National Policing Plan 2005-08
Safer, Stronger Communities
PRESENTED TO PARLIAMENT BY THE SECRETARY OF STATE FOR THE HOME DEPARTMENT IN ACCORDANCE WITH SECTION 1 OF THE POLICE REFORM ACT 2002

NOVEMBER 2004
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This third National Policing Plan sets the national framework for policing over the next three years. It should be read in the context of the White Paper, Building Communities, Beating Crime: A better police service for the 21st century which we launched on 9th November and which sets out a far-reaching programme for police reform. We want to build on what we have already achieved and both the White Paper and the plan are, themselves, part of the wider programme set out in the Home Office Strategic Plan. All three place the law-abiding citizen at the heart of the service provided by the police. They are also about helping the police to do their job better and freeing them from bureaucratic burdens. This plan is my opportunity, as Home Secretary, to set out the key priorities for delivering local policing in the community.

The core role of the police is to prevent and reduce crime and anti-social behaviour. Working together, we will be building on substantial achievements over recent years – crime is down 30% since 1997, the chance of being a victim of crime is at the lowest level for over 20 years, fear of crime and experience of anti-social behaviour are falling. This Government is committed to providing the police with the resources and powers that they need to continue to deliver the best possible service to their communities. Funding for the police has risen by 30% in cash terms over the last three years and police strength is at record levels. 140,000 police officers are supported by over 4,000 community support officers – created in the previous phase of police reform – and nearly 68,000 police staff. Recent legislation has expanded and updated police powers to tackle the problems that concern people most. For example, effective use of powers to crack down on the misuse of fireworks has substantially reduced the problem this year and measures in the Anti-Social Behaviour Act have given the police powers that are being used across the country to deal effectively with crack houses.

This National Policing Plan lays out the five key priorities that should guide the work of the police service. It also sets them in the context of the over-arching importance of counter-terrorism and of community engagement. We have worked closely with the police service and other stakeholders to develop a more strategic and focused plan this year, which allows for genuine local flexibility. It is for police forces and Basic Command Units, working with their community and local partners, to determine local priorities and how these will be tackled.

Building on recent achievements will, of course, be the job of the men and women of the police service – police officers, community support officers and police staff. They do a difficult and demanding job and I am deeply grateful to them for their professionalism, hard work and commitment. I am setting the national framework within which they can continue to work together with police authorities, local government and local people to build safer and more secure communities for all of us.

Rt Hon David Blunkett MP
Home Secretary
Vision
1.1 The Government’s vision, set out in the Home Office Strategic Plan 2004-08, is of a police service which puts the law-abiding citizen at the heart of all it does, while working in partnership to create and maintain secure and confident communities. That requires the creation of a culture for policing which can tackle crime successfully from local, to national and international level. This National Policing Plan – the third to be published – sets out how, during 2005-08, the Government wishes to see policing in England and Wales achieve that vision.

Priorities
1.2 The Home Secretary’s key priorities for the police service for 2005-08 have taken account of the Association of Chief Police Officers’ (ACPO) National Strategic Assessment (see 2.4 – 2.5). That Assessment, and this Plan, set the framework for policing in England and Wales against which forces and authorities should undertake their planning. Set out below are the Government’s five priorities for policing at a national level. The Government expects them all to be reflected in plans at local and force level. The reduction of crime and the provision of a citizen-focused police service should both be addressed by all forces and authorities in keeping with the reform proposals set out in Building Communities, Beating Crime: A better police service for the 21st century. It is for individual forces and authorities to determine the weight to be given to the other priorities in their area on the basis of local needs. It is also open to individual forces and authorities to add any other priorities which reflect substantial public concerns in their area.

1.3 Counter-terrorism is an overarching imperative though, inevitably, of a somewhat different nature given that it has greater implications for some forces, most obviously the Metropolitan Police, than for others. Nevertheless, the Government, working with ACPO, expects all forces to engage in this vital area to the full extent necessary as part of the national endeavour. Paragraphs 3.57 to 3.60 reflect the key elements which the Government and ACPO expect to be in place across the United Kingdom to counter the terrorist threat.

1.4 The five key priorities are to:

- reduce overall crime – including violent and drug-related crime – in line with the Government’s Public Service Agreements (PSAs);
- provide a citizen-focused police service which responds to the needs of communities and individuals, especially victims and witnesses, and inspires public confidence in the police, particularly among minority ethnic communities;
- take action with partners to increase sanction detection rates and target prolific and other priority offenders;
- reduce people’s concerns about crime, and anti-social behaviour and disorder; and
- combat serious and organised crime, within and across force boundaries.

1 Confident Communities in a Secure Britain (July 2004, Cm 6287) www.homeoffice.gov.uk
2 November 2004, Cm 6360 www.policereform.gov.uk
1.5 The Home Office Strategic Plan 2004-08 described in detail the Home Office strategy for reducing crime, drug abuse and insecurity. It also set out the Home Office’s seven PSA targets for 2005-06 to 2007-08, including bringing more offences to justice which requires an improvement in sanction detections. The new targets are simpler (with many fewer sub-targets), higher level and firmly focused on overall outcomes, leaving more flexibility for frontline services to respond to local needs and priorities. The targets should also allow for greater consistency in locally-set targets agreed between police forces and authorities, Crime and Disorder Reduction Partnerships (CDRPs), Drug Action Teams, Local Criminal Justice Boards (LCJBs) and other key delivery partners. *Building Communities, Beating Crime* describes the building blocks for a reformed police service able to achieve these outcomes.

1.6 The rest of this Plan puts forward, in more detail, the Government’s views on the delivery of the key priority areas set out above. In doing so, the Government is seeking to guide, but not to constrain, the freedom of action for forces and authorities to deliver these priorities in accordance with the needs and circumstances of their own areas.

1.7 Chapter Five of this Plan sets out the level of resources which the Government has made available to the police service. Clearly, and despite the very substantial real term increases in resources which the Government has made available to the police service since 1997, the implementation of this Plan will be dependent in part on the resources available to the service. That is why, in the Government’s view, it is important to set out clearly, as this Plan does, the priorities on which the Government wishes forces and authorities to focus their resources of every kind.
Progress since November 2003

2.1 Much has been achieved since the last National Policing Plan was published in November 2003. The Home Office Strategic Plan and the White Paper, Building Communities, Beating Crime: A better police service for the 21st century, highlight the main successes. Annex A sets out achievements against key milestones for 2004-05 and Annex B summarises future milestones for 2005-08.

2.2 The Government’s programme of reform is having a substantial impact on policing in England and Wales. Police numbers have grown by nearly 6,000 since March 2003 and now stand at almost 140,000 – an unprecedented level. There are also more police staff than ever before, along with nearly 4,000 community support officers – more than two and a half times the number 18 months ago – who are providing an increasing, visible reassurance on our streets. Crime has continued to fall over the past year with the British Crime Survey recording a fall of 30% since 1997. The chances of being a victim of crime are at their lowest level since the British Crime Survey began in 1981 and people are becoming less afraid of crime. Police performance, supported by the work in the Police Standards Unit and Her Majesty’s Inspectorate of Constabulary (HMIC) in particular, has improved across almost all areas over the last two years.

2.3 Against this background, this chapter sets out some of the key developments of which police forces and authorities need to be aware in drawing up their plans for policing at local and force level.

National Strategic Assessment

2.4 ACPO’s National Strategic Assessment3 was based on all 52 United Kingdom police forces’ strategic assessments using the National Intelligence Model. It identified the main issues throughout the United Kingdom and established a comprehensive picture of the current, emerging and longer-term priorities.

2.5 The National Policing Plan is used in the development of local and strategic plans, which link into force strategic assessments. These assessments are used to construct the annual National Strategic Assessment, which in turn provides the evidence to inform the subsequent National Policing Plan. The synergy between the National Strategic Assessment and National Policing Plan is mirrored at local level by the relationship between force strategic assessments and local policing plans (see figure 1). This annual cycle provides the national framework for forces and authorities to plan locally, by enabling local priorities to be reflected at a national level.

Figure 1

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3 Synopsis at www.acpo.police.uk
National Policing Improvement Agency

2.6 Building Communities, Beating Crime outlines the Government’s intention to establish a National Policing Improvement Agency with the principal objective of embedding a culture of self-improvement across the service. It will help to ensure that the police service functions coherently at a national level by promoting and enabling joint action and, where necessary, having the power to require action. The Agency will work with forces to benefit local communities.

2.7 The Agency will be tasked with delivering a small number of critical objectives, which will be set by the Home Secretary, in consultation with ACPO, the Association of Police Authorities (APA) and other stakeholders and presented in future National Policing Plans.

2.8 An important driver behind the Agency is rationalisation and reducing the bureaucracy of the national framework. As Building Communities, Beating Crime explained, the Agency will rationalise the existing plethora of national bodies which are concerned, in one way or another, with delivering improved policing outcomes. So a key undertaking for Centrex, the National Centre for Policing Excellence, and the Police Information Technology Organisation will be to work cooperatively towards the establishment of an effective new single Agency. Similarly, parts of the Home Office concerned with policing and ACPO’s policy making function will be involved in discussions which are intended to see these functions migrate into the same Agency structure. At the same time, the Government is clear that HMIC’s inspection function and the monitoring and intensive support functions of the Police Standards Unit will sit outside the Agency.

2.9 An interim Chief Executive will be appointed in the first quarter of 2005-06 and full-scale implementation of the Agency will occur by 2006-07. A tripartite programme team, reporting to a national programme board, is currently being set up to develop these objectives into a deliverable plan. Priorities for the Agency’s initial work in 2005-06 are likely to cover:
- neighbourhood policing implementation;
- tackling criminality across forces; and
- ensuring coherence in implementing Bichard.

2.10 The work of the Agency will also make an important underpinning contribution to the efficiency and leadership agendas. We also look to the Agency to enhance the investigative capability of forces in support of the wider drive to improve sanction detection rates.

National Intelligence Model

2.11 The National Intelligence Model has become a cornerstone of policing in England and Wales and all forces have now reached the minimum standards for compliance with the Model, as approved by ACPO. The Government will ensure that the Model is fully embedded by:
- continuing action on development plans previously agreed with forces; and
- issuing a Code of Practice to be published shortly to ensure that observance of the principles and standards for implementation of the Model results in a programme of continuous development.

2.12 The National Intelligence Model is relevant to all involved in tackling crime, disorder and community safety. It should be used by CDRPs as part of their audit and strategic planning process and by Drug Action Teams to inform their strategies.

2.13 The National Intelligence Model should be integrated into performance planning to ensure that the control strategy forms the basis of all activity and planning for the forthcoming financial year. The Police Standards Unit’s guide Managing Police Performance (September 2004) provides a practical example of how one force is implementing integrated performance planning.

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4 Paragraphs 5.42 to 5.55.
**Bichard Report**

2.14 To ensure that communities are confident in the service received from the police, the Government expects that forces and authorities will adopt key national systems, unless there are overwhelming reasons for not doing so. The Bichard Inquiry Report highlighted the need for clear and enforceable national standards and the IT systems to support them. Following the Bichard Report, and to support the important work to protect children, the Government is committed to:

- introducing a statutory Code of Practice on police information management by the end of 2004. Revised guidance on the management and sharing of police information will be developed to support the Code of Practice. This will take account of the legal framework relating to human rights, data protection and freedom of information requirements;
- implementing an interim version of the Police Local Cross-Check system (PLX) in early 2005, which will flag where information is held about someone by particular police forces;
- implementing a national IT system for handling and sharing police intelligence by 2007;
- a comprehensive overhaul of existing vetting procedures; and
- developing more integrated and consistent arrangements for checking the suitability of those wishing to work with children.

2.15 Effective policing is about collecting, recording, analysing and sharing information on a consistent basis. One broader lesson from the Bichard Report is that Government, forces and authorities must work together to ensure that consistent national standards in infrastructure can and will be adopted throughout England and Wales.

**Partnership**

2.16 Effective partnership working, supported by the links which the police have developed via CDRPs and LCJBs, is crucial to reducing crime and disorder, reducing the misuse of drugs and responding to local communities’ needs, including crime prevention initiatives. Local government is also key to delivering greater community safety. Neighbourhood policing extends partnerships beyond the statutory agencies and voluntary groups to bring in members of the community themselves. Confidence in the police and criminal justice system as a whole, and victim and witness satisfaction, is driven by the success of these local partnerships. *Building Communities, Beating Crime* announced that the Government will formally review the provisions of the Crime and Disorder Act 1998 and report its findings in early 2005. Following the Review, a wider community safety strategy will be published later in 2005.

2.17 Police authorities have statutory responsibilities for setting local policing priorities based on consultation with local communities and their chief officers. Police authorities also have statutory responsibilities to set local targets in policing plans for both national and local policing priorities. From April 2005, police authorities’ strategic plans and local CDRP strategies will cover the same three-year period. It is important that this opportunity is taken to ensure coherence between local policing strategies and plans and CDRP strategies, particularly in relation to crime reduction. Given their responsibilities for setting local policing targets, and their membership of local partnerships, police authorities will have a key role, working with their chief officers, to ensure that the crime reduction targets set in local partnership strategies and in wider force level policing plans are deliverable and sensibly complement one another.

2.18 Target-setting should ideally be a bottom-up process so that communities have local ownership of targets. Police authorities, chief officers and local CDRPs will want to consider carefully their proposed targets for crime reduction bearing in mind the need to meet the overall national PSA 1 target to reduce crime by 15% and more in high crime areas by 2007-08.

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5 Published 22 June 2004

6 Paragraph 5.95
2.19 Government Offices for the Regions have an important part to play in the process by which authorities and partnerships identify the targets which they should be aiming to achieve, particularly in high crime areas. Police authorities and chief officers will also want to work closely with their LCJBs to ensure that local policing plans and local criminal justice plans are coherent and reinforce one another, particularly in relation to the PSA target on bringing more offences to justice and the new PSA target on reassurance and confidence.

2.20 Another important development to take into account in local policing plans is the impact of the Children Act 2004 which places a new duty on chief officers and police authorities to ensure that they have regard to the need to safeguard and promote the welfare of children. This duty will come into effect in April 2005. The Act will also give statutory force to the engagement of the police and other agencies in local arrangements for improving the wellbeing of children through children’s trust arrangements. The police will be core members of Local Safeguarding Children Boards when these are established in April 2006 and will have a duty to engage in local arrangements to promote the wellbeing of children from April 2005.

Local Area Agreements

2.21 Widely based Local Area Agreements are to be piloted in a total of twenty-one local authority areas across all nine English regions. Agreements to deliver agreed outcomes will be struck by local partners brought together under Local Strategic Partnerships. These outcomes will cover children and young people; safer and stronger communities; and healthier communities and older people. The Welsh Assembly has launched a similar Public Services Project for the 22 unitary authorities in Wales.

2.22 Police forces and authorities in the pilot local authority areas should illustrate in their local strategic and annual plans how they will contribute to their Local Area Agreements. Those forces and authorities outside the pilot areas should give thought to how they might prepare for possible further roll-out of Local Area Agreements from 2006 and how lessons emerging from the pilots might be applied.

Safer and Stronger Communities Fund and the Basic Command Unit Fund

2.23 The Safer and Stronger Communities Fund will bring together Home Office funding streams on building safer communities and anti-social behaviour with the Office of the Deputy Prime Minister’s funding streams on wardens, neighbourhood management, community empowerment and liveability. Individual allocations to an area from each of these funding streams will be made in accordance with Government priorities. The Fund will be rolled out across all local authorities in England from April 2005, but because so much expenditure is committed, it will not operate fully as a flexible fund until 2006-07. It will be a minimum of £210m, £220m and £230 for the years 2005-06, 2006-07 and 2007-08 respectively.

2.24 The Basic Command Unit Fund will continue in 2005-06. Funding of £50m will be available. Guidance on the use of this fund is being amended to encourage pooling of resources with money from the Safer and Stronger Communities Fund.

7 Further information on pilot areas for Local Area Agreements can be found at www.odpm.gov.uk
3.1 Chapter One set out the Government’s five key priorities for policing, and the related outcomes which the Government wants to achieve during 2005-08. This chapter sets out for each of the five priorities the key programmes and developments which forces and authorities should take into account at local level and according to local circumstances. It also sets out the issues to be taken into account in determining how forces and authorities should support the national counter-terrorism imperative.

Reduce overall crime – including violent and drug-related crime – in line with the Government’s Public Service Agreements

3.2 The new PSA target from April 2005 is to reduce crime by 15% from 2002-03 to 2007-08, and by more in high-crime areas. The target will be measured by the British Crime Survey and will include violent crimes and criminal damage. This broader target will give police forces and authorities, together with their communities and partners, greater flexibility to target the crimes that are of most pressing local concern and which collectively can achieve the Government’s PSA target. This is complemented by the PSA target to reduce harm caused by illegal drugs. Tackling drugs is key to reducing crime and the police and their partners are central to the Drug Intervention Programme.

3.3 The new target requires that crime be reduced by more than 15% in 40 high-crime areas. The Home Office and Government Offices will work closely with police forces and authorities, and with their CDRP partners, to help them to bring crime down faster than the national average in these areas.

3.4 Many police forces already have and are implementing well-developed strategies for tackling vehicle crime, burglary and robbery. Together these, and other theft, comprise almost 60% of overall British Crime Survey crime. Much progress has been made, with the latest British Crime Survey showing reductions of 30% or more in both vehicle crime and burglary since 1999. It is essential that the numbers of these crimes continue to decline and police forces and authorities should continue to focus on them in their local policing plans.

3.5 Since the launch of the Street Crime Initiative in 2002, robbery levels in the ten street crime police force areas have declined by 24%. Targeted, intelligence-led policing of local hotspots and proactive police work with criminal justice partners, as well as those in education and health, to ensure that robbery is prioritised have contributed to this success. Pressure on street crime needs to continue into 2005-06 and beyond to maintain the success achieved so far through the Street Crime Initiative.

3.6 In order to meet the new PSA target to reduce overall crime by 15%, forces and authorities will have to continue to focus on volume crime. But other crime types are now included in the new target and strategies for tackling some of these crimes may not be so well developed. Forces and authorities should include in their local policing plans strategies for tackling crime that rest on a

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8 Metropolitan Police, West Midlands, West Yorkshire, Greater Manchester, Merseyside, Avon and Somerset, South Yorkshire, Nottinghamshire, Thames Valley and Lancashire.
thorough analysis of local problems, even where the crime types may not be covered by the British Crime Survey. This analysis will include an understanding of how existing work to reduce robbery, burglary and vehicle crime can help to achieve the overall target.

**Use of technology**

3.7 Investment in DNA has led to the National DNA Database holding nearly four times as many suspect profiles as it did in April 2000. The Forensic Integration Strategy – part of the Police Science and Technology Strategy – will build on this success and draw together a wide range of organisational, procedural and technological developments to improve the value of science and technology to the police reform process. Furthermore, forces will be able to share and co-ordinate better their use of science and technology through the use of the Police Technology Database.

3.8 Another example of a successful application of technology is the Automatic Number Plate Recognition (ANPR) pilot which between June 2003 and June 2004 produced 13,499 arrests. Tracking a sample of arrests found that the average police officer employed on ANPR would contribute approximately 31 offences brought to justice which is over three times the rate for conventional policing.

3.9 The Police Standards Unit is continuing its work with forces to drive forward the use of the National Automated Fingerprint Identification System, ensuring that it is used more effectively. Forces need to look at the data and be aware of areas where improvements are necessary. The Police Standards Unit is also working on a more efficient framework for immediate and direct dissemination of up-to-date performance data for forensic science activity.

**Violent crime**

3.10 The British Crime Survey shows that violent crime has fallen by 36% from a peak in 1995. Recorded violent crime rose by 12% last year. While this is mainly due to the impact of the National Crime Recording Standards and increased reporting, violent crime, including areas of growing public concern such as knife related crime, is a priority for action over the next three years. The Home Office announced in October a Tackling Violent Crime Programme, centred on tackling alcohol-fuelled violence and extending to other key issues, such as domestic violence (which accounts for 16% of British Crime Survey violence), sexual offences, gun crime and hate crime. It will focus on those Basic Command Units and CDRPs with the largest proportion of more serious violence and build on the success of the Summer 2004 Alcohol Misuse Enforcement campaign. Whilst parts of the country have major violent crime issues, others will have a lower incidence, but given the high media profile of violent crime, public concern may be widespread.

3.11 The Home Office looks to the police service and its partners to ensure that:

- appropriate forces engage with the Tackling Violent Crime Programme and work with Government Offices to ensure its benefits are sustained;
- all forces use the learning from the Alcohol Misuse Enforcement Campaign and continue to build on the successes of this campaign. Alcohol is a key driver of nearly half of violent crime and tackling alcohol-fuelled violence is key to making real change;
- all Basic Command Units work with their CDRPs to ensure that clear plans are set for tackling violent crime locally, particularly those aspects of greatest local concern, including fear of violent crime, and with full involvement from relevant local agencies and community groups;
- these plans include strategies for tackling gun crime and the drug crime which frequently drives a local gun culture and significantly impacts fear of violent crime; and
- their contributions take full account of the Home Office/ACPO/National Centre for Policing Excellence sponsored guidance on domestic violence and of the measures in the Domestic

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9 See also Building Communities, Beating Crime – page 35
Violence, Crime and Victims Act which will improve the ability of forces to respond to domestic violence appropriately by making common assault an arrestable offence and criminalising the breach of non-molestation orders.

**Gun crime**

3.12 Gun crime remains rare but where it is more prevalent it causes serious damage to communities and alarms the wider public. Provisional figures published in October\(^{10}\) show an increase of 3% in gun crime offences in the twelve months to June 2004 compared to the same period to June 2003. Although offences involving the use of handguns fell by 10% in that period, those involving use of imitations and replicas increased by 35%.

3.13 ACPO, in partnership with the Home Office and HMIC, is driving forward the improved police response to gun crime. Police forces and authorities should continue to improve intelligence collection and to reduce the incidence of gun crime based on local assessments using the National Intelligence Model. They should work to reduce the supply of guns and improve detection rates, particularly in those areas of the country that have seen an increase in the levels of gun crime or that may be especially vulnerable to it. Police forces should also place emphasis on the enforcement of provisions introduced in January 2004 making the carrying of replica firearms and air weapons in public an arrestable offence. The new mandatory minimum sentence of five years for unlawful possession of an illegal firearm is taking effect and underlining the serious nature of these offences.

3.14 The police service and their partners can also help to support and encourage local communities to build their resistance to gun crime. Such work can enhance community confidence in the police service and should be developed further. Police forces and authorities should ensure that their local policing plans take appropriate account of the need to tackle gun crime and describe the action being taken to do so.

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**Alcohol and drug related crime**

3.15 The British Crime Survey shows that almost half of violent crime is alcohol-related. Alcohol-fuelled crime and disorder are particularly manifested in the night-time drinking culture in town and city centres where they often involve anti-social behaviour related to underage drinking. The Alcohol Harm Reduction Strategy for England\(^{11}\) made recommendations for tackling the harms associated with alcohol misuse.

3.16 Basic Command Units should work with CDRPs to ensure that alcohol-related crime is integrated into their next round of audits and strategies. Good practice from the Alcohol Misuse Enforcement Campaign should be built upon and forces should engage in frequent repeat campaigns. All forces need to make full use of existing powers as well as the provisions in the Licensing Act 2003 to curb binge and under-age drinking and other problems associated with the night-time economy. The Business Improvement Districts, currently being piloted by the Office of the Deputy Prime Minister, provide an opportunity for forces to work with local businesses. They may also provide opportunities for additional resources to be made available for policing and other measures aimed at tackling alcohol-related crime and disorder.

3.17 The objectives of the Government’s Drug Interventions Programme are to direct drug-misusing offenders out of crime and into treatment. In the Basic Command Units with the highest levels of acquisitive crime, drug testing at charge should continue for those people charged with a trigger offence. With key partners the police should ensure that those testing positive for a Class A drug, or other high-risk drug users, receive treatment and support. The approaches to both the Drug Interventions Programme and the Prolific and Other Priority Offenders Strategy should be integrated so that drug-related prolific offending is reduced and individuals diverted into treatment, rehabilitation and support.

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\(^{10}\) [www.homeoffice.gov.uk/rds/recordedcrime1.html](http://www.homeoffice.gov.uk/rds/recordedcrime1.html)

\(^{11}\) Published in March 2004
3.18 The police should continue to target the supply and availability of drugs by bearing down on all points in the supply chain, at street level, at middle-market level and above. This will involve systematically tackling gun crime, street dealing, premises used to sell and consume drugs, and nuisance and anti-social behaviour which are often associated with drug supply and which causes great concern to communities.

3.19 Forces and authorities should describe in their local policing plans how they will address alcohol and drug-related crime in their communities.

**Provide a citizen-focused police service which responds to the needs of communities and individuals, especially victims and witnesses, and inspires public confidence in the police, particularly among minority ethnic communities.**

**Citizen focus**

3.20 Citizen-focused policing is about putting the law-abiding citizen first, so that decisions are taken and services are designed with the involvement of the public to ensure their needs as citizens are met. A citizen-focused approach will improve public reassurance and confidence in the police and increase satisfaction amongst those who come into contact with the police service, especially victims and witnesses. There are five key strands which are covered in more detail in *Building Communities, Beating Crime*:

- improving the experience of policing for those who come into contact with the police, including victims and witnesses;
- neighbourhood policing;
- effective engagement with the public;
- a real say for the public in how they are policed and a statutory minimum requirement for what information each household can expect to receive on local policing; and
- organisational and cultural change to bring about increasingly responsive services where feedback from frontline staff and the public is used to continuously improve them.

3.21 From April 2005, the new PSA 2 is to reassure the public, to reduce the fear of crime and anti-social behaviour and to build confidence in the criminal justice system. It will include a specific target to increase the number of people who think the police in their area do a good or excellent job. This will be measured by the British Crime Survey and will continue to be reflected in the Policing Performance Assessment Framework alongside measures on the satisfaction of those who come into contact with the police.

3.22 Local policing plans should set out the actions to be taken to improve the citizen focus of policing services and their evidence base, taking account of the views of local citizens, the application of effective practice elsewhere to their own circumstances and any relevant guidance issued. Forces and authorities should demonstrate in their policing plans a long-term and sustainable commitment to improve the citizen focus of the force, and include:

- local targets to increase customer satisfaction, public confidence and feelings of public safety that reflect the priorities of their communities and the measures in the Policing Performance Assessment Framework. Forces and authorities should, as a minimum, aim to achieve a statistically significant improvement on the baseline year (2004-05) over a three-year period;
- specific areas of service delivery targeted for improvement, how they relate to public priorities and how success will be measured;
- actions to improve the citizen focus of their force, including how staff at every level will be held accountable and how progress will be monitored;
- development of mechanisms for greater understanding of and responsiveness to communities and ongoing engagement with communities. Police authorities will be
responsible for ensuring the community is fully engaged\(^\text{13}\) and options for doing so will include the proposals for community advocacy and triggers for local action as set out in *Building Communities, Beating Crime*\(^\text{14}\); and

- an outline for implementation of the Quality of Service Commitment developed in partnership with ACPO. Implementation plans setting out how the force will comply with the Commitment by November 2006 should be in place by April 2005. Further guidance will be provided by January 2005.

3.23 Work to increase the satisfaction of victims and witnesses will have a significant impact on the PSA targets relating to confidence in the criminal justice system and offences brought to justice. PSA 2 contains a specific measure of victim and witness satisfaction. Increasing the levels of satisfaction with the police is pivotal to the overall achievement of this target. LCJBs also have an important role in co-ordinating the performance of criminal justice system agencies and ensuring that all agencies work together to provide better services to victims and witnesses. *Increasing Victims’ and Witnesses’ Satisfaction with the Criminal Justice System: delivering a high quality service*\(^\text{15}\) was published in October 2004 and set out priorities for the police and other criminal justice agencies in order to increase victim and witness satisfaction in advance of the forthcoming Victims Code of Practice.

**Neighbourhood policing**

3.24 The Home Office Strategic Plan\(^\text{16}\) makes a major commitment to new investment to strengthen neighbourhood policing. This is not just about police resources and maintaining officer numbers but is also about the use of partnership working to mobilise additional resources locally, including local businesses, voluntary and community groups. *Building Communities, Beating Crime*\(^\text{17}\) sets out the features of an effective neighbourhood policing approach with an emphasis on the differing needs of inner city, urban and rural communities.

3.25 Neighbourhood policing will require the development of a supportive infrastructure, not just an understanding of tactics. Joint guidance on neighbourhood policing will be produced in consultation with ACPO, the APA and the National Centre for Policing Excellence in Spring 2005.

3.26 The Neighbourhood Policing Fund will provide the funding for the recruitment of a total of 20,000 new community support officers by the end of March 2008, to allow new neighbourhood policing teams to be introduced in every police force. *Building Communities, Beating Crime*\(^\text{18}\) describes how the fund will operate and the benefits the Government expects from this investment. Forces and authorities will be invited to put forward proposals setting out how they will implement neighbourhood policing, including making greater use of community support officers, to achieve agreed outcomes. Forces will commit to specific numbers of community support officers but how they use money from the Fund to achieve this will be a local decision. Further detailed requirements of the Fund will be published in Spring 2005.

3.27 The TOGETHER Academy programme in March 2005 is designed to provide an understanding of the impact anti-social behaviour has on communities and equip community support officers and key police officer colleagues involved in neighbourhood policing with the tools, know-how and determination to tackle anti-social behaviour. Local arrangements should reflect the

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13. *Building Communities, Beating Crime*, paragraph 3.59
14. Paragraphs 3.66 to 3.76
15. Available at www.cjsonline.gov.uk
16. *Confident Communities in a Secure Britain* – page 59-67
17. Pages 48-53
18. Paragraphs 3.17–3.18
core requirement for community support officers to be trained in effectively using powers and the deployment of a multi-agency approach to anti-social behaviour. National recruitment and training standards will be introduced in parallel with the increase in community support officer numbers. Building Communities, Beating Crime\(^\text{19}\) indicates that the Government will introduce minimum enforcement powers for all community support officers such as the power to require a name and address, to confiscate alcohol and to issue fixed penalty notices. The aim is to ensure that all community support officers have the minimum powers necessary to operate effectively in neighbourhood policing teams and to tackle anti-social behaviour.

**Accessibility**

3.28 Forces and authorities should continue to develop the range of ways through which the public can access their services and ensure that contact points are appropriate to the needs of communities. A joint approach with partners is welcomed, for example, the use of one stop shops, council offices, post offices, health centres and libraries to deal with problems that require a multi-agency response. The guaranteed service standards proposed in Building Communities, Beating Crime will include a commitment to ensure that local people know who their police officers are and are clear about the best way to contact the police in different situations as well as to ensure arrangements are in place to direct inappropriate calls to the relevant agency. Linked to this is a commitment to the introduction of a single national non-emergency telephone number.

**Bureaucracy**

3.29 Reduction of administrative burdens and elimination of the unnecessary paperwork and inefficient working practices that keep officers off the streets are key to the delivery of frontline policing. A Policing Bureaucracy Gateway was launched by the Home Office and ACPO in September 2004 to identify, challenge and influence the demands made by new policies, legislation and procedures that affect the police service. Individual forces are encouraged to set up their own gateways to influence the demands imposed locally. The Government is providing practical assistance to forces in their work to reduce bureaucracy through the appointment of an Assistant Chief Constable to spread good practice, raise awareness of the agenda and, where necessary, challenge existing practice. The Government has also set up an actionline to enable individual officers to ask questions relating to bureaucracy.

3.30 Building Communities, Beating Crime\(^\text{20}\) includes a commitment that forces and authorities should include in their local policing plans details of the efficiency gains they intend to achieve and, as part of this, how they will minimise bureaucratic burdens.

3.31 The National Management Information System will reduce much of the bureaucracy required of forces in their statistical and performance reporting to the Home Office by enabling forces to realise significant savings in compiling statutory annual data returns. Twelve forces have already completed their implementation of the system and are seeing real business benefits in terms of local performance improvements through using it. The National Management Information System is scheduled to complete by April 2006.

**Frontline delivery**

3.32 Currently 63.6% of police officer time is spent on frontline duties. Individual force performance, published in September\(^\text{21}\), showed a range from 53.8% to 70.2%. The Government expects this to rise to 72.5% by 2007-08. This will be a gain equivalent to putting an extra 12,000 officers on the frontline, and will be achieved principally by reducing

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\(^{19}\) Paragraph 4.29

\(^{20}\) Paragraph 3.22

\(^{21}\) Performance monitors 2003-04 can be found at www.policereform.gov.uk
bureaucracy and transferring officers to frontline posts. Reorganisation of business processes, reduction of bureaucracy and finding new ways of working, as well as civilisation of non-frontline roles will make a significant difference, as greater and more effective deployment of police staff will free officers for frontline duties. Forces and authorities should set out in their plans the steps which they will be taking in this respect.

**A representative police service**

3.33 *Building Communities, Beating Crime* gives an important commitment that the police service will create a more unified, integrated workforce in an environment which respects diversity. The workforce should be part of a service which is truly representative of the communities it serves. Essential to achieving this and the consequent community confidence and cohesion, is forces having the right people who can provide an appropriate service and communicate effectively with all communities.

3.34 The Government is committed to taking forward training initiatives to increase community engagement in policing so that members of local communities are actively involved in all stages of the training cycle – from analysis to design and delivery through to evaluation – in a way that they have not been previously. Probationer training is being transformed through the Initial Police Learning and Development Programme under which training for new recruits will be rooted in local communities. Forces should take responsibility for ensuring that new officers develop a proper understanding of the policing needs in their areas and are able to deal with all members of their communities in a manner appropriate to a 21st century public service. A new Home Office Strategy for Improving Performance in Race and Diversity  will enhance learning and development in the police service in race, gender, sexual orientation, disability, age, religion and belief. This programme is a new approach and, for the first time, individual, team, force and service performance will be assessed and progress monitored.

3.35 The public and prospective recruits need to be reassured that the Government and police service are actively working to eliminate discrimination from the police service. A central element of this will be the service’s response to the current inquiry by the Commission for Racial Equality into racism in the police service. The Government will work with forces to address systems which impact adversely on the confidence of the workforce and the public. Most recently ACPO has announced a ban, supported by the Government, on membership of the British National Party and other similar organisations whose aims or pronouncements contradict forces’ and authorities’ race equality duties.

3.36 *Building Communities, Beating Crime* covers in detail the Government’s proposals for creating a new police workforce. It also proposes placing a new duty on police authorities to promote diversity within forces and authorities. Forces and authorities will wish to take these commitments into account in their planning as well as the White Paper’s proposals on community involvement, on the review of promotion and progression procedures and on the High Potential Development Scheme.

3.37 The Disability Discrimination Act has applied to police officers since 1 October 2004. The service must work to ensure that it is implemented in a way which is fully supportive of the careers of police officers with disabilities.

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22 Page 25

23 Covering 2004-09, published November 2004, alongside the APW’s Strategy for Improving Performance in Race and Diversity.

24 Chapter Four, pages 76-99

25 Chapter Five, paragraph 5.110
Take action with partners to increase sanction detection rates and to target prolific and other priority offenders.

Sanction detections and offences brought to justice

3.38 The Government is committed to catching and convicting offenders through a more joined-up criminal justice system. Under the terms of its new PSA targets, its aim is to bring 1.25 million offences to justice each year by 2007-08. The Government is clear that to ensure more offences are brought to justice, the rate and quality of sanction detections must improve. Sanction detection rates in many forces are too low and there are marked performance variations across forces. A concerted effort to address this is required. To provide a level of sanction detections sufficient to achieve the offences brought to justice target, it is estimated that forces will be required to improve the sanction detection rate from its current level of 18.7% to at least 25% nationally by 2008. There has been recent communication with forces and authorities on what this target means for their local area and there will continue to be support and assistance to help achieve this outcome.

3.39 There are, however, issues which the police cannot tackle alone which will be vital in achieving this target. Particularly important among these is achieving a high level of sanction detections converted into offences brought to justice. To assist forces in achieving this, Crown Prosecutors are increasingly being located in police stations to provide early advice and guidance. The development of the Prosecution Team approach at the front end of the process, involving police and the Crown Prosecution Service working together at both a strategic and operational level, will help to improve quality in both complex and volume casework, and maximise the potential for offences being brought to justice. Other areas that will be important in supporting this objective are better witness care and improving the enforcement of “fail to appear” warrants.

3.40 The Office for Criminal Justice Reform will consult LCJBs and police authorities about local offences brought to justice targets for 2005-06. The overall objective will be to deliver the target of 1.25 million offences brought to justice by 2007-08. Within the parameters of the PSA, the Government’s aim is that the methodology for target setting for the period beyond 2004-05 fully reflects current sanction detection performance levels and local crime reduction targets. In support of that, chief officers and police authorities will be consulted on an appropriate target for the contribution that sanction detections will make to this requirement, while taking into account the need for coherence with local crime reduction targets. Further guidance on target setting tailored for each area will follow shortly.

3.41 Forces and authorities should take these requirements on offences brought to justice and sanction detections into account in their local policing plans.

The Professionalising Investigation Programme

3.42 The public rightly expect the very highest standards of competence and proficiency from the police service when engaged in the investigation of a crime. That is why the service is undergoing a major national programme to enhance the skills and abilities of its police officers and police staff in terms of crime investigation. The Professionalising Investigation Programme, is an ambitious agenda led on behalf of the Home Office and ACPO by the National Centre for Policing Excellence to drive through new standards of police investigation at every level.

26 Brought to justice means that the offence resulted in a caution, conviction, penalty notice or was admitted by the offender, who asked for the offence to be taken into consideration by the court (TIC), and signed a TIC acceptance form. Formal warnings (also known as street warnings) for the possession of cannabis are also included. Cautions include reprimands and final warnings to juveniles where a caution would previously have been given, and conditional cautions. The crimes that count towards achieving the offences brought to justice target are notifiable (recorded) offences, plus offences of resisting or obstructing a constable.

27 “Sanction Detections Performance” – Home Office letter to chief officers and police authorities, dated 19 July 2004
3.43 This initiative also aims to ensure that, as the initial investigation is better managed, this new professionalism spreads throughout the rest of the police handling of the case should there be a prosecution. This will result in fewer ineffective trials and more success against criminals and crime more generally.

3.44 The main elements of the programme are the:

- introduction of specific investigative performance requirements in officers’ performance development reviews;
- development of minimum investigative standards – what an officer must do in terms of a proper and thorough investigation;
- a mentoring system for investigators along with a better, more rigorous assessment of them in this area of work;
- a new accreditation scheme which ensures police investigators have the required training, experience and competence to conduct a criminal investigation successfully;
- the revisions of other national police training to ensure it is compatible with the programme; and
- creation of new career pathways for investigators.

3.45 All forces will be required to adopt the programme within their own local policing and training plans and engage fully with the National Centre for Policing Excellence national implementation team to create consistency of approach.

**Prolific and other priority offenders strategy**

3.46 Home Office modelling suggests that relatively few prolific offenders commit a completely disproportionate amount of crime and damage. For example, the 5,000 most prolific offenders are estimated to commit around one in 10 of all crimes. As a result, the Prolific and Other Priority Offenders Strategy is designed to tackle around 7,500 of the most prolific, anti-social and harmful offenders who have the most disproportionate effect on crime, the fear of crime and perceptions of safety in their communities. Figure 2 shows the three strands of the strategy which built on the commitment in the Home Office Strategic Plan.

3.47 CDRPs are responsible for driving the strategy forward at local level, working within a framework agreed with LCJBs. The police service has a vital role to play working with prisons, probation and other partners. Forces and authorities should describe the action they are taking in this respect in their local policing plans.

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**Figure 2**

<table>
<thead>
<tr>
<th>Vision</th>
<th>Prevent and Deter</th>
<th>Catch and Convict</th>
<th>Rehabilitate and Resettle</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcomes</strong></td>
<td>Stopping people (overwhelmingly young people) from becoming prolific offenders</td>
<td>Catching and convicting those who are already prolific offenders</td>
<td>Offering real alternatives to those either in custody or in the community, who are otherwise likely to resume their career as prolific offenders</td>
</tr>
<tr>
<td></td>
<td>Tackle the issue of offending early by preventing young people from embarking on careers of crime and becoming prolific offenders</td>
<td>Reduce dramatically the harm prolific offenders cause to their local communities</td>
<td>Resettle and rehabilitate convicted prolific offenders to enable them either to break the cycle of crime or to face a swift return to the courts</td>
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</tbody>
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28 Pages 32 to 34.
Reduce people’s concerns about crime, and anti-social behaviour and disorder.

Anti-social behaviour and disorder

3.48 In October 2003, the Home Office launched the TOGETHER campaign and published an action plan, TOGETHER: Tackling Anti-Social Behaviour in which local authorities, the police and community organisations all have a part to play. The Anti-Social Behaviour Act 2003 gave local agencies the tools to tackle anti-social behaviour. More recently the Government published One Year On which outlined the take up of new powers and showcased success. Alongside this the Working TOGETHER report, designed for practitioners, shows what it is possible to achieve when problems are tackled with a twin track approach based on the principle of support where needed and enforcement when required.

3.49 Forces and authorities should ensure that their local policing plans describe what they will do to tackle anti-social behaviour in their communities and reduce people’s concerns about anti-social behaviour. This should include how they will:

• take a twin track approach: support where needed and enforcement when required. Take a tiered approach to enforcement, including if necessary use of the new powers in the Anti-Social Behaviour Act 2003 (e.g. Anti-Social Behaviour Orders, dispersal, crack house closure and penalty notices for disorder);
• make the best use of the resources available such as the TOGETHER web-site and action line, academy events and the expert practitioner network;
• take a multi-agency approach: develop good relationships with the full range of agencies involved in tackling anti-social behaviour. This includes working with Government Offices to tackle the environmental and social issues that can result in isolation and loss of social cohesion. Police forces and authorities will want to take account of forthcoming legislative changes that will highlight the importance of improving local environmental quality in order to reduce people’s concerns about anti-social behaviour;
• acknowledge that being a victim of anti-social behaviour is a different experience from being a victim of other forms of crime; and
• work with the new specialist anti-social behaviour prosecutors and anti-social behaviour response courts.

3.50 One example of a visible police response to citizens’ concerns is roads policing. Irresponsible, unlawful and anti-social use of our roads affects people’s lives, safety and sense of security. Effective policing of our roads seeks to ensure that legitimate road users and pedestrians, especially children and older people, are not killed, injured or intimidated by unlawful and anti-social behaviour. We must also ensure that criminals are denied the use of our roads. This work supports wider policing activities including detection and arrest as well as counter-terrorism.

3.51 Forces should prepare for the implementation of the Hunting Act following detailed guidance which will be produced by ACPO.

Combat serious and organised crime, within and across force boundaries.

3.52 The Government’s recent White Paper on organised crime, One Step Ahead, set out a new vision for enhancing the effort against organised crime including the establishment of a new Serious Organised Crime Agency. The White Paper estimates that serious and organised crime is...
responsible for up to £40 billion of economic and social harms annually. Action both at local level and across police boundaries (so-called “level two”) against serious organised crime is needed to protect vulnerable communities from harm and should be driven by intelligence and co-operation from within those communities. Building Communities, Beating Crime includes a proposal to place a duty on police authorities to co-operate with neighbouring authorities to tackle cross-border crime.

3.53 The Government is committed to giving the police the tools they need to tackle top-level criminals. In particular, the Proceeds of Crime Act has given enforcement agencies in the United Kingdom comprehensive powers to recover criminal assets and tackle money laundering. The Home Office has put in place an incentivisation scheme enabling forces to receive a proportion of assets recovered with up to £65 million available in 2005-6. Police forces and authorities will be expected to work with criminal justice partners to seek the recovery of assets in all relevant cases brought before the courts where there is evidence that the proceeds of crime have financed the acquisition of assets. The HMIC report Payback Time (published on 11 November) makes specific recommendations for forces on asset recovery. In particular, forces are urged to appoint a senior officer as a Proceeds of Crime Act champion to ensure that the wide-ranging powers available in the legislation to confiscate assets and combat money laundering are used to the full.

3.54 The Government will introduce legislation to enact the significant new powers against serious organised crime outlined in One Step Ahead. The Home Office is also committed to working with ACPO, the APA and other stakeholders to secure the co-operation of all the other agencies who have a role to play. In particular, the Government will work to ensure that the Serious Organised Crime Agency builds on the strong relations which its component agencies have enjoyed with local forces.

3.55 Police forces and authorities should reflect the need to take action against organised and financial crime in their local policing plans which should consider both the national priorities on organised crime which will be published early in 2005, as well as the cross-border threats identified through regional strategic assessments. In continuing to develop their response to organised crime, forces and authorities should consider the following points:

- intelligence is central to the response against organised crime. Forces will be expected to contribute to the National Criminal Intelligence Requirement on which the National Criminal Intelligence Service will be leading as well as their own intelligence needs identified through the National Intelligence Model;
- forces need to work to improve their cross-border and specialist capability. For example, computers and electronic devices play a part in virtually every investigation and it is essential that forces invest in their capacity to exploit these technologies to match these opportunities. Dealing with cross-border crime requires working in co-operation with other forces and agencies, including the Crown Prosecution Service, particularly through the regional tasking and co-ordination process;
- forces and authorities will want to improve financial investigation skills so that they are fully equipped to investigate money laundering and fraud and to recover the proceeds of crime;
- forces will need to consider new areas of business. Organised immigration crime has historically been outside mainstream police business. Those police forces which have engaged with REFLEX, the multi-agency taskforce on organised immigration crime, have found that tackling this type of activity has a significant impact on associated criminality affecting communities and contributes to tackling threats identified in regional assessments. Forces are seeing the benefits of a joint working approach, working in collaboration, either with other local forces or other agencies, in particular the Immigration Service; and
• the period covered by the Plan should see the first investigations involving the use of the new powers on international corruption in Part 12 of The Anti-terrorism, Crime and Security Act 2001. Forces are asked to support the Serious Fraud Office in such investigations and encouraged to take on those investigations not falling within the Serious Fraud Office’s remit.

3.56 A number of criminal threats to the United Kingdom and its citizens are national in scope and demand a nationally co-ordinated and intelligence-led response. For instance, domestic extremism, including animal rights extremism35, moves beyond the boundaries of legitimate protest to intimidate individuals engaged in lawful activity and to impose economic costs on legal businesses. Police forces and authorities should give their support to national units co-ordinating the law enforcement response to such threats and make full use of the powers available to them.

Counter-terrorism

3.57 The United Kingdom has been dealing with the threat from both international and domestic terrorism for over thirty years and the Government, the police and the Security Service have extensive experience of working together to combat the increasingly diverse nature of the threat.

3.58 In recent years, however, the nature of the terrorist threat has changed fundamentally, as highlighted by ACPO’s National Strategic Assessment. We now face an international threat from terrorists intent on causing mass casualties and willing to mount suicide attacks. Terrorism remains one of the most challenging crimes facing police forces nationally. An effective response depends on the commitment of every police force and is underpinned by all the priorities outlined in this Plan.

3.59 Police officers are at the front line in working to prevent terrorists operating in the United Kingdom and their role is vital in all four aspects of the Government’s counter-terrorism strategy: prevention, pursuit, protection and preparedness. Each strand of this strategy is underpinned by strong intelligence processes within each force area and strong community ties to build and increase trust and confidence within minority faith based communities.

3.60 The police service’s capability to deliver, maintain and develop established professional investigation methods and to work with the Government and community groups must be maintained, supported by the right legislation and by effective enforcement and developed as appropriate to support the expansion in the Security Service’s counter-terrorism capability over the next few years. All police forces and authorities should ensure that they have in place the following capabilities as their contribution to the national counter-terrorism strategy:

• an effective and efficient local Special Branch operation capable of working in support of the Security Service to gather intelligence on suspected terrorist networks;
• an effective surveillance capacity at a regional level, capable of keeping terrorist suspects in view, in support of the Security Service;
• the ability to investigate suspected terrorist networks, in support of the Security Service and the Anti-Terrorist Branch;
• effective local and regional support for the national programme of counter-terrorism protective security advice, co-ordinated through the National Security Advice Centre;
• specialist chemical, biological and radiological trained police officers at all levels;
• partnership arrangements with other agencies to build effective community relations and maintain them in the event of a terrorist incident;
• effective links with local communities and members of the public to raise awareness of the threat from terrorism and to improve community resilience against that threat; and
• consistent approach across the UK to respond to incidents committed by extremists (both international and domestic) and to ensure that support is given to national units charged with co-ordinating the national response.

35 A joint paper, Animal Welfare – Human Rights: protecting people from animal rights extremists, from the Home Office, the Department for Trade and Industry and the Attorney General was published in July 2004 and is available at www.homeoffice.gov.uk/crmpol/police/system/protection.html
Measuring and Assessing Performance

4.1 The Policing Performance Assessment Framework provides a comprehensive and balanced way of measuring and assessing performance in policing. The framework is based on statutory performance indicators which focus on operational policing (Annex C). National indicators are complemented by local indicators, unique to each force, which show performance against local priorities. The framework, in addition to supporting delivery and improvement locally, is also intended to monitor performance against the Home Office PSAs.

4.2 By Summer 2005, the Government will have brought together the Policing Performance Assessment Framework and HMIC baseline assessments to give a common view of the performance of all 43 police forces. These joint assessments have become accepted as balanced views of how well policing is being delivered. However, we acknowledge that their multi-faceted nature can make it difficult to communicate clearly a straightforward assessment of a force’s performance. By the time of the next publication of assessments in Autumn 2005, the Government will publish a single overall grading for each police force in England and Wales and indicate gradings against each key area of activity. This will not be about producing a ‘league table’ of forces. We intend that forces be grouped into four bandings of performance (excellent, good, fair and poor) and that those forces graded as ‘excellent’ will benefit from freedoms, including a break from inspections.

Partnership performance

4.3 The Home Office is recommending a tiered approach to target setting in support of the delivery of PSA 1 at partnership level. As one of the key partners in CDRPs, the police will have performance targets which will be driven by the Policing Performance Assessment Framework. The framework assesses performance by most similar force and Basic Command Unit comparisons across a range of core policing areas. The picture provided by the Policing Performance Assessment Framework is used to identify areas of strength and weakness, giving police authorities and police forces the tools to determine where improvements in performance are required. Where appropriate, HMIC and the Police Standards Unit act to support local performance improvement. The Policing Performance Assessment Framework as applied at Basic Command Unit level is likely to be the right level at which to seek alignment between the policing and partnership approaches to determining future targets.

4.4 It is a central principle of the Policing Performance Assessment Framework that targets should be set in such a way that they drive performance improvement. This means setting challenging targets for those areas that require the greatest uplift to achieve comparative performance to most similar comparators, not just for those areas which will return the greatest dividends in terms of volume.

4.5 Managing the relationship between CDRPs and police targets is key to ensuring that a coherent and helpful target structure is put in place. Local partners must not be subject to potentially...
conflicting messages about targets, performance and expectations of delivery. Police authorities, who have responsibilities in both areas, will have a crucial role in achieving this.

**Managing Performance**

4.6 Management of police performance is about scrutinising performance and taking action where improvement is necessary. In practice, this means:

- at local level, Basic Command Units using the National Intelligence Model to analyse and scrutinise intelligence on crime trends, their most prolific and persistent offenders and those issues of greatest concern to their neighbourhoods, prioritising policing activity and tasking accordingly;

- at force level, having an effective and regular performance review process in place to ensure that divisional commanders and heads of support branches are held to account for their contribution to performance. Police authorities also have a vital role to play in ensuring that chief officers are delivering on the priorities established in their local policing plans. Using iQuanta, both the authority and the force should maintain close scrutiny of the comparative performance of the force and its Basic Command Units; and

- at national level, ensuring that policing performance is monitored, transparent and that performance gaps are identified. There is a tripartite group monitoring national performance with the Police Standards Unit and HMIC providing support to those forces who need it. In order to maintain a transparent approach, assessments of performance made centrally will be communicated to forces and authorities on a regular basis.

4.7 The Police Standards Unit (in conjunction with ACPO, the APA and others) have disseminated new advice to chief officers and local commanders about how forces and Basic Command Units can effectively manage police performance. HMIC will gauge forces against their compliance with the key performance criteria which underpin this guidance. These are:

- clarity about the roles and responsibilities of police authorities, chief officers and managers for performance;

- a performance framework linked to corporate planning, budgeting and resource management;

- chief officers’ ownership and involvement in the performance review process;

- performance review structures to hold staff to account at all levels and across operational and support departments;

- recognition of good performance and follow-up where performance falls short;

- continuous improvement evident throughout the organisation;

- clear priorities widely understood by police officers and staff at every level;

- individual objectives and appraisal linked to performance;

- timely, accurate and relevant data to inform decision making; and

- easily captured and clearly reported performance data.

4.8 Police forces and authorities will need to monitor performance against national and local indicators established as part of the Policing Performance Assessment Framework. Police authorities and forces will also need to consider how best to respond to annual assessments of performance in their local policing plans and budgets.

4.9 Linking force and Basic Command Unit performance to individuals is critical to delivering and improving performance. Consequently, performance against national and local indicators, plus delivery of personal objectives, will be one of the factors used to inform the award of performance-related pay for chief officers as well as the selection of chief officers by the Senior Appointments Panel.

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Chapter Five: Resources

Funding in recent years

5.1 Following a period of standstill in real terms, Government supported spending has increased since 1997 by 43% in cash terms, a 21% real terms increase. In 2004-05 it was £10,099 million, an increase of 4.3% over 2003-04.

Table 1: Real terms increase in Government supported spending on the police

<table>
<thead>
<tr>
<th>Year</th>
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<tr>
<td>1996/97</td>
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<tr>
<td>2004/05</td>
<td>11,500</td>
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</table>

Note: shown at 2003/04 prices.

5.2 The increase in resources the police have been given by this Government is considerable. There are record numbers of police officers (nearly 140,000) and police staff (over 67,000). There are now over 4,000 community support officers. Police officers’ pay and conditions have been modernised, they are better trained, better equipped and are supported by modern technology including the new Airwave radio communication system and the DNA database. This investment has undoubtedly contributed to the fact that the numbers of so-called volume crimes – burglary, robbery and vehicle crime – have fallen sharply.

5.3 The Government will continue to invest in the police and looks to the police service to ensure that the existing and any future funding will be used efficiently. Government has its part to play in this, not just through measures such as those put in place to drive down bureaucracy but by ensuring that the police funding system is fit for purpose.

Resources for 2005-06

5.4 Police grant increased by 3.3% in 2004-05. To ensure that all police authorities received an increase above inflation, the Home Office applied grant ‘floors and ceilings’ so that, effectively, police authorities all got the same flat rate grant increase. Provisional grant for 2005-06 will be announced to Parliament shortly. The increase will again be damped by the floor mechanism but there will be no ceiling. This is a better reflection of the intentions behind the grant formula. Police authorities on the floor are protected whilst those above it move more quickly towards the level of Government funding dictated by their need relative to other police authorities.

5.5 The Government recognises that police authorities do face pressures for inescapable commitments but they must achieve a balance between:
• what they budget for the maintenance and development of essential and priority services;
• the general and specific grant support available from Government;
• a rigorous approach to cashable savings and improved efficiencies to ensure they meet efficiency targets; and
• acceptable levels of local police precept.

5.6 The Government has a role to play in getting this balance right. Resource and capital provisions for policing for 2005-06 will be announced shortly. The Government intends that the police funding settlement for 2005-06 will provide sufficient police general grant, with an affordable rise in precept, to meet the requirements of this Plan and deliver key local priorities, once the 1.5% cashable element of the police efficiency target has been taken into account (paragraph 5.11).

5.7 In 2004-05, the Government acted to curtail sharply rising council tax increases. A number of authorities were involved in capping proceedings. The Government will continue to ensure that council taxpayers do not face excessive increases and will work with police authorities in delivering this objective.

5.8 General grant is not the only source of Government funding. The Home Office spends over £700m directly on funding some services, for example the core costs of the Airwave system. It also provides a range of grants for specific purposes. Government policy, however, is to reduce specific grants wherever possible and to place the money instead within general grant so as to allow as much local discretion as practicable. Total provision for specific grants to police authorities was largely unchanged in 2004-05 at £670m. In 2005-06, they will again be largely unchanged.

5.9 Within the overall total for specific grants, the Government is making provision for the 1,500 community support officers recruited in 2004-05. These are the first of 20,000 additional community support officers that will be funded through the Neighbourhood Policing Fund. The fund will expand considerably in 2006-07 and 2007-08 in order to allow the remaining 18,500 community support officers to be recruited.

Efficiency

5.10 Effective use of resources, including working through partnerships and pooling resources where appropriate, is central to improving performance overall. Value for money targets (including cashable elements) are an important tool to ensure that increased public investment is used as productively as possible. Since efficiency plans were launched, authorities and forces have had an annual target to make efficiency gains equivalent to 2% of their net revenue expenditure. Average gains of 2.5% (1.1% cashable) have been achieved. In 2003-04 the service made gains valued at £242.05m. This was 2.6% of net revenue expenditure and £16.15m up on 2002-03.

5.11 Following Sir Peter Gershon’s review of public sector efficiency, the police service, in common with the Home Office Group, has been asked to make value for money improvements of 3% per year over the Spending Review 2004 period, starting in 2005-06. Half the gains are to be cashable. Forces and authorities must reflect this in their plans for 2005-06. By the end of 2007-08, the police service needs to make cumulative savings equivalent to £1,060m to be reinvested in the service of which £519m must be cashable.

5.12 The Home Office, the APA and ACPO are committed to working in partnership to deliver cumulative year on year improvements in the value for money obtained from expenditure on the police service, in pursuit of the very challenging targets set in the Spending Review 2004. A new tripartite efficiency implementation group has been set up to identify and implement the best ways to increase value for money in policing. Key elements in the delivery of better value for money will be:

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37 The Home Office Value for Money target Technical Note can be found at http://www.homeoffice.gov.uk/inside/org/pubs/index.html
• increasing the time officers and staff spend on front-line policing from the current average of 63.4% to an average of 72.5%. Early progress to increase the time police officers spend on front line policing will provide forces with considerable resource to increase the service provided to citizens in 2005-06 and later years;
• modernising the workforce. The Neighbourhood Policing Fund will provide a major impetus for this, allowing 20,000 extra community support officers to be recruited by the end of 2007-08;
• continuing the drive to reduce bureaucracy;
• increasing collaboration, or sharing, to deliver such corporate services as financial or human resource management; and
• buying goods and services more efficiently and effectively. We are working with the APA and ACPO to establish a procurement centre of excellence for the police by the start of the 2005-06 financial year.

5.13 In addition, a study of rostering and deployment in response teams has recently been concluded. The findings suggest there are real benefits to be had from better management of shift patterns taken alongside better understanding and measurement of local demand and ensuring appropriate skills/experience mix in teams. These benefits include having more officers on duty at peak times and better health and welfare outcomes. Proposals for change arising from the study will be developed in consultation with forces and authorities.

Activity Based Costing

5.14 Activity based costing is a way of calculating the activity and costs associated with the provision of policing by forces. It is used to measure and cost the time police officers spend on various tasks. Activity based costing shows how resources are being used and is an integral part of the Policing Performance Assessment Framework. It is used to calculate the frontline policing measure, (see paragraph 3.32). Locally, police forces and authorities are already using activity based costing information to inform budget planning. Basic Command Unit commanders can see how the resources they manage are actually being used. It will help identify gaps in resource usage and policing priorities. It will also contribute to assessment of comparative performance between forces.

5.15 2003-04 was the first year for which all forces provided activity based costing returns. The initial results are being analysed and will be fed back to police forces and authorities.

Modernising the police funding regime

5.16 Under the existing system of police funding, the main Government grants are distributed among police authorities according to relative need, calculated using an objective funding formula that takes account of police authorities’ ability to raise resources locally. We are not planning to change the basic approach to police funding but the existing system can be improved.

5.17 We are reviewing the funding formula. A tripartite working group is looking at what changes need to be made to the funding formula. Potential changes include:
• updating the data it uses to better reflect, for example, population in police authority areas;
• exploring if and how the formula can link performance expectations and resource allocation; and
• the extent to which specific grants can be put back into police general grant.

5.18 Currently, Government announces the police settlement annually. A move to three-year settlements would help police authorities when

38 Police Service Resource Management and Rostering Study. Published 9 November 2004 (Home Office Circular 68/2004), also available at www.policereform.gov.uk
setting their medium term plans, improving resource management. The Government will publish, by the end of 2004, a consultation document on three-year settlements for all local government including the police. As part of this we will seek views on how this could be applied to police funding and to what extent it should apply.

5.19 The Government is committed to looking at the balance of funding for local authorities. Getting the appropriate balance between locally raised funding and Government provided resources is an important part of ensuring that the local government funding system is sustainable, flexible and efficient and supports effective and accountable local government. We are considering the implications for police funding of the independent inquiry into local funding, chaired by Sir Michael Lyons including:

• the case for strengthening local accountability for the police precept to give local people more influence over their local policing services; and

• what lessons can be learned from the existing police funding system about how organisations, businesses and people can fund additional policing if they want it.

5.20 We will also be looking to see if the lack of clarity and consistency in the use of Section 25 of the Police Act 1996 can be resolved. Section 25 enables chief officers to provide, on request, special police services in return for payment at levels determined by the police authority. ACPO has been developing a new costing model intended to deliver consistency on charging for special police services. We are looking to the police service to adopt this model when it is available in 2005-06. We will consider whether there are any grounds for changing the current legislation when we see how the new guidance works.
The following are the key milestones for initiatives and developments for the financial year 2004-05 with notes on progress made in their achievement.

<table>
<thead>
<tr>
<th>Key Milestone 2004-05</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Police Complaints System.</td>
<td>Came into operation on 1 April 2004.</td>
</tr>
<tr>
<td>Implementation of bureaucracy taskforce recommendations.</td>
<td>Ongoing.</td>
</tr>
<tr>
<td>Bureaucracy Award Scheme ceremony.</td>
<td>First one took place in May 2004. Subsequent ceremonies to take place at annual Police Federation Conference.</td>
</tr>
<tr>
<td>Full implementation of National Recruitment Standards Programme.</td>
<td>National application form for recruiting now used by all 43 forces. Job related fitness test reviewed. Assessment centres currently operational in 42 forces, remaining force to implement by Spring 2005.</td>
</tr>
<tr>
<td>Ill health retirement falls to 7.5 per 1,000.</td>
<td>On course to meet target.</td>
</tr>
<tr>
<td>Key Milestone 2004-05</td>
<td>Progress</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Commencement of accreditation programme for investigators.</td>
<td>Accreditation programme for new entrants to Professionalising Investigation Programme Level 3 (Senior Investigating Officer) commenced 1 November 2004. Professionalising Investigation Programme Level 1 has been addressed in the Initial Police Learning and Development Programme training pilots for all new entrants to the police service. Rollout to existing police officers and police staff to commence in 2005-06.</td>
</tr>
<tr>
<td>Implementation of the National Centre for Policing Excellence codes of practice on the use of police firearms and less lethal technologies; and on the Police National Computer.</td>
<td>Code of practice on firearms and less lethal technologies issued December 2003; implementation ongoing. Draft codes on PNC and NIM received. Summer 2004; due to be issued later this year. Following Bichard Inquiry, code on information handling due to be drafted by December 2004.</td>
</tr>
<tr>
<td>Annual policing plans to include anti-social behaviour.</td>
<td>Ongoing.</td>
</tr>
<tr>
<td>Development of curriculum, piloting and Central Authority of Initial Police Learning and Development Programme (IPLDP).</td>
<td>Version 1 of curriculum and syllabus is complete and has been distributed to forces. The MPS, West Midlands, Cleveland, North Wales and Kent have started to pilot the new programme from Autumn 2004. IPLDP Central Authority now formed in consultation with stakeholders.</td>
</tr>
</tbody>
</table>
Annex B: 
Key Milestones: 2005-08

Financial year
2005-06
• Rollout of Airwave in 2005.
• Total of up to 5,500 community support officers.
• Continued implementation of bureaucracy taskforce recommendations.
• Ill health retirement falls to 6.5 per 1,000.
• National Policing Improvement Agency – interim arrangements in place.
• Sickness absence targets of; 8 days average sickness per police officer, per year, 9 days per police staff member, per year.
• National rollout of 30+ scheme.
• ANPR supporting legislation Autumn 2005.
• Phased national rollout of the probationer training modernisation.
• Victims Code of Practice implemented.
• Statutory minimum requirement for information – tools available to forces and authorities.
• New agreed targets for recruitment, retention and progression.
• National recruitment standards mandatory for police officers.
• Commence phased national rollout of the Professionalising Investigation Process.
• Agreement on inspection arrangements for police authorities.
• Commencement of Children Act 2004 provisions on safeguarding and promoting the welfare of children and co-operating with local authorities on arrangements to improve the wellbeing of children.

2006-07
• Launch of new pension scheme for new entrants.
• Fully fledged National Policing Improvement Agency.
• Total of up to 14,000 special constables.
• All forces compliant with core standards set out in Quality of Service Commitment by November 2006. Quality of Service Commitment published.
• Full implementation of IMPACT (national IT intelligence system).
• National recruitment standards mandatory for community support officers.
• Single non-emergency number core system in place.

2007-08
• Total of up to 25,000 community support officers and wardens.
• More flexible working by the police, greater civilianisation and reduced bureaucracy to deliver the equivalent of 12,000 officers to the frontline.
Annex C: Policing Performance Assessment Framework

Performance indicators in the Policing Performance Assessment Framework are set annually under ‘best value’ legislation and those intended as ‘Statutory Performance Indicators’ for 2005-06 are listed below. Technical guidance explaining the indicators in detail and use within the Framework will be published in 2005. The guidance will also set out changes to statutory indicators compared to 2004-05.

<table>
<thead>
<tr>
<th>SPI</th>
<th>User satisfaction</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with respect to:</td>
</tr>
<tr>
<td></td>
<td>a) making contact with the police;</td>
</tr>
<tr>
<td></td>
<td>b) action taken by the police;</td>
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<tr>
<td></td>
<td>c) being kept informed of progress;</td>
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<td></td>
<td>d) their treatment by staff;</td>
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<td></td>
<td>e) the overall service provided.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>SPI</th>
<th>Confidence</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.</td>
<td>a) Using the British Crime Survey, the percentage of people who think their local police do a good job.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>SPI</th>
<th>Fairness, equality and diversity</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.</td>
<td>a) Satisfaction of victims of racist incidents with respect to the overall service provided.</td>
</tr>
<tr>
<td></td>
<td>b) From 1(e): comparison of satisfaction for white users and users from visible minority ethnic groups with respect to the overall service provided.</td>
</tr>
<tr>
<td></td>
<td>c) (i) Percentage of PACE stop/searches which lead to arrest by ethnicity of the person stopped and</td>
</tr>
<tr>
<td></td>
<td>(ii) percentage of other (non-PACE) stop/searches which lead to arrest by ethnicity of the person stopped.</td>
</tr>
<tr>
<td></td>
<td>d) Comparison of percentage detected of violence against the person offences by ethnicity of the victim.</td>
</tr>
<tr>
<td></td>
<td>e) Proportion of police recruits from minority ethnic groups compared to the proportion of people from minority ethnic groups in the economically active population.</td>
</tr>
<tr>
<td></td>
<td>f) Ratio of officers from minority ethnic groups resigning to all officer resignations.</td>
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<tr>
<td></td>
<td>g) Percentage of female police officers compared to the overall force strength.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>SPI</th>
<th>Crime level</th>
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</thead>
<tbody>
<tr>
<td>4.</td>
<td>a) Using the British Crime Survey, the risk of personal crime.</td>
</tr>
<tr>
<td></td>
<td>b) Using the British Crime Survey, the risk of household crime.</td>
</tr>
<tr>
<td>5.</td>
<td>a) Domestic burglaries per 1,000 households.*</td>
</tr>
<tr>
<td></td>
<td>b) Violent crime per 1,000 population.*</td>
</tr>
<tr>
<td></td>
<td>c) Robberies per 1,000 population.*</td>
</tr>
<tr>
<td></td>
<td>d) Vehicle crime per 1,000 population.*</td>
</tr>
<tr>
<td></td>
<td>e) Life threatening crime and gun crime per 1,000 population.</td>
</tr>
</tbody>
</table>

*Also intended as a community safety indicator shared with local authorities.
### SPI Offences brought to justice

6. **a)** Number of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court.
   **b)** Percentage of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court.

### SPI Sanction detections

7. **a)** Percentage of notifiable/recorded offences resulting in charge, summons, caution or taken into consideration at court.

### SPI Domestic violence

8. **a)** Percentage of domestic violence incidents with a power of arrest where an arrest was made related to the incident.

### SPI Traffic

9. **a)** (i) Number of people killed in under 30 days or seriously injured in road traffic collisions* (ii) per 100 million vehicle km travelled.

   *Also intended as a community safety indicator shared with local authorities.

### SPI Quality of life

    **b)** Using the British Crime Survey, perceptions of anti-social behaviour.
    **c)** Using the British Crime Survey, perceptions of local drug use/drug dealing.

### SPI Frontline policing

11. **a)** Percentage of police officer time spent on frontline duties.

### SPI Resource Use

12. **a)** Delivery of cashable and non-cashable efficiency targets.
13. **a)** Average number of working hours lost per annum due to sickness per police officer.
    **b)** Average number of working hours lost per annum due to sickness per police staff.

### Local Priorities Domain

Each police authority, following consultation with its force, sets local performance indicators which reflect local priorities. The suite of local indicators is, therefore, unique to each force and delivery against local priorities plus targets will be a critical component of future performance assessments.

### Key Diagnostic Indicators

Statutory Performance Indicators are complemented by other data which can be used to understand the context of performance and to inform performance assessments. For example, the overall sanction detection rate (SPI 7a) will be complemented by data on the sanction detection rate for domestic burglary, violent crime, robbery and vehicle crime.