



The Case for London



Metropolitan Police
Submission to inform
The Spending Review 2004

Executive Summary

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Contents

<u>SR2004 – AN INVESTMENT OPPORTUNITY.....</u>	4
INTRODUCTION	4
<u>THE PICTURE OF POLICING IN LONDON.....</u>	6
INTRODUCTION	6
THE COMPLEXITY OF POLICING IN LONDON.....	7
MPS POLICING PERFORMANCE	7
CURRENT POLICE RESOURCES.....	9
EFFICIENCY SAVINGS.....	10
<u>FRAMEWORK FOR IMPROVEMENT.....</u>	ERROR! BOOKMARK NOT DEFINED.
PUBLIC SERVICE AGREEMENTS	ERROR! BOOKMARK NOT DEFINED.
NATIONAL POLICING PLAN 2004–2007	ERROR! BOOKMARK NOT DEFINED.
TOWARDS THE SAFEST CITY STRATEGY.....	ERROR! BOOKMARK NOT DEFINED.
NATIONAL INTELLIGENCE MODEL (NIM).....	ERROR! BOOKMARK NOT DEFINED.
BUILDING THE FUTURE ORGANISATION	ERROR! BOOKMARK NOT DEFINED.
<u>THE CASE FOR GROWTH IN POLICE RESOURCES</u>	11
THE MPS STEP CHANGE PROGRAMME	13
RE-ASSURANCE POLICING	15
REVITALISING THE CRIMINAL JUSTICE SYSTEM.....	16
SERIOUS AND ORGANISED CRIME	16
COUNTER TERRORISM.....	17
<u>RESOURCE NEEDS OVER THE MEDIUM TERM</u>	18
PROTECTING THE BASE	18
EFFICIENCY SAVINGS.....	18
ASSET CONFISCATION – DRUGS AND PROCEEDS OF CRIME.....	18
SUMMARY RESOURCE NEEDS	18

SR2004 – An Investment Opportunity

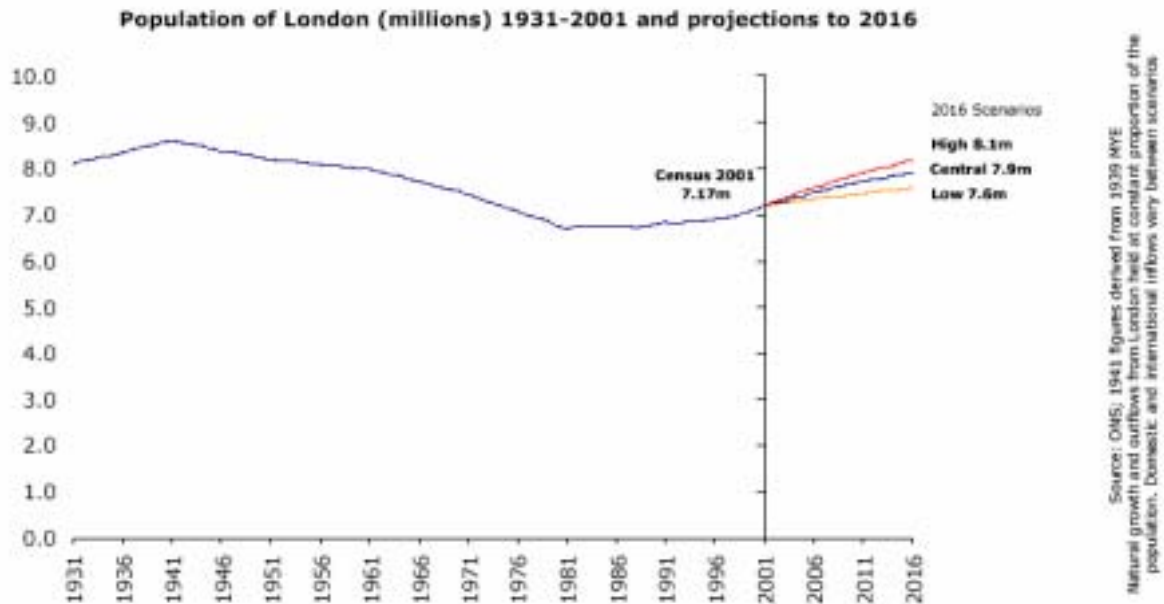
Introduction

The quality of policing in London over the medium term will be heavily determined by the outcome of the 2004 Spending Review process. The expenditure of the Metropolitan Police is supported by government grants totalling some 80% of the total budget; the level of future finance settlements is the single most important financial influence on levels of service delivery.

This submission document has been produced jointly by the MPS and MPA as evidence of the need to invest in policing services in London. The submission has been structured as follows:

- “SR2004 – An Investment Opportunity” - the background to policing in London
- “The Picture of Policing in London” – current policing trends, performance and resources
- “Framework for Improvement” – national and local priorities, and the way forward
- “The Case for Growth” – the major improvement themes and deliverables
- “Resource Needs over the Medium Term” – the necessary resource investment

London's population is set to become more diverse and rise to more than 8.1 million by 2016. The role of the MPS in London is vital and can not be ignored as London expands.



Between 1994 and 2001 the MPS saw a 10% reduction in the number of police officers. This was set against continuous increases in demand for the same period. 999 Calls increased by 1 million per year (50%) and the number of calls requiring an emergency response climbed from 420,000 to 830,000 per annum (91%).

In addition to this workload the MPS has come under pressure following the events of 11 September 2001. Counter-terrorism activity has increased significantly. There has also been significant efforts to respond to increases to street crime and to tackle priority crimes. Focusing our resources on these issues has delivered considerable success. However this has often been at the expense of community based policing.

The MPS has maintained its performance against crime over the last decade in the face of unprecedented, complicated and diverse demands by embracing modernisation and reform of the police service. Crime levels have been stable or dropping yet despite this success the public's satisfaction with policing has been in decline.

Research shows that the appetite for community based policing that is visible, accessible and familiar and delivered by local officers who are not continually abstracted remains high. This type of policing helps promote social cohesion, supports the development of social capital as people take responsibility and engage in problem solving. It is also vital to creating an environment where neighbourhood renewal and regeneration can flourish.

A high proportion of people want the police to be able to respond effectively to local priorities and anti-social behaviour. It is apparent that the MPS will be unable to meet this demand and sustain performance against key London wide priorities without expansion to 35,000 police officers.

Experience shows us that we must break the 'Neighbourhood Policing Re-invention Cycle' (see page ??). The examples illustrated in this document highlight the need for additional investment. The Chicago model of policing has maintained performance and delivered community based policing. Chicago has 4.8 officers per 1000 population the MPS has 3.8 officers per 1000 population. The increase to 35,000 would provide the MPS with a similar resource profile and potential.

A key element to being able to deliver community and enforcement focus is the ability to avoid abstracting officers away from their primary role. To achieve this there is a need to use some of the additional growth to ensure that the MPS enforcement focus and approach to criminal justice issues is also robust and effective. This will significantly reduce the need to pull officers away from community based policing on a regular basis.

Better and improved links with communities that are empowered are likely to result in more intelligence on serious and organised crime. Nationally / ethnically based organised crime groups with international links are already on the increase and present a significant threat across London and in specific communities. Recent intelligence points to growing cross border activity in London between rival gangs with the increased use of firearms and violence. This threat to communities is not likely to decrease. The increasing use of technology to facilitate economic crime and the expansion of the European Union will in fact fuel the problem.

An increasing police focus on terrorism and organised crime has embraced the Proceeds of Crime Act, new powers under the Regulation of Investigatory Powers Act and the new and significant threats identified under the National Intelligence Model. This focus, taking account of changes in technology and tactics, has led to a new emphasis on covert policing techniques. These include the interception of telephone, e-mail and electronic communications, the global tasking of covert human intelligence sources and the developing use of prison intelligence, undercover officers and surveillance. Increasingly, these techniques are used in co-operation with other law enforcement agencies, in recognition of the ever-widening reach and diverse activities of criminal organisations. This is a business which demands new skills, state-of-the-art technology and the people to make it happen.

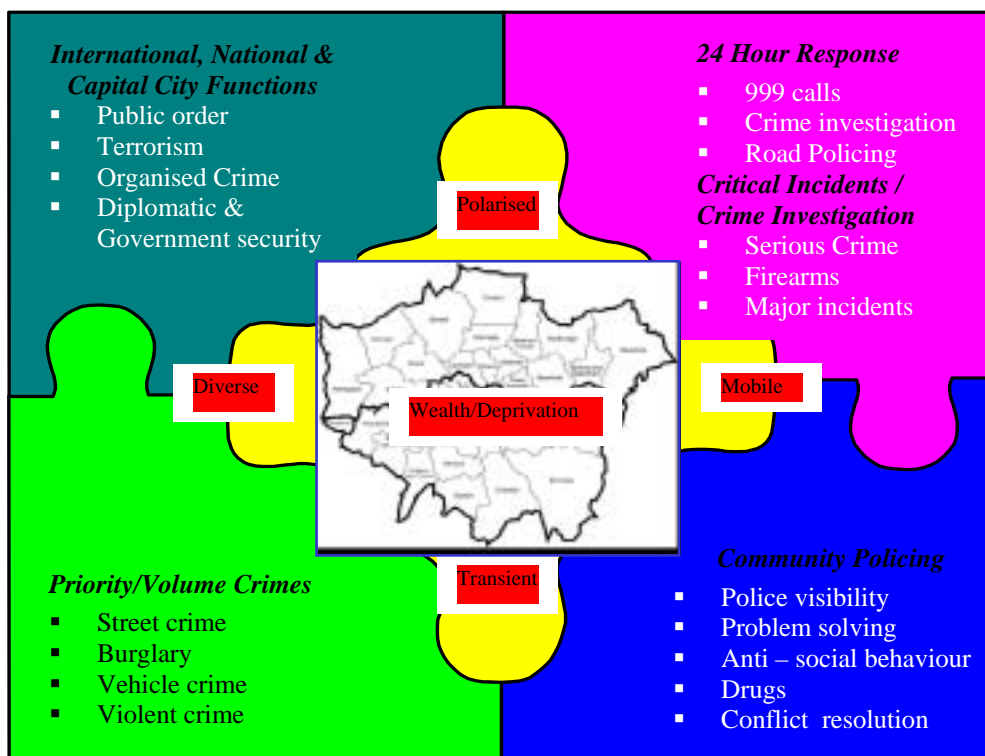
The Picture of Policing in London

Introduction

It is impossible to divorce the needs of the Police Service from those of society. Every part of society, and every other public service, has its own expectations of the Police. These expectations have expanded over the last twenty years.

This process of change in society has been a feature of the fourth quarter of the last century, but the pace has accelerated over the last decade. Cultural changes such as the rise in violent and organised crime, drugs, the wider availability of electronic communications, ease of mobility, and terrorism, have fuelled the process.

Policing in the Capital can best be described as an interlocking picture made up of four large policing demands. This is illustrated in the diagram below:



- Daily mobility brings new potential victims into and across the City, presenting new crime opportunities
- Residential churn enables those evading detection or enforcement to avoid the authorities
- Diversity, mobility and transience make all community police relations more difficult to build and maintain

The Complexity of Policing in London

The following brief statements, many taken from recent Government and other independently produced reports, highlight the patterns, nature and drivers of crime in the Capital.

- London has the highest rate of recorded crime per head of population (British Crime Survey)
- Recorded robbery, violent crime and vehicle crime are all above average (British Crime Survey)
- Extent of gun crime – offences involving firearms risen by 90% in London since 1995 compared to a broadly stable level across England (Analytical Survey)
- Size and value of the illegal economy (London drug market worth around £1.6 billion)
- Highest rate of drug seizures of any forces (Home Office RDS). 70% of all illegal drugs distributed in the UK pass through London as a gateway before onward distribution
- Crime rates are falling but Londoners still feel fearful – 65% of Londoners think that fear of crime is a major problem in the capital, and half of Londoners put safety and crime reduction as their top priority to improve the capital (Mori ALS 2003)
- One of four of England's problem drug users live in London, responsible for 60% - 80% of acquisitive crime (burglary, robbery, theft, shop lifting in the capital)
- Prevalence of drug use – one in ten young Londoners using class A drugs on a regular basis, acting as a driver for drug supply and competition between drug suppliers
- Social polarisation – poverty as a driver for acquisitive crime
- Social exclusion – failure of education etc to build aspiration means that more young people attracted to the wealth and glamour of drug dealing and crime
- Size of the informal and illegal economy
- London as a major international transport hub for trafficking
- Extent of vulnerability of London's population – absolute number of homeless people, asylum seekers and refugees, vulnerable children (1000 unaccompanied young children arrive in London every week) vulnerable to involvement in crime and as victims of crime
- Transience of London's population – facilitating anonymity
- London as a global financial centre, allowing greater opportunities for money laundering
- Ethnic diversity –increasing risk of harassment and hate crime and leading to break down in community relations
- Number of high profile political, commercial, institutional and symbolic targets for terrorist activity
- London as a centre for major public order events/demonstration etc

MPS Policing Performance

Priority crimes

In line with Home Office priorities, MPS targets have been set to reduce burglary, street crime and autocrime over recent years.

- For burglary, significant reductions have been seen with levels at a 25+ year low.
- For street crime, levels have increased over five years; although last year the trend was turned. The levels have now again stabilised. With the increasing trend in availability of high-technology small size transferable goods including mobile phones the external factors would suggest that it would be difficult to sustain reductions in this crime type.
- Autocrime levels have remained broadly stable over the last five years.

Other priorities that have been set are around detection or judicial disposal targets for homicide, rape and hate crime.

- Homicide detection rates have varied due to a number of factors, including the introduction of cold case reviews and changes in the types of homicides, with an increased proportion of Trident (black-on-black drug related and difficult to solve) homicides in recent years. Resources in Specialist Crime Directorate (SCD) continue to be adjusted to meet this changing crime mix. Homicide levels have remained steady overall with c. 200 offences per year.

- The rape JD rate improved to 25% last year; this is attributed to good practice introduced by Operation Sapphire. The number of rape offences has been increasing steadily and whilst this is no doubt in part due to better victim care, particularly with the introduction of the Haven, there is also some concern that the number of acquaintance rapes, particularly with young victims under the influence of alcohol / illegal drugs, is also rising.
- JD rates for hate crimes have increased steadily over the last few years reflecting the priority now allocated to investigation of these offences. Whilst the number of racist and homophobic incidents recorded has fallen slightly recently (following substantial increases due to the implementation of the MacPherson report recommendations) the number of domestic violence incidents recorded has increased. This means that overall incidents dealt with CSUs have increased making the sustained increase in JD rates more impressive.

Other crime types

The introduction of National Crime Recording Standards (NCRS) in April 2003 led to increased levels of recorded violence against the person, which impacted on total recorded crime. This does not negate long term rises in notifiable recorded crime, which increased by 17% in the four years to March 2003. Three areas within recorded crime have seen substantially increased levels over the last five years. These are:

- Common assault and harassment, which saw respective 37% and 97% five-year increases. These are due to enhanced hate crime reporting in 1999-00 (hate crime data was reported separately from this year), and NCRS-related increases in 2003-4.
- Rape (37%) and other sexual offences (26%) increases over five years;
- Street crime, pick-pocketing and other theft, have shown substantial five year increases. The increases in pick-pocketing and other theft have continued despite the success of operation Safer Streets, with respective 67% and 43% increases since 1998-9. As has common assault and harassment, larger (probably NCRS-related) increases were seen in 2002-3.

Demand and response

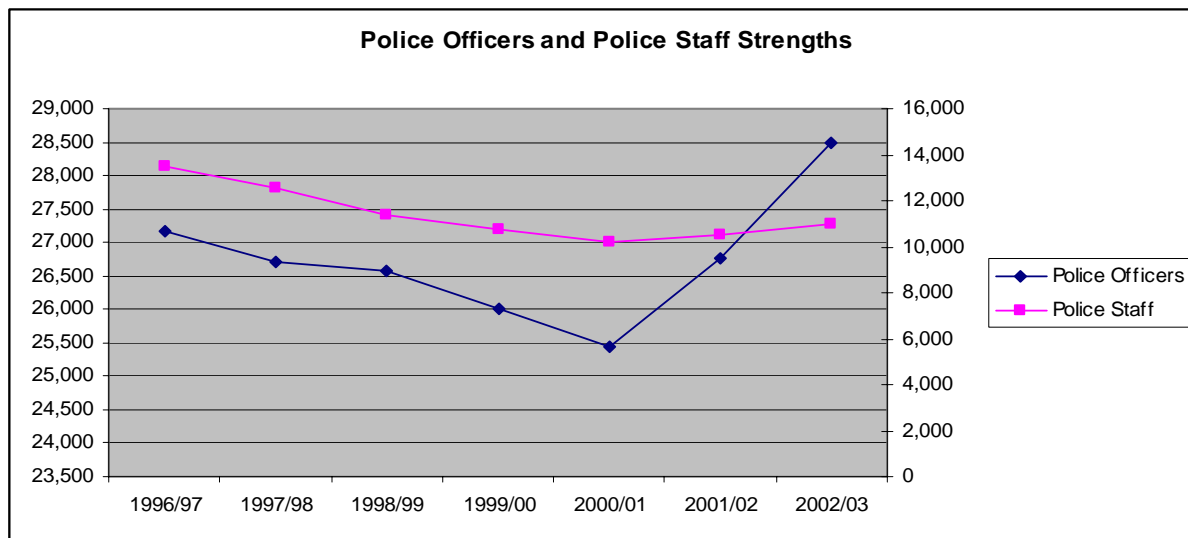
The overall number of CAD incidents recorded has remained fairly stable at just over 3 million incidents a year since 1997-8. However the number of crime calls has increased by 24% whilst traffic, disorder and alarm calls have declined. Following a peak in the number of incidents graded immediate in 2000-01 (over 800,000) the number of immediate calls in 2002-3 had returned to 1997-98 levels (680,000).

Public attitudes

There has been no stable trend in levels of fear of crime over the last five years, with a peak in 2000 at 44% of Londoners fearing crime a great deal / fair amount, and a current level of 41%. Over the last seven years, the proportion of Londoners who feel they can trust the police has increased from 71% to 79%. Similarly, the proportion feeling that the police have a good understanding of the local community has increased from 47% to 53%. However, satisfaction with patrol levels, although stable over the last three years, remains low with only a third of Londoners satisfied with the level of mobile patrols and 15% satisfied with the level of foot patrols.

Current Police Resources

The table below sets out the change in the number of police officers and police staff (formerly civilian staff) in the MPS in recent years.



Police Officers

The number of police officers in the MPS fell from 26,700 in 1997-98 to 25,430 in 2000-01, but has since increased to 28,480 at the end of March 2003 and is on course to reach 29,800 by the end of March 2004. However, this drop in numbers over a four year period, followed by a large recent increase has led to significant increase in the proportion of inexperienced officers and has led to a particular difficulty in appointing to supervisory ranks, especially sergeants.

Police Community Support Officers (PCSOs)

PCSO numbers are on course to reach a target of 1,160 by 31st March 2004. The representation of visible ethnic minority (VEM) and female PCSOs is over target at 35% and 29% respectively.

Police (formerly Civilian) Staff

The number of police staff has also fallen from 13,500 to 10,200 in the period from 1996-97 to 2000-01. This trend has been reversed and has since increased to 10,960 at 31st March 2003. However these changes are smaller, and the total number of police staff has fallen significantly when compared to trends in police officer numbers. Whilst outsourcing of functions has partly contributed to the fall in employed numbers, this effect has been negated by increasing civilianisation initiatives so the net trend in numbers is still in decline.

Efficiency Savings

The MPS is required, along with all other police authorities in England and Wales, to demonstrate a minimum annual 2% efficiency saving which can be a mixture of cash and 'non-cash'. The table below sets out the amount of cash savings reflected in budgets together with non-cash efficiency gains included in annual efficiency plans in recent years and how these have, on average, exceeded Home Office targets.

Financial Year	Revenue Budget	Cash Savings		Non Cashable Savings		Total Savings	
	£m	£m	%	£m	%	£m	%
2004/05*	2,555.1	61.3	2.4	TBA	n/a	n/a	n/a
2003/04	2,411.7	25.8	1.1	22.0	0.9	47.8	2.0
2002/03	2,127.6	60.0	2.8	6.7	0.3	66.7	3.1
2001/02	2,040.1	20.7	1.0	36.5	1.8	57.2	2.8
2000/01	1,842.4	40.0	2.2	22.6	1.2	62.6	3.4
Total & Ave %	10,976.9	207.8	1.9	87.8	1.0	234.3	2.9

* 2004/05 budget still awaits finalisation, figures shown are draft

However, efficiency savings targets expressed and enforced in this fashion have a detrimental effect on the efficiency of police officers. Targets are set as a percentage of total budget, and therefore conflict with the implicit target in recent years of increasing police numbers.

A significant part of the total budget of the MPS represents the costs of police officers. Taken with budgets which are 'fixed' to long term contractual obligations i.e. pensions, debt repayments and outsourced contracts, the remainder or 'reducible budget' is a much smaller number as shown in the table below.

Approximately 50% of the reducible budget is premises, vehicles and operational expenses, which are themselves heavily influenced by the number of police officers so even a standstill position represents a hidden efficiency gain in real terms.

The remaining 50% of the reducible budget represents the cost of police staff. The pressure to reduce this element of expenditure has led to the dramatic reduction in the ratio of police staff to police officers in recent years.

Financial Year	Revenue Budget	Reducible Budget	Cash Savings	Cash Savings as % reducible budget
	£m	£m	£m	%
2004/05*	2,555.1	638.8	61.3	9.6
2003/04	2,411.7	597.3	25.8	4.3
2002/03	2,127.6	443.9	60.0	13.5
2001/02	2,040.1	468.5	20.7	4.4
2000/01	1,842.4	344.5	40.0	11.6
Total & Ave %	10,976.9	2,493.0	207.8	8.3

Cash savings have effectively averaged nearly 7% of the reducible budget for the past five years, and have returned cash savings of in excess of £200m. Cumulative cash savings of in excess of 35% of the reducible budget have been made over this period.

Framework for Improvement

Public Service Agreements

Public Service Agreements define the key improvements that the public can expect from these public resources. Successive Spending Reviews have targeted resources at the Government's priorities, these resources have been matched with reforms and ambitious targets for improvements in key public services have been set: in education, health, transport and criminal justice.

- Reduce crime and the fear of crime; improve performance overall, including by reducing the gap between the highest crime 'Crime and Disorder Reduction Partnership' areas and the best comparable areas; reduce vehicle crime by 30 per cent from 1998-99 to 2004; domestic burglary by 25 per cent from 1998-99 to 2005; and for robbery in the ten Street Crime Initiative areas by 14 per cent from 1999-2000 to 2005;

National Policing Plan 2004–2007

The Home Secretary's National Policing Plan (NPP) provides the framework for local police planning over the next three years, and so straddles the period covered by the 2004 Spending Review. The plan outlines the following priorities and themes for policing:

- Providing a citizen focused service to the public, especially victims and witnesses, which responds to the needs of individuals and communities and inspires confidence in the police particularly amongst ethnic communities
- Tackling anti-social behaviour and disorder
- Continuing to reduce burglary, vehicle crime, robbery, and drug-related crime in line with the Government PSA
- Combating serious and organised crime, both across and within force boundaries
- Narrowing the justice gap by increasing the number of offenders brought to justice
- Community engagement and civil renewal
- Counter terrorism and the threat of terrorism

Towards the Safest City Strategy

The MPS/MPA have developed a strategy called "Towards the Safest City 2003-05". The strategy provides a framework for co-ordinating planning and decision-making across the whole of the Service. The goals and aims form the basis for selection of the priorities and objectives that are published in the annual policing and best value performance plan. In addition, the longer-term direction set by the strategy helps to prioritise the allocation of resources – people, revenue and capital expenditure.

National Intelligence Model (NIM)

The MPS is meeting the challenges set for it by the Government, MPA and public. Volume crime is either down or under control and we are impacting on other specialised crime. The hard work and commitment of the wider police family and partners is starting to achieve the aim of making London the Safest Major City. The work isn't finished and the MPS is now reflecting on where it needs to concentrate its efforts in the future. The National Intelligence Model (NIM) provides an assessment framework for this purpose.

Building the Future Organisation

The MPS polices the UK's capital city, with the largest police service in the country, discharging not only local and capital city, but also national and international functions. Within this context, it must meet the performance and delivery challenges set out in the National Policing Plan, using the goals set by its own Towards the Safest City Strategy. This cannot be achieved without a clear focus on change aimed at improving performance in key areas. The most significant of these directions of change involves taking forward the critical programmes of work necessary to modernise the MPS, in line with the overall public service reform agenda, so that it is fit for purpose into the future and capable of delivering against its objectives. Seven broad

directions of change highlighted in Towards the Safest City are listed below:

Developing Safer Communities

Among other initiatives, the MPS is making a major commitment to the Citizen Focus/Safer Communities dimension of performance through its Step Change Programme and involvement in the National Police Reassurance Project. The former has delivered a very strong business case for growth to 35,000 police officers and PCSOs in order to deliver a ring-fenced additional neighbourhood policing team to 624 locations across every borough in London.

Revitalising the Criminal Justice System

The MPS is investing heavily in improving its own contribution to the criminal justice system, implementing the Criminal Justice Bill and mainstreaming the developments in forensic science which impact on the number of offences brought to justice.

Developing a Professional and Effective Workforce

A particularly significant direction of change is that of workforce modernisation, which has seen the MPS at the forefront of the police reform agenda. The introduction of Police Community Support Officers in large numbers has begun and is critical to meeting public expectations of police visibility and reducing local crime and anti-social behaviour. The MPS recognises the need to develop new thinking about training and development that maximises the skills of a workforce undertaking increasingly complex and diverse roles. Most significantly, it is committed to enriching the mix of the extended police family and includes a programme to civilianise 1,100 police posts over the next three years (dependent on funding) to release police officers back to frontline roles.

Reforming the Delivery of Policing Services

With a history of lack of capital investment, resources are also needed to introduce infrastructure modernisation which brings the organisation's creaking infrastructure up to the specification for the job it needs to do. Programmes of work focus on developing an estate which can actually accommodate its people, is fit for purpose and is driven by operational need; providing an IT infrastructure which can adequately support the volume and complexity of MPS business.

Diversity

The MPS has been at the forefront of commitment to meeting the needs of its diverse communities and improving the diversity of its workforce. This commitment must continue through programmes of change which achieve even greater progress in making the MPS workforce representative of, and therefore closer to, the communities it serves.

Effective use of science and technology

In less than a year the MPS will introduce C3i, its new-generation command, control and communications system. This is the largest communications project in the country and sits alongside the introduction of Airwave. It is not simply, however, an IT and infrastructure project: it brings with it a requirement to modernise police operations, improving the ways in which policing is planned, carried out and managed. The MPS recognises C3i as a significant opportunity to focus operational officers and staff more effectively on activity which improves public safety and reduces crime.

Communication

At the heart of what the MPS needs to do to effect these changes in performance lies effective communication with the public and its own staff. The MPS needs to ensure that its staff understand and can commit to reform, growth and performance improvement. All this must be based on effective communication with and listening to communities and all MPS stakeholders, so that services are shaped to meet their needs and make London safer.

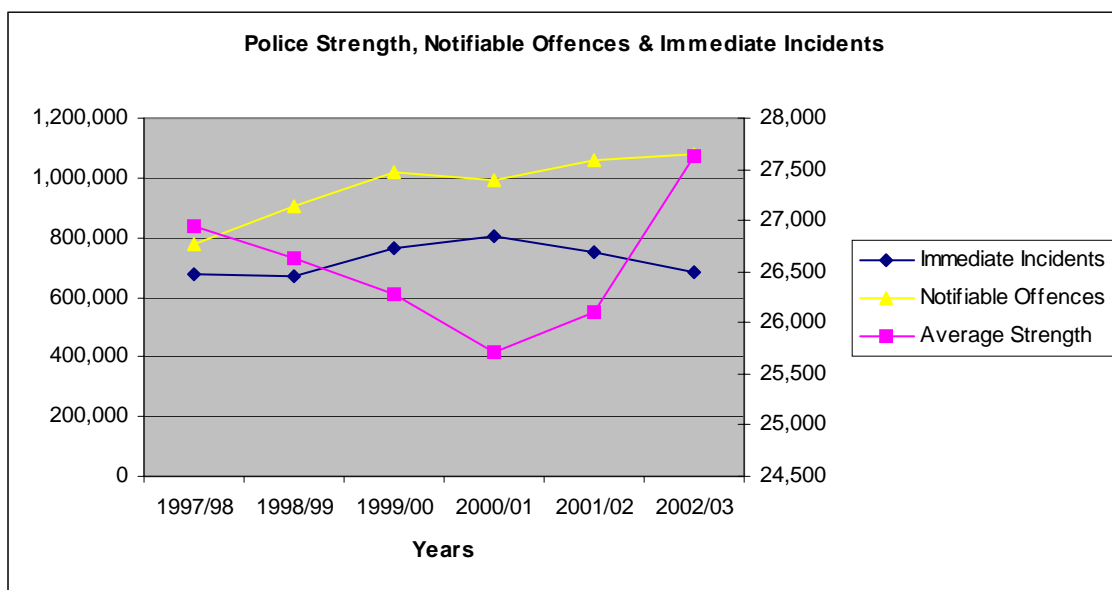
The Case for Growth in Police Resources

This part of the SR2004 submission document sets out the major programmes and initiatives that were described in summary within the Framework for Improvement. These are:

- The Step Change Programme
- Re-assurance Policing
- Revitalising the Criminal Justice System
- Serious and Organised Crime
- Counter Terrorism

The MPS Step Change Programme

MPS resources have not been maintained at a level that is commensurate with its workload. The table below shows that total notifiable offences have steadily increased over recent years whilst police numbers have reduced, and only recently recovered.



It is not just in its response to reported offences and emergency calls that the MPS has come under pressure. The events of 11 September 2001, has led to a significant increase in counter-terrorism activity. Additionally there have been significant efforts to respond to growing serious and organised crime and an unprecedented increase in street crime.

The initial judgement is that an increase in numbers towards 35,000 police officers and police community support officers (PCSOs) is required to meet the strategic objectives of Towards the Safest City. The work being undertaken to develop the vision of and plan for this increase in officer numbers is known as the Step Change Programme.

Civilianisation Programmes

This case for growth in police officers has determined the increased number of officers that are needed over the medium term. However this is the 'gross' increase in police officers, and reflects the expansion required in operational teams to deliver community-based policing, complementary and other police officer growth.

Civilianisation programmes are being linked to the Step Change Programme. In this way the officers released by civilianisation programmes will reduce the number of new police officers required to a 'net' figure.

The Cycle of Reinvention

History has repeatedly demonstrated that at times of pressure to respond to emergency calls and crime reduction targets, it is local community policing that suffers. Yet it is police 'on the beat', dealing with local community problems and concerns, that the public in London consistently express a desire to see. In the past, attempts to introduce neighbourhood policing and sector policing initiatives could not be sustained in the MPS because they were resourced from existing police numbers.

Diagram 2 – The 'Cycle of Re-invention'



Experience of breaking the Re-invention Cycle

Learning from experiences around the world, the following table describes two Cities approaches to implementing Neighbourhood Policing. Whilst both had strong leadership and commitment, and early political support, one failed and the other succeeded.

Edmonton	Chicago
<ul style="list-style-type: none"> Implemented neighbourhood policing by dismantling crime squads and reducing response and detective teams Priorities for them set locally Strong political support 1995 Priority and highlighted crime types increase Negative media followed by political pressure Changed back to squads; enhanced response and detective teams; dismantled neighbourhood teams Crime figures went down but anti-social behaviour increased Lack of visible police led to public confidence concerns They are now reinventing neighbourhood policing 	<ul style="list-style-type: none"> Introduced 'CAPS' (Chicago Alternative Policing Strategy), introduced with a 10% increase in police strength Neighbourhood officers in teams assigned to permanent beats Priorities for them set locally Strong political support 1995 Performance improves Community satisfaction improves Feeling of safety improves Continues today Seen as policing good practice

The difference is in the police numbers – an increase of 10% to invest in neighbourhoods:

2003 – Chicago 4.8 officers per 1000 population

2003 - Metropolitan Police 3.8 officers per 1000 population

(This does not include counter terrorism, protection and security officers within Specialist Operations as these are responsibilities that do not fall to Chicago PD.)

The residents of London have available 21% less police officers than the residents of Chicago.

Re-assurance Policing

The basic proposition of reassurance policing is that fear of crime is a social problem that can be successfully tackled if the Police embark on a programme of community engagement with communities, partners and other agencies to work together and employ appropriate techniques.

The roots of MPS reassurance policing can be found in the Signal crimes theory which suggests exposure to a signal crime (a criminal incident that is interpreted by members of the public as a warning signal about their level of security) causes the person to reconfigure their beliefs or actions in some way, as a reflection of the increased risk that they perceive themselves to be subject to. Further to this reassurance policing groundwork can be found in the Chicago Alternate Policing Strategy (CAPS) 1993, Wilson and Kelling's 1982 'Broken Window' theory, early development of Ward based 'Pathfinder' sites in the MPS and Surrey Police.

The MPS is the key partner in the National Reassurance Policing Programme. The concept is not fixed but in a process of evolution and refinement, developing effectiveness as more evidence from research programmes and practical projects/best practice models become available. Pilot sites are currently operating in the Boroughs of; Bexley, Enfield, Merton and Kensington & Chelsea. The performance aims of Re-assurance Policing are:

- Improved sense of security for the public
- Improved confidence in policing
- Reduction in Anti-Social Behaviour (ASB) / Quality Of Life (QOL) offences
- Increase in social capital and citizenship

This is essential to the well-being both of communities and of the individuals who comprise them. Building and maintaining strong communities does not happen by accident. The collective effort of all in the community is necessary if we are to achieve the goal of reduced crime and community safety and cohesion. This is a common endeavour and depends on a common commitment.

'What success looks like' in terms of Reassurance Policing can be summarised in five elements;

- Public confidence in choices and solutions
- Visible control
- A targeted, intelligence-led approach
- Joint action
- Dedicated ring-fenced resources

Revitalising the Criminal Justice System

The MPS has the vision of creating a strong and seamless prosecution team co-located with the CPS. In partnership with them and others the aim is to create prosecution standards that are an international benchmark in criminal justice. This will be done by working towards shared objectives set against common performance measures with demonstrable outcomes.

This approach will deliver an increased number of crimes brought to justice, more right first time outcomes, better fairness in the service to victims, witnesses and defendants thus producing just results and greater public confidence in the criminal justice system.

Intention of Operation Emerald.

- Improve case paper preparation.
- Improved accountability.
- Effective warrants process and system.

Key actions and innovations.

- Case Progression Units are currently being rolled out across the MPS. These entail a duty CPS prosecutor at the point of charge.
- Victim and Witness Support Units are currently being established across the MPS. This will be completed June 2004 and will enhance victim and witness care. This is supported by a Victim and Witness protocol between ourselves and the London Criminal Justice Board CPS, Crown and Magistrates Courts, Probation Service, Victim Support Scheme and the Prison Service. Each agency has agreed their areas of responsibility. This will soon be ratified.
- The introduction of a system prioritising warrants relating to persistent offenders has seen a 29% reduction of outstanding persistent offender warrants since 1st April 2003 to a current 1148 and well towards being under a 1000 target by 31st March 2004

Serious and Organised Crime

Reducing availability and supply of Class A drugs in London

Currently there is a large intelligence gap around the 'middle market'. This is exemplified by the number of drug offenders operating in areas other than where they reside. This level of mobility means that they may be missed at the local and national level. Class A drug abuse and trafficking has an adverse impact across London in terms of economic costs, related criminal markets and activities. Research has established that there is a good correlation between drugs offences and sex market offences, acquisitive crime, street crime, motor vehicle crime, burglary, handling stolen goods and deprivation index scores. Intelligence gaps and lack of focus on 'Middle Market' Class A drugs activity will lead to criminal organisations and individuals continuing to exploit the shortcoming.

To combat this area of offending the MPS propose the creation of a dedicated task force to tackle middle market (or level 2) Class A drugs crime.

Action is also required to tackle the growth in nationally / ethnically – based organised crime groups. These groups operate across London and present a significant threat to communities. There are global organised crime networks dealing in drugs, the sex trade, fraud, human trafficking, theft of high value prestige vehicles and other crime. They have links with and undermine our communities in London. These networks span Asia, Western Balkans, West Africa, Russia, Europe and Eastern Europe. Their developing links with London has resulted in some cases in gang rivalry, violence and the increased use of firearms.

To combat this increasing threat The MPS advocates the creation of Operation Trident type units to tackle crime in vulnerable communities. These would comprise intelligence cells supported by proactive units working in partnership with other agencies and the communities themselves.

Counter Terrorism

Targeting London

In terms of the terrorism, targeting the London area provides a world stage upon which a terrorist attack is guaranteed high significance and extensive publicity. The recurring acts of terrorism in the capital in recent years is evidence of this attraction. International terrorist acts have taken place in London since 1969 and Irish extremist attacks since 1973. London has a plethora of potential targets for terrorist activity and the concentration of such targets in London, including those of other countries (such as the USA and Israel), means that security of the Capital is, and remains, the highest priority of the Metropolitan Police Service;

London's 'capital' characteristics relate to Royal, Parliamentary political, economic, official, military and security locations. There is also a very large diplomatic community with Embassies, Consulates and official residencies spread across London. Further the headquarters of twenty-nine international organisations are based in London. American official and economic representation is extensive throughout the London area with over 2000 US companies located in the city.

Economically London is the centre of the nation's transport infrastructure comprising two international airports, several railway termini, an extensive underground system and the termini for many bus and coach operators. In August this year a credible threat led to the suspension of British airways flights between London and Saudi Arabia. There is a history of terrorist attack aimed at transport targets in London including Heathrow Airport and many railway locations.

International Dimension

It is clear from the intentions and actions of international terrorists that symbolic, economic and military venues present particular vulnerabilities. This includes locations that may be relatively lightly defended but nevertheless provide the symbolic impact terrorists seek.

The targeting intentions of Al Qa'ida and associated groups are underlined in a series of broadcasts and tapes that target a range of nations. In addition to the U.K. USA and Israel references continue to be made to Egypt, Bahrain, Jordan, Kuwait, Yemen, Qatar, Morocco, Nigeria and Saudi Arabia. Attacks have been conducted either in several of these countries or aimed at these countries' interests overseas.

The threat from international and Irish terrorism continues to be real and current. The "uniqueness" and symbolism of the Capital means that is an inevitable aspirational target for terrorist activity. The policing activity necessary to deny this target to the terrorist requires continual vigilance and the deployment of enhanced and increased resources to counter the terrorist threat. A threat that is likely to remain for the foreseeable future.

Cross Cutting Themes

Discussion with the Home Office (Crime Reduction and Community Safety Group – CT Directorate) has provided the platform to bid for additional counter terrorism funding over the SR2004 timeframe.

The information has been provided separately to the Home Office in a format that details linkages to 'Contest' the National Counter Terrorism strategy.

Resource Needs over the Medium Term

Protecting the Base

The resource base of the Metropolitan Police has improved substantially since 2000, but this has to be seen against a significant decline over the previous five years. The expansion in officer numbers and the more efficient deployment of overall resources is now producing results in the form of improved performance. It is essential that this enhanced resource base is secured to provide the platform for further gains in policing performance. Maintaining the status quo itself requires financial investment over the SR2004 period, which must be properly reflected in spending plans and grant distribution.

The MPA's medium term financial plan to 2007/08 demonstrates the cost of standing still. Even without any provision for growth in police officer or PCSO numbers there is a projected increase of 15.2% in net expenditure between 2004/05 and 2007/08.

Some of these costs are particular to the Metropolitan Police but most are consistent with the information on 'protecting the base' being presented by the Association of Police Authorities (APA)/Association of Chief Police Officers (ACPO) submission to SR2004. They therefore support and substantiate the argument that the national provision for police resources must first secure existing service levels. However there are funding issues which are specific to the MPA/MPS which are also relevant to our ability to support current activity without an undue burden falling on the London council taxpayer.

First, the treatment of specific grants in the recent settlement for 2004/05 raises concerns. In principle a reduction on specific grants would be welcomed provided it is accompanied by a commensurate increase in general grant funding.

Secondly, it is essential that the costing and funding of the MPS's national and international, and capital city functions are transparent, and that the one matches the other. This relates most obviously to the special payment but also the other relevant funding sources for dedicated security posts and counter terrorism. The available evidence suggests that the costs and funding were broadly in balance in 2002/03. However growing pressures and demands in this area coupled with restrictions around government funding imply that this position might not be sustained in the future.

Finally, but most importantly, the MPA is anxious that London secures the full benefit of the revised grant allocation formula as soon as possible. Under the previous formula the capital suffered progressive grant reductions from 1995, such that, when the Authority was established in 2000 the Metropolitan Police share of formula-distributed grant had fallen by some £175 million. With the introduction of a revised formula in 2003/04 the effect of floors and ceilings was to limit the MPA's allocation to a figure £27 million less than its entitlement under the formula. That shortfall has increased to £56 million in 2004/05.

Efficiency Savings

As part of the general drive to improve service delivery within the MPS/MPA, a future year cash efficiency target of £30m per annum has been set.

Asset confiscation – Drugs and Proceeds of crime

The MPS has seized £7.3m out of £16.0m nationally (45%) under the Proceeds of Crime Act. In partnership with other law enforcement agencies the MPS is increasing its capacity to engage in cash seizures and asset confiscation and is seeking to retain a greater percentage of the amounts retrieved. In turn, this could be re-invested to build further capacity that will support further action to tackle organised drug crime.

Summary Resource Needs

A summary of the resource needs over the Medium Term described in this section is set out in the following table.

Summary of MPS/MPS Resource Needs over the Medium Term

	2004/05 £000	2005/06 £000	2006/07 £000	2007/08 £000
<u>Medium Term Plan</u>				
Property Services	21,300	22,401	20,836	20,836
Directorate of Information - excluding C3i programme	24,600	26,000	24,500	24,500
Transport Services	16,550	13,850	14,875	14,875
Other Plant & Equipment	200	300	300	300
Directorate of Information - C3i Programme	73,763	14,664	5,224	0
Sub-total Medium Term Plan	136,413	77,215	65,735	60,511
<u>Step Change Programme</u>				
Transport Services	219	2,760	1,198	1,029
Property Services	13,801	34,590	35,649	36,552
Directorate of Information	8,497	5,616	4,638	6,150
Commercial Services	282	0	0	0
Total Step Change Capital Costs	22,799	42,966	41,485	43,731
<u>Counter Terrorism</u>				
Considered Minimum Additional Spending	913	0	0	0
Longer Term Investment	0	5,444	0	0
Sub-total Counter Terrorism	913	5,444	0	0
Total Capital Expenditure	160,125	125,625	107,220	104,242
<u>Medium Term Plan</u>				
Base Budget	2,411,687	2,528,478	2,683,146	2,813,222
Inflation and other Price Changes	130,684	122,323	100,617	92,635
Developing Safer Communities	3,259	2,109	6,906	9,282
Re-vitalising the Criminal Justice System	1,702	298	0	0
Developing a Professional and Effective Workforce	20,245	6,610	5,500	3,425
Reforming the Delivery of Police Services	20,814	18,548	16,262	-7,335
Securing the Capital against Terrorism	1,400	-1,400	0	1,499
Community Engagement and Civil Renewal	0	1,030	791	0
Efficiency and other savings	-61,313	5,150	0	0
Sub-total Medium Term Plan	2,528,478	2,683,146	2,813,222	2,912,728
<u>Step Change Programme</u>				
Officer Growth & Civilianisation	15,884	69,109	132,106	196,557
Infrastructure & Support Services	9,909	32,004	50,834	71,136
Total Officer & 'Step Change'	25,792	101,113	182,940	267,693
Capital Financing Charges	855	3,321	6,488	9,684
Sub-total Step Change Programme	26,647	104,434	189,428	277,377
<u>Counter Terrorism</u>				
Considered Minimum Additional Spending	47,548	87,097	126,646	166,195
Longer Term Investment	0	118,767	229,915	341,063
Sub-total Counter Terrorism	47,548	205,864	356,561	507,258
Future Efficiency Savings target	0	-30,000	-60,000	-90,000
Total Net Revenue Expenditure	2,602,673	2,963,444	3,299,211	3,607,363
<i>percentage increase</i>	7.9	13.9	11.3	9.3

NB Revenue figures are cumulative