

HOME OFFICE TARGETS AUTUMN PERFORMANCE REPORT 2007



Home Office





Home Office Targets Autumn Performance Report 2007

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

November 2007

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Introduction by the Home Secretary: Jacqui Smith



I am pleased to introduce the 2007 Autumn Performance Report for the Home Office.

This report provides an update on the progress we have made towards achieving our 2004 Public Service Agreements (PSA) targets and those PSA targets set in 2002 that are still current. It covers the targets that the Home Office is solely responsible for delivering and those targets that we jointly own with other Departments such as the Ministry of Justice, and the Crown Prosecution Service.

The measures and success criteria we use to assess progress against each target are set out in the PSA Technical Notes¹.

The report shows that we are continuing to make progress against our targets, including;

- reducing the harm caused by drugs;
- cutting crime in high crime areas faster, than elsewhere;
- Improved performance by the police in tackling crime; and
- Police confidence in local police continues to increase.

Jacqui Smith

¹ See bibliography for details.

Spending Review 2004 target

2007	LATEST OUTTURN
<p>PSA1: Reduce crime by 15%, and further in high crime areas, by 2007–08.</p>	<p>Overall crime: slippage</p> <p>This is measured by the British Crime Survey (BCS).</p> <ul style="list-style-type: none"> • Baseline (BCS 2002–03): 12,341,000 • Target (BCS 2007–08): a 15% reduction • Annual outturn (BCS 2006–07): 11,287,000 – a 9% reduction • Latest outturn suggests performance improving² (year to June 2007): 11,022,000 <p>Greater reduction in high crime areas: on course</p> <p>This is assessed by comparing the average crime reduction in the 40 High Crime Areas (HCAs) with the average reduction in the remaining Crime and Disorder Reduction Partnership (CDRP) areas. This is measured using police recorded crime, as the BCS is not available at CDRP level.</p> <ul style="list-style-type: none"> • Baseline: 2003–04 • Target (2007–08): a greater reduction in HCAs than other CDRPs • Annual outturn (2006–07): HCA reduction –14% reduction in remaining CDRPs – 8%

BCS overall crime: Performance against SR2004 PSA1 target
 (to reduce BCS overall crime by 15% between 2002/03 and 2007/08)
 Latest data for year ending June 2007

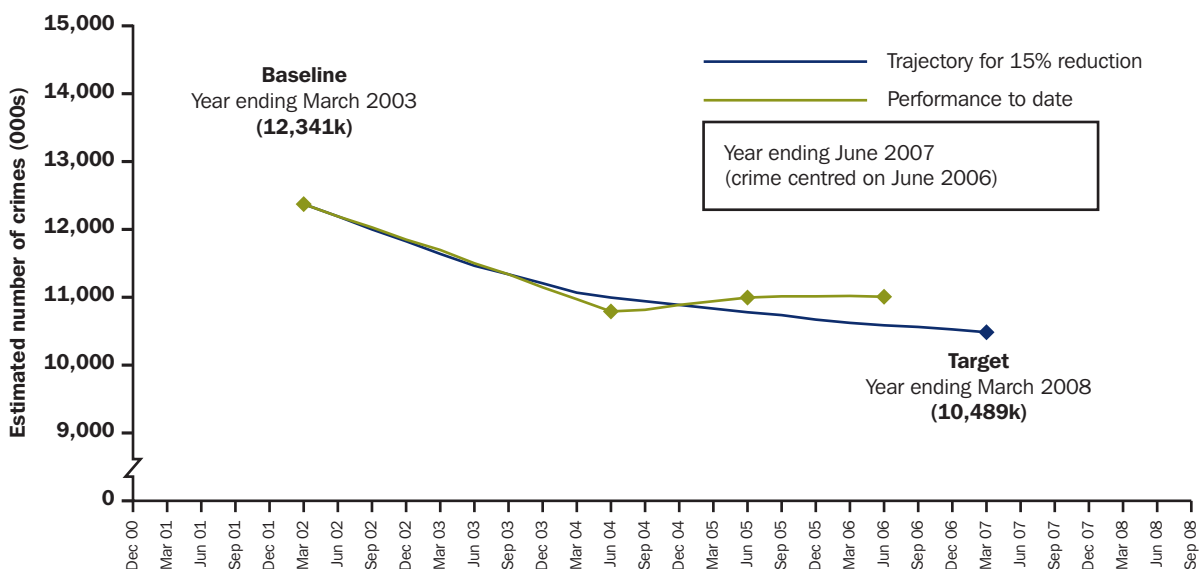


Chart prepared by RDS(CRCSG), Home Office

SR2004

² The latest outturn suggests an improvement from the year ending March 2007 figure. However, as these figures are not from independent datasets it is not possible to test if this difference is statistically significant. (See data limitations section).

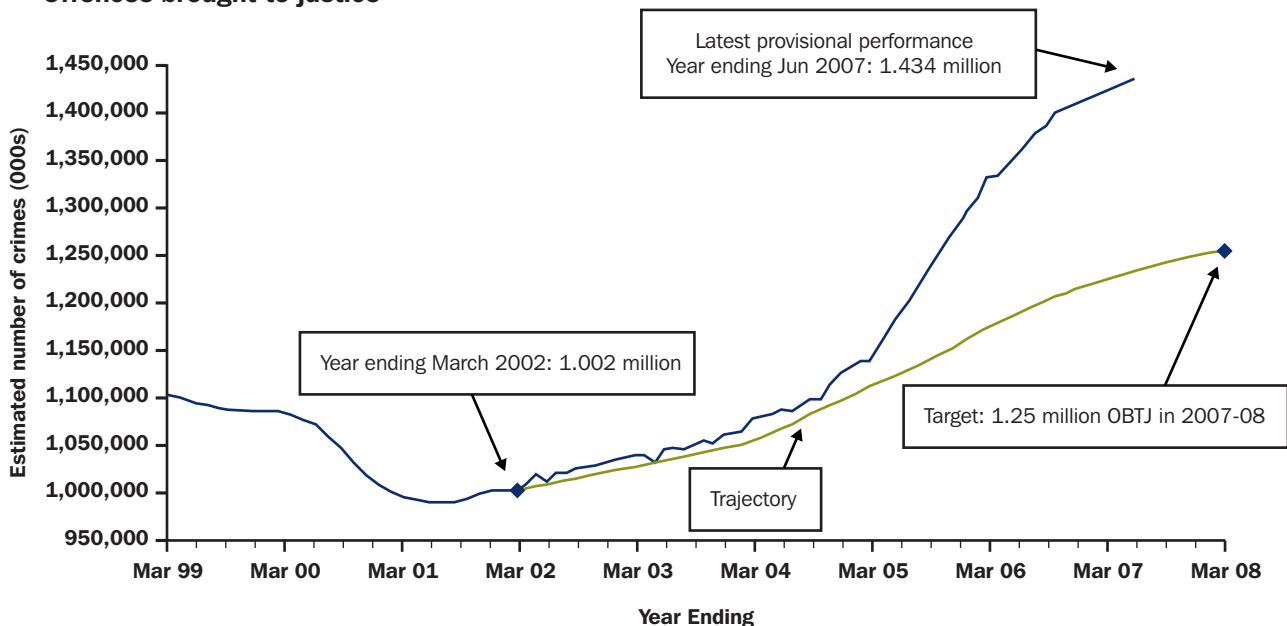
2007	LATEST OUTTURN
<p>PSA2: Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System (CJS) without compromising fairness (confidence element shared with Ministry of Justice (MoJ) and CPS).</p>	<p>Fear of crime: on course</p> <p>This is measured by the BCS, which asks about people's level of worry about burglary, car crime and violent crime.</p> <p>Worry about violent crime:</p> <ul style="list-style-type: none"> • Baseline (BCS 2002–03): 21% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2006–07): 17% • Latest outturn (year to June 2007): 16% <p>Worry about car crime:</p> <ul style="list-style-type: none"> • Baseline (BCS 2002–03): 17% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2006–07): 13% • Latest outturn (year to June 2007): 13% <p>Worry about burglary:</p> <ul style="list-style-type: none"> • Baseline (BCS 2002–03): 15% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2006–07): 13% • Latest outturn (year to June 2007): 12% <p>Concern that anti-social behaviour is a problem: on course</p> <p>This is measured by the BCS, which asks seven questions about people's perception of a variety of forms of anti-social behaviour. The responses produce an aggregate figure. Figures below are based on those with a high level of perceived anti-social behaviour.</p> <ul style="list-style-type: none"> • Baseline (BCS 2002–03): 21% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2006–07): 18% • Latest outturn (year to June 2007): 17% <p>Confidence in local police: ahead</p> <p>This is measured by the BCS, which asks whether people think the police in their area are doing a good job.</p> <ul style="list-style-type: none"> • Baseline (BCS 2003–04): 47% • Target (BCS 2007–08): an increase • Annual outturn (BCS 2006–07): 51% • Latest outturn (year to June 2007): 52%

2007	LATEST OUTTURN
PSA2: (continued)	<p>Victim and witness satisfaction: on course</p> <p>This is measured by the BCS, which asks questions on victims' and witnesses' satisfaction with the Criminal Justice System (CJS).</p> <ul style="list-style-type: none"> • Baseline (BCS six months to March 2004): 58% • Target (BCS 2007–08): an increase • Annual outturn (BCS 2006–07): 60% • Latest outturn (year to June 2007): 60% <p>Public confidence in the Criminal Justice System (CJS): on course</p> <p>This is measured by the BCS, which asks whether the public believes the CJS is effective in bringing people who commit crimes to justice.</p> <ul style="list-style-type: none"> • Baseline (BCS 2002–03): 39% • Target (BCS 2007–08): an increase • Annual outturn (BCS 2006–07): 41% • Latest outturn (year to June 2007): 42% <p>Black and minority ethnic perceptions of fair treatment: on course</p> <p>This is measured by questions in the Citizenship Survey (formerly the Home Office Citizenship Survey (HOCS)), which ask whether people from a black or minority ethnic background believe the Criminal Justice System (CJS) would treat them worse than people of other races.</p> <ul style="list-style-type: none"> • Baseline (HOCS 2001): 33% • Target (Citizenship Survey 2007): a decrease • Annual outturn (HOCS 2005): 31% • Latest outturn (Citizenship Survey) April-June 2007): 29%³

³ The Citizenship Survey has moved to reporting quarterly. The target is based on the entire year's data so the improvement needs to be sustained for the remaining 3 quarters in order to meet the target.

2007	LATEST OUTTURN
<p>PSA3: Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007–08.</p>	<p>Offences brought to justice: ahead</p> <p>An offence is considered to have been brought to justice when a recorded crime results in an offender being convicted, cautioned, issued with a penalty notice for disorder or a cannabis warning or having an offence taken into consideration.</p> <p>As the target is an absolute figure no baseline applies.</p> <ul style="list-style-type: none"> • SR04 target (2007–08): 1.25 million • Latest outturn (12 months to June 2007): 1.434 million⁴

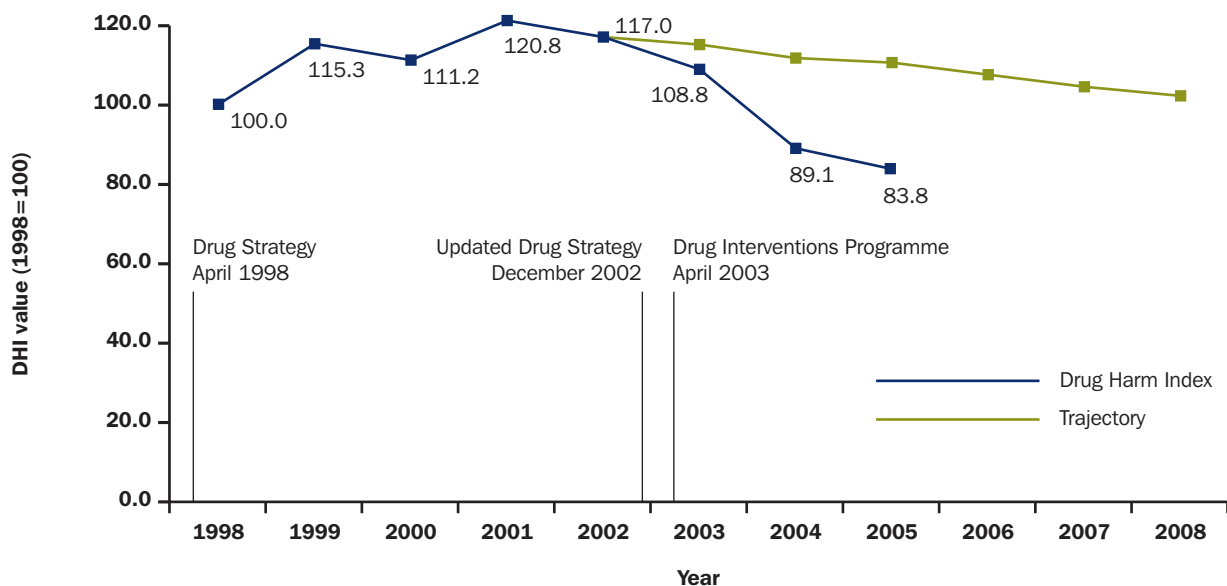
Offences brought to justice



⁴ The England and Wales figure includes estimates for missing data. Data are provisional and subject to change.

2007	LATEST OUTTURN
<p>PSA4: Reduce the harm caused by illegal drugs, including substantially increasing the number of drug-misusing offenders entering treatment through the Criminal Justice System (CJS).</p>	<p>Reduce the harm caused by illegal drugs: on course</p> <p>The Drug Harm Index (DHI) measures harm reduction against the overarching PSA4 target over the SR 2004 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"> • Baseline (2002): 117.0⁵ • Target: a reduction by 2007–08 • Latest outturn: (2005) 83.8 <p>Number of drug-misusing offenders entering treatment through the Criminal Justice System (CJS): on course</p> <ul style="list-style-type: none"> • Baseline: 438 a month in March 2004 • Target: 1,000 a week by March 2008 • Latest outturn: 3,754⁶ a month in October 2007

Drug Harm Index and trajectory

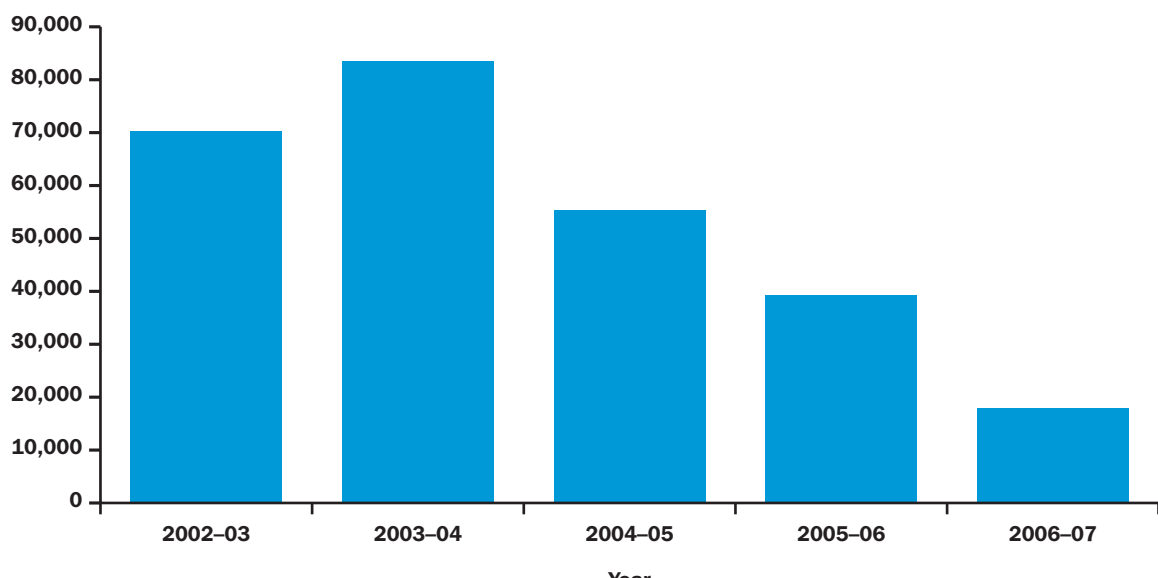


⁵ According to the latest figures the DHI stood at 117.0 in 2002. The previous version of the DHI showed this figure as 115.8. The change has occurred because data providers have retrospectively updated some of the data used to construct the DHI. As a result, the latest DHI figures are slightly different to those published previously. The data revisions have slightly increased the value of the DHI between 1999 and 2004, but the overall trend over time has remained broadly unchanged. This is discussed in more detail in Section 3 of the updated report, available at: <http://www.homeoffice.gov.uk/rds/pdfs07/rdsolr2207.pdf>.

⁶ Provisional and subject to change.

2007	LATEST OUTTURN
<p>PSA5: Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.</p>	<p>Reducing unfounded asylum claims: ahead</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 remain⁷) 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"> • Baseline (2002–03): 70,200 • Target: a reduction • Outturn (2005–06): 39,200 (revised⁸) • Outturn (2006-07): 17,900

Number becoming failed asylum seekers (including dependants)



⁷ Until 30 August 2005, persons granted asylum were given Indefinite Leave to Remain (ILR). 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 ILR. 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.

⁸ The number of individuals recorded as becoming failed asylum seekers in 2005-06 was revised to take account of the late entered data, the removal of duplicate cases and a data cleansing exercise.

2007	LATEST OUTTURN
<p>Home Office value for money target: to achieve gains worth £1,970 million per annum (of which £1,240 million p.a. would be cashable) by 2007–08, including by reducing the size of the headquarters by 2,700 full-time equivalent (FTE) posts.</p>	<p>Value for money: ahead</p> <p>By the end of 2006-07, the Home Office achieved estimated gains worth £2,352m p.a, of which £1,530m p.a is cashable. This included:</p> <ul style="list-style-type: none"> • estimated gains worth £1,125m, of which £564m is cashable, in the police service in England and Wales; • delivery of £389m gains cumulatively in the National Offender Management Service; • value for money improvements of £615m in the Border and Immigration Agency; and • reducing the size of the Home Office headquarters by 1,907 full-time equivalent posts against the March 2004 baseline and relocating 2,381 posts to the regions. <p>Building on this strong performance, at the end of September 2007, the Home Office had achieved further estimated gains worth £2,238m per annum, of which £1,534m is cashable.⁹ This includes:</p> <ul style="list-style-type: none"> • estimated gains worth £1,338m, of which £682m cashable, in the police service; • delivery of £645m, of which £625m cashable, in the Border and Immigration Agency; and • reducing the size of the Home Office headquarters by 2,253 full-time equivalent posts against the March 2004 baseline and relocating 2,622 posts to the regions.

⁹ This is based against an adjusted target worth £1,520m (of which £1,010m is cashable by 2007-08) which reflects that gains achieved by NOMS are now reported by the Ministry of Justice.

2007	LATEST OUTTURN
<p>Police standard: Maintain improvements in police performance, as monitored by the Policing Performance Assessment Framework (PPAF), in order to deliver the outcomes expressed in the Home Office PSA.</p>	<p>The performance of all police forces: on course</p> <p>Performance continues to be measured using PPAF, with the third Police Performance Assessments publication – covering 2006–07 – published in October 2007. The 2006–07 assessment includes a new risk based inspection approach by HM Inspectorate of Constabulary (HMIC) that brings a deeper and more detailed focus on those areas that pose the biggest risks to the public.</p> <p>The assessments continue to show improving police performance in England and Wales, and 60% of grades awarded to forces in this year’s assessment were ‘good’ or ‘excellent’, with three quarters of forces receiving ‘good’ or ‘excellent’ grades for tackling crime. HMIC’s inspection also showed good implementation of the Government’s Neighbourhood Policing Programme, with nearly half of forces rated as ‘good’ or ‘excellent’. More information on the performance of each police force – including performance against locally identified priorities – is available at</p> <p>http://police.homeoffice.gov.uk/performance</p>

Spending Review 2002 targets

2007	LATEST OUTTURN
<p>PSA6: Reduce the harm caused by drugs by:</p> <ul style="list-style-type: none"> • reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people; and • reducing drug-related crime, including as measured by the proportion of offenders testing positive at arrest. 	<p>Class A drug use among young people: stable</p> <ul style="list-style-type: none"> • Baseline (BCS 1998): 8.6% • Target: a reduction by 2007–08 • Latest outturn (BCS 2006–07): 8.1% (reduction from baseline not statistically significant) <p>Frequent drug use by young people: on course</p> <ul style="list-style-type: none"> • Baseline (BCS 2002–03): 11.6% • Target: a reduction by 2007–08 • Latest outturn (BCS 2006–07): 8.3% <p>Frequent drug use by vulnerable young people: ahead</p> <p>Vulnerable young people are at greater risk of becoming problem drug users in later life. They include truants and excludées, young offenders and young people in care. We use the Schools Survey to measure this target because we can identify truants and excludées from this survey.</p> <p>The Offending, Crime and Justice Survey (OCJS) is no longer being used to measure this target because the survey design includes a declining cross-sectional sample size that makes it an inappropriate measure of changes over time.¹⁰</p> <p>Schools Survey (frequency is once a month or more):</p> <ul style="list-style-type: none"> • Baseline (2003): 21.2% (any drug in the past year) • Target: a reduction by 2007–08 • Latest outturn (2006): 11.3%¹¹

¹⁰ The sample for the OCJS consists of:
 1. a sample panel of respondents interviewed in previous years of the survey and followed up in subsequent years, and;
 2. a fresh sample of respondents recruited each year to make up the overall target sample size of 10,000 respondents.
 Most respondents in the survey are part of the panel sample. Measuring changes in drug use over time among this group would reflect the respondent's ageing and personal development over time rather than any influence of policy interventions. Panel respondents' gradual familiarisation with the research instrument and the survey can be expected to influence their reporting. Measuring drug use among the remaining fresh sample would produce estimates with margins of error too wide to effectively measure any changes and would be subject to a large amount of variation each year.

¹¹ In the SR2002 PSA Technical Note the indicators used for both vulnerable young people measures were in development and no baseline measures had been set. The measures and baselines for these two indicators were specified in the SR2004 PSA Technical Note, and these are reported against here.

2007	LATEST OUTTURN
<p>PSA6: (continued)</p>	<p>Class A drug use by vulnerable young people: stable</p> <p>The Schools Survey is also used to measure Class A drug use (in the past year) by vulnerable young people.</p> <p>Schools Survey:</p> <ul style="list-style-type: none"> • Baseline (2003): 14.1% • Target: a reduction by 2007–08 • Latest outturn (2006): 13.6%¹² <p>Drug-misusing offenders/drug-related crime: on course</p> <p>Significant amounts of acquisitive crime are driven by the need to support Class A drug habits. Although drug-related crime can be defined more widely, acquisitive crime remains at its heart.</p> <p>Identifying exactly which acquisitive crimes were committed to support a drug habit is difficult, as routine crime statistics do not include information about the offender’s drug use or motivation for offending.</p> <p>It did not prove possible to use the proportion of those arrested who tested positive as an effective measure of drug-related crime. Under the arrangements for the PSA targets in SR2004 a robust and much wider mechanism – the Drug Harm Index (DHI) – was introduced to measure a range of harms from drug misuse. Drug-related crime is the largest single element within the DHI, and performance on reducing drug-related crime is clearly reflected within it. The baseline for the DHI was set at 117.0 for 2002 – the year the updated Drug Strategy was launched – and the latest figures show that the DHI has fallen to 83.8 points by 2005, a drop of 33.2 points or 28.4%. As a separate but related indicator of drug related crime, published data on police recorded acquisitive crime shows that in the 12 months to March 2006, acquisitive crime fell by around 4% from the previous year and by around 20% since the onset of the Drug Interventions Programme (the 12 months to March 2003).</p>

¹² In the SR2002 PSA Technical Note the indicators used for both vulnerable young people measures were in development and no baseline measures had been set. The measures and baselines for these two indicators were specified in the SR2004 PSA Technical Note, and these are reported against here.

2007	LATEST OUTTURN
<p>PSA7: Focus the asylum system on those genuinely fleeing persecution by taking speedy, high-quality decisions and reducing significantly unfounded asylum claims, including by:</p> <ul style="list-style-type: none"> • fast turnaround of manifestly unfounded cases; • ensuring, by 2004, that 75% of substantive asylum applications are decided within two months and that a proportion (to be determined), including final appeal, are decided within six months; and • enforcing the immigration laws more effectively by removing a greater proportion of failed asylum seekers. 	<p>Asylum applications – reducing unfounded asylum claims: met</p> <ul style="list-style-type: none"> • Baseline (applications) (October 2002): 8,770 • Target: halve by September 2003 • Outturn (September 2003): 4,270 <p>Quality of decisions: met</p> <p>The target is the same for both internal and external assessments.</p> <ul style="list-style-type: none"> • Target (2003–04): 80% – achieved • Target (2005–06): 85% • Outturn (2005–06): <ul style="list-style-type: none"> – <i>internal</i>: 91% – <i>external</i>: 90% <p>Turnaround of manifestly unfounded cases: not met</p> <p>The target was modified in July 2005 following expansion of the countries listed in the Nationality, Immigration and Asylum Act 2002 beyond the first ten. The target was to remove 75% of detained non-suspensive appeal cases, certified as clearly unfounded and detained throughout the process, within 28 days.</p> <ul style="list-style-type: none"> • Target (2005–06): 75% • Outturn (2005–06): 47% <p>Number of substantive asylum applications decided within two months: met</p> <ul style="list-style-type: none"> • Target (2003–04): 75% • Outturn (2003–04): 81% • Target (2004–05): 75% • Outturn (2004–05): 80% • Outturn (2005–06): 76% <p>Final appeal being decided within six months: partly met</p> <ul style="list-style-type: none"> • Target (2003–04): 60% • Outturn (2003–04): 63% • Target (2004–05): 65% • Outturn (2004–05): 67% • Target (2005–06): 75% • Outturn (2005–06): 74%¹³ <p>Proportion of failed asylum seekers removed: met</p> <ul style="list-style-type: none"> • Baseline (2002–03): 21% • Target: remove greater proportion in 2005–06 • Outturn (2005–06): 44%

¹³ Monitoring on PSA7 has finished following the final reporting on the ‘final appeal being decided within six months’.

Summary of Performance SR04 targets

TARGET		PROGRESS
PSA1	Reduce crime by 15%, and further in high crime areas, by 2007-08.	Overall: slippage 15% reduction: slippage (data year to June 2007) High Crime Areas: on course
PSA2	Reassure the public, reducing the fear of crime and anti-social behaviour and building confidence in the Criminal Justice System without comprising fairness.	Overall: on course Fear of crime: on course Concern about anti-social behaviour being a problem: on course Confidence in local police: ahead Victim and witness satisfaction: on course Public confidence in Criminal Justice System: on course Black and minority, ethnic perceptions of fair treatment: on course
PSA3	Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007-08.	Overall: ahead Offences brought to justice: ahead
PSA4	Reduce the harm caused by illegal drugs, including substantially increasing the number of drug misusing offenders entering treatment through the Criminal Justice System.	Overall: on course Reduce the harm caused by illegal drugs: on course Number of drug-misusing offenders entering treatment: on course
PSA5	Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.	Overall: ahead Reducing unfounded asylum claims: ahead
Value for Money	Home Office value for money target: to achieve gains worth £1,970 million per annum (of which £1,240 million would be cashable) by 2007-08, including by reducing the size of headquarters by 2,700 full-time equivalent (FTE) posts.	Overall: ahead Value for money: ahead
Police Standard	Maintain improvements in policing performance, as monitored by the Policing Performance Assessment Framework (PPAF), in order to deliver the outcomes expressed in the Home Office PSA.	Overall: on course

Summary of Performance SR02 targets

TARGET		PROGRESS
PSA6	Reduce the harm caused by drugs by: reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people; and reducing drug-related crime, including as measured by the proportion of offenders testing positive at arrest.	<p>Overall: on course to be partly met</p> <p>Class A drug use amongst young people: stable (data for financial year 2006-07)</p> <p>Frequent drug use by young people: on course</p> <p>Frequent drug use by vulnerable young people: ahead</p> <p>Class A drug use by vulnerable young people: stable (data for financial year 2006)</p> <p>Drug-misusing offenders/drug-related crime: on course</p>
PSA7	Focus the asylum system on those genuinely feeling persecution by taking speedy, high-quality decisions and reducing significantly unfounded asylum claims, including by: fast turnaround of manifestly unfounded cases; ensuring, by 2004, that 75% of substantive asylum applications are decided within two months; and that a proportion (to be determined), including final appeal, are decided within six months; and enforcing the immigration laws more effectively by removing a greater proportion of failed asylum seekers.	<p>Overall: partly met</p> <p>Asylum applications – reducing unfounded asylum claims: met</p> <p>Quality of decisions: met</p> <p>Turnaround of manifestly unfounded cases: not met</p> <p>Number of substantive asylum applications decided within two months: met</p> <p>Final appeal being decided within six months: partly met</p> <p>Proportion of failed asylum seekers removed: met</p>

Summary assessments of progress

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

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. See also data limitations section.
Not yet assessed	E.g. a new target for which data is not yet available.

Final assessment against a target

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	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

Asylum

Asylum data are robust and quality assurance procedures are in place. The National Audit Office (NAO) report in 2004 concluded that ‘asylum data and statistics are in most respects reliable’.

British Crime Survey

Crime levels are measured using the British Crime Survey (BCS).¹⁴ Overall BCS crime includes crimes experienced by adults living in private households. The BCS does not measure crimes against people living in group residences, under 16s, or against businesses. While these omissions clearly affect the ‘total’ count of crime, evidence from other sources suggest trends among the latter two groups have shown a broadly similar picture to BCS crime and that people in group residences form too small a section of the population to affect overall trends.

Crime levels may also be measured by police recorded crime.¹⁵ But for the crime types it covers, the BCS can provide a better reflection of the extent of crime because it includes crimes that are not reported to the police. The BCS count also gives a better indication of trends in the overall level of crime nationally because it is unaffected by changes in levels of reporting to the police, and in police recording practices.

Recorded crime provides a good measure of trends in well-reported crimes, is an important indicator of police workload, and can be used for local crime pattern analysis. The suite of statistics recorded by the Police that cover the crime types that are most similar to those captured by the BCS are known as the recorded crime BCS comparator.¹⁶

While we believe that the BCS provides a better reflection of the extent and trends in crime than police recorded crime, the BCS does not capture crimes against youths under 16 or against businesses.

The BCS is undertaken continuously, and figures for rolling 12-month periods are available quarterly. Although data are available quarterly, quarter-on-quarter comparisons need to be interpreted carefully as the data sets overlap.

Crime recording

Recorded crime statistics are affected by changes in reporting and recording practices. There have been two major changes to the recording of crimes since 1997–98. In April 1998, the counting rules were expanded to include additional offences, and the methods of counting became victim focused, which also increased the count of crime. In April 2002, the National Crime Recording Standard was introduced to ensure greater consistency between forces in recording crime and to take a more victim-oriented approach to crime recording.

Both these changes resulted in an increase in the number of crimes recorded. Certain offences, such as minor violent crime, were more affected by these changes than others.

The ‘high crime areas’ are the 40 Crime and Disorder Reduction Partnership (CDRP) areas that have the highest rates of recorded crime per head of population plus the highest crime levels (each being given equal weight), as measured using the recorded crime BCS comparator in 2003–04. There is other detailed evidence from crime audits undertaken by the Audit Commission that the standards applied by the police have continued to improve during 2005.¹⁷

¹⁴ The BCS is a Government Statistical Service survey within the scope of National Statistics. Fieldwork is subcontracted to external survey companies after competitive tendering. The Home Office Research Development & Statistics Directorate undertakes quality control of the survey itself, the data processing and the reliability of results. The BCS covers a randomly selected sample of those aged 16 or over living in private households in England and Wales. The BCS is currently published quarterly and can be found at www.homeoffice.gov.uk/rds/index.html

¹⁵ Recorded crime is all offences that are recorded by the police and which are then notified to the Home Office. They include all indictable and triable either way offences together 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.

¹⁶ The recorded crime BCS comparator includes recorded theft of and theft from a vehicle, vehicle interference and tampering, domestic burglary, theft or unauthorised taking of a pedal cycle, theft from the person, criminal damage, common assault, wounding and robbery.

¹⁷ Audit Commission (2006).

The Citizenship Survey

The Citizenship Survey (formerly the Home Office Citizenship Survey (HOCS)) is a household survey of adults (age 16+) carried out by Communities and Local Government (CLG). It covers a range of topics, including perceptions of racial discrimination by public service organisations, and is used to measure performance against PSA targets for CLG, the Home Office, the Office for Criminal Justice Reform and the Office of the Third Sector. The survey has previously been carried out in 2001, 2003 and 2005, providing performance data every two years. From April 2007, the survey has run on a continuous basis. Headline findings on the PSA measures will be available quarterly, with the more detailed 2007–08 annual research reports available in autumn 2008. Data from the first quarter (April–June 2007) are included in this report.

Drug Harm Index

Limitations in data availability mean that the Drug Harm Index (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.

Number of drug-misusing offenders entering treatment

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

Offences brought to justice

Every effort is made to ensure that the figures presented are accurate and complete. However, it is important to note that these data have been extracted from large administrative data systems generated by the police forces and courts. As a consequence, care should be taken to ensure that data collection processes and their inevitable limitations are taken into account when those data are used.

Policing Performance Assessment Framework (PPAF)

Assessments made under PPAF cover all 43 forces in England and Wales across seven performance areas. They bring together assessments based on data with those based on professional judgement and assess performance as ‘excellent’, ‘good’, ‘fair’ or ‘poor’ allowing the public to understand and interpret performance. Direction of travel assessments (i.e. ‘improved’, ‘stable’ or ‘deteriorated’) have also been made in three areas. The publication is also complemented by comprehensive information available via the internet (<http://police.homeoffice.gov.uk/performance>). Data used within the PPAF come from a number of sources, including the British Crime Survey and recorded crime statistics. In 2006–07 (as in 2005–06) all forces were compliant with the National Crime Recording Standard. Where forces were found not to be compliant for data quality on specific indicators within the framework, this is shown on the accompanying website. Forces may also have had component grades within the assessment capped, as a result of poor data quality.

Young people measures – BCS and the School Survey

Approximately 6,000 16 to 24-year-olds living in private households in England and Wales were included in the BCS 2006–07, a fourfold increase in sample size since 1998 that has increased the precision of estimates of drug use. As a household survey, the BCS under-represents small groups of people, such as prisoners and the homeless, who may have high rates of drug use. Over 9,000 secondary school children in England aged 11 to 15 complete the School Survey each year. The School Survey will under-represent those who are excluded and those who are truanting from school, both of whom display higher levels of drug use. The smaller number of truants and excludees in the School Survey sample means that the estimates of drug use among these vulnerable groups are less accurate and more subject to variation. For trend measurement these issues of under-representation are not a problem as long as the survey coverage of the population does not change from year to year.

Value for money (VfM)

VfM outturn is subjected 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.

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% significance level, there is a 1 in 20 chance of an observed difference being solely due to chance.

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.

Performance assessments

A number of targets are directional (to achieve an increase or decrease) and are measured using 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. 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’. Where data trends are moving in the wrong direction or we have assessed those as ‘slippage’. Where data are moving in the right direction but the change appears to be too slow we have assessed those as ‘stable’.

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

SR04 Statistical changes required to meet the target

PSA Target/Standard		Direction of change	Statistically significant change ¹⁸		
PSA2:			Baseline %	Target %	% change required
Fear of Crime	Violet Crime	reduction	21	20	-1
	Car Crime	reduction	17	16	-1
	Burglary	reduction	15	14	-1
Concern that anti-social behaviour is a problem		reduction	21	19	-2
Confidence in local police		increase	47	48	1
Victim and Witness Satisfaction		increase	58	60	2
Public Confidence in the Criminal Justice System		increase	39	40	1
BME perceptions of fair treatment		decrease	33	30	-3

SR02 Statistical changes required to meet the target

PSA Target/Standard		Direction of change	Statistically significant change ¹⁸		
PSA6:			Baseline %	Target %	% change required
Class A drug use amongst young people		reduction	9	7	-2
Frequent drug use by young people		reduction	12	10	-2
Frequent drug use by vulnerable young people		reduction	21	18	-3
Class A drug use by vulnerable people		reduction	14	12	-3

¹⁸ The figures shown in this report are generally rounded to whole numbers. However, baseline and target figures are calculated to one decimal place and assessments of progress are made using such figures.

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