunderstanding. This role is essentially facilitative, requiring the police to work closely with other agencies and community groups who have the immediate knowledge and skills needed in the resolution of conflict.

Central co-ordination of the tension indicators is achieved through a central information unit which is able to view local development from a wider perspective and to make judgements about community issues which have implications beyond local boundaries. These measures have enabled the police service to react more speedily to a sudden turn of events which may seriously jeopardise community harmony.

Miners' dispute

Perhaps the most widely publicised event of 1984 for the police service as a whole was their involvement in the miners' dispute. As the largest Force in the country, the Metropolitan Police contributed large numbers of officers under the system of mutual aid.

The Metropolitan Police remained fully aware of the need to maintain policing levels on the streets of London while supplying the large amount of aid—up to 2,000 officers a week—which had been requested. Care was taken to ensure that officers were drawn proportionately from across the Metropolitan Police District. Inevitably, there was some speculation about the effect on the everyday policing of London of such prolonged provision of aid.

Recorded crime has increased and, although crime figures are notoriously resistant to accurate analysis, the absence of so many officers looks persuasive when we try to explain the increase. However, it is not possible to judge any effect that the absence of officers on mutual aid may have had on recorded crime figures in London because of the inherent variability of the statistics. It is worth noting that the figures were starting to rise before the Force was providing manpower. An encouraging fact is that the number of arrests for crime has increased, despite the commitment to manning the dispute.

On the picket lines, Metropolitan Police officers attracted adverse criticism from some quarters. In the understandably high emotion surrounding the strike, it is sometimes difficult to obtain a clear and objective view of events, but the 12 complaints against our officers, out of a national total of 551 recorded during the dispute, are indicative of the fact that the vast majority have performed these arduous and demanding duties in a professional and sensitive manner.

National Reporting Centre

The National Reporting Centre (NRC), accommodated at New Scotland Yard under the control of the President of the Association of Chief Police Officers, attracted much attention during this prolonged dispute and some confusion existed as to its precise role. Fears expressed that an irrevocable step had been taken along the road towards having a national police force were based upon a fundamental misunderstanding.

The NRC possessed no command function and fulfilled nothing but an administrative and co-ordinating role. Chief officers of forces seeking additional manpower passed the request to the NRC who then made the necessary arrangements. The supply of aid by the forces involved was entirely voluntary and was related to their own operational requirements. For example, there were two weeks during the year when no Metropolitan Police officers were sent to the coalfields, owing to heavy operational demands in the Metropolis.

Likewise, the operational command of officers on the ground, including Metropolitan Police officers, rested solely with the senior officers of the Force to which they were attached.

The overwhelming majority of officers express dislike of the concept of a national force, preferring the minor and occasional inconveniences and anomalies of locally organised constabularies. Such divergence as does exist from force to force in policy or practice is, for the most part, reconciled through discussion and consultation, leaving local forces with a wholesome degree of independence.

Street collections

Under regulations made by you as police authority for the Metropolitan Police, any person wishing to promote the collection of money in the streets and other public places must first apply to me for a permit. For many years, this administrative function had been largely uncontroversial but from the onset of the miners' dispute, many unlawful street collections were organised on behalf of striking miners and their families. It was made clear to all enquirers that permits were required for these collections and that action would be taken against those who, despite advice, collected without authority. In fact only two applications for permits were received in 1984 in respect of collections associated with the strike and both were granted after consultation by the police with the independent committee which advises on these matters. A large number of complaints about unlawful collections were received from members of the public, and by the end of the year 118 people had been reported for breaches of the regulations.

Additional operational measures

Cautioning of adult offenders

A large proportion of adults who come into the custody of the police do so for relatively trivial offences and it has long been felt that, in some cases, to take the person before the courts could be unduly harsh. Acknowledging this fact, the Attorney General issued in 1983 guidelines to the police indicating that they should not automatically prosecute a person simply because an offence had been committed and evidence sufficient to prosecute existed. The guidelines advised that consideration be given to the gravity of the offence, the character of the person and other relevant circumstances before taking the decision to prosecute, and invited the police to consider cautioning people whom it was felt not to be in the public interest to be taken before the court. Consequently, since 1st April 1984, police inspectors have been allowed the discretion to caution adult offenders who admit an offence of which they are accused. A central record is then kept of the caution to ensure that people who commit minor offences with some persistence may be identified with a view to more formal legal action. The procedure has in general been welcomed by the Force, providing as it does a sensible alternative in those cases where prosecution is unnecessarily severe. If the current rate of cautioning is maintained, by the end of its first year the new procedure will have resulted in some 10,000 cautions being recorded, excluding those administered for drunkenness and offences under the Street Offences Act 1959.

For the same reasons, it is normally regarded to be inappropriate to prosecute people arrested for simple drunkenness or for being drunk and disorderly. An experiment along these lines was tried on "F" District (covering the Hammersmith, Fulham and Shepherd's Bush areas) and met with success. The policy was extended Forcewide from 1st April 1984. So, while persistent drunks or those guilty of serious disorder continue to be prosecuted, the vast majority of people arrested for drunkenness are now cautioned.

One result of our cautioning procedures should be to remove a large number of cases from magistrates' courts throughout London, providing the courts with time to concentrate upon more serious offences.

Juvenile offenders

The level of involvement of juveniles in crime continues to be a cause for concern to the community.

Originally, all juvenile cases were referred to one of the Metropolitan Police Juvenile Bureaux for home visits to be carried out and for other enquiries to be made before deciding whether to prosecute or to caution. In view of the high proportion of first offenders who, other than in exceptional circumstances, are cautioned, it was believed that much of the time of a juvenile bureau could be saved by a system allowing local officers with the consent of juveniles' parents, to give "instant" cautions while the child or young person was still at the station. In this way, the matter would be dealt with on the day of arrest and without prior referral to juvenile bureau, to whom details would later be forwarded lest the juvenile should come to notice on another occasion.

This system, introduced in November, has relieved the staff of the bureaux of a great deal of work and has left them with much more time to concentrate on the smaller number of juveniles who repeatedly offend and who are accordingly the greater cause for concern. It is in such cases that there is a real need for all interested parties to be brought together in order to collate ideas and experiences in the search for a long term solution to the problems of a particular juvenile. In pursuit of this goal, an attempt is being made to form multi-agency panels in a number of London boroughs where police, probation officers, social workers, teachers and youth workers can jointly review particular cases and determine the best way in which to deal with offenders. Such panels, together with the increasing number of volunteer workers willing to assist young people in trouble, offer a rare opportunity for the community to come together in a constructive, collaborative effort. Nor should the improvement in the management of police resources arising from this programme be allowed to pass unnoticed.

Juvenile mediation scheme

As a further extension of the cautioning scheme, juvenile mediation projects have been initiated in the boroughs of Brent, Harrow and Islington. Although still at the research and training stage, it is hoped that by the summer of 1985, cases bound for court in those boroughs will be diverted for mediation if they meet the selection criteria, chief among which is the existence of a prior relationship between the juvenile defendant and the victim.

The mediation process, which will of course require the agreement of all parties, will be monitored over a two-year period to examine problems encountered and solutions devised.

Children at risk

Our concern at the quality of instruction given to police officers in respect of child abuse and such related subjects as missing persons, domestic violence or mental illness and disorder led us to review the training given to officers in these matters. With a view to improving this particular area of professionalism, a training scheme was devised which, while seeking to extend the knowledge of the officers, also sought to improve co-operation with other agencies engaged in similar fields. The programme has now been completed and 1,200 operational constables have received specialist instruction.

The problems of solvent abuse among the young are also giving rise to serious worry. For the police, the most appropriate course of action is seen to be one of offering practical advice and assistance, drawing together the skills and knowledge of all interested parties to ensure that the professional and lay expertise available can reach the young people and their families at the earliest possible stage.

Deaths in police custody or otherwise with the police

There were 15 such deaths during 1984, which is three fewer than last year. Nine cases resulted from arrests for drunkenness, which remains a constant concern. Of the nine, four died of inhalation of vomit, two of alcoholic

poisoning, two of a combination of drugs and alcohol, and one of injuries sustained prior to detention. Further details are given in Appendix 3iv. In all of these cases, supervision by qualified medical staff would have greatly reduced the risk of fatality. This level of care cannot be provided by police and the Force continues to support the need for the provision of approved centres within the Metropolitan Police District where people suspected of drunkenness can be taken to receive appropriate medical care, instead of being detained in police cells.

Procedures for the care of people in police custody continue, on a general basis, to be reviewed and revised instructions were issued to the Force on the use of police cells.

Employment of civil staff to replace police officers

Research is continuing into the feasibility of replacing police officers in selected posts with civil staff, or augmenting existing police staffing levels by employing additional civil staff. The selected posts currently being examined include the following.

Enquiry counter clerks

Three clerks were employed at each of Forest Gate, Croydon and Southwark to cover a 16-hour day, six days a week. The pilot sites progressed very well and the scheme has now been extended to two further sites at Stoke Newington and Hackney.

From evidence on site and discussion with police officers of all ranks, members of the public and civil staff, there is little doubt that they are fully accepted and welcomed.

The scheme may, subject to your approval, be extended Forcewide, with area deputy assistant commissioners deciding which stations would most benefit. Whilst initially the aim is to improve service to the public implying enhancement of staff, it may subsequently prove possible to release police officers from front office duties.

Higher executive officers

Research is underway to examine the feasibility of the proposal to employ higher executive officers as divisional administrative officers, encompassing their role in regard to existing, experimental and proposed civil staff on divisions. The proposition is to bring in a representative of the civil staff as a full member of the divisional management team, who carries sufficient rank to take over a considerable proportion of the current responsibility of the administration chief inspector.

Finance clerks

The experiment of replacing finance sergeants in district offices with executive officers commenced on "C" and "V" Districts on 6th June 1983. It proved to be very successful and the two sergeants concerned were released for operational duty approximately two months later.

On 29th February 1984, approval in principle was given to civilisation of the finance sergeant post in district offices Forcewide. With the demise of districts in the reorganisation of the Force, it may be that this post will disappear or will be re-located on an area basis. Until firm proposals are forthcoming it is not possible to comment further, save to say that any similar post will in due course be occupied by civil support staff rather than by a police rank.

"Jump on buses"

The Metropolitan Police Force took over responsibility for policing London Regional Transport (Buses) and bus premises for the British Transport Police on 1st July 1983. Meetings were held between the police, management, crew and union representatives and a number of points arose which should help to combat assaults and to complement the Commissioner's strategy to address street crime.

It was considered that a major tactical advantage lay in encouraging individual officers to travel more frequently on buses when on duty and as an integral part of their normal beat. If an officer rides on a bus to a distant beat or along the high street, he has more opportunity to talk informally to the public. It is thus a useful contact point as well as a crime prevention measure and has been greatly welcomed by bus crews.

Other police duties

Royalty and Diplomatic Protection Department

The department reached its first anniversary on 1st September 1984 having experienced a testing year. In addition to their normal responsibilities for protecting members of the Royal Family and the diplomatic community in London, officers played a significant and invaluable role in the Libyan People's Bureau siege in April, the Economic Summit in June and the State Visit of President Mitterand in October. These contingencies put extra strain on the department's resources and officers were once again required to work considerable numbers of their scheduled rest days throughout the year to ensure that standards of manning and performance kept pace with additional commitments. Although a new department, it was thought prudent to undertake a wide-ranging review of its performance during the year with particular emphasis on the management of manpower resources. The Force Inspectorate also concentrated on this theme during its inspection in 1984.

A programme to involve the diplomatic community to a greater degree in working with the police to raise the level of security at diplomatic premises, and the safety of personnel, under the theme "police and community working together" was initiated by the Diplomatic Protection Group. To this end, and in consultation with the Foreign and Commonwealth Office, seminars were held at New Scotland Yard in October. The assistance of our Public Information Department was enlisted to produce publications for distribution to accredited representatives detailing the services provided by the police and describing "self-help" options.

The work of the Royalty and Diplomatic Protection Department has not been assisted by some sensationalist press articles. The press quite properly reflect the keen public interest in the Royal Family, but some articles have been so speculative that they have only added to the problems of protection and one case has been referred to the Press Council for their consideration.

Special Patrol Group

As reported last year, the Special Patrol Group's role was changed late in 1983 and this year has seen the first full 12 months' operational deployment of the Group under the direction of the four area deputy assistant commissioners. The efforts of the officers have again been directed towards burglary, street robbery and auto crime. This is usually achieved through directed patrolling in uniform but occasionally through covert operations in plain clothes, in which instance they have worked closely with other police officers, particularly the area intelligence and surveillance units.

The crime prevention role of the Group has brought them into closer contact with the community and with victims who have suffered the shock of criminal activity. The Group still has the responsibility to react as part of the Commissioner's reserve for the Force, but is now usually deployed only as a last resort, the anti-crime role being the major function. However, events such as the Libyan People's Bureau siege, the Economic Summit and more recently the major warehouse fire at Cricklewood required rapid deployment to provide the necessary police manpower.

As part of their involvement with the communities they serve, Special Patrol Group officers have received 32 commendations during the year from various sources. The first of two of the most noteworthy examples came from the Civil Commissioner for the Falklands, Sir Rex Hunt, who commended a sergeant seconded to the islands; the second when an inspector and two constables were highly commended for their courage when disarming a man holding a bank to ransom with explosives.

Community involvement has remained an important facet of the Special Patrol Group's activities. Operational involvement in searches and major crime enquiries has been supplemented by participation in police open days and school visits. The Group's officers have been involved with charities for a variety of good causes, and these kinds of activity, together with their more active role in crime prevention, have helped to establish the Group in local communities as an effective and positive element of policing.

Dogs Section

The section continues to provide an invaluable service to the Force and the success of the dogs reflects the high level of skill and efficiency possessed both by them and their handlers. As well as the wide ranging operational work carried out by the section, a number of displays were put on for members of the public for whom the bravery and intelligence of the police dogs have constant appeal. As was the case last year, the number of displays undertaken had to be limited in order to fulfil operational demands.

There were 410 dogs on the strength at the end of the year, including 275 which were operational, 29 under training and 18 breeding bitches. Of the 78 puppies bred at the Dog Training Establishment 70 were sent to districts to be walked. A total of 116 dogs were disposed of as unsuitable for training, or because of age or illness.

Sadly, on 15th August 1984 the police dog "Yerba" was shot dead during a robbery upon a security van at Petts Wood, Kent. Constable Coxon, the handler, who was fortunately unharmed, subsequently received an award for his courage.

Officers of the section were responsible for 9,596 arrests and 2,799 summonses; 43 missing persons were found and 475 items of property were recovered. The operations unit of the section organised 28 large-scale searches and provided security patrols at prisons and courts.

The Labrador dogs specially trained in the detection of drugs were called out on 902 occasions and were successful in 376 such cases, resulting in the arrest of 745 persons. Dogs specially trained in the detection of explosive substances attended 2,412 calls. As is now unfortunately necessary, they also carried out searches in advance of state and ceremonial occasions.

Mounted Branch

The strength of the branch at the end of the year was 206 officers and 178 horses against an establishment of 214 officers and 210 horses. Twenty-three horses were purchased and two were reed as gifts; one was sold to the Royal Parks Police and four sold as temperamentally unsuitable, two were retired and 16 were humanely put down, two as the result of road traffic accidents.

During the year officers from the branch were responsible for 360 arrests, 2,494 summonses and 3,138 verbal warnings. They were engaged on 961 occasions for ceremonial and similar duties and 58 occasions for public order commitments.

The Mounted Branch recorded wins and placings in a number of shows which continues to reflect the high standard of training, horsemanship and dedication of officers.

The 56th Metropolitan Police Horse Show and Tournament at Imber Court on 27th and 28th July was attended by Her Royal Highness Princess Alexandra who opened the new Mounted Branch Museum—an attraction of great interest to visitors attending the training establishment. Competitors were entered in the Show from provincial forces, although some entries were reduced on this occasion owing to operational commitments. Members of the Armed Forces also competed. Once again in addition to the Horse Show, a one-day event was held at Wayneville Estate for civilian and Services classes, an event which is becoming increasingly popular.

Thames Division

The Thames Flood Barrier was formally opened by Her Majesty The Queen on 8th May 1984. The Queen travelled by river to the opening ceremony and was escorted by myself aboard the police launch "Sir Robert Peel".

Work has now begun on the construction of seven replacement duty boats for the division. In line with the division's fast patrol boats, they will have marine radio fitted as standard equipment. This has proved to be a remarkable asset in improving communication between the boating public and the police, thereby enhancing response to calls for assistance and police/public relations.

Officers of the division dealt with 100 river accidents in which eight people were injured. A total of 57 dead bodies were recovered from the river and 71 people were rescued from the water, 55 by police and 16 by members of the public. There were 50 incidents involving disturbances on passenger vessels licensed to carry in excess of 100 persons which required the attendance of police. Additionally, officers from Thames Division were sent as aid in the miners' dispute throughout the year.

Underwater Search Unit

The unit was involved in 203 operational searches occupying 291 days, and 74 days were spent on equipment maintenance. A total of nine days were spent in exhibition activities. Recoveries by the unit included 19 dead bodies, 16 firearms, seven edged weapons, 59 motor vehicles and numerous other items of miscellaneous property stolen or used in crime.

Obscene publications

The task of the police in stemming the flow of obscene material into the country from abroad is complicated by the fact that in some cases what is regarded as obscene and thus illegal in this country may not be unlawful on the Continent. Such a case occurred in 1984 when complaints were received from the public, including Members of Parliament, that unsolicited mail advertising magazines of an explicit sexual flavour, some of which included children, were being received from Holland. With the full co-operation of the Royal Netherlands Police, the British subject responsible was identified and arrested by the Rotterdam Police with a view to being extradited. The legal arguments were long and complex but eventually the Court of Appeal rejected the submission by the prosecutor on the grounds that, apart from the fact that under Dutch laws the magazines and pictures were not offensive, British people who had ordered copies of the material were aware that they might contain pornography of a certain nature. It is now for Parliament to decide whether it wishes to pursue this matter with a view to preventing obscene material being similarly distributed throughout the United Kingdom.

The Video Recording Act received Royal Assent in July but will not start to come into force until 1985. In the meantime, in order to assist the video trade, the Director of Public Prosecutions co-operated in arrangements co-ordinated by this Force on behalf of the Association of Chief Police Officers for a monthly list to be compiled for the benefit of traders, specifying video

works which either have been successfully proceeded against under the Obscene Publications Act 1959, or where proceedings are pending. The first list was compiled in August and although it remained the responsibility of individual traders to decide what material they would or would not stock, with the list freely available and the consequent publicity there was little excuse for any trader to argue that titles which the courts might deem to be obscene were not known.

The Obscene Publications Branch has considered 493 cases during the year, 174 of which were submitted to my Solicitor's Department for advice and 59 were referred to the Director. Following the execution of search warrants, a total of 288,259 articles, including 17,932 video cassettes, were seized. There were 557 prosecutions or other court proceedings involving 555 individuals or companies.

In February I submitted my evidence to the Criminal Law Revision Committee on Prostitution and Allied Offences. Subsequently, the Home Office asked the Committee whether, in view of continuing public concern about the nuisance of motorists kerb-crawling to pick up prostitutes, it would be possible to publish a short report on this subject prior to their main report. This report (which also covered street prostitution and homosexual soliciting) was published in August and the Sexual Offences Bill, now before Parliament, embodies many of its recommendations.

Licensed premises and clubs

Various factions in the licensing and tourist industries have campaigned for some relaxation in the hours permitted for the sale of intoxicating liquor. Although the matter was raised in Parliament on a number of occasions, a Government response is not expected until the results of a survey into Scottish licensing hours, where flexibility already exists, become available.

Other details of licensed premises and clubs are shown in Appendix 3v.

Betting, gaming and lotteries

The Betting, Gaming and Lotteries (Amendments) Act 1984 received Royal Assent on 26th June and enables you, as Secretary of State, to relax some of the controls over licensed betting offices by subordinate legislation. The Home Office has published a consultative document canvassing the various possible changes which include allowing television and video equipment in licensed betting offices, together with non-alcoholic refreshments and fewer restrictions on exterior and interior display. Proposals for subordinate legislation will be brought forward in the light of views expressed in response to the Home Office document.

Other details are shown in Appendix 3vi.

Firearms

Details of firearm certificates and shotgun certificates are shown in Appendix 3vii.

Court duties

Negotiations have continued with the various magistrates' courts committees resulting in further transfers of administrative and list-calling responsibilities from the police to the court staff. Slow but steady progress has been achieved and at several magistrates' courts the responsibility for the postal service of summonses has been transferred from the police to the court staff. Some reductions in the number of Metropolitan Police staff have been achieved; a review of staffing levels at all courts has been completed and the levels regularised. Consequently, the overall establishment of officers employed on court duties has been reduced by 37 police officers to a total of 524. Any further significant reductions are unlikely until some further progress can be achieved towards the transfer from the police of the responsibilities for the enforcement of process.

The programme for the computerisation of outer London magistrates' courts has progressed throughout the year. As the computers have been installed the increased demand for accommodation by the clerks has continued to result in the police staff at a number of courts being moved to local police stations. An experimental direct police input of summons applications into the court computer has commenced at Bromley Magistrates' Court and a similar experiment for summons applications and charge informations has been agreed and will start early in the new year with the computer at Waltham Forest Magistrates' Court.

Requests for notification of arrest

During 1984, a total of 349,941 arrests were made by the Force. In most cases the individual was quickly released or a request to inform a reasonably named person promptly fulfilled. Of the total number arrested, it was necessary to delay notification for a period of four hours or more in 466 cases. In 41 of these cases, the delay was for 24 hours or more. In each of the cases for which the delay in notification exceeded 24 hours, a detailed report was submitted to the Home Office.

Aliens and Commonwealth citizens

The number of registered aliens living in the Metropolitan Police District as at 31st December 1984 was 111,466.

Deportation orders were processed in respect of 436 aliens and 723 Commonwealth citizens (375 and 603 in 1983); three aliens and four Commonwealth citizens were subjects of supervised departures (three and five in 1983); six aliens and three Commonwealth citizens were repatriated (two and two in 1983) and one exclusion order was enforced (one in 1983).

Lost property

Details of articles found, and their disposal, are given in Appendix 3viii.

Abandoned vehicles

Details of vehicles dealt with as abandoned during 1984 are given in Appendix 3ix.

CHAPTER 4

Approaches to Crime

In the opening chapter reference was made to the expressed recognition that the growth in recorded crime was not something which the Metropolitan Police could realistically be expected to stem alone. This, indeed, was the theme of my Report last year and was the genesis of a notional contract between the police and the public. Nevertheless, the fall in recorded crime and the very encouraging progress of some joint police-community initiatives permitted the expression of some cautious optimism last year about the overall downward trend of crime. The caution was regrettably vindicated by 1984's figures which record 9 per cent more crimes than in 1983. It is apparent that London was not exempt from the national pattern in which an 8 per cent increase was recorded.

The overall clear-up rate, at 17 per cent—whatever sufficiency that offers as a performance measure—remains the same as for 1983. It is clear, therefore, that with arrests rising by 5 per cent against the background of rises in recorded crime, we have had to run significantly faster even to maintain parity with last year.

It is worth emphasising again that this global figure allows the mass of random, opportunist crimes, which are inherently difficult to detect, to conceal much higher success rates in the detection of very serious crimes. For example the clear-up rate for homicides was 77 per cent in 1984, for kidnapping it was 73 per cent, for blackmail and for wounding and other acts endangering life it was 58 per cent.

In spite of severe external demands on manpower, the gross number of arrests and clear-ups rose (by 5 per cent and 9 per cent respectively). It is becoming increasingly apparent however, that faithful reliance on the 'thin blue line', with police battling alone and against the odds to contain crime, is ill advised. Police efforts to deter crime, no matter how effective, will prove insufficient to halt increases unless society as a whole commits itself to concerted action.

Nevertheless, the outlook is not completely pessimistic. Community-based crime prevention holds much promise for the future. The Force has concentrated a great deal of effort on prevention in its widest sense, involving the public and non-police agencies in combined endeavours to combat crime. Despite the heartening progress of a number of experimental joint police-community ventures, it would be premature to anticipate any immediate and dramatic fall in London's recorded crime but it is hoped that, in the long term, community involvement will greatly reduce criminal opportunities.

Not always fully appreciated is the fact that this co-operation also broadens the understanding of the nature and causes of crime, by both the police and

the public and offers prospects of developing new, more effective, techniques for the detection of offenders. Pilot projects adopting a "problem oriented" approach, which have been carried out by Management Services Department (already mentioned in Chapter 1), exemplify the sophisticated understanding of victimisation and crime patterns which can result from collaboration with the community and agencies concerned.

Having enlisted the aid of the public, it is incumbent on the police to seek continually to improve our own contribution to the partnership. In the field of criminal investigation, the advance of professionalism must include developing responsiveness to the demands and anxieties of the public. Particular attention has consistently been directed, therefore, towards those offences such as burglary, street robbery and assault which cause the most fear and demoralisation in the community. Frustratingly, the encouraging results achieved at some times of the year and in some divisions (and even those two dimensions fluctuate) have not been capable of replication in any predictable sense across the Metropolitan Police District, despite our attempts to distil examples of best practice from each successful area.

An integrated information gathering system is essential to the effective detection of such offences and the initiatives of 1983 were built upon with new measures in the field of intelligence collation in 1984. Reference has already been made in Chapter 1 to the continuing good work of the area based intelligence and surveillance units which were set up in 1983. Another innovation in this field was the introduction throughout the Force of burglary analysis units, some district-based and others divisionally-based to allow comparison, providing local collection points for all burglary related intelligence and forensic evidence. Their purpose is to aid rapid identification of patterns of serious crime to assist officers in the collation of evidence against offenders.

Case-screening of burglaries was introduced in September 1983 to concentrate detective resources on those cases which have some prospect of successful detection. This has been monitored and evaluated throughout 1984 and as a result a number of adjustments have been made to working procedures. Generally the arrangements have enhanced the quality of the support and professional service victims receive from the police. On Notting Hill and Brixton divisions, as part of their neighbourhood policing systems, pilot projects are operating in which all reported crime is the subject of such screening.

Burglary screening was implemented to free detectives from time-consuming routine paperwork, allowing them to concentrate their specialist knowledge on effective investigation. Similarly, crime support groups were established whose complement of civil staff takes on responsibility for much of the administrative functions which would otherwise be so demanding of a detective's time.

The continuing recorded rise in the number of rapes and the apparent worsening of the circumstances surrounding the offences is a matter of grave

concern to the community and the police. Our clear-up rate for all sexual offences remain comparatively high at 53 per cent but we recognise that such crimes are not always reported because of the victim's fear of a distressing investigation. A Force working party has been established to consider urgent improvements in investigative methods. A new course dealing exclusively with investigative techniques for sexual offences started at the detective training school in July 1984. The content of the course has been established on the basis of forensic, criminological and psychological research into the particular characteristics of these offences and their effect on victims. The principal aim has been to ensure heightened awareness and sensitivity in the police response to victims of such distressing crimes. In line with this aim, victim examination suites are being created at designated police stations to ensure both a high standard of medical care and a real sense of support to the victim.

Unfortunately, in a number of instances the victims of sexual assaults are children. In investigating such difficult and emotive cases the greatest care has to be taken in interviewing the victims and we are anxious to assess any investigative techniques which may offer the essential combination of providing both acceptable evidence and the required sensitivity.

American research has addressed the problem that young children may respond to questioning by nodding their heads or gesturing and are often unable accurately to describe the nature of intimate contact because of a lack of suitable vocabulary. The United States experience supports the use of video recording which can capture non-verbal responses; this can be enhanced by the use of a visual aid such as a doll with which a child can show what has occurred, unhindered by the lack of vocabulary. Although all such innovations attract, quite properly, degrees of scepticism and healthy concern for the well-being of subjects, a feasibility study in which the techniques are utilised is being carried out in this Force.

This feasibility study will encompass investigative procedures in all cases of child abuse. Any resulting proposals will be considered within a framework of consultation with the social services, the National Society for the Prevention of Cruelty to Children and the legal and medical professions as well as the judiciary. The wave of publicity and greater willingness of earlier victims to discuss family trauma will doubtless throw the problem into sharper statistical relief but will, at the same time, generate the political and social will necessary to combat the ill.

Interviews with suspects at police stations will, in the future, be routinely tape-recorded. The Police and Criminal Evidence Act 1984, when implemented, will place a duty on you to issue a code of practice governing such recording. This is expected to be issued after the evolution of current field trials at Holborn, Croydon and the Company Fraud Branch, as well as those in other forces.

Early indications are that the new methods are being well received by those engaged in the experiment, whether police officers, solicitors or suspects. The

spontaneity of an interview conducted at normal conversational speed has considerable advantage over the unnatural pace at which handwritten notes are made, although it must be said that the provision of properly equipped and suitable interview rooms throughout the Metropolitan Police area will prove difficult and expensive.

Problems can arise when the interview material has to be introduced as evidence into the prosecution system. The provision of a typed transcript of an interview is costly and time consuming. Experience to date shows that reliance on summaries of interviews may be satisfactory only in the most straightforward cases. The practical problems which arise in complex cases involving numerous defendants remain the subject of further consideration by those concerned with the field trials.

Nevertheless, the pilot studies have offered a heartening combination of greater accuracy and credibility of record together with a potential unforeseen training benefit of encouraging interviewing officers to plan questioning with greater economy.

During 1984 drug abuse, particularly among young people, became a matter for increasing public concern and as a result I have made this a Force priority for 1985. The attack on the problem exemplifies the way in which effective criminal investigation can complement good crime prevention. Careful concentration of the Central Drugs Squad's resources during 1984 has led to a smaller number of higher quality arrests and, in the case of heroin, to a quadrupling of the amount of the drug seized by them. Such seizures prevent an incalculable number of sale and possession offences lower down the supply chain, not to mention the human tragedies averted. In 1984, the Force made a total of 1,781 arrests for trafficking in controlled drugs, a rise of 31 per cent over 1983. Within this overall rise, arrests for dealing in heroin more than doubled and arrests for cocaine trafficking went up by nearly a half.

In April 1984 an experimental scheme was introduced to re-interview selected convicted offenders while they are serving their term of imprisonment. The objectives are to obtain information and admissions in order to improve the level of criminal intelligence, to recover previously unrecovered stolen property and to make the clear-up rate reflect more fairly the volume of offences committed by apprehended offenders. An evaluation of the scheme will be carried out during 1985. To increase the overall effectiveness of contacts between the Force and H.M. Prisons, it has been decided to appoint a sergeant as prison liaison officer in each area.

Crime statistics for the year

Interpretation of recorded crime statistics

The recorded crime statistics do not, of course, include offences which are not reported to the police, nor reported incidents which cannot be substantiated as criminal offences. Research has shown that this shortfall may be considerable and could vary over time; hence changes in the number of offences recorded do not necessarily reflect changes in the amount of crime committed. As well as general increases in crime committed, those recorded

could arise from an increase in public willingness to report offences or from an increase in police activity, revealing previously unreported offences.

The mutual aid supplied to forces directly concerned with the miners' dispute inevitably reduced the number of officers available for duty in the Metropolitan during the last three quarters of 1984. The effects of this reduction on some police activities can be illustrated by a number of statistics; it is likely to have been a major cause of the comparative reductions in both the number of arrests and the number of stops made by this Force during the period of the dispute. The effects of the dispute on offences committed and offences reported by the public cannot be satisfactorily estimated.

Coverage and presentation

The recorded crime statistics discussed in this Report and presented in Appendices 4i to 4iv relate to all notifiable offences included in regular statistical summaries made to the Home Office, together with others for which crime reports are produced by the Force, but which are excluded from the Home Office statistics of notifiable offences (for example, non-traffic drug offences and possession of an offensive weapon).

As in last year's Report much of the following summary refers to figures in Home Office offence groups as opposed to the Metropolitan Police Office categories used in earlier Reports. The change in basis was made so that our crime figures are presented in a comparable form to the national statistics published by the Home Office and to figures released by other forces.

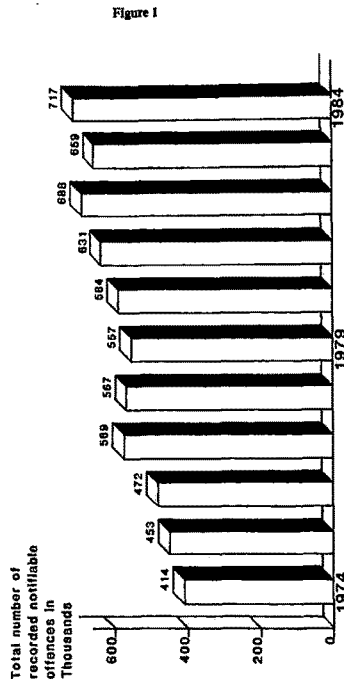
A summary of figures for offences recorded, persons arrested and offences cleared up is given in Home Office groups in Appendix 4i. More detailed information on offences recorded and cleared up by individual offence classification are given in Appendix 4ii, together with an analysis of the estimated value of property stolen in recorded offences of robbery, burglary and theft. Additional breakdowns relating to the circumstances of recorded offences in certain offence groups are shown in Appendix 4iii and, finally, figures for persons arrested, by age group, are presented in Appendix 4iv.

It may be of use in this Chapter to highlight—with occasional repetition—the figures from some of the offence groups, to give an accurate picture of the level of recorded crime and the progress being made in combating it.

Offences recorded

The total number of notifiable offences recorded by the Metropolitan Police rose by 9 per cent last year to 716,545 compared with 659,293 in 1983. This annual rise is very similar to the national recorded increase of 8 per cent for England and Wales as a whole in 1984 and to previous increases for this Force in 1981 and 1982 (see figure 1). In comparison with 1983 there was a recorded rise in every quarter of 1984, the highest of which occurred in the final one. There were annual increases for all the major offence groups in 1984 compared with 1983.

RECORDED CRIME Metropolitan Police District



In addition to notifiable offences 25,744 other offences were recorded by the Force in 1984, a small rise (2 per cent) over that recorded in 1983.

Arrests

During the year 104,015 persons were arrested for notifiable offences; a rise of 5 per cent compared with 1983. Relative to recorded offences the annual arrest rate for 1984, at 145 arrests per 1,000 recorded offences, was lower than in 1983 but similar to that in 1982. Following a rise in the first quarter of 1984 the arrest rate in each of the last three quarters of the year fell below the corresponding rates in 1983. There were annual increases in the number of arrests in 1984 in seven of the eight Home Office offence groups; the major rises being for fraud and forgery (14 per cent) and for sexual offences (10 per cent).

Since of all offences recorded only a minority result in an arrest, and not all arrests then lead to a conviction or caution, arrest statistics may not give an accurate picture of the involvement of members of different age groups in crime. However, they may provide some indication of relative involvement. In 1984, as in previous years, about half the total number of persons arrested for notifiable offences were under the age of 21 years: 22 per cent were juveniles aged 10 to 16 years, and 25 per cent were aged 17 to 20 years.

Offences cleared up

The Metropolitan Police cleared up 122,841 notifiable offences in 1984, an increase of 9 per cent or just over 10,000 offences compared with 1983. There were rises in the number of offences cleared up in 1984 compared with 1983 for all offence groups except one. The most notable rises were for burglary (15 per cent) and for fraud and forgery (22 per cent). The only fall compared with 1983 was for robbery (5 per cent); despite this fall, the number of offences of robbery cleared up in 1984 still remained higher than the numbers in 1982 or any earlier years.

The overall clear-up rate in 1984 was 17 per cent of offences recorded, the same as in 1983, and resulted from an annual rise in the number of clear-ups per 100 arrests exactly counterbalancing the fall in arrests per 1,000 offences referred to earlier. The number of clear-ups per 100 arrests was consistently higher in every quarter of 1984 compared with 1983.

Within the overall figure, clear-up rates for a number of offence groups were relatively high, for example in 1984 violence against the person (52 per cent) and sexual offences (53 per cent). Even higher rates were maintained for specific serious crimes such as homicide, kidnapping and blackmail.

Offences against the person

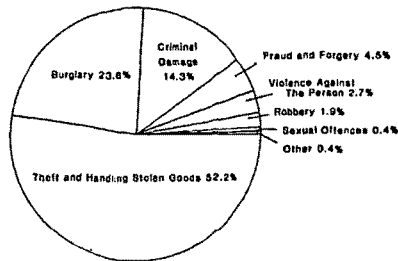
As in previous years, about one in 20 of all offences recorded in 1984 constituted offences against the person, that is violence against the person, sexual offences and robbery (see figure 2).

In 1984 there were 19,000 recorded offences of violence against the person, 7 per cent higher than in 1983. This increase was similar to the corresponding

Figure 2

RECORDED CRIME Metropolitan Police District

Notifiable Offences in 1984 by Home Office Offence Group



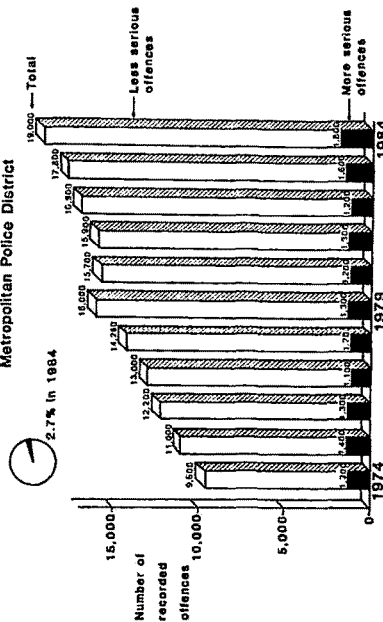
risers in both 1983 and 1982 (see figure 3). This offence group accounted for less than 3 per cent of all offences recorded in 1984.

Within this offence group, about one in 10 offences were of a "more serious" nature, most of these being wounding with intent to do grievous bodily harm and other acts endangering life, and the remaining nine-tenths were "less serious" involving other wounding and like offences.

The majority (86 per cent in 1984) of recorded offences of violence against the person involved slight or no injury to victims. The number of offences involving serious injury although relatively small was about one-fifth higher than in 1983.

Figure 3

VIOLENCE AGAINST THE PERSON Metropolitan Police District



The number of homicides (164) recorded in 1984 was slightly higher than in 1983 but remained considerably below the numbers recorded in 1980 and 1982.

In nearly 40 per cent of all recorded offences of violence against the person in 1984 the assailant was related, or known, to the victim. These cases still provided, however, serious complexities of evidence and a substantial level of paper-work.

As in previous years, only a small proportion (3 per cent in 1984) of victims of recorded offences of violence against the person were known to be over 60 years of age. Such figures tend to confirm that a comparatively small number of unpleasant cases inflates the perceived risks of attack. The majority (75 per cent in 1984) of victims of violence against the person were male.

A total of 9,194 persons arrested for offences of violence against the person and 9,839 offences were cleared up. About 60 per cent of those arrested were aged 21 years or over.

During the year there were 3,053 recorded sexual offences, a rise of 8 per cent over 1983. This offence group accounts for less than half of 1 per cent of total offences recorded. Within this offence group, there were 365 recorded offences of rape in 1984—48 more than in 1983.

A total of 1,356 persons were arrested for sexual offences in 1984 and 1,627 offences were cleared up; these figures were 10 per cent and 9 per cent higher, respectively, than the comparable figures in 1983.

There were 13,570 robberies recorded during the year, an increase of 13 per cent compared with 1983 which was the same percentage rise as for England and Wales.

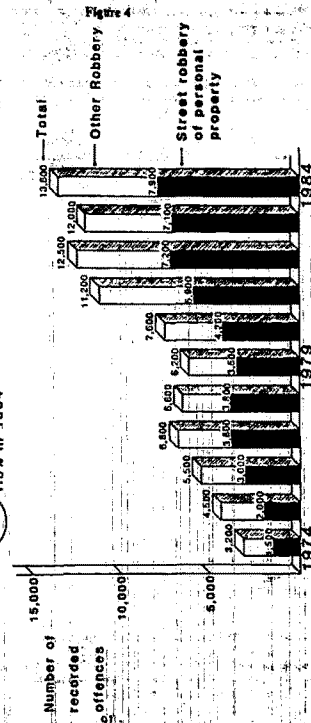
About three-fifths of recorded robberies were offences of street robbery of personal property, commonly referred to as "mugging" although the term has no legal definition. There were 7,888 such offences in 1984, a rise of 11 per cent over 1983. Although disappointing the increase in 1984 was considerably smaller than the recorded rises of 40 per cent or more in three of the last four years (see figure 4). As in previous years many of these offences involved property of small value and, contrary to a popular misconception, young victims were far more common than elderly victims, a fifth of victims being of school age.

There was an increase of 13 per cent in recorded robberies of business property in 1984 compared with 1983; the 1984 total of 3,697 however, remained below the number recorded in 1982.

ROBBERY

Metropolitan Police District

1.9% in 1984



Firearms were carried in 1,462 robberies in 1984, the majority of these robberies were committed against business property. As for business robberies as a whole, the number of firearm robberies in 1984, while higher than in 1983, remained well below the figure recorded in 1982.

Weapons of all kinds were involved in less than two-fifths of all robberies in 1984. In the vast majority (96 per cent) of all robberies there were slight or no injuries to the victims.

Officers of this Force arrested 2,197 persons for robbery in 1984 and cleared up 1,844 offences. While both these figures were lower than in 1983, they remained higher than comparable figures in 1982 and previous years.

Of those arrested in 1984 for robbery, 63 per cent were under the age of 21 years; 27 per cent were juveniles aged 10 to 16 years.

Burglary

There were 168,900 recorded offences of burglary and going equipped for stealing, a 10 per cent increase over 1983 (see figure 5) and the same percentage rise as for England and Wales as a whole. Offences of burglary account for nearly one-quarter of total offences recorded.

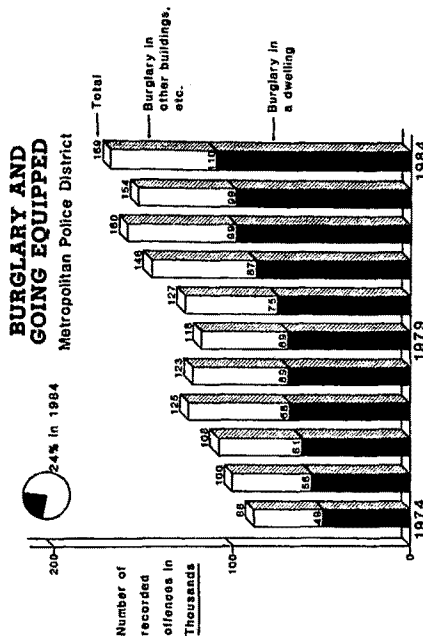
Nearly two-thirds of recorded burglaries in the Metropolitan Police District occur in dwellings. In 1984 the number of offences in dwellings was 11 per cent higher than in 1983 and that in other buildings was 9 per cent higher. Both these percentage increases were similar to the national rises in England and Wales.

About three-quarters of burglaries in both dwellings and other buildings in 1984 involved forcible entries. Despite this, however, the major part of the recorded increase in burglaries in 1984 was accounted for by non-forcible entries, which rose by 30 per cent (or about 10,000 offences) over 1983 compared with an overall increase of 5 per cent in forcible entries. These figures leave little doubt of the potential for improvement lying within the hands of the householders and businesses.

As in previous years the incidence of violence in offences of burglary was, fortunately, very low. Of the 168,200 burglaries and other offences involving illegal entry to buildings in 1984, 423 cases (that is about one in 400 burglaries) involved any injury to victims and 55 of these cases (less than one in 3,000 burglaries) involved serious injury.

A total of 13,878 persons were arrested for burglary and going equipped for stealing in 1984 and 16,609 offences were cleared up, a rise of 15 per cent over 1983. Within this total for clear-ups the number of burglaries in dwellings cleared up rose by 23 per cent to 8,962 offences. Of those arrested for burglary in 1984, 62 per cent were under 31 years of age; 30 per cent were juveniles and 33 per cent were aged 17 to 20 years.

Figure 5



Theft and handling stolen goods

Following last year's fall, the number of recorded offences of theft and handling stolen goods, at 374,007 in 1984, returned to just under the level of 1982. This increase over 1983 corresponds to a 6 per cent rise and, as for robbery and burglary, matches the national percentage rise in 1984. Offences of theft and handling form the largest single offence group accounting for over a half of total offences recorded.

Offences of motor vehicle theft (that is theft or unauthorised taking of a motor vehicle and theft from a vehicle) form a major part of this offence group and account for over a quarter of the total of all recorded offences. There were 193,200 such offences recorded in 1984, which while 6 per cent more than in 1983 was still less than the number recorded in 1982 (see figure 6). Within this, offences of theft or unauthorised taking of a motor vehicle rose slightly (1 per cent) over 1983 but remained lower than the annual figures in the three previous years. In 1984, 14,151 persons were arrested for motor vehicle theft and 14,686 offences were cleared up. Over 70 per cent of those arrested were aged under 21 years; 30 per cent were juveniles and 41 per cent were aged 17 to 20 years.

Offences of theft from the person rose by 4 per cent over 1983 to 14,414 in 1984 but remained below the annual figures recorded between 1976 to 1982.

Within this offence category, figures for snatches of such items as bags or jewellery rose by 18 per cent to 7,111 offences in 1984 but those for such offences as picking pockets fell by 6 per cent to 7,303 offences.

Also included in the offence groups of theft and handling stolen goods, there were 26,364 offences of theft from shops, 4,167 offences of theft by an employee and 8,072 offences of handling stolen goods. As I have said before, these recorded figures provide little indication of the prevalence of these crimes because such offences generally come to notice only when an offender is apprehended.

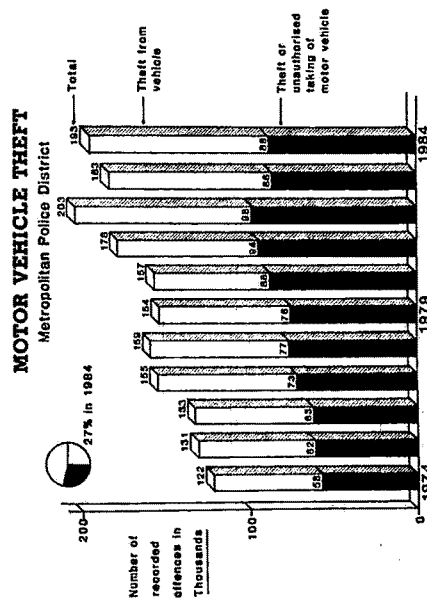
Other notifiable offences

As with offences of theft from shops, offences of fraud and forgery, criminal damage and drug trafficking are subject to considerable under-reporting to the police and hence recorded numbers do not provide a reliable indication of the prevalence of these offences.

During the year, 9,199 cheque frauds, 20,136 other frauds and 3,047 forgery offences were recorded; cheque fraud offences involved an estimated 72,000 cheques. Overall, 17,801 offences of fraud and forgery were cleared up in 1984, a rise of 22 per cent over 1983.

There were 102,734 offences of criminal damage recorded in 1984, a rise of 17 per cent over 1983. This offence group made up about one-seventh of all recorded offences in 1984.

Figure 6



Offences of trafficking in controlled drugs form part of the Home Office offence group covering "other" offences and have been identified as a priority area for this Force. In 1984 there were 1,781 arrests for such drug offences, a rise of 31 per cent over 1983 reflecting, in part, increased police activity; within this overall rise arrests for trafficking in heroin more than doubled to 438 arrests in 1984 and arrests for cocaine rose by nearly a half to 113.

Non-notifiable offences

Offences included under this category are those for which the Force completes crime reports for operational purposes but which the Home Office does not include in the coverage of notifiable offences recorded by the police. There were 25,744 such offences in 1984, a small rise of 2 per cent over 1983. During the year there were 1,907 arrests for interference with motor vehicles, a rise of 6 per cent compared with 1983. In 1984 the Central Cheque Squad investigated an additional 214 cheque frauds committed outside England and Wales and excluded from the total of notifiable offences. These offences involved an estimated 4,000 cheques. In addition to the 1,781 arrests for drug trafficking offences included under arrests for notifiable offences in 1984 there were 8,147 arrests for other offences contrary to the Misuse of Drugs Act 1971, the majority of which were for offences involving possession of cannabis. There were 5,139 recorded offences of possession of an offensive weapon in 1984.

Criminal Investigation Department

The crimes of armed robbery and drug trafficking were designated as specific priorities within the department for 1984 and this was reflected in the strategic deployment of manpower.

Serious Crimes Branch

A review of the functions of the branch led during 1984 to a restructuring and a clearer definition of roles. This has involved the branch in absorbing additional areas of responsibility whilst some categories of organised crime are now dealt with by other central branches. For example the organised theft of motor vehicles is now investigated within the branch whilst the investigation of charity fraud is conducted by the Metropolitan and City Police Company Fraud Branch. Experience also indicates that many of the enquiries into dealing in stolen art and antiques could be effectively pursued by divisional officers. Although some crimes in this category will continue to be dealt with centrally, some will be devolved to stations for investigation.

A total of 996 arrests for serious offences were made during 1984. A considerable proportion of branch resources were deployed against drug trafficking and organised cheque fraud, but arrests have also been made for murder, contravention of the Official Secrets Acts, corruption and the possession and forgery of counterfeit currency and travellers cheques.

The year showed an increase in counterfeiting activities. Within the space of a few weeks in June and July officers in separate operations effected a number of arrests and recovered counterfeit United States currency with a face value of over 1 million dollars. Subsequently, printers' plates and nega-

tives for a previously unseen counterfeit £10 Bank of England note were discovered.

In May 1984, four people were charged with conspiracy to contravene the Explosive Substances Act 1883 and currently await trial (the conspiracy alleged was not one of terrorism). A total of 463 sticks of gelignite and 488 detonators were recovered, the largest single haul ever found on the UK mainland.

During 1984 we saw an increase in the activities of the Animal Liberation Front and a number of incidents received nationwide publicity. There is little doubt that the quite understandable aims of those genuinely concerned for the welfare of animals have been used in cynical opportunism by small pockets of people bent on violence and blackmail, whether political or criminal in inspiration. To provide a co-ordinated response to outbreaks of such activity a national index is being created at New Scotland Yard.

Drugs Squad

The Squad has continued throughout the year to work closely with the Central Drugs Intelligence Unit and with H.M. Customs & Excise with whom some combined operations were undertaken.

Mention has already been made of the Squad's success, where a policy of concentrating on fewer but more important targets paid dividends; as was to be expected, their overall number of arrests decreased compared with last year, but the number of arrests of major traffickers, especially those connected with organised crime, increased. The average sentence for 57 defendants in this category was four years imprisonment. Seizures of heroin amounted to 25.5 kilogrammes in 1984 (at a street value of approximately £5 million) compared with 5.7 kilogrammes in 1983. Indeed, a single operation in October resulted in the arrest of three men and the recovery of 6 kilogrammes of heroin, a quantity which by itself eclipsed the annual total for any previous year.

Inhalation of drugs, particularly heroin, is considered by many users to be less dangerous and less addictive than injection. Tragically, experience has shown that this may not be the case, and such abuse of addictive drugs, by juveniles in particular, is a matter which is receiving priority attention from an experienced group of specialist officers. Another myth that officers have endeavoured to explode is that cocaine is an acceptable, "middle-class" drug, a mistaken belief which masks and feeds cocaine's growing menace.

In a renewed drive to reinforce earlier requests for greater community support, members of the Drugs Squad are actively involved in the preparation of lecture presentations to community organisations as well as the medical and pharmaceutical professions. Officers are members of local advisory bodies set up as a result of recommendations made in reports from the Advisory Council on the Misuse of Drugs.

Stolen Motor Vehicle Investigation Squad

Approximately one-quarter of all recorded motor vehicle thefts in England and Wales occurs within the Metropolitan Police District. The Stolen Motor Vehicle Investigation Squad aims to increase public participation in prevention of motor vehicle theft and related crime. Moreover consultation with the motor industry both here and West Germany has sought means to improve the security of vehicles within the production and design process. Whilst it is difficult to gauge the success of this work in the short term, it is significant to note that already three companies have been persuaded to make adjustment to long established manufacturing procedures.

Fingerprint and Photographic Branches

On 1st January 1984, the Metropolitan Fingerprint and Photographic Branches were re-located within the Criminal Investigation Department. In October, the group of officers trained to seek forensic evidence at scenes of crimes were also placed under that command. These organisational changes are designed to increase and co-ordinate expertise in the gathering of fingerprint and forensic evidence.

Scenes of crime officers made detailed examination of 110,825 scenes, 3 per cent more than in 1983. Submissions were made to the Metropolitan Fingerprint Bureau in 28,550 cases (27,412 in 1983). Forensic science retrievals were made from 30,625 scenes (27,107 in 1983).

The delivery and installation of the Automatic Fingerprint Recognition system (AFR), anticipated in the 1983 Report, took place in January. After testing and back-conversion the system was brought into operational use on 6th August. In only the first few months of operation, AFR enabled fingerprint staff to increase identifications by 35 per cent. It is confidently expected that this percentage will increase as experience in the use of the system grows.

With an ever-growing range of specialised chemical and physical processes for developing latent fingerprints, the risk that these may interfere with forensic science investigation has increased. For this reason an advanced technology unit, jointly staffed from the Metropolitan Police Laboratory and the Fingerprint Branch, has been set up. Where there is a possible conflict of interest between forensic science and fingerprint processes, the unit will collectively decide on the priority. The unit will combine an operational and research function and will be equipped to carry out the whole range of fingerprint development processes. The object is to ensure that investigators receive the most positive results possible from material removed from crime scenes.

The work of building a new photographic centre equipped with the most up-to-date photographic facilities, including automated developing and processing equipment mentioned in the 1983 Report, began in December. When completed, it will be one of the most modern and efficient photographic processing centres in the country.

National Identification Bureau

Also in January 1984 the National Identification Bureau was placed under the command of the Criminal Investigation Department. This is seen as a logical step in efforts to ensure co-ordination and proper definition of interrelated roles within the Force. This is especially important in view of the current computerisation of criminal records and criminal method indices.

Metropolitan and City Police Company Fraud Branch

During the year 1,963 major new fraud enquiries were undertaken and 789 enquiries completed. At the end of the year 594 cases, involving over £617 million, were still under investigation. This compares with 443 cases, involving £264 million, at the conclusion of 1983. A total of 350 people were charged or summoned, which represents an increase of 34 per cent on the previous year.

In January a request was made for Fraud Squad officers to investigate allegations of fraudulent trading concerning the Bank International Limited of Grand Cayman in the British West Indies. The investigation lasted four months and was conducted in co-operation with the Department of Trade and Industry. This resulted in a managing director of the bank being charged with the theft of kruggerands valued at approximately 5 million United States dollars. Following advice by Treasury counsel in this country, further charges relating to kruggerand dealing and acquisition of land in the West Indies have been preferred.

Enquiries are continuing into the affairs of Real Commodities and their main bankers, the Punjab National Bank. In November 1984 the company was placed in compulsory liquidation with debts of approximately 300 million United States dollars; two men have been charged and warrants for arrest have been issued for five other people currently outside our jurisdiction. Two more people have been charged in relation to the conduct and affairs of the Punjab National Bank.

The obvious public concern caused by misappropriation of funds donated for charitable purposes resulted in a squad being formed with special responsibility for investigation of such allegations. Thirteen enquiries are under investigation and a number of arrests have been made. It is essential that this type of offence is promptly investigated and offenders brought to justice to avoid undermining the traditional generosity of the public towards charitable causes.

The Central Public Sector Corruption Index received 160 reports from police forces in England and Wales, a small increase on the previous year. However, 59 persons were charged or summoned by officers of the branch compared with 20 in the previous year. This, to a great extent, indicates the increased awareness of those employed in the public sector of the existence of the special unit and their willingness to co-operate with the police in the investigation of corruption. The growth in work illustrates neatly the paradox of known efficiency looked in spiral with an enhanced demand on limited resources.

The introduction early in the year of the Fraud Investigation Group under the control of the Director of Public Prosecutions enhances and makes permanent previous "ad hoc" arrangements. The concerted effort of lawyers, accountants and the police is not new to the investigation of serious corruption and fraud cases within this Force, but these innovations, combined with the anticipated publication of the findings of the Fraud Trials Committee and the coming into force of the Police and Criminal Evidence Act, should work to the benefit of increased professionalism in this department.

Flying Squad and No. 9 Regional Crime Squad

Flying Squad officers arrested 307 people for offences of armed robbery, conspiracy to rob, assault with intent to rob and offences involving firearms. Arrests show a quantitative decrease of 9 per cent on the previous year but the value of property recovered amounted to £2.5 million, a sharp increase on the 1983 total of £716,250.

Investigations into two major 1983 robberies bore fruit in 1984. A total of 11 people were arrested in connection with the Security Express robbery in which £6 million was stolen. The enquiry into the robbery at the Brinks-Mat depot at Heathrow resulted in two men, tried and convicted during the year, each being sentenced to 25 years imprisonment, while the security guard involved was sentenced to six years. Investigations continue into this case and other arrests have been made.

A most disturbing trend has been the increase in robberies involving fatal attacks or other extreme violence. In February, in Norwood, SE27, a security guard was killed by a shotgun fired during the course of a robbery. On 13th June, in Enfield, a woman was alone in a small supermarket when she was shot dead by a man armed with a pump action shotgun. On 21st June, at the offices of British Oxygen Limited at Hounslow, two men attempting to steal a bag of cash inflicted shotgun wounds on two security guards, one of whom subsequently died. Suspects await trial in respect of each of these incidents.

Regional Crime Squad officers concentrated their efforts on organised professional crime, particularly the investigation of armed robberies. This meant that, whilst the total of arrests for the year (178) was less than for the previous year, these arrests were for more serious offences. For example on 20th March, in Duchess Street, W1, armed men were arrested as they prepared to attack a security vehicle carrying nearly half a million pounds in cash. Over the year, the squad recovered property to the value of £1.1 million.

Criminal Intelligence Branch

Much progress has been made towards the construction of an integrated Force intelligence system which allows for input and evaluation at all levels. A new structure for the branch was introduced in October 1984 whereby the systematic collection and analysis of criminal intelligence can consistently support the selection of priorities and strategic planning.

The branch contains the south-east regional section of the computerised national system of crime pattern analysis (CPA). The system allows for the rapid collation and comparison of information on a number of unsolved serious crimes. Although evaluation of CPA has not yet been undertaken, early results are encouraging.

Anti-Terrorist Branch

For the second year in succession, the Anti-Terrorist Branch has had the sad duty of investigating the murder of a police officer. The events of Tuesday 17th April in St. James's Square, which have been referred to in the previous chapter, culminated in the 30 occupants of the Libyan People's Bureau being allowed to fly to Libya taking with them a number of sealed containers. No evidence was forthcoming to identify those responsible for the death of Constable Fletcher.

The year was also marred by a number of violent incidents involving Libyan exiles.

On 10th March at 4.20 a.m. two explosions occurred, one in the El-Oberge Restaurant, Berkeley Square, W1 which injured 27 people, and another outside a newsagents in Queensway, W2 which caused serious damage to the building but no injuries. Subsequently four unexploded devices were found in London, all of which were clearly aimed at opponents of the Libyan regime.

Three Libyans were subsequently arrested and charged with conspiracy to cause explosions. Two were granted bail despite police objections and on 20th August the first of these arrested, Ali El-Giahour, was found murdered in a flat in central London. Those responsible have not been traced.

On 20th April, a bomb exploded in terminal two at Heathrow Airport near the Air France desk; 27 people were injured and extensive damage caused. Enquiries continue.

Weapon finds figured prominently during the year. On 24th January an address in south London was searched by officers and seven sub-machine guns and 2,612 rounds of ammunition were recovered. Six people were subsequently convicted of offences relating to possession of these weapons.

On 5th July, the ex-Minister of Transport of Nigeria was kidnapped as he left his central London home. He was drugged, placed in a crate, and an attempt was made to smuggle him out of the United Kingdom in an aircraft bound for Nigeria. Largely as a result of the swift and inspired reactions of the Anti-Terrorist Branch and alert customs officials, the crate was intercepted at Stansted Airport and the victim was released. Four men have been sentenced in connection with the kidnapping.

Later in the year the branch despatched a team of 20 officers following the tragic events at the Grand Hotel, Brighton. During the early hours of 12th October an explosion in a room on an upper floor caused serious structural damage and brought a toll of five deaths and 31 people injured. The investi-

gation by the Sussex Police is being conducted with the continued involvement of the branch.

Inter-force co-operation in the subsequent enquiry has been facilitated by the use of the standardised scheme for major incident investigation (as recommended by the Association of Chief Police Officers) which ensures that all relevant information is collated in a standard format. This scheme was adopted by the Metropolitan Police in January 1984, since when it has been used with satisfactory results on all major incident investigations.

It is impossible to leave the subject of the Anti-Terrorist Branch without mentioning the explosives officers. As before, they continue to carry out their dangerous duties, constantly and with exemplary valour. Explosives officers attended a total of 1,117 incidents during 1984, about the same number as in the previous year. They examined 445 suspect devices of which 13 contained explosive or incendiary material. On all of these occasions, the threat of instant death was in no circumstances capable of being readily dismissed.

Interpol Office

Communications processed at the United Kingdom Central Bureau, New Scotland Yard increased from 59,816 in 1983 to 67,955 in 1984. Brunei, the Republic of Maldives and the People's Republic of China have been elected to the organisation, bringing the total membership to 137 countries.

Special Branch

The number of officers employed on Special Branch duties on 31st December was 403.

Personal protection was given to British and foreign dignitaries for a total of 21,841 man days compared with 17,253 in 1983.

On behalf of the Home Office, 1,086 naturalisation and registration cases were completed, considerably less than in 1983.

CHAPTER 5

Traffic, Communications and Technical Support

The dedicated, professional approach expected of all officers is particularly required of those, whether they are police or civil staff, who work in the area under review in this chapter. While this may be an obvious truth in the fields of traffic and communications, bringing as they do constant direct, personal contact with the public, it is less apparent, but no less real, for those in technical support, whose back-up functions enable officers to provide an increasingly efficient service.

Of the many changes which have occurred during the past year perhaps the most dramatic and far-reaching has been the introduction of our new communication system. The formal opening of the Central Command Complex, by His Royal Highness The Duke of Gloucester, heralded the beginning of an exciting, innovative era and an absolute advance in technological terms. I am confident that the development incorporated in the message switching system (MSS), computer aided despatch (CAD) and automatic call distribution telephone system will enhance our service, allowing us not only to improve upon the time that it takes officers to respond to public calls for assistance, using a computerised gazetteer to record locations more precisely, but also to maintain valuable, readily accessible management information through our incident information system.

In determining an overall strategy for dealing with London's traffic problems senior managers have been conscious of the need to allocate a fine balance of appropriate resources to maintain our stated objectives of reducing accidents, improving traffic flow and encouraging all road users to display greater awareness and self-discipline. In view of the further reduction during the past year in the number of officers employed on traffic duty, it has been essential that those involved with traffic management, planning and law enforcement adopt the highest degree of flexibility.

It is pleasing to report the increased involvement of officers in many spheres of liaison, with highway authorities, residents' associations and other representative groups, attempting to evolve an approach to traffic problems based more on real consensus than on assumption of others' needs. The importance of this collaboration cannot be stressed too highly since the problems seriously affect not only the economics and the health of London but also the very quality of life of those who live, work or travel in the Metropolis. In furtherance of this policy, officers from the traffic management branch attended during the year some 6,000 meetings including those with council officers or elected representatives.

The unsolved problem of traffic congestion on the streets of London has made manpower demands which, at times, have been very difficult to meet.

Although the role of the traffic warden service has been under review, embracing the possibility of a shift from their primary function of parking enforcement to assisting traffic flow more overtly, this in itself has repercussions in anticipated blockage of side streets and forceful objections from local authorities, drivers and residents.

Regrettably, the downward trend in the recorded number of personal injury accidents did not continue for 1984 and the year saw an increase of 2 per cent. The number of fatal and serious injuries received by drivers and front seat passengers of motor cars only increased slightly, reflecting the continuing effect of the compulsory use of seat belts by this class of road user. It is gratifying to note that compliance with the seat belt requirement remains high and it is extremely rare for officers to have to offer more than advice to refractory motorists.

Attention was drawn in my Report last year to the experiment taking place in parts of central London involving the immobilisation of illegally parked vehicles by the use of wheelclamps. The effects of this action were evaluated by the Transport and Road Research Laboratory who reported their findings in October. The surveys on which their report is based showed quite clearly that the average duration of illegal parking in "clamping" areas was reduced by nearly 40 per cent and also that the number of infringements of residents' parking bays fell by close to a third. There can be little argument that wheelclamping has brought about a real improvement in traffic flow and, although the degree of success must be assessed against the background of the high overall level of illegal parking, a well founded case has now been made out for the experimental immobilisation power to be extended both in scope and duration.

The controversy surrounding the accuracy of the evidential breath testing device used in drink/driving cases received fresh impetus early in the year, notably in a series of articles in a daily newspaper. In order to allay public anxiety, you decided that, for an experimental period of six months, those people whose breath test reading on the machine exceeded 50 microgrammes of alcohol in 100 millilitres of breath should be allowed, as an administrative exercise, the option of giving a blood or urine specimen for laboratory analysis. The experiment commenced on 16th April under theegis of the Central Research Establishment of the Home Office and was overseen by Sir William Paton, FRS.

On 1st July this Force was one of eight which agreed to obtain for the Central Research Establishment more precise comparison data by offering all drivers who provided both breath and blood or urine specimens the further option of a second pair of breath specimens immediately after the provision of blood or urine. The findings of these surveys are still being collated and analysed and the experimental provisions, with the exception of the option of providing a second pair of breath samples, remain in force.

The benefits arising from the introduction of quicker and simpler procedures have been somewhat offset by the administrative and operational

complications introduced by the experiments. It is clearly acknowledged however that both police and motoring public should have complete faith in the accuracy of evidential breath machines and the report of the Central Research Establishment is awaited with considerable and widespread interest.

Quarterly statistics of breath tests and the analyses of specimens are shown in Appendix 5i.

Traffic

Accidents

During the year there were 48,064 accidents resulting in death or injury, an increase of 927 (2 per cent) compared with the previous year. The cost of road accidents in pain and grief, as well as in quantifiable emergency and health services costs, cannot be overstated and, in spite of this marginal rise, it is rewarding to note that a lower total of personal injury accidents has been recorded only twice in the last 10 years.

Personal injury accident figures fluctuated widely throughout 1984, but November saw the largest monthly increase over the previous year.

General traffic levels were similar to those recorded during the previous year, although pedal cycle usage again rose, reflecting the continuing increase in popularity of this form of transport, perhaps as a result of higher fuel costs.

The number of accidents involving death, serious and slight injury in each of the 10 years up to and including 1984 are shown in Appendix 5ii, and the distribution of fatal and injury accidents by month, together with the corresponding figures for 1983, is shown in Appendix 5iii.

Accident characteristics

Averaged over the year the number of personal injury accidents per day was 131; Friday was again the worst day for such accidents and 5 p.m. to 6 p.m. remained the worst hour.

Appendix 5iv shows the type of location at which injury accidents occurred. Again seven out of 10 personal injury accidents occurred at or near a road junction of some kind.

An analysis of the various classes of vehicle involved in accidents is given in Appendix 5v. There were decreases of 3 and 4 per cent respectively in the number of motor cycles and mopeds involved in personal injury accidents.

Casualties

Casualties by class of road user and degree of injury are shown in Appendix 5vi. A total of 57,122 persons were killed or injured in road accidents. This was 1,311 (2 per cent) more than in 1983. Deaths increased by 27 (5 per cent), serious injuries by 507 (7 per cent) and slight injuries by 777 (2 per cent). It is significant, in the light of increased usage of pedal cycles, that there was a

reduction of 8 per cent in the number of cyclists involved in accidents resulting in death or injury.

Child casualties

The number of children (under 16 years of age) killed or injured increased by 145 (2 per cent). Compared with 1983, child pedestrian casualties increased by 142 (3 per cent), the number of child pedal cycle casualties decreased by 142 (10 per cent) and other child casualties (mostly passengers in motor cars) increased by 145 (8 per cent). It is disturbing to record increases of 20 per cent in casualties to child pedestrians under school age. Children under school age now account for over 14 per cent of all child casualties. Full details are shown in Appendix Svii.

Accident prevention

Accident Prevention Unit

Officers attached to the Accident Prevention Unit again played an important part in attempting to influence the behaviour of road users with attention being paid to 168 separate sites where the pattern of accidents had given rise to serious concern. Observed transgressions were dealt with by means of verbal warnings on 215,756 occasions during the year, the need to consider more stringent action arising much more rarely, only in 18,862 cases.

A major cause of public complaint concerned the speed of vehicles, particularly those in residential roads used by drivers as short cuts or to avoid bottle-necks. These complaints, looked at in conjunction with the use of sophisticated equipment and computer analysis of traffic speeds and frequency, have led to an information model enabling the targeting of areas where additional enforcement may be justified.

Traffic management

General

During 1984 a total of 556 Traffic Management Orders were made affecting roads in the Metropolitan Police District. Of the Orders made by the Greater London Council 230 were for prescribed routes (185 in 1983), 152 (142) for waiting and loading restrictions, 93 (115) for parking places, 49 (54) for bus lanes and 28 (28) for restriction of waiting on bus stops (bus stop clearways).

Environmental measures

The number of traffic schemes introduced for environmental reasons was again modest and mainly related to the application of limited area lorry bans. The night-time lorry bans intended to operate on the East Cross route, Hackney and Archway Road, mentioned in last year's Report were implemented and a reasonable level of compliance ensued. Enforcement has been limited to a level which is commensurate with the many other priorities and commitments.

The weekend and night-time lorry ban mentioned last year has now been positively proposed by the Greater London Council, despite many objections

and police reservations regarding the enforcement difficulties. A decision by the Secretary of State for Transport on the need for a public inquiry is awaited.

Great controversy surrounded the introduction of revised traffic arrangements at the Cromwell Road junction with North End Road, Hammersmith which re-instated the right turn for east bound traffic on environmental grounds. Although welcomed by some residents, the alteration caused massive traffic congestion and brought about demands for its immediate abandonment. Subsequent modifications to the signing and lane approaches to provide extra capacity have tempered the situation although occasionally some unreasonable delays do occur at peak times.

Motorway orbital route

The M25 section in the north-east quarter linking the M11 and the A10 opened on schedule and allows motorway travel from the A1(M) to the M20 via the Dartford tunnel. However, as might be expected, the extra volume of traffic leaving the motorway at the A1(M) roundabout has caused long delays. Following consultation with the Department of Transport, police installed temporary traffic signals on an experimental basis at the junction; the scheme proved successful and the department has now installed permanent signals.

Construction to link the remaining sections of the M25 is proceeding and officers from the traffic management branch continued to be involved in an advisory capacity on such matters as traffic control and surveillance, both with regard to equipment and its practical application.

It is now increasingly recognised that changing traffic patterns will evolve when the motorway is completed in 1986 and will demand specialist skills and professionalism of a high order from the police. This will underline the considerable importance already attached to the liaison meetings which now take place with the Department of Transport.

Facilities for pedal cyclists

The Southampton Street cycle parking bay, which was delayed by major road works in the vicinity, has now been successfully brought into use. Cycle lanes and routes continue to be proposed and, where feasible, introduced. They incorporate suitable junction layouts and traffic signal phasing which the Greater London Council now build into all major traffic signal improvement schemes.

Traffic wardens

At the end of the year the strength of the traffic warden service was 1,832 compared with 1,788 at the close of 1983. Both figures include 91 wardens employed at Heathrow Airport. The total comprised:—

	Men	Women	Total
Divisional traffic warden controllers	2	3	5
Senior traffic warden controllers	7	5	12
Traffic warden controllers	12	28	40
Traffic warden supervisors	64	132	196
Traffic wardens	559	1,020	1,579
Total	644	1,188	1,832

Wastage remains a serious and growing problem and the net increase in strength of 44 hardly reflects the strenuous efforts which were made to attract recruits throughout the year.

Training has been augmented to include sessions on improving professionalism with the objective of producing a positive and co-operative relationship with members of the public.

The overall role of traffic wardens in the context of the Force reorganisation and trends towards parking attendants employed by the local authority is under detailed consideration.

School crossing patrols

At the end of the year the number of school crossings approved for supervision was 1,480. This was 21 fewer than at the end of 1983, approval having been given for 25 new crossings and withdrawn in respect of 46 locations. The total number of crossings authorised for supervision by officers or traffic wardens remained at 29 and that for crossings supervised by civilian patrols was reduced from 1,472 to 1,451.

The review of filled school crossing points manned by civilian patrols to which reference was made in my Reports for 1982 and 1983 has been completed; of the 46 points withdrawn during the year 34 originated from this review. A separate review of those points not surveyed during the past three years was started.

At 31st December the number of adult patrols was 1,204 and a further 12 points were covered under the "student scheme" arrangements by senior pupils. There remained, therefore, a deficiency of 235 patrols compared with 205 at the end of 1983.

Public transport

The differences of opinion over bus lane schemes mentioned last year have unfortunately not been resolved and, although the Parliament Square scheme has not been implemented, the Order remains in force and could be effected at any time. A similar situation has arisen in respect of a contra-flow bus lane proposal for Charing Cross Road and Tottenham Court Road which, it is feared, will cause widespread disruption to other traffic and danger to pedestrians. Overall, only limited enforcement is possible because police

resources just cannot complement the Greater London Council's vigorous pursuit of a policy of initiating and extending bus lanes.

Neither of the two proposed schemes to provide a new type of mini or shuttle-bus service referred to last year has commenced. On appeal the Heathrow shuttle-bus scheme was approved in principle, whereas the proposals for "stop on demand" mini-bus services were rejected by the Secretary of State for Transport, on the recommendation of his Inspector, following an inquiry.

It is uncertain at this stage to what extent the proposals for deregulation and privatisation of the National Bus Company will affect operations in London: nothing has changed police views on the control of routes, termini and stopping places and the need for their adequate supervision, together with strictly enforced levels of maintenance.

Tourist and commuter coaches

Regrettably, the problems with tourist coaches outlined last year have in no way diminished and this has led to continued difficulties at popular tourist venues, notably in the vicinity of Buckingham Palace.

The multilingual booklet "Visiting London by Coach" has been well received and over 15,000 copies were distributed by ferry companies and tourist boards. Discussions were also held with German and Belgian coach operators to reduce any misunderstanding of our traffic laws.

An increase in the number of coaches used on the circular and sightseeing tours also necessitated some firm police action to maintain traffic flow. Difficulties have also been encountered as a result of the large and increasing concentration of commuter coaches, particularly in the Victoria area. Attempts to regulate departures by liaison with operators have had some success but proposals from competing firms to start additional services must inevitably exacerbate the situation.

It is clear that severe congestion and environmental damage can result from these varied services, particularly where the popularity of the location or attraction causes overlapping interests. There can be no denying that these multifarious bus and coach operations in central London demand much better off-street parking facilities than the woefully inadequate provision presently available.

Fixed penalty and excess charge notices

The number of traffic tickets issued during the year was 2,982,482. Of these 2,531,132 were fixed penalty notices, a decrease of 224,011 (8 per cent) compared with the 1983 figure. The remainder were excess charge notices issued at parking meters supervised by traffic wardens on behalf of local authorities. Details of fixed penalty notices issued in 1984 are shown, by offence, in Appendix 5viii. The disposal of the 2,531,132 notices issued in 1984 and the balance outstanding from 1983 is shown in Appendix 5ix.

Traffic District

At 31st December the police strength had been further reduced to 883 officers in accordance with the overall redistribution of manpower and resources devoted to traffic duty outlined last year.

In addition there were 2,008 civil staff, including 1,832 traffic wardens and 85 vehicle removal officers, attached to the district.

Abnormal loads

Abnormal load movement notified to police during the year increased by 11 per cent to 22,667 compared with 20,594 in 1983. Those requiring police escort also rose from 1,002 in 1983 to 1,299, an increase of 29 per cent.

Removal and immobilisation of vehicles

In exercise of their powers under the Removal and Disposal of Vehicles Regulations 1968, the police removed or caused to be removed to pounds or police stations 46,102 vehicles, a decrease of 17,919 over the 1983 figure. As reported last year, when there was a similar reduction, the decrease stems from the diversion of resources in order to immobilise vehicles with wheel-clamps. During 1984, 44,101 vehicles were clamped within the relevant experimental area; 988 vehicles which had been immobilised were subsequently removed to pounds.

The House of Commons Select Committee on Transport recommended in their Report on London's traffic in 1982 that some consideration should be given to contracting out the task of removal of vehicles, currently undertaken by police staff. This is one of those areas of secondary police duty being examined with a view to reduction or elimination, as part of a wider review of the utilisation of manpower. A detailed examination has indicated that there would appear to be some scope for placing removals in the hands of contractors, providing that the essential safeguards are built in and any necessary legislative changes are approved. These proposals are currently being examined at the Home Office.

Public Carriage Office

Cabs

The number of cabs in service on 31st December was 13,574, an increase of 447 on the previous year. Cabs were operated by 9,041 different owners compared with 8,781 owners in 1983. The majority of these owners, some 8,577, had only one cab, representing over 60 per cent of those licensed, and seven owners operated fleets of 100 or more cabs. Cabs fitted with two-way radio increased from 3,816 in 1983 to 4,115 in 1984.

During the year, 14,109 cab licences were issued; cabs licensed for the first time numbered 1,545, of which 122 had been rebuilt.

There was a small increase in the incidence of cabs found unfit for service: 3,251 compared with 3,050 in 1983. Defective tyres, poor bodywork, steering and brakes were again the most common defects found.

Taximeter tests carried out totalled 18,806, an increase of 229 over the previous year.

Cab drivers

During the year, 6,269 cab drivers' licences were issued, compared with 6,113 in 1983 and 220 applications for licences were refused. Revocations and suspensions of existing licences numbered 30 and 41 respectively. On 31st December there were 18,421 licensed cab drivers compared with 18,205 a year before.

Cab driving tests totalled 691, which was 88 less than 1983, and there were 179 failures, representing a failure rate of some 25 per cent, a similar rate to that in the previous year.

The number of people applying for the first time to take the Knowledge of London examination was 4,660, which was 1,013 more than 1983, and attendances for oral examination increased from 13,899 in 1983 to 17,826. There were fewer successful candidates, 557 compared with 663 in the previous year, and this included 36 who were granted suburban licences and 44 suburban drivers who qualified for full London licences.

In 1984 there were 707 complaints about cab drivers from members of the public, a substantial increase over the previous year. In 89 instances prosecutions were considered appropriate whilst the remainder, 618, were resolved by warning or advice.

Cab ranks

Five new cab ranks were appointed: eight existing ranks were altered and another eight ranks were cancelled. At the end of the year there remained 460 ranks with 2,144 spaces, a decrease of 16 from the previous year's figure.

Drivers of public service vehicles

As a result of an Order made by the Secretary of State for Transport in accordance with the provisions of Section 62 of the Public Passenger Vehicles Act 1981, my responsibilities for the licensing of PSV drivers were transferred to the Traffic Commissioners of the Metropolitan Traffic Area on 1st April. The details below therefore relate only to the period between 1st January and 31st March.

During this period, 2,199 PSV drivers' licences were issued whilst seven applications were refused. Revocations and suspensions of existing licences numbered two and 13 respectively. Examiners of the Public Carriage Office conducted 105 driving tests resulting in 45 failures, representing a failure rate of over 42 per cent.

Police transport

At the end of the year the transport fleet consisted of the following vehicles:—

Police section:	
Cars, vans, etc	3,233
Motorcycles	493
Sub total	3,726
Support services:	
Cars, coaches, vans, etc including spare vehicles	365
Total	4,091

At 31st December 3,165 police officers were authorised to use their private cars on duty. In addition, 406 officers were temporarily authorised during the year to use their private cars for special enquiries.

Accidents

Police operational vehicles were involved in 4,381 accidents (5,051 in 1983) of all kinds on the highway. After detailed examination, police drivers were held to be entirely or partly responsible for 1,666 (1,639) of these. The mileage of 26,761 for each blameworthy accident for operational vehicles was broadly the same as in 1983.

Transport of prisoners

The shortage of prison accommodation in the first half of 1984 resulted in approximately 1,000 prisoners per month being transported to police detention in London and the Home Counties, over or above the normal movement of prisoners to and from prison. Despite the severe test that this imposed upon resources the objectives of safe movement and custody were successfully accomplished.

Communications and technical support

Command and Control

The new system became operational on 24th July, within the purpose-designed complex which was formally opened by His Royal Highness The Duke of Gloucester in October. With the advent of this major computerised support system and gradual expansion to a Forcewide, and totally integrated communication network, inevitable changes in statistical presentation also arise. Therefore, direct comparison of 1984 with previous years is unwise as the system usage now embraces a far wider scope.

The experimental computer on "Y" District was replaced by computer aided despatch (CAD) which, in addition to "Y" District, was extended to the City of London and the control rooms on "D", "E" and "S" Districts by

the end of the year. This new computerised incident-handling system is scheduled for Forcewide implementation by 1987 over a total of 75 divisions. Prior to close-down on 30th May, the "Y" District scheme handled 136,654 messages.

A computerised automatic call distribution telephone system is now also operating successfully within the central complex and is served by direct lines from British Telecom main exchanges in addition to normal public lines. As the system becomes established the service to public callers will inevitably improve with the aid of the automatic queuing facility, ensuring strict rotation in dealing with calls and equitable distribution to all operators, and the supervisory information which is immediately available to our communications managers. Many calls currently received from the public over the emergency systems do not require an immediate response but initially take as long to process as the genuine emergency. Consequently a system of graded response is very much a part of providing an improved service.

Telephone network

The switching centre network benefited from further expansion during the year with the opening of a new centre at Fimlico. The anticipated opening of centres at Kingston and Romford has been, however, delayed until 1985.

Information Room

Up to 24th July the pre-CAD Information Room dealt with 404,963 messages of which 328,743 were emergency calls. Following the introduction of CAD, 649,850 messages were handled of which 360,383 were emergency calls. The total number of emergency calls was 689,326 compared with 724,216 in 1983.

Computer Liaison Unit

Examination of the possible application of modern office technology to police stations has continued under the direction of Management Services Department. The unit has been involved at all stages in procuring "MICA", a sophisticated computer support system for major investigations and, in addition to training staff in its use, is currently involved in further studies concerning its possible extension.

Careful thought continued to be given to preserving, and indeed improving, the integrity and security of data held on computers used by the police and the unit has also played a significant role in formulating policy, together with an efficient administrative structure, following the passing of the Data Protection Act in July.

CRIS project

The development of a crime report information system (CRIS) has continued throughout the year with the deployment of additional staff and resources from Computing Services and Management Services Departments and a police user group. In addition, a technical consultancy has been commissioned to assess alternative approaches and ways in which the

required facilities may be attained at optimum cost. Because of the complex requirements of such a system, and the inevitable cost if it is to be comprehensive, the Home Office is to be asked to give their approval to further research.

Automatic alarms

A total of 210,213 burglar alarm calls were received in 1984 of which 208,078 were false. These figures compare with 196,190 and 193,470 respectively for 1983. A total of 1,941 (2,134 in 1983) resulted from crimes or attempted crimes and whilst the number of false calls via auto-diallers reduced, those from central stations increased again. In a continuing endeavour to reduce the wastefulness of resources, police attendance was withdrawn from 1,123 (1,037 in 1983) premises during the year.

Faulty alarms result in wasted police time as well as in annoyance to the public and we are currently reviewing our criteria for withdrawal of police attendance and other proposals aimed at increasing the reliability of the systems.

Message switching system

With the introduction of Command and Control, the teletypewriter system, which had served the Force well for many years, was replaced by an automated message switching system (MSS) and the Telegraph Office was replaced by a new switching office within the communications complex.

Prior to close-down on 20th July, 742,837 messages were handled in Telegraph Office including 71,062 telex messages. Thereafter, MSS handled 461,256 messages including a further 78,806 telex messages.

Radio

The new communications complex has provided greater flexibility of access to Force radio channels.

The number of Force radios in use, including those in vehicles and river craft was 3,990 (3,938 in 1983). The number of personal radio networks remained at 85 but the number of personal radios increased to 10,500 (9,754).

Interpol communications

The Interpol radio room was absorbed into the new central complex on 17th March. Overall, message traffic again increased with a total of 67,955 messages being dealt with (59,816 in 1983). Messages exchanged with overseas members of the International Criminal Police Organisation (ICPO) totalled 56,561 and those with home forces 11,394 (50,031 and 9,785 respectively in 1983).

Air Support Unit

This year a total of 1,991 (1,812 in 1983) flying hours were fulfilled. The unit also responded to 5,170 emergency calls compared with 5,025 in 1983, and gave direct assistance in the arrest of 871 offenders (785 in 1983).

Missing persons

These statistics are not directly comparable with those of previous years as recording bands for vulnerable adults are not now defined in the record.

A total of 8,133 people were recorded in the Force index as missing, 5,646 of those were reported in 1984 and the remainder carried forward from previous years. Of the 8,133 persons recorded as missing, 1,927 were included at the request of overseas or provincial forces, compared with 2,408 in 1983. Of the 1,093 non-London people recorded as still missing at the end of the year, 967 were males aged 18 years and over.

At the end of the year 1,146 males and 769 females were still missing, 822 from the Metropolitan Police District including 285 juveniles. A further 19,300 other people were reported as missing from the London area but were found before being centrally recorded.

The micro-computer system now in use enables greater descriptive details to be recorded and affords the opportunity for more accurate and rapid searching than hitherto.

CHAPTER 6

Specialist and Support Functions

It is indicative of the growing professionalism throughout the organisation that the efficiency of the Metropolitan Police has not only been sustained but continually improved within the context of limited resources. With an increasingly critical eye we are reviewing and revising practices and procedures in order to improve the efficiency with which we utilise both human and material resources. Central to this work are the support services, part of whose responsibilities are the reviewing of police practice, the introduction of new developments and the monitoring of their success. The process of continuous innovation and feedback is fundamental to the success of the Force in the coming years.

Simultaneously, the complex network of contacts that the support services have established over the years with all parts of the community, both within the Metropolis and beyond, is invaluable in keeping the Force sympathetic to the feelings and views of people beyond the organisation. The same network helps to keep the community informed about the problems and pressures experienced by the Force.

Public Information Department

In my Report last year, I set out the threefold manner in which the Public Information Department seeks to support Force strategy. The year's work in the department has taken place against a dramatic back-drop, with the aftermath of the Harrod's bomb and the St. James's Square siege in our own Force area—and the Brighton bomb outrage in Sussex.

The long running NUM strike and picket action, with our own and other officers deployed in large numbers and behind protective shields, together with incidents involving armed Metropolitan Police officers, has also sharpened public perception of police responsibility.

The Public Information Department is required to operate with considerable sensitivity, in a range of modes which include emphasis of Force achievements, robust rebuttal of incorrect material and honest acknowledgement of any shortcomings.

In line with changes in Force strategy and in pursuit of the contract between the police and the community, the department has undertaken its own thorough review to ensure that its structure is the best possible for supporting a wider public affairs role.

The department has not only been an active proponent in its own right of my policy of greater openness, but has also acted as a catalyst amongst all members of the Force, to encourage wider trust and inventiveness in furthering public understanding of the police effort.

Several hundred requests for facilities were received from television and radio, resulting in broadcasts which provided viewers and listeners with fresh insight into the demands of modern policing. Equally important were the problems confronting the community with which police are intimately involved but which require an increased consciousness on the part of the public. Drug abuse was one of the major themes of the year, but others included drinking and driving, firearms, crime prevention and racial attacks.

Press Bureau continued to provide a service for which demand has steadily increased. During the year, 11,000 separate events were logged in the Bureau involving an estimated 150,000 telephone enquiries. A further 90,000 calls were received on the telephone answering device which provides up-to-date news bulletins. There was also a pleasing level of response to the 1,100 appeals which were broadcast on London's local radio stations.

There was an 80 per cent increase in the number of press releases prepared by News Branch, 706 being despatched this year compared with 392 in 1983. Additionally, 12 specially prepared information bulletins were mailed to 1,400 "opinion formers".

The best known police broadcast, "Police 5", continues to draw a substantial television audience every weekend and a most welcome public response. In well over one-third of the 230 cases featured in 1984, information was provided which was of direct value to the enquiries and 42 arrests were made as a certain result of such information. For further details see Appendix 6i.

Other initiatives during 1984 included a new recruiting campaign launched in national newspapers in October. This stressed the qualities of professionalism required of the Force in a continued attempt to encourage well motivated young men and women of genuine potential and ability to join the Metropolitan Police. Particularly noteworthy was the way in which the public responded in their thousands to the open day at Stoke Newington police station, the water sports and fun day at West India Docks in July and a police day in Brockwell Park in September. A second open day at the driving school at Hendon proved equally popular.

In the field of crime prevention, a direct result of my decision to make autocrime a priority was a range of publicity material produced with the theme "Block his Knock-off" to support a series of local autocrime prevention campaigns. At the same time, strenuous efforts were made to maintain the momentum in the promotion of neighbourhood watch policing and similar initiatives requiring community involvement.

The Force newspaper—*The Job*—has changed its format and increased its pages as part of a revitalisation programme. It still sometimes faces the in-Force allegation that it provides only management "propaganda"—and indeed supply of policy information is one of its primary functions—but it has added noticeable elements of "bite" to its columns and is now a significant and successful medium for both entertainment and information.

Visitors

During the year 5,832 non-operational visitors to the Force were dealt with at headquarters level, of which 191 were police officers and government officials from 55 countries who were provided with periods of attachment varying from one day to six months.

Force Inspectorate

In the course of 1984, the Inspectorate has endeavoured to reflect the Force goals in their work and special attention has been paid to management of resources, quality of service to the public and exploring initiatives in community involvement. Additionally, a number of quality of service indicators have been introduced into inspections which it is hoped will enable us to assess more accurately the degree of professionalism achieved in operational fields.

The role of the Inspectorate of the Force in co-ordinating the implementation of Force action plans has enabled the Inspectorate to monitor their progress and, by using them as a basis for inspections of districts and branches, to assess efficiency. This enables the inspection process to be evolutionary rather than static, providing a valuable information link between Force strategy and planning activity.

Benefits continue to be gained from the exchange of ideas and experience when the Deputy Commissioner and the Inspector of the Force attend the monthly meetings of Her Majesty's Inspectors of Constabulary. There has been one instance of HM1 representation at the inspection of a branch to which provincial officers were seconded and there have been other examples of co-operation during the year with more collaboration planned for the future.

Solicitor's Department

The caseload borne throughout the department has continued to rise creating further record levels. The civil litigation section again suffered the greatest pressure where the number of new actions increased by 33 per cent. Because of the additional work, it was necessary to strengthen the establishment of both the civil and crime preparation sections with a resultant increase in the number of briefs delivered to counsel. Details of the work for the year are given in the table below:—

	1983	1984	Comparison
Total number of cases	49,169	51,359	+2,190
Traffic cases (including drink and driving offences)	11,557	12,869	+1,332
Commitments to the Crown Court	18,046	18,240	+194
Appeals to the Court of Appeal (Criminal Division) and House of Lords	3,001	3,180	+179
Attendances at courts of summary jurisdiction	154	168	+14
High Court writs	37,550	42,537	+4,987
County Court actions	70	80	+10
Divisional court cases:	69	105	+36
Continued	64	103	+39
Discontinued	5	10	+5
Concluded	10	39	+29

Thirty extra lawyers were authorised for 1985/86 in anticipation of the substantial further staff increases which the proposed Crown Prosecution Service will entail. The management consultants employed by the Home Office preparatory to the introduction of the Crown Prosecution Service inspected the department during the year and consultations with them and other interested parties are continuing.

Management Services Department

The significance of the contribution of Management Services Department increases as the search continues for ways in which to improve efficiency within the framework of limited resources. The contribution is threefold: some creative innovation is generated independently within the department, some development of ideas takes place in support of other departments or operational areas and some extra data for management is gathered in monitoring and assessing the success of pilot projects throughout the Force.

The department continues to be deeply involved in the planning process, pushing forward its own actions as well as monitoring the resources expended. During 1984 a review of planning procedures, carried out by two officers attached to the department, resulted in the Policy Committee rationalising the system and thus setting the pattern for future planning rounds. It is anticipated that the department will contribute further to the process by the attachment of scientific staff to both the Policy Analysis Unit and the Force Planning Unit.

Continued pressure on resources once again forced the postponement of the computerisation of the main Registry index, but the reorganisation of the subject index was completed with the supply of a microcomputer. Other studies completed by the department in 1984 included the introduction and assessment of the "problem oriented approach" to specific problems on four divisions, resulting in the decision to adopt this approach where appropriate in the future; procedures for dealing with various types of property coming into custody of police; procedures for the disposal of confidential waste, and return and disposal of uniform and appointments; flexible working hours for civil staff; the analysis of arrangements for storing prisoners' photographs and the use of witness albums, which prompted the Home Office Scientific Research and Development Branch to explore the use of optical disc systems for storage and display of photographs; and procedures to ensure the effective cleaning and replacement of cell blankets.

The support given by the department to other areas of the Force is a major part of its work. Such projects have been numerous and include a survey of victims reporting crimes at the Notting Hill Carnival; the assessment of both requests for microcomputers, including major enquiry computer facilities, and of the Foreword system of computerised crime reports, all of which closely involves "B" Department and the Department of Computing Services; the extension of direct police-court computer links; and preparations for experiments in the use of integrated electronic technology to improve procedures at police stations. The department has undertaken also a joint

study with Property Services Department and the Chief Engineer's Department to examine the use of computer aided design techniques.

Feedback of the results of pilot projects and other innovations is essential and the third major task of the department is to carry out assessments and obtain the necessary information upon which further management decisions must be founded. During the year a number of such assessments were carried out. They included two post-implementation reviews of computer installations and an assessment of the Forcewide burglary screening system. In the latter case a number of improvements were identified after six months of evaluation and these are under consideration. Suggestions have also been made to modify the Force manpower information system to meet the requirements of the new management structure, with emphasis upon the needs of divisional staff. An experimental system for monitoring the workloads of divisional CID and the use of their resources has been introduced on three districts and a similar system may be employed at traffic garages in the future.

Over the years it has been acknowledged that many ideas and initiatives which would improve the efficiency of the organisation are likely to originate with the people who work within the system and have most frequent contact with the community. During 1984 a total of 404 suggestions were submitted by police officers. Of these, eight have been adopted, 157 have not been adopted and 239 are still being assessed. Consideration of 118 ideas received before 1984 was completed; 43 have been adopted and 75 not adopted. The adjudication committee considered 22 of the suggestions and made awards totalling £1,610 to the originators of 20 of them, the highest awarded being £500.

Of the 85 suggestions submitted by civil staff in 1984, 10 have been adopted, 39 not adopted and one cancelled, while the remaining 35 are still being assessed. Consideration of 63 suggestions received prior to 1984 was completed with 20 being adopted and 43 not adopted. The Civil Staff Suggestions Committee met in October and considered 27 suggestions and awards totalling £1,555 were made in respect of 18 of these, the highest award being £600.

Force Planning and Policy Analysis Units

The strategic long term planning of Force policy falls within the ambit of the Force Policy and Planning Committees. Prior to 1st October the support needs of both committees were met by the Policy Committee Support Group. A review of planning procedures showed that the requirements of these two committees would be served best by the division of the functions between two new support groups—the Policy Analysis Unit (PAU) and the Force Planning Unit (FPU).

The PAU was charged with the examination of broad developments affecting policing as a whole, with the intention of providing the Policy Committee with information and options to satisfy long term policy needs. The FPU was made responsible for the co-ordination and development of strategic

planning throughout the Force, aimed at assisting the Force Planning Committee in the formulation and implementation of current strategy.

The units are jointly headed by a deputy assistant commissioner and work closely with Management Services Department, who provided the necessary research and development support for their projects.

Department of Computing Services

Accurate information is the life blood of managerial planning. This is true at all levels of the organisation. The uniformed constable on division cannot be effectively deployed unless local managers have access to information on the problems affecting that division—crime patterns, the activities of criminals, the needs and concerns of the local community. Likewise, the Policy Committee cannot hope to make rational strategic decisions for the Force without having ready access to reliable data.

Professional success largely, therefore, depends upon our ability to store, organise and retrieve vast quantities of valid information.

Thus the Department of Computing Services has developed an information technology strategy aimed at providing a Forcewide integrated service in full harmony with Force strategies and which, more immediately, exploits today's technology whenever it can be shown to be a cost effective investment.

During 1984 significant new computing facilities have been commissioned: for the management of major enquiries; for Automatic Fingerprint Recognition; for the National Identification Bureau in support of its method index; and for the Forensic Science Laboratory. In addition, the Force's obsolete data entry equipment has been replaced by modern computer-controlled keying systems.

The number of microcomputers in use in the Force has increased significantly and will continue to do so in 1985. They are being used in support of neighbourhood policing experiments, crime analysis, personnel and training developments, operational indexes and a wide range of planning and administrative tasks.

Work continues on the development of the Forcewide crime report information system (CRIS). It is hoped that an operational requirement for the system can be issued to the industry during 1985.

Planning has begun for the installation of computerised office systems at a number of pilot sites. The aim is to gain experience of modern office technology and assess how it might be deployed in police stations to improve efficiency, effectiveness and economy, especially in handling routine paperwork and supporting local management decisions.

Civil staff

The transfer of civil staff from other buildings to the office complex at Drummond Gate, Pimlico was completed in January and one of the highlights

of the year was the official opening of the development by Her Majesty The Queen on 26th June. After unveiling a commemorative plaque in the courtyard Her Majesty, and His Royal Highness The Duke of Edinburgh, toured the complex, accompanied by you and me, The Rt Hon The Earl of Crawford and Balcarres and Dr Keith Dexter, CB, respectively First and Second Crown Estate Commissioners, and the Receiver. A number of staff were introduced to the Royal party during the tour and the afternoon concluded with senior members of the civil staff being presented in the staff restaurant, where displays had been mounted depicting recent developments within the Force in the property services and engineering spheres.

At the end of 1984 there were 16,582 civil staff employed by the Metropolitan Police, 40 more than the previous year. Special efforts have been made in many areas to replace police personnel with civil staff in order that officers can be re-deployed to tasks which require their specialised police training and powers. In re-assessing priorities, greater emphasis has been placed on district needs and the number of full-time administration and support staff employed there has risen by 130. It is my intention to encourage this trend towards greater civilisation within the constraints of the limited civil staff manpower available.

The experimental employment of civil staff in the front offices of Southwark, Croydon, Forest Gate, Hackney and Stoke Newington police stations has been highly successful and it is possible that authority will be sought in due course to introduce the same arrangements Forcewide.

During 1984 overall manpower wastage averaged 16.5 per cent, which is slightly higher than in 1983, but there was nevertheless an increase in both specialist and general administrative staff. Much of the recruitment effort for headquarters departments has been directed towards strengthening the first line support to operational officers with increases in the numbers of scenes of crime officers, fingerprint officers and photographers. There was a further small increase in the number of people employed in professional and technical grades.

Following the reduction of 263 cleaning staff in 1983, there was a further significant reduction of 454 in the number of cleaners (mainly part-time staff) in 1984 as more work was put out to contract.

A management review to assess the staffing requirements and cost effectiveness of the service provided is under way in Catering Department and, while this is in progress, recruitment to replace natural wastage is on a selective basis.

Continuous recruitment has been maintained to the traffic warden service which resulted in an intake of 428 recruits; however, wastage in this area amounted to 384 (an increase of 6 per cent over 1983). Thus there was a net increase of only 44 and providing the necessary resources can be made available an intensified recruitment campaign will be mounted in 1985 in an effort to bring the number of traffic wardens up to the ceiling figure of 1,892.

The civil staff in post at the end of the year comprised the following broad groups:

	Full-time staff	Part-time or casual staff
General administration and support staff in headquarters departments	4,791	—
Professional, technical and scientific staff	2,008	—
Industrial workers in garages, maintenance depots, etc.	1,458	—
Catering staff (including industrial grades)	1,067	245
Office and other support staff in districts	2,910	249
Traffic warden grades	1,832	—
Cleaning staff	294	383
School crossing patrols	—	1,204
Miscellaneous	—	141
Total	14,360	2,222

Twenty-three different types of courses and seminars, attended by 3,303 civil staff officers, were conducted during the year. In addition, 270 officers were enrolled on external training courses requiring part-time release from official duties while a further 1,237 officers underwent external specialised training. A total of 106 officers were granted assistance in order to further their education of whom 30 undertook Open University courses.

Honours and awards

Details of honours and awards received by members of the civil staff are included in Appendix 2x.

Changes among senior officers

Details of changes which took place involving senior civil staff are included in Appendix 2xii.

Catering Department

Catering facilities continued to be provided at 184 police buildings. Two new catering units came into operation at Euston traffic unit and Rotherhithe police station and the catering unit at Metropolis House closed. Major improvements were carried out at Notting Hill and Twickenham police stations and at Peel Centre.

The Central Production Unit is now supplying "cook-freeze" meals to 178 catering units and has continued to supply large numbers of items for meals for police officers on duty at demonstrations and other events.

Courses and trade tests have continued for both industrial and non-industrial staff at the Force catering school and were attended by 339 members of staff. During the year, 18 students from various polytechnics were attached

to the department for periods of industrial release from degree and other courses, and visits were made to the department by staff and students of several technical colleges.

Special catering arrangements were made for police officers on duty at demonstrations and other events on 600 occasions. A total of 328,414 main meals and 295,563 snacks were served; these special facilities were provided in police premises, marquees and hired accommodation. These figures include the additional commitment arising from providing assistance to other constabularies during the miners' dispute, when 37,562 main meals and 19,447 snacks were provided.

Supplies and Services

The introduction of new headwear for Mounted Branch announced in my Report last year was carried out during 1984. Likewise, white cap-covers were supplied to traffic patrol officers. This year, authority has been received to supply women officers with a protective uniform hat.

A further six word processors have been provided for headquarters branches during the year as well as one being installed at each of the four area headquarters. A joint assessment with Management Services Department and the Department of Computing Services has commenced to consider the provision of text processing facilities in divisions pending the introduction of automated office procedures. The replacement programmes for microfiche readers and typewriters continued throughout the year.

The introduction of more flexible purchasing methods has allowed a start to be made on reducing stock levels without reducing reliability of supply to the Force.

Property Services Department

In March, you officially opened the new, advanced-design Orpington police station, accompanied by myself and the Receiver. During the year, alterations and improvements to Kentish Town, Shooters Hill, Notting Hill and Hammersmith police stations and to Drummond Crescent traffic unit were all completed. Additional training facilities at Hounslow Heath, extra accommodation for Operations (Technical) Support Group at Manor Place and Leman Street and the commander's suite at Eltham police station were provided. In addition, it was possible to improve facilities at our sports clubs: a rugby pitch and new changing rooms were provided at Imber Court; a new club house at The Warren and an extension to the banqueting suite at Chigwell. Many minor schemes were also undertaken.

During the year work commenced on alterations and improvements at Southall, Battersea, Putney, Holloway, Kingston and Wimbledon police stations. The further development of training facilities at Hounslow Heath, the establishment of Command and Control rooms at Bow Street and Ealing police stations, the fitting out of premises at Walworth Road for the photographic branch and the installation of a laser complex for the Laboratory at Lambeth headquarters have also been started.

Major works continue at the new Cannon Row police station, the traffic units and the electro mechanical depot at Catford, and Brixton police station.

New police stations at Edmonton Green, Forest Gate, Plumstead, South Norwood, King's Cross, Uxbridge and Belgravia are in the early briefing and planning stages. Major alterations and improvements are planned at Borehamwood, Romford, Shepherd's Bush, Epsom and Enfield police stations.

Acquisitions authorised during the year included land to extend the sites of Bromley, Fulham, Kentish Town and Albany Street police stations and additional accommodation for Kingston police station.

In keeping with the programme of disposals of married quarters to reduce numbers in accordance with predicted requirements, 136 units were sold during the year. The overall total of married quarters is now 3,936, of which 300 are for sale.

Chief Engineer's Department

The major event of 1984 for this department occurred in July when phase 1 of the command and control system was brought into service, bringing to a climax a seven-year development programme involving three large computer-based systems, a major control room design task and many supporting systems. The main computer system is connected to 10 minicomputers and supports some 800 terminals to provide computer aided despatch and message switching services which require high volume transaction handling programmes with a very rapid response time. The other two major systems are a radio channel access switch and an automatic call distribution system for handling incident telephone calls.

Planning has continued on a general purpose Metropolitan Police data network (METNET) which is intended to provide data transmission facilities for all departments of the Force. In common with other large organisations, it is necessary to prepare for a significant expansion in the application of information technology and METNET will allow rapid and economic access from user terminals to the various computer systems.

Modernisation of the Force telephone network continued throughout the year with the introduction of a digital PABX in the new Drummond Gate complex, Fimble. A review of the entire network which supports 30,000 telephones connected to some 60 exchanges throughout London is in hand, with the aim of obtaining increased cost effectiveness. Additionally, as a result of a decision by the World Administrative Radio Conference in 1979, work has continued on the specification of the new radio networks which are due to come into service between 1987 and 1993 at a total cost of £18.5 million. The present system consisting of some 15,000 personal and vehicle-borne radios together with the related base stations is to be replaced in its entirety.

Euston transport workshop was opened during the year and now supports 350 vehicles operating in central London. In addition, PA Management

Consultants completed the major phases of a review of the organisation and effectiveness of building services maintenance and recommended the installation of a computer-based cost and information system which should be introduced in 1985.

Coupled with the new computerised AFR system, referred to in Chapter 4, significant changes were made during the year to the deployment of the video film fingerprint data retrieval system.

Also in 1984 the new motorway emergency warning beacons (sticklights) were officially adopted as standard motorway patrol unit equipment, after trials based on prototypes produced by the traffic signals section. The aim has been to provide a compact and flexible device, with enhanced visibility, which gives greater protection to the officers setting out equipment at the scene of an accident.

In an attempt to reduce the £7 million spent on energy each year, a microprocessor has been installed at headquarters with links to all the major energy using police buildings. This system allows for the central monitoring of energy consumption and the remote control of services. This has been done to reduce maintenance manpower and maximise the conservation of energy by the Force.

Overall, the workload of all branches in the department has continued to expand in response to increasing demands by the Force for technological support. The total establishment now exceeds 2,500 with staff covering a wide range of disciplines, although serious recruiting problems have been encountered in respect of experienced engineers and electronic and computer specialists. This reflects the national shortfall, exacerbated in our case by an inability to match the high salaries offered by industry.

Finance

The existing emphasis upon the need for improved resource management has now been underlined by the introduction, with effect from 1st April 1984, of a cash limit on Metropolitan Police expenditure. This limit is set at the total net revenue expenditure approved by the Home Secretary as the basis for the calculation of the Metropolitan Police precept. The introduction of this limit lends further impetus to the continuing introduction of ways of improving economy, effectiveness and efficiency.

Expenditure incurred by the Metropolitan Police is met principally by Government grants and by a precept levied on local authorities within the Metropolitan Police District. In 1983/84 the sums received from these sources were £473 million and £198 million respectively. Gross expenditure was £801 million and after taking account of other receipts of £127 million, net revenue expenditure amounted to £674 million; additionally, £22.5 million was raised by borrowing to meet the cost of certain capital projects including the purchase and construction of buildings. (Although the figures given are for the financial year which ended on 31st March 1984, and therefore relate largely to the calendar year 1983, they are the latest full year figures

available. The higher gross expenditure figure of £861 million is indicative of the annual rate of expenditure reached by the end of 1984.)

A table setting out details of the actual expenditure and receipts for 1983/84 is at Appendix 6ii. The information contained in this appendix shows a comparison between the revised estimates for 1983/84 and the out-turn, together with details and explanations where necessary. The information is also summarised in the form of pie charts.

The net expenditure of £674 million in 1983/84 compares with £613 million in 1982/83. The increase of £61 million is largely attributable to pay and price rises and to the increase in the strength of the Force.

APPENDIX II

Summary of report of the Commissioner of Police of the Metropolis to the Home Secretary January 1985

Introduction

1. The Commissioner begins by restating his two basic themes of his strategy for 1984—

- the better use of police resources
- the harnessing of the public co-operation in reducing crime.

He considers that these themes were broadly correct and that they remain so, although the dynamics of the environment will result in inevitable changes to demand patterns and to public perceptions of need. The monitoring mechanisms which have been set up should ensure that such changes are accurately reflected in Force goals and priorities.

2. The commitment to a more open approach to policing will be continued. This aim was re-emphasised in 1984 by the publication of divisional policing plans to consultative committees, Members of Parliament, local authorities, the media and public libraries.

3. The major development objectives of the Force will be continued, but they have been grouped into priority programmes to provide a more co-ordinated approach to strategic planning.

Goal review

4. This section reviews the four 1984 goals, shows the progress made and identifies the results achieved. Some of the objectives within the goals have been completed, but the majority are likely to continue through the remainder of this extended planning cycle.

5. *Goal 1* (To maximise performance through the most effective use of manpower resources).

- A total of 174 officers have been released from secondary police duties and this should be increased by further civilisation of appropriate posts.
- Work has continued on manpower allocation and minimum strength formulae, but these await the Force Organisation and Management Review before being finalised.
- Research has shown several posts potentially suitable for the employment of civil staff as evidenced in experiments in the replacement of district finance sergeants by executive officers and the use of clerical officers as station counter clerks.
- Manpower for coverage of sporting events has been reduced by 14.28 per cent despite increased soccer gates.
- Guidelines have been circulated to chief superintendents to assist in the flexible management of local, specialised squads.

APPENDIX II (continued)

—Following a successful field trial a scheme for the gradual introduction of graded response to calls for service will be formulated.

—The Attorney General's guidelines prompted a more cost-effective prosecutions policy and, together with the cautioning of adult offenders, this has resulted in a reduction in time spent at courts. This has been further increased by the commencement of a system of immediate cautions for juveniles who have committed minor offences.

—An improved rate of recruitment to the Metropolitan Special Constabulary has been maintained.

Goal 2 (To minimise criminal opportunity through crime prevention, public contact, involvement and co-operation).

—The Commissioner has been encouraged by the overall public response to the notional contract which he believes to be a pre-requisite to policing by consent.

—Twenty-one police consultative committees have been formed with a further two being shaped. Of the remaining boroughs, three have agreed in principle, seven are undecided and seven have refused to participate. In addition to these committees, meetings have been held with London representatives of all levels.

—The multi-agency approach to problems has continued to expand, including a new system for dealing with juvenile offenders, more victim support schemes and the possible extension of the project for "lay visitors" to police stations.

—Neighbourhood watch groups increased dramatically, which reflects creditably on the work of both the police and the public. Efforts are being made to foster the concept of business watch for the future.

—As a result of successful experiments using the problem oriented approach, it has been decided to adopt this method on a limited basis.

—Neighbourhood policing schemes were made operational in several divisions and will be evaluated over the next two years.

—Initiatives in areas involving children have led to revised procedures for dealing with those at risk and a study of the feasibility of mediations between victims and young offenders.

—An initial study of the fear of crime commenced and will continue into 1985.

Goal 3 (To enhance the detection of specified criminal offences (viz robbery, burglary and auto crime) through analytical techniques, co-ordination and integration of effort, improvements in criminal intelligence, targeting and surveillance).

—Statistics for the first three quarters of 1984 show a mixed result in the pursuit of this goal. The clear-up rate for burglaries increased, as did that for auto crime when compared with the rate of crime recorded. However, the number of robbery offences cleared up fell, although that for street robbery of personal property ("mugging") increased.

—Burglary analysis units have been set up Forcewide to collate intelligence.

—New courses are being introduced in the detective training school which will not only provide a good knowledge of criminal law but will emphasise practical skills.

APPENDIX II (continued)

- Evaluation of burglary case screening identified matters needing rationalisation and the extension of screening to other crimes is not appropriate at present.
- The post-conviction visits scheme—one of the recommendations in the Survey of Crime Clearance by Management Services Department that have been implemented—shows early success which will be weighed against cost in evaluation.
- The integration of the various components of the Forensic Service is expected to improve the standard of service at scenes of crimes.
- The first phase of the recommendations of the working party to consider the tasking of district support units and crime squads has been implemented.
- Attempts to combat auto-crime have included the introduction of a model which identifies the elements of the crime for analysis and action.

Goal 4 (To improve management and organisation with a view to supporting Force Strategy and enhancing quality of service to the public).

- Many of the developments in future strategy are dependent on restructuring the organisation. The Organisation and Management Review has been completed and a statement of general principles for authority levels approved by the Policy Committee.
- The "Policing Principles of the Metropolitan Police" has been issued.
- A "Code of Professional Conduct" has also been produced and awaits dissemination.
- Research has been carried out in the areas of racial discrimination, equal opportunities and first-line supervision.
- Substantial progress has been made in the area of long term media and publicity coverage.
- Quality of service indicators are now included in Force inspections.
- A revised edition of the ready reckoner of costs has been issued to all divisions and selected headquarters branches.
- Following a detailed review of firearms training courses have been extended and restructured.

Goal priority programmes and objectives 1985

Goal for 1985

6. The Commissioner states that the four separate goals for 1984 have been subsumed into a single consolidated goal which he believes will be more relevant and more easily remembered by individual officers. The goals for the previous year have been refined and in some cases expanded, for example crimes specified for additional attention now include vandalism, drug abuse and racial attacks.

The Metropolitan Police goal for 1985 will be

To improve the quality of service to the public by:—

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

APPENDIX II (continued)

- (b) The enhanced detection of specified criminal offences like robbery, burglary, drug abuse, racial attacks, vandalism or auto-crime, in accordance with locally or centrally identified priorities;
- (c) The effective, efficient and economic use of manpower and other resources; and
- (d) The development of corporate and personal professionalism.

Priority Programmes for 1985

7. Priority programmes are designed to gather together existing action plans and new initiatives, and to provide a mechanism for the evolution of one year's programmes into that of the next. For 1985 they are:—

- (i) *Force reorganisation* results from extensive research over the past two years, including information from the planning process as a whole, which indicated the necessity for extensive changes in the structure of the Force. These changes will require the re-alignment of headquarters responsibilities, the introduction of new area boundaries, a reduction in the number of senior officers and a recognition of the division as the fundamental unit of policing. The detail of this reorganisation will be the subject of extensive consultation and negotiation, fully involving all the staff affected.
- (ii) *Divisional policing systems* will relate to the improvement and development of organisation and management at divisional level.
- (iii) *Manpower deployment* brings together the main objectives concerning the effective, efficient and economic use of manpower resources.
- (iv) *Personnel and training* aims to continue the drive to ensure that supervisory practice and training is shaped to support Force strategy and develop corporate and personal professionalism.
- (v) *Financial resource management* drives towards financial efficiency and the devolution of budgeting management to divisions which will make new and difficult demands on managers.
- (vi) *Police/public contact* will include consultative committees, neighbourhood watch and the general multi-agency approach with the focus of Force action upon the community it serves.
- (vii) *Crime investigation* will focus on the continued development of the Force intelligence system, the enhancement of divisional CID management and an increased effort to counter drug abuse.
- (viii) *Traffic management* programme is designed to co-ordinate Force action and develop professionalism in all aspects of traffic management.

Implementation review group

8. In addition to the eight priority programmes, 18 of the 1984 action plans, which were considered rudimentary, or to be nearly complete, are contained in the implementation review group. Their development, or the effects of their implementation, will be reviewed during 1985.

APPENDIX II (continued)

Planning review

Rationale

9. The Commissioner states that his rationale of a structured planning system, as outlined in his report of last year, has proved broadly correct. Throughout 1984 the Force has striven at all levels to introduce this planning process into its managerial and operational procedures. Despite the difficult burden which has been added to often over-loaded police managers, the Commissioner was heartened by their readiness to undertake this challenge.

Requirements for further development of the planning system

10. There are seven elements necessary for the successful development of the Force planning system:—

- (i) to rationalise the command structure and authority levels within the Force, defining the limits of responsibility;
- (ii) to develop a central information facility on planning and policy to co-ordinate effort;
- (iii) to provide a simple and effective management information system for each command level using advanced information wherever possible;
- (iv) to maintain effective channels of communication to provide managers with information on Force policy, strategy and policing innovations;
- (v) to strike a judicious balance between consolidation and progress, ensuring that innovation is encouraged, but not to the detriment of real achievement and existing good practice;
- (vi) to integrate the structured system of planning into normal management procedure;
- (vii) to develop a set of long-range plans (three to five years ahead), in order that strategic direction is given to the annual planning cycle.

Development of planning—the pace of change

11. The policy of balancing new initiatives with the active consolidation of original measures taken to secure Force priorities has been maintained. A searching examination of Force structure revealed that immediate work was required on certain key issues:—

- the need for clarification of authority levels,
- the co-ordination of effort of central departments,
- the rationalisation of support services.

Despite such considerations as the need to resolve management issues which have hindered effective deployment of strategic planning, to develop the management information system and to foster managerial skills, the level of manpower abstractions from the Force and the limitations of any organisation to absorb change, significant progress has been made in the development of an effective planning system.

APPENDIX II (continued)

The central planning system—priority programmes

12. The review of the Forcewide planning process made a number of recommendations to streamline the system. This has led to the formulation of the priority programmes from the large number of disparate action plans and a small number of new initiatives, which would be linked with existing and managerial machinery, enabling the Force to move towards a number of clearly defined, inter-linked priorities.

Central planning structure

13. Two new units responsible for central planning were set up, the Force Planning Unit and the Policy Analysis Unit. The former will have responsibility for the co-ordination and development of strategic planning throughout the Force and will assist the Force Planning Committee, while the latter will examine changes in the policing environment and will provide the Force Policy Committee with information and options on long term requirements.

The timing of planning cycles

14. One of the principle reasons for the introduction of any planning system is to enable managers to allocate resources in accordance with predetermined strategy. The Commissioner has decided, therefore, to link the planning system to the annual budgetary cycle which will enable the Force to secure the best allocation of resources within its budget.

Local planning system

15. Managers have been required to formulate local strategy, following consultation with the community, based on a structure cycle of analysis, objective setting, action and evaluation.

Publication

16. A major step towards increasing the contact between police and public was achieved by the major initiative of publishing divisional strategic plans.

The evolution of planning

17. The process of annual strategic planning is becoming a standard part of management practice and as the process becomes refined divisional strategies are emerging which are both clear and purposeful.

Measurements of policing

18. Three types of measurement are vital in the evaluation of Force strategy in the search for effectiveness:—

- (i) overall measures, including crime statistics, opinions polls into public attitudes and the measurement of the level and seriousness of complaints.
- (ii) indicators for management information. This developing field, particularly the improvement to the manpower information system, will enable managers to assess their performance more accurately.
- (iii) the measurement of innovation. Together with the Home Office Research and Planning Unit, the Force is fully committed to the difficult task of establishing methods of evaluation for specific initiatives.

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APPENDIX 2i

Establishment and strength of the regular Force on 31st December 1984

- The "shelter" loans (company officers living in their homes) are at interest of 6 1/2 percent, those at 6 percent including the monthly fee payable to the bank.

APPENDIX 2H

Removals from the Force

Year	Period												Total
	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	
1961	1	1	1	1	1	1	1	1	1	1	1	1	12
1962	1	1	1	1	1	1	1	1	1	1	1	1	12
1963	1	1	1	1	1	1	1	1	1	1	1	1	12
1964	1	1	1	1	1	1	1	1	1	1	1	1	12
1965	1	1	1	1	1	1	1	1	1	1	1	1	12
1966	1	1	1	1	1	1	1	1	1	1	1	1	12
1967	1	1	1	1	1	1	1	1	1	1	1	1	12
1968	1	1	1	1	1	1	1	1	1	1	1	1	12
1969	1	1	1	1	1	1	1	1	1	1	1	1	12
1970	1	1	1	1	1	1	1	1	1	1	1	1	12
1971	1	1	1	1	1	1	1	1	1	1	1	1	12
1972	1	1	1	1	1	1	1	1	1	1	1	1	12
Total	12	12	12	12	12	12	12	12	12	12	12	12	144

Figures for removals are shown in the following table. The figures for removals from the force are shown in the following table. The figures for removals from the force are shown in the following table.

APPENDIX 2H

Visitors to Peel Centre

During 1984 there were 249 visits attended by 1,721 visitors. A percentage breakdown of these visits is as follows:

(a)	Overseas visits	23%
(b)	Community relations related visits	22%
(c)	Outside organisations and agencies (eg. schools, colleges, institutes)	31%
(d)	Members of the Metropolitan and provincial forces	24%

APPENDIX 2Iv

Courses held by the Detective Training School Numbers attending

Course	Duration (weeks)	Metropolitan	Other UK forces	Overseas forces	Total
Initial, junior	10	285	84	—	369
Initial, senior	10	1	22	—	23
Advanced	6	69	61	4	134
Detective sergeants — promotion	3	66	—	—	66
Fraud	3	24	39	4	67
Fraud, advanced	3	11	21	2	34
Fingerprint	6	—	17	10	27
Fingerprint, advanced	3	—	14	—	14
Forensic science	6	22	20	8	50
Forensic science, senior	4	40	—	—	40
Scenes of crime*	10	39	—	—	39
Beat crimes investigation	1	402	—	—	402
Surveillance	4	124	—	—	124
Sexual offences, investigation techniques	1	109	—	—	109
Major incidents procedures — senior officers	1 day	87	—	—	87
— junior officers	3 days	308	—	—	308
Major incident indexing	2 days	48	—	—	48
Investigative interview techniques	3 days	60	—	—	60

*Civil staff

APPENDIX IV

Results of tests undertaken by officers attending the Driver Training School

<i>Course</i>	<i>Passed</i>	<i>Failed</i>	<i>Total</i>
Car, standard (courses)	5	1	6
Car, standard (on district)	1,180	186	1,366
Van	788	81	869
Car, advanced (phase I)	352	119	471
Car, advanced (phase II)	333	32	365
Car, advanced (special)	39	18	57
Car, advanced (instructor)	6	0	6
Vehicle removal	33	0	33
Heavy Goods Vehicle (Class I)	2	56	58
Heavy Goods Vehicle (Class II)	1	1	2
Heavy Goods Vehicle (Class III)	17	0	17
Motorcycle, lightweight	9	1	10
Motorcycle, standard	48	6	54
Motorcycle, advanced	19	1	20
Motorcycle, special	10	2	12
Motorcycle, traffic warden	16	1	17
Traffic patrol, advanced	74	0	74
Accident investigation, standard	38	0	38
Accident investigation, advanced	24	8	32
Accident investigation, City & Guilds	13	2	15
Vehicle examiners	0	1	1
Taxigraphy	10	2	12
Autocriticism	143	0	143
Autocriticism, D.T.U. instructors	88	0	88
Autocriticism, post-qual class	55	0	55
Total	3,389	481	3,870

PAZ, M. D. D. N. 2000

Complaints against police: analysis by number of complaints

TRANSACT CATEGORIES	1983			1984			Increase or Decrease in 1984		
	Substantiated	Fundamental	Total	Substantiated	Fundamental	Total	Substantiated	Fundamental	Total
Other	4	1,277	1,281	20	1,792	1,812	+16	+515	+531
Sexual	—	139	139	—	131	131	—	—	—
Domestic	—	1,442	1,442	—	1,027	1,027	—	—	—
Crimes	—	1,442	1,442	—	1,027	1,027	—	—	—
Transf. offense	19	114	133	13	79	92	+4	+66	+70
Subtotal	23	3,195	3,218	33	3,031	3,064	+10	+336	+346
OTHER CATEGORIES									
Sexual	—	318	318	—	131	131	—	—	—
Domestic	—	1,270	1,270	—	1,137	1,137	—	—	—
Crimes	—	1,270	1,270	—	1,137	1,137	—	—	—
Transf. offense	106	2,724	2,830	100	2,724	2,824	+6	+1,587	+1,593
Subtotal	106	2,724	2,830	100	2,724	2,824	+6	+1,587	+1,593
Sexual	—	77	77	—	26	26	—	—	—
Domestic	—	77	77	—	26	26	—	—	—
Crimes	—	77	77	—	26	26	—	—	—
Transf. offense	—	85	85	—	85	85	—	—	—
Subtotal	—	162	162	—	137	137	—	—	—
Total	209	5,463	5,672	303	5,805	6,108	+94	+342	+354

NOTE: All completely substantiated cases are included in the "Total" column. The "Substantiated" column includes only those cases in which the complainant's allegations are substantiated. The "Fundamental" column includes only those cases in which the complainant's allegations are substantiated and the complainant's allegations are also substantiated. The "Total" column includes all cases in which the complainant's allegations are substantiated. The "Substantiated" column includes only those cases in which the complainant's allegations are substantiated. The "Fundamental" column includes only those cases in which the complainant's allegations are substantiated and the complainant's allegations are also substantiated. The "Total" column includes all cases in which the complainant's allegations are substantiated.

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APPENDIX 2vii

Complaints against police: analysis by number of complainants

	1983			1984			Increase or decrease in 1984	
	Substantiated	Unsubstantiated	Total	Substantiated	Unsubstantiated	Total	Substantiated	Total
CRIMINAL ALLEGATIONS								
Assault	8	1,407	1,415	17	1,283	1,300	+ 9	-115
Bribery	—	21	21	—	25	26	+ 1	- 7
Conspiracy	1	154	155	—	47	47	—	- 4
False evidence	19	131	150	14	98	112	- 5	- 38
Traffic offences	—	108	108	—	94	94	—	- 14
Sub-total	31	1,771	1,802	33	1,561	1,594	+ 2	-208
OTHER MATTERS								
False evidence	—	126	126	—	24	24	—	- 2
Misconduct to public	—	169	169	17	637	654	+ 10	-233
Integrity	—	88	88	88	798	886	—	-233
Integrity	—	1,121	1,121	—	31	31	—	-233
Racial discrimination	—	5	5	—	3	3	—	- 2
Stop in street	—	6	6	—	22	22	—	- 16
Miscellaneous	—	60	60	—	31	31	—	- 29
Sub-total	200	2,403	2,703	206	1,923	2,129	+ 6	-574
Total	231	4,274	4,505	239	3,484	3,723	+ 8	-782

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APPENDIX 2viii

Police officers injured while on duty

Table A—officers injured on duty

Month	Placed on sick list	Continued on duty	Total
January	192	616	808
February	132	460	612
March	160	612	772
April	134	575	709
May	172	654	826
June	122	676	798
July	157	763	920
August	192	750	942
September	155	670	825
October	172	655	827
November	146	616	762
December	172	545	717
Total	1,926	7,592	9,518

Table B—officers injured as a result of being assaulted while on duty*

Month	Placed on sick list	Continued on duty	Total
January	52	182	234
February	31	144	175
March	36	208	244
April	31	195	226
May	50	235	285
June	50	227	277
July	41	231	272
August	52	170	222
September	34	181	215
October	33	173	206
November	21	167	188
December	51	170	221
Total	482	2,283	2,765†

*These figures are included in Table A.

†Compares with 3,150 in 1983.

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APPENDIX 2ix

Metropolitan Police Athletic Association—representative and individual honours

Representative honours

Constable Lewis was selected to represent Great Britain against Norway in an athletes meeting in Oslo.

Constable Offord represented Great Britain against Norway in an international ten-pin bowling tournament in Bergen.

Constable Blagg was selected to walk for Great Britain in the 50-kilometre event at the Lugano finals held in Norway and in the same event at an international match held in Luxembourg.

Constable Kilpin wrestled for Great Britain in an international tournament held in Geneva, Switzerland. He and Constable Manning also represented Great Britain in the Seven Nations tournament at Milton Keynes.

Constable Halliday was a member of the England indoor hockey squad for the whole season and gained his first full cap when he played in an international tournament at The Hague.

Constable Barker played korfball for England at the world championships held in Antwerp.

Inspector Baggs was selected by the English Pistol Association to represent England in the army open championships at Bitley. He was also a member of the England centre-fire pistol team that won the gold medal in the home countries international centre-fire pistol championships in Belfast.

Constable Phillips was selected to play volleyball for Wales.

Constable Haddon played in the England under-19 badminton team against Denmark and was a regular member of the Northamptonshire County men's team.

Sergeant Norman continued to act as team manager to the England men's athletic team at the European Games and other matches, including managing a British squad which toured Australia. He also accompanied the Great Britain squad to the Olympic Games in Los Angeles.

Inspector Grieve, as secretary of the Great Britain Modern Pentathlon Association, accompanied the team to the Olympic Games and assisted in their management.

Constable Morgan was appointed manager/coach to the British weightlifters' team which competed in an international tournament in Czechoslovakia. Constable Platt was invited by the British Amateur Weightlifters' Association to referee at the European Economic Community championships in Bordeaux and at the European and junior world championships.

Constable Bevan acted as the Great Britain referee at the junior world wrestling championships in Washington, USA and in the Seven Nations tournament in Milton Keynes. He also acted as manager of the Great Britain team at the Goia Lejon competition in Gothenburg.

Individual honours

Sergeant East became the individual champion at the Prosperous national freshwater angling gala in Dublin.

Constable Roberts played for the Club Cricket Conference against the MCC under-25 team. Sergeant Baker and Constables West and Stear played for the Surrey Cricketers' Association in matches against Cambridgeshire, Bedfordshire and Middlesex Cricket Associations.

APPENDIX 2ix (continued)

In the county rugby championships, Constable Ackford played for Surrey, Sergeants Bryan and Adamson and Constable O'Reilly played for Middlesex, and Sergeant Mainprize played for Kent.

Inspector Salmon played table tennis for Essex against Cambridgeshire, and Constable James represented Cornwall.

Inspector Fotheringham competed in the world veterans' race walk championships held in San Juan, Puerto Rico and won the 5-kilometre track race in the 50 to 54 age group, and was second in the 20-kilometre road race in the same age group. Constable Blagg won both the 35- and 50-kilometre open national race walk championships and is the first Metropolitan officer to hold the 50-kilometre title.

Chief Superintendent Archer became the British masters over-50 light-heavy weightlifting champion and in so doing created a new British record for the two-hand snatch. Inspector Patrick won both the British and southern area heavyweight wrestling titles. Constable Hall won the British intermediate 90-kilo wrestling title.

APPENDIX 2x

Honours and awards received

Order of the Bath
To be a Companion of the Civil Division (CB):
Mr A. D. Gordon-Brown, Receiver

Royal Victorian Order
To be a Commander (CVO):
Mr C. R. Smith, Deputy Assistant Commissioner

Order of the British Empire
To be an Officer of the Civil Division (OBE):
Mr D. W. Halsey, QPM, Deputy Assistant Commissioner

Royal Victorian Order
To be a Member (5th Class) (MVO):
Chief Inspector S. O. Burgess
Superintendent A. Hawkins
Superintendent B. P. Jeffery
Chief Inspector G. J. Kirchin

Order of the British Empire
To be a Member of the Civil Division (MBE):
Mr G. E. Cawthorne, formerly Detective Superintendent
Mr A. A. Heaver, Professional and Technology Officer 1
Mr G. S. Lyons, formerly Superintendent
Chief Inspector F. H. Stancker
Mr A. H. Terni, formerly Commandant, Metropolitan Special Constabulary

Order of St. John
Promoted to the Grade of Commander (Brother):
Mr H. F. Howse, MBE, Commandant, Metropolitan Special Constabulary
Sir Kenneth Newman, QPM, Commissioner of Police of the Metropolis

Promoted to the Grade of Officer (Brother):
Constable M. J. Akers

Appointed in the Grade of Serving Brother:
Sergeant K. Almore
Constable M. D. Battle
Inspector N. A. Blackman
Mr D. P. Hunt, QPM, formerly Commander
Sergeant B. M. Peardon

British Empire Medal (Civil Division)
Mr R. G. Ainsworth, formerly Constable
Constable L. Barker
Mr H. J. Butters, formerly Sergeant
Mr J. R. Fennell, formerly Constable
Mrs L. E. Fish, School Crossing Patrol
Constable A. C. Galsom
Mr L. G. Lawrence, Stores Supervisory Officer
Mr C. E. Markham, Stores Supervisory Officer
Constable W. H. R. Netting
Sergeant K. A. Peckham
Mr A. F. Perkins, Traffic Warden Supervisor
Constable W. M. S. Sutherland
Mrs I. D. Wright, Forewoman Cleaner

APPENDIX 2x (continued)

Queen's Police Medal for Distinguished Service
Mr L. Adams, MBE, formerly Commander
Mr J. D. Atkins, formerly Commander
Commander J. Dickinson
Commander A. M. Hayward
Commander W. H. Huckleby
Commander R. E. Kendall
Commander D. J. Mitchell
Mr M. Rowling, formerly Chief Superintendent
Commander M. A. Taylor

Commendation by Her Majesty the Queen
Mr C. G. Cockayne, formerly Constable
Detective Sergeant J. Coles
Detective Constable S. M. Keenan
Inspector D. J. Kelly
Sergeant A. J. Meldrum
Constable A. Sexton-Munns
Sergeant D. G. Sloman

Royal Victorian Medal (Silver)
Constable S. R. Buchan
Constable A. Craig
Constable A. W. Haines
Constable A. Merrylees

Order of Bahrain, Class II
Sir Kenneth Newman, QPM, Commissioner of Police of the Metropolis

Commandeur de la Legion d'Honneur
Sir Kenneth Newman, QPM, Commissioner of Police of the Metropolis

APPENDIX 2xi

High Commendations awarded by the Commissioner

For courage and determination in effecting the arrest of a man claiming to be in possession of an explosive device:

Constable J. P. Mann

For outstanding courage and devotion to duty, whilst off duty, in effecting the arrest of an armed man:

Constable K. L. Holehouse

Constable A. M. Inglis

Constable C. O. Worswick

For courage in effecting the arrest of a youth in possession of a stolen motor vehicle, whereby the officer sustained personal injury:

Constable D. J. Shipperley

For outstanding courage, determination and leadership when faced with an armed and dangerous man:

Sergeant M. Priddle

For outstanding courage and determination in a case of armed robbery whereby Constable Johnson sustained a gunshot wound:

Constable G. N. Carter

Constable H. Jobson

For bravery and determination in effecting the arrest of an armed man in a case involving the use of a firearm to resist or prevent lawful arrest:

Constable A. J. Sowden

For courage and professional ability in effecting the arrest and conviction of armed robbers:

Constable R. A. Jones, BEM

Constable J. L. Bull

For outstanding bravery in tackling and detaining armed robbers who were intent on evading arrest:

Sergeant S. G. Bulger

Sergeant M. E. Pendered

For extreme bravery and professional conduct displayed during a terrorist incident:

Inspector A. G. Fish

Sergeant H. C. Turner

Sergeant G. J. Gillham

Constable P. J. Rogers

Constable J. A. Murray

Constable N. Skillen

Constable R. Sagar

APPENDIX 2xii

Changes among senior officers

Police

Mr W. H. Gibson, CBE, QPM, Assistant Commissioner, retired from the Force.

Mr G. J. Kelland, CBE, QPM, Assistant Commissioner, retired from the Force.

Mr G. J. Dear, QPM, Assistant Commissioner, assumed responsibility for "A" Department.

Mr J. A. Dellow, OBE, Assistant Commissioner, assumed responsibility for "C" Department.

Mr G. D. McLean, QPM, Deputy Assistant Commissioner, was appointed Assistant Commissioner and assumed responsibility for "B" Department; he later assumed responsibility for "D" Department.

Mr C. B. J. Sutton, Deputy Assistant Commissioner, was appointed Assistant Commissioner and assumed responsibility for "B" Department.

Mr D. Powis, OBE, QPM, Deputy Assistant Commissioner, retired from the Force.

Mr I. G. B. Richardson, QPM, Deputy Assistant Commissioner, retired from the Force.

Mr J. M. Sewell, QPM, Deputy Assistant Commissioner, retired from the Force.

Mr H. N. Annetley, Deputy Assistant Commissioner, assumed responsibility for the Force Reorganisation Implementation Team.

Mr J. H. Cracknell, MVO, Deputy Assistant Commissioner, assumed responsibility for Royalty and Diplomatic Protection.

Mr C. R. Smith, CVO, Deputy Assistant Commissioner, assumed responsibility for No. 1 Area.

Mr B. R. C. Worth, Deputy Assistant Commissioner, assumed responsibility for "C" Department for Operations.

Mr M. J. Evans, Commander, was appointed Deputy Assistant Commissioner and assumed responsibility for "B" Department for Technical Support; he later assumed responsibility for "D" Department for Personnel.

Mr R. Innes, Commander, was appointed Deputy Assistant Commissioner and assumed responsibility for "A" Department for Operations.

Mr G. W. Jones, Assistant Chief Constable, Thames Valley Police, was appointed Deputy Assistant Commissioner and assumed responsibility for "C" Department for Support.

Mr D. J. O'Dowd, Assistant Chief Constable, Northamptonshire Police, was appointed Deputy Assistant Commissioner and assumed responsibility for "B" Department for Traffic.

Mr J. A. Smith, Deputy Chief Constable, Surrey Constabulary, was appointed Deputy Assistant Commissioner and assumed responsibility for the Complaints Investigation Bureau.

Civil staff

Mr R. G. Giddings, Deputy Establishment Officer (Personnel), retired.

Mr L. Hibba, ARICS, Deputy Director of Property Services (Estate Surveying), retired.

Mr D. E. Mosley, B.Sc., C.Eng., MIEE, MIMech.E., Deputy Chief Engineer (3), retired.

APPENDIX 2xii (continued)

Mr J. A. Crutchlow was appointed Deputy Establishment Officer (General).

Mr R. B. Jones was appointed Deputy Establishment Officer (Personnel).

Mr H. B. Colver was appointed Deputy Director of Information.

Mr M. J. Small, ARICS, was appointed Deputy Director of Property Services (Estate Surveying). He later resigned.

Mr A. M. J. Williams was promoted to Senior Principal and appointed Deputy Director of Finance (A).

Mr D. A. Woolgar, B.Sc, C.Eng, MIEE, MI Mech.E, was promoted to Superintending Grade Engineer and appointed Deputy Chief Engineer (3).

APPENDIX 3i

Young people and the police

The table below shows the number of juveniles referred to the bureaux for all offences (including traffic) in the past five years and how they were dealt with:—

<i>How dealt with</i>	<i>1980</i>	<i>1981</i>	<i>1982</i>	<i>1983</i>	<i>1984</i>
Prosecutions	20,880	21,033	19,720	17,440	14,435
Instant cautions*	—	—	—	—	673
Cautions	11,906	11,655	11,960	11,828	13,167
No further action	2,419	2,388	2,208	2,566	2,871
Total	35,205	35,076	33,888	31,834	31,166

*From 1st November 1984 the procedure has been employed whereby young first offenders, arrested for committing relatively minor offences, could be cautioned instantly at the police station without the need for a home visit.

APPENDIX 3B

Public order events which required the employment of more than 1,000 officers

Date	Subject	Number of police
29th March	NALGO—TUC Democracy Day	1,485
21st April	Libyan People's Bureau siege	1,056
22nd April		1,017
23rd April		1,424
24th April		1,424
25th April		1,484
26th April		1,583
27th April		1,469
12th May	British Union for Abolition of Vivisection march	1,172
13th May	London Marathon	1,744
2nd June	Anti-apartheid march	1,536
7th June	NUM march and lobby of Parliament	1,350
7th June	Economic Summit Conference	1,726
8th June	Economic Summit Conference	1,283
9th June	Economic Summit Conference	1,085
9th June	CND march and Economic Summit events	5,764
9th June	Trooping the Colour 2nd rehearsal	1,225
10th June	Sikh march	3,555
16th June	Trooping the Colour	1,410
27th June	NUM day of action	1,409
27th—28th August	Notting Hill Carnival	7,718
23rd October	State Visit of President Mitterand	2,128
6th November	State Opening of Parliament	1,592
7th November	Democracy for London Campaign—march and rally	1,382
11th November	Remembrance Day morning ceremony	1,088
18th November	Policing the ban on marches in the Metropolitan Police District	1,390
31st December	New Year's Eve celebrations	1,305

APPENDIX 3B

Bans imposed under Section 3 of the Public Order Act 1936

Date	Event
2nd November to 12th November	All marches in the London Borough of Ealing because of Indian affairs
17th November to 24th November	All marches in the MPD because of Indian affairs
14th December to 16th December	All marches in the London Borough of Newham following evictions for racial harassment

APPENDIX 3iv

Deaths in police custody or otherwise with the police

Table 1: By cause of death

Total no of deaths in custody	Inquest verdict—death due to					
	Natural causes	Misadventure	Accidental death	Suicide	Other verdict	No inquest held
15	2	7	2	—	1	1
					(open verdict)	

Table 2: Place of death

Total	Place of death		
	In police station	Hospital*	Elsewhere
15	2	12	1†

*Includes deaths on way to hospital.
†In court cells.

Table 3: By cause of death and circumstances as established at inquest, showing date and time of death certified and police station concerned

Date and time of death certified	Police station	Age	Sex	1 Cause of death 2 Inquest verdict	Circumstances
1. 11.8.84 at 2142 hours	Gerald Row	86	M	1. Installation of vomit whilst under influence of alcohol 2. Misadventure.	Arrested for being drunk at 1900 hours and taken to police station. Subsequently taken to hospital where he died at 2142 hours.
2. 17.1.84 at 0905 hours	Carter Street (Camberwell Court)	38	M	1. Perforated and empty stomach. 2. Natural causes.	Detained as Home Office prisoner at Camberwell Court on 16.1.84 at 1830 hours. Visited regularly and seen by police doctor. Found dead in cells where he had been taken at 0745 hours on 17.1.84.
3. 19.3.84 at 0355 hours	Ealing	25	M	1. Natural death. Inhalation of stomach contents. Alcoholic intoxication. 2. Misadventure.	Arrested at 0021 hours on 19.3.84 at Ealing Broadway LTF Station for being drunk. Placed in cell and visited regularly. Found dead at 0340 hours. Doctor called.
4. 3.4.84 at 0455 hours	Stoke Newington	51	M	1. Breakdown in many vital organs due to long term alcohol abuse. 2. Misadventure.	Arrested on 3.4.84 at 0355 hours for drunk driving in Stoke Newington Road, N16 and taken to police station. Following a marked deterioration in his appearance, taken by ambulance to hospital where he died.

APPENDIX 3iv (continued)

Date and time of death certified	Police station	Age	Sex	1 Cause of death 2 Inquest verdict	Circumstances
5. 2.6.84 at 1230 hours	Streatham	35	M	1. Natural causes—simple complicated by high blood pressure. 2. Natural causes (no inquest held).	Arrested at 1544 hours on 2.3.84 for offence under Section 5, Road Traffic Act 1972. Taken to police station where an adviser of police doctor taken to hospital at 1919 hours. Died in hospital 2.6.84.
6. 21.7.84 at 0100 hours	Highbury Vale	63	M	1. Bronchopneumonia. Bland chronic benign duodenal ulcer. Alcoholic cirrhosis of liver. 2. Natural causes aggravated by self neglect.	Arrested on 15.7.84 at 1830 hours for obstructing highway and detained in cell overnight. Collapsed at 0930 hours on 16.7.84 prior to being taken to court. Transferred by ambulance to hospital where he died on 21.7.84.
7. 20.8.84 at 0842 hours	Hays	19	M	1. Inhalation of vomit caused by myocardial infarction. 2. Open verdict.	Arrested for Section 5, Road Traffic Act 1972 on 19.8.84 at 2345 hours (involved in accident). Taken to Hays police station then to hospital at 0831 hours on 20.8.84, he died at 0842 hours (seen by police doctor).
8. 24.8.84 at 0547 hours	Norbury	21	M	1. Severe haemorrhage due to wound in thigh. 2. Accidental death.	On 24.8.84, having entered a private dwelling, deceased was disturbed, fell through window causing facial injury. Found collapsed and taken to hospital where he died at 0547 hours.
9. 22.9.84 at 0045 hours	Richmond	49	M	1. Combination of alcohol and drugs. 2. Open verdict.	On 21.9.84 at 2200 hours, arrested for being drunk and taken to police station. Detained in cell and regularly visited. Found unconscious at 2355 hours and taken to hospital where he later died.
10. 25.9.84 at 1930 hours	Penge	81	M	1. Traumatic fracture of skull with cerebral contusion. 2. Misadventure.	On 21.9.84 at 0025 hours arrested for being drunk. Previously seen to fall to the ground but no obvious injury sustained. Taken by ambulance to hospital where detained. Died on 25.9.84.
11. 1.10.84 at 0404 hours	Canon Row	47	M	1. Inhalation of vomit due to intoxication. 2. Misadventure.	Arrested for being drunk at 0355 hours in Victoria Embankment, SW1. Taken to police station and placed in cell. Visited at frequent intervals. Found vomiting at 0330 hours and first aid given. Ambulance called and taken to hospital where he subsequently died.

APPENDIX 3iv (continued)

Date and time of death occurred	Police station	Age	Sex	1. Cause of death 2. Inquest verdict	Circumstances
12. 1.10.84 at 2128 hours	Peckham	69	M	1. Alcoholic poisoning 2. Misadventure.	Arrested at 1730 hours in Holly Grove, SE15, for being drunk. Taken to police station, placed in cell and visited regularly. Found dead in cell.
13. 18.10.84 at 1410 hours	Rochester Row	49	M	1. Anoxic cerebral infarction due alcohol and drug intoxication. 2. Misadventure.	Arrested at 2150 hours on 18.10.84 in Victoria Street, SW1 for being drunk. Taken to police station, and placed in cell. At 2315 hours after fingerprints found apparently killed in cell. Removed to hospital and subsequently died on 18.10.84.
14. 16.11.84 at 0050 hours	Forest Gate	57	M	1. (a) vagal inhibition. (b) Inhalation of vomit. (c) Acute alcohol poisoning. 2. Accidental death.	On 15.11.84 at 2340 hours deceased entered Forest Gate police station, passing and drunk. Arrested and taken to change room, placed in cell. Visited frequently where found vomiting. Taken by ambulance to hospital where he died.
15. 20.12.84 at 1940 hours	West Hendon	57	F	1. Awaiting	On 20.12.84 at 1900 hours police called to Street Shopping Centre where deceased detained for shoplifting. She became ill and collapsed. Police maintained resuscitation prior to ambulance arriving. Taken to hospital where she died.
Inquest shown in 1983 as awaiting criminal trial:					
4.8.83 at 1908 hours	Clapham	54	M	1. Compression of neck. 2. Death due to manslaughter by fellow prisoner. Case heard at the Central Criminal Court on 7.8.84.	

APPENDIX 3v

Licensed premises and clubs*

A Details of licenses and registration certificates in force

Licensed clubs	773
Registered clubs	3,241
Restaurant and/or residential licenses	4,595
Other on-licenses	5,959
Off-licenses	5,662

B Special orders of exemption

Number granted for year	35,746
Numbers granted for Christmas and New Year in addition to above	18,274
Total	54,020

C Proceedings—Licensed and registered premises

Proceedings completed	79
Total of fines and costs	£21,192
Cautions and warnings	51
Cases not proceeded with	6

D Proceedings—unlicensed premises

Proceedings completed	60
Total of fines and costs	£18,200
Cautions and warnings	4
Cases not proceeded with	4

*The categories shown in this appendix differ from those used in previous Reports and therefore the figures are not comparable.

Betting, gaming and lotteries*

APPENDIX 3vi

Clubs licensed for gaming other than bingo	19
Clubs licensed for bingo only	103
Clubs registered for gaming	50

A Betting	Proceedings
Number of cases decided	5
Fines and costs imposed	£2,183

B Gaming	
Number of cases decided	35
Fines and costs imposed	£19,605

C Lotteries	
Number of cases decided	1
Fines and costs imposed	£480

*The categories shown in this appendix differ from those used in previous Reports and therefore the figures are not comparable.

Firearms and shotgun certificates

APPENDIX 3vii

	1983	1984
A. Firearms certificates		
New certificates granted	831	1,053
Expired certificates renewed	2,413	2,492
Refusals of new applications	51	42
Refusals of application for variation	17	11
Certificates cancelled	946	916
Refusals to renew (including those which were cancelled)	37	28
Certificate revoked	12	3
Appeals to Crown Court	10	7
	(4 dismissed, 1 allowed, 3 withdrawn, 2 held over)	(2 dismissed, 2 allowed, 2 withdrawn, 1 held over)
Current certificates (31st December 1984)	8,741	8,878
B. Shotgun certificates		
Certificates granted	3,378	3,761
	(including 4 short-term visitors)	(including 56 short-term visitors)
Certificates renewed	9,529	8,938
Refusals	46	69
Appeals to Crown Court	5	5
	(3 dismissed, 2 allowed)	(3 allowed, 2 withdrawn)
Certificates revoked	36	32
Appeals to Crown Court	6	4
	(4 dismissed, 1 allowed, 1 held over)	(2 dismissed, 1 allowed, 1 withdrawn)
Application for removal of prohibition (1 dismissed)	1	1
Current certificates (31st December 1984)	29,747	30,293

APPENDIX 3vii (continued)

	1983	1984
C. Firearms dealers		
Number registered	238	267 (including 12 in respect of Arms Fairs)
Certificates cancelled	20	20
Registration refused	1	—
Number removed from register	1	—
D. Firearms surrendered or confiscated (all descriptions)	2,523	1,351
(i) Pistols and revolvers	897	672
(ii) Shotguns	159	97
E. Rounds of ammunition surrendered (including shells and grenades)	69,160	72,817

APPENDIX 3viii

Lost property

	1983	1984
A. Articles found in cabs	7,272	7,582
(i) Number returned to owners	2,841	2,934
(ii) Number returned to cab driver	1,290	1,202
(iii) Otherwise disposed of	3,141	3,446
B. Articles found in the street	116,299	129,979
(i) Number deposited with police	112,837	125,373
(ii) Number retained by finder	3,462	4,406
(iii) Number restored to owner	50,311	54,372
C. Number of losses in the street reported to police	161,166	172,370

APPENDIX 3v

	1983	1984
A. Abandoned vehicles requiring cash for disposal	2,157	2,069
B. Number disposed of through contractors	2,090	1,196

APPENDIX 41

Summary of recorded crime statistics

A. Notifiable offences recorded
Metropolitan Police District

Home Office offence group	Number of offences					% change 1984/83
	1980	1981	1982	1983	1984	
Violence against the person	15,709	15,858	16,940	17,820	19,000	+ 7
Sexual offences*	2,792	2,833	2,793	2,837	3,053	+ 8
Robbery	7,583	11,239	12,458	12,037	13,570	+13
Burglary and going equipped	127,311	146,209	159,753	153,620	168,900	+10
Theft and handling stolen goods	320,183	341,174	374,583	353,078	374,007	+ 8
Fraud and forgery	33,172	31,239	31,740	29,714	32,382	+ 9
Criminal damage	76,796	82,178	88,763	87,873	102,734	+17
Other†	589	728	702	2,314	2,629	+25
Total††	584,137	631,328	688,179	659,293	716,545	+ 9

B. Arrests for notifiable offences
Metropolitan Police District

Home Office offence group	Number of persons arrested					% change 1984/83
	1980	1981	1982	1983	1984	
Violence against the person	8,611	7,689	8,666	9,027	9,194	+ 2
Sexual offences*	1,267	1,071	1,000	1,233	1,356	+10
Robbery	1,852	2,102	1,962	2,256	2,197	- 3
Burglary and going equipped	14,286	14,701	14,584	13,238	13,878	+ 5
Theft and handling stolen goods	60,157	55,491	57,121	54,715	56,391	+ 3
Fraud and forgery	8,166	6,628	7,313	6,956	7,062	+14
Criminal damage	10,247	9,187	9,826	10,092	10,825	+ 7
Other†	431	308	332	1,741	2,212	+27
Total††	105,017	97,277	100,804	99,258	104,015	+ 5

APPENDIX 41 (continued)

C. Notifiable offences cleared-up
Metropolitan Police District

Home Office offence group	Number of offences cleared-up					% change 1984/83
	1980	1981	1982	1983	1984	
Violence against the person	8,629	7,950	9,068	9,515	9,839	+ 3
Sexual offences*	1,415	1,241	1,237	1,492	1,627	+ 9
Robbery	1,527	1,772	1,499	1,931	1,844	- 5
Burglary and going equipped	15,039	14,341	14,466	14,503	16,609	+15
Theft and handling stolen goods	60,402	56,542	59,230	58,456	61,619	+ 5
Fraud and forgery	19,377	15,362	14,423	14,630	17,801	+22
Criminal damage	10,139	8,934	9,803	10,340	11,123	+ 8
Other†	364	279	292	1,890	2,319	+26
Total††	116,892	106,421	110,011	112,759	122,841	+ 9

D. Clear-up rate
Metropolitan Police District

Home Office offence group	Percentage cleared-up				
	1980	1981	1982	1983	1984
Violence against the person	55	50	54	53	52
Sexual offences*	51	47	44	53	53
Robbery	20	15	12	16	14
Burglary and going equipped	12	10	9	9	10
Theft and handling stolen goods	19	17	16	17	16
Fraud and forgery	58	49	45	40	55
Criminal damage	13	11	11	12	11
Other†	62	37	41	82	82
Total††	20	17	16	17	17

*After 1982 this group includes gross indecency with a child.
†After 1982 this group includes trafficking in controlled drugs.

APPENDIX 4B

Recorded crime statistics in Home Office classifications
A. Notifiable offences recorded by the police and offences cleared-up by Home Office classification

Metropolitan Police District		Number of offences					
Offence (Home Office classification)		Offences recorded					Offences cleared up
		1980	1981	1982	1983	1984	in 1984
Violence against the person							
1 Murder	Homicide						
4 Manslaughter		204	130	193	149	164	127
4a Infanticide							
2 Attempted murder		27	48	44	25	46	27
3 Threat or conspiracy to murder		200	283	346	320	407	159
4b Child destruction		1	0	0	0	0	0
4c Causing death by reckless driving		17	25	29	20	37	37
5 Wounding or other act endangering life		774	811	605	1,053	1,173	678
6 Endangering railway passenger		3	6	2	2	7	6
7 Endangering life at sea		0	0	0	0	0	0
8 Other wounding etc.		14,461	14,571	15,704	16,228	17,135	8,792
9 Assault		2	11	6	5	1	1
12 Abandoning child under two years		2	1	3	4	4	2
13 Child stealing		17	6	6	14	17	8
14 Procuring illegal abortion		0	0	0	0	0	0
15 Concealment of birth		1	6	2	0	8	2
Sub-total		15,709	15,898	16,940	17,820	19,000	9,839

Sexual offences							
16 Buggery		70	70	64	78	87	74
17 Indecent assault on a male		244	263	195	257	281	202
18 Indecency between males		246	202	170	248	326	315
19 Rape		309	236	285	317	345	198
20 Indecent assault on a female		1,744	1,627	1,867	1,668	1,735	645
21 Unlawful sexual intercourse with a girl under 16		15	20	35	24	12	10
22 Unlawful sexual intercourse with a girl under 16		140	109	128	106	126	95
23 Incest		15	33	11	17	34	30
24 Procuration		9	8	5	2	11	10
25 Abduction		15	16	17	14	23	8
26 Bigamy		25	29	18	25	22	22
74 Gross indecency with a child		"	"	"	61	31	16
Sub-total		2,792	2,633	2,795	2,837	3,031	1,627

APPENDIX 4B (continued)

Metropolitan Police District

Number of offences

Offence (Home Office classification)		Offences recorded					Offences cleared up in 1984
		1980	1981	1982	1983	1984	
Robbery							
34 Robbery		7,585	11,239	12,498	12,037	13,570	1,644
Sub-total		7,585	11,239	12,498	12,037	13,570	1,644
Burglary and going equipped							
28 Burglary in a dwelling		75,043	86,328	98,815	98,350	109,234	8,846
29 Aggravated burglary in a dwelling		171	221	234	577	438	116
30 Burglary in a building other than a dwelling		50,707	58,244	59,109	53,237	57,951	6,385
31 Aggravated burglary in a building other than a dwelling		23	26	24	31	49	15
33 Going equipped for stealing etc.		1,367	1,390	1,511	1,425	1,248	1,247
Sub-total		127,311	146,209	159,753	153,620	168,900	16,609
Theft and handling stolen goods							
39 Theft from the person of another		16,207	16,871	15,553	13,606	14,414	1,180
40 Theft from a dwelling other than from an automatic machine or meter		11,958	11,776	12,048	12,077	13,461	1,731
41 Theft by an employee		5,680	4,437	4,127	4,250	4,167	3,493
42 Theft or unauthorized taking from mail		102	92	183	153	262	83
43 Abstracting electricity		408	485	477	370	677	597
44 Theft of pedal cycle		19,819	20,206	21,874	22,438	18,864	750
45 Theft from vehicle		60,033	84,258	104,304	95,242	105,037	6,380
46 Theft from shop		22,806	21,236	24,848	23,394	26,364	22,172
47 Theft from automatic machine or meter		1,380	1,364	1,542	1,590	1,774	404
48 Theft or unauthorized taking of motor vehicle		88,112	94,064	98,099	86,465	87,563	8,226
49 Other theft or unauthorized taking		76,984	71,929	82,674	83,152	92,752	8,538
54 Handling stolen goods		6,694	6,456	7,054	7,041	8,072	8,038
Sub-total		320,183	341,174	374,583	353,008	374,007	61,619

APPENDIX 4II (continued)

Metropolitan Police District *Number of offences*

Offence (Home Office classification)	Offences recorded					Offences cleared up in 1984
	1980	1981	1982	1983	1984	
Fraud and forgery						
51 Fraud by company director etc	4	10	6	21	41	41
52 False accounting	569	513	557	750	713	676
53 Other fraud	30,342	28,993	29,424	26,958	28,581	14,642
60 Forgery or uttering drug prescription	450	526	293	296	453	328
61 Other forgery or uttering	1,797	1,197	1,460	1,689	2,594	2,114
Sub-total	33,872	31,239	31,740	29,714	32,382	17,801
Criminal damage						
56 Arson	3,103	3,246	3,655	3,598	3,819	437
57 Criminal damage endangering life	10	11	8	7	14	6
58 Other criminal damage	73,505	78,716	84,891	84,120	98,700	10,571
59 Threat etc. to commit criminal damage	178	205	209	148	201	109
Sub-total	76,796	82,178	88,763	87,873	102,734	11,123

APPENDIX 4II (continued)

Metropolitan Police District *Number of offences*

Offence (Home Office classification)	Offences recorded					Offences cleared up in 1984
	1980	1981	1982	1983	1984	
Other notifiable offences						
35 Blackmail	190	156	165	180	277	161
36 Kidnapping etc.	25	24	23	59	37	27
62 High treason	0	0	0	0	0	0
63 Treason felony	0	0	0	0	0	0
64 Riot	0	1	3	0	1	1
65 Unlawful assembly	5	0	0	5	1	1
66 Other offences against the State or public order	250	489	436	430	537	157
67 Perjury	38	31	31	46	53	45
68 Libel	0	4	0	1	0	0
70 Aiding suicide	2	2	1	0	0	0
77 Trafficking in controlled drugs	*	*	*	1,499	1,876	1,872
79 Perverting the course of justice	58	39	44	80	94	92
80 Absconding from lawful custody	13	7	3	7	5	5
99 Other notifiable offences	8	5	1	7	18	18
Sub-total	589	758	707	2,314	2,899	2,379
Total notifiable offences	584,137	631,328	688,179	659,293	716,545	122,841

*Not included in notifiable offences in 1982 and earlier years.

†Includes offences of "Gross indecency with a child" which were not included in 1982 and earlier years.

‡Includes offences of "trafficking in controlled drugs" which were not included in 1982 and earlier years.

APPENDIX 4ii (continued)

B. Burglary, robbery and theft recorded by police in 1984 by estimated value of property (incl cash) stolen

Metropolitan Police District	Total	Value of property stolen						Number of offences
		Nil	Under £5*	£5-£24	£25-£99	£100-£999	£1000-£9999	
34 Robbery	13,570	2,054	839	1,920	3,683	5,040	629	1,385
Burglary								
35 Burglary in a dwelling	109,692	19,951	3,028	6,041	12,837	30,507	18,161	20,067
36 Burglary in other building	57,980	11,357	2,518	6,267	9,836	14,810	3,341	7,631
Sub-total (Burglary)	167,672	30,348	5,546	12,308	22,643	45,317	21,502	27,698
Theft								
39 Theft from the person	14,414	905	839	3,222	5,568	3,155	418	307
40 Theft from dwelling (except from motor cycle)	13,461	117	2,062	1,848	3,719	4,062	974	659
41 Theft by employee	4,167	57	424	737	936	994	348	649
42 Theft from mail	252	7	199	16	17	19	1	3
43 Abstracting electricity	677	62	465	29	47	53	35	6
44 Theft of pedal cycle	18,864	48	30	346	7,672	10,444	107	21
45 Theft from vehicle†	105,637	2,649	10,417	11,851	34,553	36,776	4,588	2,803
46 Theft from shops	26,384	67	4,837	11,604	6,339	2,462	258	137
47 Theft from motor	1,784	116	220	487	717	211	15	8
48 Theft or unauthorized taking of motor vehicle	87,563	1,777	184	132	1,454	33,897	20,637	28,070
49 Other theft or unauthorized taking	92,752	1,180	9,666	18,032	32,447	23,015	4,412	4,040
Sub-total (Theft)	368,935	6,355	29,325	50,554	91,081	117,034	31,807	36,705

*Includes offences where value of property was nominal.

†In cases where the vehicle was moved, the value of the property stolen excludes the value of the vehicle.

APPENDIX 4iii

Additional recorded crime statistics relating to circumstances of offences

A. Violence against the Person.

A1. Recorded offences of violence against the person by severity of victim's injuries

Metropolitan Police District	Number of offences				
	1980	1981	1982	1983	1984
Severity of injury					
Fatal*	221	155	222	169	201
Serious	2,041	2,000	1,887	1,960	2,385
Slight	12,751	12,651	13,116	14,213	15,291
No injury	696	1,092	1,715	1,478	1,123
Total	15,709	15,898	16,940	17,820	19,000

*Offences of homicide and death by reckless driving.

A2. Recorded offences of violence against the person by principal type of weapon known to have been involved, if any

Metropolitan Police District	Number of offences				
	1980	1981	1982	1983	1984
Type of weapon involved					
Firearms	606	752	618	574	565
Sharp instrument	1,930	1,824	1,860	2,079	2,712
Blunt instrument	1,939	2,074	1,849	2,029	2,406
Noxious substance	169	109	101	156	194
Explosives	14	14	57	141	38
Sub total	4,748	4,774	4,485	4,979	5,915
No weapons involved	10,961	11,124	12,455	12,841	13,085
Total	15,709	15,898	16,940	17,820	19,000

A3. Recorded offences of violence against the person by relationship between victim and assailant

Metropolitan Police District	Number of offences				
	1980	1981	1982	1983	1984
Assault related or known to victim	5,304	6,239	7,117	7,862	7,371
No previous association between assailant and victim	7,585	6,272	6,904	7,005	8,707
Attacks by members of public on staff	1,255	1,121	1,110	1,120	1,126
Attacks on police	1,212	1,759	1,273	1,261	1,261
Conspiracies and miscellaneous	353	507	536	572	535
Total	15,709	15,898	16,940	17,820	19,000

APPENDIX 4III (continued)

B. Robbery

B1. Recorded offences of robbery by type of offence

Metropolitan Police District		Number of offences				
Type of offence	1980	1981	1982	1983	1984	
Robbery of personal property:						
Following a sudden attack in the open	4,178	5,889	7,231	7,123	7,888	
Otherwise	1,116	1,554	1,191	1,515	1,870	
Sub-total (personal property)	5,294	7,443	8,422	8,638	9,758	
Robbery of business property:						
On premises	1,592	2,790	3,268	2,493	2,814	
In transit	541	815	672	774	883	
Sub-total (business property)	2,133	3,605	3,940	3,267	3,697	
Conspiracy to rob	158	191	136	132	115	
Total all robbery	7,585	11,239	12,498	12,037	13,570	

B2. Recorded offences of robbery by severity of victim's injuries

Metropolitan Police District		Number of offences				
Severity of injury	1980	1981	1982	1983	1984	
Fatal	0	0	0	0	0	
Serious	142	194	136	179	537	
Slight	3,961	5,326	5,174	5,015	5,478	
No injury	3,482	5,719	7,188	6,843	7,555	
Total	7,585	11,239	12,498	12,037	13,570	

B3. Recorded offences of robbery by principal type of weapon known to have been involved, if any

Metropolitan Police District		Number of offences				
Type of weapon involved	1980	1981	1982	1983	1984	
Firearms	748	1,400	1,772	1,333	1,462	
Sharp instrument	1,243	1,869	2,081	2,159	3,105	
Blunt instrument	409	554	421	364	520	
Noxious substance	31	62	42	70	102	
Explosives	4	0	5	2	3	
Sub-total	2,435	3,885	4,321	3,928	5,192	
No weapons involved	5,150	7,354	8,177	8,109	8,378	
Total	7,585	11,239	12,498	12,037	13,570	

APPENDIX 4III (continued)

C. Burglary

C1. Recorded offences of burglary by type of entry and building

Metropolitan Police District	Number of offences				
	1980	1981	1982	1983	1984
In a dwelling:					
Forcible entry	55,036	66,542	71,807	76,353	81,180
Walk in	20,178	20,007	21,242	22,574	28,492
Sub-total (dwellings)	75,214	86,549	93,049	98,927	109,672
In other buildings:					
Forcible entry	40,233	48,164	49,569	43,211	44,137
Walk in	10,497	10,106	9,624	10,057	13,843
Sub-total (other buildings)	50,730	58,270	59,193	53,268	57,980
Going equipped for stealing, etc.	1,367	1,399	1,511	1,425	1,248
Total	127,311	146,209	159,753	153,620	168,900

D. Theft and Handling Stolen Goods

D1. Recorded offences of theft and handling stolen goods by certain offence types

Metropolitan Police District		Number of offences				
	1980	1981	1982	1983	1984	
Motor vehicle theft:						
Theft of motor vehicle	24,206	27,100	31,782	29,318	33,259	
Unauthorised taking of motor vehicle	63,906	66,964	66,317	57,147	54,304	
Theft from vehicle	69,033	84,258	104,504	96,342	105,637	
Sub-total	157,145	178,322	202,603	182,807	193,200	
Theft from person:						
Snatches	6,179	7,330	6,521	6,031	7,111	
Picking pockets, etc.	10,028	9,541	9,032	7,775	7,303	
Sub-total	16,207	16,871	15,553	13,806	14,414	
Theft from shops	23,806	23,236	24,848	25,394	26,364	
Theft of pedal cycles	19,819	20,206	23,874	22,438	18,804	
Other theft	96,512	96,083	101,051	101,592	113,093	
Handling stolen goods	6,694	6,456	7,054	7,041	8,072	
Total of theft and handling	320,183	341,174	374,983	353,078	374,007	

APPENDIX AII (continued)

E. Fraud and Forgery

E1. Recorded offenses of fraud and forgery by type of offense

Metropolitan Police District	Number of offenses				
	1980	1981	1982	1983	1984
Fraud:					
Cheque fraud	14,124	12,853	11,753	9,877	9,199
Other fraud	16,791	16,663	18,234	17,852	20,136
Sub-total	30,915	29,516	29,987	27,729	29,335
Forgery	2,257	1,723	1,753	1,985	3,047
Total	33,172	31,239	31,740	29,714	32,382

APPENDIX AII

A. Number of persons arrested by offence category and age group

A1. Number of persons arrested

Metropolitan Police District	Number of persons					
Home Office offence group	Age group					Total
	10-13	14-16	17-20	21-30	Over 30	Not known
Violence against the person	128	943	2,266	3,215	2,321	9,194
Sexual offences	33	104	159	378	631	1,356
Robbery	5	38	499	804	573	2,197
Burglary and going equipped	1,054	1,069	4,560	3,403	1,429	11,518
Theft and handling stolen goods	3,461	10,856	13,865	14,351	12,728	56,391
Fraud and forgery	35	397	1,737	3,114	2,446	7,962
Criminal damage	58	1,722	2,040	3,118	2,292	10,815
Other notifiable offences	22	60	266	1,038	763	2,212
Total notifiable offences	5,483	17,180	26,297	29,190	22,811	104,015
Other non-notifiable offences	215	1,870	5,904	8,062	4,047	20,698

B. Percentages within each age group

Metropolitan Police District	Percentages					
Home Office offence group	Age group					Total
	10-13	14-16	17-20	21-30	Over 30	Not known
Violence against the person	1	10	25	35	25	3
Sexual offences	1	8	12	28	48	2
Robbery	1	23	37	26	8	2
Burglary and going equipped	7	22	31	25	10	1
Theft and handling stolen goods	6	18	25	25	23	3
Fraud and forgery	1	5	22	39	31	3
Criminal damage	1	16	24	29	21	3
Other notifiable offences	1	3	12	47	35	3
Total notifiable offences	5	17	25	28	22	3
Other non-notifiable offences	1	9	29	29	20	3

*The arrest figures are for crimes reportable offences only and relate to persons arrested and proceeded against by the police by means of a charge or otherwise and include those arrested and proceeded against by the juvenile justice procedures. The above figures represent almost one-third of all arrests made in the Metropolitan Police District in 1984. Arrests are also made each year for a large number of other offences, such as drunkenness, for which crime reports are not produced.

APPENDIX 5I

Quarterly statistics of breath tests and analyses of specimens under Sections 5 to 9 of the Road Traffic Act 1972

Metropolitan Police District	Number of persons					
	1983	1984				
	Total	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Total
Screening tests						
Total persons required to take screening breath test or arrested	34,776	7,762	7,558	7,347	11,639	34,306
Test negative or not arrested for other reasons	10,496	2,825	1,843	1,841	5,378	11,687
Test positive	16,931	3,489	3,863	3,882	4,345	15,579
Test refused*	3,755	827	836	717	889	3,269
Section 5(1) arrests with or without breath test	3,376	750	910	801	901	3,362
Other arrests	218	71	106	106	126	409
Total persons arrested or reported	24,280	5,137	5,715	5,506	6,261	22,619
Evidential tests						
Specimens refused†	2,547	603	676	580	665	2,524
Specimens analysed						
—breath only	9,929	3,231	2,593	2,605	3,559	11,988
—breath and blood/urine	1,148	399	1,176†	1,134†	1,050†	3,759
—blood/urine only	9,946	890	1,252	1,165	963	4,270
Specimen not analysed principally for drug analysis, etc.	84†	14	18	22	24	78
Total persons required to provide evidential specimens	23,654‡	5,137	5,715	5,506	6,261	22,619
Results of evidential specimen analysis						
Under the prescribed limit	4,020	795	920	985	1,056	3,756
Over the prescribed limit	17,003	3,725	4,101	3,919	4,516	16,261
Total analysed	21,023	4,520	5,021	4,904	5,572	20,017

*Includes instances of hospital doctors objecting to breath test.

†Includes instances of hospital doctors objecting to provision of laboratory specimen.

‡Specimens analysed for drugs were not statistically identified before 6th May 1983.

§There were in addition 638 cases prior to 6th May 1983 where a second screening test at station was negative.

||Increase due to experiment—see Chapter 5.

APPENDIX 5II

Traffic accidents involving death or injury since 1975

Year	Number of accidents involving death or personal injury				Change on previous year	
	Fatal	Serious	Slight	Total	Number	Per cent
1975	672	7,485	43,234	51,391	+ 344	+1
1976	722	8,252	43,984	52,958	+1,567	+3
1977	692	8,046	46,465	55,203	+2,245	+4
1978	726	7,933	45,039	53,698	-1,505	-3
1979	627	7,528	42,153	50,308	-3,390	-6
1980	599	6,998	41,041	48,638	-1,670	-3
1981	555	6,863	39,814	47,232	-1,406	-3
1982	584	7,759	41,880	50,223	+2,991	+6
1983	551	6,855	39,731	47,137	-3,086	-6
1984	585	7,366	40,113	48,064	+ 927	+2

APPENDIX 5III

Monthly personal injury traffic accident totals

Month	1983		1984		Change this year over previous year	
					Number	Per cent
January	..	3,682	3,940	+258	+7	
February	..	3,310	3,473	+163	+5	
March	..	4,215	3,959	-256	-6	
April	..	3,819	3,677	-142	-4	
May	..	3,985	4,162	+177	+4	
June	..	4,011	3,989	-22	-1	
July	..	4,140	4,124	-16	0	
August	..	3,651	3,759	+108	+3	
September	..	4,013	3,850	-163	-4	
October	..	4,189	4,292	+103	+2	
November	..	4,174	4,709	+535	+13	
December	..	3,948	4,130	+182	+5	
Annual total	..	47,137	48,064	+927	+2	

*Less than 0.5 per cent.

APPENDIX 54

Personal injury traffic accident characteristics

	1983	1984
At junctions		
Roundabout	1,692	1,762
Mini roundabout	258	330
T or staggered junction	19,104	19,338
Y junction	632	655
Slip road	258	225
Crossroads	8,655	9,189
Multiple junction	973	1,041
Private drive or entrance	1,693	1,707
Other junction	383	215
All junction accidents	33,648	34,512
Not at or within 22 yards of a junction	13,489	13,552
All accidents	47,137	48,064
At pedestrian crossings		
Pelican crossing	2,494	2,430
Other light-controlled crossing	3,509	4,011
Uncontrolled crossing	5,808	5,596
All pedestrian crossing accidents*	11,811	12,037
Accidents not at pedestrian crossing	35,326	36,027
All accidents	47,137	48,064

*These figures include accidents with or without pedestrian casualties.

APPENDIX 55

Vehicles involved in personal injury traffic accidents

Types of vehicle	1983	1984	Change (this year over previous year)	
			Number	Per cent
Pedal cycles	5,665	5,219	- 446	- 8
Mopeds	1,437	1,378	- 59	- 4
Motor scooters	550	412	- 138	- 25
Motor cycles	9,587	9,318	- 269	- 3
Motor cycle, scooter or moped combination	13	15	+ 2	+ 1
Cars and cabs	53,414	55,224*	+1,810	+ 3
Bus and coaches	3,550	3,578	+ 28	+ 1
Goods vehicles—				
not over 1½ tons†	3,711	4,184	+ 473	+ 13
over 1½ tons†	1,340	1,325	- 15	- 1
Other motor vehicles	861	808	- 53	- 6
Other non-motor vehicles	52	37	- 15	- 29
All types	80,380	81,498	+1,118	+ 1

*A total of 1,124 cabs were involved in accidents in 1984.

†Unladen weight.

‡Percentage change unreliable due to small base figure.

APPENDIX 5vi

Deaths and injuries in traffic accidents by type of road user

Types of road user	1983	1984	Change this year over previous year	
			Number	Per cent
Pedestrians				
Deaths	292	308	+ 16	+ 5
Serious injuries	2,800	3,034	+ 234	+ 8
Slight injuries	10,013	10,258	+ 245	+ 2
Total casualties	13,105	13,600	+ 495	+ 4
Pedal cyclists				
Deaths	31	29	- 2	- 6
Serious injuries	600	606	+ 6	+ 1
Slight injuries	4,874	4,435	- 439	- 9
Total casualties	5,505	5,070	- 435	- 8
Motor cyclists*				
Deaths	90	100	+ 10	+ 11
Serious injuries	1,840	1,903	+ 63	+ 3
Slight injuries	8,826	8,262	- 564	- 6
Total casualties	10,756	10,265	- 491	- 5
Other road users†				
Deaths	161	164	+ 3	+ 2
Serious injuries	2,258	2,462	+ 204	+ 9
Slight injuries	24,026	25,561	+ 1,535	+ 6
Total casualties	26,445	28,187	+ 1,742	+ 7
All road users				
Deaths	574	601	+ 27	+ 5
Serious injuries	7,498	8,005	+ 507	+ 7
Slight injuries	47,739	48,516	+ 777	+ 2
Total casualties	55,811	57,122	+ 1,311	+ 2

*Includes riders of mopeds, scooters, motor cycles and motor cycle combinations.
†Mainly drivers of, and passengers in, vehicles.

APPENDIX 5vi

Child casualties resulting from traffic accidents

Age	Number killed			Number injured			Total casualties		
	Pedestrians	Pedal cyclists	Others	Pedestrians	Pedal cyclists	Others	Pedestrians	Pedal cyclists	Others
Under 2 years	2	1	1	46	192	160	48	192	160
2 years	1	1	1	113	160	160	114	160	160
3 years	1	1	1	113	160	160	114	160	160
4 years	1	1	1	113	160	160	114	160	160
5 years	1	1	1	113	160	160	114	160	160
6 years	1	1	1	113	160	160	114	160	160
7 years	1	1	1	113	160	160	114	160	160
8 years	1	1	1	113	160	160	114	160	160
9 years	1	1	1	113	160	160	114	160	160
10 years	1	1	1	113	160	160	114	160	160
11 years	1	1	1	113	160	160	114	160	160
12 years	1	1	1	113	160	160	114	160	160
13 years	1	1	1	113	160	160	114	160	160
14 years	1	1	1	113	160	160	114	160	160
15 years	1	1	1	113	160	160	114	160	160
Totals (under 16 years)	30	5	13	4,399	1,333	1,928	4,399	1,333	1,928
1983 totals	41	5	8	4,146	1,475	1,718	4,147	1,480	1,796
Per cent change on previous year	-27	-	+63	-11	+4	-10	+3	-10	+8

Fixed penalty notices issued

	By police		By traffic wardens		Totals			
	1984	Increase or decrease in 1984	1983	Increase or decrease in 1984				
Parking places offences in controlled parking zones	11,346	8,885	7,782	620,608	80,874	713,028	658,675	877,954
Relevant street offences in controlled parking zones	65,011	48,334	29,637	1,139,369	151,907	1,178,703	1,178,703	1,173,984
Financial street offences in controlled parking zones	91,427	68,560	52,862	439,444	192,951	511,397	509,466	511,397
Parking zones (not controlled)	27,471	19,482	13,059	49,595	15,113	60,610	60,610	60,610
Cherry-offences	1,028	1,094	330	21	31	697	1,061	1,061
Waiting offences on cab ranks	1,626	1,991	1,310	33	33	697	1,061	1,061
Waiting offences on bus stops	3,073	2,005	448	5,253	5,672	4,659	9,277	9,277
Waiting offences in bus stops	1,212	644	568	1,815	1,815	600	2,627	2,627
Incarter offences	202,131	142,187	99,944	2,532,012	2,338,941	1,756,143	2,531,112	2,224,011

Disposal of fixed penalty notices issued in 1984 and the balance outstanding from 1983

Balance outstanding from 1983	386,351
Enforceable issue in 1984 (see note (a))	2,297,204
Total	2,683,556
Disposed of as follows—	
Paid (see note (b))	1,189,607
Cancellation by administrative decision (see note (c))	416,014
Offender not identified within the time limit for proceedings (see note (d))	616,579
Listed for summonses (see note (e))	98,025
Balance outstanding at end of year	363,331
Total	2,683,556

(a) The number issued (2,531,132) less the number subsequently cancelled (233,928) because they were unenforceable, of the recipient was entitled to diplomatic immunity or was an oversens visitor who had left the country or the owner could not be identified because the vehicle carried a foreign registration mark.

(b) Payments for fixed penalty notices issued during or after July 1984 may be received in 1985.

(c) The reasons for cancellation included: errors in the notices; issuing officers had left the service or were otherwise unavailable to give evidence; inadequate information to identify vehicle owners.

(d) Name and address were not supplied in response to the enquiry of the vehicle registration authority, or the information was given so late or proved to be so out of date that there was insufficient time to complete the procedure within the six months' limit for laying of information.

(c) Includes the number of cases reaching court and the number which should result in proceedings, subject to the successful laying of information.

APPENDIX 6A
Results of appeals made in the London Weekend Television programme "Police 5"

Subjects of appeal	Total number of cases shown on television	Cases in which information given was not received		Cases in which information given was not received		Number of arrests directly attributable to the appeal
		3	12	6	4	
Murders and suspicious deaths	23	3	2	—	—	—
Attempted murders and assaults	2	—	1	—	—	—
Bomb incidents	43	6	14	24	12	12
Robberies	16	—	1	—	—	—
Sexual offences	3	—	2	1	3	3
Abduction/missing persons	1	—	1	—	—	—
Arson	8	—	—	—	—	—
Thefts of paintings, antiques, silverware, etc.	56	4	3	1	2	2
Thefts of jewellery, clocks, watches, light- ers, small goods, drink, toys, tobacco, radio and electrical equipment, cameras, musical instruments, furnishings	13	5	7	1	—	—
Burglaries	20	4	9	7	3	3
Property in police possession	8	2	3	3	4	4
Miscellaneous	25	4	6	13	9	9
	11	5	4	2	—	—
Totals	230	57	88	85	42	
Value of response (per cent)		25	39	37		
1983 figures for comparison:						
Totals	232	58	96	77	51	
Value of response (per cent)		25	41	33		

APPENDIX 6B
Receipts and expenditure 1983/84

Comparison of revised estimate 1983/84 with out-turn 1983/84

Service	Revised estimate	Out-turn
I Receipts		
Government Grants	£	£
For Metropolitan Police expenses:		
A. Under s.31 of the Police Act 1964		
Advances 1983/84	319,562,000	319,577,000
Balance; previous year(s)	7,520,000	5,155,000
B. For imperial and national services of Metropolitan Police, under s.1 of the Police Act 1909	13,100,000	13,100,000
C. For salaries of Commissioner and Receiver, under s.1 of the Metropolitan Police Act 1839	112,000	118,000
D. For licensing of drivers of public service vehicles under s.162(2) of the Road Traffic Act 1960	162,000	162,000
E. For civil defence expenses under s.3 of the Civil Defence Act 1948:		
Advances 1983/84	103,000	95,000
Balance; previous year(s)	11,000	1,000
F. Towards Riot (Damage) Act 1886 expenses, etc.	617,000	308,000
G. For block grant under Part VI of the Local Government Planning and Land Act 1980, as amended by s.10 of the Local Government Finance Act 1982:		
Advances 1983/84	130,607,000	134,653,000
Balance; previous year(s)	—	—
	471,794,000	471,169,000
Per cent on local authorities	197,923,000	197,677,000
Total	669,717,000	670,846,000

Explanation of the causes of variation between revised estimate and out-turn—
F. Fewer claims arising from the 1981 civil disorders were settled than predicted.

APPENDIX 6H (continued)

Service	Revised estimate	Out-turn
II Payments	£	£
A. Pay and allowances:		
1 Police	416,277,000	417,221,000
2 Civil staff	102,566,000	101,130,000
B. Pensions and superannuations:		
1 Police	64,815,000	71,440,000
2 Civil staff	10,384,000	10,038,000
C. Premises:		
1 Land and buildings, maintenance, etc.	54,951,000	58,897,000
2 Furniture and fittings	2,893,000	2,900,000
3 Loan charges	13,036,000	13,355,000
D. Supplies and services:		
1 Office equipment, computers, etc.	3,168,000	2,197,000
2 Photographic and scientific equipment	1,193,000	1,263,000
3 Catering	17,241,000	16,715,000
4 Clothing, uniforms and accessories	3,488,000	2,886,000
5 Communications equipment including computers	17,079,000	15,461,000
6 Other	4,791,000	5,333,000
7 Loan charges	2,875,000	2,881,000
E. Transport:		
1 Purchase of vehicles	5,383,000	4,893,000
2 Running costs	15,229,000	14,800,000
3 Loan charges	280,000	288,000
F. Establishment expenses:		
1 Recruiting, stationery and general office expenses	4,792,000	5,022,000
2 Travelling and subsistence	4,911,000	5,003,000
3 Training	720,000	673,000
4 Other	2,649,000	2,663,000

Explanation of the causes of variation between revised estimates and out-turn—

- Due to the police pay award and increases in pensions being higher than expected, and more pensionable recruitments than estimated.
- Due to delays and deferrals to computer projects and a higher proportion of expenditure than anticipated being loan funded.
- Mainly due to delays in delivery and payment and to reduced demand for police uniforms.
- Mainly due to additional payments to police surgeons.

APPENDIX 6H (continued)

Service	Revised estimate	Out-turn
II Payments (continued)	£	£
G. Miscellaneous:		
1 Prosecution expenses	1,227,000	1,577,000
2 Civil defence	249,000	334,000
3 Payment to Home Office for various services	2,585,000	2,749,000
4 Riot damages, etc.	1,016,000	277,000
5 Other	3,418,000	2,408,000
H. Auxiliary formations:		
1 Police cadets	2,931,000	2,854,000
2 Special Constabulary	707,000	696,000
3 Traffic wardens	12,879,000	12,804,000
4 School crossing patrols	2,254,000	2,029,000
Gross expenditure	795,999,000	800,757,000
Deduct		
X. Receipts:		
1 Sales	1,751,000	1,856,000
2 Fees and charges	1,987,000	2,234,000
3 Rents receivable	866,000	877,000
4 Interest	10,433,000	9,971,000
5 Pension contributions	34,897,000	36,418,000
6 Prosecution costs recovered	4,692,000	5,038,000
7 Catering	6,581,000	6,993,000
8 Reimbursement for services provided to other forces	14,103,000	13,448,000
9 Removal of vehicles	2,388,000	2,824,000
10 Air raid warning system reimbursement	109,000	104,000
11 Other	43,284,000	48,003,000
Total	121,091,000	127,234,000
Net expenditure	674,908,000	673,523,000

Explanation of the causes of variation between revised estimates and out-turn—

- Fewer claims arising from the 1981 civil disorders were settled than predicted.
- There was no need to use the special contingency reserve in 1983/84.
- Mainly due to more remand prisoners being accommodated than anticipated, resulting in higher reimbursement of capacities by Home Office.

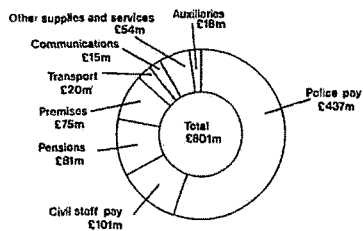
Notes:

- In addition to the payments shown which were funded from revenue, £22,490,000 was funded from loan to cover expenditure on land, buildings and equipment.
- The receipts shown are actual receipts—adjustments for balances would be made in the following year.
- The account has been certified by the Comptroller and Auditor General and has been published by HMSO with the Appropriation Accounts for Class IX Vote 10.
- Explatory information about Metropolitan Police Fund preliminary estimates payments and receipts is sent to rate payers with their rate demands for the forthcoming financial year. Facts and figures relating to the Metropolitan Police will also be found in the statistical tables published annually by the Chartered Institute of Public Finance and Accountancy.

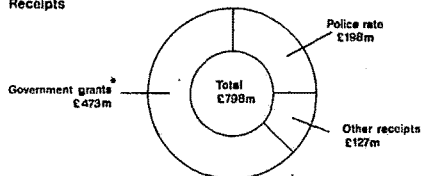
APPENDIX 6li (continued)

EXPENDITURE AND RECEIPTS 1983/84

Revenue expenditure



Receipts



- * This includes a figure for block grant which with effect from 1.4.83 is paid direct to the Receiver under Part VI of the Local Government Planning and Land Act 1980 as amended by S.10 of the Local Government Finance Act 1982.