



Home Office

Home Office Targets Autumn Performance Report

2006





Home Office Targets Autumn Performance Report 2006

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

December 2006

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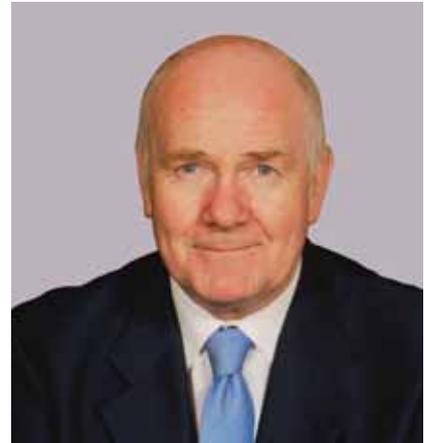
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HOME OFFICE AUTUMN PERFORMANCE REPORT 2006

INTRODUCTION BY THE HOME SECRETARY

I am pleased to introduce the 2006 Autumn Performance Report for the Home Office.

The report provides an update on the progress we have made towards achieving our 2004 Public Service Agreement (PSA) targets, published in the Spending Review (SR) White Paper (Cm 6237) presented to Parliament by the Chancellor of the Exchequer on 12 July 2004. The report covers progress against targets that the Home Office is solely responsible for delivering and also those targets that we jointly own with other departments such as the Department for Constitutional Affairs and the Crown Prosecution Service.



The measures and success criteria we use to assess progress against each target are set out in the SR2004 PSA Technical Notes, published by the Home Office in July 2004 and updated in July 2005.

The report shows that the Department is continuing to make progress against our targets including:

- the number of offences brought to justice continues to rise and we met our 2005–06 target.
- police performance continues to improve in a number of areas, most notably in investigating crime.
- public confidence in the police continues to increase.
- we have sustained falls in unfounded asylum claims.
- escapes from prison remain low and there have been no category A escapes.
- our drug strategy continues to provide real benefits with over 3,000 drug-misusing offenders entering treatment through the Criminal Justice System per month.

This report also covers those SR2002 and SR2000 PSA targets that are still current.

John Reid

A handwritten signature in black ink, appearing to read 'John Reid'. The signature is written in a cursive style and is positioned above a horizontal line.

Secretary of State for the Home Department

Spending Review 2004 targets

2006	LATEST OUTTURN
<p>PSA1: Reduce crime by 15 per cent, 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 2005–06): 10,912,000 – a 12% reduction • Latest outturn (year to June 2006): 11,016,000 <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) compared 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 (2005–06): HCA reduction: 13%; reduction in remaining CDRPs: 7%

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 2006

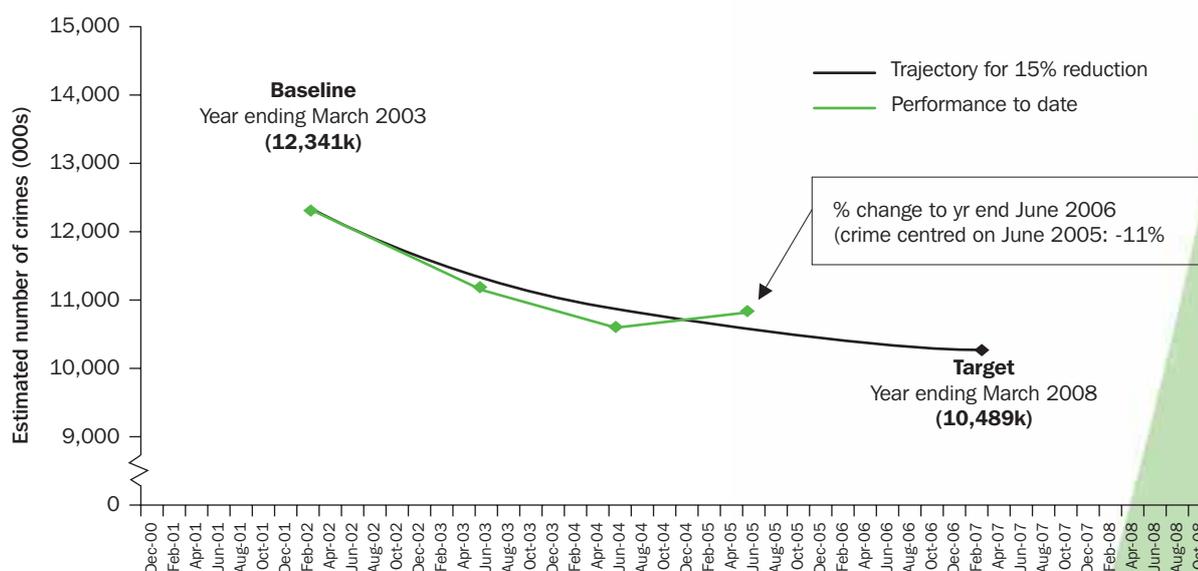


Chart prepared by RDS(CRCSG), Home Office

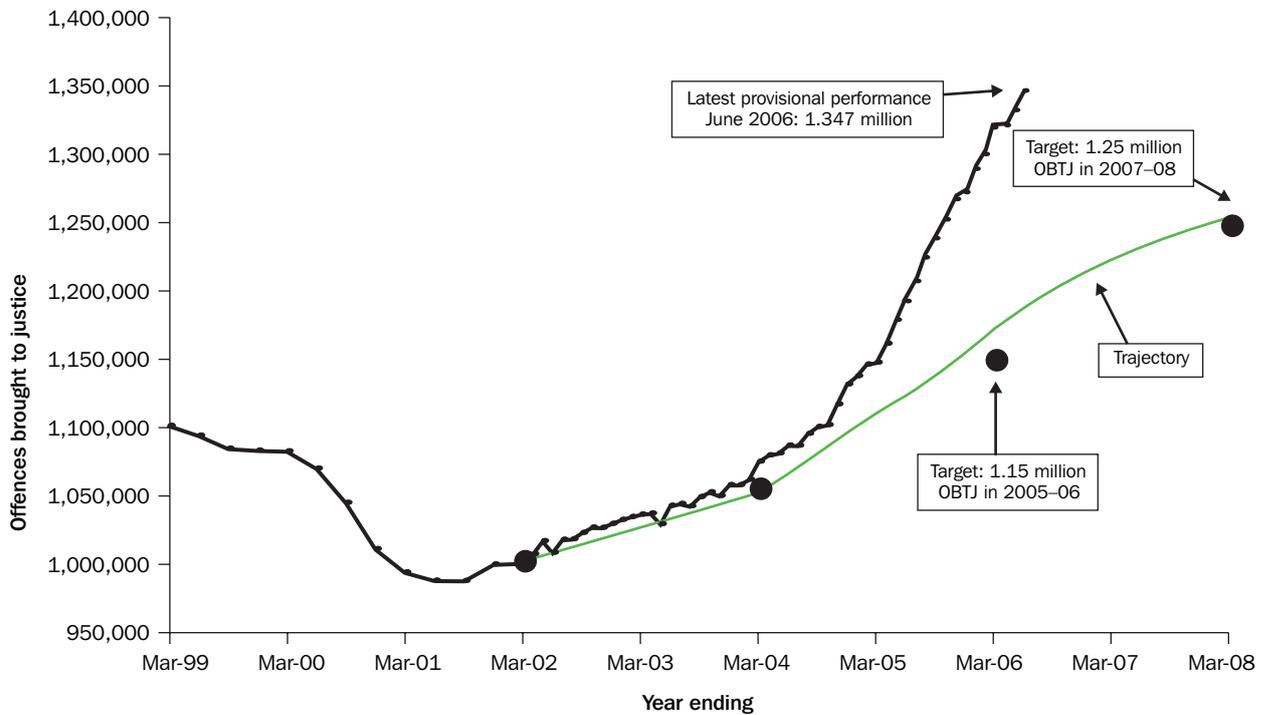
2006	LATEST OUTTURN
<p>PSA2: Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System (CJS) without compromising fairness (confidence element shared with DCA and CPS).</p>	<p>Fear of crime: on course</p> <p>This is measured by the 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 2005–06): 17% ● Latest outturn (year to June 2006): 17% <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 2005–06): 14% ● Latest outturn (year to June 2006): 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 2005–06): 13% ● Latest outturn (year to June 2006): 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 2005–06): 17% ● Latest outturn (year to June 2006): 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 2005–06): 50% ● Latest outturn (year to June 2006): 51%

2006	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 2005–06): 59% ● Latest outturn (year to June 2006): 60% <p>Public confidence in the Criminal Justice System: ahead</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 2005–06): 44% ● Latest outturn (year to June 2006): 44% <p>Black and minority ethnic perceptions of fair treatment: on course</p> <p>This is measured by questions in The Citizenship Survey (formerly HOCS)¹, which ask whether people from a black or minority ethnic background believe the CJS would treat them worse than people of other races.</p> <ul style="list-style-type: none"> ● Baseline (HOCS 2001): 33% ● Target (The Citizenship Survey 2007): a decrease ● Latest outturn (HOCS 2005): 31%

¹ HOCS is now The Citizenship Survey following the transfer of Communities Group from the Home Office to Communities and Local Government.

2006	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 said to have been brought to justice when a recorded crime results in an offender being convicted, cautioned, issued with a penalty notice for disorder, given a formal warning for the possession of cannabis or having an offence taken into consideration by the court.</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 (year to June 2006): 1.347 million²

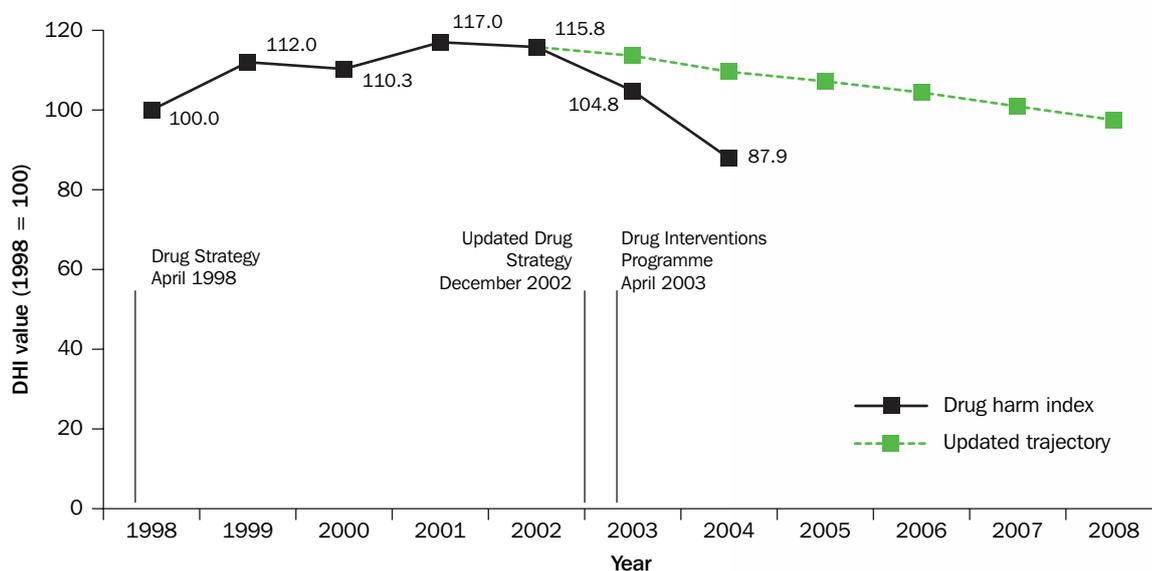
Offences brought to justice



² Data are provisional and subject to change.

2006	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.</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 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"> • Baseline (2002): 115.8 • Target: a reduction by 2007–08 • Latest outturn (2004): 87.9 <p>Number of drug-misusing offenders entering treatment through the Criminal Justice System: on course</p> <ul style="list-style-type: none"> • Baseline: 438³ a month in March 2004 • Target: 1,000 a week by March 2008 • Latest outturn: 3,441 per month in August 2006

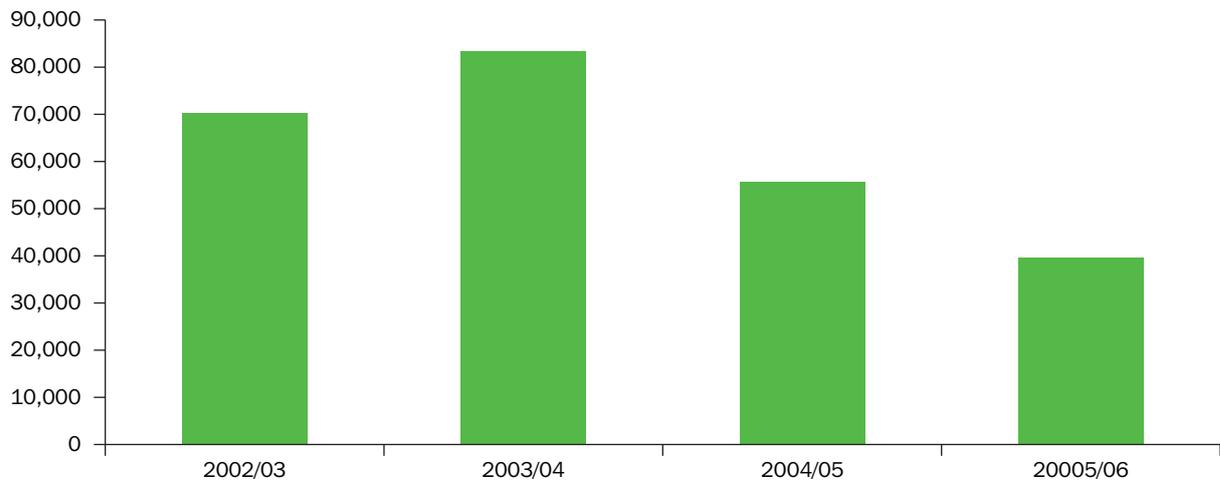
Drug harm index and trajectory



³ This figure was published in the SR2004 Technical Notes as 384. This was a typographical error. The correct figure is 438.

2006	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 remain) 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 (2003–04): 83,300 ● Outturn (2004–05): 55,300 (revised⁴) ● Annual outturn (2005–06): 38,800

Number becoming failed asylum seekers (including dependants)



⁴ The number of individuals recorded as becoming failed asylum seekers in 2004–05 has been revised and mainly arise from late entered data, removing duplicate cases and a data cleansing exercise.

2006	LATEST OUTTURN
<p>Home Office value for money target: to achieve gains worth £1,970m per annum (of which £1,240m 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 2005–06, the Home Office achieved estimated gains worth £1,584m p.a., of which £1,037 p.a. was cashable. This includes:</p> <ul style="list-style-type: none"> ● Estimated gains worth £692m, of which £295m was cashable, in the police service in England and Wales. ● Delivery of £241m gains cumulatively in the National Offender Management Service. ● Value for money improvements of £496m in the Immigration and Nationality Directorate. ● Reducing the size of the Home Office headquarters by 1,089 full-time equivalent posts against the March 2004 baseline and relocating 470 posts to the regions. <p>Building on this strong performance the Home Office has achieved estimated gains worth £1,954m p.a., of which £1,311m p.a. is cashable by the end of September 2006. This includes:</p> <ul style="list-style-type: none"> ● Estimated gains worth £888m, of which £415m is cashable, in the police service in England and Wales. ● Delivery of £298m gains cumulatively in the National Offender Management Service. ● Value for money improvements of £551m in the Immigration and Nationality Directorate. ● Reducing the size of the Home Office headquarters by 1,234 full-time equivalent posts against the March 2004 baseline and relocating 1,145 posts to the regions.
<p>Police Standard: Maintain improvements in police performance, as monitored by the Police 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 the PPAF, with the second Police Performance Assessments publication – covering 2005–06 – published in late October. Figures from the 2005–06 assessment showed a strong improvement in policing across a range of policing areas, most noticeably in investigating crime, where 31 out of 43 forces improved from 2004–05 and none got worse. In 2005–06, the police and their partners delivered an increase of approximately 15% on the previous year in the number of offences brought to justice. Front line policing figures also showed an improvement from 2004–05 to 2005–06, equivalent to 1,186 full-time officers carrying out front-line duties.</p>
<p>NOMS Standard: Protect the public by ensuring there is no deterioration in the levels of re-offending for young offenders and adults. Maintain the current low rate of prisoner escapes, including Category A escapes.</p>	<p>Maintain the levels of re-offending by young offenders and adults</p> <p>The NOMS standard requires that re-offending performance for adults and juveniles is maintained above the 2005–06 level over the SR04 period.</p>

2006	LATEST OUTTURN
NOMS Standard: (continued)	<p>Re-offending is measured using re-conviction rates, comparing re-conviction rates with a predicted rate. This allows account to be taken for year-on-year variations in the profile of offenders such as their age, gender and criminal history as well as external factors. Re-conviction rates are calculated from a sample taken between January and March each year.</p> <p>Alongside the NOMS Standard, the Home Office Strategic Plan 2004–08, lays out a longer term goal to work towards a 10% reduction in re-offending by the end of the decade.</p> <p>Re-convictions for young offenders: slippage</p> <p>Youth re-offending is measured by the number of young offenders who re-offend within a one-year period following a pre-court disposal, court disposal, or release from prison and who are subsequently resanctioned, either through receiving another pre-court disposal or through a conviction in court compared to a predicted rate.</p> <ul style="list-style-type: none"> ● Baseline: 2000 ● Target (January–March 2006): a 5% reduction⁵ ● Latest outturn (January–March 2004): <ul style="list-style-type: none"> – Predicted rate: 41.9% – Actual rate: 41.3% – Outturn: 1.4% reduction <p>Re-convictions for adults: on course</p> <p>Adult re-offending is measured by the reduction in the proportion of adult offenders discharged from prison or starting a community sentence who are reconvicted within two years, compared to the predicted rate.</p> <ul style="list-style-type: none"> ● Baseline: 2000 (January–March 2000) ● Target (January–March 2006): a 5% reduction⁵ ● Latest outturn (for offenders released or starting a community sentence in January–March 2003): <ul style="list-style-type: none"> – Predicted 2 year re-offending rate: 58.9% – Actual rate: 57.6% – Outturn: 2.3% reduction <p>The 2004 outturn for adult and young offender reconvictions will be published in spring 2007.</p> <p>Escapes: ahead</p> <p>This element is met if the number of escapes as a proportion of the prison population does not exceed 0.17% and there are no Category A escapes.</p> <ul style="list-style-type: none"> ● Target: less than 0.17% ● Latest outturn (2005–06): 0.037% ● There have been no Category A escapes

⁵ We will be reporting on the completion of this target in summer 2011.

Spending Review 2002 targets

2006	LATEST OUTTURN
<p>PSA2: Improve the performance of all police forces, and significantly reduce the performance gap between the best and worst performing forces; and significantly increase the proportion of time spent on front-line duties.</p>	<p>Improve the performance of all police forces: met</p> <p>Since 2002–03, crime levels have fallen and the numbers of offences brought to justice have risen. Nationally, the total number of the target recorded crimes (domestic burglary, vehicle crime and robbery) was reduced by 27% between 2002–03 and 2005–06. At the same time, the sanction detection rate for all crime was increased from 19% to 24%. There have also been improvements across other domains, including reductions in the fear of crime, reductions in sickness absence, and an increase in local residents who think the police do a good job.</p> <p>Significantly reduce the performance gap between the best and worst performing forces: met</p> <p>The ‘narrowing the gap’ target is met if, in 2005–06, no force is more than 10% worse than the 2002–03 average of similar forces, in dealing with reducing and investigating crime. The target has been met, and exceeded.</p> <p>The target is met since the performance of every force in 2005–06 was above the minimum required in dealing with both reducing and investigating crime. In addition most forces (with only a single exception in dealing with reducing crime) had achieved levels of performance above those set by their similar forces in 2002–03, thus exceeding the original target.</p> <p>Increase time spent on front-line duties: met</p> <p>This is measured by police performance monitors⁶.</p> <ul style="list-style-type: none"> ● Baseline (2003–04): 61.9% ● Target (2005–06): an increase ● Outturn (2005–06): 63.5% <p>The change from 61.9% to 63.5% is equivalent to an additional 2,182 full-time officers carrying out front-line duties.</p>

⁶ The way this measure is calculated has changed this year to account more accurately for probationers’ contribution and to incorporate an alteration in the way sick absence is included. This change has been applied retrospectively to allow comparison with previous years although there are some data issues relating to previous years’ figures. However, the target has been met under both the old definition and the new one. We now need to look to the large performance shift which will be needed to meet the 2007–08 PSA target. Figures under the new definition are shown above, figures under the old definition are as follows:

- Baseline (2003–04): 63.6%
- Target (2005–06): an increase
- Outturn (2005–06): 66.1%

2006	LATEST OUTTURN
<p>PSA3: Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.15 million by 2005–06; with an improvement in all CJ Areas, a greater increase in the worst performing areas and a reduction in the proportion of ineffective trials.</p>	<p>Offences brought to justice (OBTJ): met</p> <p>This element of the target was modified in the 2004 Spending Review, superseding the previous target of 1.2 million OBTJ in 2005–06. At the same time, a higher target of 1.25 million offences brought to justice was set for 2007–08.</p> <p>As the target is an absolute figure no baseline applies.</p> <ul style="list-style-type: none"> ● Target (2005–06): 1.15 million ● Outturn (2005–06): 1.327 million⁷ <p>Improvement in all areas: not met</p> <ul style="list-style-type: none"> ● Baseline: 2001–02 ● Target: improvement in all Criminal Justice Areas (CJAs) ● Outturn 2005–06: 40 of the 42 criminal justice areas improved their performance over the baseline year <p>In setting OBTJ targets, we take into account trends in crime reduction and sanction detection rates and the rate at which sanction detections are converted into offences brought to justice. In the case of the West Midlands and Gwent, the volume of crime was considerably higher in the baseline year than in subsequent years, and to increase the volume of offences brought to justice in this context would have required unrealistically high sanction detection rates.</p> <p>Greater improvement in worst performing areas: met</p> <ul style="list-style-type: none"> ● Target: the average increase in OBTJs achieved by the worst performing CJAs between 2001–02 and 2005–06 to be greater than the national average increase over the period. ● Latest outturn: Provisional data for 2005–06 shows that the average improvement since the baseline year of 43.2% in the worst performing areas was 10.8 percentage points greater than the average national improvement of 32.4% over the same period.

⁷ Data are provisional and could be subject to marginal change.

2006	LATEST OUTTURN
<p>PSA3: (continued)</p>	<p>Proportion of ineffective trials: met</p> <p>Crown Court</p> <ul style="list-style-type: none"> ● Baseline (quarter to August 2002): 24% ● Target (quarter to March 2006): 17% ● Outturn (quarter to March 2006): 12.1% <p>Magistrates' courts</p> <ul style="list-style-type: none"> ● Baseline (quarter to September 2002): 31% ● Target (quarter to March 2006): 23% ● Outturn (quarter to March 2006): 20.7%
<p>PSA5: Protect the public and reduce re-offending by 5%:</p> <ul style="list-style-type: none"> ● for young offenders; and ● for adults sentenced to imprisonment and adults sentenced to community sentences. <p>Maintain the current low rate of prisoner escapes, including Category A escapes.</p>	<p>Re-offending is measured using rates of proven re-offending. The target is to achieve a 5% reduction in the re-offending rate compared with a predicted rate. This allows account to be taken for year-on-year variations in the profile of offenders such as their age, gender and criminal history. Re-offending rates are calculated from a sample taken between January and March each year.</p> <p>The current results for the adult and juvenile measures use data from the Police National Computer. This provides a more accurate platform for reporting than the previous Offenders Index and will help to underpin the development of better measures in the future. NOMS are currently rolling out a new system of Offender Management which will help to support ongoing target achievement. It aims to provide a more cohesive end-to-end package of support for offenders both in prison and the community.</p> <p>Re-offending for young offenders: slippage</p> <p>This is the percentage of those that, following release from secure training/custody or having received a reprimand/final warning/caution or any other court disposal, commit another offence within a year and are subsequently sanctioned by a pre-court or court disposal. This element of the target is achieved if the re-offending rate for the fourth quarter of year ending March 2006 is at least 5% less than the predicted rate for that period.</p> <ul style="list-style-type: none"> ● Baseline: 2000 (January–March 2000) ● Target (January–March 2006): a 5% reduction⁸ ● Latest outturn (offenders released or dealt with as above in January–March 2004): <ul style="list-style-type: none"> – Predicted rate: 41.9% – Actual rate: 41.3% (from January–March 2004) – Outturn: 1.4% reduction

⁸ We will be reporting on the completion of this target in summer 2011.

2006	LATEST OUTTURN
PSA5: (continued)	<p>Re-offending for adults: on course</p> <p>This is the percentage of those that, following discharge from prison or starting a community sentence, commit another offence within two years and are subsequently convicted for that offence.</p> <p>This element of the target is achieved if the re-offending rate for the fourth quarter of year ending March 2006 is at least 5% less than the predicted rate for that period.</p> <ul style="list-style-type: none"> ● Baseline: 2000 (January–March 2000) ● Target (January–March 2006): a 5% reduction ● Latest outturn (offenders discharged or starting a community sentence in January–March 2003): <ul style="list-style-type: none"> – Predicted 2 year re-offending rate: 58.9% – Actual rate: 57.6% (from January–March 2003) – Outturn: 2.3% reduction⁹ <p>Escapes: met</p> <p>This element is met if the number of escapes as a proportion of the prison population does not exceed 0.17% and there are no Category A escapes.</p> <p>During 2005–06 the rate of escapes was 0.037% of the prison population, well within the PSA target of 0.17%. There have been no Category A escapes.</p> <ul style="list-style-type: none"> ● Target: less than 0.17% ● Latest outturn (2005–06): 0.037% ● There have been no Category A escapes

⁹ We will be reporting on the completion of this target in summer 2011.

2006	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 amongst young people: slippage</p> <ul style="list-style-type: none"> Baseline (BCS 1998): 8.6% Target: a reduction by 2007–08 Latest outturn (BCS 2005–06): 8.4% (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%¹⁰ Target: a reduction by 2007–08 Latest outturn (BCS 2005–06): 9.5% <p>Frequent drug use by vulnerable young people: on course</p> <p>Vulnerable young people are at greater risk of becoming problem drug users in later life. They include truants and excludees, young offenders and young people in care. We use the Schools Survey to measure this target because we can identify truants and excludees from this survey.</p> <p>The Offending, Crime and Justice Survey 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 time¹¹.</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 (2005): 17.9%¹²

¹⁰ This figure differs from that previously published in the Departmental Report 2006 due to revisions to the weighting procedures used in producing figures from the youth boost of the British Crime Survey (BCS).

¹¹ The sample for the OCJS consists of:

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

¹² In the SR2002 PSA Technical Note the indicators 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.

2006	LATEST OUTTURN
PSA6: (continued)	<p>Class A drug use by vulnerable young people: slippage</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 (2005): 14.3%¹³ <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 SR04 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 index and performance on reducing drug related crime is clearly reflected in the DHI. The baseline for the DHI was set at 115.8 for 2002 – the year the revised Drug Strategy was launched – and the latest figures show that the DHI has fallen to 87.9 by 2004, a drop of 27.9 points or 24.1%. 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 4% compared to the previous year and by 20% since the onset of the Drug Interventions Programme (the 12 months to March 2003).</p>

¹³ In the SR2002 PSA Technical Note the indicators 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.

2006	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 ● Target 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% ● Annual outturn (2005–06): <ul style="list-style-type: none"> – internal: 91% – external: 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 is now 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% ● Annual 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%

2006	LATEST OUTTURN
PSA7: (continued)	<p>Final appeal being decided within six months: on course</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%¹⁴ <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%

¹⁴ The figures for 2005–06 are provisional and are subject to change. The final figures will be published in August 2007.

Spending Review 2000 targets

2006	LATEST OUTTURN
<p>PSA 10: Reduce the rate of reconvictions for: of all offenders punished by imprisonment or by community supervision by 5% by 2004 compared to the predicted rate; and of all young offenders by 5% by 2004 compared to the predicted rate.¹⁵</p>	<p>Young offenders 5% reduction: not met</p> <ul style="list-style-type: none"> ● Baseline: 1997 ● Target 2004: a 5% reduction ● Latest outturn (January–March 2004): <ul style="list-style-type: none"> – Actual rate: 41.3% – Outturn: 3.8% reduction <p>Adults 5% reduction: on course</p> <ul style="list-style-type: none"> ● Baseline: 1997 ● Target 2004: a 5% reduction ● Latest outturn (January–March 2003): <ul style="list-style-type: none"> – Actual rate: 57.6% – Outturn: 3.4% reduction <p>The 2004 outturn for adult reconvictions will be published in spring 2007.</p>

¹⁵ The target methodology was altered between 1997–2000 and 2002–2003. A full explanation can be found at <http://www.homeoffice.gov.uk/rds/pdfs05/hosb2505.pdf>

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 2006) 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 compromising 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: ahead 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

TARGET		PROGRESS
Police Standard	Maintain improvements in police performance, as monitored by the Police Performance Assessment Framework (PPAF), in order to deliver the outcomes expressed in the Home Office PSA.	Overall: on course
NOMs Standard	Protect the public by ensuring there is no deterioration in the levels of re-offending for young offenders and adults. Maintain the current low rate of prisoner escapes, including Category A escapes.	Overall: slippage Re-convictions for young offenders: slippage Re-convictions for adults: on course Escapes: ahead

Summary of Performance SR02 targets

TARGET		PROGRESS
PSA2	Improve the performance of all police forces, and significantly reduce the performance gap between the best and worst performing forces; and significantly increase the proportion of time spent on front-line duties.	<p>Overall: met</p> <p>Improve the performance of all police forces: met</p> <p>Significantly reduce the performance gap between the best and worst performing forces: met</p> <p>Increase time spent on front-line duties: met</p>
PSA3	Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.15 million by 2005–06; with an improvement in all CJ Areas, a greater increase in the worst performing areas and a reduction in the proportion of ineffective trials.	<p>Overall: partly met</p> <p>Offences brought to justice (OBTJ): met</p> <p>Improvement in all areas: not met</p> <p>Greater improvement in worst performing areas: met</p> <p>Proportion of ineffective trials: met</p>
PSA5	Protect the public and reduce re-offending by 5%: for young offenders; and for adults sentenced to imprisonment and adults sentenced to community sentences. Maintain the current low rate of prisoner escapes, including Category A escapes.	<p>Overall: slippage</p> <p>Re-convictions for young offenders: slippage</p> <p>Re-convictions for adults: on course</p> <p>Escapes: met</p>
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: slippage</p> <p>Class A drug use amongst young people: slippage (data for financial year 2005–06)</p> <p>Frequent drug use by young people: on course</p> <p>Frequent drug use by vulnerable young people: on course</p> <p>Class A drug use by vulnerable young people: slippage (data for financial year 2005–06)</p> <p>Drug-misusing offenders/drug-related crime: on course</p>

TARGET		PROGRESS
PSA7	Focus the asylum system on those genuinely fleeing 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: on course</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:

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	E.g. a new target for which data is not yet available

Final assessment against a target

The final assessment against a target is reported on using the following categories:

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 is robust with quality assurance procedures in place. The 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 Survey¹⁶ (BCS). Overall BCS crime includes crimes against persons and households.

Crime levels may also be measured by police recorded crime¹⁷. But for the crime types it covers, the BCS can provide a better reflection of the true 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 crime over time 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 crime types that are most similar to those captured by the BCS are known as the recorded crime BCS comparator.¹⁸

The high crime areas are the 40 Crime & Disorder Reduction Partnership (CDRP) areas that have the highest rates of recorded crime per head of population plus highest crime levels (each being given equal weight), as measured using the recorded crime BCS comparator in 2003–04.

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 British Crime Survey is undertaken continuously and figures for rolling 12 month periods are available quarterly. Although data is available quarterly, quarter on quarter comparisons need to be interpreted carefully as the data sets overlap. For this reason, in this report we provide progress comparisons based on financial year periods. But we also provide the latest quarterly data where this is available.

Recorded Crime

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. It is likely there has been some continuing impact on the number of recorded crimes in 2005–06, as a result of audits to further improve recording.

The estimated police recording rate has fallen in the year to September 2005. Changes with respect to common assault and wounding will have been influenced by changes in recording practice in three forces, which had prior to 2005–06 been incorrectly recording assaults with minor injury as common assaults. However, with respect to other changes it needs to be stressed that the recording rate estimate is not based on direct tracking of BCS reports of crime through to whether they are recorded by the police, but rather on comparison of BCS estimates

¹⁶ 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, data processing and the reliability of results. The BCS covers a randomly selected sample of those aged sixteen or over living in private households in England and Wales. The BCS is published quarterly and can be found at <http://www.homeoffice.gov.uk/rds/index.html>

¹⁷ Recorded crime is all offences that are recorded by the police and which are then notified to the Home Office. More minor summary offences are excluded. The Home Office issues rules to the police on the counting and classification of crime, which indicates which offences are notifiable and therefore constitute recorded crime.

¹⁸ 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.

for crimes said to have been reported by BCS respondents with actual crimes recorded by the police. 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.

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. In order to increase the frequency of data, the next survey will start in April 2007 and will 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.

Drug Harm Index

Limitations in data availability means 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 is 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 Intervention Programme (DIP) data is robust with quality assurance procedures in place.

Young People Measures – BCS and School Survey

Approximately 6,000 16 to 24 year olds living in private households in England and Wales were included in the BCS 2005–06, 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 numbers of truants and excludees in the School Survey sample means that the estimates of drug use amongst 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.

Front Line Policing

Front Line Policing (FLP) is constructed using two main sources: activity analysis, which is a two-week sample survey recording the activities of frontline officers, and the Annual Data Return (ADR) 601, which collects full-time equivalent (fte) officer numbers by force and Her Majesty's Inspectorate of Constabulary (HMIC) function code. The error in FLP owing to sample size effects in activity analysis can be calculated, and if this source of error alone were taken into account the change in FLP would be found to be significant. However, there are other sources of error which are not measurable (principally error due to variation in force workloads over the year and error due to random variation in HMIC coding year-on-year) and these are likely to outweigh the sample size errors. There have also been substantial improvements in force recording practices with respect to ADR 601, and the effects of these cannot be quantified. Thus it is not possible to state whether the apparent upward movement is statistically significant. In the absence of statistical confidence, the best judgement of subject-matter experts within the Home Office based on the data available is that it has been met.

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 data collection processes and their inevitable limitations are taken into account when those data are used.

Police 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 on a scale of 'excellent', 'good', 'fair' or 'poor' and 'improved', 'stable' or 'deteriorated', allowing the public to understand and interpret performance. The publication is also complemented by comprehensive information available via the internet (<http://police.homeoffice.gov.uk>). Data used within PPAF come from a number of sources, including the British Crime Survey and recorded crime statistics. In 2002–03 – around the time the target was set – 16 forces did not meet the National Crime Recording Standard (NCRS). In 2005–06, all forces were compliant with the NCRS, demonstrating a clear improvement in data quality.

Re-offending

Re-offending can be measured in several ways, including arrest data, self-report studies, and official records. In England and Wales, re-offending is typically measured by counting re-offending as an official pre-court and/or court sanction that resulted from an offence committed during a specified follow-up period. As such, it under-records the true level of re-offending as not every re-offence will be detected and proceed to an official sanction. Whilst this is an acknowledged limitation, the measurement of court records allows a consistent benchmark against which reductions can be charted.

The process of measuring re-offending is complex and reliant on the co-ordination of several databases. The re-offending results depend on accurately matching offenders on the NOMS caseload management systems with offences recorded on the Police National Computer (PNC). There are two main risks. Firstly, as with any administrative data system, there are risks that the quality of the data entered in these systems are occasionally inaccurate. Secondly, there may be systematic biases in the matching of offender records that could affect the results.

A full summary of the limitations of the methods and risks involved are included in the introduction to the report and in quality statement that accompanies the results.¹⁹ Overall, it is felt that as the systems are operational systems it is unlikely that there are large scale systematic errors in the data. There is further work to do to ensure that there are no biases in the offender matching but these systems are used daily and no obvious biases have become apparent. In the medium term, NOMS is working to ensure that every offender has a unique identifier which will remove the necessity of matching.

Escapes

"Escape" data is considered accurate and reliable. Escape related data is recorded on the Prison Service Incident Reporting System (IRS); the data is received from the establishment from where the escape took place. In the case of escape from Contractor Escorts, then it is the responsibility of the escort contractor to ensure that such events are reported in a timely and accurate manner. This is also recorded on the IRS. The accuracy of this data is audited.

Value for money

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.

¹⁹ See, for example, page 22 of the most recent report. <http://www.homeoffice.gov.uk/rds/pdfs06/hosb2006.pdf>

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% 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% 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 a statistically significant change has been achieved before the end of the target period, we have assessed those as "ahead". Where data trends are moving in the wrong direction or too slowly we have assessed those as "slippage".

Technical notes

The technical notes to the Home Office PSA targets are available at:
<http://www.homeoffice.gov.uk/documents/psa-technical-note-SR04-jul-05?view=Binary>

SR04 Statistical changes required to meet the target

PSA Target/Standard		Direction of change	Statistically significant change		
PSA 2:			Baseline % ²⁰	Target % ²⁰	% change required ²⁰
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

²⁰ The target percentages are estimated on the assumption that sample sizes and survey design remain the same as at present.

SR02 Statistical changes required to meet the target

PSA Target/Standard	Direction of change	Statistically significant change		
		Baseline % ²¹	Target % ²¹	% change required ²¹
PSA 6:				
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 young people	reduction	14	12	-3

²¹ The target percentages are estimated on the assumption that sample sizes and survey design remain the same as at present.

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