



Home Office

2009  
**AUTUMN  
PERFORMANCE  
REPORT**

Working  
together  
to protect  
the public



# Home Office Autumn Performance Report 2009

Presented to Parliament  
by the Secretary of State for the Home Department  
by Command of her Majesty

December 2009

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# Introduction by the Home Secretary

## The Rt Hon Alan Johnson MP



I am pleased to present the Home Office's Autumn Performance Report for 2009. This report presents our performance against the priorities we set out in the 2007 and 2004 Spending Reviews (CSR07 and SR04).

The 30 cross-government PSAs give us an opportunity to work across Whitehall to help deliver:

- safer communities;
- tackling the most serious crimes;
- controlled, fair migration that works to protect the public and benefit economic growth;
- reducing the risk of terrorism; and
- combating the harm caused by alcohol and drugs.

Our PSAs and DSOs represent the full breadth of work taking place across the department in delivering our aim to work together to protect the public. Throughout this report the progress of the department can be seen. The success we have achieved has also depended on working effectively with our partners at local, national and international level.

Overall we are making strong progress to help people feel secure in their homes and local communities although there are significant challenges ahead of us during the next year and beyond. These are major challenges that will require concerted effort from across government at every level. I am pleased with the progress we have made so far and am committed to driving delivery across our PSAs and DSOs over the coming years.

A handwritten signature in black ink that reads "Alan Johnson". The signature is written in a cursive, flowing style.

The Rt Hon Alan Johnson MP

## Summary Tables

### Summary of Comprehensive Spending Review 2007 (CSR07) Public Service Agreement (PSA) Performance

This section provides a summary of progress against each PSA. The CSR07 PSA performance indicators came into effect in April 2008 and we are able to make the performance assessments set out below where we have both baseline data and comparable data for subsequent periods. Performance against the remaining indicators will be assessed over the coming months as further data becomes available and assessments will be published in future Departmental Reports and Autumn Performance Reports. Where possible, we have indicated when this data will be available in the SR07 tables from pages 10 to 18.

PSA		PROGRESS
<b>PSA3</b>	Ensure controlled, fair migration that protects the public and contributes to economic growth.	<p>Overall: Strong progress</p> <p>Deliver robust identity management systems at the UK border: Improvement</p> <p>Reduce the time to conclusion of asylum applications: Improvement</p> <p>Increase the number of enforced removals and voluntary departures year-on-year: Improvement</p> <p>Increase the proportion of 'higher harm' enforced removals and voluntary departures: Improvement</p> <p>By effective management of migration, reduce the number of vacancies in shortage occupations: Not yet assessed</p>
<b>PSA23</b>	Make communities safer.	<p>Overall: Strong progress</p> <p>All recorded violence with injury<sup>1</sup>: Improvement</p> <p>Level of serious acquisitive crimes – in local areas when compared to peers<sup>2</sup>: Improvement</p> <p>Public confidence in local agencies involved in tackling crime and anti-social behaviour: Improvement</p> <p>Percentage of people perceiving anti-social behaviour as a problem: No improvement</p> <p>Level of proven re-offending by young and adult offenders: Improvement</p> <p>Level of serious re-offending: Improvement</p>

<sup>1</sup> As stated in the Departmental Report published in 2009, Indicator 1 has been updated and now covers all violence with injury, which includes within it the original indicator of most serious violence. More information on the details of the indicator can be found in the Delivery Agreement for PSA23, Make communities safer [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_psa23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_psa23.pdf).

<sup>2</sup> The success measure for serious acquisitive crime is defined in the delivery agreement on the basis of comparison against peers. Each local area is compared against the performance in 2007-08 of other similar areas. By the end of the spending review period, no local area should have a level of most harmful serious acquisitive crime that is disproportionate when compared to peers.

<b>PSA</b>		<b>PROGRESS</b>
<b>PSA25</b>	Reduce the harm caused by alcohol and drugs.	<p>Overall: Some progress</p> <p>Percentage change in the number of drug users recorded as being in effective treatment: Improvement</p> <p>Rate of hospital admissions per 100,000 for alcohol-related harm: Improvement</p> <p>Rate of drug-related offending: Not yet assessed</p> <p>Percentage of the public who perceive drug use or dealing to be a problem in their area: No improvement</p> <p>Percentage of the public who perceive drunk and rowdy behaviour to be a problem in their area: No improvement</p>
<b>PSA26</b>	Reduce the risk to the UK and its interests overseas from international terrorism.	Overall: Classified

## Summary of Departmental Strategic Objectives (DSOs) performance

DSO		LATEST OUTTURN
<b>DS01</b>	Help people feel secure in their homes and local communities.	This is the overall Departmental Strategic Objective (DSO) reflecting delivery of all the following DSOs. <sup>3</sup> Overall: Strong progress
<b>DS02</b>	Cut crime, especially violent, drug and alcohol-related crime.	This DSO is aligned to delivery of PSA23 and PSA25. Overall: Some progress
<b>DS03</b>	Lead visible, responsive and accountable policing.	This DSO is aligned to delivery of PSA23. Overall: Strong progress
<b>DS04</b>	Protect the public from terrorism.	This DSO is aligned to delivery of PSA26. Overall: Classified
<b>DS05</b>	Secure our borders and control migration for the benefit of our country.	This DSO is aligned to delivery of PSA3. Overall: Strong progress
<b>DS06</b>	Safeguard people's identity and the privileges of citizenship.	Overall: Strong progress
<b>DS07</b>	Support the efficient and effective delivery of justice.	This DSO is aligned to delivery of PSA24. Overall: Some progress

<sup>3</sup> Progress against DS01 is demonstrated by delivery against all other Home Office DSOs, except DS04 due to performance being classified.



## Summary of Spending Review 2004 (SR04) PSA Performance

PSA		PROGRESS
<b>PSA4</b>	Reduce the harm caused by illegal drugs, including substantially increasing the number of drug-misusing offenders entering treatment through the Criminal Justice System (CJS).	Overall: On course Reduce the harm caused by illegal drugs: On course Number of drug-misusing offenders entering treatment through the CJS: Met
<b>PSA5</b>	Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.	Overall: Met Reduce unfounded asylum claims: Met

## Comprehensive Spending Review 2007 (CSR07)

PSA	LATEST OUTTURN
<p><b>PSA3: Ensure controlled, fair migration that protects the public and contributes to economic growth.<sup>4</sup></b></p>	<p><b>Overall:</b> Strong progress</p> <p>Improvement against four out of the five indicators. One of the indicators is yet to be assessed.</p> <p><b>Indicator 1 Deliver robust identity management systems at the UK border: Improvement</b></p> <p><b>Indicator 1a All non-EEA nationals have unique secure IDs on entry to the UK: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Target: all non-EEA nationals have unique secure IDs on entry to the UK by end 2011: <ul style="list-style-type: none"> <li>• Unique and secure biometrically enabled identity records have been created for approximately 5 million non-EEA nationals arriving at the UK. This is achieved through the global operation of the UK Border Agency's biometric visas programme (see DS06, Indicator 2). Systems and processes to handle the remainder of this group will be delivered via the Secure ID project, which is scheduled to commence roll-out from April 2011.</li> </ul> </li> </ul> <p><b>Indicator 1b Track 95 per cent of all passenger journeys by end 2010: Improvement</b></p> <ul style="list-style-type: none"> <li>• Target: Track 95 per cent of all passenger journeys by end 2010. The UK Border Agency has set the following milestones towards this target: <ul style="list-style-type: none"> <li>• Track 100 million passenger movements by April 2009<sup>5</sup>. The first phase of the e-Borders Programme went live in May 2009, and the number of passenger movements (annualised) being tracked has risen from approximately 35 million in March 2009, to approximately 90 million by end of November.</li> <li>• Track 60 per cent of passenger movements by December 2009<sup>6</sup>. The risk to delivering this target centres on the ongoing intensive negotiations with the European Commission around data protection. Negotiations have been positive, but a timely decision from the Commission will be critical.</li> </ul> </li> <li>• Latest outturn: 38 per cent.</li> </ul> <p><b>Indicator 2 Reduce the time to conclusion of asylum applications: Improvement</b></p> <ul style="list-style-type: none"> <li>• Target: 90 per cent concluded within six months by December 2011. The key milestones towards this target are: <ul style="list-style-type: none"> <li>• 35 per cent of cases concluded within six months by April 2007;</li> <li>• 40 per cent by the end of December 2007;</li> <li>• 60 per cent by the end of December 2008; and</li> <li>• 75 per cent by the end of December 2009.</li> </ul> </li> <li>• Latest outturn: The 35 per cent, 40 per cent and 60 per cent milestones were successfully met. The provisional performance achieved by December 2008 was 61 per cent<sup>7</sup> of cases concluded within six months.</li> </ul>

<sup>4</sup> PSA Delivery Agreement 3: Ensure controlled, fair migration that protects the public and contributes to economic growth, provides more information on the measurement of this PSA. The Delivery Agreement can be found at: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA3.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA3.pdf).

<sup>5</sup> Fair, effective, transparent and trusted – Rebuilding confidence in our immigration system, July 2006. This document can be found at: [www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/indreview/indreview.pdf?view=Binary](http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/reports/indreview/indreview.pdf?view=Binary).

<sup>6</sup> UK Border Agency Business Plan, April 2009 – March 2012. This document can be found at: [www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/businessplan/april2009march2012/ukborderagencybusinessplan.pdf?view=Binary](http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/businessplan/april2009march2012/ukborderagencybusinessplan.pdf?view=Binary).

<sup>7</sup> Data are provisional and subject to change. Figures may not add to the total figure due to rounding.

PSA	LATEST OUTTURN
PSA3: (continued)	<p><b>Indicator 3 Increase the number of enforced removals and voluntary departures year on year: Improvement</b></p> <ul style="list-style-type: none"> <li>Baseline (2007-08)<sup>8</sup>: 33,540<sup>9</sup></li> </ul> <p>In addition, there were 32,000 removals at ports and juxtaposed controls.</p> <ul style="list-style-type: none"> <li>Target: a year-on-year increase</li> <li>Outturn (2008-09): 34,945<sup>9</sup></li> </ul> <p>The indicator was therefore achieved from 2007-08 to 2008-09. In addition, there were 31,720<sup>7</sup> removals at ports and juxtaposed controls.</p> <ul style="list-style-type: none"> <li>Baseline (2008-09): 34,945<sup>9</sup></li> <li>Latest outturn: performance for the first half of 2009-10 shows 17,445<sup>9</sup></li> </ul> <p>In addition, over the first half of 2009-10, there were 15,125<sup>9</sup> removals at port and juxtaposed controls.</p> <p><b>Indicator 4 Increase the proportion of 'higher harm' enforced removals and voluntary departures: Improvement</b></p> <ul style="list-style-type: none"> <li>Baseline (2007-08): 22 per cent.</li> <li>Target: an increase</li> <li>Latest outturn: Performance for 2008-09 shows the proportion of 'higher harm' enforced and voluntary removals as 30 per cent.</li> </ul> <p><b>Indicator 5 By effective management of migration, reduce the number of vacancies in shortage occupations: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>Baseline: 14,295.</li> <li>Target: a reduction</li> <li>Latest outturn: Not yet assessed. Progress against the baseline will be assessed when data from the next National Employers Skill Survey is available and will be published in 2010.</li> </ul>

<sup>8</sup> The PSA 3 Delivery Agreement has been amended so that Indicator 3 measures the increase in enforced removals and voluntary departures and not total removals. This is because the intended effect of the Border Control Strategy is that port and juxtaposed controls removal numbers will fall rather than increase and this is beginning to happen.

<sup>9</sup> Data are provisional and subject to change. Figures may not add to the total figure due to rounding.

PSA	LATEST OUTTURN
<p><b>PSA23: Make communities safer.<sup>10</sup></b></p>	<p><b>Overall: Strong progress</b></p> <p>Improvement has been made against five out of six indicators. Overall progress is stable in the remaining indicator.</p> <p><b>Indicator 1 The level of all recorded violence with injury<sup>11</sup>: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline: 452,318 recorded offences (2007–08).</li> <li>• Latest outturn: The outturn for the 2008–09 reporting year shows that there were 420,965 recorded offences, indicating a 7 per cent decrease.</li> </ul> <p><b>Indicator 2 The level of serious acquisitive crimes<sup>12</sup> – in local areas when compared to peers<sup>13</sup>: Improvement</b></p> <p>The success measure for serious acquisitive crime is defined as ensuring that no local area has a level of the most harmful acquisitive crime that is disproportionate when judged against what has been achieved elsewhere (their benchmark). The success measure is in two parts: i) those areas that are worse than their benchmark at the baseline, and ii) those areas that are equal to or better than their benchmark at the baseline.</p> <ul style="list-style-type: none"> <li>• Baseline: At the beginning of the reporting period (2007–08): <ul style="list-style-type: none"> <li>(i) 17 per cent of areas were worse than their benchmark.</li> <li>(ii) 83 per cent of areas were equal to or better than their benchmark.</li> </ul> </li> <li>• Latest outturn: (2008–09 compared with 2007–08)<sup>14</sup> <ul style="list-style-type: none"> <li>(i) 39 per cent of areas that started out worse than their benchmark are now equal to or better than their benchmark.</li> <li>(ii) 96 per cent of areas that started out better than or equal to their benchmark are still in this position.</li> </ul> </li> </ul>

<sup>10</sup> PSA Delivery Agreement 23: Make communities safer, provides more information on the measurement of this PSA. The Delivery Agreement can be found at: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA23.pdf).

<sup>11</sup> In April 2008 a clarification to the Home Office Counting Rules for grievous bodily harm (GBH) with intent was issued as part of the annual update of Counting Rules. A great deal of work has been undertaken in forces to implement this clarification, leading to ongoing revisions of figures during 2008-09. In addition, Her Majesty’s Inspectorate of Constabulary conducted a quality assurance exercise of all forces’ recording of offences of most serious violence (of which GBH with intent is a large component). As a result forces were allowed to provide revised figures for 2008-09 following the HMIC quality assurance inspection. This gave rise to further revision of forces data, which are reflected in the reported figures for Violence with Injury, for both the 2007-08 baseline year for 2008-09 figures and resulted in updates to the affected police recorded violence data tables in Crime in England and Wales 2008-09. Updated data can be found at: [www.homeoffice.gov.uk/rds/pdfs09/hosb1109chap2new.xls](http://www.homeoffice.gov.uk/rds/pdfs09/hosb1109chap2new.xls) (table 2.04 revised).

<sup>12</sup> Serious acquisitive crime comprises personal and business robbery, domestic burglary, theft of and from motor vehicles.

<sup>13</sup> The aim of this indicator is to continue to make progress on serious acquisitive crime through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug misusing offenders. More information on what local priorities have been set in each CDRP/CSP area can be found at: [www.localpriorities.communities.gov.uk/](http://www.localpriorities.communities.gov.uk/). More information on the assessment of progress on local priorities through the Comprehensive Area Assessments (CAA) can be found at: [www.auditcommission.gov.uk/localgov/audit/CAA/pages/oneplace.aspx](http://www.auditcommission.gov.uk/localgov/audit/CAA/pages/oneplace.aspx).

<sup>14</sup> Success in this indicator will be achieved if 100 per cent is realised under both parts of the indicator i.e. that (i) 100 per cent of areas that started out worse than the benchmark are now equal to or better than the benchmark [as defined in the delivery agreement]; and (ii) 100 per cent of the areas that started out better than or equal to the benchmark are still in this position. The CDRPs will remain in the two distinct groups as identified at the baseline irrespective of relative performance throughout the CSR period. Success in this indicator will be judged against the level of performance at the baseline.

PSA	LATEST OUTTURN
PSA23: (continued)	<p><b>Indicator 3 Public confidence in local agencies involved in tackling crime and anti-social behaviour (ASB): Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline: 45 per cent<sup>15</sup> as measured by the British Crime Survey (BCS) (interviews for six months from October 2007 to March 2008) published July 2008.</li> <li>• Target (BCS 2010–2011): 55 per cent (with an additional target of 60 per cent BCS 2011–2012).<sup>16</sup></li> <li>• Latest outturn: 50 per cent as measured by the BCS (interviews for year to end June 2009).<sup>17</sup></li> </ul> <p><b>Indicator 4 The percentage of people perceiving anti-social behaviour (ASB) as a problem: No improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline: 16.4<sup>18</sup> per cent as measured by the BCS (2007–08 interviews) published in July 2008.</li> <li>• The requirement for a statistically significant improvement is to reduce the percentage of people perceiving anti-social behaviour to be a problem in their area to 15.4 per cent.</li> <li>• Latest outturn: 15.9 per cent as measured by the BCS (interviews for year to end June 2009).<sup>19</sup></li> </ul> <p><b>Indicator 5 The level of proven re-offending by young and adult offenders: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline (adults): 165.7 re-offences per 100 offenders (2005).<sup>20</sup></li> <li>• Latest outturn (adults): 147.3 re-offences per 100 offenders (2007).</li> <li>• Baseline (youths): 125.0 re-offences per 100 offenders (2005).</li> <li>• Latest outturn (youths): 115.7 re-offences per 100 offenders (2007).</li> </ul>

<sup>15</sup> It is standard procedure to present BCS percentages rounded to the nearest whole number. As the targets have been set as whole numbers this format has been retained to ensure consistency when comparing progress.

<sup>16</sup> The Policing Green Paper removed all top-down targets from the police with the exception of a single target on confidence. In addition to the 55 per cent target for the PSA, the Home Secretary is clear that he wishes to see the national average level of public confidence reach 60 per cent by the end of March 2012. Individual force targets have therefore been set to ensure that each force is contributing to achieving this national ambition.

<sup>17</sup> This is a statistically significant improvement from the nine months to June 2008. For further information please see Home Office Statistics publication on the Home Office Research, Development and Statistics website: [www.homeoffice.gov.uk/rds/pdfs09/hosb1509.pdf](http://www.homeoffice.gov.uk/rds/pdfs09/hosb1509.pdf).

<sup>18</sup> It is standard procedure to present BCS percentages rounded to the nearest whole number. However, success criteria figures are calculated using unrounded figures and were presented in the June 2009 Departmental Report to one decimal place. In the current report the baseline, success criteria and latest outturn are shown to one decimal place in order to present the clearest indication of progress. In addition, BCS baseline estimates were revised in July 2009 as a result of revisions to Labour Force Survey population estimates that are used to weight the data. These revisions have resulted in small changes to both the baseline and the success criteria for indicators measured by the BCS, although in some cases these changes are not visible when figures are presented to one decimal place or rounded to the nearest whole number.

<sup>19</sup> This is not statistically significantly different from the previous year. For further information please see Home Office Statistics publication on the Home Office Research, Development and Statistics website: [www.homeoffice.gov.uk/rds/pdfs09/hosb1509.pdf](http://www.homeoffice.gov.uk/rds/pdfs09/hosb1509.pdf).

<sup>20</sup> The rate of re-offending for adults has been revised for the period 2000-06 reflecting the correction of an error. The baseline rate was revised from 167.9 to 165.7 offences per 100 offenders. For more information on the revisions please see the 2007 adult re-offending results: [www.justice.gov.uk/publications/reoffendingofadults.htm](http://www.justice.gov.uk/publications/reoffendingofadults.htm).

PSA	LATEST OUTTURN
PSA23: (continued)	<p><b>Indicator 6 The level of serious re-offending<sup>21</sup>: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline (adults): 0.85<sup>22</sup> serious offences per 100 offenders (2005).</li> <li>• Latest outturn (adults):<sup>23</sup> 0.77 serious offences per 100 offenders (2007).</li> <li>• Baseline (youths): 0.90<sup>24</sup> serious offences per 100 offenders (2005).</li> <li>• Latest outturn (youths): 0.73 serious offences per 100 offenders (2007).</li> </ul>

<sup>21</sup> Small changes in serious re-offending data may not reflect real changes in performance.

<sup>22</sup> The rate of re-offending for adults has been revised for the period 2000-06 reflecting the correction of an error. The baseline rate was revised from 0.88 to 0.85 serious offences per 100 offenders. For more information on the revisions please see the 2007 adult reoffending results: [www.justice.gov.uk/publications/reoffendingofadults.htm](http://www.justice.gov.uk/publications/reoffendingofadults.htm).

<sup>23</sup> These figures must be treated with a degree of caution, due to the small number of serious re-offences in the data. There is less than one serious offence per 100 offenders in the cohort.

<sup>24</sup> The baseline for indicator 6 (youths) has been corrected to reflect the 2005 baseline level – the Autumn Performance Report 2008 published the 2000 level of 0.91. More information on re-offending statistics can be found at: [www.justice.gov.uk/publications/reoffendingjuveniles.htm](http://www.justice.gov.uk/publications/reoffendingjuveniles.htm).

PSA	LATEST OUTTURN
<p><b>PSA25: Reduce the harm caused by alcohol and drugs.<sup>25</sup></b></p>	<p><b>Overall: Some Progress</b></p> <p>Improvement has been made against two out of the five indicators, two of the indicators show no improvement, although overall progress is stable, and one indicator is not yet assessed.</p> <p><b>Indicator 1 Percentage change in the number of drug users recorded as being in effective treatment: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline: 156,387 persons recorded as in effective treatment (2007–08).</li> <li>• Latest outturn: End of year performance for the period April 2008–March 2009 was 163,127 a 4.3 per cent improvement.</li> </ul> <p><b>Indicator 2 Rate of hospital admissions per 100,000 for alcohol-related harm: Improvement<sup>26</sup></b></p> <ul style="list-style-type: none"> <li>• Baseline: The rate for 2006-07 is 1,384 admissions per 100,000. Without further action, the rate was projected to increase to 1,600 in 2008–09, 1,724 in 2009–10 and 1,849 in 2010–11<sup>27</sup>.</li> <li>• Latest outturn: The provisional rate for 2008–09 is 1,562 admissions per 100,000 – a reduction of 38 admissions per 100,000 population (two per cent) on the projected rate of 1,600 for 2008–09.</li> </ul>

<sup>25</sup> PSA Delivery Agreement 25: Reduce the harm caused by alcohol and drugs, provides more information on the measurement of this PSA. The Delivery Agreement can be found at: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA25.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA25.pdf).

<sup>26</sup> The success criterion for this indicator is to reduce the trend in the rate of increase in alcohol-related hospital admissions by a minimum movement of 1 percentage point reduction in trend or a reduction of at least 19 admissions per 100,000 relative to the projected rate of admission of 1,849 in 2010–11.

<sup>27</sup> The figures for 2002–03 to 2006–07 have been revised since publication of the Autumn Performance Report 2008 to bring the indicator in line with published research on alcohol attributable conditions and with standard practise regarding the production of hospital episode statistics. More information on the revisions to the baseline can be found at: [www.nwph.net/alcohol/lape/nationalindicator.htm](http://www.nwph.net/alcohol/lape/nationalindicator.htm) (NI39 Technical Guide).

PSA	LATEST OUTTURN
PSA25: (continued)	<p><b>Indicator 3 Rate of drug-related offending: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Baseline: 260.1 proven offences per 100 offenders (2008 cohort)<sup>28</sup></li> <li>• Latest outturn: Not yet assessed.<sup>29</sup></li> </ul> <p><b>Indicator 4 Percentage of the public who perceive drug use or dealing to be a problem in their area: No improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline of 26.1 per cent<sup>30</sup> as measured by the BCS (2007–08 interviews) published in July 2008.</li> <li>• The requirement for a statistically significant improvement is to decrease the percentage of people perceiving drug use or dealing to be a problem in their area to 24.9 per cent.</li> <li>• Latest outturn: 27.1 per cent as measured by the BCS (interviews for year to end June 2009).<sup>31</sup></li> </ul> <p><b>Indicator 5 Percentage of the public who perceive drunk or rowdy behaviour to be a problem in their area: No improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline of 25.2 per cent<sup>30</sup> as measured by the BCS (2007–08 interviews) published in July 2008.</li> <li>• The requirement for a statistically significant improvement is to decrease the percentage of people perceiving drunk and rowdy behaviour to be a problem in their area to 24.2 per cent.</li> <li>• Latest outturn: 25.8 per cent as measured by the BCS (interviews for year to end June 2009).<sup>31</sup></li> </ul>

<sup>28</sup> This equates to 2.6 proven offences per offender.

<sup>29</sup> Progress against the baseline will be assessed in November 2010 when the first set of comparable data will be available.

<sup>30</sup> It is standard procedure to present BCS percentages rounded to the nearest whole number. However, success criteria figures are calculated using unrounded figures and were presented in the June 2009 Departmental Report to one decimal place. In the current report the baseline, success criteria and latest outturn are shown to one decimal place in order to present the clearest indication of progress. In addition, BCS baseline estimates were revised in July 2009 as a result of revisions to Labour Force Survey population estimates that are used to weight the data. These revisions have resulted in small changes to both the baseline and the success criteria for indicators measured by the BCS, although in some cases these changes are not visible when figures are presented to one decimal place or rounded to the nearest whole number.

<sup>31</sup> This is not statistically significantly different from the previous year. For further information please see Home Office Statistics publication on the Home Office Research, Development and Statistics website: [www.homeoffice.gov.uk/rds/pdfs09/hosb1509.pdf](http://www.homeoffice.gov.uk/rds/pdfs09/hosb1509.pdf).



PSA	LATEST OUTTURN
<p><b>PSA26: Reduce the risk to the UK and its interests overseas from international terrorism.</b></p>	<p>PSA26 was introduced for the 2008–2011 spending round, and is the first PSA devoted to counter-terrorism. PSA 26 has the same aim as CONTEST – to reduce the risk to the UK and its interests overseas from international terrorism. The PSA provides a strategic level view of key deliverables across the UK counter-terrorism effort, and is therefore selective about what it seeks to assess. As outlined in the refreshed CONTEST strategy published in March 2009, the PSA is structured around the four main CONTEST workstreams. Within each workstream, there are a number of key outcomes against which progress is assessed.</p> <p><b>Pursue</b> outcomes focus on our ability to detect and disrupt terrorist networks:</p> <ul style="list-style-type: none"> <li>● <b>Outcome 1 – Detection:</b> A reduction in the risk that attack planning against the UK or UK interests overseas will go undetected by means of improved intelligence coverage of the target community.</li> <li>● <b>Outcome 2 – Disruption:</b> A reduction in the risk of a successful attack against the UK by means of an increase in the impact of disruption on those who threaten the UK or UK interests.</li> </ul> <p><b>Prevent</b> outcomes focus on improving resilience to violent extremism, including in key sectors and overseas:</p> <ul style="list-style-type: none"> <li>● <b>Outcome 1 – Communities:</b> An increase in the extent to which domestic Muslim communities reject and condemn violent extremism.</li> <li>● <b>Outcome 2 – Sectors &amp; Services:</b> A reduction in the risk of individuals who come into contact with key sectors/services becoming or remaining violent extremists.</li> <li>● <b>Outcome 3 – Overseas:</b> A positive UK contribution to the resilience of priority countries to violent extremism.</li> </ul> <p><b>Protect</b> outcomes focus on reducing the vulnerability of key sites, such as crowded places, transport systems and the Critical National Infrastructure:</p> <ul style="list-style-type: none"> <li>● <b>Outcome 1 – Citizens:</b> Reduced vulnerability of UK citizens to terrorism in the UK through increased protective security.</li> <li>● <b>Outcome 2 – CNI:</b> Reduced vulnerability of the UK’s Critical National Infrastructure to terrorism.</li> <li>● <b>Outcome 3 – Borders:</b> Reduced vulnerability of the UK to terrorism through strengthened border security.</li> </ul> <p><b>Prepare</b> outcomes focus on our capability to deal with the consequences of a terrorist attack:</p> <ul style="list-style-type: none"> <li>● <b>Outcome – Capabilities:</b> Increased capabilities to deal with the potential consequences, as set out in the National Resilience Planning Assumptions (NRPA), of our national risks as set out in the National Risk Assessment.</li> </ul> <p>Selected performance indicators underpin these outcomes. Both they and the biannual assessments of performance are classified.</p>

PSA	LATEST OUTTURN
<p><b>PSA24: Deliver a more effective, transparent and responsive Criminal Justice System for victims and the public.</b></p>	<p>The Ministry of Justice leads on this PSA that is shared with the Home Office and the Attorney General's Office.<sup>32</sup></p> <p><b>Overall: Some progress</b></p> <p>We are currently able to demonstrate improvement against three of the five indicators, performance has been maintained against one and there is slippage against the fifth.</p> <p><b>Indicator 1 Efficiency and effectiveness of the Criminal Justice System in bringing offences to justice: Maintained</b></p> <ul style="list-style-type: none"> <li>• Performance in bringing serious sexual offences to justice has improved.</li> <li>• Performance in bringing serious acquisitive offences to justice indicates some progress.</li> <li>• Performance in bringing serious violent offences to justice cannot be assessed.</li> </ul> <p>The effectiveness of the CJS in bringing serious sexual and serious acquisitive offences to justice has been assessed by comparing data for the year ending June 2009 with the baseline year 2007-08. Current performance indicates some progress in narrowing the gap between recorded crime and offences brought to justice.</p> <p>The number of serious sexual offences brought to justice has risen 3 per cent since 2007-08, while the number of these recorded crimes has fallen by 3 per cent over the same period.</p> <p>The number of serious acquisitive offences brought to justice has fallen 7 per cent since 2007-08, while the number of these recorded crimes has fallen by 8 per cent over the same period.</p> <p>There were 9,414 serious violent offences brought to justice in the year ending June 2009. The number of recorded serious violent crimes was 43,508 for the year ending June 2009. The 2008-09 baseline for this element of PSA 24 is 9,444 serious violent offences brought to justice and 42,470 recorded serious violent crimes<sup>33</sup>.</p> <p>After a 45 per cent increase in total expenditure on the CJS since 1998-99, the budgeted CJS spend in bringing offences brought to justice is projected to fall by approximately 3.2 per cent over the period 2008-11 in real terms as efficiency savings are made. The budgeted spend in 2009-10 is £7.41 billion compared to £7.55 billion in 2007-08.</p> <p><b>Indicator 2 Public confidence in the fairness and effectiveness of the Criminal Justice System: Improvement</b></p> <p>The proportion of people who think that the CJS as a whole is fair (from the BCS) was 59 per cent for 12 months to June 2009, in comparison with a baseline of 56 per cent in the six months to March 2008. If this performance is maintained this element of the indicator would be met.</p> <p>The proportion of people who think that the CJS as a whole is effective (from the BCS) was 39 per cent for the 12 months to June 2009, in comparison to the baseline of 37 per cent for the six months ending March 2008. If this performance is maintained this element of the indicator would be met.</p>

<sup>32</sup> PSA Delivery Agreement 24: Deliver a more effective, transparent and responsive Criminal Justice System (CJS) for victims and the public, provides more information on the measurement of this PSA. The Delivery Agreement can be found at: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA24.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA24.pdf).

<sup>33</sup> Data on recorded crimes of serious violence from April 2008 cannot be compared with earlier periods and therefore historical comparisons are not possible. For this reason 2008-09 is the baseline year for this element of PSA 24.

PSA	LATEST OUTTURN
PSA24: (continued)	<p><b>Indicator 3 Experience of the Criminal Justice System for victims and witnesses: Improvement</b></p> <p>If current performance continues, both elements of this indicator will be met.</p> <p>The baseline for victim satisfaction with the Police stands at 81 per cent (12 months ending March 2008). Latest performance information has shown an improvement to 83 per cent (12 months ending March 2009).</p> <p>The baseline for victim and witness satisfaction with the CJS stands at 81 per cent (six months ending March 2008). Latest performance has shown an improvement to 83 per cent (12 months ending March 2009).</p> <p><b>Indicator 4 Understanding and addressing race disproportionality at key stages in the Criminal Justice System: Improvement</b></p> <p>The Minimum Data Set (which enables the analysis of consistent and robust ethnicity data across the criminal justice system in order to identify and, where necessary, address race disproportionality) was being used by 50 per cent of Local Criminal Justice Boards (LCJBs) as at June 2009 against the target of 50 per cent (the Minimum Data Set is rolled out on an area by area basis); by March 2010 it will be ahead of trajectory in terms of the number of LCJBs using the Minimum Data Set. A number of LCJBs are now formulating action plans using Minimum Data Set data to address issues identified. If current performance continues this indicator will be met.</p> <p><b>Indicator 5 Recovery of criminal assets: Slippage</b></p> <p>Baseline: £125 million recovered in 2006-07.</p> <p>Current performance shows that £31 million has been recovered between April 2009 and June 2009.</p> <p>Current performance trends are below trajectory to recover £250 million in 2009-10. Actions are underway to address the performance gap.</p>

## Main contributor

The Home Office is a main contributor to the following government PSAs.

PSA	Lead Government Department
PSA1: Raise the productivity of the UK economy.	Business, Innovation and Skills.
PSA13: Improve children and young people's safety.	Department for Children, Schools and Families.
PSA14: Increase the number of children and young people on the path to success.	Department for Children, Schools and Families.
PSA17: Tackle poverty and promote greater independence and wellbeing in later life.	Department for Work and Pensions.
PSA20: Increase long-term housing supply and affordability.	Communities and Local Government.
PSA21: Build more cohesive, empowered and active communities.	Communities and Local Government.
PSA24: Deliver a more effective, transparent and responsive criminal justice system for victims and the public.	Ministry of Justice.

## Main contributor to the Home Office PSA's

The following government departments are a main contributor to Home Office-led PSAs.

PSA	Other government departments
PSA3: Ensure controlled, fair migration that protects the public and contributes to economic growth.	Business, Innovation and Skills, Communities and Local Government, Department for Children, Schools and Families, Department for International Development, Department for Transport, Department for Work and Pensions, Foreign and Commonwealth Office and Ministry of Justice.
PSA23: Make communities safer.	Department for Children, Schools and Families, Department of Health, Department for Work and Pensions and Ministry of Justice.
PSA25: Reduce the harm caused by alcohol and drugs.	Business, Innovation and Skills, Communities and Local Government, Department for Children, Schools and Families, Department of Health, Department for Work and Pensions, Foreign and Commonwealth Office and Ministry of Justice.
PSA26: Reduce the risk to the UK and its interests overseas from international terrorism.	Business, Innovation and Skills, Cabinet Office, Communities and Local Government, Department for International Development, Department for Transport, Foreign and Commonwealth Office, Ministry of Defence and Ministry of Justice.

## Departmental Strategic Objectives

The Home Office has seven Departmental Strategic Objectives (DSOs). Six DSOs are aligned to delivery of government PSAs and use the same performance indicators to track progress. Only an overall assessment against delivery is therefore provided in this report and can be found on page 8. For a full assessment of performance please refer to the relevant CSR07 reported from page 10.

Home Office DSO6 does not correspond to a PSA and is therefore reported on separately below.

DSO	LATEST OUTTURN
<p><b>DSO6: Safeguard people's identity and the privileges of citizenship.</b></p>	<p><b>Overall: Strong progress</b></p> <p>Progress against this DSO is currently demonstrated by achievement of milestones – data streams do not yet exist to support baseline setting and measurement of indicators for this DSO. We are considering how we can measure this DSO as the programmes roll out over the period to 2012.</p> <p>All programmes are on track to deliver the milestones.</p> <p><b>Indicator 1 By the end of 2008, launch identity cards for foreign nationals, in the form of biometric immigration documents to students extending or varying their leave: Improvement</b></p> <p>Identity cards for foreign nationals went live in November 2008. To date, over 100,000 identity cards have been issued. The Home Office pledge to issue 75,000 cards by November 2009 was met two months early. The Home Secretary has announced that the roll-out will be accelerated to include those extending under Tier 2 of the Points Based System in the New Year and Tiers 1 and 5 by the end of 2010.</p> <p><b>Indicator 2 By the end of 2008, continue to issue biometric visas to foreign nationals outside the EEA travelling to the UK: Improvement</b></p> <p>Visa applications for non-EEA nationals continue to be accompanied by mandatory biometric acquisition. Global biometric roll-out is complete and biometrics are a standard component of the visa process. This major programme was delivered ahead of schedule, within budget and has already identified numerous applicants with adverse histories who might otherwise have remained undetected. To date, there have been over 5 million enrolments, generating over 30,000 matches to data recorded in connection with an immigration matter in the UK and bringing to notice just over 4,900 applications that have been lodged in a different identity. In addition, the fingerprints of over 5,000 visa applicants have been matched to those already held by UK authorities in relation to criminal or terrorist activity.</p> <p><b>Indicator 3 By end of 2009, issue first identity cards to British citizens who want them, starting with residents of Greater Manchester.</b></p> <p>Secondary legislation to achieve this objective was published on 21 November 2008 and was laid before Parliament in May 2009. The first enrolments have taken place in Greater Manchester on 30 November 2009.</p> <p><b>Indicator 4 By end of 2009 issue first identity cards on a purely voluntary basis to critical workers at Manchester and London City airports.</b></p> <p>The first enrolments have taken place at Manchester and London City airports during November 2009 meeting the public commitment.</p>

DSO	LATEST OUTTURN
DS06: (continued)	<p><b>Indicator 5 By end of 2009 appoint Identity Commissioner.</b></p> <p>The Identity Commissioner has been appointed and took up the role on 1 October 2009 meeting the commitment set out in the Identity Cards Act.</p> <p><b>Indicator 6 By end of 2009 support UK Border Agency's Employment Checking Service through integrated use of the Passport Validation Service.</b></p> <p>The Identity and Passport Service continues to work with the UK Border Agency to develop how the Passport Validation Service can support a range of UK Border Agency activities, including employment checking and e-Borders. Options are being explored and will continue to be developed into the first part of 2010.</p> <p><b>Indicator 7 By end of 2010 publish Identity Rights Charter.</b></p> <p>The Identity and Passport Service will develop the charter with the Public Panel who will be supported by independent expertise. Two out of six regional public panels are already in place with a third expected to be recruited shortly.</p> <p><b>Indicator 8 By end of 2010 publish primary legislation to enable people to choose between a second-biometric passport and an identity card when enrolling on the National Identity Scheme from 2012.</b></p> <p>The Parliamentary timetable for legislation to support this indicator will be agreed in the early part of 2010 alongside all other enabling legislation to support the future development and roll out of the National Identity Service.</p> <p><b>Indicator 9 By end of 2010 issue identity cards to British citizens beyond Greater Manchester.</b></p> <p>Plans to roll out identity cards beyond Greater Manchester with locations and timelines will be agreed during 2010.</p>

## Value for money

TARGET	LATEST OUTTURN
<p><b>Home Office (CSR07) Value for Money (VfM) target:</b> To achieve cash-releasing, sustainable gains worth £1,694 million in 2010–11, net of costs.<sup>34</sup></p>	<p>The Home Office and the Police Service are on track to deliver the stretching VfM target agreed for CSR07, recognising the imperative to support economic recovery whilst preserving the quality of front-line service delivery. The Home Office's strong track record reflects the premium it has placed on ensuring value for money historically and the Department continues to challenge itself to increase productivity and reduce costs further in every area of the business.</p> <p>Alongside the Operational Efficiency Programme's focus on reducing indirect cost, the Department and the Police Service are bringing even sharper focus to increasing front-line staff productivity, procuring and managing goods and services well and exploiting to the furthest extent the opportunities for greater efficiency offered by existing IT and other infrastructure.</p> <p>Early value for money gains are estimated to be worth £689 million per annum by December 2009 (all gains remain estimated until the full year impact can be measured). That includes:</p> <ul style="list-style-type: none"> <li>• the Police Service securing gains worth £360 million per annum, delivered locally by forces focusing on improving front-line productivity, making effective use of technology, ensuring streamlined process, and managing down support costs.</li> <li>• gains worth more than £140 million which were delivered by the UK Border Agency in 2008-09, including through savings in the cost of support to asylum claimants. The Agency will seek to maintain this trajectory through 2009-10.</li> <li>• improvements worth £85 million per annum across the range of procured goods and services through the introduction of category management (a structured approach to procuring routinely required goods and services) and better collaborative contracts by our commercial functions.</li> <li>• over-delivery from SR04 worth £141 million.</li> </ul> <p>Gains are assessed by Internal Audit to encourage robust classification. The NAO is due to report shortly on 2008-09 VfM gains.</p> <p>The Home Office will deliver cost-effective support services. For example, we will save over £100 million, over the next five years, through negotiated contracts for IT, as part of its strategy to consolidate and achieve top class performance in its corporate functions.</p> <p><i>Relocation:</i></p> <ul style="list-style-type: none"> <li>• The Home Office surpassed its target to relocate 2,200 full-time equivalent posts from London and the South East to the regions by 2010. The figure achieved was 2,951.</li> </ul> <p><i>Examples of VfM efficiency improvements in the Police and UK Border Agency:</i> In the Police Service, which accounts for more than £6,700 million per annum of Home Office expenditure, VfM programmes have included:</p> <p><i>Front-line productivity:</i></p> <p>Continuing and building on the continuous improvement work in QUEST, that enables local police to design and implement for themselves better, more cost-effective ways of serving the public. For example in the West Yorkshire Police North East Leeds Division benefits have included:</p> <ul style="list-style-type: none"> <li>• A 91 per cent reduction in the average number of days taken to investigate a crime and a 40 per cent saving in Neighbourhood Policing Teams (NPTs) time to reinvest in tackling local issues.</li> <li>• This allowed 70 search warrants to be executed in one month by NPTs targeting local drug dealers as opposed to just 10 the month prior to Quest.</li> </ul>

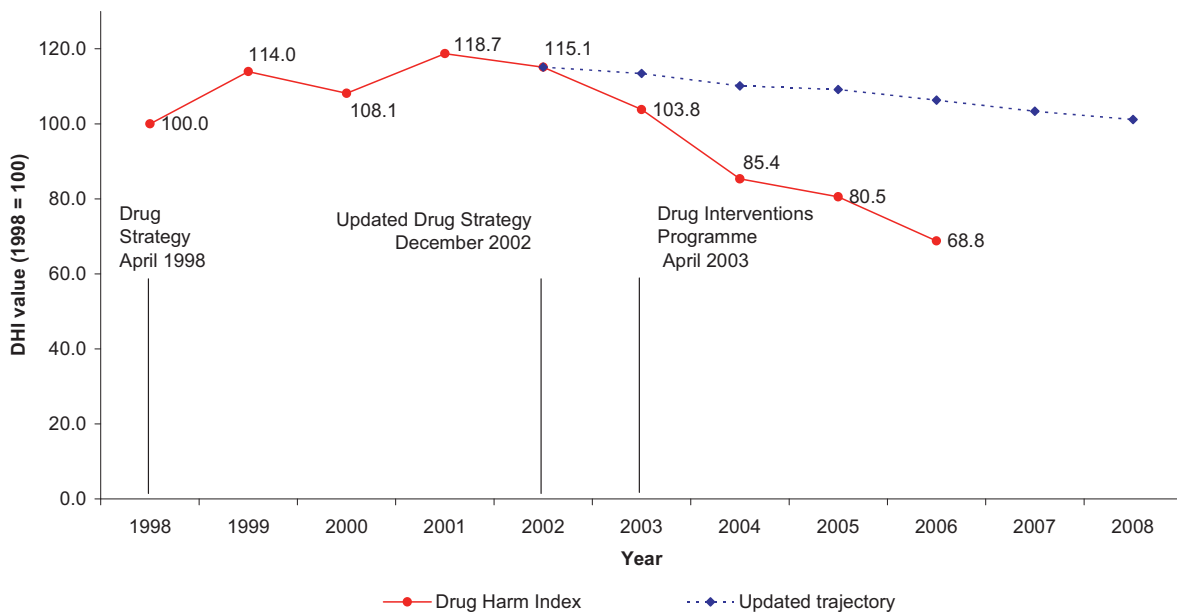
<sup>34</sup> The Home Office increased its value for money target in April 2009 by £280 million, to £1,694 million per annum by the end of 2010-11, to reflect scope for additional savings identified in existing VfM work and the Operational Efficiency Programme.

TARGET	LATEST OUTTURN
<p><b>VfM: (continued)</b></p>	<p><i>Sharper procurement and stronger exploitation of information technology through:</i></p> <ul style="list-style-type: none"> <li>• Mobile device use will increase the time out of station for front-line police officers by reducing the number of return trips made to the station. This increases the amount of visible policing time, approximately 30 minutes per shift, with the associated deterrent effect on crime.</li> </ul> <p>In the UK Border Agency, which accounts for more than £2,400 million per annum of Home Office expenditure, VfM work has included:</p> <p><i>Front-line productivity:</i></p> <p>The UK Border Agency's Frontrunner programme is enabling managers and their staff to design and drive out significant service quality and cost-saving benefits through continuous improvement approaches. For example:</p> <ul style="list-style-type: none"> <li>• Improved productivity in an initial tranche of caseworking functions.</li> <li>• Efficiency improvements resulting in a substantial reduction in the number of legacy cases in Euro casework Liverpool.</li> <li>• Improved processes resulting in increased savings in asylum support costs in Wales; and driving improvements in the Agency's use of intelligence to focus the use of resources.</li> </ul> <p>Building upon the early work of staff in the UK Border Agency's London and South East region, the Agency is currently extending its Frontrunner programme to the North West and West London regions. Further rollout of the Frontrunner programme is anticipated with work planned to commence in the North East, Yorkshire and the Humber region in 2010.</p> <p><i>Sharper procurement, property management and stronger exploitation of information technology, for example:</i></p> <ul style="list-style-type: none"> <li>• Increased the detention estate and re-let existing contracts with service providers at lower cost.</li> <li>• Continued its estates rationalisation programme.</li> <li>• Delivered new facial recognition technology in 10 terminals, giving British passengers a faster, secure route through the border.</li> <li>• Continued to rationalise IT equipment to match resource requirements.</li> </ul>



## Spending Review 2004 (SR04) targets

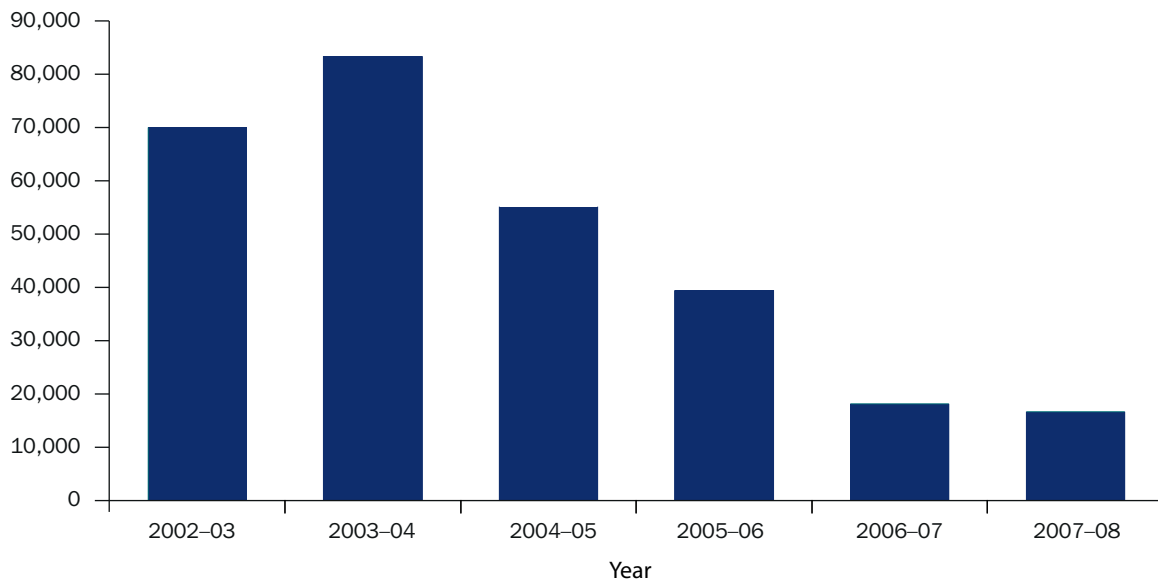
PSA	LATEST OUTTURN
<p><b>PSA4: Reduce the harm caused by illegal drugs, including substantially increasing the number of drug-misusing offenders entering treatment through the CJS.</b></p>	<p><b>Reduce the harm caused by illegal drugs: On course</b></p> <p>The Drug Harm Index (DHI) measures harm reduction against the overarching PSA4 target over the SR04 period. The DHI amalgamates a substantial basket of individual harm indicators to measure the level of harm caused by illegal drugs. The harms are weighted according to their economic impact to allow year-on-year comparisons of the harm caused by drugs.</p> <ul style="list-style-type: none"> <li>• Baseline (2002): 115.1.<sup>35</sup></li> <li>• Target: a reduction by 2007–08.</li> <li>• Latest outturn (2006): 68.8.</li> </ul> <p><b>Number of drug-misusing offenders entering treatment through the CJS: Met</b></p> <ul style="list-style-type: none"> <li>• Baseline: 438 a month in March 2004.</li> <li>• Target: 1,000 a week by March 2008.</li> <li>• Final outturn: Consistently more than 4,000 a month since January 2008.</li> </ul>



<sup>35</sup> According to the latest figures the DHI stood at 115.1 in 2002. The previous version of the DHI showed this figure as 117. The change has occurred because data providers have retrospectively updated some of the data used to construct the DHI to reflect the most recently available figures. As a result, the latest DHI figures up to 2005 are slightly different to those published previously. The data revisions have slightly decreased the value of the DHI between 1999 and 2005, but the overall trend over time has remained broadly unchanged. This is discussed in more detail of the updated report, available at: [www.homeoffice.gov.uk/rds/pdfs09/horr13.pdf](http://www.homeoffice.gov.uk/rds/pdfs09/horr13.pdf).

PSA	LATEST OUTTURN
<p><b>PSA5: Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.</b></p>	<p><b>Reduce unfounded asylum claims: Met</b></p> <p>The target is measured as the absolute number of unfounded claims in a year. The absolute number of claims includes both the number of principal applicants and dependants. An unfounded asylum claim is one where the applicant and dependants of the applicant have not been granted full refugee status (indefinite leave to remain)<sup>36</sup> under the 1951 UN Convention, i.e. failed asylum seekers (applicants refused refugee status at the initial decision stage for which no appeal is received and applicants whose appeal rights are exhausted).</p> <ul style="list-style-type: none"> <li>• Baseline (2002–03): 70,200.</li> <li>• Target: a reduction.</li> <li>• Outturn (2005–06): 39,600.</li> <li>• Outturn (2006–07): 18,000.</li> <li>• Outturn (2007–08): 16,900.</li> </ul> <p>The 2007-08 outturn is over 75 per cent lower than the baseline year figure.</p>

Number becoming failed asylum seekers (including dependants)



<sup>36</sup> Until 30 August 2005, persons granted asylum were given indefinite leave to remain. Since 30 August 2005, all refugees, other than those arriving in the UK under managed migration resettlement schemes such as Gateway, have been granted five years' limited leave rather than indefinite leave to remain. This change has not affected the focus of the target or the methodology that is used to determine whether or not it has been met.

## Assessing progress

### Assessments of progress

#### CSR07

The 'status' of delivery follows set guidance on reporting. The categories are as follows.

TERM	USAGE
Strong progress	Where more than 50 per cent of indicators had improved*.
Some progress	Where 50 per cent or less indicators had improved*.
No progress	Where no indicators had improved*.
Not yet assessed	50 per cent or more of the indicators are yet to have even first time data produced on progress.

\* The judgements of whether an indicator is showing an improvement in performance have been made by comparing the latest data with the baseline. This is done in accordance with the HM Treasury Public Expenditure System notice:

[www.hm-treasury.gsi.gov.uk/psd/pes\\_papers/pespaper/2009/pes0906.htm](http://www.hm-treasury.gsi.gov.uk/psd/pes_papers/pespaper/2009/pes0906.htm).

#### SR04

Departments are also encouraged to use standard terms if summarising progress against ongoing targets. The following list offers a number of options.

TERM	USAGE
Met early	Only to be used in circumstances where there is no possibility of subsequent slippage during the lifetime of the target.
Ahead	If progress is exceeding plans and expectations.
On course	Progress in line with plans and expectations.
Slippage	Where progress is slower than expected, e.g. by reference to criteria set out in a target's Technical Note.
Not yet assessed	For example a new target for which data is not yet available.

## Final assessment against SR04

The 'status' of delivery of the targets follows set guidance on reporting. The categories are as follows.

<b>TERM</b>	<b>USAGE</b>
Met	Target achieved by the target date – must not be used before the target end-date unless there is no possibility at all of subsequent slippage.
Met-ongoing	For older open-ended targets where the target level has been met and little would be achieved by continuing to report the same information indefinitely (in using this term it should be made clear that a final assessment is being given).
Partly met	Where a target has two or more distinct elements, and some – but not all – have been achieved by the target date.
Not met	Where a target was not met or met late.
Not known	This should only be used where it was not possible to assess progress against the target during its lifetime or subsequently – explanation should be given and reference made to any subsequent targets covering the same area.

## Data limitations

This section provides information on the data systems used by the Home Office to measure performance. The data systems are listed by topic area.

### 1. ALCOHOL AND DRUGS

#### *Alcohol-related admissions*

The indicator is based on international best practice and includes data for some 45 conditions that are either wholly attributable or partly attributable to alcohol and weighted accordingly. The use of partly attributable conditions means the indicator is more comprehensive, but introduces the risk that not all of the observed change over time is the result of alcohol.

Whilst the confidence intervals associated with the estimates are very small given the large number of cases involved, measurement error is a greater issue. The information is derived from administrative systems and, whilst subject to detailed data standards and quality assurance, is still dependent to some extent on healthcare providers' practices.

The data set used, referred to as Hospital Episode Statistics (HES), is a record of all hospital inpatient spells. HES data has around 98 per cent coverage. It is mandatory for the NHS to submit data in a standardised format on a monthly basis. Data are clearly defined by the NHS data dictionary and Commissioning Datasets standards. Any changes are made by well-documented data set change notices. Trusts are responsible for their own data quality. NHS trusts may have their data assessed by their internal management before they are submitted. After submission, the data are cleaned to remove the duplicates and improve data quality. The HES Data Quality Team confirms Trusts are happy with the data they have submitted, in a consultation exercise, on an annual basis. Where issues are identified during processing, these are communicated with the Trust to drive future improvements. Any data quality issues

are highlighted in data quality notes and publications that are made available with HES. A National Statistics Quality Review was undertaken in April 2008.

#### *Drug Harm Index*

Drug Harm Index (DHI) limitations in data availability mean that the (DHI) does not capture all the harms that illegal drugs might possibly generate, but rather a subset of harms for which robust data are available. As such, this measure is an index indicating change over time, rather than an estimate of the absolute level of harm at any one time. Additionally, changes in trend may be due to factors external to the Drug Strategy (e.g. increasing unemployment); therefore, a reduction in the index is not necessarily direct evidence of the success of drug interventions. Interpreting changes in the DHI requires care, as it is a single measure that summarises much detail. Different categories of harm may evolve differently over time and no single index can fully capture this diversity. Complementary analysis of data feeding into the DHI would be necessary to completely understand these drivers.

#### *National Drug Treatment Monitoring System*

The National Drug Treatment Monitoring System (NDTMS) collects client activity data from drug and alcohol treatment services in England. The data collected is used to produce national statistics and performance monitoring information.

NDTMS is a robust data system and quality assurance processes are in place. This target has been developed in line with data available in NDTMS.

#### *Number of drug-misusing offenders entering treatment*

Drug Interventions Programme data are robust, and quality assurance procedures are in place.

### 2. CRIME AND PERCEPTION OF CRIME

#### *British Crime Survey (BCS)<sup>37</sup>*

The British Crime Survey is a continuous face-to-face survey in which a representative sample of adults aged

<sup>37</sup> The BCS is a Government Statistical Survey within the scope of National Statistics. Fieldwork is subcontracted to external survey companies after competitive tendering. Home Office Statistics undertakes quality control of the survey itself, the data processing and the reliability of results. The latest BCS figures are based on a randomly selected sample of those aged 16 or over resident in households in England and Wales. The BCS is currently published quarterly and can be found at: [www.homeoffice.gov.uk/rds/bcs1.html](http://www.homeoffice.gov.uk/rds/bcs1.html).

16 or over resident in households in England and Wales are asked about their experiences of crime in the 12 months prior to interview. It includes property crimes such as vehicle-related thefts and burglary and personal crimes such as assaults. For the crime types it covers, the BCS provides the best available reflection of the true extent of household and personal crime nationally because it includes crimes that are not reported to the police and crimes which are not recorded by them.

As well as experience of crime, the BCS is also used to measure respondents' perceptions of crime and the criminal justice system. This includes questions about how well respondents think the police and local agencies are dealing with crime and anti-social behaviour and questions on respondents' perceptions of anti-social behaviour, including drug use and dealing and drunk or rowdy behaviour.

BCS data, including perceptions data, is updated each quarter and covers interviews carried out in the previous 12 month period.

### **Police recorded crime<sup>38</sup>**

This is the only measure of crime levels in small areas, such as CDRP/CSPs. The number of crimes recorded is not as good an estimate of the actual number of crimes that take place as the BCS because not all crimes are reported to the police. The BCS count also gives a better indication of trends in crime over time because it is unaffected by changes in levels of reporting to the police, and in police recording practices. There have been particular effects on grievous bodily harm (GBH) with intent figures arising from a clarification in the counting rules but these are very much lessened for the broader category of violence with injury. The National Crime Recording Standard (NCRS) has also now led to much greater adherence to common standards than was the case in the past. Police recorded crime also covers offences against business and those aged under-16. Recorded crime figures are also available rapidly to local managers.

### **Violence with Injury**

Since April 2008, two key factors related to the introduction of PSA23 have influenced the way in which offences within violence against the person are categorised:

- GBH without intent was moved into the category of most serious violence against the person; and
- there was a clarification in the counting rules (around the circumstances that may indicate intent) covering offences of GBH with intent.

The creation of the separate offence of GBH without intent from April 2008 meant that there was no comparable data on that offence for the 2007–08 baseline year; and the clarification had the effect of increasing figures of police recorded crime for GBH with intent in some forces.

The overall impact was that accurate monitoring of progress against the 2007–08 baseline for the PSA would not have been possible using the category of most serious violence offences against the person only.

To address this, the indicator has been widened to include all police recorded violence with injury of which most serious violence offence is a subset.

The measure continues to use a single indicator. The timeframe for the delivery of this indicator is three years against a 2007–08 baseline. The measure retains the focus on violent incidents which involve injury and specifically excludes assaults which do not result in injury. As an indicator, it is statistically stable. The higher volume of offences (just under 400,000) means that the indicator is less vulnerable to movement of offences between different categories of violence if there are administrative changes to the counting rules or if there is a single event which would distort the profile of a low volume indicator.

<sup>38</sup> Recorded crime is all offences that are recorded by the police and which are then notified to the Home Office. It includes all indictable and triable either way offences, together with a few closely related summary offences. The vast majority of summary offences are excluded. The Home Office issues detailed rules to the police on the counting and classification of crime.



### **Serious Acquisitive Crime**

The measure excludes a number of crimes, the social and economic harms of which are on a par with those included, but that are difficult to track through police-recorded crime. For example, at the start of this PSA, it is not currently possible to measure levels of commercial burglary centrally and therefore this type of crime is not included within the national PSA indicator despite its impact. Likewise, fraud can have very serious consequences for businesses or individuals; however, the real level and trends in this crime type are generally not well reflected in recorded crime statistics (notwithstanding recent changes aimed at improving this).

## **3. IMMIGRATION**

### ***Asylum***

The figures used for SRO4 PSA 5 and CSR07 PSA 3 Indicator 2 are national statistics and are produced in accordance with the high professional standards set out in the National Statistics Code of Practice, and undergo regular quality assurance reviews to ensure that they meet customer needs. (See [www.statisticsauthority.gov.uk/assessment/code-of-practise/index.html](http://www.statisticsauthority.gov.uk/assessment/code-of-practise/index.html))

### ***Passenger Tracking***

The figures used for PSA3 indicator 1b have been agreed between Home Office statisticians and the UK Border Agency as the best figures available. However, they are based on management information and are not subject to the detailed checks that apply for National Statistics.

The calculations involved are consistent with those used to measure progress by contractors engaged in the implementation of e-Borders. Progress is assessed using the following two tests:

- Part A – ‘System Capability’ test: Each route that has operated successfully over a given 14 day period is considered to have Capability. The Capability test sums the expected (statistical) annual volume for each route that has Capability (i.e. was live and operational throughout the 14 days).

- Part B – ‘System Throughput’ test: The Throughput test counts the actual passengers over a 14 day period for each route and scales these up to an annual volume, using a scale factor that incorporates statistical seasonality for the route.

The System Capability and System Throughput measures are both designed to assess the actual proportion of annual passengers covered by the System. Although System Capability does not consider the actual individuals travelling, it avoids impact from short term passenger fluctuations by using annual volume estimates for each route. It also reduces anomalies in the percentage calculation that may arise from changes in industry conditions. In contrast, the System Throughput measure is a projection based on only 14 days of passenger data, so is sensitive to passenger fluctuations, whilst also still being dependent on estimates of route volumes to drive the scaling up in the calculation.

The PSA calculation requires an estimate for the denominator of total passenger traffic (the Passenger Movements Model). Passenger Movement estimates for each route are taken from publicly available historical statistics and from looking forward at schedule data, in accordance with a priority list of specified data sources. Where capacity is changing on a specific route, or where no historical information is available, then this is calculated using a set of predetermined rules. No direct adjustments are made for general market growth, as this is reflected in the calculations for increased capacity and new routes.

The System Capability and System Throughput are considered collectively as a guide to the percentage being achieved and averaged to estimate the PSA outturn. Any differences between the measures informs the assessment of error margins in the calculation. Other potential sources of error in the calculation may include: industry reporting errors, duplicate records, processing errors, difficulty separating passengers and crew, difficulty obtaining volume estimates for small general maritime traffic (yachts etc.), and partial manifests. It is recommended, therefore, that allowance be made for a range of up to +/-5 per cent

in the calculated percentages with the true percentage more likely to be lower rather than higher.

### **Removals**

The figures used for PSA3 indicator 3 are national statistics and are produced in accordance with the high professional standards set out in the National Statistics Code of Practice, and undergo regular quality assurance reviews to ensure that they meet customer needs: [www.statisticsauthority.gov.uk/assessment/code-of-practise/index.html](http://www.statisticsauthority.gov.uk/assessment/code-of-practise/index.html).

The figures used for PSA3 indicator 4 have been agreed between Home Office statisticians and the UK Border Agency as the best figures available. However, they are based on management information and are not subject to the detailed checks that apply for National Statistics. They are provisional and may be subject to change. As at the middle of May 2009, not all removals and voluntary departures had received a harm assessment. These cases have been included in the denominator for this indicator to ensure openness and accountability but some of these cases are also likely to be included in the numerator, once they have been assessed. There will also be people who have left the UK whose removal or voluntary departure has not yet been recorded on the system.

## **4. CRIMINAL JUSTICE SYSTEM**

### **Asset Recovery**

The measure for asset recovery is the value of assets recovered from criminals through: cash forfeitures, confiscation orders enforced, civil recovery/taxation and international sharing agreement. It is collected monthly.

The measurement is the aggregate annual asset recovery receipts in Pounds Sterling confirmed by the Asset Recovery Board (ARB) as retrieved from the Joint Asset Recovery Database (JARD).

### **Better identify and explain race disproportionality at key points within the CJS**

This target is measured by the progress of Local Criminal Justice Boards in rolling out the Minimum Dataset project. Information measuring performance is collected quarterly for those Boards that have rolled

out the Minimum Data Sets. Six-monthly updates on progress against the roll-out schedule are supplied to the Prime Minister's Delivery Unit (PMDU).

This indicator is activity-based rather than directional and relates to progress on identifying and addressing unjust disproportionality rather than being a measure of disproportionality.

### **Drug-related Offending**

The rate of drug-related offending is monitored using data from the Drug Interventions Management Information System (DIMIS), the Police National Computer (PNC) and the Offender Assessment System (OASys).

Drug Interventions Programme data from DIMIS are robust and quality assurance procedures are in place. As with any administrative system the quality of the data relies on the accurate entering of data from police forces and Drug Action Teams (DATs).

The OASys Data Evaluation and Analysis team (O-DEAT) has processes in place to ensure data quality. As OASys is not required with all offenders, the data should not be read as representative of the entire offending population. The reliability of the data is also dependent upon assessors using OASys consistently.

We do not have reliable data on the totality of drug-related offending, and so use number of proven offences at court as a proxy measure for offences.

The measurement of this indicator relies on the accurate combination of data from different data sources, to identify the cohorts and their subsequent re-offending. This matching process varies in success depending upon the source of the data.

Matching positive drug tests and data from OASys to PNC results in a high success rate, whereas there is a lower match rate with data from prisons and self-referrals.

OASys is not required with all offenders, nor does the data from DIMIS cover all drug-misusing offenders, therefore the data should not be read as representative of the entire offending population. Robust



mechanisms are in place to monitor the quality of the data collected through diagnostic process measures.

### **Offences brought to justice**

Offences brought to justice are sourced from the following computer systems:

- HMCS
- Police.

Validation checks on court conviction data are run monthly to check whether outcomes and sentencing are consistent with legislation eg: if an offence is age specific, is the age of the defendant within the required range. Additional validation is carried out on police cautions data to confirm that cautions have been used appropriately. Full reconciliation of Penalty Notices for Disorder is carried out annually with police forces.

Validation checks on police recorded crime data are run on monthly returns to check whether changes are outside a reasonable range. There is also manual inspection of data for plausibility prior to publication and a reconciliation exercise with forces prior to the main annual publication. As well as this, Force Crime Registrars are in post in all police forces, outside of the performance management chain, with a responsibility for data quality. They undertake local audits and work with the National Crime Registrar to devise the counting rules for crime. The National Crime Recording Standard was introduced in April 2002, with the backing of Association of Chief Police Officers, to introduce a more victim focused and consistent approach to recording, this being underpinned by a three year programme of audits, funded by the Home Office but undertaken by the Audit Commission, whose aim was to establish high standards in crime recording. In September 2007, the Audit Commission concluded that the standard of crime recording across England and Wales was the best that it has ever been.

### **Public Confidence**

The level of public confidence in the ‘fairness’ and ‘effectiveness’ of the criminal justice system is measured through the British Crime Survey (BCS). The BCS is a continuous nationally representative social

survey of adults aged 16 and over living in private households in England and Wales (annual sample size of over 45,000). It measures crime victimisation, experience of and attitudes to crime.

For ‘effectiveness of the CJS’, respondents are asked about their confidence in the effectiveness of each of the individual agencies that comprise the CJS, followed by a question about confidence in the effectiveness of the CJS as a whole. This prompts the respondent’s awareness and knowledge of the agencies within the CJS before asking about the overall CJS.

For ‘fairness of the CJS’, the approach is based on a set of statements covering common attitudes towards issues around ‘fairness’ (eg discrimination against particular groups or individuals and the balance between the victim and offender) in order to provoke consideration of these different aspects before asking the general question on perceptions of fairness in the CJS as a whole.

Social researchers from the Office for Criminal Justice Reform are responsible for undertaking the confidence analyses, and ensuring that each set of data is produced in accordance with the Unit’s data quality procedures.

The British Crime Survey is published as a National Statistic.

### **Re-offending**

A range of data sources (including prison data, probation data and Police National Computer (PNC) data) are used to produce the data for the PSA23 re-offending target. These data sources are compiled based on information from individual prisons/probation areas and police forces.

Data on offenders discharged from prison (following completion of sentence or on license) and data on offenders commencing court orders under probation supervision in the first quarter of each year are matched to data held on the Ministry of Justice extract of the PNC. This matched dataset provides the cohort used to measure re-offending. In 2007 97 per cent of offenders were matched using basic offender details (name, date of birth, gender), although the

total number of offenders included in the cohort is lower than this once additional matching has been done on conviction dates within +/-7 days, ensuring that offences were committed in England and Wales and were not breach offences, and removing multiple offender entries.

The PNC is used to count the number of proven offences committed in a one year follow up period (with an additional six month waiting period included for offences to be proved by a conviction), as well as the number of serious offences and the proportion of offenders who re-offend.

As with any large scale administrative IT system, the PNC is subject to possible errors with data entry and processing.

The automated extraction of the criminal histories is manually checked for a small random sample of offenders.

Work continually takes place in order to ensure that the PNC data quality is maintained at a high level, such as updates to the coding and classification of offences and court disposal, updates to the methods used to identify the primary offence and removal of duplication of records within the database.

A full summary of the limitations of the methods used and risks involved are included in the introduction to each re-offending report and in the quality section. These reports can be found at: [www.justice.gov.uk/publications/reoffendingofadults.htm](http://www.justice.gov.uk/publications/reoffendingofadults.htm).  
[www.justice.gov.uk/publications/reoffendingjuveniles.htm](http://www.justice.gov.uk/publications/reoffendingjuveniles.htm).

### ***Witness and Victim Experience Survey (WAVES)***

The Witness and Victim Experience Survey (WAVES) is a national telephone survey of victims and witnesses in cases that have resulted in a criminal charge. Its purpose is to provide information at Local Criminal Justice Board (LCJB) level and national level (England and Wales) about victims' and witnesses' experiences of the criminal justice system (CJS), the services they receive and their satisfaction with different aspects of the system.

WAVES covers victims and prosecution witnesses aged 18 and over in the following crime types: violence against the person; robbery; burglary; theft and handling stolen goods; and criminal damage. We do not interview victims and witnesses in sensitive cases, such as, sexual offences or domestic violence, crimes involving a fatality, and any crime where the defendant was a family member or a member of the witnesses' or victims' household, on ethical grounds. We do not include certain crime types: fraud and forgery, drug offences and motoring offences. We also exclude police officers or other CJS officials assaulted in the course of duty, and all police or expert witnesses.

WAVES asks victims and witnesses in cases where an offender was charged about all aspects of their experiences with the CJS, from their first contact with the Police to their experience at court. Interviewers ask people about the extent to which they were satisfied with the services they received. We include victims and witnesses who go to court as well as those who do not. The survey, undertaken on a quarterly basis, aims to conduct approximately 38,800 interviews a year, 9,700 each quarter.

WAVES data relate to the period in which the case was finalised by the CJS, rather than the interview period. Data are weighted to enable the survey results to be representative of all eligible victims and witnesses in England and Wales. Weights are derived from the population profiles provided by LCJB areas. Data are analysed and quality assured by researchers from the Office for Criminal Justice Reform – Evidence and Analysis Unit, prior to reporting.

## **5. VALUE FOR MONEY (VfM)**

VfM outturn is subject to data quality checks as part of the existing process for verifying numbers submitted by business areas. Variations and adjustments in the data may occur retrospectively due to the full-year effect of gains and the fact that outturn is drawn from diverse data systems.

## 6. STATISTICAL AND TECHNICAL INFORMATION

### **Confidence intervals**

Surveys produce statistics that are estimates of the real figure for the population under study. These estimates are always surrounded by a margin of error of plus or minus a given range. This margin of error or confidence interval is the range of values between which the population parameter is estimated to lie. For example, at the 95 per cent confidence level (used in most surveys), over many repeats of a survey under the same conditions one would expect that these confidence intervals would contain the true population value in 95 per cent of cases.

### **Statistical significance**

Statistics produced from surveys are most often estimates of the real figure for the population under study and therefore they may differ from the figures that would have been obtained if the whole population had been interviewed; this difference is known as sampling error. Because of the sampling error, differences in the figures may occur by chance rather than as a result of a real difference. Tests of statistical significance are used to identify which differences are unlikely to have occurred by chance. In tests that use a 5 per cent significance level, there is a 1 in 20 chance of an observed difference being solely due to chance.

### **Delivery Agreements**

Technical detail on how PSA indicators are measured is set out in published Delivery Agreements which can be found at:

- PSA3: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_psa3.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_psa3.pdf)
- PSA23: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA23.pdf)
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- PSA24: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA24.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA24.pdf)

### **Technical notes**

The technical notes to the Home Office PSA targets are available at [www.homeoffice.gov.uk/documents/homeoffice\\_sr04\\_tns.pdf?view=Binary](http://www.homeoffice.gov.uk/documents/homeoffice_sr04_tns.pdf?view=Binary)

### **Performance assessments**

A number of performance indicators use survey data. In these cases the survey data must register at least a statistically significant change if we are to be reasonably sure that the measured change is due to an actual change rather than a statistical aberration. We have assessed those as an 'improvement' (CSR07). In these cases, where interim trends are moving in the right direction but a statistically significant change has not yet been achieved, we have assessed those as 'on course' (SR04), 'no improvement' (CSR07).

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