



**Metropolitan Police Authority**  
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Sally Hamwee  
Chair, Budget Committee  
London Assembly  
City Hall  
The Queen's Walk  
London SE1 2AA

Dear Sally

**London Assembly Budget Committee - Safer Neighbourhoods**

I am writing in response to your letter of 21<sup>st</sup> November, requesting further information on Safer Neighbourhoods. Our response is as follows:

**1a) Public Attitude Survey (PAS) data**

The Public Attitude Survey measures Londoners' perceptions of policing, identifies their priorities and experiences and has taken place since 1983. This survey merges information on people's experiences of crime, anti social behaviour and contact with police through a clearer structure of questions that enable a steer to action, to challenge the problems people face in their local areas.

The report in Appendix 1 provides detailed analysis of the PAS over the last year.

**b) Do the questions in the PAS vary each quarter?**

A very small number of questions vary by quarter to ensure the survey is responsive to particular issues as they arise. However the bulk of the survey has remained unchanged since April 05/06, and the questions reported here have not changed at all.

**c) How many respondents are there per ward?**

PAS findings are not reported at ward level, as sample sizes are insufficient. An equal (250 per year) number of interviews take place in each of the 32

London boroughs and these are unclustered throughout the borough. The number of interviews per ward will therefore primarily reflect the number of addresses there are in each ward, within each borough. Reflecting this, the number of achieved interviews per ward varied between 15 and 1 in the last quarter.

The separate Safer Neighbourhoods Survey (SNS), conducted annually since 05/06, has a sample of 400 per ward – but is only conducted in a small number of wards in London. The SNS is currently being analysed as part of the MPS research to identify evidence on best practice in delivering SN.

**d) How is it ensured that the PAS is reflective of Londoners?**

Since Q1 2005/06 the PAS has used the most respected method of survey sampling. Random probability sampling ensuring that all Londoners aged 15 and over living in private households have an equal chance of selection for participation in the PAS. However, levels of contact with the selected individuals and agreement to participate rates vary for different sub-sets of the population. Therefore a sophisticated weighting procedure is employed to ensure that the final sample is representative of the London population according to age, ethnicity and gender. This is a very similar procedure to that adopted in the prestigious British Crime Survey.

**How does the total number of respondents in say the most recent PAS break down by :**

- age
- gender
- ethnicity
- all three combined (i.e. what was the gender breakdown *within* each ethnic group and how did male and female respondents breakdown within ethnic group by age band)?

As above – please also see tables 2 and 3 in appendix 3.

**e) How much variation was there in these characteristics of the total sample across wards?**

The PAS is not capable of producing findings at ward level. The smallest geographic area for which PAS findings are available are boroughs. A weighting strategy is applied to each borough's data to ensure the borough sample is representative of the borough level population – so variations in demographic characteristics across boroughs reflect actual variations.

**f) Please give costs of conducting the PAS each quarter.**

Approximately 51K excluding VAT.

Turning now to your question regarding supporting resources for Safer Neighbourhoods Teams. I find this a difficult question to answer without being more specific. Safer Neighbourhoods is a major change programme and a new style of policing that requires new types of training, new types of support and new types of engagement. All of this requires specialist support in terms of academic research, analytical support and review mechanisms, not to mention the internal cultural changes that are necessary. In short, the MPA and the MPS are constantly reviewing the resources that are necessary to deliver this Programme and it is therefore not possible to answer this question in more detail at this time, especially as the teams are not fully staffed until 31st December 2006. However, if you have a question in relation to specific supporting resources then I would be glad to assist you further.

Yours sincerely,

**Len Duvall AM, OBE**  
**Chair of the Metropolitan Police Authority**

cc Assistant Commissioner Tim Godwin, Metropolitan Police Service

## 1. Introduction

- 1.1 This report highlights key findings of the 2005/6 MPS Public Attitude Survey<sup>1</sup> and informs the drive for improvement in the MPS. The survey asks Londoners about a variety of issues related to their experiences and perceptions of crime and policing.
- 1.2 Enhancing Londoners' experiences of policing is a key priority of the MPS, named in its corporate strategy under the umbrella of 'citizen focus'. The information in this report is based on data for the full year 2005/6, where a total of 7685 Londoners were asked about how they felt about policing in London.
- 1.3 Broadly, the survey shows that while different people have different experiences of policing in London, overall confidence in London's police is getting better.
- 1.4 People have different ideas about what drives confidence and satisfaction in policing. This survey finds that people's experiences of crime and anti-social behaviour, plus what they learn from their family and friends' experiences, influences the way they make judgments about local policing in London.
- 1.5 Confidence and satisfaction in policing in London are critical for the delivery of democratic policing<sup>2</sup> and a safer London. Three key strategic issues related to the increasing confidence and satisfaction frame this report. These are key elements in understanding what drives Londoners' confidence and satisfaction in policing.
  - People's perceptions of safety, disorder and the likelihood of terrorism in their local area;
  - Positive attitudes toward police, their relationship with the community, and their reliability to deal with issues that matter locally; and
  - Knowledge about what police are doing, seeing police doing it, and its relationship to information about policing in London as a whole and locally.

## 2. Comparing 2004/5 MPS Public Attitude Survey with 2005/6

- 2.1 Below presents the PAS proxy measures for the Statutory Performance Indicators (SPIs) set by the Home Office, measured nationally by the British Crime Survey (BCS).<sup>3</sup> The BCS is a largely similar survey to the PAS, but is not precisely comparable. The SPIs for which proxy measures are reported here are:

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<sup>1</sup> The PAS sampling methodology and questionnaire were changed between 2004/05 and 2005/06, to bring it in line with the BCS. It is not possible to quantify the impact of this change, but it may have compromised some of the trends. Unless otherwise stated, all reported percentages exclude don't know responses from the base of all questions, for consistency with the British Crime Survey. Changes between quarters, where the question was asked of the full sample, will generally be statistically significant where they are greater or less than 2%. Changes between annual estimates on the full sample, will generally be statistically significant where they are greater or less than 1%. By statistically significant we mean there is only a 5% chance that they are spurious.

<sup>2</sup> Sir Ian Blair, Dimbleby lecture, 2005.

<sup>3</sup> A further two BCS SPI measures - prevalence of household and personal crime - are not reported here as the methodologies used in measuring victimisation differ considerably.

- Confidence in local policing, from the Citizen Focus domain of Policing Performance Assessment Framework, Home Office;
- Assessment of the levels of what people experience as problems affecting quality of life in their local area - anti-social behaviour and drug use/selling in local area, similar to questions from the Quality of Life domain of PPAF
- Assessments of the levels of worry about burglary, violence and car crime – also from the Quality of Life domain in PPAF.

PAS Proxies for Home Office SPIs measured for PPAF by the British Crime Survey <sup>1</sup>	PAS 04.05	PAS 05.06
People who say they are worried about high levels of anti-social behaviour	N/A <sup>2</sup>	12%
People who say drugs (selling and using) is a problem in their area	N/A <sup>2</sup>	19%
People who say they are very <sup>3</sup> worried about burglary	(Quarter 4 only) 12% <sup>4</sup>	13%
People who have a high level of worry <sup>5</sup> about car crime	(Quarter 4 only) 13% <sup>4</sup>	15%
People who have a high level of worry <sup>6</sup> about violence	(Quarter 4 only) 14% <sup>4</sup>	16%
Confidence <sup>7</sup> in police	(Full year) 52%	58%

Notes:

1 These questions have the same wording as that used by the Home Office British Crime Survey.

2 These questions were not asked in PAS 2004/5.

3 The BCS measure uses the results from the category of respondents who are 'very' worried about burglary.

4 These questions were introduced in Quarter 4 2004/5.

5 The BCS measure combines levels of worry about having your car stolen and having things stolen from your car. The overall measure is indicative of a high level of worry about car crime. This measure is based only on those who have owned or had regular use of a motor vehicle in the last 12 months.

6 The BCS measure combines levels of worry about mugging, rape, physical attack by a stranger and racially motivated assault. The overall measure is indicative of a high level of worry about violence.

7 Confidence is the proportion of the public saying the police in their area do an excellent or good job.

### 3. Confidence and satisfaction: Key outcomes of democratic policing

**3.1 Confidence with policing as a public service is a prospective assessment.** It is linked with the trust people place in policing as a public service. It is measured in the PAS by looking at how Londoners feel about how well police perform in London as a whole, as well as how they feel about policing in their local area. The standard question used in the PAS is worded the same as the British Crime Survey measure for PPAF: **'Taking everything into account, how good a job do you think the police In Your Local Area are doing?'** The PAS also asks **'Taking everything into account, how good a job do you think the police in LONDON As a Whole are doing?'**

**3.2 Confidence in policing in London as a whole increased last year.** 64 percent of Londoners felt that police in London are doing a good or excellent job, up from 53% in 2004/5. This increase is mainly attributable to the very high levels of support from the public in the period of July – September, rising to a level of 72%, immediately following the incidents.

**3.3 Confidence in policing in local areas also increased.** In 2005/6, 58% of Londoners said police were doing a good or excellent job, an increase from 52% in 2004/5. The level of confidence in local policing, rising to 62% in the second quarter, was also boosted following the terrorist incidents of July 2005.

**3.4** Overall, levels of confidence are similar for men and women. Confidence levels appear to drop in middle age (35-64), though the 65+ age group show the same levels of confidence as the younger age groups. In line with national (BCS) findings, Asians express the highest levels of confidence in policing. Londoners describing themselves as 'mixed race' had the lowest levels of confidence.

**3.5** The diagram (Appendix 1) shows the key drivers<sup>4</sup> common to confidence locally and across London. Respondents who report being confident in their local policing and in policing in London are more likely to say they

- Live in areas **without** problems with noisy neighbours, teenagers hanging around or gangs;
- Worry about a terrorist attack in London;
- Agree that police can be relied upon to be there when they are needed, deal with minor crime, understand the issues affecting the community and are dealing with them;
- Feel that they know what police are doing, see police doing it, and feel that police manage community relations well.

**3.6** The relationship of Londoners' assessments of confidence in local policing and in policing in London differs from the national picture in that confidence in policing in London as a whole is higher than that in local policing. Typically in the public sector, local public services are held in higher esteem by the public than the general service. For instance, people are generally more confident in their local hospital than in the NHS. The MORI poll<sup>5</sup> commissioned on behalf of the OCJR (2003) found that people expressed higher confidence in local policing than in policing across England and Wales. We suggest that one explanation for the different relationship in the judgment of confidence may lie in the strength of the brand 'Scotland Yard', which has greater esteem for the public in London than their local police. The strength of this brand, we further suggest,

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<sup>4</sup> Drivers were calculated using logistic regression, a multivariate statistical technique that predicts the outcome of a dependent variable with two possible outcomes, in this case whether or not the police do an excellent/good job and, whether or not people are satisfied with neighbourhood policing. Logistic regression allows the assessment of which of the independent variables are related to the dependent variable when the influence of all other variables under consideration are taken into account. The drivers are based on data from the full year Public Attitude Survey 2005/06.

<sup>5</sup> MORI on behalf of the Office of Criminal Justice Reform, 2003.

impacts people's assessments of the MPS and their expectations of it at the local level. This finding is worth exploring further in the future.

**3.7 Satisfaction with local policing as a public service is a retrospective assessment.** It is linked to the way people feel about the service they have received or might receive.

**3.8 Londoners' satisfaction with the way their neighbourhood is policed increased in 2005/6 to 63%, an increase from 54% in 2004/5.**

3.9 Key drivers of local satisfaction (see Appendix 2) and local confidence differ from those driving confidence in London and local policing. Respondents who are more likely to say they are satisfied with local policing and are confident in it

- Feel safe walking in their neighbourhood in the past week;
- Worry about terrorist attack in their local area;
- Agree that police can be relied upon to be there when they are needed, deal with minor crime, understand the issues affecting the community and are dealing with them;
- Feel that the police are helpful, and have good relations with the community; and
- Feel that the levels of policing is broadly 'about right';
- However, worry about crime, anti-social behaviour and burglary locally detracts from confidence and satisfaction of Londoners with local policing.

3.10 Londoners are more likely to base their perceptions of worry about crime or anti-social behaviour on their personal experience, the experience of someone they know or what they have seen in the area.

3.11 Twice as many Londoners say they base their worry about crime on personal experiences than from the media. Two out of three Londoners say that their concern about anti social behaviour is based on what they see and experience, as opposed to what they learn in the media.

## **4 What does this mean for the MPS?**

4.1 Market segmentation analysis enables us to look at Londoners through a different lens. Rather than cluster the respondents by age, gender and ethnicity, we tried to explore different ways of looking at the public in order to think differently about use of and expectations of the police.

4.2 Using the pool of respondents to the survey, we explored the usefulness of clustering people into four broad categories:

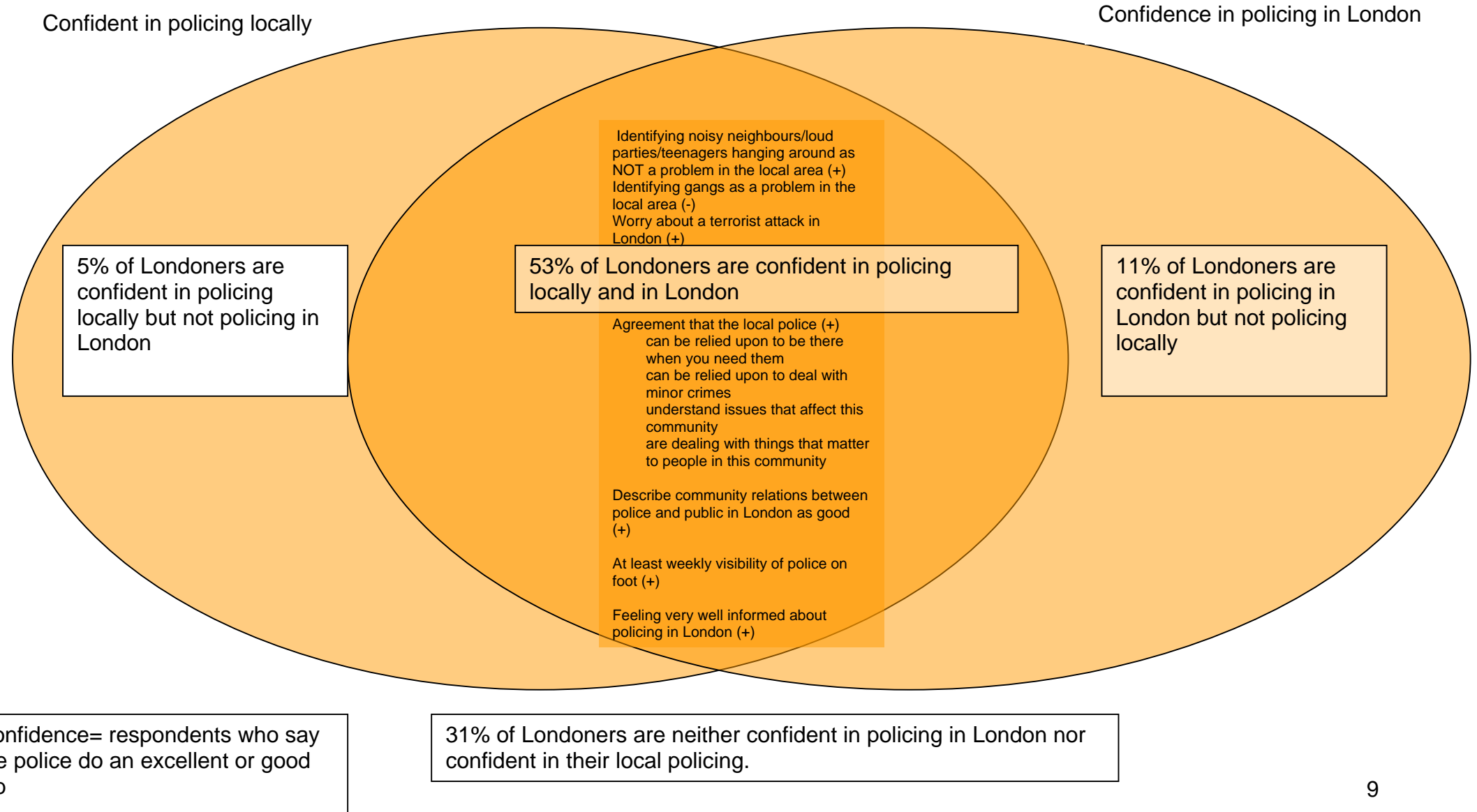
- The Supporters make up nearly one in three of the respondents. They have low levels of police contact. This group are the most satisfied and the most confident in thinking that the police are doing a good job.

- The Contents, around one quarter of the respondents, have levels of police contact similar to the supporters, but are unsure about how often they see police patrolling in their area and are less satisfied than the above group.
- The Needy, again around a quarter of the respondents, have higher levels of contact with the police, have high expectations and feel poorly served. This group has the lowest satisfaction with policing.
- The Undemanding, about a fifth of the respondents, have lower expectations of the police, but are as vulnerable as the Needy. The lower expectations, we believe, means that this group expresses a high level of satisfaction with policing despite their vulnerability.

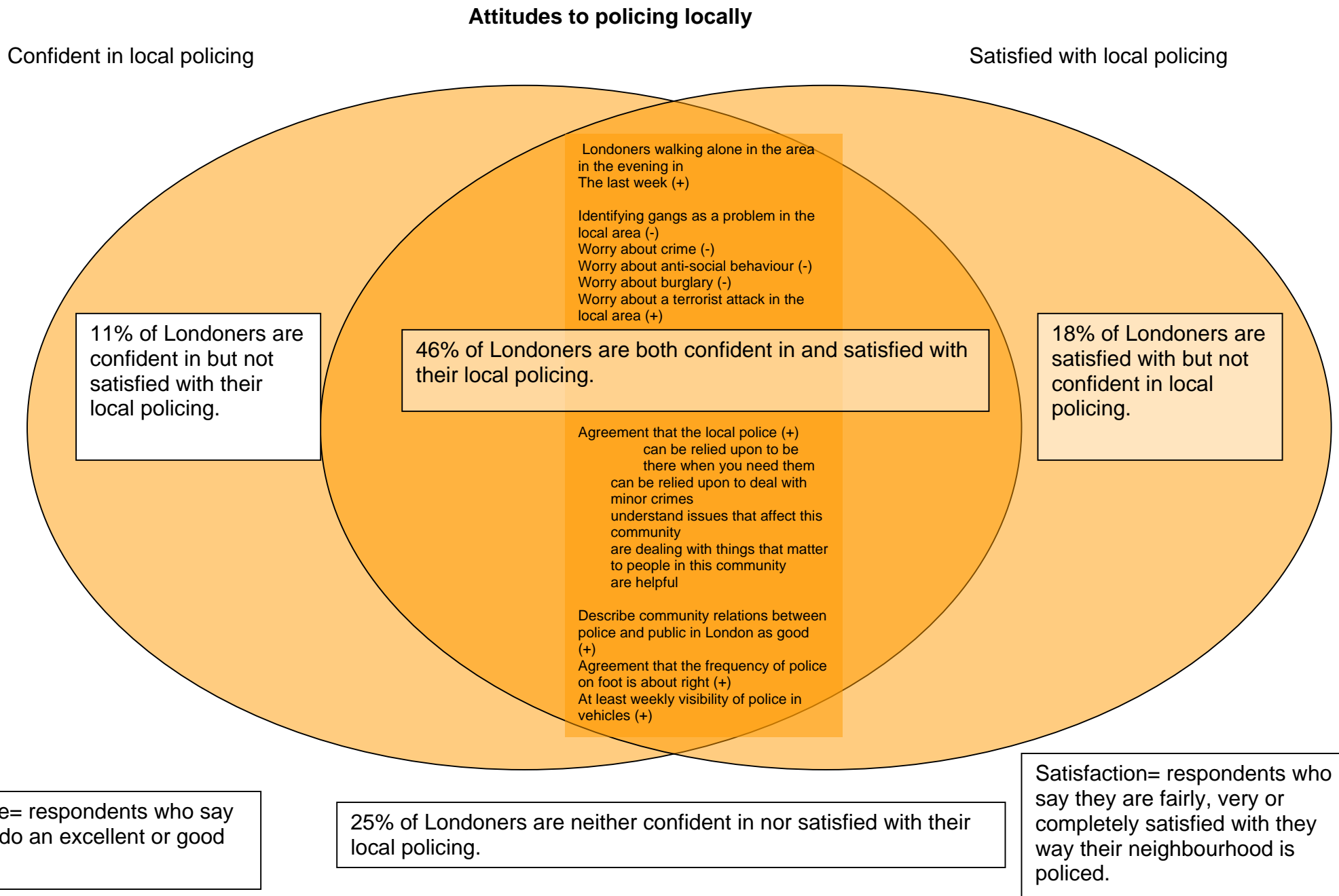
4.3 This above grouping (for detail, see Appendix 3) could be applied in thinking about how to use the findings about the satisfaction and confidence in policing in London to target improvement. The analysis shows that the proportions of these groups do vary considerably from borough to borough. The London boroughs with the highest proportion of Supporters are Wandsworth (56%), Newham (53%), and Harrow (50%). Hackney has the lowest proportion of Supporters (7%), and the highest proportion of the Needy (61%).



## Appendix 1 Confidence in policing locally and in London



## Appendix 2



## Appendix 3

### LOCATING PUBLIC DEMANDS FOR POLICING: A MARKET SEGMENTATION APPROACH (Catriona Mirrlees-Black, April 2006)

This note outlines a classification of the London public according to their perceptions and requirements of the Metropolitan police. Four 'clusters' or 'types' of people were identified: Supporters, Contents, Needy and the Undemanding (Table 1).<sup>6</sup>

#### The typology

Most numerous are the 'Supporters', making up 31% of respondents. This group are the most satisfied and the most confident that the police are doing a good job. They judge all elements of policing as important and are content with the Met's performance in all respects. Nearly half think policing in their area will improve next year. They tend to believe that they personally would be treated fairly and with respect if they have contact with the police. However, they are relatively unlikely to have actually had contact: 11% in the previous year, compared to 18% of all Londoners. They are also less likely to recall being a victim of crime in the previous year (7% vs. 13%). Overall, 86% of this group are satisfied with policing in their local area.

A quarter of Londoners have been termed the 'Contents'. Their levels of victimisation and police contact are similar to Supporters (i.e. low), but their ratings of police performance are not nearly so high. Generally speaking they do not express strong opinions on any matter. Their disinterest is reflected in the quarter who are unsure how often they see officers patrolling in their area. Overall 63% of Contents are satisfied with policing in their local area.

At the other end of the scale are the 'Needy'. A quarter of Londoners could be so classified. These people feel particularly vulnerable, have high expectations of the police, but say they are poorly served. They have high levels of victimisation; they worry about crime and anti-social behaviour; and, they also have high levels of contact with the police. This is the group who are most critical of current police performance, and encompass the most pessimistic Londoners who expect to see a worsening in policing in their local area next year. Overall, just 26% of this group say they are satisfied with policing in their local area.

The 'Undemanding' group have equally high rates of victimisation as the 'Needy' and have similar levels of contact with the police, but (nevertheless!) remain reasonably content with police performance. They do not perceive policing activities to be so important as do the other groups. Arguably, despite their vulnerability to crime, their expectations for policing are lower, and their satisfaction levels are therefore in line with the average for London. This group make up a fifth of Londoners. Overall, 62% say they are satisfied with policing in their local area.

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<sup>6</sup> Respondents to the 2000/05 Public Attitude Survey were grouped using two-step clustering according to their responses to questions on:

- worry about crime and disorder
- confidence and satisfaction with policing locally, and across London
- perceptions of police community relations, and police behaviour
- relative importance of police activities and ratings of performance
- how well informed they are about local policing activity

## Typology profiles

What is surprising about this typology is that it does not follow any particular socio-demographic profile. While there are differences in the make-up of each group, the similarities are more striking than the differences. Each of the four types is to be seen across all sex, age and ethnicity groups (Tables 2 and 3).

There is, however, considerable variation geographically (Table 4). The London boroughs with the highest proportion of Supporters are Wandsworth (56%), Newham (53%) and Harrow (50%). Hackney has the lowest proportion of Supporters (7%), and the highest proportion of Needy (61%). A lack of Supporters does not, however, necessarily mean a preponderance of the Needy. For instance, three-quarter of Brent residents are either Contents (53%) or Undemanding (24%): few are Supporters (14%) or Needy (9%).

## Next steps

Recognising this typology could assist the Met deliver improved levels of satisfaction and confidence. The following considers the impact that Safer Neighbourhoods could have:

- Supporters: not much room for improvement, but may require some work to maintain perceptions. Safer Neighbourhoods could take on this role. However, it might be worth considering whether these views are 'realistic' and could be undermined by too much information.
- Contents: the aim here should be to them turn into 'Supporters'. Increasing police visibility and providing more information about local policing might achieve this. They need to be encouraged to think actively about what local policing is achieving in their area. Safer Neighbourhoods could, therefore, have an important impact with this group.
- Needy: considerable room for improvement, but likely to be resource intensive to achieve. Two-pronged strategy required, firstly tackling crime and anti-social behaviour and secondly improving police 'service' by increasing visibility and quality of contact. Safer Neighbourhoods has a role here, but wider police service also likely to be influential. Citizen focus and volume crime reduction key strategies for this group.
- Undemanding: it may not be realistic to increase satisfaction in this group, but it is important to halt any move into the Needy group. Maintaining information provision, improving visibility and providing a quality service will be key here.

Other research questions to be addressed:

- How can group membership be identified in practice?
- Is membership of the typology changing over time?
- If so, how is membership changing: is there more movement between Supporters and Contents than between Needy and Undemanding?
- How do each group respond to different methods of engagement?

**Table 1: Attitudes and experience by typology (Source: 2005/06 PAS)**

	<b>Supporters</b>	<b>Contents</b>	<b>Needy</b>	<b>Undemanding</b>	<b>All</b>
	%	%	%	%	%
Fairly, very or completely satisfied with local policing	86	68	28	62	63
Police are doing good/excellent job in this area	81	61	23	59	58
Police area doing good/excellent job in London	83	65	39	61	64
See foot/bicycle patrols at least daily (includes don't knows)	26	10	8	11	14
Don't see foot/bicycle patrols often enough (base=all)	41	44	78	59	54
Contact with police in last 12 months	11	11	27	27	18
Victim of crime in last 12 months	7	7	20	19	13
Very / fairly worried about crime	22	25	58	39	34
Very / fairly worried about anti-social behaviour	22	26	60	37	35
Very / fairly important to know local police officer	82	87	91	85	86
Feel very/fairly well informed about local policing	47	35	32	53	41

**Table 2: Age sex groups, by typology membership (Source: PAS 05/06)**

	<b>Supporters</b>	<b>Contents</b>	<b>Needy</b>	<b>Undemanding</b>	<b>All</b>
Male 15 to 24	34	24	21	21	100
Male 25 to 34	35	27	18	20	100
Male 35 to 64	32	20	27	21	100
Male 65+	35	26	23	17	100
Female 15 to 24	30	33	21	17	100
Female 25 to 34	27	33	23	16	100
Female 35 to 64	31	21	30	18	100
Female 65+	27	33	23	17	100
All	31	26	25	19	100

**Table 3: Ethnic groupings by typology membership (Source: PAS 0506)**

	<b>Supporters</b>	<b>Contents</b>	<b>Needy</b>	<b>Undemanding</b>	<b>All</b>
White	31	24	26	19	100
Mixed	24	31	21	25	100
Asian	37	26	19	17	100
Black	34	28	21	17	100
Other	19	40	25	16	100
All	31	26	25	19	100

**Table 4: Proportion of borough residents in each typology group (Source: 2005/06 PAS)**

<b>Percentage:</b>	<b>Supporters</b>	<b>Contents</b>	<b>Needy</b>	<b>Undemanding</b>
1 Barking and Dagenham	25	16	51	8
2 Barnet	27	24	29	20
3 Bexley	48	21	22	8
4 Brent	14	53	9	24
5 Bromley	34	34	24	9
6 Camden	22	31	10	37
7 Croydon	20	23	41	16
8 Ealing	18	17	35	31
9 Enfield	23	18	34	25
10 Greenwich	33	11	44	13
11 Hackney	7	18	61	15
12 Hammersmith and Fulham	38	17	13	32
13 Haringey	42	26	11	21
14 Harrow	50	20	16	14
15 Havering	33	11	38	18
16 Hillingdon	18	31	21	30
17 Hounslow	16	22	18	44
18 Islington	19	31	9	40
19 Kensington and Chelsea	33	41	9	17
20 Kingston upon Thames	46	19	19	15
21 Lambeth	37	42	13	8
22 Lewisham	29	46	16	9
23 Merton	27	10	47	16
24 Newham	53	14	19	13
25 Redbridge	33	18	41	8
26 Richmond upon Thames	42	14	33	11
27 Southwark	47	12	30	12
28 Sutton	37	24	34	5
29 Tower Hamlets	21	52	14	14
30 Waltham Forest	30	15	14	41
31 Wandsworth	56	24	13	7
32 Westminster	30	48	6	16
	31	26	25	19