



Home Office

2009  
DEPARTMENTAL  
REPORT

Working  
together  
to protect  
the public



# The Home Office Departmental Report

## 2009

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

June 2009

This is part of a series of departmental reports which, along with the Main Estimates 2009–10, the document *Public Expenditure: Statistical Analyses 2009*, and the Supply Estimates 2009–10: Supplementary Budgetary Information, present the Government's outturn and planned expenditure for 2009–10 and 2010–11

**© Crown copyright 2009**

The text in this document (excluding the Royal Arms and other departmental or agency logos) may be reproduced free of charge in any format or medium, providing it is reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the document specified.

Where we have identified any third party copyright material you will need to obtain permission from the copyright holders concerned.

For any other use of this material please write to the Office of Public Sector Information, Information Policy Team, Kew, Richmond, Surrey TW9 4DU or email: [licensing@opsi.gov.uk](mailto:licensing@opsi.gov.uk)

ISBN: 978-01-0175-922-9

# Contents

Foreword by the Home Secretary, The Rt Hon Jacqui Smith MP	5
Foreword by the Permanent Secretary, Sir David Normington	7
Summary of Comprehensive Spending Review 2007 PSA performance	8
Summary of Departmental Strategic Objectives performance	10
Organisational chart	11
Chapter 1 Working together to protect the public	13
Chapter 2 Strategic Objectives	17
Strategic Objective I Help people feel secure in their homes and local communities	18
Strategic Objective II Cut crime, especially violent, drug and alcohol-related crime	24
Strategic Objective III Lead visible, responsive and accountable policing	31
Strategic Objective IV Protect the public from terrorism	37
Strategic Objective V Secure our borders and control migration for the benefit of our country	45
Strategic Objective VI Safeguard identity and the privileges of citizenship	51
Strategic Objective VII Support the efficient and effective delivery of justice	55
Chapter 3 Organising and supporting delivery	63
Chapter 4 Performance tables	75
Chapter 5 Finance tables	101
Chapter 6 Parliamentary and public scrutiny	119
Sources of further information	126
List of acronyms	127

# Foreword by the Home Secretary, The Rt Hon Jacqui Smith MP



The Home Office plays a crucial role in protecting the people of Britain. From visa controls and border security, right through to counter-terrorism and knife crime, almost everything we do affects the safety and security of the people of this country. The Department's overall objective is to allow people to feel safe in their homes and confident in their communities, and we work hard to make sure we do that in partnership with the public and our stakeholders. Over the past year we have come a long way, and I am proud of the many achievements outlined in this annual report.

We have taken great strides forward in delivering a more effective, responsive and accountable police service. The 2008 Policing Green Paper, *From the neighbourhood to the national: policing our communities together*, set a new direction for the performance management of police forces, with the Department taking a more strategic role. In meeting the commitments outlined in the Green Paper, we have replaced all top-down policing targets with a single national target for public confidence. This ensures that police priorities are closely aligned with the crimes that matter most to local people, and the police have a greater incentive to let the public know how they are doing.

We also introduced the Policing Pledge in 2008, setting out specifically what the public can expect from local Neighbourhood Policing Teams; all 43 forces in England and Wales have now signed up to it. We are continuing our drive to deliver greater discretion back to the front line and have introduced a number of measures to cut red tape following Sir David Normington's review of data burdens on police forces.

All these measures have helped us to make good progress in tackling the crimes that matter most to local people and they have been backed with specific action in areas. For example, over the year we introduced the Tackling Knives Action Programme. The Policing and Crime Bill also included tough measures on irresponsible drink promotions to help address anti-social behaviour. The Department has done a great deal of work around protecting women, with a Christmas domestic violence campaign and the launch of the violence against women consultation.

Another major initiative emerged from the publication in June 2008 of the Casey Review, *Engaging communities in fighting crime*, which assessed public perception of crime and justice and identified proposals to put the interests of the law-abiding majority of the public at the heart of the Criminal Justice System. The Department set up a Neighbourhood Crime and Justice Group in response, focused on implementing the proposals and leading the *Justice seen, justice done* campaign. During 2008, we introduced Community Crime Fighters to act as crime and safety advocates for local areas. We appointed Sara Payne as the Victims' Champion to present the views of victims and witnesses to the Government. Added to that, we have introduced monthly crime statistics for all parts of the country to provide local people with the information to hold police to account and monitor crime trends in their locality.

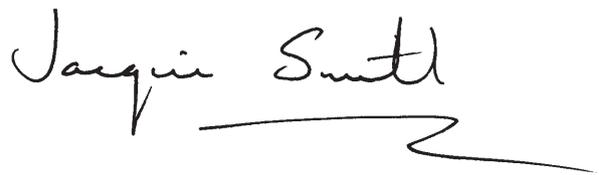
In March 2009, the Home Office launched a refreshed counter-terrorism strategy. CONTEST sets out a comprehensive plan for dealing with the changing nature

of the terror threat. The strategy includes action at international, national and local levels, which is essential to maximise our impact and minimise the risk we face.

Controlling migration remains a key public concern, particularly in the light of the current economic situation. That is why we have launched the most radical re-working of the immigration system seen in a generation. The Home Office introduced the Points-Based System to rationalise over 80 entry routes to the UK into a simple five tier structure, and have introduced tougher restrictions on workers coming in under Tiers 1 and 2 ('Highly Skilled' and 'Skilled' entry routes). In addition, we are making the single border force a reality through the new UK Border Agency. The reforms have seen dramatic cuts in the time it takes to make decisions for people such as asylum seekers. We have made good progress on controlling migration and strengthening our borders, and we plan to keep this momentum up over the year ahead.

We have made good progress over the year on the introduction of identity cards. We introduced the first cards to foreign nationals from outside the European Economic Area and are rolling out identity cards on a phased basis to critical workers, in sensitive roles or locations – starting with airside workers by autumn 2009.

Clearly, the Department has delivered an enormous amount over the year and I am grateful to the dedication and hard work of staff in the Home Office and its Agencies. It has been a year marked by change across the organisation – from our new approach to policing through to the formation of the new UK Border Agency and the continued development of the Office for Security and Counter-Terrorism. The staff are to be commended for the way they have embraced these changes and their commitment to further progress. I am confident that the Home Office will be just as successful in the coming year as we build public trust and confidence and – most importantly – continue to protect the people of this nation.

A handwritten signature in black ink, reading "Jacqui Smith". The signature is written in a cursive style with a long, sweeping underline that extends to the right.

The Rt Hon Jacqui Smith MP

# Foreword by the Permanent Secretary, Sir David Normington



This annual report describes the activities and performance of the Home Office over the year 2008–09. This was the first year of a new Comprehensive Spending Review (CSR) period with important new priorities on migration, crime, reducing harm from drugs and alcohol and on international terrorism spelled out in our Public Service Agreements (PSAs). It was also the first full year of the departmental strategy *Working together to protect the public*.

I believe the report demonstrates some excellent progress against our objectives in an increasingly challenging economic environment. We are very focused on delivering outcomes that protect the public and make communities safer, building on the success we had in meeting our 2004 Spending Review targets (on which we reported during 2008–09). We remain strongly committed to getting value for money for every pound of public expenditure and are already firmly on course to deliver efficiencies of £1.7 billion in this CSR period (in addition to the £2.9 billion we delivered in the previous three years).

We are also much more effective and capable as a Department in meeting the challenges that we face. The evidence of this is in the externally assessed Capability Review of the Home Office, which reported in July 2008. This found “very substantial progress” compared with 2006. It removed all our previous red and amber/red markings, and raised our performance scores in almost every category, commenting particularly on the clarity of our strategic direction, the effectiveness of our leadership and the success of our delivery against targets.

This is encouraging, but the job is not done. As we enter this new financial year, we remain focused on raising further our performance. We are determined to get the maximum benefit from our new UK Border Agency which brings together, for the first time, staff from the former Border and Immigration Agency, HM Revenue and Customs and UKvisas into a single organisation, with responsibility for immigration and customs. We

want to develop even stronger partnerships across government and with the police, local authorities and the third sector – all of whom we depend on for successful public protection. And we are investing heavily in the skills and capabilities of all our staff in the Home Office and its agencies: their commitment and competence are ultimately what make the difference.

I am very grateful to the Home Secretary and her Ministerial team for their leadership over the last year and for the unfailing support for the Home Office; and to my colleagues in the Home Office and its partner agencies for their dedication, hard work and professionalism.

A handwritten signature in black ink that reads "David Normington". The signature is written in a cursive, slightly slanted style.

Sir David Normington KCB

## Summary of Comprehensive Spending Review 2007 (CSR07) Public Service Agreement (PSA) performance\*

This section provides a summary of progress against each PSA. The CSR07 PSA performance indicators came into effect in April 2008 and we are able to make the performance assessments set out below where we have both baseline data and comparable data for subsequent periods. Performance against the remaining indicators will be assessed over the coming months as further data becomes available and assessments will be published in future Autumn Performance Reports and Departmental Annual Reports. Where possible, we have indicated when this data will be available in the CSR07 tables from page 76.

PSA		PROGRESS
PSA3	Ensure controlled, fair migration that protects the public and contributes to economic growth.	<p>Overall: Strong progress</p> <p>Deliver robust identity management systems at the UK borders: Not yet assessed</p> <p>Reduce the time to conclusion of asylum applications: Improvement</p> <p>Increase the number of enforced removals and voluntary departures year-on-year: Improvement</p> <p>Increase the proportion of 'higher harm' enforced removals and voluntary departures: Improvement</p> <p>By effective management of migration, reduce vacancies in shortage occupations: Not yet assessed</p>
PSA23	Make communities safer.	<p>Overall: Not yet assessed</p> <p>All recorded violence with injury<sup>1</sup>: Not yet assessed</p> <p>Level of serious acquisitive crimes in local areas when compared with peers<sup>2</sup>: Not yet assessed</p> <p>Public confidence in local agencies involved in tackling crime and anti-social behaviour: Not yet assessed</p> <p>Percentage of people perceiving anti-social behaviour as a problem: Not yet assessed</p> <p>Level of proven reoffending by young and adult offenders: Improvement</p> <p>Level of serious reoffending: Improvement</p>

\* Full details of performance are set out in Chapter 4.

<sup>1</sup> Indicator 1 has been updated and now covers all violence with injury, which includes within it the original indicator of most serious violence. More information on the details of the indicator can be found in the Delivery Agreement for PSA23, Make communities safer (to be published in June 2009): [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA23.pdf)

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

<p><b>PSA25</b></p>	<p>Reduce the harm caused by alcohol and drugs.</p>	<p>Overall: Not yet assessed</p> <p>Percentage change in the number of drug users recorded as being in effective treatment: Improvement</p> <p>Rate of hospital admissions per 100,000 for alcohol-related harm: Improvement</p> <p>Rate of drug-related offending: Not yet assessed</p> <p>Percentage of the public who perceive drug use or dealing to be a problem in their area: Not yet assessed</p> <p>Percentage of the public who perceive drunk and rowdy behaviour to be a problem in their area: Not yet assessed</p>
<p><b>PSA26</b></p>	<p>Reduce the risk to the UK and its interests overseas from international terrorism.</p>	<p>Overall: Classified</p>

## Summary of Departmental Strategic Objectives (DSOs) performance

DSO		LATEST OUTTURN
DS01	Help people feel secure in their homes and local communities.	This is the overall Departmental Strategic Objective (DSO), reflecting delivery of all the following DSOs. <sup>3</sup> Overall: Strong progress
DS02	Cut crime, especially violent, drug and alcohol-related crime.	This DSO is aligned to delivery of PSA23 and PSA25. Overall: Not yet assessed
DS03	Lead visible, responsive and accountable policing.	This DSO is aligned to delivery of PSA23. Overall: Not yet assessed
DS04	Protect the public from terrorism.	This DSO is aligned to delivery of PSA26. Overall: Classified
DS05	Secure our borders and control migration for the benefit of our country.	This DSO is aligned to delivery of PSA3. Overall: Strong progress
DS06	Safeguard people's identity and the privileges of citizenship.	Overall: Strong progress
DS07	Support the efficient and effective delivery of justice.	This DSO is aligned to delivery of PSA24. Overall: Some progress

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



# Organisational chart



**Home Secretary**  
Jacqui Smith



**Permanent Secretary**  
Sir David Normington

## The ministerial team



**Minister of State for Borders and Immigration**  
Phil Woolas



**Parliamentary Under Secretary of State for Crime Reduction**  
Alan Campbell



**Parliamentary Under Secretary of State for Identity**  
Meg Hillier



**Minister of State for Security, Counter-Terrorism, Crime and Policing**  
Vernon Coaker



**Parliamentary Under Secretary of State for Security and Counter-Terrorism**  
Lord West

## The Home Office Board



**Director General Office for Security and Counter-Terrorism**  
Charles Farr



**Chief Executive Identity and Passport Service**  
James Hall



**Chief Executive UK Border Agency**  
Lin Homer



**Director General Financial and Commercial Group**  
Helen Kilpatrick



**Director General Strategy and Reform Directorate**  
Peter Makeham



**Director General Crime and Policing Group**  
Stephen Rimmer



**Director General Human Resources**  
Kevin White

## Non-Executive Directors



John Heywood





## CHAPTER 1

### Working together to protect the public

At the heart of all we do is the drive to protect the public. The Home Office is responsible for a wide range of vital activities, from neighbourhood policing, through tackling drug and alcohol issues, to the pursuit of international terrorists. This chapter sets out the core objectives, values and strategy of the Home Office and summarises how our resources are allocated.

## OUR PROGRESS

The Home Office has made substantial progress since our capability as a department was first assessed in 2006. At the time, we launched an ambitious programme of reform in response to our first Capability Review, and we refocused our responsibilities following the creation of the Ministry of Justice in 2007. In February 2008 we published a new strategy which puts protecting the public at the very heart of everything we do.

The second Capability Review, which the Department underwent last June, recognised improvement in our capability as an organisation. It found that our leadership is providing clearer strategic direction, that we have developed the skills of our staff and the way we work with our partners and that we have better business capability and processes. We are now working to address the recommendations of the 2008 review, with particular focus on the leadership and skills of our staff.

We have also delivered for the public. With our partners, we exceeded our Public Service Agreement (PSA), set in Spending Review 2004, to reduce crime by 15 per cent nationally and by even more in high-crime areas. Fear of crime and perceptions of anti-social behaviour have fallen, and the risk of being a victim of crime remains at a historically low level. We have reduced the use of Class A drugs by young people and have increased the numbers of drug users referred for treatment. The new set of PSAs on which we lead are equally challenging and will demand continued effort on delivery and close working with colleagues across government. In particular we will be looking to drive action on issues that have the greatest impact on the public's confidence, including serious youth violence; women's safety; anti-social behaviour; and ensuring that the Criminal Justice System (CJS) supports – and is seen to support – victims and witnesses and the law-abiding public in general.

In addition to this, we also recognise the challenges we face owing to economic and social changes. Now, more than ever, we need to understand the issues that matter most to people and to maintain our focus on tackling them. We need to ensure that we provide real help for people to address the effects of the current economic downturn. And we will continue to implement measures to work towards a robust immigration system that works for the benefit of the country as a whole.

## OUR PURPOSE

Our determination to put the public at the heart of everything we do is reflected in our purpose statement and strategy – *Working together to protect the public*.<sup>4</sup> We will continue to work closely with individuals and communities, listening to their concerns and making sure they are receiving the services they need.

And we will continue to work with delivery partners, including the police, intelligence agencies, local authorities, voluntary groups, other departments and other governments to ensure that our policies are delivered for the public.

## OUR OBJECTIVES

The Home Office has seven Strategic Objectives that support our purpose statement and cover the full range of the Department's responsibilities. We will work with the public and our partners at local, national and international levels to:

- help people feel secure in their homes and local communities;
- cut crime, especially violent, drug and alcohol-related crime;
- lead visible, responsive and accountable policing;
- protect the public from terrorism;
- secure our borders and control migration for the benefit of our country;
- safeguard identity and the privileges of citizenship; and
- support the efficient and effective delivery of justice.

## OUR RESOURCES

The Home Office net budget for 2009–10 is just over £10 billion (£11 billion of expenditure, £1 billion of which is funded by fee income). The majority will be devolved to our delivery partners – most notably the police and local authorities. In line with our purpose and objectives, this will allow us, over the next year, to:

- maintain levels of funding to the police and communities to build confidence in their efforts to combat and address crime and anti-social behaviour, including through the implementation of the Policing

<sup>4</sup> [www.homeoffice.gov.uk/documents/strategy-08/strategy-2008](http://www.homeoffice.gov.uk/documents/strategy-08/strategy-2008)

Pledge and the training of 3,600 Community Crime Fighters;

- provide a fund to help communities protect themselves from crime and feel safer in their own homes;
- ensure that our borders are secure through the continued roll-out of the Points-Based System and e-Borders programme;
- continue investment in counter-terrorism and preventing violent extremism;
- work towards a safe, secure Olympic and Paralympic Games for London in 2012; and
- safeguard identity through the National Identity Service (NIS).

### OUR VALUES

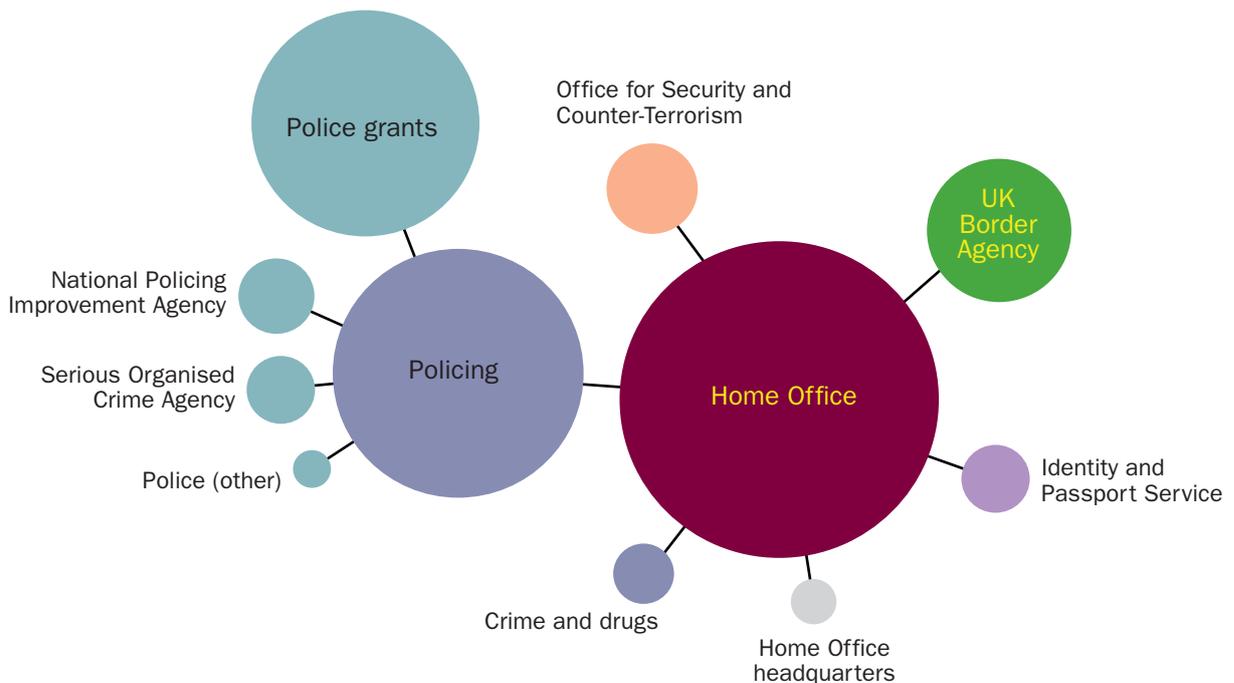
In delivering on our ambitious forward programme, the Home Office values describe how we will work. They embody our commitment to greater openness and to partnerships based on mutual respect and professionalism.

#### The Home Office values:

- We deliver for the public.
- We are professional and innovative.
- We work openly and collaboratively.
- We treat everyone with respect.

### Breakdown of Home Office expenditure in 2008–09

Total Home Office planned expenditure (both resource and capital) for 2008–09 was approximately £11 billion. The chart below shows the relative distribution of this expenditure by business area.







## CHAPTER 2 Strategic Objectives

Our Strategic Objectives revolve around the central tenet of ‘Working together to protect the public’. We work closely with our partners to address a multitude of issues at local, national and international levels in order to deliver our objectives. This chapter summarises each of our Strategic Objectives and highlights the key actions that have been delivered in 2008–09 and the priorities for the year ahead. It includes case studies, highlighting the impact that specific activities have had on the ground.



# Strategic Objective I: Help people feel secure in their homes and local communities

## OVERVIEW AND STRATEGY

This objective underpins and supports all elements of Home Office business. The Department's work is focused on delivering: effective law enforcement, including significant reductions in crime; an efficient and effective Criminal Justice System (CJS); a comprehensive approach to tackling terrorism; secure borders; protection of individual identity from fraud or other misuse; and clear rights and responsibilities of citizenship – in order to ensure that people have the security and confidence they need to go about their daily lives.

For this objective to be successful, the work of the Home Office must positively impact on and make a real difference to individuals and their communities. We are focused on understanding and addressing what matters most to local communities, including serious youth violence, women's safety, anti-social behaviour and ensuring that the CJS supports – and is seen to support – victims and witnesses and the law-abiding public in general. As a Department we continue to work closely with our partners to ensure that the services we provide make a real, practical difference and are responsive to the needs of communities.

## CUT CRIME, ESPECIALLY VIOLENT, DRUG AND ALCOHOL-RELATED CRIME

Helping people feel secure is about creating significant reductions in crime and, above all, making sure that where there are significant reductions, these are maintained and communicated. 2008–09 saw a continued focus on identifying and tackling the crime issues that mattered most to local people. We built on the success of the previous year, where we exceeded our key crime target (set in Spending Review 04) with an 18 per cent reduction in crime (against a target of 15 per cent using 2002–03 as the baseline).

The Home Office worked closely with local partnerships to ensure that local crime priorities were identified and that efforts were focused on delivering those priorities – whether anti-social behaviour, violent crime, burglary or drug and alcohol-related crime. This focus was complemented by a strong set of updated strategies and action plans setting out the national framework for progress on drugs, youth crime and anti-social behaviour alongside the strategies on alcohol and overall crime published at the end of 2007–08.

Helping people feel secure is also about what happens to crime nationally – people are concerned about what they hear about crime elsewhere, as well as their own experience and in their community. Although the problems of guns, gangs and knives affect a comparatively small number of areas of the country, they cause more widespread concern. In 2008–09, the Home Office with the police and a range of partners delivered (and will continue to deliver) successful programmes to tackle guns, gangs and knives.

However, people need to be informed about what is happening and to have an opportunity to influence local crime-fighting efforts if they are really to feel more secure. In 2008–09, there was an added focus on ensuring that people had good information about crime. For example, the police and the Home Office delivered local crime maps providing the public with a much better view of the occurrence of crime in their area. The Home Office worked closely with partners to ensure that local people were being properly consulted about their crime priorities.



### LEAD VISIBLE, RESPONSIVE AND ACCOUNTABLE POLICING

The police play a vital role in ensuring the safety and security of the communities in which we live, and building public confidence has been at the heart of everything we do. July 2008 saw us launch a key public service reform in the shape of the Policing Green Paper: *From the neighbourhood to the national: policing our communities together*.<sup>5</sup> This was brought together through constructive engagement and close partnership working with police at all levels and accelerates the shift that was already under way in the Home Office's role:

- from top-down performance management to a more strategic role; and
- with engaged local citizens and strengthened accountability providing the momentum for improvement.

We delivered on time our commitment to have neighbourhood policing teams in every local area. We have also reduced the amount of data that we ask forces to record. This cut in bureaucracy will enable the police to make better use of their time in tackling crime and protecting the public through responsive policing.

As part of streamlining performance management arrangements, we have removed all but one central target and replaced them with a single top-down target on public confidence. This will enable us to ensure that the police are fully responsive to public needs and, together with initiatives such as crime mapping, means that the public can hold the police to account for, and have a real say on, the issues that matter most to their communities.

The Green Paper introduced the new 'Policing Pledge'. This is an agreement between the public and the police which sets out the minimum level of service that the public can expect from the police. We have also worked closely with the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) to ensure that we have an integrated police service that will deliver for the public at all levels: from the neighbourhood to the national, wherever they are in England and Wales.

### PROTECT THE PUBLIC FROM TERRORISM

For the foreseeable future, terrorism presents one of the most serious threats we face. This global threat requires a wide-ranging response that extends beyond the boundaries of the UK and into communities. The Home Office, through the Office for Security and Counter-Terrorism, has the lead on developing and co-ordinating the Government's strategy for counter-terrorism, CONTEST.

Our success continues in disrupting terrorist activity and bringing violent extremists to justice. As at 31 March 2008, a total of 196 people have been convicted of a terrorist or terror-related offence. In 2007–08, 54 per cent of suspects in terrorist trials pleaded guilty. But this is just one aspect of our strategy to counter terrorism. We also seek to prevent people becoming or supporting violent extremists, to protect people and places that might be terrorist targets, and to prepare for an attack should one take place.

<sup>5</sup> [http://police.homeoffice.gov.uk/publications/police-reform/Policing\\_GP2?view=Binary](http://police.homeoffice.gov.uk/publications/police-reform/Policing_GP2?view=Binary)

A revised CONTEST<sup>6</sup> strategy was published on 24 March 2009. The strategy continues to be organised around four workstreams, but in addition it reflects work to co-ordinate responses to cross-cutting issues, including international co-operation and local delivery, policing, science and industry, and the internet. The new strategy also provides a survey of the development of the terrorist threat to this country and its causes.

### **SECURE OUR BORDERS AND CONTROL MIGRATION FOR THE BENEFIT OF OUR COUNTRY**

The UK Border Agency (UKBA) is a key contributor in delivering our objective to protect the public. It is responsible for securing our borders and controlling migration for the benefit of our country.



During 2008–09 we strengthened the UK borders. To make it harder for illegal immigrants and criminals to get into the UK, we introduced fingerprinting for visa applicants overseas. As a result, we have been able to refuse visas to hundreds of known criminals and turn fraudulent applicants over to the police in several countries.

We introduced a single border force with police-like powers for our front-line staff. Last year, UKBA officers searched over 1 million vehicles prior to their entry to the UK. We have intercepted significant quantities of drugs and weapons coming to the UK.

We also strengthened control of migration. We began counting foreign nationals in and out of the country and carried out enhanced watchlist checks for high-risk journeys. We introduced the Points-Based System for migrants from outside the European Economic Area (EEA). This is a fair and flexible system which allows us to control the flow of people into the UK. We also introduced identity cards for foreign nationals and toughened the enforcement regime within the UK by introducing civil penalties for rogue employers. Anyone employing illegal immigrants now faces a penalty of up to £10,000 for each illegal worker they employ. During 2008 we deported a record number of foreign national prisoners.

The UKBA will continue to build a strong and trusted organisation that protects our economic interests. By working across government and with international partners, the Government's priorities for border protection and migration will be delivered.

### **SAFEGUARD PEOPLE'S IDENTITY AND THE PRIVILEGES OF CITIZENSHIP**

The Identity and Passport Service (IPS) is responsible for safeguarding people's identity by issuing secure biometric passports, developing and implementing the National Identity Service (NIS) and modernising the civil registration service.

<sup>6</sup> <http://security.homeoffice.gov.uk/counter-terrorism-strategy/>



We continue to provide a high-quality passport service to over 5 million customers a year and will continue to focus on excellence in customer service, by issuing a document of the highest integrity while ensuring that the service delivers value for money.

The NIS was launched in 2008 with the issue of identity cards for foreign nationals by the UKBA in collaboration with the IPS. During 2009–10 the first identity cards for UK nationals will be introduced to airside workers at Manchester and London City airports. We will also issue the cards to young people and to volunteers, before proceeding to full roll-out. In time the NIS will:

- make life easier by providing a convenient means of proving identity;
- help protect against identity theft;
- reassure us all that people working in positions of trust are who they say they are;
- help protect the country from illegal immigration and illegal employment; and
- make it harder for criminals to use false or multiple identities.

The IPS also integrated the General Register Office during 2008–09 and will focus on modernising this service during the coming year and beyond.

## SUPPORT THE EFFECTIVE AND EFFICIENT DELIVERY OF JUSTICE

Building on the previous success of the Home Office, the Ministry of Justice and the Crown Prosecution Service in raising the number of offences brought to justice, we introduced a new focus on ensuring efficiency and effectiveness in the CJS, particularly in dealing with serious crime. We have made improvements in efficiency through better information technology, use of video links and more efficient processes. To move this forward, a new measure of efficiency and effectiveness in bringing offences to justice was introduced as part of the criminal justice PSA24 – aiming to improve CJS performance in bringing to justice serious violent, sexual and acquisitive offences while reducing budgeted CJS spend.

With our partners, we introduced a new framework for delivering PSA24, moving from setting top-down targets for Local Criminal Justice Boards (LCJBs) to building their capacity to lead reform, working with local partners and engaging with communities to ensure that their needs are met. LCJBs developed their first delivery strategies and plans setting out their ambitions and the actions needed for improving performance.

Public confidence and improving victim and witness satisfaction are key priorities and have been reflected in our response to the Casey Review, *Engaging communities in fighting crime*<sup>7</sup> – developing community engagement strategies at national and local levels and improving services for victims and witnesses. We have implemented a Witness Charter which introduces minimum standards of service for witnesses. We have introduced Victim Support Plus and the intermediary scheme to improve support for victims and witnesses (particularly the vulnerable). A new Victims' Champion was appointed, with the key role of representing victims and ensuring that services meet their needs, while we prepare the way for appointment of a Commissioner. We are tackling unfairness, particularly race disproportionality and hate crime, through improved data collection and local action.

**In the course of 2009–10, we will:**

- continue to put the impact we have at local level at the heart of everything we do – tackling the crimes that matter most to the public, including addressing violence against women, knife crime and anti-social

<sup>7</sup> [www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/crime/cc\\_summary.pdf](http://www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/crime/cc_summary.pdf)

behaviour. The agenda set for 2009–10 and beyond is focused at all times on making a real difference to the lives of real people;

- work to ensure that overall crime continues to fall against a challenging economic background, and that the public are confident that the police are working effectively to further reduce crime in their neighbourhoods;
- continue to focus on delivery – including on visible, responsive and accountable policing, on our PSAs and on the confidence agenda. We will build local engagement and trust and work in partnership with our Non-Departmental Public Bodies (NDPBs) and agencies to deliver our strategies, our commitments in the Policing Green Paper and our major programmes;
- move forward our work on counter-terrorism in line with the key principles set out in the refreshed CONTEST strategy;
- continue to work to ensure that we have the right balance between security and privacy, recognising that intelligence gathering is a vital component in ensuring that this country remains secure;
- continue to build on our planning work for the London 2012 Olympic and Paralympic Games. With our partners we are aiming to achieve a Games that everyone can share in and celebrate safely while causing minimal disruption to daily life in London and the rest of the UK;
- continue to build public confidence on migration by continuing to focus on practical ways of delivering a firm but fair system that serves the best interests of this country;
- help reduce the local impact of migration by working with our partners across government to establish the Migration Impact Fund to provide transitional support to local communities;
- continue to work on the delivery of the NIS which includes the delivery of the first phase of identity cards to airside workers to evaluate the experience and consider how the process can be further developed for future phases; and

- continue to focus on supporting LCJBs working with local partners and communities to deliver a more effective, transparent and responsive CJS for victims and the public.



### How we will measure success

- It is the public that will be the judge of our success in meeting our Strategic Objective I: to help people feel secure in their homes and local communities. We are committed to delivering our objectives and making a real impact on front-line services. We will continue to measure the progress we make in delivering our PSAs.
- We have set confidence targets for policing and the CJS as a whole to ensure that driving confidence is at the heart of everything we do. In policing, we have introduced confidence targets at force level, expecting those with the lowest levels of public confidence to make greater improvements than the rest, which we will monitor and help drive. These targets, when achieved, will ensure that by March 2012, nationally, 60 per cent of people will be confident that the police and local authorities are dealing with the crime and anti-social behaviour issues that matter locally. Police forces and local authorities have also been issued with a level of confidence that they should reach by March 2011. These will contribute to a national average of 55 per cent and have been adopted by the Government as part of PSA23.

- Confidence targets are also in place to drive performance in the CJS, assessing confidence in its fairness and effectiveness, ensuring again that we are focused on delivering local priorities and that we recognise the diversity of our communities in the way that we drive and track performance.

# Strategic Objective II: Cut crime, especially violent, drug and alcohol-related crime

## OVERVIEW AND STRATEGY

Building on the substantial successes of recent years, the Home Office, with its policing, local government, health authority and criminal justice agency partners, has continued to cut crime, including those crimes that matter most to the public.

This has been achieved through significant levels of investment; through strong local partnership working; by the police and other partners developing more effective responses to crime; and by an improved understanding of who commits crime and under what circumstances, and how to stop it.

## What we have achieved so far

Crime measured by the British Crime Survey (BCS) has fallen by 39 per cent since 1997. Burglaries and car thefts have more than halved. Violent crime has reduced by 40 per cent. And the chance of being a victim of crime remains at a historically low level.

## What we want to achieve

We want everyone to feel safer. We will complete the largest-ever cross-government public consultation to tackle violence against women and girls<sup>8</sup> and to challenge the attitudes behind this crime.

We will continue to drive down crime by developing new initiatives to help our partners tackle burglary and other serious acquisitive crime, and by offering practical support to those who are most vulnerable or worried.

We know the misery caused to communities by anti-social behaviour and alcohol-fuelled violence and we will continue to take visible actions to show the public that the Government is on their side.

<sup>8</sup> [www.homeoffice.gov.uk/documents/cons-2009-vaw](http://www.homeoffice.gov.uk/documents/cons-2009-vaw)

## How we will measure success

The Home Office's responsibilities for 2008 to 2011 include the delivery of two key government PSAs:

- to make communities safer (PSA23); and
- to reduce the harm caused by alcohol and drugs (PSA25).

PSA23 will be measured by reductions in all recorded violence with injury which includes most serious violence and domestic violence. We will increase public confidence in local agencies tackling crime and anti-social behaviour and reduce reoffending through the improved management of offenders.

PSA25 will be measured by the number of drug users in effective treatment; the rate of alcohol-related hospital admissions; the rate of drug-related reoffending; and the percentage of people who perceive drug use and drunk and rowdy behaviour as a problem in their area.

### REDUCING VIOLENT CRIME

Total violent crime as measured by the BCS has decreased by 40 per cent since 1997. However, the fear of violence affects many people across society.

Our three-year Tackling Violence Action Plan,<sup>9</sup> published in February 2008, sets out our work on reducing serious violence. We also established the Tackling Knives Action Programme (TKAP) and other work to address violent crimes, including serious youth violence and violence against women.



### Actions during 2008–09 included:

- £3.4 million extra funding for the TKAP forces to extend after-school patrols and Safer School Partnerships to help keep young people safe;
- funding helplines to assist victims and survivors of domestic violence. Over 150,000 calls were made, with over 20,000 individuals receiving assistance;
- implementing the recommendations of the Child Sex Offender Review.<sup>10</sup> Pilot programmes were launched in four forces (Cambridge, Cleveland, Hampshire and Warwickshire) and will report in September 2009; and
- implementing the Government's Prostitution Strategy<sup>11</sup> and reviewing how we tackle the demand for prostitution, leading to provisions in the Policing and Crime Bill reforming the law on street offences to support routes out of prostitution.

<sup>9</sup> [www.homeoffice.gov.uk/about-us/news/violent-crime-action-plan](http://www.homeoffice.gov.uk/about-us/news/violent-crime-action-plan)

<sup>10</sup> [www.homeoffice.gov.uk/documents/CSOR](http://www.homeoffice.gov.uk/documents/CSOR)

<sup>11</sup> [www.crimereduction.homeoffice.gov.uk/prostitution3.htm](http://www.crimereduction.homeoffice.gov.uk/prostitution3.htm)

**In the course of 2009–10, we will:**

- implement Violent Offender Orders to help manage violent offenders;
- continue to tackle serious youth violence, including guns, gangs and knives, through targeted action and enforcement;
- continue to fund third sector organisations to tackle gun, gang and knife-related crime through the three-year Community Fund; and
- work with the police and other partners to deliver effective services to rape victims, with new guidance and training for specialist officers.

**VIOLENCE AGAINST WOMEN**

During 2009–10, we will develop a strategy to tackle violence against women, following full public consultation. This will raise awareness and discussion on how, together, we can end violence against women, and overcome its debilitating impact on individuals and families.

Ahead of this, we will introduce:

- education in schools, with a working group developing key materials;
- a Safer Streets website, allowing the public to report where they feel unsafe, and why;
- an ACPO review on measures to tackle perpetrators of ‘honour’-based violence, female genital mutilation and forced marriage; and
- better training to front-line public service staff who may be able to identify victims of violence.

**REDUCING SERIOUS ACQUISITIVE AND VOLUME CRIME**

Since the mid-1990s, we have seen significant reductions in volume and serious acquisitive crime measured by the BCS. Domestic burglary has fallen by 55 per cent since 1997 and vehicle-related theft by 57 per cent. Robbery has fallen by 23 per cent from a peak level of offences in 2002–03 as recorded by the police.

**Actions during 2008–09 included:**

- working with the cash and valuables in transit industry to reduce business robbery;
- maintaining action on personal robbery, which fell by 18 per cent between 2006–07 and 2007–08 as recorded by the police; and
- working with the utility industry to agree effective practice and guidance to reduce the risk of ‘distraction burglary’.

**In the course of 2009–10, we will:**

- work with local partnerships to target robbery and vehicle crime;
- through the Prolific and other Priority Offender Programme and the Drug Interventions Programme tackle offenders who cause most harm to their communities;
- work with the mobile phone industry to ensure that new services and products do not create new opportunities for criminals; and
- deliver action through the National Retail Crime Steering Group to help those most in need.

### SECURING HOMES: ACTION AGAINST BURGLARY

The Home Secretary announced new actions to tackle burglary at a summit in February 2009. Attended by representatives from the police, DIY/hardware retailers, the Association of British Insurers, Age Concern and Crimestoppers, this generated innovative ideas that support real action to help people.

#### Actions taken include:

- launching new home security pages on the Home Office website, including an online personalised home security self-assessment, 'How secure is your home?', and providing advice on how to improve security and who to contact for help ([www.homeoffice.gov.uk/secureyourhome](http://www.homeoffice.gov.uk/secureyourhome)); and
- a £1.6 million crime prevention marketing campaign reminding people of the simple steps to secure their homes.

#### The focus for 2009–10 includes:

- a new £20 million fund helping people and businesses strengthen their security and improve local crime prevention; and
- targeted support for vulnerable groups, including help to install home security devices.



#### Actions during 2008–09 included:

- introducing the Premises Closure Order, for use as a last resort where there is serious and persistent anti-social behaviour connected to a property;
- publishing guidance for local authorities and police on using anti-social behaviour tools and powers and on supporting victims and witnesses;
- delivering training workshops to over 800 anti-social behaviour practitioners on the effective use of tools and powers; and
- introducing one-year reviews of ASBOs and extending the Individual Support Order to tackle the underlying causes of the behaviour leading to the ASBO.

#### In the course of 2009–10, we will:

- extend training and support on the use of tools and powers and provide targeted challenge and support to ensure that all local areas tackle anti-social behaviour effectively;
- provide the public with access to detailed information on local work to tackle anti-social behaviour; and
- work with the Department for Children, Schools and Families, the Youth Justice Board and other stakeholders to improve the effective use of parenting interventions.

### TACKLING ANTI-SOCIAL BEHAVIOUR

Anti-social behaviour is any aggressive, intimidating or destructive activity that damages or destroys another person's quality of life. Sustained and visible action to prevent this is a top priority. Perceptions of levels of anti-social behaviour have fallen – 16 per cent of people felt that levels of anti-social behaviour were high in 2007–08 compared with 21 per cent in 2002–03.

The police and local authorities now have the powers that they need to address anti-social behaviour effectively, including Anti-Social Behaviour Orders (ASBOs), Premises Closure Orders and Dispersal Orders.

## REDUCING CRIME AMONG CHILDREN AND YOUNG PEOPLE

Youth crime harms communities, creates a culture of fear and damages the lives of some of our most vulnerable young people. Tackling this is a central part of our effort to build safer communities.

### Actions during 2008–09 included:

- working with partners to implement the Youth Crime Action Plan (YCAP). This provides enforcement and intensive prevention measures and aims to reduce by one-fifth by 2020 the numbers of 10 to 17-year-olds entering the CJS for the first time each year; and
- overseeing the implementation of the Home Office-led enforcement strands of YCAP, including street-based teams, after-school patrols, Safer School Partnerships and promoting greater use of police powers.

### In the course of 2009–10, we will:

- implement the intensive package of action in all 69 YCAP areas; and
- with the Department for Children, Schools and Families and the Ministry of Justice, evaluate the impact of YCAP initiatives, disseminating evidence of what works to local partners.

## TACKLING DRUGS

The 2008 10-year cross-departmental Drug Strategy, *Drugs: protecting families and communities*,<sup>12</sup> reinforces our commitment to strong enforcement, with a new focus on supporting families by targeting those at risk through early intervention to prevent drug use and related problems.



### NATIONAL TACKLING DRUGS WEEK 2008

This enabled local agencies to publicise the work they do to tackle drugs and reduce drug-related crime and keep our communities safe. In 2008, police force work on drug enforcement included:

- seizing £1 million of criminal cash, assets and Class A drugs;
- arresting 1,567 people;
- destroying 89 cannabis farms; and
- taking 52 firearms and 89 other weapons off the street.

### Actions during 2008–09 included:

- reclassifying cannabis from Class C to Class B and strengthening the enforcement response;
- extending police powers to seize dealers' cash and assets and to reinvest them in communities through provisions in the Policing and Crime Bill currently before Parliament;
- through the Drug Interventions Programme, over 57,900 adults commenced treatment between April 2008 and March 2009, with significant reductions in reoffending; and
- launching two new TV, radio and online campaigns highlighting the risks of cocaine and cannabis use.

<sup>12</sup> <http://drugs.homeoffice.gov.uk/publication-search/drug-strategy/>

**In the course of 2009–10, we will:**

- provide targeted support to partners to develop action addressing the harm caused by drugs, and reduce public perceptions of drug use and drug dealing through effective engagement;
- work with partners to identify young people and families at risk, and intervene early to prevent problems from escalating; and
- deliver more integrated services for drug users, supporting their re-integration into society.

**ALCOHOL HARM REDUCTION**

Alcohol misuse and irresponsible drinking produce estimated economic and social costs of around £12–18 billion annually, much of which comes from alcohol-related violence and disorder. While cultural attitudes towards binge drinking need to change, we will continue to act against alcohol-related crime.

**Actions during 2008–09 included:**

- publishing a review of the alcohol industry's social responsibility standards, leading to a public consultation on a mandatory code of practice, now in the Policing and Crime Bill before Parliament;
- launching with the Department of Health a new £10 million Know Your Limits national alcohol awareness media campaign, focusing on binge drinking and unit awareness;
- a £1.5 million targeted enforcement campaign in 50 priority areas, targeting underage sales and confiscation, and £3 million funding available for 198 Crime and Disorder Reduction Partnerships for alcohol harm reduction projects; and
- publishing the Youth Alcohol Action Plan<sup>13</sup> with the Department of Health and the Department for Children, Schools and Families, which included proposals to address underage drinking in public.

**In the course of 2009–10, we will:**

- support local agencies to use their tools and powers effectively to tackle alcohol-related crime and disorder;
- consult on the new mandatory code of practice for the alcohol industry;
- implement the alcohol provisions in the Policing and Crime Bill and provide guidance on their use, including powers to reduce the number of under-18s drinking in public; and
- commence Drinking Banning Orders, providing guidance on their use to front-line practitioners.

**SAFEGUARDING CHILDREN AND VULNERABLE ADULTS**

The new Vetting and Barring Scheme supports efforts to prevent those who are considered unsuitable from working with children and vulnerable adults. The Independent Safeguarding Authority and the Criminal Records Bureau (CRB) will operate the new scheme.

Since its establishment, the Child Exploitation and Online Protection Centre has rescued over 50 children from abuse through the analysis of child abuse images.

**Actions during 2008–09 included:**

- developing the new e-application facility for CRB applications and expanding the data sources accessible by the CRB;
- extending the range of jobs, posts and positions entitled to a CRB check as part of safer recruitment practices; and
- preventing around 80,000 unsuitable people from gaining access to children and vulnerable adults as a result of CRB checks.

<sup>13</sup> [www.homeoffice.gov.uk/about-us/news/youth-alcohol-plan](http://www.homeoffice.gov.uk/about-us/news/youth-alcohol-plan)

**In the course of 2009–10, we will:**

- continue with the phased implementation of the Vetting and Barring Scheme;
- contribute to the Government's response to the No secrets<sup>14</sup> consultation on safeguarding vulnerable adults; and
- facilitate actions across public protection organisations to improve the sharing of criminality information and its use nationally and internationally.

**SERIOUS AND ORGANISED CRIME**

The social and economic costs of serious and organised crime are estimated at more than £20 billion a year.

The Serious Organised Crime Agency (SOCA) works with partners including police forces, the UKBA and HM Revenue and Customs, here and overseas, to identify and prevent serious organised criminals from operating in the UK. It seeks to improve knowledge of serious organised crime and to prevent and detect organised criminals.

**Actions during 2008–09 included:**

- introducing new Serious Crime Prevention Orders, with over 20 obtained so far, imposing restrictions on organised criminals' activity, including travel, cash holdings and mobile phone ownership;
- starting a £25 million project to build a National Fraud Reporting Centre and establish a National Lead Force with a proof of concept exercise to analyse data on fraud not previously seen by law-enforcement agencies;
- the successful merger of the Assets Recovery Agency and SOCA; and
- SOCA increasing the total quantities of Class A drugs seized internationally, with evidence of impact on the wholesale price of cocaine and in very low street levels of purity.

**In the course of 2009–10, we will:**

- launch the internet and call centre for the National Fraud Reporting Centre and establish the National Fraud Intelligence Bureau to analyse the additional intelligence received;
- implement new asset recovery powers in the Policing and Crime Bill; and
- support SOCA to increase substantially the number of organised criminals actively managed through its high-volume operating model.

<sup>14</sup> [www.dh.gov.uk/en/publicationsandstatistics/publications/publicationsPolicyAndGuidance/DH\\_4008486](http://www.dh.gov.uk/en/publicationsandstatistics/publications/publicationsPolicyAndGuidance/DH_4008486)

# Strategic Objective III: Lead visible, responsive and accountable policing



## OVERVIEW AND STRATEGY

The police play a vital role in ensuring the safety and security of communities. We have introduced a framework to deliver a real change in policing and to ensure a visible and responsive police service, which is accountable to the public and in which members of the public are confident.

## What we have achieved so far

We launched a key public service reform in July 2008 in the Policing Green Paper, *From the neighbourhood to the national: policing our communities together*.<sup>15</sup> This next stage of reform introduces:

- a shift in the Home Office role from top-down performance management to a more strategic role; and
- a new framework for policing with engaged local citizens and strengthened accountability providing the momentum for improvement.

We have since implemented reforms that drive greater police responsiveness and support the police to deliver the public's priorities. These reforms will give the police more freedom and allow the public more say on the action taken on crime in their streets and neighbourhoods.

We are developing improved protective services and tackling cross-border crime, public order and emergency planning. We are working with the police service to improve further the security of our borders. We are also dealing with the continuing threat from terrorism, and Strategic Objective IV 'Protect the public from terrorism' describes this further.

We have done much to support the police to deliver these challenges by:

- building on strong performance and successes already achieved, stepping away from centralised performance management and streamlining Home Office systems;

<sup>15</sup> [http://police.homeoffice.gov.uk/publications/policing-reform/Policing\\_GP](http://police.homeoffice.gov.uk/publications/policing-reform/Policing_GP)

- investing in a strengthened role for Her Majesty's Inspectorate of Constabulary (HMIC) to hold police forces and police authorities to account in the public interest; and
- cutting unnecessary bureaucracy in policing, meaning that the police service can focus on delivering results for communities.

Our refreshed Efficiency and Productivity Strategy<sup>16</sup> will help the police maximise efficiencies, deliver significant cashable improvements and fully utilise their workforce.

We approach these new challenges for policing from a position of strength. Police numbers remain historically high and we have provided the funding to match. We are now in the middle of the three-year funding settlement for 2008–09 to 2010–11, which increases the general grant for police authorities by 2.7 per cent every year and enables forces to build on previous successes.

## FACTS AND FIGURES

- The Government grant for the police will have increased by over 60 per cent or over £3.7 billion between 1997–98 and 2010–11.
- The police service achieved efficiency gains worth £1,509 million in total, of which £785 million were cashable gains over the years 2004–05 to 2007–08. This exceeded the target set by £449 million or 42 per cent for total gains and by £255 million or 48 per cent for cashable gains.
- There was a total of 235,242 police personnel at the end of September 2008, including 140,539 police officers, 15,740 Police Community Support Officers and 78,963 police staff.
- The workforce increased by 1,842 (+0.8 per cent) between March 2008 and September 2008.
- The number of Neighbourhood Policing Teams has now grown to around 3,600, deploying over 13,500 sergeants and constables and around 16,000 Police Community Support Officers.

## THE POLICING PLEDGE AND PUBLIC CONFIDENCE

The new Policing Pledge, introduced in the Policing Green Paper, helps build the visible, responsive and accountable service that the public wants. This pledge gives a promise from the police to the public on the minimum level of service they can expect to receive, and specifically from the Neighbourhood Policing Team in their local area. It outlines how the public can help shape local priorities, and how the police will respond.

We have also continued to invest in the roll-out of Neighbourhood Policing Teams. These teams have helped to transform local policing by building relationships between named officers and their communities.

### Actions during 2008–09 included:

- all forces implementing the Policing Pledge by December 2008. Each local Policing Pledge provides Neighbourhood Policing Team contact details, information on local priorities, how to influence them, and how issues are being tackled;
- delivering crime-mapping information in all 43 forces from December 2008, providing the information that members of the public seek on crime in their area;
- publishing the new confidence target, which aims to ensure that by the end of March 2012, 60 per cent of the population will be confident that the police and local councils are addressing the anti-social behaviour and crime issues that matter locally;
- launching the *Justice seen, justice done* campaign in March 2009 to build awareness of the Policing Pledge and neighbourhood policing. Through this, the public will know about the consequences faced by those who break the rules; and
- improving the quality of interaction between the public and the police through a review of the framework of police powers and the rights and protections for the individual under the Police and Criminal Evidence Act 1984.

<sup>16</sup> <http://police.homeoffice.gov.uk/publications/human-resources/efficiency-and-productivity>

**In the course of 2009–10, we will:**

- work with police forces and police authorities to ensure that all local Policing Pledges are being delivered, and that the public are being made aware of them through communications activity;
- work with the police to improve confidence, including central research and local survey support; and
- work with Communities and Local Government, the Local Government Association and the Welsh Assembly Government to help local partners play their role

**THE NATIONAL POLICING PLEDGE**

**The police service in England and Wales will support law-abiding citizens and pursue criminals relentlessly to keep you and your neighbourhoods safe from harm.**

The Policing Pledge is a set of promises to local residents that not only gives more information about who their local Neighbourhood Policing Team is, but also ensures that communities will have a stronger voice in telling the police what they think is most important and what they are most worried about.

The Policing Pledge makes a number of promises on how your local police will work with you to help resolve your concerns. It also sets standards for the kind of service you can expect. Your local police force will deal with emergencies and non-emergencies within certain agreed times and if you have been a victim of crime, will agree with you how often and for how long you will be kept informed of progress on your case.

All police forces across the whole of the England and Wales have signed up to the Policing Pledge to provide a consistent level of service to their communities. This means that it will be easier for local people to have their say on how their communities are policed, and guarantees that the same level of service can be received whatever the locality. The following information is now available online:

- contact details of Neighbourhood Policing Teams;
- details of neighbourhood policing meetings;
- neighbourhood priorities;
- action being taken by the police and follow-up to problems raised by the community;
- local crime statistics, information and crime maps; and
- how to get involved and help make communities safer.

For more information:

<http://campaigns.direct.gov.uk/policingpledge/>

**STRENGTHENING LOCAL ACCOUNTABILITY – POLICE AUTHORITIES**

The Policing Green Paper highlighted that the public feel they have little influence over the police and no direct public participation in the selection of police authority members. Several proposals have been made to address these concerns, including:

- the public voting directly for members of the police authority to represent their views;
- strengthening the accountability of police authorities to local people; and
- introducing a robust inspection of police authorities by HMIC and the Audit Commission, contributing to, and assuring, police authorities' capability and capacity.

### Actions during 2008–09 included:

- working with the APA as it leads on the building of capacity and capability of police authorities;
- working with the Audit Commission and HMIC to develop the new inspections of police authorities, including setting out the main aims and requirements for inspection of the strategic governance capabilities of police authorities;
- including a clause in the Policing and Crime Bill to require police authorities to consider the views of people on policing in their area;
- supporting police authorities to produce their local policing plans following the introduction of new legislation in early 2008; and
- setting out the Home Secretary's strategic policing priorities for 2009–10<sup>17</sup> – increasing public confidence in the police, delivering effective protective services, tackling terrorism and violent extremism in line with the CONTEST counter-terrorism strategy and ensuring the best use of resources.

### In the course of 2009–10, we will:

- produce an agreed blueprint of an effective police authority in conjunction with the APA, by mid-2009, which will, together with inspection evidence, lead to focused improvement activity;
- publish a White Paper in the autumn that will set out the next steps in strengthening local accountability and improving efficiency and productivity;
- review police authority membership and reporting regulations to ensure that these increase local accountability;
- supplement the new duty in the Policing and Crime Bill with regulations setting out a standard for community engagement for police authorities in England and Wales; and
- work with HMIC, the Audit Commission and the APA to strengthen further police authority and capability through the development of support and improvement arrangements.



### REFORMING HOW WE MANAGE PERFORMANCE

To support the Home Office's strategic role and enable the removal of all but one centrally driven target, the Policing Green Paper set a new direction for the performance management of police forces, ensuring greater accountability to the public. This builds on the successes achieved by the transformation of the performance culture of the police service, which were underpinned by challenge to forces on their performance, and support and intervention where needed, and annual published performance assessments.

### Actions during 2008–09 included:

- moving to a service-led performance management system for the police service and its partners;
- continuing police force inspections in parallel with the development of the reforms; and
- three police authority inspection pilots in Derbyshire, Kent and West Yorkshire, leading to a new model inspection method, on which we are currently consulting.

<sup>17</sup> <http://police.homeoffice.gov.uk/publications/national-policing-plan/strategic-policing-priorities>

### In the course of 2009–10, we will:

- with ACPO, the APA, HMIC and the National Policing Improvement Agency (NPIA), publish our joint vision for the policing performance landscape;
- deliver a robust and independent inspectorate, recognised as a fierce guarantor of the public interest; and
- provide improvement support through the NPIA to the police forces and police authorities who commission it, drawing on expert resource from across the service.



### REDUCING BUREAUCRACY

Front-line policing can benefit from the redeployment of cost savings achieved through reductions in police bureaucracy, the effective use of IT and other technology, and the drive to increase collaboration between forces.

#### Actions during 2008–09 included:

- publishing the interim report of Jan Berry's (the Independent Reducing Bureaucracy Advocate) review of police bureaucracy;<sup>18</sup>
- four successful reducing bureaucracy pilots in Leicestershire, Staffordshire, Surrey and the West Midlands, leading to a shortened crime-recording process;
- reducing the amount of data collected by forces for the Home Office by a potential 50 per cent following a review by the Permanent Secretary, Sir David Normington (published in February 2009)<sup>19</sup>; and

- scrapping the stop and account form in January 2009 and providing £30 million in funding for new mobile data technology, meaning officers spend less time on paperwork and more time patrolling the streets.

### In the course of 2009–10, we will:

- work with the Independent Reducing Bureaucracy Advocate, the Attorney General's Office, ACPO and the Crown Prosecution Service to improve the charging process by strengthening the guidance available to allow practitioners to make the best possible decisions;
- work with the Independent Reducing Bureaucracy Advocate, ACPO and chief constables to ensure that forces reap the benefits of reduced bureaucracy by implementing measures already identified and encouraging forces to implement shortened crime-recording processes;
- work with the NPIA to make 30,000 mobile data devices available to the front line by March 2010, and ensure that officers are fully trained in their use; and
- implement the recommendations from Sir David Normington's review of the data burden placed on forces, putting in place a new gateway group to enforce the moratorium and monitor all requests for new data.

### WORKFORCE AND LEADERSHIP

The Policing Green Paper identified areas in workforce development and deployment where we need to go further to deliver the best possible service to the public. We have already made progress in delivering against many of these areas.

#### Actions during 2008–09 included:

- an assessment of the representation of black and minority ethnic groups in the service, conducted by the Minister of State for Policing, Vernon Coaker, building on the Equality and Diversity Strategy set out in the Policing Green Paper;
- agreeing a joint Home Office, ACPO and APA leadership strategy for policing, recognising the continued importance of operational skills and the

<sup>18</sup> <http://police.homeoffice.gov.uk/publications/police-reform/reducing-bureaucracy-report>

<sup>19</sup> <http://police.homeoffice.gov.uk/publications/police-reform/data-burdens-review.pdf>

- need to develop partnership and business policing skills;
- reforming chief officer selection and the development and establishment of the new National College of Police Leadership;
- appointing Sir Ronnie Flanagan as the first independent chair of the Senior Appointments Panel; and
- publishing the results of the consultation and the Government's response to the Review of Police Injury Benefits in January 2009.

**In the course of 2009–10, we will:**

- continue our focus on productivity and delivery of value for money;
- ensure that we have an appropriately skilled and fully deployed workforce that reflects the communities it serves, by developing a new Equality and Diversity Strategy;
- support the police service in preparation for the 2010 HMIC workforce inspection *Working for the Public*; and
- implement the reforms to chief officer selection and development and other aspects of leadership, including the new National College of Police Leadership.

**DELIVERING IMPROVEMENTS IN PROTECTIVE SERVICES**

Following publication of the Policing Green Paper, we worked closely with policing partners on the Protective Services Improvement Programme, designed to support the police in collaborating and driving improvements. Forces will also make full use of collaboration to maximise efficiency.

**Actions during 2008–09 included:**

- providing funding for 7,000 Tasers for forces, giving officers an alternative in circumstances where there is a serious threat of violence;

- setting out minimum standards for protective services, as well as an assisted implementation framework to clarify expectations of forces;
- developing a threat assessment tool to assist forces to assess accurately their demand for protective services;
- acting on lessons learned from the collaboration demonstrator sites by issuing guidance notes and holding national seminars for chief constables and chairs of police authorities to share good practice;
- creating the Organised Crime Partnership Board to provide strategic direction for serious organised crime;
- establishing a cross-government Ministerial Advisory Group on serious organised crime; and
- establishing the International Police Assistance Board, which is a senior cross-departmental and police service board to provide greater co-ordination of the delivery of UK police assistance overseas.

**In the course of 2009–10, we will:**

- continue to work with the police and partners to close the protective services gap in areas of need by 2009, and meet national standards in all areas by 2011;
- continue to strengthen collaboration through the Policing and Crime Bill, develop statutory guidance and consult partners through a dedicated advisory board;
- develop a joined-up law-enforcement approach to serious organised crime and drive the work programme agreed by the Organised Crime Partnership Board and overseen by the Ministerial Advisory Group;
- increase the capability and capacity of the North West and West Midlands regions to tackle the threat from serious organised crime collaboratively; and
- work with the police to establish a package of measures to improve collaboration between forces, and with the UKBA, to enhance border security, starting with counter-terrorism policing.

# Strategic Objective IV: Protect the public from terrorism

Terrorism is among the most complex challenges facing the UK, and the Government has no higher duty than the protection of its citizens. The updated CONTEST document, our long-term strategy for countering international terrorism, was published on 24 March 2009.<sup>20</sup> The revised strategy is based on key principles that reflect both our core values and the lessons we and others have drawn from experiences to date. It aims to reduce the risk to the UK and its interests overseas from international terrorism so that people can go about their lives freely and with confidence, with an appropriate balance being struck between personal privacy and collective security.

The Home Secretary has lead responsibility for the strategy, supported by the Office for Security and Counter-Terrorism (OSCT).

OSCT has developed a dedicated cross-cutting PSA on counter-terrorism (PSA26). It is structured around the four main CONTEST outcomes:

- **Pursue:** to stop terrorist attacks;
- **Prevent:** to stop people becoming terrorists or supporting violent extremism;
- **Protect:** to strengthen our protection against terrorist attack; and
- **Prepare:** where an attack cannot be stopped, to mitigate its impact.

Local and national partnerships and an effective international response are vital to success in every part of the strategy. Our partners include the police service, the Security Service, the Foreign and Commonwealth Office, Communities and Local Government, the UKBA, the Ministry of Defence, HM Treasury and local authorities. Our strategy is a specific response to the threat from international terrorism and as such demands an international approach. We therefore work closely with counterparts in the European Union (EU), Commonwealth and NATO countries.

<sup>20</sup> [www.security.homeoffice.gov.uk/counter-terrorism-strategy/](http://www.security.homeoffice.gov.uk/counter-terrorism-strategy/)

## **PURSUE: Stopping terrorist attacks**

We are maintaining as hostile an operating environment as possible for terrorists, so the threat they pose is reduced. Prosecution remains our preferred approach. Where this is not possible, a range of non-prosecution executive actions can be taken. We are working to ensure that the law-enforcement and intelligence agencies have the statutory tools they need to tackle serious crime and terrorism, but that the use of those tools is properly safeguarded and regulated.

In 2009, we published the first of a quarterly series of authoritative multi-agency Terrorism Statistical Bulletins.

### **FACTS AND FIGURES**

- As at 31 March 2008, a total of 196 persons have been convicted of a terrorist or terrorism-related offence. In 2007–08 54 per cent of suspects in terrorist trials pleaded guilty.
- 59 terrorist groups are currently proscribed under the Terrorism Act 2000. The proscription of all these groups continues to be kept under review.
- As of 10 March 2009, there were 17 control orders in force, imposing obligations on individuals, and tailored to address the risk those individuals pose to the public.

### **Actions during 2008–09 included:**

- Royal Assent for the Counter-Terrorism Act 2008;<sup>21</sup>
- publication and national roll-out of revised guidance for the police on use of stop and search powers under Section 44 of the Terrorism Act 2000;
- development and introduction of amendments to the Regulation of Investigatory Powers Act 2000, designed to increase the efficient and effective use of covert investigation;
- completion of the transposition of the EU Data Retention Directive, supporting the ability of the law-enforcement and intelligence agencies to gain lawful and appropriate access to communications data; and

- work to explore the practicality of the legal model suggested by the Chilcot Review for the use of intercepted communications material as evidence.

### **In the course of 2009–10, we will:**

- implement the provisions of the Counter-Terrorism Act 2008;
- continue work to further expand the deportation with assurances programme; and
- undertake public consultation on the range of public authorities that can use covert investigative tools under the Regulation of Investigatory Powers Act 2000, and the purposes for which they can use them.

### **COUNTER-TERRORISM POLICING**

We continued to provide the police service with record levels of funding in 2008–09: this included over £578 million in specifically targeted grants, enabling the establishment of an effective Police Counter Terrorism Network (PCTN). This consists of a Counter Terrorism Command in London; Counter Terrorism Units (CTUs) in Birmingham, Manchester and Leeds; and Counter Terrorism Intelligence Units (CTIUs) based at strategic sites across the country. A fourth CTU will be based in Thames Valley. A national co-ordination centre for the network began work in January 2009 and will increase functionality during 2009–10, collaborating closely with the Security Service to ensure that police counter-terrorism specialist resources are deployed across the country to counter the highest-risk threats.

During 2009–10, we will further develop the network, developing IT infrastructure and the co-ordination of specialist assets.

<sup>21</sup> Counter-Terrorism Act 2008 ([www.opsi.gov.uk/acts/acts2008/ukpga\\_20080028\\_en\\_1](http://www.opsi.gov.uk/acts/acts2008/ukpga_20080028_en_1))

### INTERCEPTION MODERNISATION PROGRAMME

The ways in which people are communicating with one another are changing rapidly, with greater use of internet-based communications, including instant messaging and social networking sites.

These changes pose a significant challenge to our ability to investigate all forms of crime, including terrorism. The Interception Modernisation Programme is a cross-government programme, led by the Home Office, to maintain our capability to collect communications data and conduct interception. It will ensure that law-enforcement, security and intelligence agencies continue to have access to the same vital information that they use today in order to prevent terrorism and to tackle all forms of crime.

On 27 April 2009, the Home Secretary launched *Protecting the Public in a Changing Communications Environment*,<sup>22</sup> a consultation on proposals intended to maintain our ability to use communications data to protect the public. The consultation will inform decisions on the future direction of the programme.

### PREVENT: Stopping people becoming terrorists or supporting violent extremism

While law enforcement, intelligence operations and hardening our defences will help contain and deter terrorism, they alone will not resolve the threat. The Prevent strategy aims to stop people becoming terrorists or supporting violent extremism. It cannot be delivered by Government alone, but requires work to be undertaken internationally, nationally and locally. Local partners, particularly the police and local authorities, have a critical role to play.

#### Actions during 2008–09 included:

- implementation of the Prevent delivery plan;
- publication of the Prevent guide for local partners;
- recruitment of 120 additional police officers to local command units to lead on Prevent policy;
- work with filtering and parental control companies to provide stronger protection against terrorist material on the internet;
- establishment of nine de-radicalisation projects and roll-out of the Channel Project, which identifies and helps individuals who may be vulnerable to violent extremism; and
- securing the mainstreaming of Prevent in EU counter-terrorism work, through close co-operation with the EU counter-terrorism co-ordinator and the French Presidency.



<sup>22</sup> [www.homeoffice.gov.uk/documents/cons-2009-communications-data](http://www.homeoffice.gov.uk/documents/cons-2009-communications-data)

**In the course of 2009–10, we will:**

- develop stronger links with community leaders and institutions, ensuring that they are fully briefed on police priorities and concerns;
- support counter-terrorism policing units to develop counter-terrorism local profiles based on local information and intelligence;
- through the UKBA, develop a strategy for supporting vulnerable individuals in immigration detention centres through a programme of guidance and training for detention staff, managers and the chaplaincy;
- continue to roll out the Channel Project;
- provide a stronger civil challenge to extremism; and
- support a community-led approach to challenging violent extremism on the internet.



**PREVENT CASE STUDY**

OSCT Prevent funds a number of community-based interventions aimed at supporting individuals vulnerable to recruitment by violent extremists. One community-led project based in London combines diversionary activities such as a gym and youth club with harder-edged activity focused on de-radicalising individuals who have started to be influenced by extremist ideology. Currently the project is attended by around 100 Muslim youths a day. It uses direct individual interventions to draw individuals away from extremism and to prevent them supporting or becoming violent extremists.

We believe this project to be a strong example of Prevent making a difference on the ground, both in providing community-based activities for youths, and in helping vulnerable individuals at risk from radicalisers.

**Research, Information and Communications Unit (RICU)**

RICU is owned jointly by Communities and Local Government, the Home Office and the Foreign and Commonwealth Office. The unit is at the centre of efforts to convey the Government's counter-terrorism communications strategy.

**Actions during 2008–09 included:**

- advising the Government and officials about counter-terrorist communications; and
- working with international partners to influence the way they communicate on counter-terrorism.

**In the course of 2009–10, we will:**

- help ensure that the government uses communications to best effect, including the development of a set of initiatives using a wide range of digital media;
- act as a counter-terrorism news desk, with a rapid reaction function to major events; and
- assist community organisations to challenge the terrorist messages.

### **RICU CASE STUDY : GAZA – PREVENT COUNTER-TERRORISM COMMUNICATIONS IN ACTION**

During the recent Gaza conflict, it became clear that frustration and anger were growing in British Muslim communities and that the Government's position was being misrepresented and misunderstood. Ministers and senior officials were concerned that this might fuel the efforts of those who stoke grievances to support extremism and violence.

Working across government with the Foreign and Commonwealth Office, Communities and Local Government and OSCT Prevent, RICU produced and disseminated communication updates highlighting the Government's calls for an immediate ceasefire and for Gaza to have access to humanitarian aid. Regular, tailored updates were sent to partners in Government Offices, local government and the police, and to community contacts and mosques to promote greater awareness and enable them to respond to community questions. RICU also helped Ministers get their messages into the media that the target audiences trusted for accurate reporting.

Feedback has been positive, and briefings on other events that could influence local communities now take place.

### **PROTECTIVE SECURITY**

Protective security advice is delivered through a network of more than 250 Counter Terrorism Security Advisers around the UK, including 70 recruited in 2008–09 using Home Office funding.

Since May 2006, Counter Terrorism Security Advisers have provided comprehensive protective security guidance and given advice to over 500 sports stadia, over 600 shopping centres and over 10,000 city and town centre bars and nightclubs.

Since January 2007, Counter Terrorism Security Advisers have also run over 900 'Project Argus' scenario-based training events for city and town centre businesses to help them identify measures they can take to protect themselves and recover from a terrorist attack.

#### **Actions during 2008–09 included:**

- agreement between the Home Office and the police National Counter Terrorism Security Office to a new risk assessment approach for crowded places in the UK;
- development of new Project Argus training events to cover night-time economy businesses and the work of architects and designers;
- implementation of the Centre for the Protection of National Infrastructure's approach for identifying and categorising the national infrastructure;
- improvements to the security of legally held chemical, biological, radiological and explosive substances, and the facilities where they are stored;
- review of policing arrangements at the UK borders, taking account of views received from a public consultation exercise;
- launch of an EU focus on Protect; and
- establishment of a joint working group process with India, leading to agreement on a programme of co-operation focused on protective security.

### **PROTECT: Strengthening our protection against terrorist attack**

The Protect strand of CONTEST seeks to strengthen our overall protection against terrorism. This focuses on reducing our vulnerability to terrorism in eight sectors: the critical national infrastructure; crowded places; transport; the UK borders; hazardous sites and substances; hostile insider action; individuals at risk of being targeted by terrorists; and UK interests overseas.



### **OLYMPIC SAFETY AND SECURITY**

Ensuring the safety and security of the London 2012 Olympic and Paralympic Games requires substantial planning and preparation. In 2008 the multi-agency Olympic Security Directorate became part of the OSCT and strongly integrated with the renewed CONTEST strategy.

In 2009–10 we will continue to build on our planning work, underpinned by an integrated security strategy and concept of operations and delivered via five major programmes. Our plans will undergo thorough scrutiny throughout their development and implementation. A rigorous process has been agreed to assess business cases and release funding to deliver a safe and secure Games.

**In the course of 2009–10, we will:**

- consult publicly on two key documents on protecting the public in crowded places;<sup>23</sup>
- work with national, regional and local partners to develop and implement action plans to reduce the vulnerability of crowded places identified through the risk assessment process;
- in conjunction with the Centre for the Protection of National Infrastructure, continue working closely with all sectors to improve protective security through major programmes of security enhancements at key sites; and
- in conjunction with ACPO and the UKBA, introduce further arrangements to strengthen border security.

### **PREPARE : Where an attack cannot be stopped, to mitigate its impact**

The aim of Prepare is to mitigate the impact of a terrorist attack. This includes managing an ongoing attack and recovery from its aftermath. Prepare ensures that lives are saved and fewer injuries sustained, and that the impact on the economy, property and the environment is minimised, with normality restored as soon as possible. Working with our partners, we are learning from the experience of the recent Mumbai and Lahore attacks on responding to a sustained terrorist assault.

OSCT is responsible for overseeing the management of an ongoing terrorist incident, co-ordinating closely with the Cabinet Office, through the COBRA mechanism.

<sup>23</sup> Safer places – counter-terrorism supplement and Working together to protect crowded places ([www.homeoffice.gov.uk/documents/cons-2009-crowded-places](http://www.homeoffice.gov.uk/documents/cons-2009-crowded-places))

**Actions during 2008–09 included:**

- completion of a review of guidance on Military Assistance to the Civil Power (MACP);
- covert airwave radio upgrade rolled out to CTIU/CTU surveillance teams;
- continued enhancement of our capability to deal with the consequences of a potential chemical, biological, radiological or nuclear (CBRN) attack, including increasing CBRN-trained and equipped police officers;
- development of regional plans for a co-ordinated multi-agency response to CBRN incidents; and
- development of guidance for local authorities and emergency planners to assist in managing decontamination following a chemical or radiological incident.

**In the course of 2009–10, we will:**

- contribute to the development and delivery of counter-terrorism exercises to test our response; and
- support the development of additional Project Argus packages which raise awareness of counter-terrorism issues for hotels and the education sector. These will supplement existing packages for the retail and night-time economy sectors and those for architects and planners.





### **CHEMICAL, BIOLOGICAL, RADIOLOGICAL, NUCLEAR AND EXPLOSIVES (CBRNE) UNIT**

Working with other government departments and agencies and the private sector, OSCT invests in scientific research to enable greater understanding of the threat and ways to improve our response.

#### **Actions during 2008–09 included:**

- development of regional plans for a co-ordinated multi-agency response to CBRNE incidents;
- continue enhancement of our capability to deal with the consequences of a potential CBRN attack, including CBRN-trained and equipped police officers;
- development of guidance for local authorities and emergency planners;
- delivering a review of hazardous substances to establish what more we need to do to reduce further the accessibility of CBRNE materials to terrorists, including agreement at EU level to restrict the sales of ammonium nitrate fertiliser in the future;
- forming a working group between officials and UK industry to look at exploitation routes in respect of CBRNE research outcomes;

- completing a review of CBRN activity across government. The review, the report of which is classified, considered our state of preparedness to deal with the consequences of a CBRN attack; and
- frequent engagement with industry and academia, exploring the potential for areas of new research or new technology.

#### **In the course of 2009–10, we will:**

- continue the roll-out of routine screening arrangements of traffic entering the UK, to deter or detect the movement of illicit radioactive material; and
- develop further our work to reduce the accessibility to high-risk substances.

# Strategic Objective V: Secure our borders and control migration for the benefit of our country

## OVERVIEW AND STRATEGY

The UK Border Agency (UKBA), an executive agency of the Home Office, was formed in 2008, bringing together staff from the former Border and Immigration Agency, HM Revenue and Customs and UKvisas as a single organisation to protect the public by delivering stronger borders and controlling migration, and ensuring that we realise the benefits of our policy on migration. It moved to full agency status on 1 April 2009, establishing it as a single organisation with a local presence and global reach.

**We want to help create a society where the contribution from immigration is recognised, the communities in the UK are cohesive, discrimination is minimised and the public are confident that migration is well managed, firmly enforced and, therefore, demonstrably fair.**



## FACTS AND FIGURES

- Anyone applying for a visa now has their fingerprints checked against UK databases. By December 2008, we had enrolled over 3.6 million sets of fingerprints, detecting over 5,200 cases of identity swaps.
- During 2008, our international network of immigration liaison managers prevented over 66,000 passengers without proper documents from boarding planes to the UK and elsewhere.
- Annual asylum claims in 2008 were less than one-third of the level in 2002 (25,670 compared with 84,130 in 2002).
- The number of applications, excluding dependants, for asylum was 10 per cent higher in 2008 (25,670) compared with 2007 (23,430).
- Together with other agencies operating the juxtaposed controls, we stopped over 21,700 people trying to cross the Channel illegally.
- From April until the end of December 2008, our officers seized in excess of 800 million cigarettes and £260.6 million worth of prohibited drugs, and took over 4,800 dangerous weapons, including firearms, stun guns and knives, off the streets.
- Overall removals and voluntary departures were up by 5 per cent – increasing from 63,365 in 2007 to 66,275 in 2008.
- In 2008, we successfully prosecuted around 2,250 people for immigration crimes, an increase of 40 per cent compared with 2007.

## OUR DELIVERY PLAN

**The UKBA operates in a challenging environment. Increasing flows of people and goods around the world make securing the UK borders a tough challenge. There were over 240 million passengers at UK airports in 2007**

and this is expected to rise to between 415 and 500 million journeys by 2030.<sup>24</sup> In 2007, the total value of UK imports was over £300 billion.<sup>25</sup> There continues to be worldwide pressure on asylum. Though significantly less than the peak in 2002, numbers of asylum claims across Europe are growing due to international instability, and there is increasing pressure on routes into the UK.

Creating the Agency met the Government's objective of establishing a single, strong force at the borders and the UKBA is now one of the largest law-enforcement agencies in the UK. The Agency's overarching priority is to target those who represent the greatest harm and to control access to the UK for people and goods while facilitating legitimate travel and trade.

Full details of the UKBA's aims, objectives and supporting activities can be found in the Agency's published business plan for April 2009 to March 2012.<sup>26</sup> The independent Chief Inspector of the UKBA will strengthen the critical challenge the Agency receives and provide an external view of whether it is meeting its aims and objectives efficiently and effectively.

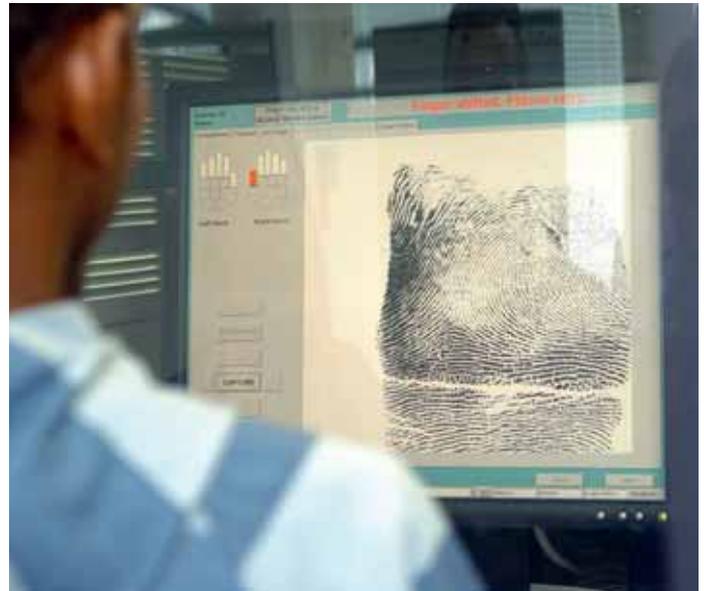
## Objectives

The Agency has three objectives:

- 1 We will protect our borders and our national interests.
- 2 We will tackle border tax fraud, smuggling and immigration crime.
- 3 We will implement fast and fair decisions.

### Objective 1: We will protect our borders and our national interests

- To strengthen the borders, we have established a single and strong border force. We control entry to the UK, protecting the public from people or goods that can cause us harm and protecting tax revenues. We are on the side of the law-abiding majority. We therefore target those who present the highest risks without inconveniencing legitimate trade and travel. Early action overseas allows us to protect the borders and guard routes into the UK. Checks made overseas, including fingerprinting of visa applicants, have strengthened our offshore line of defence.



### Actions during 2008–09 included:

- checking the fingerprints of all visa applicants against the police fingerprint database to identify if someone has a previous criminal history, or is wanted, including in connection with terrorism;
- rolling out new powers so that members of the border force have the power to detain people not just on suspicion of immigration offences or for smuggling but also for other forms of criminal activity, including terrorism;
- meeting our drug seizures targets for heroin and cocaine; and
- improving the customer experience for legitimate travellers by agreeing and publishing Service Level Agreements with all key port operators, and testing new automated gates at Manchester and Stansted for EEA citizens holding biometric passports.

### In the course of 2009–10, we will:

- maintain asylum intake at 2008–09 levels;
- meet our Delivery Agreement targets with HM Revenue and Customs, including drug and products of animal origin seizures;
- strengthen our visa controls by introducing new visa checks for five countries;

<sup>24</sup> [www.dft.gov.uk/pgr/aviation/atf/co2forecasts09/](http://www.dft.gov.uk/pgr/aviation/atf/co2forecasts09/)

<sup>25</sup> <http://nds.coi.gov.uk/content/Detail.asp?ReleaseID=395218&NewsAreaID=2>

<sup>26</sup> [www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/businessplan/](http://www.ukba.homeoffice.gov.uk/sitecontent/documents/aboutus/businessplan/)

- strengthen our overseas controls and detect at least 90 per cent of illegal entrants before they reach the UK;
- complete the merger of customs and immigration forces;
- introduce automated gates at 10 terminals, update all Service Level Agreements with port operators and meet 95 per cent of queuing time standards;
- build on proposals in the Cabinet Office strategy document *Security in a Global Hub*<sup>27</sup> and other improvements in cross-government working by publishing a border strategy, focusing on better ways for agencies to work together at the borders;
- screen 120 million passengers entering and leaving the UK; and
- intensify the level of screening for radioactive substances at points of entry to the UK.

#### **OBJECTIVE 1: WE WILL PROTECT OUR BORDERS AND OUR NATIONAL INTERESTS**

Scotland's largest Class A drug seizure at an airport

On 10 November 2008, 15.6 kilos of cocaine were discovered in a passenger's luggage by UKBA officers working at Edinburgh airport. This significant seizure, valued at between £750,000 and £1 million, depending upon purity, was Scotland's largest Class A drugs seizure at an airport.

A Mexican national appeared before Edinburgh Sheriff Court on 23 January 2009 and was sentenced to 4 years 8 months' imprisonment.

UK's largest single cigarette seizure  
UKBA officers based at Cardiff airport detected the UK's largest single cigarette seizure on 19 December 2008 – 23.6 million in total. The cigarettes were concealed in three separate containers having arrived at the container terminal in Cardiff Docks from Dubai via Egypt. The removal of the goods required six articulated trucks and made front-page headlines in the *Western Mail* newspaper. Investigations are ongoing.

#### **Objective 2: We will tackle border tax fraud, smuggling and immigration crime**

- It is the role of the UKBA to give the public confidence that they are being protected and that migrants and employers are made to play by the rules.
- Improved intelligence, local operations and partnership working with other organisations are critical in our drive to undermine terrorism and fight smuggling and immigration crime. Our international work is preventing criminals coming to the UK and involves partnerships with local law-enforcement agencies to detain people seeking to enter the UK fraudulently. Our border enforcement activity allows us to stop dangerous individuals and illegal immigrants. We seize illicit goods, including contraband, criminal cash and counterfeit goods, and tackle tax fraud. We punish rogue employers who use illegal migrant labour. Tough enforcement action within the UK involves targeting criminals through the use of immigration powers and the deportation of foreign national prisoners.



<sup>27</sup> [www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/reports/border\\_review.pdf](http://www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/reports/border_review.pdf)



#### **Actions during 2008–09 included:**

- removing over 5,000 foreign national prisoners in 2008 and introducing automatic deportation for higher-risk foreign national prisoners;
- successfully prosecuting around 2,250 people in 2008 for immigration crimes, an increase of 40 per cent on 2007;
- establishing crime partnerships with the police, other government departments and agencies and the financial sector to hold people to account and deny the privileges of being in the UK to those here illegally;
- creating a UKBA 'criminal investigation capability' and transforming our ability to conduct investigation-led prosecutions;
- introducing identity cards for foreign nationals; and
- opening Brook House Immigration Removal Centre, Gatwick, which provides 420 new detention beds.

#### **In the course of 2009–10, we will:**

- continue to increase the level of enforced removals and voluntary departures, from 5,800 foreign national prisoners in the 2009 calendar year, building to 6,000 in the 2009–10 financial year;
- carry out over 1,500 prosecutions against people involved in immigration crime, and 5,000 successful operations against organisations and entities that are operating illegally;
- work jointly with HM Revenue and Customs to seize between 2.1 and 2.6 billion cigarettes and between 175 and 375 tonnes of hand-rolling tobacco;
- increase the number of seizures of prohibited firearms, readily convertible firearms and realistic imitations, and prohibited knives by 10 per cent compared with the figures achieved in 2007–08;
- continue to implement a co-ordinated programme of counter-terrorism improvement and change across the Agency;
- work with the Home Office and other partners on taking forward recommendations arising from the Magee Review of Criminality Information,<sup>28</sup> subject to consideration of cost;
- develop our own crime strategy in partnership with key stakeholders, and implement national standards to support the development and professionalism of our criminal investigation capability;
- continue the rollout of Local Immigration Teams to target lawbreakers in every community; and
- continue to work to deny the benefits and privileges of being in this country to those who break the rules, including enhancing co-operation and partnerships with local agencies and other workplace agencies and reviewing the arrangements for access to health services and driving licences.

<sup>28</sup> <http://police.homeoffice.gov.uk/publications/about-us/review-criminality-recommend>

## OBJECTIVE 2: WE WILL TACKLE BORDER TAX FRAUD, SMUGGLING AND IMMIGRATION CRIME

### Illegal immigrants

A successful partnership between officers from our enforcement teams, the police and the Department for Work and Pensions proved vital during an enforcement visit to a poultry factory in Liverpool. Our enforcement officers briefed everyone beforehand, ensuring that they all knew their roles in containing the premises and gathering workers to be interviewed, while ensuring minimum disruption to the business. Almost half of the factory's workers that day, a total of 27 people from at least 6 different countries, were arrested for offences including illegal entry, working in breach of visa conditions and overstaying visas.

- introducing the new business visitor visa, and modernising the spouse visa system to make sure that it is robust against abuse while ensuring that the UK is easy to visit legally;
- delivering a Customer Service Strategy and setting new, simplified service standards for visa turnaround times and the completion of in-country migration applications;
- ensuring that every case has an allocated case owner, in order to improve the responsibility to oversee individual cases from application to outcome;
- introducing legislation to take forward the proposals for a new, earned path to citizenship; and
- agreeing action plans for priority countries.

### In the course of 2009–10, we will:

- further increase the percentage of asylum cases that are concluded within six months and achieve further Asylum Support cost savings;
- meet our customer service standards, including quality improvements and progress towards our goal of becoming a no-backlog organisation;
- strengthen the resident labour market test, use the shortage occupation list to trigger skills reviews that focus on up-skilling resident workers for these occupations, and change the criteria against which highly skilled migrants seeking entry to UK are judged to be more selective;
- complete the full package of measures to reform the visitor visa categories;
- take forward the proposals for a new earned path to citizenship, subject to Parliamentary timetable;
- introduce the Migration Impacts Fund to provide transitional support to local communities;
- transform our casework operations and overhaul the guidance available to staff in making decisions on the main migration categories; and
- support genuine refugees through the Gateway Protection Programme with UNHCR (the United Nations Refugee Agency), and through the Refugee Integration and Employment Service.

### Objective 3: We will implement fast and fair decisions

- We welcome those who help to make the UK more prosperous and creative but we will be tough with those who abuse our hospitality or seek to cause us harm. By transforming our caseworking system and policies, we are ensuring that those who do come will need to work hard, play by the rules and speak English. At the same time, this transformation will renew our service standards for processing applications. We know that legal migrants make a significant positive economic contribution to the UK. However, we accept that there can also be transitional impacts on public services resulting from migration. For this reason, we will ensure that migrants contribute to these local impacts. We will be compassionate and fair in dealing with those who seek protection through claiming asylum, but will remove people who do not face persecution.

### Actions during 2008–09 included:

- increasing the level of asylum claims concluded within six months and making substantial savings in Asylum Support costs;
- implementing the Points-Based System for non-EEA migrants;



### **OBJECTIVE 3: WE WILL IMPLEMENT FAST AND FAIR DECISIONS**

#### **Visa fraud**

In September 2008, the Immigration Liaison Manager in Shanghai identified the abuse of UK student visas when four Chinese students were intercepted seeking to fly to the UK from Shanghai in possession of visas issued in Guangzhou.

Subsequent enquiries confirmed that the visas had been fraudulently obtained and they were revoked. Further intelligence work highlighted potential patterns of abuse in the student visa applications received in Guangzhou.

An exercise was mounted in the Visa Section in Guangzhou with 150 applicants for student visas being interviewed. Of these, only 10 were subsequently issued visas.

#### **Biometrics**

An applicant sought a visa as a 'visitor in transit'. The check against the biometric database showed that he had been convicted in October 2003 of a serious drugs importation offence and sentenced to five and a half years in prison. He was also recommended for deportation and served with a Travel Restriction Order to last for five years. To conceal his past, he had applied for a visa in a different identity and did not disclose the conviction. His application was refused.

#### **Controlling numbers**

In February 2009, the Home Secretary announced new measures to further tighten our immigration system in response to the global recession that has hit British workers, which included:

- strengthening the Resident Labour Market Test for employers with skilled jobs on offer, ensuring that employers advertise them to resident workers through Jobcentre Plus before they can recruit workers from outside Europe;
- raising the qualifications and salary level to enter the UK through Tier 1 of the Points-Based System to require a Masters degree and a minimum salary of £20,000; and
- using the publication of the shortage occupation lists every six months to trigger skills reviews of the jobs on this list, focusing on up-skilling resident workers, making the UK less dependent on migration for the future.

Given the economic circumstances and the action we are taking to be more selective, we expect the number of migrants coming to the UK from outside the EEA to fall during the next financial year.

In addition, we are giving serious consideration to the criteria to allow people to stay in the UK. The measures in the Borders, Citizenship and Immigration Bill will mean that newcomers will have to speak English, pay their way and play by the rules if they want to get on. Crucially, these earned citizenship plans break the automatic link between coming to the UK to work or study and having the right to stay here.

# Strategic Objective VI: Safeguard identity and the privileges of citizenship

## OVERVIEW

The Identity and Passport Service (IPS), an executive agency of the Home Office, was formed on 1 April 2006 with the merger of the United Kingdom Passport Service and the Identity Cards Programme from the Home Office. From 1 April 2008, the IPS took on responsibility for the General Register Office from the Office for National Statistics.

The IPS vision is 'to become the trusted and preferred provider of identity services'. Delivery of this vision will be achieved through the issuing of passports; through the progressive modernisation of the civil registration service; and, in future, through the National Identity Service (NIS) and the provision of documents that people can use to prove their identity, including identity cards. At the heart of our approach to delivering the NIS is our work with the private sector to give people choice in both how they enrol and how they check and assure identities, offering the most flexible and convenient options.

The IPS focuses its efforts on public protection and confidence in the security of identity documents, value for money and excellence in public service.

## Actions during 2008–09 included:

- continuing to deliver customer service excellence in processing 5.3 million passport applications and exceeding all customer service targets including:
  - i. processing 100 per cent of straightforward applications within 10 working days;
  - ii. achieving 99 per cent customer satisfaction;
  - iii. seeing 99 per cent of personal callers within 20 minutes of their appointment time; and
  - iv. responding to 99 per cent of general correspondence and 100 per cent of emails within target;
- achieving our detection and deterring fraud target;
- integrating the General Register Office into the IPS;
- embedding the national network of interview offices for first-time adult applicants;
- consulting on the NIS Delivery Plan 2008,<sup>29</sup> responding to the views expressed in that consultation and setting out the actions we will take as a result;
- securing the delivery framework and appointment of delivery suppliers for the NIS;
- securing partnerships for delivery of the critical workers identity cards;
- issuing, with our partners in the UKBA, the first identity cards in the form of biometric immigration documents to foreign nationals from outside the EEA;
- continuing to grow the passport validation service as a forerunner for identity services;

<sup>29</sup> [www.ips.gov.uk/identity/NIS-delivery-plan-2008.asp](http://www.ips.gov.uk/identity/NIS-delivery-plan-2008.asp)

- leading work with other public sector partners to improve identity management across government; and
- delivering against our value-for-money and efficiency plans by achieving our budget targets and using capacity in the quiet demand period to collaborate with the UKBA on helping with immigration caseworking.

During 2008 we have experienced the impact of the economic downturn, with demand for passports and registration certificates falling below projected levels set at the beginning of 2008–09. Demand for passports has been 6 per cent below plan and demand for certificates 12.5 per cent down. This downturn began in the latter part of the summer and we have been able to mitigate the financial impact of this by careful financial management and more collaboration with the UKBA and other government departments. We have also continued to focus on improving cost effectiveness within the IPS; in response to this objective, we removed postal examination from our Glasgow passport office. We continue to work to achieve our targets on attendance and diversity, and actions to address this receive significant management attention.

## ORGANISATION

The IPS revenue costs are funded through passport fees for delivery of passport services, Home Office funding for the set-up of the NIS and a combination of certificate fees and central Home Office funding for the activities of the General Register Office. In 2008–09 the combined cost of these activities is expected to be £469.0 million: with £352.2 million funded from passport receipts, £18.7 million from certificate receipts and £98.1 million from central funding.

The IPS employs around 4,500 staff at the busiest times of the year, with around 3,700 of them directly employed on service delivery activity within the seven regional passport production offices, the 68 high-street interview offices and the General Register Office.

The IPS has several private sector delivery partners, including Siemens IT Solutions who provide data capture and verification services, 3M SP&SL who print and personalise the biometric passports, and Secure Mail Services who deliver the passports securely to customers.

Applicants can apply through the post, make an appointment in person through our 24/7 call centre for a faster service, or apply at Post Office Limited using the Check and Send service.

## NATIONAL IDENTITY SERVICE

The NIS Delivery Plan 2008 set out the delivery of the Service over the next few years and also invited individuals and groups to provide their views on the overall shape and constituent parts of the Service. In the Government's response, published in November 2008, we set out the actions we are taking as a result of that consultation.

We have published the first guide for the public, *Introducing the National Identity Scheme*,<sup>30</sup> as part of our commitment to provide more information about the services we will be offering. We are engaging with the business community to provide information about what it will mean for them and their employees, about what it could mean in terms of business opportunities and about the services we offer them as customers. We are also working to develop partnerships with organisations who can help us ensure that we reach vulnerable and marginalised individuals.

We recognise the importance of protecting personal information and demonstrating the mechanisms to protect that information, and accordingly we will establish the NIS Charter and the NIS Public Panel, and in early summer 2009 we will appoint the independent NIS Commissioner.

After a procurement process lasting nine months, CSC, EDS, Fujitsu, IBM and Thales were invited to join a strategic supplier framework arrangement. The group of suppliers in this framework will be used to procure goods and services for the NIS over the next five to ten years through a series of mini-competitions.

A mini-competition is a standard process allowing the IPS to put forward requirements for various parts of the Service and allowing suppliers to propose their recommended solution. The supplier who meets the requirements while offering the best value for money will be chosen.

<sup>30</sup> [www.ips.gov.uk/identity/downloads/introducing\\_the\\_national\\_identity\\_scheme.pdf](http://www.ips.gov.uk/identity/downloads/introducing_the_national_identity_scheme.pdf)

We continue to work with industry partners as we prepare to introduce identity cards on a phased basis to airside workers in selected airports (Manchester and London City) over the second half of 2009, and we will then evaluate the experience and consider how the process can be further developed for future phases.



#### In the course of 2009–10, we will:

- issue 5 million passports;
- conduct 320,000 first-time adult interviews;
- issue 7,000 identity cards to British nationals;
- launch our safeguarding identity communication plan;
- issue 1.93 million certificates;
- manage and maintain the public website for ‘early interest’ identity card registration to monitor take-up and effectiveness since the launch;
- progress the integration of Foreign and Commonwealth Office passport issuance with the IPS based on the Memorandum of Understanding agreed in March 2009;
- publish the cross-government strategy ‘Safeguarding identity – making services more effective’;
- introduce changes to birth registration to enable recognition of a same-sex partner as a child’s parent;
- enable registrars to provide information on the deaths of children to Local Safeguarding Children Boards;
- award contracts, with Home Office and HM Treasury approval, for the application and enrolment programme, the National Biometric Identity Service, passport production and identity card production;
- publish the passport and identity card fees and charges strategy;
- appoint the NIS Commissioner and establish the NIS Public Panel; and
- publish an NIS delivery update, to set out progress made and next steps.

### **CRITICAL WORKERS IDENTITY CARDS**

In autumn 2009, the IPS will start to issue identity cards to British and foreign nationals (including EEA citizens) working in sensitive roles or locations – starting with airport workers. These are known as critical workers identity cards.

All airport staff with access to the restricted zone are already subject to identity checks. The NIS will ensure that these checks are carried out in line with clear national standards.

Manchester and London City airports are working with the Home Office as part of the first wave of airports and will help develop detailed plans for introducing identity cards from autumn 2009. We are working with each airport to agree exactly which employees would initially be subject to this requirement and how it would best be integrated into the pre-employment checking and pass-issuing arrangements at that airport.

Starting with an 18-month evaluation period, the Government and industry will work in partnership to assess the benefits and achievements of the scheme and consider how the process can be further developed for future phases.

### **UKBA COLLABORATION**

During 2008–09, the IPS and the UKBA have been working much more closely on a number of initiatives to provide far greater value for money for the UK taxpayer by sharing both resources and infrastructure to deliver services to customers in the most efficient way possible.

IPS and UKBA communications teams worked very closely to ensure a successful launch of identity cards for foreign nationals on 25 November 2008. A key part of this launch was facilitated by IPS employees being heavily involved with UKBA colleagues in the development of the public key infrastructure to allow the chips in the cards to be registered, opened and read at international borders. To make the project the success it has been, IPS interview office staff have supplemented UKBA colleagues at their new enrolment centres – in particular, in Armagh where IPS interview office staff undertook the biometric enrolment for the UKBA to provide coverage for foreign national identity cards in Northern Ireland.

Other areas of close collaboration have included:

- over 70 staff from the IPS Liverpool office helping to process immigration casework to speed turnaround on high volumes of immigration cases;
- joint specification of card requirements and volumes for the procurement of a new supplier for card production;
- sharing the contracted telephony service for booking biometric appointments and identity card validation; and
- incorporating the UKBA's needs into the NIS market creation initiative, published as the *Front office services prospectus*<sup>31</sup> in October 2008.

Collaboration has been a great success for the IPS, the UKBA and the Home Office as a whole and will be built upon and expanded during 2009–10.

<sup>31</sup> [www.ips.gov.uk/identity/downloads/FrontOfficeServiceProspectus.pdf](http://www.ips.gov.uk/identity/downloads/FrontOfficeServiceProspectus.pdf)

# Strategic Objective VII: Support the efficient and effective delivery of justice

The efficient, effective and fair delivery of justice plays a crucial role in protecting the public, in putting victims at the heart of the system, and in ensuring public confidence in the fairness and effectiveness of the Criminal Justice System (CJS).

The Criminal Justice Strategic Plan (2008–11)<sup>32</sup> supports the wider drive to make communities safer by reducing crime and reoffending. The plan sets out the vision and key strategies for reforming the CJS and is aligned with the criminal justice PSA24,<sup>33</sup> which sets out the Government's commitment to deliver a more effective, transparent and responsive CJS for victims and the public.

## FACTS AND FIGURES

- Provisional figures for the year to September 2008 show that over 1.4 million offences were brought to justice in England and Wales, up 40 per cent since 2001–02.
- The sanction detection rate was 28 per cent for 2007–08 compared with 26 per cent in 2006–07.
- 53 per cent of people thought that the police in their local area did an excellent or good job, and 83 per cent, for year ending December 2008, of crime victims are satisfied with the service from the police.
- The chance of being a victim (23 per cent in the year to December 2008) remains at a historically low level.

**The Home Office shares responsibility for bringing criminals to justice with our national partners in the CJS: the Ministry of Justice and the Attorney General's Office. Partnership is also central to delivery at local level through Local Criminal Justice Boards (LCJBs) made up of local criminal justice delivery agencies.**

**One of the key objectives of the Home Office and our partners is to increase public confidence in the fairness and effectiveness of the CJS. This aligns with Policing Green Paper<sup>34</sup> commitments and Casey Review<sup>35</sup> priorities to raise public confidence and engage with the community. Our work is focused on helping the CJS to deliver for victims.**

<sup>32</sup> [www.cjsonline.gov.uk/downloads/application/pdf/1\\_Strategic\\_Plan\\_ALL.pdf](http://www.cjsonline.gov.uk/downloads/application/pdf/1_Strategic_Plan_ALL.pdf)

<sup>33</sup> [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_psa24.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_psa24.pdf)

<sup>34</sup> [http://files.homeoffice.gov.uk/police/police\\_green\\_paper.pdf](http://files.homeoffice.gov.uk/police/police_green_paper.pdf)

<sup>35</sup> [www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/crime/cc\\_summary.pdf](http://www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/crime/cc_summary.pdf)

## What we have achieved so far

2008–09 was the first year of the new PSA (PSA24), which introduced a radically different approach to further improving the performance of the CJS. In particular it focused more strongly on tackling serious crime.

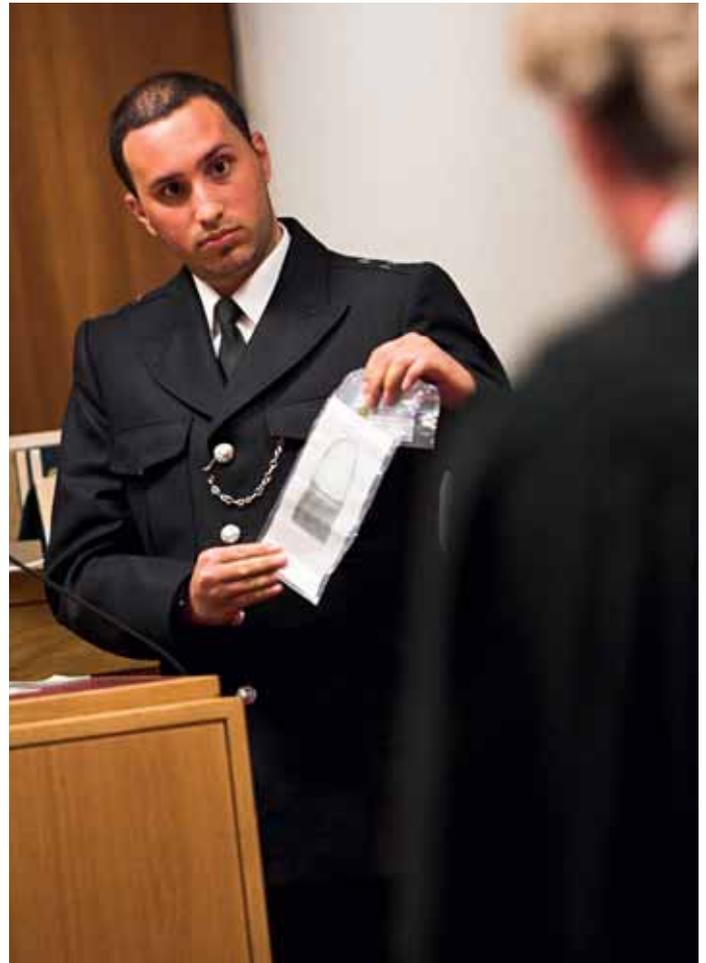
- Top-down targets were largely replaced – instead LCJBs were asked to develop three-year strategies and annual delivery plans. These set out their ambitions and programmes of change to deliver improved performance, particularly on bringing the most serious crimes to justice. This reflects their increased role in leading reform and improving performance in ways that respond to local needs, allow local innovation and improve local service.

### BRINGING OFFENCES TO JUSTICE

Effectiveness in bringing offences to justice is fundamental in reducing crime and reoffending. Our strategy includes improving performance in tackling violent and sexual offences, ensuring effective enforcement and taking the profit out of crime. This is built into the approach to the PSA effectiveness and efficiency indicator, which requires local action by LCJBs and is supported by central initiatives such as Sexual Assault Referral Centres.

## Actions during 2008–09 included:

- meeting the PSA target set in the previous Spending Review period – the target of 1.25 million offences brought to justice was exceeded, with a provisional estimated final outturn of 1.446 million in the 12 months to the end of March 2008. The final figure will be published in November 2009 as part of *Criminal Statistics: England and Wales 2008*;
- making improvements in compliance and enforcement with orders of the court, including developing a new measure of compliance and enforcement for piloting during 2009–10;



- supporting LCJBs to develop effective delivery strategies to improve the efficiency and effectiveness in bringing offences to justice;

- replacing the Persistent Young Offenders Pledge with a new youth justice measure-recording performance for a group of high-priority young offenders against reoffending rate and on progression of cases through the CJS; and
- introducing Serious Crime Prevention Orders to tackle very serious offences. These orders place restrictions on individuals or organisations (for example on travel or working arrangements). A prosecution brought by the Revenue and Customs Prosecution Office in June 2008 saw these orders used successfully to combat money laundering.

#### In the course of 2009–10, we will:

- support LCJBs in developing action plans to improve the efficiency and effectiveness of the CJS in bringing offences to justice, asset recovery, and compliance and enforcement, and ensure that delivery plans are consistent and appropriately ambitious;
- implement the new youth justice measure;
- pilot the new measure of compliance and enforcement relating to orders of the court; and
- continue to work towards our target of setting up 128 Specialist Domestic Violence Courts by 2011. Specialist Domestic Violence Courts aim to protect and support victims by separating them from defendants, by bringing perpetrators swiftly to justice by fast-tracking cases, and having dedicated Independent Domestic Violence Advisors.

#### THE PUBLIC CONFIDENT AND ENGAGED

To build public confidence, the CJS must inform, consult and involve local communities. To do this, delivery must be locally led and supported nationally. Key elements of our strategy include:

- engaging communities through consultation and taking action on their needs and priorities;
- engaging staff so that they are more informed, confident and willing to advocate for the system; and
- taking action to understand and address unfair race disproportionality.



Some of the newly trained Community Crime Fighters, one of the initiatives recommended by the Casey Review.

#### Actions during 2008–09 included:

- establishing new structures to deliver the PSA24 measures which commit to improving confidence and tackling race disproportionality. The confidence and reassurance PSA target for the previous Spending Review period was met;
- supporting LCJBs in developing strategies and action plans to improve effective community and staff engagement;
- publishing the Casey Review, *Engaging communities in fighting crime*. It examined how communities and front-line agencies can work together to tackle crime, improve public confidence and reduce fear of crime. The Neighbourhood Crime and Justice Group has been established to drive delivery of the recommendations;

- providing information and promoting understanding of the CJS by the public. 'Inside Justice Week' (opening up the CJS for the public) and the Justice Awards (recognising the contributions of CJS staff and volunteers) were held during October 2008; and
- tackling race disproportionality, by encouraging local plans that are high quality and which include measures to tackle race disproportionality, improving data use and reforming the way hate crimes are handled.

**In the course of 2009–10, we will:**

- publish and complete consultation on the **Engaging communities in criminal justice**<sup>36</sup> Green Paper (which will take forward some of the recommendations from the Casey Review) and take action as agreed;
- continue to implement the minimum ethnicity data set and a suite of associated diagnostic tools to help improve understanding of ethnicity data and to tackle hate crime; and
- work to improve public confidence in the fairness and effectiveness of the CJS, and to this end work to achieve the new police confidence target, ensuring that by the end of March 2012, 60 per cent of the population feel confident that the police, the CJS and partners are addressing the issues that matter locally.

## NEIGHBOURHOOD CRIME AND JUSTICE GROUP

The Casey Review, *Engaging communities in fighting crime*, was published in June 2008 and welcomed across government. Several recommendations identified by the review have been taken forward and the Neighbourhood Crime and Justice Group (NCJG), headed by Louise Casey, has been established to drive forward a programme of action.

The NCJG is leading the *Justice seen, justice done* campaign, which resolves to put the law-abiding public first in policing and justice. It is based on raising awareness and understanding of the services from the police and other agencies to which the public are entitled – particularly the rights that are contained in the Policing Pledge. It aims to demonstrate to the public that the police, the CJS and the Government are on their side and that criminals face tough consequences for their actions. The campaign is also about making sure the issues concerning the public, problems such as anti-social behaviour and disorder, are tackled, and that the public get to know what has been done about it.

- As part of the campaign, the NCJG aims to train 3,600 Community Crime Fighters by the end of 2009 to be crime and safety advocates for their local community. This training includes providing information about policing, what the Policing Pledge means on the ground, the powers available to local services to tackle anti-social behaviour and services for victims and witnesses.
- Sixty areas across the country have signed up to become Neighbourhood Crime and Justice Pioneer Areas. These areas have all appointed a Neighbourhood Crime and Justice Co-ordinator to ensure that Community Payback in the local community is visible and tough, that victims of crime are supported and that the public know the rights that the new national Policing Pledge gives them.
- From 1 December 2008, offenders carrying out work on Community Payback projects have been required to wear high-visibility jackets as part of the drive to ensure that the public can see punishment being carried out in the community.

<sup>36</sup> [www.official-documents.gov.uk/document/cm75/7583/7583.asp](http://www.official-documents.gov.uk/document/cm75/7583/7583.asp)



### THE NEEDS OF VICTIMS AT ITS HEART

A strong focus on supporting victims and witnesses, especially victims of serious crime, is essential to public confidence and supports the Government's wider harm reduction and public protection aims. Our strategy ensures both practical and emotional help for victims, tailored to their needs. It includes specialist support for vulnerable and intimidated victims, a voice to express the impact of the crime on their lives, and compensation or reparation wherever possible.

#### Actions during 2008–09 included:

- delivering services to victims and witnesses, principally through Victim Support and the Victims Fund. Funding included £37 million for Victim Support, assisting 1.5 million victims of crime during the year. Funding of £1.74 million was also provided through the Victims Fund for specialist support for victims of sexual crime, hate crime and homicide;

- implementing the Witness Charter (which introduces minimum standards of service for witnesses) and Victim Support Plus (additional services such as lock-fitting and emotional support);
- improving protection and specialist support for witnesses, particularly those who are vulnerable and intimidated. Emergency legislation on witness anonymity was successfully secured in the summer;
- continuing to give victims and witnesses a voice, including through the Victims' Advisory Panel, and the appointment of Sara Payne, the Victims' Champion; and
- ensuring that criminal injuries compensation administration is efficient, effective and victim-focused. A major reform programme was launched to improve performance, and legislation has been taken through to make a significant change to the scheme rules.

#### In the course of 2009–10, we will:

- prepare the way for the appointment of a Victims' Commissioner (subject to the necessary legislation); and
- continue to improve support for victims and witnesses, including those who are vulnerable or intimidated.

### VICTIMS' CHAMPION

In January 2009 the appointment of a Victims' Champion, Sara Payne, was announced as part of the strategy to increase support for the victims of crime. Her role is to listen to the views of victims and witnesses and to represent their views to Ministers and government officials and in the media. She will also challenge criminal justice agencies to further reform their practices in relation to victims and witnesses.

Initially this will be a time-limited appointment for one year to ensure continuing focus on victims' issues while Parliament considers proposals in the Coroners and Justice Bill in relation to the separate office of Commissioner for Victims and Witnesses.

## **SIMPLE, EFFICIENT PROCESSES**

Efficient services make best use of resources, expertise and technology, allowing the police to tackle more crime, and criminal justice agencies to be more effective in processing the more serious cases. Increased efficiency helps improve public confidence and the experience of victims and witnesses, as people see cases handled in a faster and more streamlined way. Our strategy includes more effective use of IT, better focus on the end-to-end criminal justice process, and a programme of change driven increasingly at the local level.

### **Actions during 2008–09 included:**

- beginning work on a cross-CJS review examining how to improve alignment of resources and the handling of priority initiatives;
- maintaining and improving joint CJS IT, including completing police–Crown Prosecution Service and police–courts exchange links which enable information to be shared effectively;
- piloting or implementing projects to improve efficiency, including the PROGRESS case progression tool, postal requisitions (replacing procedures) and Bichard Inquiry recommendation 7 (concerning speedier updating of the Police National Computer with court results); and
- making progress in maximising use of a range of communication channels in the CJS, including identification and securing virtual courts pilots in London and Kent, and increasing usage of Prison–Court video links.

### **In the course of 2009–10, we will:**

- implement the results of the cross-CJS alignment review;
- roll out projects to improve efficiency across the CJS;
- run virtual courts pilots for one year before carrying out an evaluation; and
- develop the CJS IT service towards a more cost-effective model.





## CHAPTER 3

# Organising and supporting delivery

This chapter highlights how the Department is organised to ensure that we deliver on our Strategic Objectives.

It covers the structure of the Department and the reform programme that is under way, and the importance of embedding our values in the way we work, as well as our investment in a workforce that is productive and professional in all areas of Home Office delivery. This chapter covers our ongoing work to increase our capabilities and overall efficiency through initiatives such as the sharing of best practice in programme management and value-for-money improvements.

## STRUCTURE AND REFORM

### Our purpose

The Home Office's purpose is 'Working together to protect the public'. With our partners, we tackle some of the most difficult problems in modern society while striking an appropriate balance between maintaining public safety and guarding individual freedoms.

We published our departmental strategy in February 2008. This document outlines our Strategic Objectives, all of which require us to work with our partners and the public at local, national and international levels to:

- help people feel secure in their homes and local communities;
- cut crime, especially violent, drug and alcohol-related crime;
- lead visible, responsive and accountable policing;
- protect the public from terrorism;
- secure our borders and control migration for the benefit of our country;
- safeguard identity and the privileges of citizenship; and
- support the efficient and effective delivery of justice.

### Ministers and officials

The Home Secretary, Jacqui Smith, and five Ministers head the Department. They set the overall strategies and policies for the Home Office and establish clear targets against which our performance is measured. Ministerial responsibilities are set out in the organisational chart on page 11.

The most senior managers in the Department – those with responsibility for the delivery of both our objectives and our corporate functions – form the Home Office Board, which is chaired by the Permanent Secretary, Sir David Normington.

### Reform

We set out our plans for reforming the Home Office in July 2006, and have since then made substantial progress in tackling the weaknesses and failings for which we were criticised publicly.

In June 2008, the Home Office underwent its second Capability Review. It was recognised just how much progress the Department has made since 2006. In particular, the report acknowledged:

- the leadership provided by the Permanent Secretary and Board;
- our development of strong leaders at Senior Civil Service (SCS) level;
- the direction provided by our new strategy;
- our strong focus on outcomes and the way we met our delivery targets; and
- our action to address weaknesses in our systems, processes and capabilities.

The Review also recognised that there is still room for improvement in some areas, such as improving leadership below SCS level and developing the skills of our staff. To address these issues, we have identified four priorities going forward.

Our first priority is to convert the **passion, pace and pride** visible in the senior team into greater energy and enthusiasm throughout the organisation.

Second, we will deliver our **People Strategy**, set out in *High motivation, high performance, high achievement*, published in May 2008, which shows our determination to improve the capability of our staff in the areas of management and leadership, skills, performance and working in partnership.

Third, we will put the **Home Office values** visibly at the heart of our work:

- **We deliver for the public**, through greater engagement with the public and the front line.
- **We are professional and innovative**. We will encourage innovation and streamline our internal processes.
- **We work openly and collaboratively**. We will follow through our programme to improve our relationships with stakeholders and partners, make more strategic use of volunteering and secondments, and develop our understanding of how we work with local delivery partnerships.

- **We treat everyone with respect.** We will continue to engage our staff in the issues that affect them and develop a more systematic approach to celebrating success.

Fourth, we will continue the improvement of our **systems and processes** that began in 2006. This will involve embedding consistent business planning processes across the department, continuing our use of the ‘maturity model’ for risk management, strengthening the use of evidence and analysis, and applying a consistent approach to policymaking.

## HUMAN RESOURCES

Home Office staff occupy vitally important roles, working to protect UK citizens. To enable staff to meet challenges successfully, we need to keep raising our game and build on our capability.

Working in the Home Office is also an opportunity to work for the public and touch on so many lives in ways that really matter. Consistently, crime, immigration, or both, appear towards the top of surveys that ask the British public which issues matter most to them.

In May 2008, the Home Office published its People Strategy, *High motivation, high performance, high achievement*. This strategy sets out how we will ensure that our people are enabled to work most successfully, to help the organisation achieve the challenging agenda before us.

## ENABLING OUR PEOPLE TO DELIVER

Our People Strategy is how we enable Home Office people to best contribute to the success of the Department and consists of work in six areas:

- ensuring that the Home Office remains a great place to work;
- developing quality leadership and management;
- ensuring that our people have the skills they need;
- delivering high performance;
- working openly across the Home Office and in partnership with others; and
- being responsive to change.

## Actions during 2008–09 included:

- continuing to ensure that the Home Office remains a great place to work, by making recognition of achievement and celebrating success much more a part of our normal way of working;
- extending the range of e-learning programmes available so that our people have the skills they need. We have also committed to ensure that 95 per cent of our staff will hold qualifications at NVQ Level 2 or above by 2011; and
- with the UKBA being awarded re-accreditation in 2008, the whole of the Home Office, including our agencies, became Investors in People accredited. We also continued to make progress on diversity issues with excellent benchmarking results and strengthened departmental security guidance and processes.

## In the course of 2009–10, we will:

- focus attention on priority areas for developing skills, such as leadership and management, project and programme management, information and communication technology, policy delivery and finance. We will also develop the professionalism of our staff in the 19 professions represented in the Home Office and increase the participation of our staff in apprenticeships;
- work to new and challenging attendance targets, complete with a new absence management process to help improve performance; and
- following the UKBA’s move to full agency status in April 2009, continue to discuss terms and conditions with employees and their representatives during the year, for implementation in 2010.

## STAFF HEALTH AND WELLBEING

Following the successful introduction of an industry-standard Employee Assistance Programme in April 2008, the Department has initiated a supporting programme of proactive wellbeing interventions. It is intended to build up and strengthen these during 2009–10, to provide a coherent and integrated range of support to our staff, both to further improve staff engagement and to bear down on long-term absence across the Department. In 2008 the Department also made

significant progress towards putting in place strengthened governance for health and safety, including the establishment of a corporate Health and Safety Sub-Committee.

### **OUR THREE-YEAR DIVERSITY STRATEGY**

In May 2007, we published a three-year diversity strategy that provided a focused driver for our commitment to mainstreaming diversity across the Department.

The strategy created an effective framework that ensures a consistent approach across the Home Office in delivering the following five aims:

- the demonstration of effective leadership on equality and diversity by managers at all levels;
- development of the potential of under-represented groups to create a representative workforce at all levels;
- a working environment in which staff respect and value each other's diversity;
- effective Home Office implementation of statutory obligations on equality and diversity; and
- delivery of services in a way that promotes equality and respects diversity.

### **Actions during 2008–09 included:**

- publishing our progress report on the Race, Disability and Gender Equality Scheme detailing how business areas are embedding equality practices;
- publishing the first Secretary of State report on disability, which highlighted how we are serving disabled members of the public, for example in the area of hate crime;
- launching a mandatory diversity e-learning programme for all staff;
- being recognised as the most lesbian, gay and bisexual-friendly employer in central government and being ranked as tenth overall by the Stonewall Index; and
- winning the Trans-Equality Index in respect of our policies on gender identity.

### **In the course of 2009–10, we will:**

- develop an equality and diversity stakeholder strategy to ensure that we are making the best links with the right people and communities to improve our policy development; and
- implement a series of interventions to improve the diversity of our SCS.

### **RISK MANAGEMENT**

Our risk management strategy is to be clear about what we are trying to achieve, to identify what might stop us from achieving these objectives, to assess these risks, take action to mitigate them to an agreed level and then to review progress.

This strategy is implemented throughout the organisation using a control framework that places emphasis on managing risk to the public. This framework comprises:

- clear accountabilities for the action to tackle risks;
- a structured process for identifying, assessing, communicating, escalating and managing risks, detailed in the Home Office Risk Management Policy and Guidance document; and
- expected behaviours.

The results of risk assessment and the effects of the actions to address risk are documented in risk registers at corporate, directorate/agency, NDPB and unit/project levels. The Home Office Board considers risk quarterly when it reviews the corporate risk register and decides on its response to the prevalent level of risk exposure.

A programme of work to improve the effectiveness of risk management in the Home Office was begun in autumn 2007 and is ongoing. This programme focuses on building up the risk management capability across the whole Department and measuring progress against a set of metrics on a new Risk Management Maturity Model.

Public protection risks already have a high profile in Home Office risk registers, as this is the primary criterion by which all risk is assessed. However, the findings of the Magee Review of Criminality Information has highlighted the importance of putting in place a more

effective mechanism of joining up the management of public protection risks across all government departments. Work is currently being taken forward to ensure that public protection risks are seen from a co-ordinated cross-government perspective, and we are in the lead on this.

Following the loss of data disks from HM Revenue and Customs and the subsequent publication in June 2008 of *Data handling procedures in government*<sup>37</sup> (the Hannigan Report), emphasis has been on strengthening the Department's capability in managing its information assets and improving its information asset risk management capability. As a result, the Department now has top-level information asset risk registers for key business areas and these registers are linked directly to the existing risk management system.

### **PROJECT AND PROGRAMME MANAGEMENT CAPABILITY**

The Home Office continues to build its programme and project management capability in order to underpin our work to counter-terrorism, cut crime, provide effective policing, secure our borders and protect personal identity. Our major project portfolio includes the creation of electronic borders so that we can track people coming into and leaving the UK; the delivery of a safe and secure London 2012 Olympic and Paralympic Games; and the introduction of the NIS.

A particular example of our project and programme management achievement is the setting up from scratch a new border and immigration operation at Terminal 5, Heathrow, which functioned perfectly from day one of the operation of the terminal.

#### **Actions during 2008–09 included:**

- closer integration of our financial, commercial, IT and programme management assurance processes, reducing the overhead on programmes, and delivering a key component of a partnership with programmes that complement the periodic external assurance delivered through Office of Government Commerce Gateway™ Reviews;
- a programme to recruit professional civil servants to replace expensive consultant and contingent labour in each business area, building increased capacity, responsiveness and efficiency – the first phase saving around £5 million in a full year; and
- growth in use of project management good practice advice, with 700–900 staff accessing that advice online every month.

#### **In the course of 2009–10, we will:**

- develop a stronger portfolio approach to the management of our programmes and projects, including developing a better understanding of the interdependencies of the programmes within our portfolio and improving the comprehensiveness and timeliness of management information;
- work closely with Home Office business units on a range of solutions that further grow internal project and programme management capability and reduce reliance on consultant and contingent labour;
- continue to build project and programme management as a core skill set; and
- continue working with our partners in the Office of Government Commerce and other government departments to learn from each other, share best practice and embed project and programme management as a core management skill across government.

### **THE CHIEF INFORMATION OFFICER**

In 2008, the Office of the Chief Information Officer reviewed and updated the Information, Systems and Technology Strategy. The strategy set out our four main objectives:

- to join up the organisation effectively;
- to ensure that assets (information, processes, systems and technology) are shared and re-used as much as possible;

<sup>37</sup> [www.cabinetoffice.gov.uk/media/65948/dhr080625.pdf](http://www.cabinetoffice.gov.uk/media/65948/dhr080625.pdf)

- to ensure that the Home Office exploits its information to the greatest possible extent; and
- to drive compliance across the organisation to reduce risks.

Information is the lifeblood of our business, and the Office of the Chief Information Officer provides the organisation with a high-level view of information flows and system models across the organisation. This provides early sight of system and information issues, which allows for better decisions about the information, systems and technology infrastructure.

### **DELIVERING VALUE-FOR-MONEY IMPROVEMENTS**

Delivering improved value for money (VfM) is an integral part of our responsibility to provide effective and efficient services to the public. The focus of the programme is on stimulating and driving genuine and sustainable operational and organisational improvements that free up resources to support delivery of our Strategic Objectives.

We have a strong record of delivering VfM improvements. We reported improvements worth £2,885 million a year over the period of Spending Review 2004. This included activities that had the following impact locally:

- increased police officer capacity and capability on the front line as a result of investment in technology and reductions in bureaucracy;
- faster processing time for Asylum Support claims in the UKBA; and
- targets for producing high-quality passports effectively surpassed.

We also made significant improvements to the effectiveness of the Department. This included:

- reducing IT support costs;
- improving the value from third party supply and services contracts;
- reducing the size of the headquarters; and
- relocating over 2,500 posts to the regions.

The Department over-delivered in the Spending Review 2004 period by £885 million, as reported in the 2008

Autumn Performance Report. Consequently we will carry forward gains worth £141 million towards the achievement of our target of £1,694 million over the CSR 2007 period.

Our success has been driven by high-level ownership of the VfM target. A Programme Board chaired by the Permanent Secretary is responsible for delivery of the target. VfM targets and planning are used to incentivise managers and staff to think about the most effective use of resources.

We have a clear strategy for identifying and implementing solutions to issues of local operational process and performance (FrontRunner). The work of FrontRunner draws on the experience and knowledge of staff who best understand the challenges of delivering better-quality outcomes. It also relies on building capability within those staff to sustain and manage continuous improvement.

#### **OPERATION QUEST**

Operation QUEST in the police service has proved that improving basic processes in an operational policing context can deliver the same kinds of benefit that have been reported in successful private sector organisations (i.e. 30–40 per cent productivity improvement).

The Flanagan Review, the Policing Green Paper and the Prime Minister's *Excellence and fairness: achieving world class public services*<sup>38</sup> have all referenced the excellent results that QUEST has driven through local ownership of problems and issues by front-line, relatively junior officers. Results include:

- in Lancashire, 98 per cent customer satisfaction for the way in which their enquiry was handled;
- victim contact time in Bristol has been cut from 13.5 days to 1.5 days in common assault cases and 8.5 days to 0.5 days in actual bodily harm cases; and
- in Norfolk, 100 extra police officers on the front line.

<sup>38</sup> [www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/publications/world\\_class\\_public\\_services.pdf](http://www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/publications/world_class_public_services.pdf)

Continued work under this model will deliver a further step change in the management of resources, and support the delivery of the stretching VfM targets we have agreed under the Comprehensive Spending Review 2007.

**Actions during 2008–09 include:**

- building on this excellent record of over-delivery, so that the Department is on track to meet its Comprehensive Spending Review 2007 VfM target – with total early gains estimated to be worth £544 million a year by March 2009 (all gains remain estimated until the full-year impact can be measured);
- gains worth £255 million a year in the police service delivered locally by forces focusing on improving front-line productivity, making effective use of technology, ensuring streamlined process, and reducing support costs;
- improvements worth £40 million across the range of procured goods and services through the introduction of category management and better collaborative contracts by our commercial functions; and
- savings in the National Policing Improvement Agency worth £34 million a year through allocative efficiencies and reprioritisation of activity.

The UKBA has made savings worth £102 million a year in 2008–09 by improving processes and accelerating legacy cases. This has reduced the requirement for Asylum Support.

The Home Office is determined to go even further. Building on existing VfM initiatives and as part of the Operational Efficiency Programme, which adopts best practice from the private sector, the Home Office has identified a range of additional savings by 2010–11, including:

- continuing to strengthen and deliver effective corporate functions (finance, HR and estates), including realising the growing benefits from the Home Office’s shared services programme, worth £50 million a year;

- £60 million a year from improved commercial activity, including by leveraging spend and collaboration, process and price savings, mitigation of risk in the supplier base and a review of major programmes and projects; and
- reducing IT costs through a desktop benchmarking exercise and radical changes to the delivery of IT services, worth £10 million a year.

These savings have allowed the Home Office to increase its VfM target by £280 million, to £1,694 million a year by the end of 2010–11. This approach will enable the Department to continue to drive up productivity while ensuring maximum VfM for the taxpayer.

**Table 3.1 Home Office latest estimated VfM outturn 2008–09**

This table provides a breakdown of the estimated gains achieved in each business area.

Workstream	Total/£m
Policing	255
UKBA	148
Procurement (incl. Estates, IT)	53.5
NDPBs and agencies	61
Other departmental savings	26.5
<b>Total</b>	<b>544</b>

**SUSTAINABLE DEVELOPMENT**

The performance of all government departments in this area is reported annually in the *Sustainable development in government* report,<sup>39</sup> which covers a wide range of environmental issues, including reducing carbon dioxide emissions, reducing water consumption and waste arisings, and increasing recycling.

The 2008 report shows that the Home Office is performing well in some areas, for example buying electricity from renewable sources, recycling, buying with sustainability in mind and building high standards of sustainability into our new build projects. However, much remains to be done in order to reduce our carbon dioxide emissions, water consumption and waste arisings. These will be our priority issues for 2009 and we have already taken steps to tackle them.

<sup>39</sup> www.sd-commission.org.uk/sdig2008/

## BETTER REGULATION

We continue to spread and promote the principles of Better Regulation – transparency, accountability, targeting, consistency and proportionality – throughout the Home Office and our agencies. The use of these principles in producing impact assessments and consultations helps us to develop evidence-based policies that fully examine the impact of what we are planning to do.

### Actions during 2008–09 included:

- publishing 30 final impact assessments;
- publishing 11 public consultations – 9 of which required a partial impact assessment – and all 9 complied; and
- of the 11 published public consultations, 10 met the minimum 12-week consultation period and 3 of these lasted longer than 12 weeks.

We published our Simplification Plan in December 2008. The Plan states that our administrative burden on business amounts to £83.04 million and explains our plans to reduce this by 25 per cent by 2010. We have identified just over £19.2 million (23.2 per cent) administrative burden savings and are on track to meet the target. The Simplification Plan also explains how we are tackling the burdens on the public sector: good progress has been made in improving the quality of our data; and we are starting to reduce data workstreams that are no longer required in support of reducing the burden by up to 30 per cent by 2010. We are also tackling the unnecessary bureaucracy in the areas that the front line cares about most. The Policing Green Paper *From the neighbourhood to the national: policing our communities together*<sup>40</sup> includes a number of measures aimed at reducing bureaucracy and developing technologies which are actively being taken forward. As reported on page 36 of this report, Sir David Normington's report, *Reducing the Data Burden on Police Forces in England and Wales*,<sup>41</sup> also forms an important part of our overall approach for cutting unnecessary burdens.

The Simplification Plan explains the measures we are taking on the Government's commitment in the 2008

Enterprise Strategy to, wherever possible, minimise the burdens from new regulation on small firms. This new requirement has been promoted throughout the Home Office and with our Business Advisory Panel. In taking forward action in this area we will adopt a risk-based approach to developing regulation that will aim to deliver better outcomes and minimise costs for small businesses wherever possible; for example, we are committed to paying all our suppliers on time when presented with a compliant invoice and, for small and medium-sized enterprises, to do so within a 10-day target.

Our NDPB regulatory bodies are also embedding Better Regulation and abide by the principles set out in the Hampton Review *Reducing administrative burdens: effective inspection and enforcement*.<sup>42</sup> The review set out a number of principles for regulatory enforcement, including that regulatory systems should move towards the goals listed in the review. So we take a risk-based approach to regulation where possible and promote the use of voluntary codes. For example, the Animal (Scientific Procedures) Inspectorate uses a risk assessment in both its inspection programme and licence assessment while the Security Industry Authority developed its voluntary Approved Contractor Scheme in consultation with representatives from across industry. The Regulatory Enforcement and Sanctions Act 2008 received Royal Assent in July and came into force in October 2008. Our regulators are considering adopting the powers under the Act, which provides a flexible framework of administrative sanctions that allow regulators to tackle non-compliance in ways that are transparent and proportionate to the offence.

Through our Better Regulation Champion we have issued information to all staff on Better Regulation best practice. We have also produced and promoted internal guidance on the procedures to follow when producing impact assessments and similar internal guidance on the new Government Code of Practice on Consultation. We have also promoted the new arrangements for minimising regulation on small and medium-sized enterprises. Our economists are heavily involved in helping policy teams produce impact assessments. Our Legal Adviser's Branch also continues to make a significant contribution to the Better Regulation agenda.

<sup>40</sup> [http://police.homeoffice.gov.uk/publications/police-reform/policing\\_gp](http://police.homeoffice.gov.uk/publications/police-reform/policing_gp)

<sup>41</sup> <http://police.homeoffice.gov.uk/publications/police-reform/data-burdens-review.pdf>

<sup>42</sup> [www.hm-treasury.gov.uk/d/bud05hamptonv1.pdf](http://www.hm-treasury.gov.uk/d/bud05hamptonv1.pdf)

We are committed to improving our relationships with our stakeholders, now totalling more than 18,000, including 23 cross-cutting corporate partners who are critical to the delivery of our agenda. This includes external stakeholders, the private sector, NDPBs and other government departments. We keep them informed, involve them in our strategy and policy thinking, and where appropriate use them as advocates. We also provide a single point of contact to facilitate their engagement with policy teams.

Information about our Better Regulation work and our Simplification Plan 2008 can be found at: [www.homeoffice.gov.uk/documents/ho-simplification-plan-08](http://www.homeoffice.gov.uk/documents/ho-simplification-plan-08).

### RATIONALISING THE USE OF CONSULTANCY SERVICES

We have continued to operate our strategy, established during 2007–08, of early identification of and challenge to proposed expenditure on consultancy services. We have consolidated the procurement policies for engaging these services and allied these to programmes designed to improve management information on demand, expenditure, and supplier performance, to support the ongoing management of these key services.

The Home Office expenditure on consultancy and contingent labour (including legal fees) was recorded at £213 million for 2008–09, an increase of 12 per cent on the 2007–08 period. This figure represents 7 per cent of our total spend on goods and services. The increase reflected the higher number of major programmes the Department is undertaking, specifically in security and counter-terrorism and identity management. Within this sum, total expenditure on contractors reduced by 19 per

cent in the same period, reflecting the results of our efforts to reduce our dependency on this type of supported workforce.

### CORPORATE COMMUNICATIONS

Over the last two years the organisation of the Communications Directorate has undergone some significant changes which have helped achieve departmental objectives and manage accountability more effectively. Recent successes of the Communications Directorate include winning the Institute of Practitioners in Advertising Effectiveness gold award for demonstrating advertising effectiveness through the acquisition crime reduction campaign (2004–07).

Table 3.2 provides a breakdown of press activity during 2007–08 and projected activity for 2009–10.

**Table 3.2 Press activity 2007 to 2010**

Year	Press releases
2007	204
2008	231*
Projected volumes	
2009	231
2010	231
<b>Total</b>	<b>544</b>

\*As at 11 December 2008. This does not include statements or operational notes, or releases issued on behalf of other agencies

The levels of public correspondence performance achieved in the past two years and the anticipated volumes for 2009 and 2010 are detailed in Table 3.3.

**Table 3.3 Public correspondence 2007 to 2010**

Calendar year	Ministerial volume	Ministerial performance	Treat official volume	Treat official performance	Email volume	Email performance
2007	6,567	95%	10,271	95%	8,357	93%
2008	7,149	89%	9,750*	96%*	7,500*	92%*
Projected volumes						
2009	7,500	95%	10,000	95%	9,000	94%
2010	7,500	95%	10,000	95%	10,000	95%

\*Forecast at 26 January 2009, based on actuals to 31 December 2008

## SCIENCE AND RESEARCH

During 2008–09 we spent just over £50 million on science and research, to inform and implement our policies and objectives, and in February 2009 we published our Science and Innovation Strategy for 2009 to 2012.<sup>43</sup> This outlines our priorities for science for the next three years. It also describes our future approach to the science regulatory functions the Home Office is responsible for in the areas of animal scientific procedures and forensic science.

### Actions during 2008–09 included:

- continuing to provide cross-government co-ordination of CBRNE research requirements to deliver a cohesive and focused research and development programme to address priority areas;
- supporting the Police National CBRN Centre in its delivery of the Police Operational Response Programme. The Home Office Scientific Development Branch acted as technical authority for the test and evaluation and acceptance of new equipment for use by CBRN first responders;
- carrying out extended trials to understand the potential of facial recognition techniques in real-world operational scenarios; and
- establishing a cross-government science and innovation programme working with industry and academia to examine the potential options to enhance UK security through exploitation of a range of stand-off detection technologies for terrorism-related threats.

## PUBLIC APPOINTMENTS 2008

The Home Office sponsors 33 public bodies including 6 executive and 7 advisory NDPBs. Each public body is supported by a Sponsor Team that has responsibility for running public appointment campaigns, all of which are conducted in accordance with the Code of Practice of the Commissioner for Public Appointments. Where appointments are not regulated by the Commissioner, the Code is followed as best practice so as to ensure that the principles of openness and transparency and appointment on merit permeate all of our appointments. Details of public appointments made during 2008 can be found on the Home Office website at: [www.homeoffice.gov.uk/documents/public-appointments?view=Binary](http://www.homeoffice.gov.uk/documents/public-appointments?view=Binary).

<sup>43</sup> [www.homeoffice.gov.uk/documents/science-strategy?view=Binary](http://www.homeoffice.gov.uk/documents/science-strategy?view=Binary)





## CHAPTER 4

# Performance tables

As part of our commitment to transparency, the following tables illustrate the extent to which we have delivered against our outstanding Public Service Agreement (PSA) targets set in the last Spending Review (SR04), the PSAs set in the most recent Comprehensive Spending Review (CSR07), and the Department's Strategic Objectives. The following tables include an assessment of overall performance where sufficient data are available to make the assessment.

In the following section, we detail the Department's performance.

The tables cover:

- the Comprehensive Spending Review 2007 PSA performance indicators;
- the Home Office Departmental Strategic Objectives; and
- the Spending Review 2004 PSA targets that are still open.

A performance indicator or target is current where final performance outturn has not previously been published by the Home Office.

## Comprehensive Spending Review 2007 (CSR07)

PSA	LATEST OUTTURN
<p><b>PSA3: Ensure controlled, fair migration that protects the public and contributes to economic growth.</b></p>	<p><b>Overall: Strong progress</b></p> <p>Improvement against three out of the five indicators. Two indicators are yet to be assessed.<sup>44</sup></p> <p><b>Indicator 1 Deliver robust identity management systems at the UK border: Not yet assessed</b></p> <p><b>Indicator 1a All non-EEA nationals have unique secure IDs on entry to the UK: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Unique and secure biometric identification information is currently collected on approximately 40 per cent of the non-EEA national cohort. This has been achieved through the global roll-out of biometric visas, which was delivered ahead of schedule and under budget. The remainder of the cohort will be delivered via the Secure ID project.</li> </ul> <p><b>Indicator 1b Track 95 per cent of all passenger journeys by the end of 2010: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• In line with the Government's strategy to reform the border protection and immigration system, we estimate that by the end of 2008 the majority of foreign nationals were being counted in and out of the country. This has been achieved through the successes of our early testing of the e-Borders programme (Project Semaphore).</li> </ul> <p><b>Indicator 2 Reduce the time to conclusion for asylum applications: Improvement</b></p> <ul style="list-style-type: none"> <li>• Target: 90 per cent concluded within six months by December 2011. The key milestones towards this target are: <ul style="list-style-type: none"> <li>• 35 per cent of cases concluded within six months by April 2007;</li> <li>• 40 per cent by the end of December 2007;</li> <li>• 60 per cent by the end of December 2008; and</li> <li>• 75 per cent by the end of December 2009.</li> </ul> </li> <li>• Latest outturn: We have achieved the milestones of 35 per cent, 40 per cent and 60 per cent. The provisional performance achieved by December 2008 was 62 per cent of cases within six months.<sup>45</sup></li> </ul>

<sup>44</sup> PSA Delivery Agreement 3: Ensure controlled fair migration that protects the public and contributes to economic growth (to be published in June 2009), provides more information on the measurement of this PSA. The Delivery Agreement can be found at: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA3.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA3.pdf)

<sup>45</sup> All data given here are provisional and subject to change. Figures may not add to the total figure due to rounding.

PSA	LATEST OUTTURN
<p><b>PSA3 (continued)</b></p>	<p><b>Indicator 3 Increase the number of enforced removals and voluntary departures year on year: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline in 2007–08 comprises:                             <ul style="list-style-type: none"> <li>• 33,200<sup>46</sup> enforced removals and voluntary departures; and</li> <li>• 31,955<sup>46</sup> removed at ports and juxtaposed controls.</li> </ul> </li> </ul> <p>This gives the total number of removals and voluntary departures for 2007–08 as 65,150.<sup>46</sup></p> <ul style="list-style-type: none"> <li>• Latest outturn: Performance for 2008–09 shows:                             <ul style="list-style-type: none"> <li>• 33,795<sup>46</sup> enforced removals and voluntary departures; and</li> <li>• 31,555<sup>46</sup> removed at ports and juxtaposed controls.</li> </ul> </li> </ul> <p>This gives the total number of removals and voluntary departures for 2008–09 as 65,350.<sup>46</sup></p> <p><b>Indicator 4 Increase the proportion of ‘higher-harm’ enforced removals and voluntary departures: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline in 2007–08: 22 per cent.</li> <li>• Latest outturn: Performance for 2008–09 shows the proportion of ‘higher-harm’ enforced and voluntary removals has risen to 30 per cent.</li> </ul> <p><b>Indicator 5 By the effective management of migration, reduce the number of vacancies in shortage occupations: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Baseline: 14,295.</li> <li>• Latest outturn: Not yet assessed. Progress against the baseline will be assessed using the next set of survey data available and will be published in 2010.</li> </ul>

<sup>46</sup> All data given here are provisional and subject to change. Figures may not add to the total figure due to rounding.

PSA	LATEST OUTTURN
<p><b>PSA23: Make communities safer.</b></p>	<p><b>Overall: Not yet assessed</b></p> <p>Improvement has been made against two out of six indicators. The remaining four indicators have not yet been assessed.<sup>47</sup></p> <p><b>Indicator 1 The level of all recorded violence with injury:<sup>48</sup> Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Baseline: 452,426 recorded offences (2007–08).</li> <li>• Latest outturn: Not yet assessed. An assessment of progress against the full baseline will be available in July 2009. The latest outturn for the first three quarters of the 2008–09 financial year (April–December 2008) shows that there were 321,400 recorded offences, which compares with 348,500 offences recorded in the first three quarters of the baseline year, indicating a 7.8 per cent decrease.</li> </ul> <p><b>Indicator 2 The level of serious acquisitive crimes – in local areas when compared to peers:<sup>49</sup> Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• The aim is to continue to make progress on serious acquisitive crime through a focus on the issues of greatest priority in each locality and the most harmful offenders – particularly drug-misusing offenders.</li> <li>• Serious acquisitive crime comprises personal and business robbery, domestic burglary, and theft of and from motor vehicles.</li> <li>• The success measure for this indicator is based on Crime and Disorder Reduction Partnerships (CDRP)/Community Safety Partnerships (CSP) level performance data that will be available with the publication of <i>Crime in England and Wales 2008–09</i> in July 2009.</li> </ul>

<sup>47</sup> *PSA Delivery Agreement 23: Make communities safer* (to be published in June 2009) provides more information on the measurement of this PSA. The Delivery Agreement can be found at: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA23.pdf)

<sup>48</sup> Indicator 1 has been updated and now covers all violence with injury, which includes within it the full list of offences covered within the original indicator of most serious violence. The effect of the clarification of the counting rules for GBH with intent (as reported in the Autumn Performance Report 2008) meant that this data was no longer comparable with the 2007–08 baseline. The indicator has been updated in order to enable a comparison with the baseline year. More information on the updated indicator can be found in the Delivery Agreement for PSA23, Make communities safer; [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA23.pdf)

<sup>49</sup> The success measure for serious acquisitive crime is in two parts:

- i) those local CDRP/CSP areas that have identified serious acquisitive crime (SAC) as a local priority (in the Local Area Agreements in England) and are worse than the benchmark level of total SAC crime per 1000 head of population at the 2007–08 baseline; improve to be better than the benchmark or on target to achieve the benchmark when assessed in 2010–11; and
- ii) the remaining local CDRP/CSP areas that are equal to or better than the benchmark at the baseline; continue to achieve reductions in serious acquisitive crime, or have reduced the level of total SAC crime to be equal or less than the 2007–08 baseline benchmark level when assessed in 2010–11.

More information on what local priorities have been set in each CDRP area can be found at: [www.localpriorities.communities.gov.uk/](http://www.localpriorities.communities.gov.uk/)

PSA	LATEST OUTTURN
<p><b>PSA23 (continued)</b></p>	<p><b>Indicator 3 Public confidence in local agencies involved in tackling crime and anti-social behaviour (ASB): Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Baseline: 45 per cent as measured by the BCS (interviews for six months from October 2007 to March 2008) published in July 2008.</li> <li>• Target (BCS 2010–11): 55 per cent (with an additional target of 60 per cent BCS 2011–12).<sup>50</sup></li> <li>• Latest outturn: Not yet assessed.<sup>51</sup> Progress against the baseline will be assessed in July 2009 when the first set of comparable data will be available.</li> </ul> <p><b>Indicator 4 The percentage of people perceiving anti-social behaviour as a problem: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Baseline: 16 per cent as measured by the BCS (2007–08 interviews) published in July 2008.</li> <li>• The requirement for a statistically significant improvement is to reduce the percentage of people perceiving anti-social behaviour to be a problem to 15.4 per cent.</li> <li>• Latest outturn: Not yet assessed.<sup>52</sup> Progress against the baseline will be assessed in July 2009 when the first set of comparable data will be available.</li> </ul>

<sup>50</sup> The Policing Green Paper removed all top-down targets from the police with the exception of a single target on confidence. In addition to the 55 per cent target for the PSA, the Home Secretary is clear that she wishes to see the national average level of public confidence reach 60 per cent by the end of March 2012. Individual force targets have therefore been set to ensure that each force is contributing to achieving this national ambition.

<sup>51</sup> It is not possible to compare the latest outturn against the baseline as they are based on overlapping data. Progress against the baseline will be assessed in July 2009 when the first set of comparable data will be available.

<sup>52</sup> It is not possible to compare the latest outturn against the baseline as they are based on overlapping data.

PSA	LATEST OUTTURN
PSA23 (continued)	<p><b>Indicator 5 The level of proven re-offending by young and adult offenders: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline (adults): 165.7 reoffences per 100 offenders (2005).<sup>53</sup></li> <li>• Latest outturn (adults): 147.3 reoffences per 100 offenders (2007).</li> <li>• Baseline (youths): 125.0 reoffences per 100 offenders (2005).</li> <li>• Latest outturn (youths): 115.7 reoffences per 100 offenders (2007).</li> </ul> <p><b>Indicator 6 The level of serious re-offending:<sup>54</sup> Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline (adults): 0.85<sup>55</sup> serious offences per 100 offenders (2005).</li> <li>• Latest outturn (adults): 0.77<sup>56</sup> serious offences per 100 offenders (2007).</li> <li>• Baseline (youths): 0.90<sup>57</sup> serious offences per 100 offenders (2005).</li> <li>• Latest outturn (youths): 0.73 serious offences per 100 offenders (2007).</li> </ul>

<sup>53</sup> The rate of reoffending for adults has been revised for the period 2000–06 reflecting the correction of an error. The baseline rate was revised from 167.9 to 165.7 offences per 100 offenders. For more information on the revisions please see the 2007 adult reoffending results ([www.justice.gov.uk/publications/reoffendingofadults.htm](http://www.justice.gov.uk/publications/reoffendingofadults.htm)).

<sup>54</sup> Small changes in serious reoffending data may not reflect real changes in performance.

<sup>55</sup> The rate of reoffending for adults has been revised for the period 2000–06 reflecting the correction of an error. The baseline rate was revised from 0.88 to 0.85 serious offences per 100 offenders. For more information on the revisions please see the 2007 adult reoffending results ([www.justice.gov.uk/publications/reoffendingofadults.htm](http://www.justice.gov.uk/publications/reoffendingofadults.htm)).

<sup>56</sup> These figures must be treated with a degree of caution, due to the small number of serious re-offences in the data. There is less than one serious offence per 100 offenders in the cohort.

<sup>57</sup> The baseline for indicator 6 (youths) has been corrected to reflect the 2005 baseline level – the Autumn Performance Report 2008 published the 2000 level of 0.91. More information on reoffending statistics can be found at [www.justice.gov.uk/publications/reoffendingjuveniles.htm](http://www.justice.gov.uk/publications/reoffendingjuveniles.htm)

PSA	LATEST OUTTURN
<p><b>PSA25: Reduce the harm caused by alcohol and drugs.</b></p>	<p><b>Overall: Not yet assessed</b></p> <p>Improvement against two out of five indicators; the remaining three indicators are not yet assessed.<sup>58</sup></p> <p><b>Indicator 1 Percentage change in the number of drug users recorded as being in effective treatment: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline: 156,387 persons recorded as in effective treatment (2007–08).</li> <li>• Latest outturn: For the period July 2007 to July 2008, 158,595 persons were recorded as in effective treatment, a 1.4 per cent increase on the baseline.</li> </ul> <p><b>Indicator 2 Rate of hospital admissions per 100,000 for alcohol-related harm:<sup>59</sup> Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline: The rate for 2006–07 is 1,384 admissions per 100,000 with a baseline rate of increase, based on data for 2002–03 to 2006–07, of 119 admissions per 100,000 per annum.<sup>60</sup></li> <li>• Latest outturn: The rate for 2007–08 is 1,473 admissions per 100,000 – an increase of 89 admissions per 100,000 from 2006–07, showing an improvement on the baseline rate of increase.</li> </ul> <p><b>Indicator 3 Rate of drug-related offending: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• The baseline for this indicator will be available in autumn 2009. This is the earliest point at which complete convictions data will be available for the baseline cohort.</li> </ul> <p><b>Indicator 4 Percentage of the public who perceive drug use or dealing to be a problem in their area: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Baseline of 26 per cent as measured by the BCS (2007–08 interviews) published in July 2008.</li> <li>• The requirement for a statistically significant improvement is to decrease the percentage of people perceiving drug use or dealing to be a problem in their area to 24.9 per cent.</li> <li>• Latest outturn: Not yet assessed.<sup>61</sup> Progress against the baseline will be assessed in July 2009 when the first set of comparative data will be available.</li> </ul>

<sup>58</sup> *PSA Delivery Agreement 25: Reduce the harm caused by alcohol and drugs* (October 2007) provides more information on the measurement of this PSA. The Delivery Agreement can be found at [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA25.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA25.pdf)

<sup>59</sup> The success criterion for this indicator is to reduce the trend in the rate of increase in alcohol-related hospital admissions by a minimum movement of 1 percentage point reduction in trend.

<sup>60</sup> The figures for 2002–03 to 2006–07 have been revised since publication of the Autumn Performance Report 2008 to bring the indicator in line with published research on alcohol attributable conditions and with standard practice regarding the production of hospital episode statistics. More information on the revisions to the baseline can be found at: [www.nwph.net/alcohol/lape/nationalindicator.htm](http://www.nwph.net/alcohol/lape/nationalindicator.htm) (NI39 Technical Guide).

<sup>61</sup> It is not possible to compare the latest outturn against the baseline as they are based on overlapping data.

PSA	LATEST OUTTURN
PSA25 (continued)	<p><b>Indicator 5 Percentage of the public who perceive drunk and rowdy behaviour to be a problem in their area: Not yet assessed</b></p> <ul style="list-style-type: none"> <li>• Baseline of 25 per cent as measured by the British Crime Survey (2007–08 interviews) published in July 2008.</li> <li>• The requirement for a statistically significant improvement is to decrease the percentage of people perceiving drunk and rowdy behaviour to be a problem in their area to 24.1 per cent.</li> <li>• Latest outturn: Not yet assessed.<sup>62</sup> Progress against the baseline will be assessed in July 2009 when the first set of comparative data will be available.</li> </ul>

<sup>62</sup> It is not possible to compare the latest outturn against the baseline as they are based on overlapping data.

PSA	LATEST OUTTURN
<p><b>PSA26: Reduce the risk to the UK and its interests overseas from international terrorism.</b></p>	<p>One of the new 2008–11 Public Service Agreements (PSAs) covers counter-terrorism. PSA26 has the same core aim as the UK’s strategy for countering international terrorism (CONTEST) – to reduce the risk to the UK and its interests overseas from international terrorism. It provides a strategic-level assessment of the key deliverables across the UK counter-terrorism effort. Given the complexity of counter-terrorism, not every objective within each CONTEST workstream is represented in the PSA. Instead it covers the priority areas of CONTEST and focuses on the main outcomes.</p> <p>The PSA is structured around the four main CONTEST outcomes:</p> <ul style="list-style-type: none"> <li>• <b>Pursue:</b> Stopping terrorist attacks. The PSA outcomes focus on our ability to detect and disrupt terrorist networks.</li> <li>• <b>Prevent:</b> Stopping people becoming terrorists or supporting violent extremism. The PSA outcomes focus on improving resilience to violent extremism.</li> <li>• <b>Protect:</b> Strengthening our overall protection against terrorist attacks. The PSA outcomes focus on reducing the vulnerability of UK citizens, through increased protective security in crowded places and by mitigating risks to the transport systems; reducing the vulnerability of the Critical National Infrastructure; and reducing the vulnerability of the UK through strengthened border security.</li> <li>• <b>Prepare:</b> Where we cannot stop an attack, mitigating its impact. The PSA outcomes will focus on our capability to manage an ongoing attack and recover from its aftermath.</li> </ul> <p>Delivery of PSA26 is co-ordinated by the Office for Security and Counter-Terrorism. By its nature, the PSA Delivery Agreement contains information about the UK counter-terrorism effort that could potentially be useful to those who threaten the UK and its interests. Performance against the PSA is, therefore, classified.</p>

PSA	LATEST OUTTURN
<p><b>PSA24: Deliver a more effective, transparent and responsive Criminal Justice System for victims and the public.</b></p>	<p>This PSA<sup>63</sup> is led by the Justice Secretary, though the Home Secretary and Attorney General share responsibility for delivery. Data on the Home Office led indicator on the recovery of criminal assets is included here. Further information and the assessment for this PSA are available in the Ministry of Justice 2009 Departmental Annual Report.</p> <p><b>Indicator 5 Recovery of criminal assets: Improvement</b></p> <ul style="list-style-type: none"> <li>• Baseline: £125 million recovered in 2006–07.</li> <li>• Current performance shows that £105.7 million has been recovered between April 2008 and December 2008.</li> <li>• Although current performance shows improvement, it is still below trajectory to recover £250 million in 2009–10. Actions are under way to address the performance gap.</li> </ul>

<sup>63</sup> PSA Delivery Agreement 24: Deliver a more effective, transparent and responsive criminal justice system for victims and the public (October 2007) provides more information on the measurement of this PSA. The Delivery Agreement can be found at [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA24.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA24.pdf)

## Main contributor

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

PSA	Lead government department
PSA1: Raise the productivity of the UK economy.	Department for Business, Enterprise and Regulatory Reform.
PSA13: Improve children and young people's safety.	Department for Children, Schools and Families.
PSA14: Increase the number of children and young people on the path to success.	Department for Children, Schools and Families.
PSA20: Increase long-term housing supply and affordability.	Communities and Local Government.
PSA21: Build more cohesive, empowered and active communities.	Communities and Local Government.
PSA24: Deliver a more effective, transparent and responsive criminal justice system for victims and the public.	Ministry of Justice.

## Main contributors to the Home Office PSAs

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

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

## Departmental Strategic Objectives

The Home Office has seven Departmental Strategic Objectives (DSOs). Six DSOs are aligned to delivery of government PSAs and use the same performance indicators to track progress. Only an overall assessment against delivery is therefore provided in this report and this can be found on page 10. For a full assessment of performance, please refer to the relevant CSR07 PSA reported from page 77.

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

DSO	LATEST OUTTURN
<p><b>DSO6: Safeguard people's identity and the privileges of citizenship.</b></p>	<p><b>Overall: Strong progress</b></p> <p>Progress against this DSO is currently demonstrated by achievement of milestones – data streams do not yet exist to support baseline setting and measurement of indicators for this DSO. We are considering how we can measure this DSO as the programmes roll out over the period to 2012.</p> <p>All programmes are on track to deliver the milestones.</p> <p><b>Indicator 1 By the end of 2008, launch identity cards for foreign nationals, in the form of biometric immigration documents to students extending or varying their leave: Improvement</b></p> <p>The identity card design was officially launched by the Home Secretary on 25 September 2008 and the implementation of Identity Cards for Foreign Nationals to student and marriage applicants commenced successfully on 25 November 2008. The Home Office is now checking immigration and police fingerprint records before granting leave to remain for student and marriage applications nationwide. Since 31 March 2009, the scheme has been extended to those transferring conditions to new travel documents and migrants applying under a subset of the 'other' leave to remain categories. The Home Office has pledged to issue 75,000 cards by November 2009.</p> <p><b>Indicator 2 By the end of 2008, continue to issue biometric visas to foreign nationals from outside the EEA travelling to the UK: Improvement</b></p> <p>Visa applications for non-EEA nationals continue to be accompanied by mandatory biometric acquisition. Global biometric roll-out is now complete and biometrics have become a standard component of the visa process. This major programme was delivered ahead of schedule, within budget and has already identified numerous applicants with adverse histories who might otherwise have remained undetected. The expansion of biometric data matching against criminal databases was completed on 3 October 2008.</p> <p><b>Indicator 3 By the end of 2009, issue first identity cards, including recording of fingerprints, to British citizens and foreign (including EEA) nationals who are employed in sensitive roles or locations, such as airport workers: Improvement</b></p> <p>Draft secondary legislation to issue the first identity cards was published on 21 November 2008 and was laid before Parliament in May 2009. Manchester and London City airports have agreed to work in partnership with the Home Office to implement identity cards for airside workers on a phased basis, starting in the autumn.</p>

DSO	LATEST OUTTURN
<p><b>DS06 (continued)</b></p>	<p><b>Indicator 4 By the end of 2009, launch Employment Checking Service, integrating existing checks to improve efficiency for employers: Improvement</b></p> <p>The Home Office is working with the aviation industry on a programme of incremental process improvements based on the introduction of identity cards to airside workers at Manchester and London City airports from the autumn. These improvements will be evaluated over the first 18 months of the scheme.</p> <p><b>Indicator 5 By the end of 2010, issue first identity cards to British young people who want them: Improvement</b></p> <p>Delivery of this workstream is on track. We have conducted extensive insight work with young people and now have a good understanding of how and where young people will benefit from the card. We are working with the public and private sector to ensure that useful and relevant applications for young people are developed.</p> <p><b>Indicator 6 By the end of 2010, develop proposals for streamlining existing customer identity management processes in the private sector, to make it easier for young people to prove their identity: Improvement</b></p> <p>We have held discussions with private sector stakeholders and identified areas for development. We will be working with them to develop identity management business processes to make best use of the opportunities the NIS provides.</p>

## Value for money

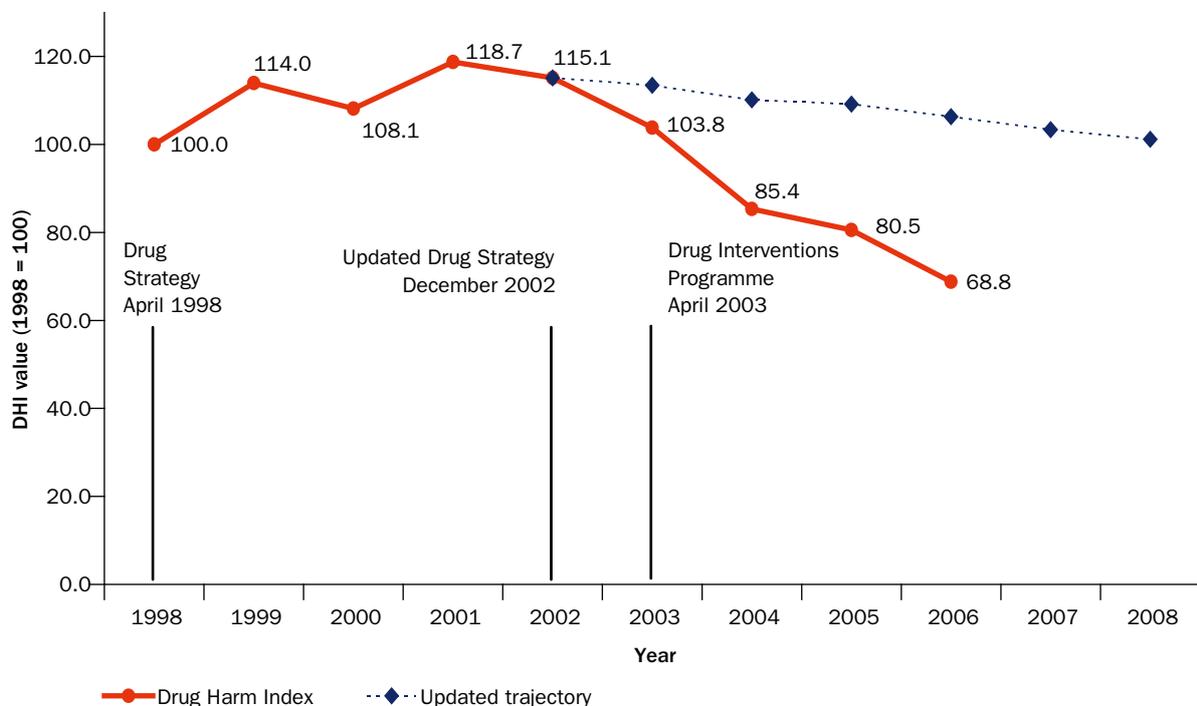
TARGET	LATEST OUTTURN
<p><b>Home Office SR04 target:</b> To achieve efficiency savings of £1,970 million, of which £1,060 million is cashable.</p>	<p>By the end of 2007–08, the Home Office achieved gains worth £2,855 million per annum, of which £1,552 million per annum is cashable. This includes:</p> <ul style="list-style-type: none"> <li>• gains worth £1,548 million, of which £812 million is cashable in the police service;</li> <li>• improvements of £650 million in the UKBA;</li> <li>• <b>headcount:</b> reducing the size of the Home Office headquarters by 2,429 against the March 2004 baseline; and</li> <li>• <b>relocation:</b> surpassing our target of 2,200, relocating 2,951 departmental posts to the regions.</li> </ul>
<p><b>Home Office (CSR07) value for money (VfM) target:</b> To achieve cash-releasing, sustainable gains worth £1,694 million in 2010–11, net of costs.<sup>64</sup></p>	<p>Building on this excellent record of over-delivery, the Department is on track to meet its CSR07 VfM target; with early gains estimated to be worth £544 million per annum by December 2008 (all gains remain estimated until the full-year impact can be measured). Among other activities, this included:</p> <ul style="list-style-type: none"> <li>• gains worth £255 million per annum in the police service delivered locally by forces focusing on improving front-line productivity, making effective use of technology, ensuring streamlined processes and managing down support costs;</li> <li>• gains worth £148 million per annum in the UKBA, including savings in Asylum Support costs;</li> <li>• improvements worth £40 million across the range of goods and services through introduction of category management (a structured approach to procuring routinely required goods and services) and better collaborative contracts by our commercial functions;</li> <li>• savings in the National Policing Improvement Agency worth £34 million per annum, ensuring that the resources of the Agency are allocated efficiently and that activities are appropriately prioritised, including, for example, reshaping the Agency's estate and streamlining programme management processes; and</li> <li>• savings of close to £1 million made by SOCA through estate rationalisation.</li> </ul> <p>All gains described release cash to the businesses, are sustained and are reported net of costs.</p>

<sup>64</sup> The Home Office increased its VfM target in April 2009 by £280 million to £1,694 million per annum by the end of 2010–11 to reflect additional savings identified by existing VfM initiatives and the Operational Efficiency Programme.

TARGET	LATEST OUTTURN
<p><b>Home Office (CSR07) VfM target (continued)</b></p>	<p>Over the next six months, we will deliver further elements of the VfM strategy. This will include:</p> <ol style="list-style-type: none"> <li>1 In support of the Government’s “Excellence and Fairness” strategy for public service reform, the Department is focusing on enabling police officers and staff to drive up their own productivity, performance and service quality. This is evidenced through Operation QUEST in the police service. Benefits worth £50 million per annum have been delivered in both reduced unit cost and increased performance by focusing on the detail of processes at the operational level.                     <p>For example, Norfolk Constabulary has delivered benefits that include:</p> <ul style="list-style-type: none"> <li>• improved customer confidence and satisfaction (customer satisfaction up 11 per cent to 97 per cent);</li> <li>• 100 extra police officers on the front line; and</li> <li>• 160 additional officers in Safer Neighbourhood Teams.</li> </ul> </li> <li>2 Contributing to the Operational Efficiency Programme by ensuring that the Home Office has effective support functions and achieves the best possible return for its investment in commercial goods and services. Savings will be achieved through:                     <ul style="list-style-type: none"> <li>• leverage (consolidation) of spend and collaboration;</li> <li>• process and price savings; and</li> <li>• category management (a structured approach to procuring routinely required goods and services).</li> </ul> </li> </ol>

## Spending Review 2004 (SR04) targets

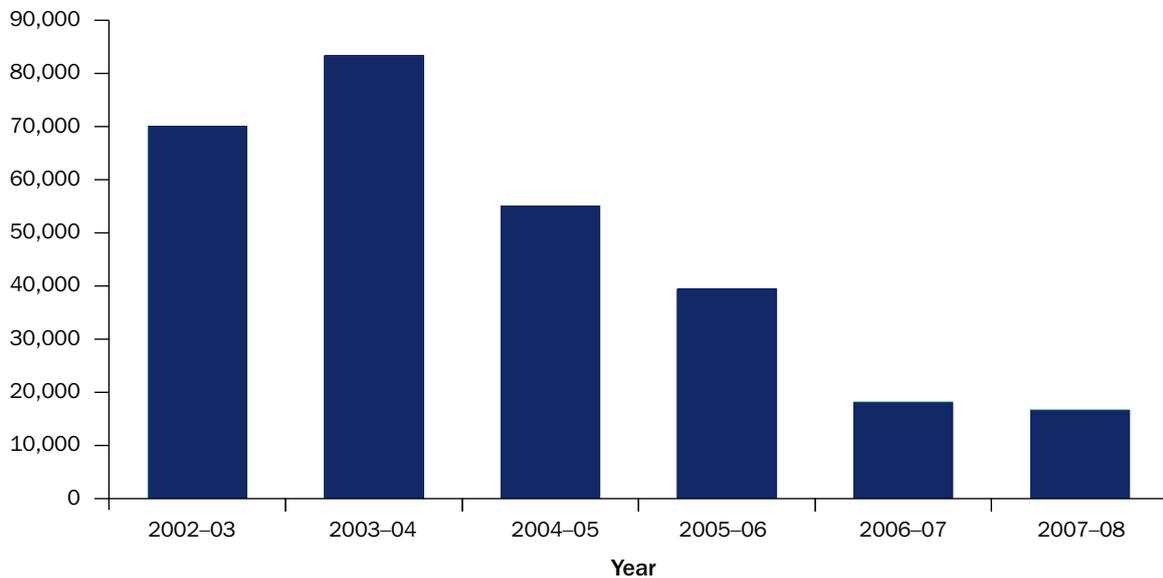
PSA	LATEST OUTTURN
<p><b>PSA4: Reduce the harm caused by illegal drugs, including substantially increasing the number of drug-misusing offenders entering treatment through the CJS.</b></p>	<p><b>Reduce the harm caused by illegal drugs: On course</b></p> <p>The Drug Harm Index (DHI) measures harm reduction against the overarching PSA4 target over the 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"> <li>• Baseline (2002): 115.1.<sup>65</sup></li> <li>• Target: a reduction by 2007–08.</li> <li>• Latest outturn (2006): 68.8.</li> </ul> <p><b>Number of drug-misusing offenders entering treatment through the CJS: Met</b></p> <ul style="list-style-type: none"> <li>• Baseline: 438 a month in March 2004.</li> <li>• Target: 1,000 a week by March 2008.</li> <li>• Final outturn: Consistently more than 4,000 a month since January 2008.</li> </ul>



<sup>65</sup> According to the latest figures, the DHI stood at 115.1 in 2002. The previous version of the DHI showed this figure as 117. The change has occurred because data providers have retrospectively updated some of the data used to construct the DHI. As a result, the latest DHI figures are slightly different to those published previously. The data revisions have slightly decreased the value of the DHI between 1999 and 2005, but the overall trend over time has remained broadly unchanged. This is discussed in more detail in the updated report of the 2006 DHI, available at: [www.homeoffice.gov.uk/rds/](http://www.homeoffice.gov.uk/rds/)

PSA	LATEST OUTTURN
<p><b>PSA5: Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.</b></p>	<p><b>Reducing unfounded asylum claims: Ahead</b></p> <p>The target is measured as the absolute number of unfounded claims in a year. The absolute number of claims includes both the number of principal applicants and dependants. An unfounded asylum claim is one where the applicant and dependants of the applicant have not been granted full refugee status (indefinite leave to remain)<sup>66</sup> under the 1951 UN Convention, i.e. failed asylum seekers (applicants refused refugee status at the initial decision stage for which no appeal is received and applicants whose appeal rights are exhausted).</p> <ul style="list-style-type: none"> <li>• Baseline (2002–03): 70,200.</li> <li>• Target: A reduction.</li> <li>• Outturn (2005–06): 39,600 (revised).<sup>67</sup></li> <li>• Outturn (2006–07): 18,000 (revised).<sup>67</sup></li> <li>• Outturn (2007–08): 16,500 (provisional).</li> </ul>

Number becoming failed asylum seekers (including dependants)



<sup>66</sup> Until 30 August 2005, persons granted asylum were given indefinite leave to remain. Since 30 August 2005, all refugees, other than those arriving in the UK under managed migration resettlement schemes such as Gateway, have been granted five years' limited leave rather than indefinite leave to remain. This change has not affected the focus of the target or the methodology that is used to determine whether or not it has been met.

<sup>67</sup> The number of individuals recorded as becoming failed asylum seekers in 2005–06 and 2006–07 was revised to take account of late entered data.

## Assessing progress

### Assessments of progress

#### CSR07

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

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

\* The judgements of whether an indicator is showing an improvement in performance have been made by comparing the latest data with the baseline. This is done in accordance with the HM Treasury Public Expenditure System notice ([www.hm-treasury.gsi.gov.uk/psd/pes\\_papers/pespaper/2008/pes0817.htm](http://www.hm-treasury.gsi.gov.uk/psd/pes_papers/pespaper/2008/pes0817.htm)).

#### SR04

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

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

## Final assessment against SR04

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

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. An explanation should be given and reference made to any subsequent targets covering the same area.

## Data limitations

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

### 1. ALCOHOL AND DRUGS

#### *Alcohol-related admissions*

The indicator is based on international best practice and includes data for some 48 conditions that are either wholly attributable or partly attributable to alcohol and weighted accordingly. The use of partly attributable conditions means the indicator is more comprehensive, but introduces the risk that not all of the observed change over time is the result of alcohol.

While the confidence intervals associated with the estimates are very small given the large number of cases involved, measurement error is a greater issue. The information is derived from administrative systems and, while subject to detailed data standards and quality assurance, is still dependent to some extent on healthcare providers' practices. In particular, the data about rises and falls in alcohol-related hospital admissions might be affected by the depth of diagnostic coding undertaken by providers and underlying increases in the overall number of hospital admissions. Further analytical work will be carried out in this area.

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

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

#### *Drug Harm Index*

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

#### *National Drug Treatment Monitoring System*

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

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

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

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

### 2. CRIME

There are two methods available for estimating the level of crime:

### **British Crime Survey<sup>68</sup>**

A victimisation survey in which a representative sample of adults aged 16 or over resident in households in England and Wales are asked about their experiences of crime. It includes household crimes such as vehicle-related thefts and burglary, and personal crimes such as assaults. For the crime types it covers, the BCS provides the best available reflection of the true extent of household and personal crime nationally because it includes crimes that are not reported to the police and crimes that are not recorded by them. As a survey based on people resident in households, the BCS does not include crimes committed against businesses, nor do the latest estimates include people under 16 years of age. It is able to provide an estimate of the level of household and personal acquisitive crime, as distinct from all crime. However, the limits of the survey prevent accurate discrimination of crime levels between lower-level geographies within the national estimate (e.g. at CDRP/CSP level) and there is a time lag between the end of the reference period and the publication of results. The BCS is a continuous survey asking respondents about crimes they have experienced in the 12 months prior to interview. A new annual data set is available each quarter covering interviews carried out in the previous 12-month period. These interviews capture crimes experienced over a period of approximately two years up to the end of the 12-month interview period. These rolling annual data are published on a quarterly basis.

### **Police-recorded crime<sup>69</sup>**

This is the only measure of crime levels in small areas, such as CDRPs/CSPs. The number of crimes recorded is not as good an estimate of the actual number of crimes that take place as the BCS because not all crimes are reported to the police. The BCS count also gives a better indication of trends in crime over time because it is unaffected by changes in levels of reporting to the police, and in police recording practices. There have been

particular effects on grievous bodily harm (GBH) with intent figures arising from a clarification in the counting rules but these are very much lessened for the broader category of violence with injury. The National Crime Recording Standard has also now led to much greater adherence to common standards than was the case in the past. Police recorded crime also covers offences against business and those aged under 16. Recorded crime figures are also available rapidly to local managers.

### **Violence with injury**

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

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

The combined impact of these changes means that most serious violence data since April 2008 cannot be directly compared with the 2007–08 baseline year so that accurate monitoring of progress against the 2007–08 baseline for the PSA would not have been possible.

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

The measure retains a focus on violent incidents that involve injury and is more statistically stable. For example, the higher volume of offences (just under 400,000) means that the indicator is less vulnerable to movement of offences between different categories of violence if there are administrative changes to the counting rules.

<sup>68</sup> 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 and Statistics Directorate undertakes quality control of the survey itself, the data processing and the reliability of results. The latest BCS figures are based on a randomly selected sample of those aged 16 or over resident in households in England and Wales. The BCS is currently published quarterly and can be found at: [www.homeoffice.gov.uk/rds/bcs1.html](http://www.homeoffice.gov.uk/rds/bcs1.html)

<sup>69</sup> Recorded crime is all offences that are recorded by the police and which are then notified to the Home Office. It includes all indictable and triable either way offences, together with a few closely related summary offences. The vast majority of summary offences are excluded. The Home Office issues detailed rules to the police on the counting and classification of crime.

### Serious acquisitive crime

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

## 3. IMMIGRATION

### Asylum

Asylum data are robust and quality assurance procedures are in place. The National Audit Office report in 2004 concluded that 'asylum data and statistics are in most respects reliable'. The indicators SR04 PSA5 and CSR07 PSA3 Indicator 2 use data from these series. (See [www.nao.org.uk/publications/0304/asylum\\_and\\_migration\\_review.aspx](http://www.nao.org.uk/publications/0304/asylum_and_migration_review.aspx))

### Removals

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

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

### Shortage occupations

As published in the PSA3 Delivery Agreement, the National Employer Skills Survey (NESS) 2007 (to be published in June 2009) is the agreed data source for the PSA3 Indicator 5 baseline, and success will be measured against the 2011 survey. The NESS is a bi-annual survey which provides detailed information on the incidence, extent and nature of skills problems facing employers, in terms of both recruitment and skills gaps within their existing workforce. It also explores employers' activities and expenditure in relation to training and provides an estimate of the level of hard-to fill skills shortage vacancies in England. Because the NESS is published every two years, the only interim figures will be in the NESS 2009 report, due to be published in early 2010. Therefore, a proxy measure and contextual information will be used to monitor progress and direction of travel.

The 2007 study was undertaken in collaboration with the Department for Innovation, Universities and Skills (DIUS) and the Sector Skills Development Agency (SSDA) and represents by far the largest and most comprehensive source of information on current skills issues affecting employers in England. In 2007, the study involved around 79,000 employers, followed by a sub-sample survey undertaken with about 7,000 employers that had funded or arranged training.

The NESS uses the three-digit Standard Occupational Classification (SOC) level to record occupations. Because the Migration Advisory Committee (MAC) needed greater granularity, it commissioned research to re-code the occupations at the four-digit SOC level. Baseline vacancy numbers were taken from the re-coded NESS data. Both the 2009 and 2011 reports will also need re-coding to the four-digit level to ensure comparability.

The NESS is not a formal UK National Statistic but provides the best estimate of vacancies and changes in the level of vacancies at the level of the MAC Shortage List. Sample sizes may be small for certain occupations or sectors, which could impact on the reliability of these estimates. The 95 per cent confidence intervals for skills shortage vacancies on the MAC list of shortage occupations range from  $\pm 0.2$  per cent to  $\pm 6.4$  per cent based on the re-code (see [www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/macfirstshortagelist](http://www.ukba.homeoffice.gov.uk/aboutus/workingwithus/indbodies/mac/macfirstshortagelist)).

## 4. CRIMINAL JUSTICE SYSTEM

### *Asset recovery*

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

The performance figure for PSA24 is an aggregated figure, which is derived from JARD (Joint Assets Recovery Database) and from action receipts.

### *Reoffending*

A range of data sources (including prison data, probation data and police national computer data) are used to produce the data for the PSA23 reoffending target. These data sources are compiled based on information from individual prisons/probation areas and police forces.

Data on offenders discharged from prison (following completion of sentence or on license) and data on offenders commencing court orders under probation supervision in the first quarter of each year are matched to data held on the Ministry of Justice extract of the PNC. This matched dataset provides the cohort used to measure reoffending. In 2006, 98 per cent of offenders were matched using basic offender details (name, date of birth, gender), although the total number of offenders included in the cohort is lower than this once additional matching has been done on conviction dates within  $\pm 7$  days, ensuring that offences were committed in England and Wales and were not breach offences, and removing multiple offender entries.

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

As with any large-scale administrative IT system, the PNC is subject to possible errors with data entry and processing. The automated extraction of the criminal histories is manually checked for a small random sample of offenders.

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

A full summary of the limitations of the methods used and risks involved are included in the introduction to each reoffending report and in the quality section.

These reports can be found at:

[www.justice.gov.uk/publications/reoffendingofadults.htm](http://www.justice.gov.uk/publications/reoffendingofadults.htm)

[www.justice.gov.uk/publications/reoffendingjuveniles.htm](http://www.justice.gov.uk/publications/reoffendingjuveniles.htm)

## 5. VALUE FOR MONEY

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

## 6. STATISTICAL AND TECHNICAL INFORMATION

### *Confidence intervals*

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

### *Statistical significance*

Statistics produced from surveys are most often estimates of the real figure for the population under study and therefore they may differ from the figures that would have been obtained if the whole population had been interviewed; this difference is known as sampling error. Because of the sampling error, differences in the figures may occur by chance rather than as a result of a

real difference. Tests of statistical significance are used to identify which differences are unlikely to have occurred by chance. In tests that use a 5 per cent significance level, there is a 1 in 20 chance of an observed difference being solely due to chance.

### ***Delivery Agreements***

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

- PSA3: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA3.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA3.pdf)
- PSA23: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA23.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA23.pdf)
- PSA25: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA25.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA25.pdf)
- PSA26: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA26.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA26.pdf)
- PSA24: [www.hm-treasury.gov.uk/d/pbr\\_csr07\\_PSA24.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_PSA24.pdf)

### ***Technical notes***

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

### ***Performance assessments***

A number of performance indicators use survey data. In these cases, the survey data must register at least a statistically significant change if we are to be reasonably sure that the measured change is due to an actual change rather than a statistical aberration. In these cases, where interim trends are moving in the right direction but a statistically significant change has not yet been achieved, we have assessed those as ‘on course’ (SR04), an ‘improvement’ (CSR07). Where data trends are moving in the wrong direction or too slowly, we have assessed those as ‘slippage’ (SR04).





## CHAPTER 5

### Finance tables

This section sets out how the Department is financed and staffed to deliver its Strategic Objectives. It aims to break down our expenditure in a clear and comprehensive way, putting our finances in a context that is relevant to the public.

This section sets out how the Department is financed and staffed to deliver its objectives. The tables are intended to be clear and understandable and to focus on the delivery of functions rather than control frameworks. Finance figures reflect those in the HM Treasury database as at May 2009. The more technical budgetary material is presented in Supplementary Budgetary Information which accompanies the Home Office Main Estimate. The finance tables are denominated in £000s unless otherwise specified.

To remain consistent with the Main and Supplementary Supply Estimates for 2008–09 that were approved by Parliament, information is grouped under the Strategic Objectives that were published as part of the Home Office Strategy in February 2008.

Mapping of spend into the sets of objectives is not straightforward, principally because spend by different business areas contributes to a number of different objectives, but indicative data were included in the Explanatory Memorandum to the Main Estimate for 2008–09, which was presented to Parliament on 21 April 2008.

**Table 5.1** provides a summary of all general government public spending in the areas of Home Office responsibility. It shows the resource and capital budget spending in line with the headings used in the Estimates approved by Parliament. It additionally shows the local authority spending on functions relevant to the Home Office in England and Wales, and expenditure by the Home Office and police authorities on policing activities.

**Tables 5.2** and **5.3** provide a fuller breakdown of the resource and capital spending plans shown in Table 5.1. They set out activities the Department spends money on in order to provide a functional breakdown of spending.

**Table 5.4** sets out the capital employed across the Home Office Departmental Group. It includes that employed by agencies and NDPBs but excludes that of bodies such as police authorities, whose accounts are not consolidated within those of the Department.

**Table 5.5** shows the administration costs for the Home Office. Administration costs exclude front-line activities such as the police and immigration work at ports and associated casework in order to provide a clearer picture of headquarters and back-office activities.

**Tables 5.6** and **5.7** provide an analysis of Home Office total staffing.

**Tables 5.8** to **5.10** show analyses of the Department's spending by country and region, and by function. The data presented in these tables are consistent with the Country and Regional Analyses (CRA) published by HM Treasury in Chapter 9 of Public Expenditure Statistical Analyses (PESA) 2009. The figures were taken from the HM Treasury public spending database in December 2008, and the regional distributions were completed in January and February 2009. Therefore the tables may not show the latest position and are not consistent with other tables in the Departmental Report.

The analyses are set within the overall framework of Total Expenditure on Services (TES). TES broadly represents the current and capital expenditure of the public sector, with some differences from the national accounts measure Total Managed Expenditure.

The tables show the central government and public corporation elements of TES. They include current and capital spending by the Department and its NDPBs, and public corporations' capital expenditure, but do not include capital finance to public corporations. They do not include payments to local authorities or local authorities' own expenditure.

TES is a near-cash measure of public spending. The tables do not include depreciation, cost of capital charges, or movements in provisions that are in departmental budgets. They do include pay, procurement, capital expenditure, and grants and subsidies to individuals and private sector enterprises.

Further information on TES can be found in Appendix E of PESA 2009.

The data are based on a subset of spending – identifiable expenditure on services – which is capable of being analysed as being for the benefit of individual countries and regions. Expenditure that is incurred for the benefit of the UK as a whole is excluded.

Across government, most expenditure is not planned or allocated on a regional basis. Social security payments, for example, are paid to eligible individuals irrespective of where they live. Expenditure on other programmes is allocated by looking at how all the projects across the Department's area of responsibility, usually England, compare. So the analyses show the regional outcome of spending decisions that on the whole have not been made primarily on a regional basis.

The functional analyses of spending in table 5.10 are based on the United Nations Classification of the Functions of Government (COFOG), the international standard. The presentations of spending by function are consistent with those used in Chapter 9 of PESA 2009. These are not the same as the strategic priorities shown elsewhere in the report.

**Table 5.11** provides an analysis of Senior Civil Service pay ranges.

**Table 5.1 Total departmental spending**

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
<b>Resource budget</b>								
<b>Resource DEL</b>								
Cut crime, especially violent, drug and alcohol-related crime	210,343	428,230	347,707	381,184	391,875	385,015	390,189	390,964
Lead visible, responsive and accountable policing	5,485,257	5,515,081	5,955,449	6,028,158	5,880,004	6,070,028	6,241,008	6,404,330
Protect the public from terrorism	132,495	163,953	250,850	188,441	564,722	723,935	931,914	894,960
Secure our borders and control migration for the benefit of the country	1,891,279	1,614,232	1,528,230	1,463,464	1,439,229	1,418,090	1,362,862	1,423,663
Safeguard people's identity and the privileges of citizenship	-22,237	-8,672	-18,868	30,396	56,763	94,478	114,212	164,800
Central services	204,358	241,827	215,826	228,450	219,376	234,854	314,089	195,235
<b>Total resource budget DEL</b>	<b>7,901,495</b>	<b>7,954,651</b>	<b>8,279,194</b>	<b>8,320,093</b>	<b>8,551,969</b>	<b>8,926,400</b>	<b>9,354,274</b>	<b>9,473,952</b>
<i>of which:</i>								
Near-cash	7,805,208	7,870,673	8,160,958	8,201,636	8,413,237	8,771,452	9,156,775	9,284,410
<b>Resource AME</b>								
Lead visible, responsive and accountable policing	40,252	674	4,140	290,750	353,241	358,393	498,254	730,000
Secure our borders and control migration for the benefit of the country	—	—	—	—	—	4,109	—	—
Central services	—	—	—	—	—	—	—	—
<b>Total resource budget AME</b>	<b>40,252</b>	<b>674</b>	<b>4,140</b>	<b>290,750</b>	<b>353,241</b>	<b>362,502</b>	<b>498,254</b>	<b>730,000</b>
<i>of which:</i>								
Near-cash	40,252	674	4,140	290,750	353,241	358,393	498,254	730,000
<b>Total resource budget</b>	<b>7,941,747</b>	<b>7,955,325</b>	<b>8,283,334</b>	<b>8,610,843</b>	<b>8,905,210</b>	<b>9,288,902</b>	<b>9,852,528</b>	<b>10,203,952</b>
<i>of which:</i>								
Depreciation	82,759	67,380	88,779	110,727	140,929	170,809	187,547	201,636
<b>Capital budget</b>								
<b>Capital DEL</b>								
Cut crime, especially violent, drug and alcohol-related crime	12,137	30,971	25,036	33,879	24,421	94,878	22,000	22,500
Lead visible, responsive and accountable policing	538,331	410,923	444,438	423,008	443,656	424,710	417,047	402,400
Protect the public from terrorism	3,822	35,215	90,540	30,994	134,769	102,346	119,868	135,500
Secure our borders and control migration for the benefit of the country	111,571	74,789	19,360	43,559	102,404	205,971	152,414	96,000
Safeguard people's identity and the privileges of citizenship	11,014	31,951	50,770	57,153	28,108	29,122	93,671	67,000
Central services	1,849	2,385	-4,590	3,650	2,688	5,212	5,000	109,600
<b>Total capital budget DEL</b>	<b>678,724</b>	<b>586,234</b>	<b>625,554</b>	<b>592,243</b>	<b>736,046</b>	<b>862,239</b>	<b>810,000</b>	<b>833,000</b>
<b>Capital AME</b>								
<b>Total capital budget AME</b>	—	—	—	—	—	—	—	—
<b>Total capital budget</b>	<b>678,724</b>	<b>586,234</b>	<b>625,554</b>	<b>592,243</b>	<b>736,046</b>	<b>862,239</b>	<b>810,000</b>	<b>833,000</b>

**Table 5.1 Total departmental spending (continued)**

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
<b>Total departmental spending*</b>								
Cut crime, especially violent, drug and alcohol-related crime	221,967	455,903	369,444	414,022	414,021	477,436	407,511	413,464
Lead visible, responsive and accountable policing	6,048,606	5,903,183	6,379,731	6,729,151	6,624,459	6,797,437	7,102,023	7,470,401
Protect the public from terrorism	125,857	187,737	326,691	218,492	698,579	824,728	1,037,333	1,019,311
Secure our borders and control migration for the benefit of the country	1,956,373	1,667,053	1,515,616	1,448,490	1,498,186	1,556,073	1,453,641	1,453,311
Safeguard people's identity and the privileges of citizenship	-15,625	21,029	21,902	69,967	49,601	89,422	159,484	178,094
Central services	200,534	239,274	206,725	212,237	215,481	235,236	314,989	300,735
<b>Total departmental spending*</b>	<b>8,537,712</b>	<b>8,474,179</b>	<b>8,820,109</b>	<b>9,092,359</b>	<b>9,500,327</b>	<b>9,980,332</b>	<b>10,474,981</b>	<b>10,835,316</b>
<i>of which:</i>								
Total DEL	8,497,460	8,473,505	8,815,969	8,801,609	9,147,086	9,621,939	9,976,727	10,105,316
Total AME	40,252	674	4,140	290,750	353,241	358,393	498,254	730,000

\* Total departmental spending is the sum of the resource budget and the capital budget *less* depreciation. Similarly, total DEL is the sum of resource budget DEL and capital budget DEL *less* depreciation in DEL, and total AME is the sum of resource budget AME and capital budget AME *less* depreciation in AME.

#### Spending by local authorities on functions relevant to the Department

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn
<b>Current spending</b>	<b>10,013,932</b>	<b>10,598,715</b>	<b>11,423,300</b>	<b>12,053,588</b>	<b>12,313,511</b>	<b>13,025,323</b>
<i>of which:</i>						
Financed by grants from budgets above	5,520,310	5,612,543	5,994,150	6,114,364	6,411,456	6,617,502
<b>Capital spending</b>	<b>500,986</b>	<b>556,583</b>	<b>542,818</b>	<b>443,198</b>	<b>455,179</b>	<b>774,570</b>
<i>of which:</i>						
Financed by grants from budgets above **	387,817	358,954	400,496	178,339	326,351	253,869

\*\* This includes loans written off by mutual consent that score within non-cash resource budgets and are not included in the capital support to local authorities line in Table 5.3.

**Table 5.2 Resource budget DEL and AME**

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
<b>Resource DEL</b>								
<b>Cut crime, especially violent, drug and alcohol-related crime</b>	<b>210,343</b>	<b>428,230</b>	<b>347,707</b>	<b>381,184</b>	<b>391,875</b>	<b>385,015</b>	<b>390,189</b>	<b>390,964</b>
<i>of which:</i>								
Police (including grants)	—	—	—	—	—	—	—	—
Crime Reduction and Drugs	195,615	417,110	361,444	404,531	390,886	379,274	377,289	390,964
Criminal Records Bureau	7,359	-999	-18,202	-25,394	—	3,116	—	—
Firearms Compensation	—	6	—	—	—	—	—	—
Security Industry Authority	7,369	12,113	4,465	2,047	749	-4,519	—	—
Independent Safeguarding Authority	—	—	—	—	240	7,144	12,900	—
<b>Lead visible, responsive and accountable policing</b>	<b>5,485,257</b>	<b>5,515,081</b>	<b>5,955,449</b>	<b>6,028,158</b>	<b>5,880,004</b>	<b>6,070,028</b>	<b>6,241,008</b>	<b>6,404,330</b>
<i>of which:</i>								
Police (including grants)	5,002,578	4,987,035	5,393,649	5,335,705	5,055,597	5,230,837	5,387,481	5,538,276
Police Complaints Authority	5,395	—	—	—	—	—	—	—
Independent Police Complaints Commission	10,390	24,086	26,374	31,272	32,373	34,123	33,306	32,273
Central Police Training and Development Agency	93,246	83,283	102,799	70,559	—	—	—	—
Police Information Technology Organisation	121,295	167,814	196,113	203,569	—	—	—	—
National Criminal Intelligence Service	82,432	83,835	77,906	—	—	—	—	—
National Crime Squad	162,541	161,767	152,070	—	—	—	—	—
National Policing Improvement Agency	—	—	—	—	392,679	389,827	395,522	403,919
Serious Organised Crime Agency	7,380	7,261	6,538	387,053	399,355	415,241	424,699	429,862
<b>Protect the public from terrorism</b>	<b>132,495</b>	<b>163,953</b>	<b>250,850</b>	<b>188,441</b>	<b>564,722</b>	<b>723,935</b>	<b>931,914</b>	<b>894,960</b>
<i>of which:</i>								
Office for Security and Counter-Terrorism	132,495	163,953	250,850	188,441	564,722	723,935	931,914	894,960
<b>Secure our borders and control migration for the benefit of the country</b>	<b>1,891,279</b>	<b>1,614,232</b>	<b>1,528,230</b>	<b>1,463,464</b>	<b>1,439,229</b>	<b>1,418,090</b>	<b>1,362,862</b>	<b>1,423,663</b>
<i>of which:</i>								
Office of the Immigration Service Commissioner	3,275	3,836	149	4,380	4,347	3,857	4,270	4,365
UK Border Agency	1,888,004	1,610,396	1,528,081	1,459,084	1,434,882	1,414,233	1,358,592	1,419,298
<b>Safeguard people's identity and the privileges of citizenship</b>	<b>-22,237</b>	<b>-8,672</b>	<b>-18,868</b>	<b>30,396</b>	<b>56,763</b>	<b>94,478</b>	<b>114,212</b>	<b>164,800</b>
<i>of which:</i>								
Identity and Passport Service	-22,237	-8,672	-18,868	30,396	56,763	94,478	114,212	164,800
<b>Central services</b>	<b>204,358</b>	<b>241,827</b>	<b>215,826</b>	<b>228,450</b>	<b>219,376</b>	<b>234,854</b>	<b>314,089</b>	<b>195,235</b>
<i>of which:</i>								
Central services	175,129	195,112	193,577	214,255	193,725	209,292	199,479	134,806
Research and Statistics Directorate	29,229	46,715	22,249	14,195	25,651	25,562	26,534	28,990

Table 5.2 Resource budget DEL and AME (continued)

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
Departmental Unallocated Provision	—	—	—	—	—	—	88,076	31,439
<b>Total resource budget DEL</b>	<b>7,901,495</b>	<b>7,954,651</b>	<b>8,279,194</b>	<b>8,320,093</b>	<b>8,551,969</b>	<b>8,926,400</b>	<b>9,354,274</b>	<b>9,473,952</b>
<i>of which:</i>								
Near-cash	7,805,208	7,870,673	8,160,958	8,201,636	8,413,237	8,771,452	9,156,775	9,284,410
<i>of which:*</i>								
Pay	844,470	1,005,682	1,041,176	1,108,780	1,278,017	1,246,249		
Procurement	1,595,440	1,491,680	1,279,410	1,545,896	1,465,095	1,639,009	1,525,874	1,328,140
Current grants and subsidies to the private sector and abroad	51,188	249,825	266,909	71,349	59,747	68,647	126,039	116,758
Current grants to local authorities	5,520,310	5,612,543	5,994,150	5,823,613	6,059,112	6,259,109	6,372,837	6,914,363
Depreciation	82,759	67,380	88,779	110,727	140,929	166,700	187,547	201,636
<b>Resource AME</b>								
<b>Lead visible, responsive and accountable policing</b>	<b>40,252</b>	<b>674</b>	<b>4,140</b>	<b>290,750</b>	<b>353,241</b>	<b>358,393</b>	<b>498,254</b>	<b>730,000</b>
<i>of which:</i>								
Police (including grants)	40,252	674	4,140	290,750	353,241	358,393	498,254	730,000
Independent Police Complaints Commission	—	—	—	—	—	—	—	—
Central Police Training and Development Agency	—	—	—	—	—	—	—	—
National Policing Improvement Agency	—	—	—	—	—	—	—	—
Serious Organised Crime Agency	—	—	—	—	—	—	—	—
<b>Secure our borders and control migration for the benefit of the country</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>4,109</b>	<b>—</b>	<b>—</b>
<i>of which:</i>								
UK Border Agency	—	—	—	—	—	4,109	—	—
<b>Central services</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>
<i>of which:</i>								
Central services	—	—	—	—	—	—	—	—
<b>Total resource budget AME</b>	<b>40,252</b>	<b>674</b>	<b>4,140</b>	<b>290,750</b>	<b>353,241</b>	<b>362,502</b>	<b>498,254</b>	<b>730,000</b>
<i>of which:</i>								
Near-cash	40,252	674	4,140	290,750	353,241	358,393	498,254	730,000
<i>of which:*</i>								
Pay	—	—	—	—	—	—	—	—
Procurement	—	—	—	—	—	—	—	—
Current grants and subsidies to the private sector and abroad	—	—	—	—	—	—	—	—
Current grants to local authorities	—	—	—	290,751	352,344	358,393	500,000	730,000
Depreciation	—	—	—	—	—	4,109	—	—
<b>Total resource budget</b>	<b>7,941,747</b>	<b>7,955,325</b>	<b>8,283,334</b>	<b>8,610,843</b>	<b>8,905,210</b>	<b>9,288,902</b>	<b>9,852,528</b>	<b>10,203,952</b>

\* The breakdown of near-cash in resource DEL by economic category may exceed the total near-cash resource DEL reported above because of other income and receipts that score in near-cash resource DEL but aren't included as pay, procurement, or current grants and subsidies to the private sector, abroad and local authorities.

**Table 5.3 Capital budget DEL and AME**

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
<b>Capital DEL</b>								
<b>Cut crime, especially violent, drug and alcohol-related crime</b>	<b>12,137</b>	<b>30,971</b>	<b>25,036</b>	<b>33,879</b>	<b>24,421</b>	<b>94,878</b>	<b>22,000</b>	<b>22,500</b>
<i>of which:</i>								
Police (including grants)	—	—	—	—	—	—	—	—
Crime reduction and drugs	6,000	26,959	24,605	31,979	24,421	94,740	22,000	22,500
Criminal Records Bureau	—	—	—	—	—	—	—	—
Security Industry Authority	6,137	4,012	431	1,900	—	138	—	—
Independent Safeguarding Authority	—	—	—	—	—	—	—	—
<b>Lead visible, responsive and accountable policing</b>	<b>538,331</b>	<b>410,923</b>	<b>444,438</b>	<b>423,008</b>	<b>443,656</b>	<b>424,710</b>	<b>417,047</b>	<b>402,400</b>
<i>of which:</i>								
Police (including grants)	386,570	307,594	342,128	173,249	256,299	170,117	228,447	259,600
Police Complaint Authority	62	—	—	—	—	—	—	—
Independent Police Complaints Commission	10,449	3,744	540	5	1,521	930	2,000	2,100
Central Police Training and Development Agency	14,271	15,777	6,747	132,573	—	—	—	—
Police Information Technology Organisation	90,549	62,808	83,422	2,175	—	—	—	—
National Criminal Intelligence Service	13,162	4,905	2,439	73,320	—	—	—	—
National Crime Squad	15,142	8,977	6,845	—	—	—	—	—
National Policing Improvement Agency	—	—	—	—	140,650	206,016	135,000	109,000
Serious Organised Crime Agency	8,126	7,118	2,317	41,686	45,186	47,647	51,600	31,700
<b>Protect the public from terrorism</b>	<b>3,822</b>	<b>35,215</b>	<b>90,540</b>	<b>30,994</b>	<b>134,769</b>	<b>102,346</b>	<b>119,868</b>	<b>135,500</b>
<i>of which:</i>								
Office for Security and Counter-Terrorism	3,822	35,215	90,540	30,994	134,769	102,346	119,868	135,500
<b>Secure our borders and control migration for the benefit of the country</b>	<b>111,571</b>	<b>74,789</b>	<b>19,360</b>	<b>43,559</b>	<b>102,404</b>	<b>205,971</b>	<b>152,414</b>	<b>96,000</b>
<i>of which:</i>								
Office of the Immigration Services Commissioner	369	56	—	35	—	—	—	—
UK Border Agency	111,202	74,733	19,360	43,524	102,404	205,971	152,414	96,000
<b>Safeguard people's identity and the privileges of citizenship</b>	<b>11,014</b>	<b>31,951</b>	<b>50,770</b>	<b>57,153</b>	<b>28,108</b>	<b>29,122</b>	<b>93,671</b>	<b>67,000</b>
<i>of which:</i>								
Identity and Passport Service	11,014	31,951	50,770	57,153	28,108	29,122	93,671	67,000

Table 5.3 Capital budget DEL and AME (continued)

£'000	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
<b>Central services</b>	<b>1,849</b>	<b>2,385</b>	<b>-4,590</b>	<b>3,650</b>	<b>2,688</b>	<b>5,212</b>	<b>5,000</b>	<b>109,600</b>
<i>of which:</i>								
Central services	1,849	24	-4,590	2,392	426	2,112	2,720	1,000
Research and Statistics Directorate	—	2,361	—	1,258	2,262	3,100	2,280	2,000
Departmental Unallocated Provision	—	—	—	—	—	—	—	106,600
<b>Total capital budget DEL</b>	<b>678,724</b>	<b>586,234</b>	<b>625,554</b>	<b>592,243</b>	<b>736,046</b>	<b>862,239</b>	<b>810,000</b>	<b>833,000</b>
<i>of which:</i>								
Capital expenditure on fixed assets net of sales*	280,492	164,468	144,576	389,422	369,975	578,732	468,185	339,816
Capital grants to the private sector and abroad	10,634	4	—	24,347	20,792	29,638	43,200	27,319
Net lending to private sector	—	—	—	—	—	—	—	—
Capital support to public corporations	-219	—	—	—	—	—	8,000	—
Capital support to local authorities**	387,817	358,954	400,496	178,339	326,351	253,869	292,415	354,387
<b>Capital AME</b>								
<b>Total capital budget AME</b>	—	—	—	—	—	—	—	—
<b>Total capital budget</b>	<b>678,724</b>	<b>586,234</b>	<b>625,554</b>	<b>592,243</b>	<b>736,046</b>	<b>862,239</b>	<b>810,000</b>	<b>833,000</b>
<i>of which:</i>								
Capital expenditure on fixed assets net of sales*	280,492	164,468	144,576	389,422	369,975	578,732	468,185	339,816
Less depreciation***	82,759	67,380	88,779	110,727	140,929	170,809	187,547	201,636
Net capital expenditure on tangible fixed assets	197,733	97,088	55,797	278,695	229,046	407,923	280,638	138,180

\* Expenditure by the Department and Non-Departmental Public Bodies on land, buildings and equipment, net of sales. Excludes spending on financial assets and grants, and public corporations' capital expenditure.

\*\* This does not include loans written off by mutual consent that score within non-cash Resource Budgets.

\*\*\* Included in resource budget.

**Table 5.4 Capital employed**

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
Fixed assets								
Intangible	363	391	411	422	2,343	4,972	5,022	5,097
Tangible	441,878	476,593	500,219	513,946	763,083	901,073	910,084	923,735
<i>of which:</i>								
Land and buildings	242,748	261,819	274,798	282,339	335,925	360,773	364,381	369,846
Plant and machinery	86,580	93,382	98,011	100,701	193,605	266,191	268,853	272,886
Vehicles	32,920	35,506	37,266	38,289	30,698	23,591	23,827	24,184
Computers	76,630	85,886	90,143	92,617	135,595	192,674	194,601	197,520
Investments	59,064	63,704	66,862	68,967	67,260	66,067	66,728	67,729
Current assets	769,942	830,430	871,596	895,515	788,320	861,908	870,527	883,585
Creditors (<1 year)	-1,238,995	-1,336,333	-1,402,577	-1,441,068	-1,499,553	-1,780,125	-1,797,926	-1,824,895
Creditors (>1 year)	-6,496	-7,007	-7,354	-7,556	-3,489	-47,161	-47,633	-48,347
Provisions	-71,241	-76,838	-80,647	-82,860	-72,646	-70,780	-71,488	-72,560
Capital employed within main Department	-45,486	-49,059	-51,491	-52,904	-21,942	-130,113	-131,414	-133,385
NDPB net assets	-303,587	-327,437	-343,669	-353,100	-156,213	-160,225	-161,827	-164,255
<b>Total capital employed in departmental group</b>	<b>-349,073</b>	<b>-376,496</b>	<b>-395,160</b>	<b>-406,004</b>	<b>-178,155</b>	<b>-290,338</b>	<b>-293,241</b>	<b>-297,640</b>

Data for 2007-08 are taken from the relevant accounts. Data for 2008-09 are provisional and based on the latest available figures. Forward and historical projections are a broad estimate based on application of HM Treasury GDP deflators. Machinery of Government changes over time and accounts restraints prevent an historical series based on comparable data. The large negative figures are driven by SOCA pension liabilities falling due in future years.

**Table 5.5 Administration costs**

£000s	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
<b>Administration expenditure</b>								
Pay	265,009	348,432	355,226	270,915	221,629	188,595	—	—
Other	457,832	417,189	526,520	501,501	244,002	324,754	—	—
<b>Total administration expenditure</b>	<b>722,841</b>	<b>765,621</b>	<b>881,746</b>	<b>772,416</b>	<b>465,631</b>	<b>513,349</b>	<b>523,975</b>	<b>438,620</b>
Administration income	-234,635	-311,123	-441,497	-376,747	-117,467	-144,865	-119,824	-99,986
<b>Total administration budget</b>	<b>488,206</b>	<b>454,498</b>	<b>440,249</b>	<b>395,669</b>	<b>348,164</b>	<b>368,484</b>	<b>404,151</b>	<b>338,634</b>
<b>Analysis by activity</b>								
Cut crime, especially violent, drug and alcohol-related crime	23,285	17,881	6,340	10,168	31,744	31,913	30,835	31,944
Lead visible, responsive and accountable policing	65,854	27,834	35,857	31,671	22,890	14,584	22,360	18,394
Protect the public from terrorism	108,355	102,194	96,733	20,414	11,941	25,462	25,674	19,820
Secure our borders and control migration for the benefit of the country	129,892	123,508	144,515	126,037	104,098	105,492	106,760	105,699
Safeguard people's identity and the privileges of citizenship	-22,468	-22,338	-33,996	9,496	—	-3	2,948	3,158
Central services	183,288	205,419	190,800	197,883	177,491	191,036	215,574	159,619
<b>Total administration budget</b>	<b>488,206</b>	<b>454,498</b>	<b>440,249</b>	<b>395,669</b>	<b>348,164</b>	<b>368,484</b>	<b>404,151</b>	<b>338,634</b>

Figure for Central services includes Departmental Unallocated Provision (DUP) in future years.

**Table 5.6 Home Office staff numbers headcount full time equivalent (FTE) 2008–09**

Area	Civil Servants Paid	Civil Servants Unpaid	Other	Total
Crime and Policing Group <sup>(1)</sup>	657	29	135	822
Finance and Commercial Group	540	13	61	613
Human Resources	480	15	10	506
Science and Research Group	370	8	10	388
Strategy and Reform Directorate	67	4	0	71
International Directorate	39	0	0	39
Communication Directorate	172	8	2	182
Legal Advisers Branch	72	2	0	75
Private Office	70	4	2	76
Office for Security and Counter-Terrorism	360	5	53	417
<b>Total Headquarters</b>	<b>2,828</b>	<b>88</b>	<b>273</b>	<b>3,189</b>
United Kingdom Border Agency	17,097	492	614	18,204
Identity and Passport Service	3,878	95	0	3,973
Criminal Records Bureau	545	13	0	558
Unknown	18	2	73	92
<b>Total Home Office</b>	<b>24,366</b>	<b>691</b>	<b>960</b>	<b>26,016</b>

**Notes for Staff Numbers Table:**

- (1) Crime and Policing Group includes Her Majesty's Inspectorate of Constabulary.
- (2) 2008–09 figures are based on the Office for National Statistics specification which includes all paid staff.
- (3) Figures are accurate as at 31 March 2009.
- (4) Figures are subject to rounding +/-1.
- (5) 2009 Identity and Passport Service figures include staff from the General Register Office.
- (6) Civil Servants Paid includes permanent, temporary, fixed-term appointees (FTA), and incoming loans paid (OGD).
- (7) Civil Servants Unpaid includes permanent unpaid, temporary unpaid, and FTA unpaid.
- (8) Other includes agency, contractors, incoming secondments unpaid, paid loan (outside Civil Service), partial retirement, re-employed pensioner and incoming loans unpaid (OGD).
- (9) Unknown: these civil servants were moving between businesses within the Department at 31 March 2009.

**Table 5.7 Home Office staff numbers 2002–03 to 2008–09 showing headcount full time equivalent (FTE) paid and unpaid civil servants, and other staff**

Please note: 2008–09 staffing figures are now presented in the same categories in which the Home Office reports them to the Office for National Statistics.

	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Outturn	2007–08 Outturn		2008–09 Outturn
<b>Home Office – Headquarters</b>								
Civil Service full time equivalent (FTE)	18,321	18,128	19,874	20,371	21,224	2,639	Civil Servants Paid	2,828
Casuals	303	293	312	338	403	63	Civil Servants Unpaid	88
Agency and contractors	—	—	—	—	2,450	375	Other	273
<b>Total</b>	<b>18,624</b>	<b>18,421</b>	<b>20,186</b>	<b>20,709</b>	<b>24,077</b>	<b>3,078</b>	<b>Total</b>	<b>3,189</b>
<b>United Kingdom Border Agency</b>								
Civil Service full time equivalent (FTE)	—	—	—	—	—	17,361	Civil Servants Paid	17,097
Casuals	—	—	—	—	—	74	Civil Servants Unpaid	492
Agency and contractors	—	—	—	—	—	719	Other	614
<b>Total</b>	—	—	—	—	—	<b>18,154</b>	<b>Total</b>	<b>18,204</b>
<b>Identity and Passport Service</b>								
Civil Service full time equivalent (FTE)	2,754	2,564	2,822	2,822	3,333	3,415	Civil Servants Paid	3,878
Casuals	20	41	64	64	5	—	Civil Servants Unpaid	95
Agency and contractors	—	—	—	—	310	186	Other	—
<b>Total</b>	<b>2,774</b>	<b>2,605</b>	<b>2,886</b>	<b>2,886</b>	<b>3,648</b>	<b>3,601</b>	<b>Total</b>	<b>3,973</b>
<b>Criminal Records Bureau</b>								
Civil Service full time equivalent (FTE)	—	—	—	—	380	457	Civil Servants Paid	545
Casuals	—	—	—	—	5	7	Civil Servants Unpaid	13
Agency and contractors	—	—	—	—	—	2	Other	—
<b>Total</b>	—	—	—	—	<b>385</b>	<b>466</b>	<b>Total</b>	<b>558</b>
<b>Prison Service</b>								
Civil Service full time equivalent (FTE)	45,550	45,550	46,423	46,128	46,906	—		
Casuals	1,425	1,425	1,021	1,024	1,110	—		
Agency and contractors	—	—	—	—	—	—		
<b>Total</b>	<b>46,975</b>	<b>46,975</b>	<b>47,444</b>	<b>47,152</b>	<b>48,016</b>	—		
<b>Forensic Science Service</b>								
Civil Service full time equivalent (FTE)	2,382	2,382	2,421	2,523	—	—		
Casuals	5	5	9	89	—	—		
Agency and Contractors	—	—	—	—	—	—		
<b>Total</b>	<b>2,387</b>	<b>2,387</b>	<b>2,430</b>	<b>2,612</b>	—	—		

**Table 5.7 Home Office staff numbers 2002–03 to 2008–09 showing headcount full time equivalent (FTE) paid and unpaid civil servants, and other staff (continued)**

Please note: 2008–09 staffing figures are now presented in the same categories as the Home Office reports them to the Office for National Statistics.

	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Outturn	2007–08 Outturn		2008–09 Outturn
<b>Total Home Office including Agencies</b>								
Civil Service full time equivalent (FTE)	69,007	68,624	71,540	71,844	71,843	23,872	Civil Servants Paid	24,348
Casuals	1,753	1,764	1,406	1,515	1,523	144	Civil Servants Unpaid	689
Agency and contractors	—	—	—	—	2,760	1,282	Other	887
	—	—	—	—	—	—	Unknown	92
<b>Grand Total</b>	<b>70,760</b>	<b>70,388</b>	<b>72,946</b>	<b>73,359</b>	<b>76,126</b>	<b>25,299</b>	<b>Grand Total</b>	<b>26,016</b>

**Notes:**

- (1) Figures may not sum due to rounding +/- 1.
- (2) 2008–09 figures are calculated using the Office for National Statistics reporting specification.
- (3) Figures are accurate as at 31 March of each year.
- (4) Civil Servants Paid includes permanent, temporary, fixed-term appointees, and incoming loans paid (OGD).
- (5) Civil Servants Unpaid includes permanent unpaid, temporary unpaid, and incoming loans unpaid (OGD).
- (6) Other includes agency, contractors, incoming secondments unpaid, paid loan (outside Civil Service), partial retirement and re-employed pensioner.
- (7) 2002–03 to 2007–08 figures are based on full-time equivalents including permanent, casuals, and agency and contractors.
- (8) The UK Border Agency became a shadow agency in May 2007 and subsequently a full agency in 2009.
- (9) 2009 Identity and Passport Service figures include staff from the General Register Office.
- (10) In 2007 the Identity and Passport Service opened 69 regional offices as it expanded to include identity authentication.
- (11) The Identity and Passport Service has been recruiting civil servants to the National Identity Service which has cut the number of contractors.
- (12) The Prison Service joined the Ministry of Justice as part of the Machinery of Government changes in May 2007.
- (13) The Forensic Science Service ceased to be part of the Home Office in December 2005.
- (14) The Fire Service College ceased to be part of the Home Office in June 2001.
- (15) 2008–09 data have been extracted from DataView, the single source for all Home Office HR data. DataView uses data extracted as soon as possible after the last day of the calendar month from the Home Office's four employee records systems:  
 Adelphi for Headquarters and the UK Border Agency;  
 Snowdrop for the Identity and Passport Service;  
 IRIS for the Criminal Records Bureau; and  
 ePayFact for pay and pensions purposes.  
 UKvisas (previously within the Foreign and Commonwealth Office) and HMRC Detection staff who have transferred to the UKBA will be added during 2009–10 as part of an ongoing improvement programme.
- (16) Unknown: these civil servants were moving between businesses within the Department at 31 March 2009.

**Table 5.8 Home Office identifiable expenditure on services, by country and region**

	£ million							
	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
North East	57.4	56.3	57.8	64.2	40.5	49.9	52.1	49.1
North West	149.7	146.3	150.1	175.4	109.0	135.8	141.6	133.6
Yorkshire and The Humber	104.1	101.9	104.8	125.9	81.0	100.9	106.0	100.3
East Midlands	78.8	77.6	80.3	100.6	67.5	83.6	88.5	83.8
West Midlands	108.4	106.5	109.2	134.3	84.8	105.5	110.2	104.0
East	98.3	96.6	100.0	128.4	86.6	107.1	113.3	107.3
London	251.7	255.1	263.8	261.7	134.7	173.4	175.7	166.6
South East	146.9	144.1	148.2	190.3	127.5	157.1	165.7	156.6
South West	91.9	89.7	92.8	116.9	79.2	97.4	103.2	97.7
<b>Total England</b>	<b>1,087.0</b>	<b>1,074.1</b>	<b>1,106.9</b>	<b>1,297.6</b>	<b>810.6</b>	<b>1,010.7</b>	<b>1,056.0</b>	<b>999.0</b>
Scotland	35.0	33.5	34.2	69.3	68.5	80.3	88.3	82.8
Wales	58.7	57.3	59.0	72.5	46.6	57.5	60.2	56.8
Northern Ireland	11.9	11.4	11.7	23.6	23.5	27.6	30.5	28.7
<b>Total UK identifiable expenditure</b>	<b>1,192.5</b>	<b>1,176.3</b>	<b>1,211.8</b>	<b>1,463.0</b>	<b>949.3</b>	<b>1,176.1</b>	<b>1,235.1</b>	<b>1,167.4</b>
Outside UK	0.1	0.2	0.1	0.1	2.6	0.1	0.0	0.0
<b>Total identifiable expenditure</b>	<b>1,192.7</b>	<b>1,176.4</b>	<b>1,211.9</b>	<b>1,463.1</b>	<b>951.9</b>	<b>1,176.2</b>	<b>1,235.1</b>	<b>1,167.4</b>
Non-identifiable expenditure	1,641.6	1,815.7	1,612.4	1,696.2	2,229.4	2,198.4	2,167.8	2,316.9
<b>Total expenditure on services</b>	<b>2,834.3</b>	<b>2,992.1</b>	<b>2,824.3</b>	<b>3,159.4</b>	<b>3,181.3</b>	<b>3,374.6</b>	<b>3,402.9</b>	<b>3,484.4</b>

**Table 5.9 Home Office identifiable expenditure, by country and region (£ per head)**

	£ per head							
	2003-04 Outturn	2004-05 Outturn	2005-06 Outturn	2006-07 Outturn	2007-08 Outturn	2008-09 Estimated outturn	2009-10 Plans	2010-11 Plans
North East	23	22	23	25	16	19	20	19
North West	22	21	22	26	16	20	20	19
Yorkshire and The Humber	21	20	21	24	16	19	20	19
East Midlands	19	18	19	23	15	19	20	18
West Midlands	20	20	20	25	16	19	20	19
East	18	18	18	23	15	19	20	18
London	34	35	35	35	18	23	23	21
South East	18	18	18	23	15	19	20	18
South West	18	18	18	23	15	19	20	18
<b>Total England</b>	<b>22</b>	<b>21</b>	<b>22</b>	<b>26</b>	<b>16</b>	<b>20</b>	<b>20</b>	<b>19</b>
Scotland	7	7	7	14	13	16	17	16
Wales	20	19	20	24	16	19	20	19
Northern Ireland	7	7	7	14	13	16	17	16
<b>Total UK identifiable expenditure</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>24</b>	<b>16</b>	<b>19</b>	<b>20</b>	<b>19</b>

**Table 5.10 Home Office identifiable expenditure on services by function, country and region, for 2007–08**

<i>£ million</i>	North East	North West	Yorkshire and The Humber	East Midlands	West Midlands	East	London	South East	South West	England	Scotland	Wales	Northern Ireland	UK identifiable expenditure	OUTSIDE UK	Total identifiable expenditure	Not identifiable	Totals
<b>HOME OFFICE</b>																		
<b>Public order and safety</b>																		
Police services	29.2	78.7	58.7	49.2	61.3	63.2	94.3	92.9	57.7	585.2	52.1	33.8	17.9	688.9	2.5	691.4	2,229.4	2,920.8
<i>of which:</i>																		
Immigration and citizenship	0.8	2.1	1.6	1.4	1.7	1.7	2.3	2.6	1.6	15.7	1.6	0.9	0.5	18.7	2.5	21.2	1,727.9	1,749.1
Other police services	28.5	76.6	57.1	47.8	59.7	61.4	91.9	90.4	56.2	569.5	50.5	32.9	17.3	670.2	0.0	670.2	501.6	1,171.8
R&D public order and safety	1.1	3.0	2.2	1.9	2.3	2.4	3.7	3.5	2.2	22.3	1.9	1.3	0.7	26.1	0.0	26.1	0.0	26.1
Public order and safety n.e.c.	10.1	27.2	20.0	16.4	21.1	21.0	36.5	30.9	19.2	202.3	14.6	11.5	5.0	233.4	0.1	233.5	0.0	233.5
<b>Total public order and safety</b>	<b>40.4</b>	<b>108.9</b>	<b>80.9</b>	<b>67.4</b>	<b>84.7</b>	<b>86.6</b>	<b>134.5</b>	<b>127.4</b>	<b>79.1</b>	<b>809.8</b>	<b>68.5</b>	<b>46.6</b>	<b>23.5</b>	<b>948.4</b>	<b>2.6</b>	<b>951.0</b>	<b>2,229.4</b>	<b>3,180.4</b>
<b>Social protection</b>																		
Old age	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.1	0.1	0.8	0.0	0.1	0.0	0.9	0.0	0.9	0.0	0.9
<b>Total social protection</b>	<b>0.1</b>	<b>0.1</b>	<b>0.1</b>	<b>0.1</b>	<b>0.1</b>	<b>0.1</b>	<b>0.2</b>	<b>0.1</b>	<b>0.1</b>	<b>0.8</b>	<b>0.0</b>	<b>0.1</b>	<b>0.0</b>	<b>0.9</b>	<b>0.0</b>	<b>0.9</b>	<b>0.0</b>	<b>0.9</b>
<b>TOTAL FOR HOME OFFICE</b>	<b>40.5</b>	<b>109.0</b>	<b>80.9</b>	<b>67.5</b>	<b>84.8</b>	<b>86.6</b>	<b>134.7</b>	<b>127.5</b>	<b>79.1</b>	<b>810.6</b>	<b>68.5</b>	<b>46.6</b>	<b>23.5</b>	<b>949.3</b>	<b>2.6</b>	<b>951.9</b>	<b>2,229.4</b>	<b>3,181.3</b>

**Table 5.11 Distribution of Senior Civil Service (SCS) salaries (actual) as at end of March 2009**

Salary bands	SCS within the range as at end of March 2009	Percentage
Less than £55k	8	3.70
£55k–£60k	12	5.56
£60k–£65k	23	10.65
£65k–£70k	21	9.72
£70k–£75k	23	10.65
£75k–£80k	23	10.65
£80k–£85k	35	16.20
£85k–£90k	9	4.17
£90k–£95k	9	4.17
£95k–£100k	7	3.24
£100k–£105k	9	4.17
£105k–£110k	1	0.46
£110k–£115k	5	2.31
£115k–£120k	1	0.46
£120k–£125k	7	3.24
£125k–£130k	7	3.24
£130k–£135k	2	0.93
£135k–£140k	3	1.39
£140k–£145k	3	1.39
£145k–£150k	0	0.00
£150k–£155k	1	0.46
£155k–£160k	2	0.93
£160k–£165k	1	0.46
£165k–£170k	0	0.00
£170k–£175k	0	0.00
£175k–£180k	1	0.46
£180k–£185k	1	0.46
£185k–£190k	1	0.46
£190k–£195k	0	0.00
£195k–£200k	0	0.00
£200k–£205k	1	0.46
<b>Total</b>	<b>216</b>	<b>100.00</b>

(1) This information has been extracted from the DataView database using actual salaries.

(2) Staff numbers include SCS, including grade equivalents in the Home Office Headquarters, UK Border Agency, Identity and Passport Service and Criminal Records Bureau.



## CHAPTER 6

# Parliamentary and public scrutiny

The Home Office is accountable to the public for all of its activities and expenditure, and transparency in all our work is of paramount importance.

One of the ways in which we are held to account is through the reports produced by the Public Accounts Committee (PAC) and the Home Affairs Committee (HAC). These Parliamentary bodies provide in-depth scrutiny of the Department's accounting, expenditure, policy and administration, thus providing assurance that we continue to act in the best interests of the UK public. This section also contains details of the procedure for dealing with complaints received from the public, including complaints handled by the Parliamentary Commissioner for Administration (the Ombudsman).

## **PUBLIC ACCOUNTS COMMITTEE RECOMMENDATIONS**

The National Audit Office (NAO) has been reviewing the progress the Home Office has made in implementing all PAC recommendations made in the period 2004–08. A provisional summary of this progress is published as an Annex alongside this Report on the Department's website. We will finalise this summary, following further discussions with the NAO, in time for publication alongside the Department's 2008–09 Resource Accounts, before the 2009 Parliamentary summer recess.

## **REPORTS OF THE HOME AFFAIRS COMMITTEE**

The HAC is charged with examining the expenditure, policy and administration of the Home Office and its associated public bodies. In carrying out this remit, the HAC aims to strike a balance between inquiries into major policy issues, scrutiny of Bills or draft Bills, and 'one-off' evidence sessions investigating other aspects of the work of the Department.

Between April 2008 and March 2009, the HAC published the following reports:

- *The Surveillance Society?*
- *Domestic Violence, Forced Marriage and 'Honour'-Based Violence*
- *Policing in the 21st Century*
- *Monitoring of the UK Border Agency*
- *Police and the Media.*

In addition, the Home Secretary, Home Office Ministers and officials appeared before the HAC to give evidence at sessions on:

- the work of the Home Office;
- immigration issues/monitoring of the UKBA;
- human trafficking;
- policing process of Home Office leak inquiries;
- MPs' representations in immigration and asylum cases;
- the Points-Based System;

- knife crime; and
- policing in the 21st century.

The reports and evidence sessions are available at: [www.parliament.uk/parliamentary\\_committees/home\\_affairs\\_committee/home\\_affairs\\_committee\\_reports\\_and\\_publications.cfm](http://www.parliament.uk/parliamentary_committees/home_affairs_committee/home_affairs_committee_reports_and_publications.cfm)

## **REPORTS AND RESPONSES *The Surveillance Society?***

On 20 May 2008 the HAC published the results of its inquiry into *The Surveillance Society?*. This was a wide-ranging inquiry into the growth of public and private databases and those forms of surveillance directly relevant to the work of the Home Office. The Committee considered: access by public agencies to private databases; data-sharing between government departments and agencies; existing safeguards for data use and whether they are strong enough; the monitoring of abuses; potential abuse of private databases by criminals; the case for introducing privacy impact assessments; privacy-enhancing technologies; and profiling.

The Government's response to the report was published as a Command Paper (Cm 7449) in July 2008. The Government welcomed the results on the inquiry and in particular the report's set of ground rules for government and specifically the Home Office. The Government also welcomed the committee's rejection of the characterisation that we live in a surveillance society where the state is engaged in a centralised network of collecting and analysing information on the individual.

The Committee received a response from the Information Commissioner in the form of a memorandum on 1 August 2008. This was published as an Appendix to this Special Report on 5 December 2008.

## ***Domestic Violence, Forced Marriage and 'Honour'-Based Violence***

The HAC published a report on its inquiry into *Domestic Violence, Forced Marriage and 'Honour'-Based Violence* on 13 June 2008, following evidence sessions with a range of statutory and voluntary sector contributors. The report made 111 conclusions and recommendations. The Home Office was reflected well with recognition of the progress that has been made in

the Criminal Justice System (specialist courts, Multi-Agency Risk Assessment Conferences and Independent Domestic Violence Advisors) as well as the work of the Forced Marriage Unit. There were also criticisms aimed at a lack of a prevention strategy and specialist accommodation for victims, and the ‘postcode lottery’ of services.

The Government responded to the report on 23 July 2008 and provided an update on progress at the end of September, with work already in place to address the majority of the committee’s concerns. Two outstanding issues at the time were the implementation of S12 of the Domestic Violence, Crime and Victims Act 2004 – implementation has recently been announced for September 2009 – and the commencement date for the no recourse to public funds scheme in relation to domestic violence victims who are successful in applying for indefinite leave to remain, which has recently been announced as being by the end of May 2009. The Committee also recommended that there should be a cross-government violence against women strategy and the Home Secretary announced a consultation on this on 9 March 2009.

### ***Policing in the 21st Century***

The HAC undertook an inquiry into policing in the 21st century, which examined progress made with the programme of police reform initiated by the Government since 2001. The focus on the inquiry was on how expectations of the police service have changed, and the resources that the police have to meet these expectations. The Home Office submitted written evidence to the inquiry on 14 February 2008. The evidence explained that the Home Office priorities for policing are driven by the new PSA targets which put a stronger focus on seriousness and flexibility. It set out how the Home Office is focusing on seriousness, through greater collaboration on protective services, tackling serious and violent crime and continuing to protect people from the threat of terrorism, and giving police forces greater freedom to respond flexibly to local concerns, through neighbourhood policing and bureaucracy reduction.

### ***Monitoring of the UK Border Agency***

This report was published following an evidence session with Linda Costelloe Baker, Independent Monitor for Entry Clearance Refusals without the Right of Appeal, and John Vine, Chief Inspector of the UK Border Agency, which took place on 18 November 2008.

The report covered initial decision-making on visa applications by UK Border Agency staff, the clarity of refusal notices, the evidence base for visa refusals and issues, and the transition from the Independent Monitor to the Chief Inspector of the UK Border Agency. Eight recommendations were made by the Committee, focussing on the training provided to entry clearance staff and the transitional arrangements between the Independent Monitor and the Chief Inspector.

In a letter from Minister of State Phil Woolas to the Committee, the Government accepted some of the recommendations on the training for entry clearance staff but did not accept the recommendation that the Government should retain the role of the Independent Monitor beyond April 2009. The Chief Inspector of the UK Border Agency and his staff are fully prepared to cover the remit of the Independent Monitor’s role from April 2009.

### ***Police and the Media***

On 18 January 2009 the HAC published a report into the interaction between police forces and journalists. Such interaction is a matter for individual forces working to advice issued by the ACPO and the government response reflects this.

The report concentrated on three specific areas: the practice of holding off-the-record briefings during ongoing police operations; instances where police forces have failed to release information to the media; and attempts by police to control media reporting.

### **EVIDENCE SESSIONS**

In addition the Home Secretary, Home Office Ministers and officials appeared before the HAC to give evidence at a number of sessions, and a brief summary of each is set out below:

### **Policing in the 21st century**

Minister of State Tony McNulty provided oral evidence to the committee on 1 July 2008. In doing so he explained to the Committee that the Government was addressing the challenges faced by policing a new century by publishing a new Policing Green Paper, *From the neighbourhood to the national: policing our communities together*, on 17 July 2008. The Green Paper set out the next stage of reform, which has been made possible because of performance on cutting crime and the record levels of investment over the last decade. The HAC published its report on 10 November 2008, which focused on the impact of alcohol-related crime, police targets, bureaucracy, visibility of the police, and serious organised crime. The government response, published on 25 February 2009, strongly welcomed the Committee's report, which contained a great number of observations and constructive recommendations, many of which have already been initiated through the reforms outlined in the Policing Green Paper.

Minister of State Vernon Coaker subsequently gave oral evidence to the Committee on 31 March 2009. He answered questions from Committee members on alcohol pricing and licensing policy, the investigation of fraud, the new confidence targets for police forces, measures to reduce police bureaucracy including the roll-out of mobile data technology, and efforts to encourage police forces to improve collaboration.

### **The work of the Home Office**

The annual evidence session on the work of the Home Office took place on 13 November 2008 when the Home Secretary appeared before the Committee. Areas raised included:

**The Metropolitan Police Commissioner** – general discussion included the circumstances of the Commissioner's resignation. There was also discussion on the procedures in respect of appointing the new Commissioner, including the role of the Mayor of London in the process, and whether the post of the Commissioner had become politicised.

**Police pay** – there was a discussion on the police pay award, including why the Government had accepted the current Police Negotiating Board recommendation after rejecting the previous year's, and the decision not to

introduce a police pay review body. There was also discussion on police conditions of service such as travel rights and pension arrangements.

**Crime reporting in the media** – there was a general discussion on the way that police forces provided information to the media. This included discussion on the Policing Pledge, the Policing Green Paper and crime mapping.

**Knife crime** – there was general discussion on the law enabling police officers to search people suspected of carrying knives, including stop and search and the numbers of those suspected of carrying a knife. There was also discussion on what was being done to educate young people. This included current campaigns being run, safer neighbourhood policing and information sharing on social networking sites.

**Migration policy** – main points raised included population projections and the Points-Based System.

**CONTEST** – there was general discussion on the CONTEST strategy, including preparations and equipment in place and the current threat level.

**Counter-terrorism** – there was discussion on the Government's proposal for a 42-day detention limit and the Counter-Terrorism (Temporary Provisions) Bill. There was also discussion on the numbers of people involved in terrorism, whether they were foreign nationals and whether they would be deported.

**Binyam Mohammed** – there was general discussion on the case of Binyam Mohamed who was being held in Guantanamo Bay, including the role of the Security Service in the case.

**Darfuri asylum seekers** – there was a discussion on the treatment of failed Darfuri asylum seekers and the role of Sudanese officials in the re-documentation process.

**Security Industry Authority (SIA)** – there was a short discussion on the Committee's forthcoming evidence session on the SIA.

**Gurkhas** – there was a general discussion on the settlement rights of Gurkhas in the UK following the Committee's report on the subject.

**Domestic violence and forced marriage** – there was discussion on the Committee’s recommendations following their report on the subject, including raising the sponsorship age from 18 to 21 and the co-operation of Bangladeshi authorities in forced marriage cases.

**Human trafficking** – main area of discussion focused on the Metropolitan Police’s Human Trafficking Unit and their funding.

**Data loss** – there was general discussion following the Committee’s report that covered loss of personal data (*The Surveillance Society?*) and the Government’s response to the recommendations. There was also discussion on the DNA database.

**Female genital mutilation (FGM)** – main points of the discussion focused on the Metropolitan Police’s unit that combats FGM, the number of cases it had investigated and the number of prosecutions.

**Identity fraud** – there was a general discussion on what was being done to tackle fraudulent identity documents, such as passports, and their illegal use in areas such as claiming benefit.

**Alcohol** – topics included the Safe, Sensible, Social National Alcohol Strategy, alcohol-related crime and alcohol referral pilots.

### ***Immigration issues/Monitoring of the UKBA***

Phil Woolas, Minister of State for Borders and Immigration, and Lin Homer, Chief Executive of the UK Border Agency, appeared before the HAC on 20 November 2008. The discussion was wide ranging but the main topics covered were: levels of migration; the Points-Based System; identity cards; the Borders, Immigration and Citizenship Bill; the deportation of foreign national prisoners; and the resolution of the backlog of older cases.

### ***Human trafficking***

On 9 December 2008, Alan Campbell, Parliamentary Under Secretary of State for Crime Reduction and Harriet Harman, Leader of the House appeared before the Committee. Areas raised during the session included:

**Demand for sexual services** – the introduction of a strict liability offence, focused on users of sexual services, within the Policing and Crime Bill and the enforceability of this offence; and the advertising of escort agencies in newspapers.

**Children** – child begging and the involvement of children in organised criminal activity such as cannabis cultivation.

**Treatment of victims** – victims of human trafficking as a human rights issue rather than an immigration matter; the UKBA response to those victims of trafficking who may have an irregular immigration status; victims who are in breach of visa regulations; and victims of trafficking for domestic servitude.

**Enforcement** – the number of prosecutions for human trafficking offences and the ease of prosecuting offenders; the use of other agencies in identifying human trafficking victims; current and future funding of the dedicated Metropolitan Police trafficking team; co-operation between different enforcement agencies; and the role of the United Kingdom Human Trafficking Centre.

**International** – Co-operation with both source and transit countries; and the effectiveness of Europol.

### ***Policing process of Home Office leak inquiries***

The Home Secretary and the Permanent Secretary appeared in front of the Committee to give evidence on the police investigation into the unauthorised release of government information from the Home Office. They also discussed the publication of crime statistics by the Home Office, and the Home Secretary confirmed that she had asked HMIC to undertake a quality assurance exercise into one sub-category of violent crime statistics.

### ***MPs’ representation in immigration and asylum cases***

Meg Hillier, Parliamentary Under Secretary of State for Identity, and Glyn Williams, Visa Services Directorate, UK Border Agency International Group appeared before the HAC on 3 March 2009. This discussion focused on MPs’ representations in Immigration and asylum cases. Other issues covered were forced marriage and the resolution of the backlog of older cases.

### **Points-Based System (PBS)**

Phil Woolas, Minister of State for Borders and Immigration, Matthew Coats, Director of Immigration Group, UK Border Agency, and Mr Neil Hughes, Director of the Points-Based System, UK Border Agency appeared before the HAC on 17 March 2009. The discussion covered: the number of PBS migrants; the Migration Advisory Committee; the resident labour market test, maintenance and salary requirements; administrative review; and concerns from specific industries, in particular ethnic catering, law firms, universities and their concerns about the IT system, the arts sector and their concerns about application times, and provisions for footballers. There was also some discussion about other areas including population projections and Office for National Statistics figures, the Sangatte refugee camp, illegal immigrants, and an amnesty.

### **Knife crime**

On 24 March 2009, Alan Campbell MP, the Home Office Parliamentary Under Secretary of State and the Rt Hon David Hanson MP, Minister of State for the Ministry of Justice appeared before the Committee.

The evidence session concentrated on the success of the Tackling Knives Action Programme (TKAP), the publication of statistics related to the TKAP in December 2008 and the effectiveness of the 'It Doesn't Have To Happen' media campaign which also supported the programme. In addition, the Minister was asked to outline what cross-government structure has been in place to address this work, and who chaired it, the frequency of these meetings, and when government will announce in Parliament that its measures to tackle knife crime have brought it under control.

The Committee asked about whether the Government has been mindful of the focus on gangs and the need to make careful distinctions regarding positive groups of young people who gather; what joint-funded government approaches have been developed during the TKAP; the Government's position and what barriers exist to effective data-sharing; the use of restorative justice; government efforts for parents to take more responsibility; the impact of violent video games and the implementation of the Byron Report; and the effectiveness of our work with retailers on reducing the availability of knives.

The Committee sought to learn about wider work and asked a range of questions on: our consideration of international comparisons in tackling knife crime; the Scottish Violence Reduction Unit and their public health approach to addressing violence; the use of conflict management programmes to address tensions between young people; and the role of Richard Taylor as the Prime Minister's envoy on knife crime.

### **COMPLAINTS RECEIVED BY THE DEPARTMENT**

Complaints directed to the Home Office are received by the Direct Communications Unit ([public.enquiries@homeoffice.gsi.gov.uk](mailto:public.enquiries@homeoffice.gsi.gov.uk)) and allocated to the relevant policy unit to be addressed. Each unit manages the complaints it receives independently. The Department aims to respond within 20 working days but this can take longer depending on the nature of the complaint.

The UK Border Agency (previously the Border and Immigration Agency and UKvisas) has an independent process for dealing with complaints. There is a complaints page on the Agency's website ([www.ukba.homeoffice.gov.uk/contact/makingacomplaint/howtomakeacomplaint/](http://www.ukba.homeoffice.gov.uk/contact/makingacomplaint/howtomakeacomplaint/)) which includes a complaints registration form, details of where to send the complaint, and guidance on how the complaint will be dealt with. The UKBA aims to respond within 20 working days but again this can take longer depending on the nature of the complaint.

The other Home Office agencies and NDPBs have similar processes for dealing with complaints. Details can be found on the following websites:

- Identity and Passport Service [www.ips.gov.uk/passport/ContactForms/contact-complaints.aspx](http://www.ips.gov.uk/passport/ContactForms/contact-complaints.aspx)
- Criminal Injuries Compensation Authority [www.cica.gov.uk/About-CICA/How-do-I-make-a-complaint/](http://www.cica.gov.uk/About-CICA/How-do-I-make-a-complaint/)
- Tribunals Service [www.cicap.gov.uk/Documents/ApositivestepforwardNewTS\\_WEB.pdf](http://www.cicap.gov.uk/Documents/ApositivestepforwardNewTS_WEB.pdf)
- Security Industry Authority [www.the-sia.org.uk/information/contact\\_us/complaints.htm](http://www.the-sia.org.uk/information/contact_us/complaints.htm)

- Office of the Immigration Services Commissioner [www.oisc.gov.uk/complaints\\_about\\_immigration\\_advice/](http://www.oisc.gov.uk/complaints_about_immigration_advice/)
- Parole Board [www.paroleboard.gov.uk/contact/complaints/](http://www.paroleboard.gov.uk/contact/complaints/)

Complaints should be satisfied by the above process but in the case that they are not, a member of the public may refer the complaint, with the support of an MP, to the Parliamentary Commissioner for Administration – the Ombudsman. The Ombudsman’s role is to investigate complaints by members of the public about government departments and their executive agencies.

In 2007–08, the Ombudsman received 507 complaints against the Home Office, of which 67 were reported on as shown in the table below. These figures have been taken from the most recently published Ombudsman’s Annual Report 2007–08. For more information on the Ombudsman complaints process and classification of complaints, refer to: [www.ombudsman.org.uk/improving\\_services/annual\\_reports/index.html](http://www.ombudsman.org.uk/improving_services/annual_reports/index.html)

2007–08 complaints	Reported on	Fully upheld	Partly upheld	Not upheld
Border and Immigration Agency*	52	52%	33%	15%
Criminal Records Bureau	6	17%	67%	17%
UKvisas*	3	67%	0%	33%
Security Industry Authority	2	50%	50%	0%
Criminal Injuries Compensation Appeals Panel	1	0%	100%	0%
Criminal Injuries Compensation Authority	1	0%	100%	0%
Home Office	1	0%	100%	0%
Identity and Passport Service	1	0%	0%	100%
<b>Total</b>	<b>67</b>	<b>46%</b>	<b>37%</b>	<b>16%</b>
* The Border and Immigration Agency and UKvisas have now been integrated to become the UK Border Agency. UKvisas was joint Home Office and Foreign and Commonwealth Office, but is now Home Office only.				

For a complaint to be ‘fully upheld’, all issues within a complaint are accepted. ‘Partly upheld’ means some of the issues in the complaint are accepted. For a complaint to be ‘not upheld’, none of the issues of the complaint have been accepted by the Ombudsman.

## Sources of further information

### Home Office

2 Marsham Street  
London SW1P 4DF

E-mail: [public.enquiries@homeoffice.gsi.gov.uk](mailto:public.enquiries@homeoffice.gsi.gov.uk)

Tel: 020 7035 4848

Fax: 020 7035 4745

### UK Border Agency

Lunar House  
40 Wellesley Road  
Croydon CR9 2BY

Employers' helpline Tel: 0845 010 6677

Immigration enquiries Tel: 0870 606 7766

Application forms Tel: 0870 241 0645

### Identity and Passport Service

Globe House  
89 Eccleston Square  
London SW1V 1PN

Tel: 0870 521 0410

### Criminal Records Bureau

CRB Customer Services

PO Box 110

Liverpool L69 3EF

Information line Tel: 0870 90 90 811

Registration and  
disclosure applications Tel: 0870 90 90 844

Minicom line Tel: 0870 90 90 344

The CRB is open for business from 8am to 8pm on weekdays and 10am to 5pm on Saturdays (closed on Sundays and public holidays).

### Useful links

[www.cjsonline.gov.uk](http://www.cjsonline.gov.uk)

[www.cps.gov.uk](http://www.cps.gov.uk)

[www.crb.gov.uk](http://www.crb.gov.uk)

[www.dca.gov.uk](http://www.dca.gov.uk)

[www.drugs.gov.uk](http://www.drugs.gov.uk)

[www.hmprisonservice.gov.uk](http://www.hmprisonservice.gov.uk)

[www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)

[www.justice.gov.uk](http://www.justice.gov.uk)

[www.noms.homeoffice.gov.uk](http://www.noms.homeoffice.gov.uk)

[www.npia.police.uk](http://www.npia.police.uk)

[www.parliament.uk](http://www.parliament.uk)

[www.passport.gov.uk](http://www.passport.gov.uk)

[www.soca.gov.uk](http://www.soca.gov.uk)

[www.ukba.homeoffice.gov.uk](http://www.ukba.homeoffice.gov.uk)

[www.yjb.gov.uk](http://www.yjb.gov.uk)

# List of acronyms

ACPO	Association of Chief Police Officers	PNC	Police National Computer
APA	Association of Police Authorities	PSA	Public Service Agreement
ASBO	Anti-Social Behaviour Order	RICU	Research, Information and Communications Unit
BCS	British Crime Survey	SCS	Senior Civil Service
CBRN	chemical, biological, radiological and nuclear	SOCA	Serious Organised Crime Agency
CBRNE	chemical, biological, radiological, nuclear and explosives	TES	Total Expenditure Services
CDRP	Crime and Disorder Reduction Partnership	TKAP	Tackling Knives Action Programme
CJS	Criminal Justice System	UKBA	UK Border Agency
CRB	Criminal Records Bureau	VfM	value for money
CSP	Community Safety Partnership	YCAP	Youth Crime Action Plan
CTIU	Counter Terrorism Intelligence Unit		
CTU	Counter Terrorism Unit		
DHI	Drug Harm Index		
DSO	Departmental Strategic Objective		
EEA	European Economic Area		
EU	European Union		
HAC	Home Affairs Committee		
HES	Hospital Episode Statistics		
HMIC	Her Majesty's Inspectorate of Constabulary		
IPS	Identity and Passport Service		
JARD	Joint Assets Recovery Database		
LCJB	Local Criminal Justice Board		
NCJG	Neighbourhood Crime and Justice Group		
NDPB	Non-Departmental Public Body		
NDTMS	National Drug Treatment Monitoring System		
NIS	National Identity Service		
NPIA	National Policing Improvement Agency		
OSCT	Office for Security and Counter-Terrorism		
PAC	Public Accounts Committee		

## Photo credit

Courtesy of Smith Davis Press

Printed in the UK for The Stationery Office Limited  
on behalf of the Controller of Her Majesty's Stationery Office

ID 6126892 06/09

Printed on paper containing 75% recycled fibre content minimum.



Published by TSO (The Stationery Office) and available from:

**Online**

**[www.tsoshop.co.uk](http://www.tsoshop.co.uk)**

**Mail, Telephone Fax & E-Mail**

TSO

PO Box 29, Norwich, NR3 1GN

Telephone orders/General enquiries 0870 600 5522

Order through the Parliamentary Hotline Lo-Call 0845 7 023474

Fax orders: 0870 600 5533

E-mail: [customer.services@tso.co.uk](mailto:customer.services@tso.co.uk)

Textphone: 0870 240 3701

**The Parliamentary Bookshop**

12 Bridge Street, Parliament Square,

London SW1A 2JX

Telephone orders/ General enquiries: 020 7219 3890

Fax orders: 020 7219 3866

Email: [bookshop@parliament.uk](mailto:bookshop@parliament.uk)

Internet: <http://www.bookshop.parliament.uk>

**TSO@Blackwell and other Accredited Agents**

Customers can also order publications from

TSO Ireland

16 Arthur Street, Belfast BT1 4GD

028 9023 8451 Fax 028 9023 5401

ISBN 978-0-10-175922-9



9 780101 759229