DEPARTMENTAL REPORT 2007

Home Office

This document is part of a series of Departmental Reports (Cm 7091 to Cm 7117) which, along with the Main Estimates 2007–08, the document *Public Expenditure Statistical Analyses 2007* and the *Supplementary Budgetary Information 2007–08*, present the Government's expenditure plans for 2007–08, and comparative outturn data for prior years.

The Home Office Departmental Report

2007

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

May 2007

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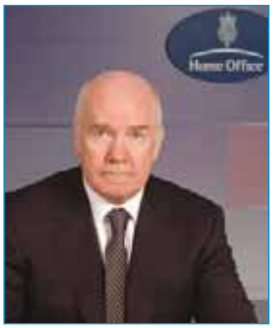
Foreword by the Home Secretary: The Rt Hon. Dr John Reid MP



The Home Office today is a very different Department to what it was a year ago. Thanks to considerable reform and restructuring we can now focus more clearly on achieving our purpose – protecting the public, securing our future. I am very proud of the great improvements we have made, and grateful to all those who have worked hard to help the Department meet the challenges it has faced.

Internal restructuring and reform has been accompanied by some tremendous successes against our objectives:

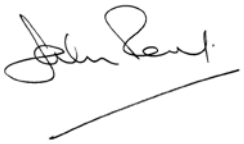
- more failed asylum seekers were removed than unfounded applications received;
- acquisitive crime has fallen by 20 per cent since the Drug Interventions Programme was launched; and
- 1,200 new prison places have been provided, with many more planned.

Looking forward, I am confident that the re-focused Home Office is now in a better position to face the challenges of the modern world. The Department can concentrate on combating the ever increasing threat to our security – on an individual, community and national scale by delivering its core activities of protecting the public, maintaining the integrity of our borders and securing the nation.

Terrorists have shown themselves to be adept at constantly adapting their tactics; we must become faster, brighter and more agile at countering the threat they pose. The new Office for Security and Counter-Terrorism will bring together key counter-terrorism functions to ensure a seamless, integrated, flexible response in the battle against international terrorism.

The Border and Immigration Agency is the next step in delivering a fair immigration system in which the public have confidence. It will enjoy greater operational freedom to maintain an effective presence at ports, engage more front-line staff, and process immigration cases quickly and effectively.

I recently announced my intention to resign as Home Secretary when the Prime Minister stands down. Whilst I am sad to be leaving my many friends and colleagues in the Department, I am very proud of what we have achieved here together. I can leave with the confidence that the changes we have made in the Home Office enable it to meet the challenges of today's world better and to serve the public. I am very glad to have been able to lead this programme of change.



Rt Hon. Dr John Reid MP

Foreword by the Permanent Secretary: Sir David Normington

This has been a momentous year for the Home Office. It began with problems over foreign national prisoners and ended with a decision to transfer responsibility for prisons, probation and the criminal law and sentencing to a new Ministry of Justice.

We were often in the headlines – and not always for the right reasons.

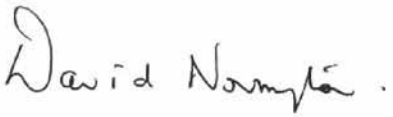
However, what this report shows is that behind the headlines, 2006–07 has been a year of sustained improvement.

We are on course to meet almost all our 2004 Spending Review Public Service Agreement targets: reducing crime, the fear of crime and re-offending, improving the delivery of justice and reducing unfounded asylum claims. We have invested resources in our front-line services, such as neighbourhood policing and the immigration service. We have met our value for money targets, 15 months early, making gains of £2,350 million.

We also implemented on schedule the reform programmes we announced in July 2006. These are tackling the underlying weaknesses in the Home Office's leadership, processes, systems and skills. While this is very much work in progress, I believe we have laid the basis for sustained improvement.

We carry this reform programme into the new Home Office. From 9 May we have new responsibilities for security and counter-terrorism to put alongside our existing responsibilities for policing and crime reduction, borders and immigration, and identity and passports.

I am confident that the improvements we have made in 2006–07 stand us in good stead for continuing improved performance in 2007–08.



David Normington

Summary of performance on Spending Review 2004 targets*

TARGET		PROGRESS
PSA1	Reduce crime by 15%, and further in high crime areas, by 2007–08.	Overall: slippage Greater reduction in high crime areas: on course
PSA2	Reassure the public, reducing the fear of crime and anti-social behaviour and building confidence in the Criminal Justice System without compromising fairness.	Overall: on course Fear of crime: on course Concern that anti-social behaviour is a problem: on course Confidence in local police: ahead Victim and witness satisfaction: on course Public confidence in Criminal Justice System: on course Black and minority ethnic perceptions of fair treatment: on course
PSA3	Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007–08.	Overall: ahead Offences brought to justice: ahead
PSA4	Reduce the harm caused by illegal drugs, including substantially increasing the number of drug-misusing offenders entering treatment through the Criminal Justice System.	Overall: on course Reduce the harm caused by illegal drugs: on course Number of drug-misusing offenders entering treatment through the Criminal Justice System: on course
PSA5	Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.	Overall: ahead Reducing unfounded asylum claims: ahead
Value for money	Home Office value for money target: to achieve gains worth £1.97 billion p.a. (of which £1.24 billion would be cashable) by 2007–08, including by reducing the size of headquarters by 2,700 full-time equivalent posts.	Overall: ahead Value for money: ahead
Police standard	Maintain improvements in police performance, as monitored by the Police Performance Assessment Framework (PPAF), in order to deliver the outcomes expressed in the Home Office PSA.	Overall: on course The performance of all police forces: on course
NOMS standard	Protect the public by ensuring there is no deterioration in the levels of re-offending by young offenders and adults. Maintain the current low rate of prisoner escapes, including Category A escapes.	Overall: slippage Re-convictions of young offenders: slippage Re-convictions of adults: on course Escapes: ahead

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

Organisational Chart

Home Secretary
Dr John Reid

Permanent Secretary
Sir David Normington

Home Office

The Ministerial Team

Minister of State for Security, Counter-Terrorism & Police
Tony McNulty

Parliamentary Under-Secretary of State
Vernon Coaker

Minister of State for Crime Reduction
Baroness Patricia Scotland

Parliamentary Under-Secretary of State
Joan Ryan

Minister of State for Immigration and Asylum
Liam Byrne

The Home Office Board

Director General Crime, Policing & Counter Terrorism
Moira Wallace

Director General Financial & Commercial
Helen Kilpatrick

Chief Executive Office for Criminal Justice Reform
Ursula Brennan

Director of Group Human Resources
John Marsh

Director General Performance & Reform
Peter Makeham

Chief Executive Identity & Passport Service
James Hall

Chief Executive Border & Immigration Agency
Lin Homer

The Non-Executive Directors

Derrick Anderson

John Heywood

Notes on Ministerial changes

Responsibility for criminal justice and offender management moved to the Ministry of Justice in the machinery of Government change on 9 May 2007. The chart above shows the Ministerial team from that date

Gerry Sutcliffe left the Ministerial team, moving to the Ministry of Justice, on 9 May 2007

Notes on Home Office Board changes

Helen Edwards served on the Board as Chief Executive of the National Offender Management Service until May 2007
James Hall replaced Alan Barnish in October 2006
Martin Bryant served on the Board as Director of Strategy until November 2006
John Heywood replaced Patrick Carter as a Non-Executive Director in January 2007

Home Offic

Chapter 1

STRUCTURE AND REFORM

CHAPTER 1
Structure and reform

OUR PURPOSE

The Home Office's purpose is to protect the public and secure our future. In doing so we have to tackle some of the most difficult and intractable problems in modern society, striking an appropriate balance between maintaining public safety and guarding the individual freedoms that are taken for granted in advanced democracies.

During 2006–07 we focused on six key objectives:

- protecting the nation from terrorist attack;
- cutting crime, especially violent and drug-related crime;
- enabling people to feel safer in their homes and daily lives, particularly through more visible, responsive and accountable local policing;
- rebalancing the criminal justice system in favour of the law-abiding majority and the victim;
- managing offenders to protect the public and reduce re-offending; and
- securing our borders, preventing abuse of our immigration laws and managing migration to boost the UK.

Details of how we worked to deliver on these objectives are given in Chapter 2 of this report.

Following the machinery of government change, which became effective on 9 May, the Home Office remains responsible for crime and crime reduction, policing, security and counter-terrorism, borders and immigration, and passports and identity. In the year ahead we will be working to a revised set of objectives:

- help people feel safer in their homes and local communities;
- protect the public from terrorist attack;
- cut crime, especially violent, drug and alcohol related crime;
- support visible, responsive and accountable policing;
- strengthen our borders, fast-track asylum decisions, ensure and enforce compliance with our immigration laws and boost Britain's economy;
- safeguard people's identity and the privileges of citizenship; and
- work with our partners to build an efficient, effective and proportionate Criminal Justice System.

The Ministry of Justice retains the responsibilities that fell to the Department for Constitutional Affairs and has taken responsibility from the Home Office for criminal law and sentencing, for reducing re-offending and for prisons and probation. The Office for Criminal Justice Reform now operates from the Ministry of Justice, but retains its previous responsibilities and continues to report to the Home Secretary, the Secretary of State for Justice and the Attorney General.

MINISTERS AND SENIOR OFFICIALS

The Home Secretary, John Reid, 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.

A Minister of State leads on each of the main pillars of our work:

- security, counter-terrorism and policing;
- crime reduction; and
- immigration and asylum.

Cross-cutting support is provided by two Parliamentary Under-Secretaries of State.

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

REFORM

In July 2006 we announced fundamental and radical changes to the Home Office, the criminal justice system and the immigration system. We presented three plans to transform the Department into a more responsive organisation that puts protecting the public at the heart of everything it does.

Since then, we have been putting these plans into place, transforming the Home Office into a proactive, responsive, reliable department with our staff working together for the public.

These reform programmes are ambitious, and full change will take years, but much has already been accomplished. Examples of our progress are given throughout Chapter 2.

The Reform Action Plan[1] set out how we will reshape the Home Office to:

- focus on front-line delivery;
- develop our people and particularly our leaders;
- match our resources to priorities; and
- transform our systems and processes.

A NEW ORGANISATION TO SUPPORT EFFECTIVE FRONT-LINE DELIVERY

A new headquarters is in place with clear terminology. The Home Office Board sits at the heart of this new structure. Changes to its membership and structure are almost complete. The Board meets regularly with the Ministerial Team to agree priorities and review the Compact.[2]

A small and coherent strategic centre, overseen by a single Director General, is beginning to support the Board and business areas in driving improvements to our delivery performance. For the first time this brings together strategic finance, human resources and procurement with strategy, performance management and reform.

The strategic centre and business areas have set out clearly how they will work together in a collaborative and supportive way. They are supported by a portfolio of professional services, including legal advisers, communications, and programme and project management support. Ambitious plans for transactional shared services are well under way. This allows the businesses to focus on front-line delivery and the Department to make significant efficiency and headcount gains, in support of its published targets.

Significant changes have been made to each of the Home Office's businesses:

The Border and Immigration Agency exists in shadow form with an agreed performance framework and business plan. Its creation has been marked by greater border visibility and success in meeting the 'tipping-point' target. A new enforcement strategy was launched in February, proposing a cross-government approach to tackling illegal immigration.

The Crime Reduction and Community Safety Group has simplified performance management arrangements in place for its delivery partners, moving towards completion of the Assessments of Policing and Community Safety (APACS) system in April 2008. **The National Policing Improvement Agency** has been vested, moving a number of key policing processes closer to the front line.

The Identity and Passport Service has reviewed its management structure and made several new Board appointments to strengthen the delivery of the National Identity Scheme.

The Office for Criminal Justice Reform has its new operating model in place, built around flexible policy pools and a single point of contact with Local Criminal Justice Boards. It remains a trilateral organisation, although it is now hosted by the Ministry of Justice.

1 www.homeoffice.gov.uk/documents/reform-action-plan.pdf/

2 www.homeoffice.gov.uk/documents/reform-compact.pdf?view=Binary

SYSTEMS AND PROCESSES TO SUPPORT THE NEW ORGANISATION

There are different ways of working in place:

- A new business planning process is operating.
- New policy-making processes and standards have been introduced.
- Flexible policy pools are being introduced in all business areas.
- Programme and project management (PPM) techniques are being mainstreamed. Each director has had their PPM capabilities assessed, and action plans have been put in place to address any weaknesses.
- We have improved some of the key systems and processes that impact on our reputation, particularly risk and data quality.
- We have adopted a more strategic approach to communications.
- We have a more coherent regional presence following the establishment of a Local Delivery Unit.
- The March 2007 MORI research shows that, on the whole, our relationships with stakeholders are improving.

A NEW LEADERSHIP AND PEOPLE WHO ARE SKILLED AND INVOLVED

Supporting the changes at Board level, 18 new appointments at director level have been made since July 2006, including key posts such as crime and drugs, police reform, the National Offender Management Service (NOMS), and leadership and learning.

The reform story has been consistently communicated with staff – in the latest survey 86 per cent of our staff said they had a good understanding of our reform ambition. We are now giving managers in our headquarters the tools they need to communicate with their teams and to feed back the results. Progress has been made with the people strand of the reform programme.

A new appraisal system has been introduced which staff are being trained to use. This will introduce more targeted bonus arrangements and a more consistent approach to dealing with poor performance.

By April 2007 we said we would …	
Objective: New organisation	
Design of new Home Office organisation agreed	Agreed
Immigration and Nationality Directorate shadow executive agency established	Complete
Performance framework for NOMS agreed and NOMS HQ structure operational	Complete
National Policing Improvement Agency operational	Complete
Objective: Systems and processes to support the new organisation	
Simpler performance framework for police in place	In place
Major programme review completed	Complete
Management information system review completed and actions started	Complete
Transition to shared services begins	Transition has started
Objective: New leadership	
Leadership capabilities assessment completed and follow-up action started. Revised bonus system for senior staff operational	Complete

MASSIVE
OPERA SALE
POLICE
POLICE

Chapter 2

DELIVERING BETTER PUBLIC SERVICES IN 2006–07

STRATEGIC OBJECTIVE I:
Protecting the nation from terrorist attack

OVERVIEW AND STRATEGY

The threat to the UK from terrorism remains high. In July 2006 we published our counter-terrorism strategy (CONTEST),[3] which builds on previous work. It focuses on the four key areas of activity that are needed to improve our ability to combat the increasing threats of global terrorism. We work to:

- **prevent** terrorism by tackling its underlying causes;
- **pursue** terrorists and those that sponsor them;
- **protect** the public and UK interests; and
- **prepare** for the consequences of terrorist action.

Countering terrorism is a cross-government objective for which the Home Secretary is lead Minister.

We work with a wide variety of partners, both internal and external, including the Police Service, the Security Service, HM Treasury, the Foreign Office, Communities and Local Government (CLG) and the Immigration Service, as well as agencies in the European Union and NATO countries.

OFFICE FOR SECURITY AND COUNTER-TERRORISM

Following a review that the Prime Minister asked the Home Secretary to conduct in the autumn of 2006, it was concluded that a strengthened approach and developed capability were necessary to counter the terrorist threat. The review identified the need for dedicated and constant political leadership from across government, supported by enhanced co-ordination of the strategy, aims and prioritisation of resources.

At the heart of the review's recommendations was the recognition that one of the most difficult aspects of the threat we face is a struggle for ideas and values and that a new, sustained political focus is needed to tackle the causes of terrorism, and the beliefs that motivate it.

On 29 March 2007 the Prime Minister announced that there would be a new Office for Security and Counter-Terrorism will bring a new drive, more cohesion and greater strategic capacity to our approach to countering terrorism. The Home Secretary will take lead responsibility for the counter-terrorism strategy in relation to security threats in the UK, including their overseas dimension.

The Office for Security and Counter-Terrorism will provide an enhanced resource to carry out horizon scanning, strategy, planning and programme management. In addition, a cross-government Research,

[3] http://security.homeoffice.gov.uk/news-publications/publication-search/general/Contest-Strategy

Information and Communications Unit will be established within the Office for Security and Counter-Terrorism to lead on the struggle for ideas and values. The Office for Security and Counter-Terrorism will also support the Ministerial Committee on Security and Counter-Terrorism on issues such as strategy and planning and balance of investment decisions.

Prevent

We aim to reduce the number of individuals who are drawn to support terrorism or become terrorists, by helping them resist radicalisation and by disrupting the recruitment activities of extremists. To this end, we are working closely with Communities and Local Government and the Foreign Office to develop a strategy with partners across government, in communities and internationally. We focus on developing interventions to protect individuals who are vulnerable to radicalisation and disrupt the activities of those who try to recruit them, while Communities and Local Government will concentrate on the wider socio-economic factors that lead to radicalisation.

We have strong links with the police and the security and intelligence agencies, and we are building partnerships with the full range of front-line delivery agencies. Critically, Prevent works with communities themselves, to ensure that they are robust in identifying and tackling radicalisation.

During 2006–07 we:

- worked with the Department for Education and Skills to publish guidance to university Vice Chancellors and Principals of further education colleges that provide higher education, which will assist them in working with students and staff to increase community cohesion and tackle violent extremism in the name of Islam on campus; and
- developed a package of measures to identify and deal effectively with extremist recruitment in prisons.

Pursue

This element of our strategy aims to improve our understanding of terrorist networks, track down the terrorists, disrupt them and, where we can, bring them to justice.

Prosecution is our preferred way of dealing with terrorist suspects. But where this is not possible, other options aimed at reducing the terrorist threat are considered, including deportation and control orders.

We have negotiated a series of Memoranda of Understanding (MoUs) with Jordan, Libya and Lebanon. These facilitate the deportation of terrorist suspects and include assurances of humane treatment. Similar arrangements for the seeking of assurances of humane treatment have been reached with Algeria.

Control orders are used to protect the public from the risk of terrorism posed by those who cannot be prosecuted for a terrorism-related offence or be deported from the UK, and are made by the Secretary of State with the permission of the courts. They impose obligations on individuals that are tailored to address the risk those individuals pose to the public. As of 31 March 2007, there were 18 control orders in force.

During 2006–07 we:

- strengthened the framework for prosecuting terrorist activity through the Terrorism Act 2006, introducing new offences that include the preparation of terrorist acts and encouragement of terrorism;
- extended the criteria on which terrorist groups can be proscribed or banned;
- deported six individuals to Algeria (following the withdrawal of their immigration appeals) and one to France;
- defended successfully, before the Special Immigration Appeals Commission (SIAC), the first three appeals to be lodged against decisions to deport Algerian terrorist suspects; and
- defended successfully before SIAC our decision to deport a Jordanian national, Abu Qatada. This was the first appeal against deportation in which an MoU on deportation, with its assurances of humane treatment on return and associated monitoring safeguards, was central to the issue.

In the course of 2007–08 we will:

- consider whether we need to strengthen further the legislation available to combat terrorism;
- work with more governments in North Africa and the Middle East, with the aim of agreeing arrangements for deporting to their country of origin foreign nationals who pose a threat to our national security;
- continue to seek to satisfy the courts that these arrangements will enable deportations to proceed; and
- consider how best to improve the effectiveness of control orders, including responding to the recommendations of Lord Carlile, the independent reviewer of terrorism legislation.

COMMUNICATIONS DATA

The European Directive on the retention of communications data was a notable success for the UK Presidency of the European Union. The Directive recognises the critical importance of communications data to the work of both law enforcement and intelligence agencies, and provides a minimum requirement for the retention of communications data across Europe. The Directive applies both to traditional fixed and mobile telephony services and to communications delivered using internet protocol (IP).

We intend to implement the Directive's provisions for traditional telephony services by September 2007, but will work towards the later permitted deadline of March 2009 for IP data, to allow extra time for consultation with industry and other interested parties.

Protect

We aim to make the UK a harder target for terrorists by:

- maintaining effective and efficient delivery of protective security for public figures in the UK;
- reducing the vulnerability of the critical national infrastructure to physical and electronic attack; and
- mitigating the risk and impact of malicious attacks in crowded places.

During 2006–07 we:

- established, on a pilot basis, a new joint unit of police officers and mental health specialists to assess and manage the threat to public figures from fixated individuals; and
- assisted in the development of Project ARGUS, which explores ways to aid businesses in preventing, handling and recovering from a terrorist attack.

In the course of 2007–08 we will:

- further implement the new criminal offence of trespass on protected sites;
- work to gain agreement on the European Programme for Critical Infrastructure Protection;
- support the roll-out of Project ARGUS;
- work with key stakeholders to plan and develop a new funding system for the policing of our airports, acceptable to both airport operators and police forces; and
- complete the roll-out of routine screening arrangements of all traffic entering the UK, to prevent the movement of illicit radioactive material.

PROTECTIVE SERVICES

We have made substantial new investment in police counter-terrorism capabilities, in order to strengthen intelligence and investigatory operations. In 2006–07 we allocated £106 million of the counter-terrorism specific grant to local and regional counter-terrorism policing, and £142 million to the Metropolitan Police Service. In 2007–08 we will be increasing this funding to £138 million for local and regional counter-terrorism policing and £161 million for the Metropolitan Police Service. We are exploring, with forces and authorities, new ways of dealing with the gaps in protective services identified in the HM Inspectorate of Constabulary (HMIC) report *Closing the Gap*.[4]

We have encouraged forces to work together on areas of greatest need in terms of public protection, while we work to improve the environment for collaborative working.

For the programme to improve capabilities and capacity in police protective services, our actions during 2007–08 will include:

- developing counter-terrorism capability outside London, by creating three new counter-terrorism units in the West Midlands, Greater Manchester and West Yorkshire, and enhancing existing regional intelligence cells;
- producing, together with HMIC, a needs assessment framework; and
- establishing 'Demonstrator' forces to pilot new joint-working initiatives.

Longer-term milestones include developing significantly improved capabilities in high-need areas by 2009, and across all forces by 2011, and embedding counter-terrorism as a core activity for

Prepare

Our aim is to improve the UK's response to terrorist attacks and the major disruptive challenges associated with terrorist activities.

During 2006–07 we delivered a programme of real-time, multi-agency exercises, designed not only to test but to improve our ability to respond to a range of scenarios. These are an important element in maintaining and enhancing our national security arrangements and will continue throughout 2007–08.

[4] http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/closinggap05.pdf

COUNTER-TERRORISM SCIENCE AND INNOVATION

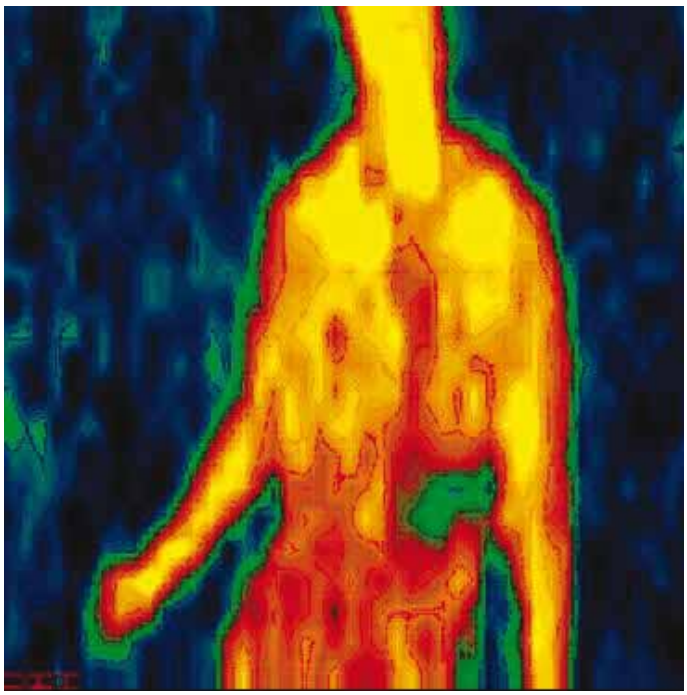
The Home Office leads a cross-government programme to ensure that science and technology are developed strategically to support the delivery of CONTEST.

During 2006–07 we:

- established a framework for the delivery of a cross-departmental science and innovation strategy;
- prioritised three pathfinder research areas – chemical, biological, radiological and nuclear usage, explosives, and social/behavioural science;
- initiated a social/behavioural research programme to support the delivery of the Prevent objectives; and
- delivered, under the Cyclamen programme, mobile radiation detection units to HM Revenue and Customs, and further developed the capability of detection equipment at current sites.

In the course of 2007–08 we will:

- lead the establishment of a science and innovation programme and a Security and Resilience Innovation Task Force;
- roll out the Cyclamen detection capability programme; and
- establish joint projects with international partners.



We provide operational units across government with innovative solutions and advice on methods for detecting and confirming the presence of concealed explosive devices and other weapons.

STRATEGIC OBJECTIVE II:

Cutting crime, especially violent and drug-related crime

OVERVIEW AND STRATEGY

Our strategies to prevent and reduce crime include record levels of investment to prevent young people from becoming offenders in the first place. We are building communities free from drug and alcohol abuse and are tackling problems of most concern to local communities, particularly anti-social behaviour. Focusing on the most serious violent crimes, which cause the most harm to families and communities, remains a top priority.

The *National Community Safety Plan*,[5] which sets out national policing priorities, recognises that community safety cannot be successfully delivered by the police on their own and that effective, broad-based partnerships at national and local level are essential. Many partnerships at a local level are leading the way in this, and the Government is committed to playing its part by simplifying performance management systems and by increasing freedom and flexibility at the local level.

Although good progress has been made in tackling crime and disorder, we have more recently seen a slowdown in the rate of crime reduction. We still need to do more, especially to tackle more serious violence. The challenge we face now is to take the areas of good progress and ensure they are reflected everywhere.

FACTS AND FIGURES

- Crime is down by 35 per cent since 1997 (2005–06 British Crime Survey (BCS) interviews).
- In the three years since the launch of the Drug Interventions Programme, acquisitive crime has fallen by 20 per cent.

To deliver our crime prevention and reduction strategies, we work closely with national and international partners:

- the police and others who make people feel safe in their local communities, such as neighbourhood wardens;
- front-line agencies, such as Crime and Disorder Reduction Partnerships (CDRPs) and Community Safety Partnerships (CSPs), Drug Action Teams, Local Criminal Justice Boards and the many local voluntary and community organisations that play a key role in delivering services to those most in need;
- the Serious Organised Crime Agency (SOCA), our EU partners, the United States and other international allies in combating organised crime; and
- the Department of Health, Department for Work and Pensions, Department for Education and Skills (DfES) and Communities and Local Government, which are targeting the longer-term causes of crime and encouraging the regeneration of communities.

Underpinning our work with local delivery partners, particularly those in CDRPs and CSPs, is a programme of work aimed at reforming their capacity and capability as they work to tackle the problems in their area. This includes:

[5] http://police.homeoffice.gov.uk/news-and-publications/publication/national-policing-plan/national-community-safety

- introducing statutory minimum performance standards for partnerships that set out a clear statement of their core functions. These will be supported by guidance that offers examples of good practice to assist in implementation;
- developing a single performance framework for crime, drugs and policing (under the working title *Assessments of Policing and Community Safety*); and
- developing our support for partnerships and facilitating the sharing of knowledge, information and skills between practitioners, the staff of Government Offices, the Welsh Assembly Government, and policy makers to create more effective and sustainable working practices.

In 2007–08 we will issue a revised and updated Crime Reduction Strategy that will:

- ensure safer communities, continue to prevent and reduce crime, disorder and anti-social behaviour, particularly the most serious crimes, including by tackling the drivers of crime, increasing early intervention and reducing re-offending;
- improve the law-abiding majority's confidence in local agencies that deliver community safety, and perceptions of how crime affects them, by involving communities in dialogue about what matters to them and how their priorities are being tackled; and
- change the balance of the relationship between Government and delivery partners, with a new sense of working in partnership, through a genuine focus on outcomes and increased local flexibility to deliver those outcomes.

Delivery in 2006–07

Overall, crime remained stable in 2005–06 after a historically long period of decline over the last ten years.

Supporting young people and preventing crime in communities

The latest BCS data for the 12 months to December 2006 show that crime was stable compared with the preceding 12 months.

The latest figures from police-recorded crime data showed that the number of offences recorded in the high crime areas – the top 40 CDRPs – fell by 13 per cent between 2003–04 and 2005–06, compared with a fall of 7 per cent in the rest of England and Wales.

Key elements of our strategy include:

- working with national and local partners, in particular the Youth Justice Board (YJB) and DfES, to mitigate factors associated with offending, such as exclusion from school, low educational attainment, drug abuse, truancy and poor parenting;
- targeting those persistent offenders responsible for a disproportionate amount of crime. This involves prevention and deterrence, coupled with action aimed at catching, convicting and rehabilitating those offenders; and
- targeting crime hotspots and preventing repeat victimisation.

During 2006–07 we:

- made available funding of £115 million over two years through the Youth Opportunity Fund and the Youth Capital Fund, to contribute to the Respect programme. This money is ring-fenced so that young people will be able to bid for funds from their local authorities to improve facilities and activities in their neighbourhood;
- invested a further £17 million, through the YJB and local Youth Offending Teams, in targeted prevention programmes for young people who risk being drawn into offending and anti-social behaviour; and
- tackled the small hard core of offenders who commit a disproportionate amount of crime, working through the Prolific and other Priority Offenders (PPO) programme. The programme is currently working with over 10,000 offenders in England and Wales, as well as a further 4,000 young offenders under the Prevent and Deter programme.

Reducing the fear of crime

Levels of worry about crime are stable compared with the previous year and remain at historically low levels. BCS results to December 2006 show that 13 per cent of people have a very high level of worry about burglary, 13 per cent about car crime, and 17 per cent about violent crime.

During 2006–07 we:

- worked with partners across government, local authorities, voluntary organisations, industry bodies, charities and community activists to address the issues that contribute to people's fear of crime;
- worked to convey to people the fact that crime has been falling and to offer them coping strategies, such as how to make informed risk assessments; and
- developed international comparators and information sharing channels with the European Union.

Reducing criminal damage

Figures for 2006–07 will become available in July, but BCS results to December 2006 show an 11 per cent increase in the levels of vandalism in England and Wales, compared with the previous year.

A key element of our strategy is to support partners in tackling criminal damage, including by:

- sharing knowledge about what is effective, including holding online advice sessions and producing online guidance;
- promoting problem-solving approaches, including where victims suffer repeatedly; and
- collating knowledge of the causes of the different types of criminal damage.

During 2006–07 we:

- worked with the environmental group ENCAMS to provide support to 80 areas in tackling environmental crime, including graffiti and other vandalism, and provided funding of almost £100,000 towards this; and
- provided £500,000 for ten regions in England and Wales to trial innovative ideas tackling criminal damage, particularly in relation to that associated with the night-time economy. We will spread emerging good practice through a range of channels.

Reducing vehicle crime

The latest BCS data for the 12 months to December 2006, show that vehicle crime was stable compared with the preceding 12 months.

Our strategy for reducing vehicle crime has three strands:

- reducing opportunities to commit vehicle crime, principally by raising awareness among motorists of the simple steps they can take to avoid becoming victims, improving vehicle security and making car parks more secure;
- reducing incentives to commit vehicle crime by, for example, promoting the implementation and enforcement of the Motor Salvage Operator Regulations and tightening the vehicle registration system; and
- reducing offending by supporting key partners, such as the police and CDRPs, with advice on good practice, by making more effective use of automatic number plate recognition, and by implementing the PPO programme.

During 2006–07 we:

- continued a vehicle crime communications campaign;
- launched the ACPO Vehicle Crime Intelligence Service, with £420,000 of start-up funding; and
- led the Items on View scheme, in conjunction with DVLA and 150 local authorities, under which parking attendants arrange for the DVLA to send crime prevention advice to motorists who have left possessions on view.

Reducing domestic burglary

Figures for 2006–07 will become available in July, but BCS results to December 2006 show that domestic burglary was stable compared with the previous 12 months.

Our efforts to cut domestic burglaries include:

- reducing opportunities for burglary by encouraging use of home security measures; and
- targeting those responsible for large numbers of burglaries and providing opportunities for rehabilitation to reduce the causes of offending, such as drug misuse.

During 2006–07 we:

- worked with Communities and Local Government to increase understanding and use of the planning and building regulatory systems to support crime reduction through environmental design; and
- developed and published targeted advice for people in high-risk or other vulnerable groups and those working with them. Materials included *Keep Safe – A Guide to Personal Safety*[6] and *Keep an eye open for bogus callers: a guide for carers and care professionals*.[7]

Reducing robbery

The number of robbery victims interviewed by the BCS is generally too small to detect statistically significant changes, and robbery is, therefore, measured using recorded crime statistics.

Recorded robbery figures showed a 6 per cent rise in the year to December 2006 compared with the same period in 2005.

Our actions are based on:

- ensuring that measures to reduce robbery remain a priority across the country, including for other government departments;
- targeting the root causes of street crime, including drug misuse; and
- maintaining strong partnerships with the banking and mobile phone industries and law enforcement agencies.

During 2006–07 we:

- supported all CDRPs, including expert support to 31 CDRPs within whose areas over half of all robberies occur, to develop effective problem-solving skills and robust action plans to help them get to grips quickly with robbery in their areas;
- worked with the banking industry, through the Association for Payment Clearing Services (APACS), to tackle cashpoint (ATM) crime. We have encouraged CDRPs to introduce 'privacy spaces' around vulnerable ATMs to help deter opportunist crime;
- launched the first ever Crime Reduction Charter with the Mobile Industry Crime Action Forum (MICAF). Mobile phone network operators agreed a target of blocking access to their own networks for 80 per cent of stolen phones within 24 hours and access to all networks within 48 hours. During tests in February 2007 the mobile phone industry exceeded these targets; and

6 www.homeoffice.documents.gov.uk/Keep-safe-booklet

7 www.crimereduction.gov.uk/boguscaller/carer.pdf

- initiated an innovative school pastors pilot project at a school in London, aiming to reduce robbery. This will be achieved by pastors providing a visible presence in and around the school at peak problem times, and on transport links to and from the school, to act as a deterrent and offer counselling and support to children identified as potential offenders.

BRITISH CRIME SURVEY – MEASURING CRIME FOR 25 YEARS

The British Crime Survey (BCS) marked its 25th anniversary in 2006. Widely regarded as a world leader in surveys of victims, it provides the Home Office and the wider public with information about the extent of crime and trends in crime.

The BCS can sometimes provide a better reflection of the true extent of crime than police figures, as it includes crimes that have not been reported to the police. It also provides a better indication of crime trends, since it is not affected by changes in the levels of reporting or police recording. It is a key tool in monitoring national trends in crime reduction and in people's perceptions of crime.

The BCS has developed over the last 25 years: while it started out as a triennial survey, it now runs continuously. Its scope has also expanded to include a wider range of crime-related issues, such as fraud and technology crimes, and public confidence in the police.

A 25th anniversary conference, run by the Home Office, was part of a wider initiative to engage with BCS stakeholders. The papers and discussion covered various aspects of the BCS, past and present. The conference was very productive in examining ways forward in surveys of victims, and provided valuable links to stakeholders, whose views are important in getting our message on crime across to the general public.

Tackling anti-social behaviour

The latest BCS data suggest that we remain on course to meet our target to reduce public perceptions of anti-social behaviour by two percentage points by March 2008.

Our activity focuses on:

- broadening the drive against anti-social behaviour through the Respect programme;
- working in communities across the country to realise the benefits of the Respect programme to restore faith in local services and inspire action; and
- providing support where needed and enforcement when required.

During 2006–07 we:

- established the first wave of 40 'Respect areas';
- introduced Parental Compensation Orders powers in ten local authority areas. These require parents to pay compensation for damage caused by the anti-social behaviour of children under ten years of age, making parents take more responsibility for the actions of their children;
- published a 'Respect handbook', which sets out the approaches we want local agencies to adopt in relation to action and accountability; and
- supported significant increases in the availability and use of powers by local councils and police to clamp down on anti-social behaviour, including a 90 per cent increase in Acceptable Behaviour Contracts.

In the course of 2007–08 we will continue to:

- increase the awareness, take-up and efficient use of existing tools and powers;
- increase the use of support measures to aid compliance with Anti-Social Behaviour Orders (ASBOs);
- promote more widely the active management of ASBOs, with annual reviews of those imposed on young people; and
- help CDRPs communicate their successes and challenges to the communities they serve.

BUILDING RESPECT

By virtue of their strong track record in tackling anti-social behaviour, and their willingness and capacity to do more, 40 local authority areas have earned the right to be exemplars in the Respect programme and were designated 'Respect areas' in January 2007. Their commitment to delivering across the Respect programme will be supported by an additional £6 million of funding to improve parenting programmes for families whose children are at risk of engaging in anti-social behaviour.

In delivering parenting programmes, we would like to see Children's Services and Anti-Social Behaviour Teams collaborating to develop parenting strategies, drawing in other agencies such as Youth Offending Teams and primary care trusts, to ensure that good-quality provision is available at different levels of need. In particular, we expect efforts to be targeted at those parents who most need help so as to avoid having their children engage in anti-social behaviour.

ACCEPTABLE BEHAVIOUR CONTRACTS

Acceptable Behaviour Contracts are voluntary written agreements between a person who has been involved in anti-social behaviour and one or more local agencies. They are most commonly used with young people, though they may also be used with adults. They are useful in stopping low levels of anti-social behaviour, but their flexibility means that they can be used effectively in other more serious or problematic situations.

The contracts identify the anti-social acts in which the person has been involved and which they undertake not to continue, and set out agreed standards of decent behaviour for the future. This may encourage the person concerned to recognise the impact of their behaviour and to take responsibility for their actions. Support in addressing the underlying causes of the behaviour should be offered in parallel with the contract. This could include diversionary activities, such as attendance at a youth project, counselling or support for the family.

ALCOHOL HARM REDUCTION

Misuse of alcohol and irresponsible drinking result in economic and social costs of somewhere in the region of £18–20 billion per year. Much of this cost is due to alcohol-related violence and disorder (associated with town centres and the night-time economy), and there is also a significant cost to the NHS.

During 2006–07 we:

- launched a Know Your Limits binge-drinking campaign, using television, posters and a dedicated website. The purpose of the campaign was to press home the message of sensible and safe drinking (i.e. knowing your limit) and to link it to the issue of being vulnerable or being safe.

In the course of 2007–08 we will:

- publish a new alcohol strategy; and
- implement the provisions of the Violent Crime Reduction Act 2006 that allow for extra measures to be taken to tackle persistent crime and disorder in problem areas.

REDUCING VIOLENT CRIME

We know that violent crimes have a significant impact on individuals and communities, and over the last year we have put in place many measures to reduce violence. However, we recognise that there is more that can be done to ensure that we are preventing dangerous individuals from causing serious harm, and we will take forward work to support this approach. Figures for 2006–07 will become available in July, but BCS results for the 12 months to December 2006 show that levels of violent crime were stable compared with the previous 12 months.

During 2006–07 we:

- worked intensively with CDRPs in a small number of local areas with high levels of more serious violent crime. Through the Tackling Violent Crime Programme we have supported their efforts to reduce alcohol-related crime and domestic violence in particular, to improve the police and other agencies' performance and partnership working, and improve local strategies;
- rolled out a programme of Specialist Domestic Violence Courts, which put victims' needs at the heart of proceedings and created a catalyst for better co-ordination of services locally. Sixty-four court systems were in place by April 2007;
- invested £750,000 to further develop the network of Sexual Assault Referral Centres. As well as a forensic examination, these provide a high standard of medical care, counselling and support for victims of sexual assault;
- made further provision, through the Violent Crime Reduction Act 2006, to tackle violent crimes involving firearms, knives and alcohol;
- supported community-based work to tackle gun, gang and knife crime through the Connected Fund, which has provided grants to more than 300 community groups for local projects;
- undertook a review of the management of child sex offenders, focusing on strengthening the management of sex offenders and empowering people through increased public awareness; and
- held a five-week national knife amnesty, which resulted in around 90,000 knives and other items being handed in.

In the course of 2007–08 we will:

- bring into force extra measures to tackle persistent crime and disorder in problem areas;
- introduce legislation to provide for Violent Offender Orders to assist in the management of violent offenders;
- implement measures from the Violent Crime Reduction Act 2006 to give police and local communities further powers to tackle violent crimes – including new measures against gun crime;
- continue to roll out Multi-Agency Risk Assessment Conferences (MARACs) to prevent domestic violence, with the aim of having 100 MARACs in place by April 2008;
- take forward the recommendations of the Child Sex Offender Review, which is to be published shortly;
- implement the Cross-Government Action Plan on Sexual Violence and Abuse, to maximise prevention of sexual violence and abuse, to increase support to victims, and to improve the criminal justice response to sexual crimes;

- invest a further £3 million in services for victims of sexual violence and abuse;
- continue to provide grants to local community groups working to tackle gang issues, through the sixth round of the Connected Fund;
- ensure that 18 to 20-year-olds are subject to the five-year mandatory minimum sentence for unlawful possession of a prohibited firearm; and
- review the legislation applicable to guns and gangs, including whether gang membership should be an aggravating factor in sentencing.

THREE-POINT ACTION PLAN ON GUNS AND GANGS

Following the murders of three young people in south London, the Prime Minister convened a summit on guns and gangs. This brought together senior police officers, representatives from community groups and Government Ministers.

The Home Secretary announced that work would be taken forward in a three-point plan, focusing on:

- policing – ensuring the police are equipped to tackle gun crime;
- powers – giving the police and courts the powers to deal with offenders; and
- prevention – empowering communities to take action themselves to prevent gun crime and gang culture and offering parents support to challenge their children's behaviour.

The plan includes a review of the legislation on gangs, guns and knives, focusing in particular on gangs. The review will include:

- sentencing policy generally, including in relation to juveniles;
- gun supply issues;
- gang membership as an aggravating factor; and
- new powers that may be needed.

REDUCING DRUG-RELATED CRIME

Reducing drug-related crime is one of the key strands of our Drug Strategy. The Strategy takes an integrated approach to tackling the causes of illegal drug use and its impacts, by squeezing the drug supply, reducing drug-related crime, providing effective treatment for users, and tackling drug misuse among young people. The strategy ensures that a comprehensive range of interventions and initiatives are in place.

Overall, we have continued to make good progress in reducing the harm caused by illegal drugs, which is measured by the Drug Harm Index (DHI). Between 2002 (when we launched the updated Drug Strategy) and 2004, the DHI fell by 24 per cent.

YOUNG PEOPLE AND DRUGS PROGRAMME

The Young People and Drugs Programme aims to reduce drug use by all young people, but especially by vulnerable young people. All local areas continue to work to ensure that a comprehensive range of support is in place for young people, including universal provision of education, information and advice; targeted interventions for those young people in at-risk groups; and specialist support for those young people who need it. This work will be supported by direct funding from government of £55 million in 2007–08, in addition to the mainstream funding available for children and young people.

Good progress is being made in ensuring that vulnerable young people who are more at risk of drug misuse are supported. In 2005–06, some 13,000 young offenders received interventions in the community, through Youth Offending Teams, on account of substance misuse. Furthermore, since 2002 over 110,000 young people have been involved in regular project activity through the Positive Futures social inclusion project. The FRANK campaign, in partnership with local stakeholders, has continued to deliver innovative communications to vulnerable groups of young people. For example, over 20,000 people have visited a FRANK drug information bus that toured schools, festivals and community events, while peer-to-peer street marketing, involving over 500 young volunteers, has distributed over 450,000 items of FRANK-branded materials and drug prevention messages to vulnerable groups.

DRUG INTERVENTIONS PROGRAMME

The Drug Interventions Programme provides a route out of crime and into treatment for drug-misusing offenders, using their contact with the criminal justice system as a lever to engage them in treatment and support. All areas in England and Wales are expected to deliver the Programme and to follow broadly the same approach, through Criminal Justice Integrated Teams (CJITs).

In addition, intensive elements of the Programme are in place in 108 police Basic Command Unit areas that have high levels of acquisitive crime. These elements include drug testing, required initial assessment and, from April 2007, follow-up assessment. The Programme is aligned closely with the PPO programme to ensure maximum benefits on the ground. Since April 2003, when the Programme began, over 70,000 drug-misusing offenders have entered drug treatment through the Programme.

NATIONAL OFFENDER MANAGEMENT SERVICE

The National Offender Management Service (NOMS) is committed to reducing offenders' drug use during the custodial period and while offenders are serving community sentences; and to ensuring continuity of treatment both ways as offenders pass through prison and the community and back again.

For drug-misusing offenders subject to statutory supervision in the community, the Drug Rehabilitation Requirement (DRR) is one of the 12 requirements which can be included in a community sentence. DRRs gradually replaced Drug Treatment and Testing Orders (DTTOs) and are now the main delivery route for drug interventions for those on community sentences. DRRs involve treatment, delivered either in the community or in a residential setting, and regular drug testing. Some DRRs also have continuous oversight by the courts by way of the court review process.

The number of DRR starts and completions has risen to an all-time high. Twelve per cent more DRRs were made between April 2006 and January 2007 than in the same time period in 2005–06: 11,371 DRRs/DTTOs were made between April 2005 and January 2006 and 12,777 between April 2006 and January 2007.

There was a 52 per cent increase in completions between April 2006 and January 2007, compared with the same period in 2005–06: 3,123 DRR/DTTO completions were achieved between April 2005 and January 2006 and 4,765 completions achieved between April 2006 and January 2007. At the end of January 2007 we had exceeded our profiled completion target by 14 per cent.

Retention data for DTTOs indicate that 90 per cent of offenders are still in treatment at 12 weeks, which is the minimum treatment period reported as having some impact on drug use and offending.

For those drug-misusing offenders in prison, the custodial elements revolve around:

- reducing supply, through co-ordinated measures supported by drug testing;
- reducing demand, through treatment interventions; and
- enhancing throughcare links to ensure better continuity of treatment on release.

During 2006–07, in collaboration with the Department of Health, NOMS began introducing the Integrated Drug Treatment System (IDTS) into prisons. This initiative will see better-quality clinical services and psycho-social (CARAT – Counselling, Assessment, Referral, Advice and Throughcare) support being made available for drug users, with a particular emphasis on their first 28 days in custody.

REDUCING SUPPLY

Reducing the supply of drugs is also important in our efforts in reducing drug-related crime and the harms that illegal drugs cause to our local communities.

We are bearing down on all points in the drugs supply chain to disrupt criminal gangs, stifle drug supply and reduce the harm caused to communities. Action to reduce the supply of drugs is now led by the Serious Organised Crime Agency.

In the course of 2007–08 we will:

- develop the next drug strategy and build on the current success in reducing the harm caused by illegal drugs;
- undertake cross-government action to accelerate delivery of the Young People and Drugs Programme in 2007–08;
- get 1,000 drug-misusing offenders a week into treatment by March 2008;
- work closely with the Drug Interventions Programme, prisons and offender managers to drive up still further the numbers starting and completing drug treatment;
- ensure proper and consistent application of breaches and sanctions; and
- establish IDTS in at least 49 prisons by March 2008 – with 17 providing full IDTS (enhanced clinical and psycho-social support) and a further 32 providing enhanced clinical support.

SERIOUS AND ORGANISED CRIME

Combating serious and organised crime is key to cutting drug-related crime. There have recently been significant developments in our efforts to confront serious and organised crime.

During 2006–07 we:

- initiated the Serious and Organised Crime Agency (SOCA). It has brought a fresh approach to tackling organised crime, based on improving knowledge of the crimes and of the individuals involved, and reducing the harm they cause;
- established the Child Exploitation and Online Protection Centre (CEOP) to protect children on the Internet and make the UK the safest place in the world for children to play and work online. Its key functions include leading international investigations into child abuse, working with agencies in the UK and overseas to identify and prosecute UK nationals who sexually abuse children outside the UK, and managing a 'hotline' for children and adults to report grooming directly to the police;
- signed the Council of Europe Convention on Action against Trafficking in Human Beings; and
- established the UK Human Trafficking Centre. This is a police-led, multi-agency centre that provides a central point for the development of expertise and operational co-operation in relation to the trafficking of human beings.

In the course of 2007–08 we will:

- recover £155 million of criminal assets as a stepping stone towards doubling the 2006–07 target to £250 million in 2009–10; and
- implement the Council of Europe Convention on Action against Trafficking in Human Beings, leading a G6 operation against human trafficking. (The G6 countries are France, Germany, Italy, Poland, Spain and the UK.)

Progressing the Serious Crime Bill will be a key part of our activity during 2007–08. When enacted, it will:

- create Serious Crime Prevention Orders, allowing controls to be imposed on persons involved in serious crime;
- provide data-sharing mechanisms, the better to detect and prevent fraud;
- create new offences of encouraging and assisting crime; and
- prepare for the merger of the Assets Recovery Agency with SOCA from 1 April 2008.

STRATEGIC OBJECTIVE III:

Enabling people to feel safer in their homes and daily lives, particularly through more visible, responsive and accountable local policing

OVERVIEW AND STRATEGY

The central responsibility of the Police Service remains the protection and reassurance of the public. A successful Police Service is only possible when the Home Office works effectively and strategically with key partners, notably the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA), as well as with communities themselves.

This is a complex task and through these partnerships we aim to ensure that the Police Service is more responsive, visible and accountable to the communities it serves. The Police Service needs to be able to work at a national level to combat major threats to public safety, such as terrorism and serious organised crime, and also to focus on local priorities, working closely with other agencies that share in the responsibility for community safety to deliver the service that local communities want.

The *National Policing Plan 2005–08*[8] contains a number of key goals for 2006–07 to:

- develop a more responsive, community-based Police Service through the Neighbourhood Policing and Citizen Focus initiatives;
- provide a modern workforce; and
- increase police performance.

The plan also looks forward to the introduction of the National Policing Improvement Agency, to bring about cohesive enhancements to policing. The Police and Justice Act, passed in the autumn of 2006, is an enabler of this and other policing improvement initiatives.

Following the withdrawal of plans to create strategic police forces through amalgamation, we have begun a programme of close engagement with police forces, police authorities, ACPO, APA and HM Inspectorate of Constabulary (HMIC) to explore new ways of closing those gaps in protective services[9] that were identified by HMIC in 2005.[10]

To strengthen the strategic partnership between the Home Office, the Police Service and Police Authorities, we established the National Policing Board in July 2006 as the body responsible for setting the strategic direction for policing. It sets the police reform goals and monitors progress in achieving them. It also sets the strategic direction of the National Policing Improvement Agency. In short, it is a leadership coalition of the key partners in the policing community. The Board operates within the existing tripartite framework, respecting the separate roles of each of the tripartite partners.

COMMON VALUES FOR THE POLICE SERVICE

On 6 March, the Home Secretary published *Common values for the police service in England and Wales*,[11] setting out the relationship and expectations that will shape the Police Service in the 21st century – what the police service can expect from the Government and what the public can expect from its police service. In particular, the Home Secretary set out a more strategic and less interventionist approach by the Government towards

8 http://police.homeoffice.gov.uk/national-policing-plan/policing-plan-2008.html

9 Protective services are the services to combat major threats to public safety such as terrorism, serious organised crime and major crime.

10 http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/closinggap05.pdf

11 http://police.homeoffice.gov.uk/news-and-publications/publication/police-reform/policing-values-letter

policing, the need for continuous improvement to meet multiple challenges from anti-social behaviour through to organised crime and terrorism, the importance of accountability and the need for enduring values.

FACTS AND FIGURES

- The 2005–06 police performance assessments demonstrated the significant progress that had been made in a number of performance areas over the year. In the **investigating crime, promoting safety, providing assistance** and **resource use** performance areas, all forces were graded as either 'improved' or 'stable' in their year-on-year performance. Some 31 forces merited an overall grade of 'improved' in both **investigating crime** and **resource use**.
- In total, 63.2 per cent of police time was spent on front-line policing in 2005–06, equivalent to an additional 1,186 full-time officers carrying out front-line duties.
- At the end of September 2006 there were 140,005 police officers in England and Wales, which is an increase of 11 per cent on March 1997.
- The Government grant and central spending on services for the police will be £11 billion for 2007–08, which is a 77 per cent increase over 1997–98.

CITIZEN-FOCUSED POLICE REFORM AND NEIGHBOURHOOD POLICING

We are making significant progress towards the introduction of neighbourhood policing in all areas of England and Wales, so that people will:

- see increased numbers of Police Community Support Officers (PCSOs) patrolling their streets, tackling anti-social behaviour and building stronger links with local people. There were 16,000 PCSOs in post at the end of April 2007;
- see increasing numbers of full Neighbourhood Policing Teams tackling the concerns which matter most to local people. These teams will include police officers, PCSOs, special constables, volunteers and, where local circumstances require it, partner resources such as local councillors, wardens, neighbourhood managers, youth workers, housing managers and voluntary and community organisations;
- have better access to information about how their local force intends to police the local community and have a point of contact for their neighbourhood team; and
- have the opportunity to tell the police about the issues that are causing them concern and help shape the response.

We have made progress in reshaping the Police Service to become more citizen-focused and responsive, reflecting the needs and expectations of individuals and local communities in decision making and service delivery.

During 2006–07 we:

- used performance assessment frameworks to drive up performance in terms of public confidence and satisfaction;
- introduced a set of Customer Service Standards for all forces to ensure that everyone who comes into contact with the police receives a consistently high level of service.

In the course of 2007–08 we will:

- ensure there is a Neighbourhood Policing Team in every community. This will be a key driver in further improving the visibility, responsiveness and accountability of local policing.

POLICE AND JUSTICE ACT IMPLEMENTATION

The Police and Justice Bill gained Royal Assent on 8 November 2006. Its purpose is to augment the powers of the police, to improve their performance and to further deliver on the 'Respect' agenda.

During 2006–07 we implemented the following provisions:

- a power to enable the Secretary of State to set strategic priorities for police authorities;
- the use of 'live links' at preliminary sentencing and appeals hearings;
- a provision which clarifies the detention of a suspect pending a decision by the Crown Prosecution Service on whether or not to prefer charges; and
- changes to existing legislation to enable the repatriation of prisoners under international arrangements without consent.

Most of the Act's provisions will come into force in 2007–08, including:

- the establishment, on 1 April 2007, of the National Policing Improvement Agency (NPIA) – a body that will drive standards and improvement within the Police Service (see the NPIA box on page 37);
- joint working by criminal justice inspectorates;
- powers to add punitive conditions for breach of conditional caution;
- a power to attach conditions to street bail;
- achieving greater standardisation in the powers of PCSOs, including a power to deal with truants;
- enabling local authorities and registered social landlords to enter into parenting contracts and apply for parenting orders; and
- a power to confiscate computers containing indecent photographs of children.

WORKFORCE MODERNISATION

The Crime Fighting and Neighbourhood Policing Funds have led to a significant increase in policing capacity.

As of 30 September 2006 there were 223,061 members of the Police Service – an increase of 2,300 since March 2006. This included 140,005 police officers, 74,539 police staff and 8,517 PCSOs. In addition, there were 13,405 special constables, which is an increase of 2 per cent since March 2006.

The challenge now will be for forces to become increasingly sophisticated in the way that they deploy these resources. To support this, we have removed restrictions on the use of the Crime Fighting Fund, allowing chief officers to decide the most appropriate mix of officers, PCSOs and police staff for their area.

We are committed to supporting forces in re-engineering the way they perform policing tasks and in developing a more effective and efficient mix of police officers and staff, to release more officers for front-line duties. These measures also offer police staff greater flexibility in the roles available to them and will ensure that individuals are in jobs that best match their skills and experience.

We have funded ten pilot areas to test the development of more effective staffing, providing police staff with the training and limited powers to undertake some tasks normally performed by police officers. Pilot areas saw improvements in key performance indicators, a freeing up of officers' time for front-line duties, a better quality of service, the specialisation of roles, significant efficiency savings, and the effective establishment of new policing functions.

We are providing funding support for the next phase of workforce modernisation, which is being led by ACPO. A number of demonstration sites, across 11 or 12 forces, will test the principles of modernised operational policing over 12 months in the areas of response, neighbourhoods, intelligence and investigation.

In late March, the Home Secretary asked Sir Ronnie Flanagan to conduct an independent review into policing. This covers four key areas:

- reducing bureaucracy and promoting better business processes in the service;
- sustaining and mainstreaming the excellent progress that has been made on neighbourhood policing;
- ensuring that the public help to drive local policing priorities, and improving local involvement and accountability; and
- identifying how the police service can manage its resources effectively to deliver on the challenges of the coming years.

MANAGING CUSTODY

In Northumbria there has been a complete redesign of the way in which detainees are looked after and processed through the custody suite. Specially selected and trained police staff, including some with limited powers, now carry out many of the welfare and investigative roles previously undertaken by officers.

This has led to efficiency benefits, allowing arresting officers to return quickly to the front line where their skills and training are able to be better used. It has allowed police staff to develop different roles, providing them with better job satisfaction and a pathway for them to progress within the service. This has contributed to better relationships with detainees and therefore better management of the custody suite.

Sir Clive Booth has undertaken the first part of a review of police officer pay arrangements. Effective and sustainable pay arrangements are essential for a modern police service which delivers high standards of community safety and security to the public.

In the course of 2007–08, working with our partners, we will:

- continue with the Flanagan review, with the aim of delivering interim proposals by the end of summer 2007 and a more detailed report later in the year;
- consider and respond to the recommendations of Part 1 of Sir Clive Booth's report on police pay arrangements, announced by Ministers in November 2006;[12] and
- continue to diversify the officer and staff mix to release officers for more front-line duties.

[12] Part 2 of the review will be completed in autumn 2007.

RAISING POLICE PERFORMANCE

Raising performance is a cornerstone of the Government's reform agenda for the police and other public services. Performance in the 43 police forces in England and Wales is measured through the Policing Performance Assessment Framework (PPAF), which aims to drive improvements in performance, reduce variations between forces, identify best practice and determine where central assistance would be best placed to support underperforming areas.

As part of an ongoing commitment to transparency and accountability, the police performance assessments were published jointly by the Home Office and HMIC in October 2006.[13] The assessments provide an objective, balanced and transparent view of police performance that is readily accessible to the public. They combine robust assessments of data with HMIC's evidence-based qualitative assessment across seven key areas of policing:

- reducing crime;
- investigating crime;
- promoting safety;
- providing assistance;
- citizen focus;
- resource use; and
- local policing.

In the course of 2007–08 we will develop a new, single performance framework for crime, drugs and policing, under the working title 'Assessments of Policing and Community Safety' (APACS). This is intended to cover policing and community safety issues in a balanced way, to include 'protective services', and show whether services are effective, equitable and provide value for money. It will:

- be delivered in collaboration with our key delivery partners, which include ACPO, APA, HMIC, the Local Government Association and the Audit Commission;
- reduce by half the number of measures by which the police and others are judged in terms of their success on crime, drugs and policing;
- introduce a framework which takes better account of the relative seriousness of different issues;
- provide members of the public with a clearer picture of how crime and disorder are being tackled in their area;

[13] See http://police.homeoffice.gov.uk/performance-and-measurement/performance-assessment/assessments-2005-2006/

- facilitate the introduction of a more risk-based approach to monitoring and inspection; and
- be consistent with the new set of Public Service Agreements (PSAs) that will be agreed in the Comprehensive Spending Review later this year.

Publication of the first assessments is scheduled for 2009, reporting on performance during 2008–09.

PROTECTIVE SERVICES

The provision of police protective services (the services to combat major threats to public safety such as terrorism, serious organised crime and major crime) will be the subject of a new set of national standards published by ACPO. To ensure forces make the necessary improvements to meet these standards, we have embarked on a new programme of work to promote joint working solutions across forces, focusing initially on the areas of greatest need.

During 2006–07 we:

- began a new programme of close engagement with forces, police authorities, ACPO, APA and HMIC to help develop forces' plans for improving protective services; and
- started work at the centre to strengthen the environment for joint working and investigate opportunities for levers and incentives.

Many forces have already made good progress in formulating their plans, and this will continue into 2007–08.

In the course of 2007–08 we will:

- produce a needs assessment framework, together with HMIC, to help identify the areas where resources should be focused most quickly;
- establish 'Demonstrator' forces to pilot new joint-working initiatives;
- incorporate into the programme the new Protective Service Standards which ACPO will publish; and
- work with HMIC and NPIA to monitor and guide forces in developing plans for improvement.

Longer-term milestones will be to deliver significantly improved capabilities in high-need areas by 2009, and across all forces by 2011.

NATIONAL POLICING IMPROVEMENT AGENCY

The National Policing Improvement Agency (NPIA) was established on 1 April 2007. It is jointly owned by the Home Office, ACPO and APA and has taken over the police training carried out by Centrex and the functions of the Police Information Technology Organisation, as well some policy functions previously managed by the core Home Office.

The NPIA will be an integral part of the Police Service and will provide central and national services for policing (such as the Police National Computer and the Airwave radio system). It will also provide the management of major activities aimed at improving policing. The NPIA will help to prioritise the delivery of programmes, and will ensure that the expected benefits are actually delivered.

The key benefits offered by the NPIA are:

- a single organisation that focuses on delivering results for the citizen by helping to make improvements in policing. The outcome will be better services for the public;
- more Police Service 'ownership'. Although the agency will be a non-departmental public body (NDPB) under the Home Office, it will be led and jointly owned by the Police Service, APA and Home Office. The Police Service will have a strong presence on both the governing board and key operational boards within the agency;
- better co-ordination of IT and business change needs. For example, using the IMPACT Nominal Index police officers will be able to see quickly whether any other forces hold information on persons they are investigating;
- the ability to develop a better, more professional business change capability for the service; and
- a clear contract that can be developed between the NPIA and local police forces, with negotiated implementation commitments on the part of both, linked to funding and regular performance reporting.

The NPIA itself will be subject to rigorous performance management. There will be a transparent set of targets and performance indicators to facilitate accountability.

STRATEGIC OBJECTIVE IV:

Rebalancing the criminal justice system in favour of the law-abiding majority and the victim

OVERVIEW AND STRATEGY

The criminal justice system (CJS) puts law-abiding people and communities first, ensuring that the needs of victims are at the heart of what the CJS does, while coming down hard on offenders.

FACTS AND FIGURES

In the year to December 2006:

- some 1,399,211 offences were brought to justice;
- in 60 per cent of incidents victims and witnesses were satisfied with the handling of their case by the CJS;
- confidence in the effectiveness of the CJS in bringing offenders to justice had risen to 42 per cent, from 39 per cent in 2002–03;
- the number of warrants outstanding for failure to appear at court fell by 20 per cent nationally;
- seventy-nine per cent of people were confident that the CJS respects the rights of people accused of committing a crime and treats them fairly; and
- thirty-four per cent of people believed that the CJS is effective in meeting the needs of victims.

We need to rebalance the CJS so as to protect the public and put the interests of the law-abiding and victims first, while dealing effectively with those who flout the rules. We are doing this by:

- improving the experience of victims and witnesses;
- increasing confidence in the CJS;
- bringing more offences to justice; and
- enforcing the orders of the courts and protecting the public.

At the same time we are modernising to deliver a more efficient and joined-up CJS that can respond to the challenges of the changing nature of crime in the 21st century as well as the expectations of the law-abiding majority.

Partnership is central to delivery both nationally – through the three criminal justice departments (the Home Office, the Department for Constitutional Affairs and the Crown Prosecution Service (CPS), supported by the Office for Criminal Justice Reform) – and locally, through 42 Local Criminal Justice Boards (LCJBs) made up of local delivery agencies.

REBALANCING THE CRIMINAL JUSTICE SYSTEM

In July 2006 we published the review *Rebalancing the criminal justice system in favour of the law-abiding majority*,[14] which contained more than 60 commitments and a clear timetable of action across a range of areas, including:

- a fresh focus on tackling violent and persistent offenders;
- tough new measures to crack down on anti-social behaviour, moves to encourage more clarity and transparency in sentencing, longer sentences for serious offenders and better ways of dealing with less serious offenders, through tough community sentences and fines;
- promoting a common-sense balance between the rights of individuals and the right of the public to be protected against harm.

Rebalancing needs to be supported by a faster and less bureaucratic system. In *Delivering Simple, Speedy, Summary Justice*[15] we set out proposals for the reform and modernisation of the court system. We are now building on these, extending them to the police and Local Criminal Justice Areas, and continuing to develop the use of modern technology.

Delivery in 2006–07

Building on previous strong performance, LCJBs have continued to be key in delivering our high-level objectives. Performance on offences brought to justice is well above the target level of 1.25 million two years early, public confidence is ahead of target, and there has been substantial progress in meeting enforcement targets. Services to victims and witnesses have improved through implementation of the Code of Practice for Victims of Crime,[16] Witness Care Units and other measures.

VICTIMS AND WITNESSES

British Crime Survey data to December 2006 show that victims and witnesses were satisfied with the handling of their cases by the CJS in 60 per cent of incidents.

Our actions focus on:

- improving our support to all victims, through a new Code of Practice that sets out minimum standards of care;
- supporting witnesses giving evidence at court, by rolling out Witness Care Units (WCUs), providing segregated court facilities, making better use of technology, tackling witness intimidation and developing a Witness Charter that sets out standards of care for witnesses;
- empowering victims by offering fuller information on the outcome of cases and, where appropriate, making use of restorative justice;
- improving the stability of specialist voluntary and community sector support (for victims) through the Victims' Fund; and
- piloting enhanced services with Victim Support.

During 2006–07 we:

- implemented the Code of Practice for Victims of Crime, which includes a statutory right for victims to be kept informed about the progress of their case and information about local support services;
- piloted new and enhanced services for victims. The pilots were run by the national charity Victim Support from its local branches in North Yorkshire, Nottingham and Salford. The enhanced service included contacting a majority of victims within 24 hours of referral, conducting a needs assessment and providing them with immediate, practical support, tailored to their needs;

[14] www.homeoffice.gov.uk/documents/CJS-review.pdf/CJS-review-english.pdf?view=Binary

[15] www.dca.gov.uk/publications/reports_reviews/delivery-simple-speedy.pdf

[16] www.cjsonline.gov.uk/downloads/application/pdf/VCOP_GUIDE.pdf

- spent in excess of £250 million on victims' services and criminal injuries compensation, including investing £1.25 million in support services for victims of sexual violence and abuse through the Victims' Fund grant scheme;
- secured funding of £2.4 million over two years, for the Poppy Project to support victims trafficked into the UK for sexual exploitation. The funding provides 25 crisis bed-spaces, allows the service to expand to include 10 resettlement places and helps establish the first outreach service to assist in the identification of victims;
- implemented arrangements for a Victims' Surcharge to provide a Victims' Fund and other initiatives to deliver services to victims in future;
- recruited new members of the Victims Advisory Panel (VAP) who will develop proposals for improving services and support for victims and witnesses; and
- published the Government's response to consultation on a Witness Charter and on outlining plans for phased implementation in selected pathfinder areas.

SUPPORTING VICTIMS AND WITNESSES

The Victims' Advocate Scheme, which is being piloted in five Crown Court Centres, gives the families of murder and manslaughter victims an opportunity to have a real voice in court. It helps them make an oral statement after conviction, but before sentencing, that describes the effect the homicide has had on their family. The families also receive more information before the trial, including a meeting with the CPS, free legal assistance from the CPS or an independent lawyer to make the statement, and the option of free legal advice on personal and social matters arising from the death.

Witness Care Units offer tailored support to victims and witnesses throughout the criminal justice process, increasing their satisfaction with the system, enabling more witnesses to give evidence and so see offenders brought to justice. Witness attendance at court improved from 77 per cent to 84 per cent in the two years to September 2006. Ineffective trials due to witness non-attendance have been reduced by 41 per cent in the Crown Court and 31 per cent in the magistrates' courts; and cracked trials[17] due to witness non-attendance have fallen by 54 per cent in the Crown Court.

The Avon and Somerset Witness Care Unit provided support to two elderly victims of theft that was central to bringing the offender to justice. The couple had been targeted by a man claiming to be a tree surgeon. He had taken £120 from them to cut down trees, but never returned to do the work. He pleaded not guilty, apparently believing that, as the couple were 89 and infirm, they would be unable to attend court and give evidence.

However, the Witness Care Unit obtained the agreement of the court to the couple giving evidence via video link from their home. The defendant was convicted, sentenced to six months' imprisonment and ordered to pay compensation.

[17] A trial is cracked when, on the trial date, the defendant offers acceptable pleas or the prosecution offers no evidence. It requires no further trial time, but as a consequence the time allocated has been wasted and witnesses have been unnecessarily inconvenienced, thus impacting on confidence in the system. An ineffective trial is one that, on the trial date, does not go ahead due to action or inaction by one or more of the prosecution, the defence or the court and a further listing for trial is required.

CONFIDENCE

Latest data indicate that:

- in the year to December 2006, 42 per cent of people were confident in the effectiveness of the CJS in bringing offenders to justice, which decreased compared with the previous 12 months; and
- 31 per cent of people from black and minority ethnic groups felt they would be treated worse than people of other races by one or more of the CJS agencies; this was unchanged since 2003 (Home Office Citizenship Survey: 2005).[18]

Public confidence benefited from work on reducing crime and the fear of crime, building neighbourhood policing and tackling antisocial behaviour. Through LCJBs, we work to:

- provide better information, care and support to victims and witnesses;
- increase involvement of local communities in setting the priorities and delivering the services of the CJS;
- improve understanding of the CJS among black and ethnic minority (BME) communities and improve perceptions of fair treatment by criminal justice agencies among people from BME communities;
- increase understanding and engagement among CJS staff; and
- ensure that the public receive balanced and accurate information about the CJS.

During 2006–07 we:

- ran Inside Justice Week, a national campaign to raise awareness and open up the CJS to the public, and the Justice Awards, which celebrate the achievements of staff working in the CJS;
- took forward action on the Race for Justice Task Force recommendations to improve the handling by CJS agencies of hate crimes;
- consulted on proposals to implement a fundamental review of statistics relating to race and the CJS;
- established a Race in the CJS Practitioners Forum, to enable diversity officers and other LCJB front-line staff with responsibility for equality and diversity issues to network, share good practice and learn about developments in the field of equalities and criminal justice;
- rolled out advice to practitioners on interpretation of the Human Rights Act, to help them strike an appropriate balance between their duty to protect the public and the rights of individuals;
- consulted on amendments to the test applied when quashing convictions, to prevent offenders going free because of procedural errors, despite clear evidence of their guilt;
- changed the law to allow the use of live TV links from prisons in appeals and sentencing, and of links between magistrates' courts and police stations to produce 'virtual courts'; and
- consulted on proposals for further reforms to improve the conviction rate in rape cases.

REFORMING THE WAY WE WORK

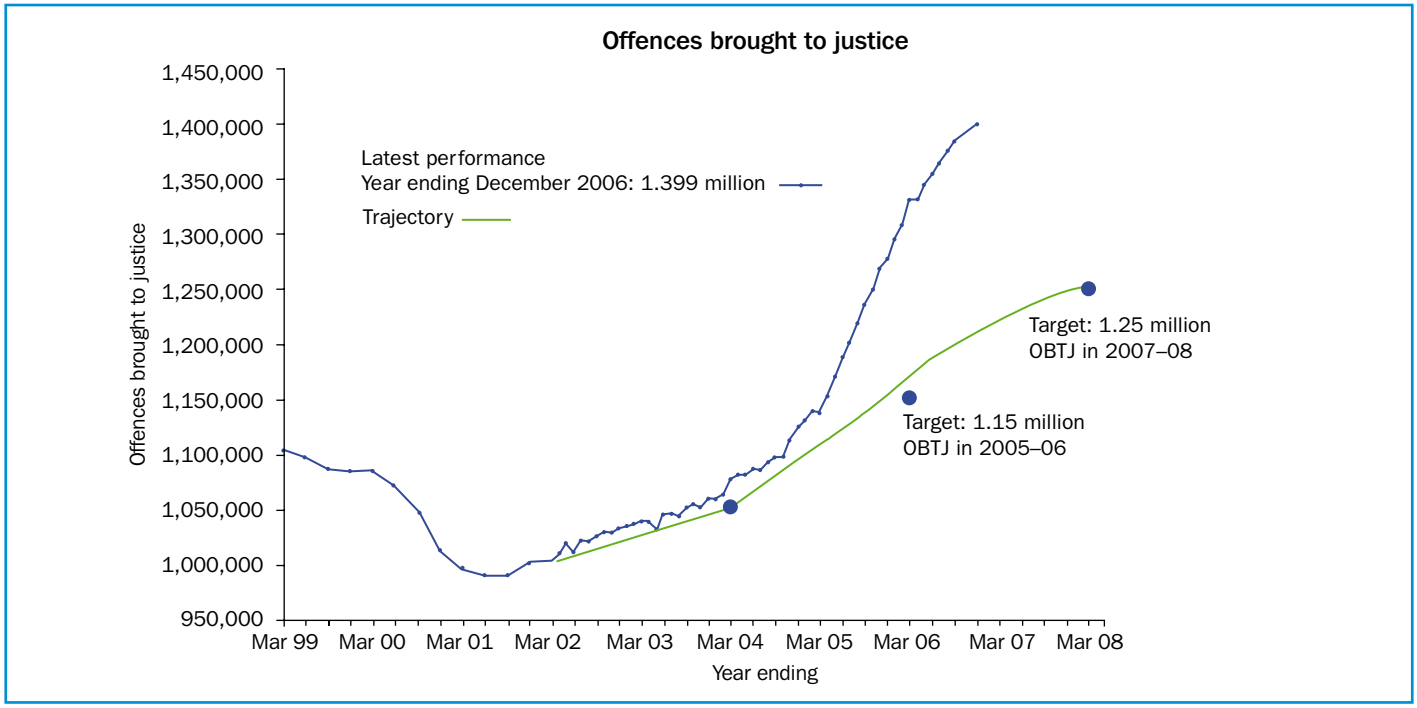
To ensure that it is organised for high performance and effective front-line delivery, the Office for Criminal Justice Reform (OCJR) has been reviewing its structure and operating model. From spring 2007 we have had a stronger strategic focus and more effective use of research and data.

Our new ways of working will ensure that we focus OCJR's resources where they are needed to drive change and performance improvement. New work will be assessed and prioritised corporately, and a pool of more than 50 people will be formed into project delivery teams to work flexibly across projects and respond to new priorities. All contact with LCJBs and implementation work will be carefully co-ordinated through Local Performance Teams.

[18] The Home Office Citizenship Survey (HOCS) is now the Citizenship Survey following the transfer of the Communities Group from the Home Office to Communities and Local Government.

BRINGING MORE OFFENCES TO JUSTICE

Figures for the year to December 2006 show that 1,399,211 offences[19] were brought to justice in England and Wales, up 39.6 per cent since 2002. Performance continued to be ahead of the trajectory required and well above the target level of 1.25 million.



Our actions focus on:

- driving up the sanction detection rate[20] through increased efficiency, sharing of best practice and providing support to those police forces identified as under-performing in this area;
- closer co-operation between the police and the CPS, so that the charge is right the first time, properly supported by evidence;
- reducing the number of trials that did not go ahead on the day, through the roll-out of the Effective Trials Management Programme;
- maximising witness participation;
- maximising defendant attendance at court; and
- tailoring the criminal justice process to fit the crime, including through the use of appropriate pre-court disposals.

During 2006–07 we:

- continued to increase sanction detection rates above the trajectory required to meet the target of 25 per cent by 2007–08. Data on sanction detection rates for 2006–07 will be available in July 2007, but in 2005–06 the proportion of recorded crime that resulted in an offender being charged or summonsed, cautioned, issued with a penalty notice for disorder or formal warning for cannabis possession, or having an offence taken into consideration increased to 24 per cent from 21 per cent the previous year;

[19] Data are provisional and subject to change and contain estimates for missing data.

[20] The sanction detection rate is the percentage of crimes for which someone is charged, is summonsed, or receives a caution or other formal sanction.

- completed post-implementation reviews for Statutory Charging, which has now been rolled out to all parts of the country. This requires the CPS and the police to work together more closely to make improved charging decisions. As a result, according to data from March 2007, there has been a 59 per cent decrease in the discontinuance rate, a reduction of 48 per cent in the rate of attrition[21] and an improvement in the guilty plea rate from 40 per cent to 71 per cent. Statutory Charging has helped to strengthen cases brought before the courts and ensures that cases without a realistic prospect of success are weeded out early;
- continued the national roll-out of the existing conditional cautioning scheme and piloting the effectiveness of reparative work as a condition of caution. The Police and Justice Act 2006 extended the scheme to allow punitive conditions to be attached, and provided the police with a specific power of arrest and detention;
- consulted on sentencing policy and penalties;[22] and
- increased support to LCJBs to help them deliver better performance and improved outcomes. This has included 50 performance improvement projects, working with 35 of the 42 LCJBs, and piloting a management information system that delivers sophisticated analysis tools for performance managers.

ENFORCEMENT

Our actions to ensure that the judicial process is managed effectively, and that orders and sentences made by magistrates and judges are carried out, are based on:

- ensuring that defendants attend court and, should they fail to do so, locating and returning them to court as quickly as possible;
- improving the credibility of fines, by improving the payment rate and through more rigorous action against defaulters;
- further improving the quality of, and compliance with, community penalties and ensuring that those in breach are brought back to court more quickly for a decision on what further punishment is required; and
- increasing the volume and value of confiscation orders sought by the CPS and granted by the courts, and ensuring that they are enforced.

During 2006–07 we:

- mounted a concerted drive to reduce the number of outstanding warrants for failure to appear in court that needed to be executed by a police force in another court area;
- produced a range of guidance materials and effective practice to all LCJBs, the Probation Service and HM Courts Service areas, and provided targeted support to performance improvement work among poorer performers;
- provided further training in effective use of the warrant tracker to manage local performance;
- launched a pathfinder in the North West to test a number of initiatives that are being developed as part of the National Enforcement Service;

[21] Attrition refers to unsuccessful outcomes such as discontinuances, dropped prosecutions, write-offs and dismissals following trial.

[22] www.cjsonline.gov.uk/downloads/application/pdf/Criminal Justice Penalties and Sentencing.pdf

- consulted on how to restrict the use of 'warrants backed for bail'[23] in order to help speed the return to court of defendants who fail to appear. Except for the most minor of offences, anyone failing to answer to bail can now expect to be taken into police custody as soon as they are found and brought back before the court;
- continued to reduce the number of warrants outstanding for failure to appear. Data for December 2006 show that these have fallen by 35 per cent since March 2005; and
- started to implement a presumption against bail in certain cases. Initially this is restricted to offences with a maximum sentence of life imprisonment.

CRIMINAL JUSTICE INFORMATION TECHNOLOGY

During 2006 CJIT improved sharing of information across the CJS by:

- delivering an improved secure e-mail system to handle around 250,000 message transfers a month between criminal justice organisations and independent practitioners;
- establishing an application that makes Crown Court hearing information accessible to the wider CJS community;
- establishing CJS Exchange links in four areas to facilitate the electronic transfer of case information between the police and CPS; and
- making available over 1.3 million electronic risk assessments to prisons and probation staff using the CJS Exchange. Around 50,000 sets of assessments pass between the Prison Service and the Probation Service each quarter.

The benefits forecast for the CJS IT Programme now stand at around £2.5 billion over 10 years. These include the direct and enabled benefits from the investment in IT infrastructure, case management systems and joining them up; with efficiency savings amounting to about 70 per cent of the total and effectiveness benefits (the economic value of improved performance) the remainder.

Benefits are expected to be realised across the CJS, at around 90 per cent of the total, as well as the benefit to society in terms of reduced cost of crime. Benefits are validated against an agreed Benefits Eligibility Framework and the forecast is updated on a quarterly basis. The approach adopted to manage these benefits was described as 'UK best practice' in the Cabinet Office's 2006 report to the OECD.

[23] An arrest warrant which includes a direction to the executing agency to release the suspect on bail, subject to an obligation to appear at court at a specified time. It is an alternative to the suspect being held in custody (following execution of the warrant) pending appearance at court.

STRATEGIC OBJECTIVE V:

Managing offenders, to protect the public and reduce re-offending

OVERVIEW AND STRATEGY

The National Offender Management Service (NOMS) protects the public and assists the courts, holding securely and managing humanely the people sent to us. In delivering punishments imposed by the courts, we help offenders turn away from crime, make reparation to their victims and contribute to their communities.

From 9 May 2007 responsibility for NOMS passed to the Ministry of Justice.

FACTS AND FIGURES

- Nearly 90 per cent of adults sentenced by the courts for an indictable offence had been sentenced or cautioned before for a previous crime.
- Every year around 240,000 adults and 70,000 young people in England and Wales are given a custodial or community sentence.

NOMS is a key partner in the criminal justice system. It has clear goals, backed by an integrated delivery strategy involving service providers in all sectors:

- protecting the public by running safe and secure prisons and reducing the risk of harm by those offenders managed in the community;
- supporting the courts in imposing appropriate sentences and implementing those sentences;
- firm and fair punishment, increasing compliance with community sentences and treating all offenders decently;
- helping to cut crime through introducing seamless offender management, working with a range of partners at local, regional and national level to reduce re-offending; and
- contributing to communities and society by increasing visible payback to the community and by supporting the victims of serious offences, and engaging local communities in the management and resettlement of offenders.

NOMS is driving forward an ambitious programme of reform to support the introduction of offender management and secure improvements in reducing re-offending and public protection.

National, regional and local partnership is central to the delivery of our goals. Examples include the following:

- The nine Regional Offender Managers and the Director for Offender Management in Wales have responsibility at regional level for reducing re-offending through partnership working and for the

strategic development of commissioning for offender services for adult offenders and those on remand.

- Work with local authorities improves the focus on reducing re-offending by embedding this agenda into the work of local Crime and Disorder Reduction Partnerships/Community Safety Partnerships and through Local Area Agreements.
- Prison and probation managers contribute to the work of LCJBs, in particular through the Prolific and other Priority Offenders scheme, and in Narrowing the Justice Gap, enforcement of community sentences and licences, and increasing public confidence in the CJS.
- Working jointly with the Department for Education and Skills/Department for Work and Pensions on an increased focus on skills and employment for offenders. The Home Office is leading on better engagement with employers through the Reducing Re-offending Corporate Alliance. This is just one of the seven pathways out of re-offending.
- Working with NOMS, the voluntary and community sector (VCS) and private sectors contribute to reducing re-offending through interventions such as drug treatment, alcohol advice or finding work and homes for offenders.

REFORM – A NEW STRUCTURE FOR NOMS HQ

NOMS has restructured its headquarters to create a smaller and more strategic centre focused on commissioning those correctional services and interventions which will best protect the public and reduce re-offending. With its five new directorates, NOMS is now more streamlined and easier for other organisations to do business with.

Nine Regional Offender Managers and the Director for Offender Management in Wales, plus the Commissioners' Support Bureau, now sit within the Commissioning and Partnerships Directorate, which is also responsible for work around interventions and drugs and substance abuse.

The new Performance and Improvement Directorate oversees NOMS' performance as well as developing systems for assessing and managing offenders and covers much of the work done by the former National Probation Directorate. The three other new directorates are Law and Sentencing Policy, Health and Offender Partnerships and Corporate Services.

This new structure enables us to provide better support to the effective commissioning of high-quality offender management and to drive up performance in providers.

DELIVERY IN 2006–07

The latest published results show that we have reduced adult re-offending by 6.9 per cent comparing 2004 with 1997 using a predicted rate. This means we have exceeded our target of 5 per cent set in SR2000 and are on course to meet future targets.

Data on our national performance against targets for the first three quarters of 2006–07 indicate that we are on track to meet or exceed the target in 23 of 32 measures.

Protecting the public and helping to cut crime

Our priorities include:

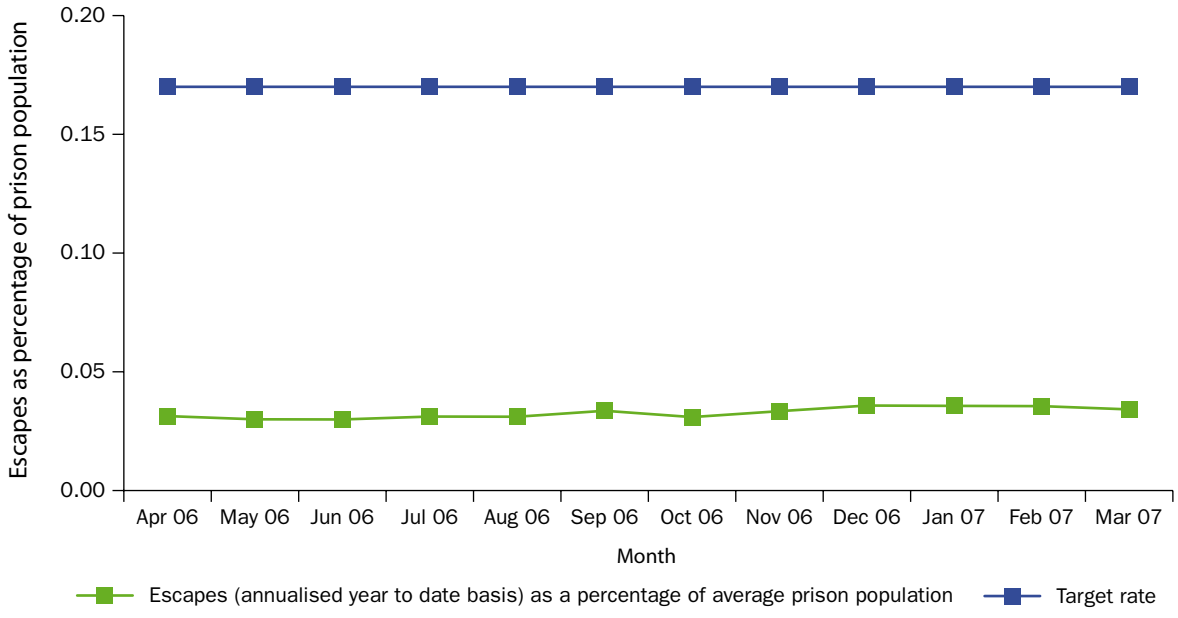
- providing the capacity to implement the orders of the courts;

- maintaining the very low level of prison escapes (well below target rate, see chart below), including none by the most dangerous prisoners, those classed as Category A;
- reducing the likelihood of serious further offending by offenders under probation supervision;
- improving cross-agency work, including that of the Multi-Agency Public Protection Arrangements (MAPPA);
- implementing the National Reducing Re-offending Delivery Plan and delivering the action points in the regional reducing re-offending strategies;
- introducing end-to-end Offender Management, with a single offender manager responsible for the planning and implementation of a whole sentence, whether served in custody, in the community or a combination of both; and
- developing the work of the three alliances for reducing re-offending (Corporate, Civic and Faith, Community and Voluntary Sector) for adult and young offenders, to support delivery of regional and local reducing re-offending plans through developing partnerships with employers, local authorities, faith groups and local organisations.

During 2006–07 we:

- continued to deliver prison capacity programmes, increasing useable operational capacity from 79,300 to 80,498 by the end of March 2007;
- further improved community communication, business planning and formal linkages between MAPPA, Local Safeguarding Children Boards and LCJBs;
- continued to improve performance on enforcement of community penalties, with 92 per cent of breach proceedings being initiated within 10 days by the end of February 2007;
- improved the performance of the lowest performing probation areas;
- delivered 23,263 completed accredited programmes (including domestic violence and sex offender treatment programmes) by the end of February 2007;
- completed the roll-out of Offender Management for all offenders with community sentences, and implemented Offender Management for high risk of serious harm offenders and prolific and other priority offenders serving custodial sentences of 12 months or more; and

Performance against PSA Targets 2006–07: Escapes as a percentage of average prison population



A programme to deliver further new prison places was started.

- established Reducing Re-offending Alliances for adults and young offenders as part of national and regional strategies and plans. The alliances support local delivery of plans to reduce re-offending and aim to better consult, inform and involve local organisations and communities in work to help offenders turn away from crime. An audit during 2006–07 confirmed we are building on the existing good practice across the country.

EFFICIENT PROCUREMENT OF PRISON CAPACITY

Lowdham Grange prison was the third prison to be designed, constructed, managed and financed by the private sector, under a contract that runs for 25 years. It opened in February 1998. The construction phase of a project for a further 128 single cells, together with an extension to the existing ancillary facilities, is nearing completion. This is one of the first major variations to an existing private finance initiative (PFI) prison contract. It is a complex project being undertaken within tight time scales and within the constraints of an operational prison. The house-block and extension to the existing ancillary building have been built by creating a completely separate construction compound, with its own secure access, within the walls of the existing prison.

The contract variation was signed in April 2006. The new accommodation, which will take the operational capacity of Lowdham Grange to 670 places, comes into use during May 2007.

Supporting the courts, delivering fair and firm punishment and contributing to communities and society

Our priorities include:

- rebalancing sentencing, maximising the appropriate use of community sentences and fines;
- creating effective feedback loops by improving information provided to sentencers on the use and effectiveness of sentences;
- delivering Pre-Sentence Reports, including, where appropriate, Fast Delivery Reports, to support effective sentencing;
- treating offenders humanely, decently and lawfully; and
- making the compulsory unpaid work done by offenders more visible to the public.

During 2006–07 we:

- reinforced the Government's policy on sentencing, which makes clear that custody should be reserved for dangerous and violent offenders, with greater use of community sentences and fines for other offenders. In doing so, we have established regular meetings with all key sentencers and sentencer organisations and put in place new local fora for sentencers and probation at the level of the magistrates' courts, Crown Courts and probation areas. We have also promoted the availability of electronic tagging of adult offenders on bail, with the caseload increasing from 583 on 31 March 2006 to 1,848 on 31 January 2007;
- reduced the number of apparently self-inflicted deaths among prisoners in England and Wales to 67 in 2006, the lowest figure since 1996 and a fall of 14 per cent compared with 2005;
- improved the speed and efficiency of transfer to the NHS for prisoners with acute mental health problems. In the quarter ending December 2006, 38 prisoners were awaiting transfer, down from 62 in June 2005; and
- expanded the Community Payback scheme, which engages communities in the choice of unpaid work undertaken by offenders.

Improving public confidence and value for money

Our priorities include:

- using the Offender Assessment System (OASys) to improve public protection, by ensuring that sentencing decisions are informed by an assessment of the risk of harm posed by an offender. OASys also supports the best use of resources by helping to identify the sentence most likely to have an impact on re-offending;
- achieving better alignment of what is delivered with what is demanded by the courts and what is needed to address offending behaviour, by further developing the commissioning system;
- using contestability, as well as line management, to continue to drive performance improvement;
- producing a learning and development strategy that reflects the needs of commissioners and commissioning. Alongside this, we are developing and implementing a new Offender Management qualification structure which will provide a comprehensive training framework for all practitioners; and
- creating a smaller, more strategic, centre to support delivery.

During 2006–07 we:

- introduced secure electronic links between the OASys used by the prison and probation services to ensure that decisions about the management of offenders, in custody and after release, are based on the fullest possible information;
- published the consultation document *Making Sentencing Clearer*[24] as the first stage of a wide-ranging public discussion to ensure that the public can have confidence in sentencing;
- changed the appointment criteria for Parole Board members, who, in future, must be able to demonstrate an appreciation of victim issues, possibly through direct or indirect experience of crime. Victim Advocates have been introduced, to be the voice of the concerns of victims in the most serious and violent cases before the Parole Board;
- implemented new Offender Management occupational standards and NVQs, developed in consultation with service providers and Skills For Justice;
- introduced legislation to create Probation Trusts in place of Probation Boards;
- published *Public Value Partnerships*,[25] outlining the timetable and areas of service in which contestability will be introduced;
- assessed the capabilities of commissioners and headquarters staff against nine key priority skill area; and
- implemented a new headquarters structure in January 2007, including the reduction of back office headcounts within the headquarters functions of NOMS and HMPS by just under 350 posts.

[24] www.noms.homeoffice.gov.uk/news-publications-events/publications/consultations/Making_sentencing_clearer_consul?view=Binary

[25] www.noms.homeoffice.gov.uk/news-publications-events/publications/strategy/impr_prison_probat_partnerships?view=Binary

VALUE FOR MONEY IN NOMS

Our value for money (VfM) strategy is on course to deliver the Spending Review 2004 target of at least £450 million of efficiency gains by March 2008. Of these gains £230 million will be cashable. By March 2007, NOMS had achieved cumulative gains worth £389 million, of which £171 million were cashable.

This strong performance consolidates the cumulative gains achieved in 2005–06 of £307 million.

NOMS has been able to deliver these savings by:

- a continuing strong performance from the Prison Service VfM programme, including savings from improved procurement, renegotiation of business rates and local savings in establishments, and from administration cost reduction through the Phoenix Shared Service Centre;
- the Probation Service stepping up its VfM delivery plan, which now forms a distinct workstream within the wider Probation Change Programme, through a centrally driven element of workload absorption and through support to initiatives developed at the local probation area level;
- savings in the headquarters stream, including headcount reduction and savings from criminal justice IT initiatives; and
- using commissioning with contestability to switch investment away from poorly performing providers and ineffective services.

VfM work is expected to deliver additional savings in 2007–08, and beyond, through:

- developing further our understanding of unit costs, to enable rigorous benchmarking and performance management;
- revisiting specifications of probation services to support greater value for money; and
- sharing best practice across probation areas to ensure that operational activity is aligned effectively with VfM objectives.

STRATEGIC OBJECTIVE VI:

Securing our borders, preventing abuse of our immigration laws and managing migration to boost the UK

OVERVIEW AND STRATEGY

Managing our borders is fundamental to the interests of the UK. Our immigration system must allow us to manage properly who comes to this country and to ensure that people leave when they are no longer entitled to be here.

Last year was a challenging one for the Immigration and Nationality Directorate (IND). We achieved significant improvements in key areas and, at the same time, rose to the challenge of radical organisational change. We delivered substantial reductions in asylum intake, established a new cross-government enforcement strategy and took the key steps towards becoming a shadow agency.

However, to deliver these changes IND had to work around outmoded systems and cumbersome legislation. In addition, the failure to consider for deportation foreign national prisoners showed clearly that the organisation needed to change.

FACTS AND FIGURES

- Asylum applications for 2006 were the lowest since 1993.
- We also achieved the 'tipping-point' target of removing more failed asylum seekers than there were unfounded applications during 2006.
- Our partner UKvisas is now issuing biometric visas in British missions in 63 countries, with more than 280,000 issued to date.
- Pre-arrival checks are now carried out on selected high-risk flights on 72 routes. This equates to approximately 20.9 million passenger movements annually.
- More than 70,000 customers have now enrolled on the Iris Recognition Immigration System (IRIS)[26] registered traveller scheme, and there are now about 8,000 border crossings using IRIS every week. This provides an accurate and secure way of clearing immigration controls more quickly, by scanning a traveller's unique iris pattern and comparing it against a picture taken at the time of enrolment in the scheme.

The IND reform action plan, *Fair, effective, transparent and trusted – Rebuilding confidence in our immigration system*,[27] was published in July 2006. This set out an ambitious programme of change, focused around the delivery of four strategic objectives:

- strengthening our borders;
- fast-tracking asylum decisions;
- ensuring and enforcing compliance with our immigration laws; and
- boosting Britain's economy.

A wide-ranging programme of change[28] has been established to manage the fundamental changes needed to deliver these strategic objectives, making IND fit for the future by:

- strengthening and simplifying IND's complex legislative framework;
- creating a strong framework for delivery and accountability;
- strengthening leadership and management at all levels;
- ensuring excellence in the basics;
- becoming a leading implementer of technology within government;
- demonstrating excellence in strategic partnership and collaborative working; and
- inspiring a culture of public service, passion and pride that everyone in IND shares.

In the year ahead, we will continue to implement this ambitious programme, equipping ourselves with the skills needed for the future as we become the Border and Immigration Agency.

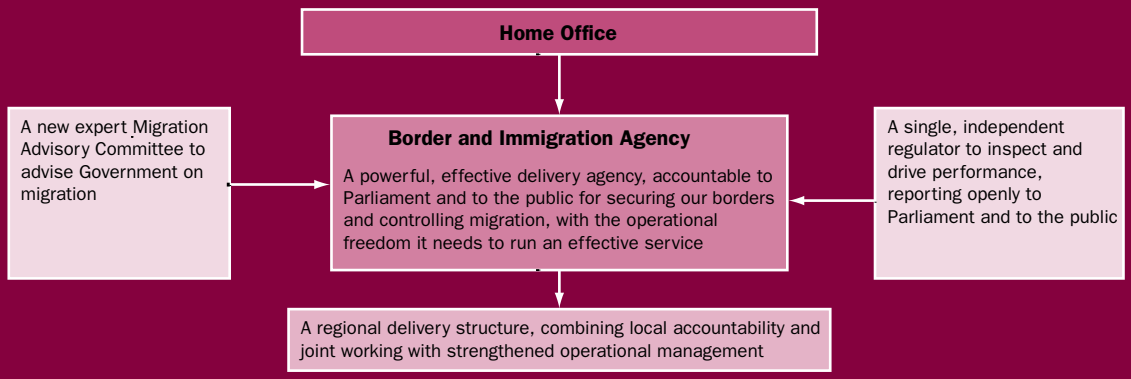
[26] More details of IRIS can be found at www.iris.gov.uk/

[27] www.ind.homeoffice.gov.uk/6353/aboutus/indrev.pdf

[28] See www.homeoffice.gov.uk/documents/ind-review-250706/

BORDER AND IMMIGRATION AGENCY

A new system for managing migration which is fair, effective, transparent and trusted



From April 2007 the Border and Immigration Agency operates in 'shadow' form. This allows us to put in place much of the technical architecture to smooth the transition to full agency status. For example, the agency will need to have its own set of accounts, so the necessary preparatory work for this will take place during the shadow period.

Agency status will provide important opportunities to:

- establish a clearer and firmer basis on which to transform performance and rebuild public confidence;
- create a more open and accountable organisation, with a stronger focus on delivering improved services;
- develop a new regional structure, led by regional directors with the authority and the obligation to deliver better, joined-up operations, which will provide much closer contact with our local partners; and
- develop participation in Local Area Agreements, to strengthen collaborative work with our local partners.

It will also give us greater operational freedom, making the agency more clearly accountable to Parliament and the public.

Our plans include:

- a more visible presence at ports;
- uniformed immigration officers with stronger powers at the border;
- fast-tracking asylum cases through new end-to-end asylum case-working processes now in place across the country;
- increased enforcement activity;
- a new Migration Advisory Committee to advise on skills gaps;
- a points-based scheme for people who want to work or study here;
- a greater use of biometrics and risk assessment; and
- a new inspectorate to provide an independent and transparent assessment of the agency.

STRENGTHENING OUR BORDERS

Our actions to maintain robust immigration controls are focused on:

- continuing to extend and strengthen pre-entry immigration checks to help prevent undocumented passengers reaching the UK;
- developing closer and more effective joint working between border agencies;
- improving the visibility of the physical controls at our ports, to improve border security and deter illegal entry;
- contributing to the provisions of the UK Borders Bill; and
- enhancing our juxtaposed immigration controls (those UK immigration controls operated abroad).

During 2006–07 we:

- introduced the UK Borders Bill into Parliament in January 2007. This aims to build stronger borders, tackle organised crime and remove incentives for illegal migrants to come to Britain. It includes new and enhanced powers for front-line immigration officers: a new power to detain anyone present at a port who is intending to travel, if this is needed to support police activity at the border, and enhanced powers that extend the scope of the existing offences of facilitation and trafficking;
- continued to develop Project Semaphore, which tests the core concepts of an intelligence-led, multi-agency, integrated border control, providing alerts on passengers of operational interest. Co-ordinated by the Home Office, it involves the key border control and law enforcement agencies. By March 2007 Semaphore was processing a projected annualised rate of 20.9 million passenger movements. A new, larger platform has just been launched that will enable us to handle greater volumes of passenger data;
- saw more than 50,000 inadequately documented passengers denied boarding by Airline Liaison Officers (ALOs) overseas, preventing those passengers from travelling to the UK;
- strengthened juxtaposed controls. The introduction of new legislation allows us to use private contractors to undertake berth-side checks, increasing our search ability by freeing up more immigration officers to search at controls. The use of fingerprinting equipment enables identification of repeated clandestine attempts, as well as those who subsequently succeed in reaching the UK. These measures contributed to the sustained reduction in clandestine entry to the UK; and
- trialled the Border Management Programme using multi-skilled teams for passenger and freight interventions.

In the course of 2007–08 we will:

- aim to provide improved signage and complete the roll-out of uniforms to all border staff by September 2007, following the trial of uniforms for front-line immigration staff at four ports of entry in early 2007; and
- begin to implement a robust Borders and Visas strategy,[29] paving the way for changes to our visa regimes and border controls.

[29] www.bia.homeoffice.gov.uk/6353/aboutus/Securing_the_UK_Border_final.pdf

FAST-TRACKING ASYLUM DECISIONS

Our aim is to develop and implement a more effective individual process for asylum claimants, including fast-tracking and closely managing asylum claims. Our actions have focused on implementing the New Asylum Model change programme to fast-track asylum cases from application through to integration or removal within six months, by establishing new end-to-end asylum processes and putting in place regional asylum teams.

Key features of the new asylum process include:

- effective routing of new asylum applications. Applicants are assigned to 'segments' based on the characteristics of their application, for example 'late and opportunistic' if the applicant has sought asylum after being arrested for illegal working or another criminal offence, or if their leave to enter or remain has expired or is about to do so. Segmentation improves processing but does not affect substantive consideration of the application;
- 'case owners' in regional asylum teams, who are responsible for managing all aspects of the claim, having regular face-to-face contact with the applicant through to integration or removal; and
- individualised contact management arrangements for applicants who are not detained. These include a reporting regime that may make use of tagging and voice recognition systems. Applicants who do not comply with reporting arrangements may have their support payments stopped.

During 2006–07 we:

- continued to bear down on the number of unfounded asylum claims – those applicants for whom the decision was 'failed asylum seeker' (with appeal rights exhausted), which fell from 70,200 in 2002–03 to 38,800 in 2005–06. We achieved this by extending the use of pre-entry checks, further tightening border controls and using fast-track processing, which helped us meet the tipping-point target for the year to December 2006;
- were on track to meet our target to conclude 35 per cent of all new asylum applications within six months of application, and to increase this to 40 per cent by December 2007;
- started work on clearing the backlog of unresolved asylum cases;
- boosted the capability provided by our existing detained fast-track centres at Harmondsworth, Yarl's Wood and Oakington with the establishment of an Asylum Routing and Accommodation (ARA) Team and 25 non-detained regional asylum teams under regional asylum management. The aim of the ARA Team is to ensure that the front-end asylum processes operate effectively and that claimants reach their case owner within two days. The 25 regional teams are located in Central and West London, Liverpool, Solihull, Glasgow and Cardiff;
- appointed more than 300 case owners, team leaders, senior caseworkers, workflow managers and support staff to regional teams. All new case owners have received foundation training lasting 55 days. This comprises self-study, facilitated learning, off-site workshops and formal assessments that culminate in a rigorous two-day assessment school. The assessments will be the springboard to external accreditation, the details of which are being developed with the Law Society. Tailored management-development programmes have been provided for team leaders, senior caseworkers and workflow managers; and
- dealt with new asylum applications through the regional asylum teams arrangement from March 2007 – ahead of schedule.

In the course of 2007–08 we will:

- increase the proportion of cases concluded by the New Asylum Model within six months to 40 per cent by December 2007;
- increase individualised contact management arrangements;
- use objective assessments, developed in partnership with the United Nations High Commissioner for Refugees (UNHCR), to evaluate the quality of asylum decisions;
- provide special training to existing asylum caseworkers to equip them with the further skills needed in handling legacy casework;

- seek to integrate genuine refugees in conjunction with local communities to support social cohesion; and
- continue to remove more failed asylum seekers than make unfounded claims.

VALUE FOR MONEY

We reduced asylum support costs by £57 million in 2003–04, £250 million in 2004–5, £150 million in 2005–06 and (subject to validation) £88 million in 2006–07 by:

- ensuring that applicants are given the right status, clearing older cases out of the system and improving processes to end support payments efficiently;
- reducing the cost of initial accommodation, while continuing to meet our legal obligations to asylum seekers; and
- implementing new accommodation contracts at improved rates.

BACKLOG REDUCTION

In July 2006, the Home Secretary announced to Parliament that IND had a legacy of unresolved case records and that we would aim to clear these in five years or less. The IND reform action plan was published just a few days later and set out the priorities for dealing with these cases.

Recruitment and training of new caseworkers was completed by September 2006 to replace those redeployed earlier in the year to work on foreign national prisoner cases. This enabled asylum decision making to get ahead of new intake once again and, from November 2006, allowed work to start on priority legacy cases.

ENSURING AND ENFORCING COMPLIANCE WITH OUR IMMIGRATION LAWS

A new cross-government enforcement strategy,[30] brings together for the first time a combined response across government to one of the great global challenges the UK must confront.

The five key building blocks of the strategy are:

- creating immigration crime partnerships across the country, across government agencies and across public services to tackle the harm and exploitation caused by illegal immigration;
- transforming the collection, analysis and dissemination of information and intelligence about immigration crime;
- shutting down the privileges of the UK to those who are here illegally and stepping up detection and removal;
- making it easier to obey the rules; and
- providing constant feedback to the public.

During 2006–07 we:

- met the Prime Minister's tipping-the-balance target for 2006, delivering a record number of failed asylum seeker removals;
- ensured that all foreign national prisoners (FNPs) were considered for deportation prior to release and increased the number of those who were deported upon completion of their custodial sentence;
- increased the number of enforced removals of FNPs by 40 per cent between April and December 2006. By February 2007 we had deported or removed 2,240 FNPs;

[30] www.bia.homeoffice.gov.uk/6353/aboutus/enforcementstrategy.pdf

- introduced a facilitated returns scheme in October 2006, to help FNPs return voluntarily to their own countries. In the first four months of operation, more than 100 FNPs left the UK under this scheme;
- responded quickly and effectively to the challenges posed by the accession of Romania and Bulgaria to the EU. We successfully devised a new scheme to implement and enforce the policy of restricting access to the UK labour market by Romanian and Bulgarian nationals. In January 2007, we conducted 12 high-profile operations targeting businesses that employ Romanian and Bulgarian nationals, which led to 16 Fixed Penalty Notices being served on employers. The successful completion of these operations sent out a strong message to deter people working without the correct permission;
- secured planning permission for a new removal centre at Gatwick that will add a further 426 beds to the detention estate by 2008; and
- conducted successful operations against illegal working operations where offenders were encountered.

In the course of 2007–08 we will:

- implement an action plan to radically improve our handling of FNPs. The plan outlines a strategy for closing the gaps that led to the much publicised failure to deport FNPs eligible for deportation;
- increase our enforcement capability;
- maximise cross-government enforcement and compliance initiatives to increase removals and reduce the harm created by immigration abuse;
- develop a new strategic partnership with the police, covering priorities, information sharing and joint working;
- develop the commissioning and contestability agenda to provide us with additional capabilities; and
- reinforce the strategy, implementing the UK Borders Bill, which provides specific additional powers to combat those who cause the most harm.

MANAGED MIGRATION – BOOSTING BRITAIN'S ECONOMY

The UK benefits significantly from well-managed migration. For example, it is estimated that foreign students contribute around £5 billion per annum to our economy.

We boost Britain's economy by bringing the right skills into the country from around the world and ensuring that it is easy to visit legally. This ensures that migration is managed to the benefit of the UK, while preventing abuse of our immigration laws and of the asylum system.

We consider applications from people who want to come to or extend their stay in the UK to work, study, invest or do other business, for sporting or cultural reasons, to join relatives or to settle permanently. There are different programmes tailored to different levels of skill, but all are designed to meet the changing needs of the UK economy.

Customer service is central to achieving these goals. We have radically improved the time it takes to process applications and, at the same time, have improved the quality of decision making. The fees raised through the managed migration system have allowed improvements to be made in the delivery of services to valued migrants and, more importantly, to the educational institutions and employers who rely on these services.

Our aims are to:

- make it easier for those seeking to come to the UK or stay in the UK legitimately;
- make it harder for those seeking to abuse our immigration system;
- manage routes into the UK labour market for people who want to work here, deciding applications for work permits and entry under other schemes;
- manage routes into the UK for those seeking to study and benefit from a world-class education system;
- encourage properly managed legal migration that benefits the UK both economically and socially;
- help integrate legal migrants, genuine refugees and new citizens; and

- issue travel documents and decide applications from people who want to become British citizens and support the citizenship process.

During 2006–07 we:

- offered an improved service for migrants, institutions and employers. This has played a vital role in attracting the right skills to the UK and in supporting both institutions and employers to achieve their goals;
- increased compliance activity to ensure that UK immigration laws are respected. The Managed Migration Directorate has made progress in shutting down bogus colleges and tackling rogue employers through high-profile enforcement;
- launched Free Movement of Persons in October, making it easier for European Economic Area nationals and their family members to move or reside within the territory of European Union Member States;
- made over 1.2 million decisions on managed migration routes; and
- introduced new criteria to make the Highly-Skilled Migrant Programme more robust and to help prepare for the new points-based system.

In the course of 2007–08 we will:

- commence roll-out of the points-based system into more work and study routes, providing a clearer and more transparent system for all and, at the same time, dramatically improving the quality and consistency of the migration decisions we make;
- establish the Migration Advisory Committee;
- recruit and train new teams to manage employers and educational establishments that wish to bring in migrants under the points-based system;
- launch a register of sponsors as part of the points-based system;
- balance the entitlements we offer and the fees we charge to maintain competitiveness and ensure we continue to attract those with the right skills to the UK;
- implement 'Knowledge of Life in the UK' tests at the time that migrants seek to settle in the UK;
- expand services to employers through an employer helpline to further streamline processes and reduce errors; and
- continue to improve customer service and turnaround times.

POINTS-BASED SYSTEM

In December 2006, the first step towards a points-based system for managing migration was taken with the introduction of new rules for highly skilled foreign workers applying to come to the UK. The new test means that entrepreneurs and professionals will face a rigorous but clear test of their capability to work here, and will help select migrants who will most benefit Britain's economy.

The revised High-Skilled Migrant Programme (HSMP) criteria allow applicants to score points against the following criteria:

- qualifications;
- previous earnings;
- prior UK experience as a student or employee; and
- age.

A mandatory English language requirement has also been added to the programme, both when the initial application is made and again at extension stage, which applicants must pass for them to be successful.

SAFEGUARDING IDENTITY

The Identity and Passport Service (IPS) was established as an executive agency of the Home Office on 1 April 2006, following Royal Assent of the Identity Cards Act, and builds on the foundations of the UK Passport Service.

IPS's mission, 'Safeguarding your identity', supports facilitating easier travel for UK citizens, contributing to a reduction in identity fraud, estimated to cost the UK economy more than £1.7 billion a year, and supports the delivery of better services to the public.

Our vision is to become the trusted and preferred provider of identity checking services, recognising the key role we play already in making it easier for individuals to prove their identities securely and for private and public sector organisations to know their customers. This vision will be achieved by continuously improving the integrity of the UK passport, as well as the application process, in the short term and, over the next few years, the introduction of the National Identity Scheme (NIS).

The NIS will:

- help secure the UK's borders and tackle illegal immigration;
- prevent identity fraud;
- become a key defence in the fight against crime and terrorism;
- enhance checks as part of safeguarding the vulnerable; and
- improve customer service by joining up service across government departments.

The scheme, underpinned by the Identity Cards Act 2006 and other important legislation, including the Data Protection Act 1998, will provide a comprehensive identity management service for all those who have a right to live or work in the UK. Specifically, it will:

- provide a robust process for establishing identity, which will be combined for passports and identity cards for British citizens;
- store identity data, securely, on a National Identity Register which will have links to other government systems to share identity data in support of identity checking services;
- include the production and delivery of identity cards and passports; and
- provide identity checking services, to enable customers to prove their identity to accredited organisations.

Further details are available on the IPS website[31] and in the *Strategic Action Plan for the National Identity Scheme*,[32] published in December 2006.

Under the NIS, the Border and Immigration Agency will start issuing biometric identification to foreign nationals in 2008, and IPS will issue identity cards for British citizens from 2009.

Throughout this major change programme, IPS will continue to improve the integrity of the UK passport and strive to meet the high service expectations of over six million customers who apply for passports each year.

The passport fee increased in October 2006, as the second part of a two-year fee agreement. This provided funding for the introduction of e-passports, which store a facial biometric on a chip in the passport, and for the office network to support interviews with first-time adult passport customers.

31 www.identitycards.gov.uk/index.asp

32 www.identitycards.gov.uk/downloads/Strategic_Action_Plan.pdf

During 2006–07 we:

- delivered 6.2 million passport services, meeting all agreed customer service standards. This means that over 99.5 per cent of straightforward postal applications were processed in under two weeks, straightforward premium applications were processed the same day and fast-track applications were processed within a week. We saw over 97 per cent of all personal callers within 20 minutes of their appointment time;
- received the best rating for overall customer satisfaction in the independent Comparisat benchmarking exercise, undertaken by FDS International, for the third consecutive year. This placed IPS in the lead, ahead of public and private sector organisations including Amazon, Marks and Spencer, eBay, Tesco, Sainsbury's, Asda and the Driver and Vehicle Licensing Agency;
- published the *Strategic Action Plan for the National Identity Scheme*,[33] setting out the key building blocks and milestones of the NIS;
- rolled out e-passports on time and to budget, so maintaining the position of the UK passport as one of the most secure in the world. The e-passport meets the international standards for travel and identity documents set by the International Civil Aviation Organisation and the European Commission's Home Affairs Council. This ensures UK citizens continue to benefit from few international travel restrictions. We issued in excess of four million e-passports; and
- achieved the Investors in People Standard, demonstrating our commitment to deliver continuously improving business performance.

In the course of 2007–08 we will:

- strengthen the passport application process, including the introduction of interviews for first-time adult customers. This involves opening a network of 69 interview offices throughout the UK, as well as a number of video conferencing centres. We will also recruit and train over 500 new staff to conduct the interviews;
- trial the interview process over the summer, before the full roll-out of this service by October 2007. When fully implemented, the service will apply to adult first-time customers, around 600,000 a year. The interview office network is intended to provide an office within an hour's travelling time for over 95 per cent of the UK population. In remote, sparsely populated areas, videoconferencing facilities will be used to conduct the interview to avoid people having to make long journeys;
- develop framework arrangements for the procurement of all aspects of the NIS. We expect to award contracts in the final quarter;
- issue a forecast 6.2 million passports to our customers; and
- launch joint initiatives, initially with public sector partners, to deliver improvements in how people prove their identity and services are delivered.

[33] www.identitycards.gov.uk/downloads/Strategic_Action_Plan.pdf

ACTUAL
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BUDGET
3000000
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Chapter 3

ORGANISING AND SUPPORTING DELIVERY

CHAPTER 3
Organising and supporting delivery

The Home Office is a complex group of businesses. In 2006–07 it combined a central Whitehall department with wide-ranging responsibilities for social policy, three of the most important public services – prisons, probation, immigration and nationality – and a number of other large operating businesses, including the Identity and Passport Service and the Forensic Science Service.

It also supported the Home Secretary in overseeing the work of a number of non-departmental public bodies, including the Criminal Injuries Compensation Authority and the Youth Justice Board, and of the Police Service in England and Wales and our national law enforcement agencies.

Delivering the Home Office's aims and objectives requires effective systems for planning, resource allocation, performance management, personnel management and communication, the provision of suitable accommodation and IT.

This chapter gives an insight into the work of our support directorates during 2006.

DELIVERING THROUGH PEOPLE

In summer 2006, we established eight projects centred on people issues which, taken together, will increase our ability to meet the needs of Home Office business.

These projects are:

- strengthening the board;
- building senior leadership capabilities;
- skills;
- recruitment, selection and promotion processes improvement;
- personal performance management;
- reward;
- absence management; and
- Home Office values.

During 2006–07 we:

- launched a new competency framework to reflect the Professional Skills for Government core skills of people management, financial management, analysis and the use of evidence, and programme and project management;
- introduced a New Leaders Programme for talented junior staff in the Immigration and Nationalities Directorate;
- designed new processes for recruitment, selection and performance management; and
- made a number of staff changes at board and director level. Specifically, we appointed a new Director General of Performance and Reform to take the lead on the reform programme within the department.

In the course of 2007–08 we will:

- implement shared services for high-volume HR and financial transactions;
- complete the process of reducing our headcount by 2,700 posts;
- implement processes for recruitment, selection and performance management, which will allow us to get the right people into their posts more quickly; and
- introduce a new reward system for staff at Grades 6 and 7 who make a strong contribution to business outcomes, before a wider roll-out to other staff.

PROFESSIONAL SKILLS FOR GOVERNMENT

Professional Skills for Government (PSG) is a key part of the Government's delivery and reform agenda. It is a major, long-term change programme designed to ensure that civil servants, wherever they work, have the right mix of skills and expertise to enable departments and agencies to deliver effective services. It envisages a future in which all the types of work we do are recognised as equally valuable and are reflected in the make-up of the Senior Civil Service.

During 2006 we extended the application of the PSG principles to all members of Home Office staff, having trialled the approach with staff at Grade 7 and above. We will continue to offer our staff the opportunity to gain experience in each of the PSG delivery career groupings: policy, operational and corporate services. This will enable us to build a well-balanced and capable workforce.

OUR FIVE-YEAR RACE AND DIVERSITY PROGRAMME

Recruiting, retaining and developing a diverse workforce has tangible organisational benefits. Having a workforce that reflects the UK population helps us to ensure that our policies and services take account of all perspectives in meeting the needs of diverse communities.

A diverse workforce needs to have a balanced mix of men and women, of all ages, from different ethnic and religious backgrounds, including people with disabilities and those without, and gay, straight, and bisexual people. The diversity of our workforce is further enriched by valuing and supporting other differences, such as educational backgrounds, skills and life experiences.

In March 2004 we launched a five-year race and diversity programme. Now, half-way through this initiative, we have one of the highest proportions of ethnic minority staff in any government department: more than 25 per cent of staff who have declared their ethnicity are from black and ethnic minority backgrounds. In addition, more than half of the Home Office Board are women.

However, we recognise that we need to do more to ensure fair progression for all. For example, the existing Senior Civil Service (SCS) does not yet fully represent the diversity of our workforce. To underline our commitment to diversity, we have tougher targets than those recommended by the Cabinet Office 10-point plan.[34]

Our targets to March 2008 and performance at March 2007 are shown in the table below.

During 2006–07 we:

- published a Disability Equality Scheme, which sets out how we will actively look at ways within each of our business areas to ensure that disabled people are treated equally;
- achieved 16th position in the Stonewall Workplace Equality Index of the top 100 employers for gay people in Britain. We were the highest placed government department; and
- rolled out Equality Impact Assessment (EIA) training to staff. EIA is a way of systematically assessing and recording the likely impact of a strategy, policy or project on people from specified equality target groups. It involves anticipating and identifying potential equality consequences and ensures that, as far as possible, any potential negative consequences are minimised or eliminated.

In the course of 2007–08 we will:

- publish a single equality scheme;
- seek re-accreditation from the two-ticks disability scheme;

Measure	Target	Currently
Proportion of SCS staff who are women	40%	30.2%
Proportion of top management posts filled by women	30%	37.2%
Proportion of SCS staff who are from a black or ethnic minority background	8%	4%
Proportion of SCS staff who are disabled	3.2%	0.2%

[34] The plan can be viewed at www.civilservice.gov.uk/diversity/10_point_plan/index.asp

- participate in the Employers' Forum on Disability benchmarking exercise; and
- participate in Leaders UnLtd, the new civil service leadership development scheme designed for talented people in groups currently under-represented in the SCS.

TWO TICKS

The Home Office has used the two-ticks disability symbol since its inception. This means that we have agreed to meet specific commitments regarding the recruitment, employment, retention and career development of disabled people. These commitments include:

- interviewing all disabled applicants who meet the minimum criteria for a job vacancy and considering them on their abilities;
- ensuring there is a mechanism in place to discuss with disabled employees what they can do to make sure they develop and use their abilities;
- making every effort, when employees become disabled, to make sure they stay in employment; and
- ensuring that all employees develop the appropriate level of disability awareness needed to make the commitments work.

SUPPORTING OUR PEOPLE

In 2006–07 we employed over 72,000 people (full-time equivalents), the majority on front-line delivery in areas such as the Prison Service or the Immigration Service. A more detailed breakdown is available in table 5.6.

So that we can deliver on our objectives, we provide strong support for our people by:

- equipping senior staff with the skills needed to carry out their work effectively and to lead the organisation;
- encouraging all staff to plan their development in line with business needs and the Professional Skills for Government framework; and
- encouraging managers to practise a more open management style, in which staff receive constructive feedback about their contribution to delivery.

During 2006–07 we:

- completed a capability assessment for all staff at Director[35] level and person profiling for staff at Deputy Director level; and
- began to identify what our skill requirements will be at all levels, as our work continues to change.

In the course of 2007–08 we will:

- implement a new performance management system to support and promote a high-performance culture, linking business planning and objectives to individual performance;
- continue to develop a new system of learning and development to equip people with the right skills for the job and better align the demand and supply for learning and development; and
- seek re-accreditation as an Investor in People.

FINANCIAL MANAGEMENT

During 2006 we continued to strengthen the effectiveness of basic processes, and the skills of staff working in finance roles, as part of the Finance Improvement Strategy developed after the Home Office accounts for 2004–05 were disclaimed.

In its report on the 2005–06 accounts, the National Audit Office recognised that we had taken a significant step forwards. However, the relatively short time between producing those two sets of accounts meant that we had not been able to remedy all of the problems identified the year before, leading to a qualified audit opinion. We are aiming to ensure that our 2006–07 accounts give a true and fair view and to have them signed off by September.

We have maintained a strong focus on improving the quality of the data in our main accounting system, Adelphi, reducing reliance on local records so that we have a single trusted source of financial information to help manage resources in-year. We have also increased our investment in recruiting and training finance staff

[35] The Director grade was formerly known across government as Grade 3 and the Deputy Director grade as Grade 5.

across the department and raising the awareness of managers in policy and operational areas of the financial impacts of their proposals and actions.

We have made good progress in developing the skills of senior finance staff and in developing the next generation of finance leaders. A number of Senior Civil Servants are studying for professional qualifications, and we now have two fast-streamers pursuing professional finance qualifications alongside their fast-stream training.

We are developing the skills of our existing finance professionals through a programme of Continuing Professional Development (CPD) for qualified staff, and monthly seminars for all finance staff. The Home Office Finance Manual has undergone a comprehensive review to ensure that it offers up-to-date guidance on the financial management framework for all staff.

The financial management training programme for budget holders and finance managers has continued and has been supplemented with e-learning modules on the full range of Professional Skills for Government financial management competences.

RISK MANAGEMENT

Risk management forms one of the key elements of our reform programme. The reform programme action plan *From Improvement to Transformation*, published in July 2006, confirmed our commitment to systematic identification and management of risk, stating that:

> 'We will build a stronger understanding of the risks facing us at every level and take a more proactive and intensive approach to managing them. This work will be fundamental to our success in delivering on our priorities, particularly those that relate to protecting the public.'

Since then we have introduced a new process and conducted a complete review of our top-level risks, and we now review risk on a weekly basis. Training is being improved and managers are actively encouraging staff to escalate risks from the front line, with particular emphasis on risks to the public. This work is being led by the Home Office Board.

INFORMATION, SYSTEMS AND TECHNOLOGY STRATEGY

For the first time, we have produced a strategy for information, systems and technology (IST) across the entire Home Office. Although separate business areas remain responsible for the planning and delivery of the IST capabilities required to meet their objectives, the new department-wide strategy supports and adds value to these plans by ensuring that they are coherent, aligned and managed economically.

The strategy is an important part of the reform action plan and an enabler for several reform themes. It has four principal objectives:

- sharing and re-use: driving cost reductions through efficiencies and economies of scale;
- joining up: Home Office businesses and delivery partners working together effectively to reduce operational and reputational risk;
- information for accountability: providing accurate information to facilitate effective decision making and accountability; and
- compliance: cutting costs and risks by facilitating compliance with IST-related legislation, regulation, and cross-government strategies.

Together with the reform action plan, the IST strategy will evolve over three years. As a practical strategy, intended to have a positive impact on Home Office objectives, it avoids a prescriptive, centralising approach and concentrates on encouraging good practice.

In addition to the IST strategy, our Chief Information Officer and his team have been working to consolidate shared services for IT and information support into an organisation which commands customer confidence and can deliver more and better services across the department.

The 2007–08 release of the IST strategy will:

- introduce into our planning the concept of 'enterprise architecture'. This is a new, structured way of working, intended to improve investment decisions and join up information flows and processes; and

- set the agenda for 2008–09 and beyond on information sharing, governance, shared services, and developing an IT profession within the Home Office. These themes represent the most significant information-related issues facing the Home Office, where a co-ordinated approach will have the greatest impact.

IMPROVING PROGRAMME AND PROJECT MANAGEMENT

Our ability to reform the department and to deliver the Government's law and order agenda relies heavily upon effective use of programme and project management (PPM) disciplines. We remain focused on improving the management of our programmes and projects by:

- ensuring, through robust scrutiny and internal assurance schemes, that we undertake only those programmes and projects which meet our strategic objectives and offer best value for money;
- improving our capacity to deliver by developing our people's PPM skills. Foundation-level PPM training is available to all staff, while those employed on programmes and projects progress to certificated training run under schemes sponsored by the Office of Government Commerce (OGC). We have been encouraged by the Impact Nominal Index, a Home Office/Association of Chief Police Officers project, scooping a prestigious e-government award for teamwork early this year. We have also continued to identify and promote best practice whether found inside or outside the Home Office; and
- maintaining close scrutiny of our key programmes and projects at Home Office Board level, through participation in the OGC Gateway Reviews and by running our own internal health checks and assurance schemes.

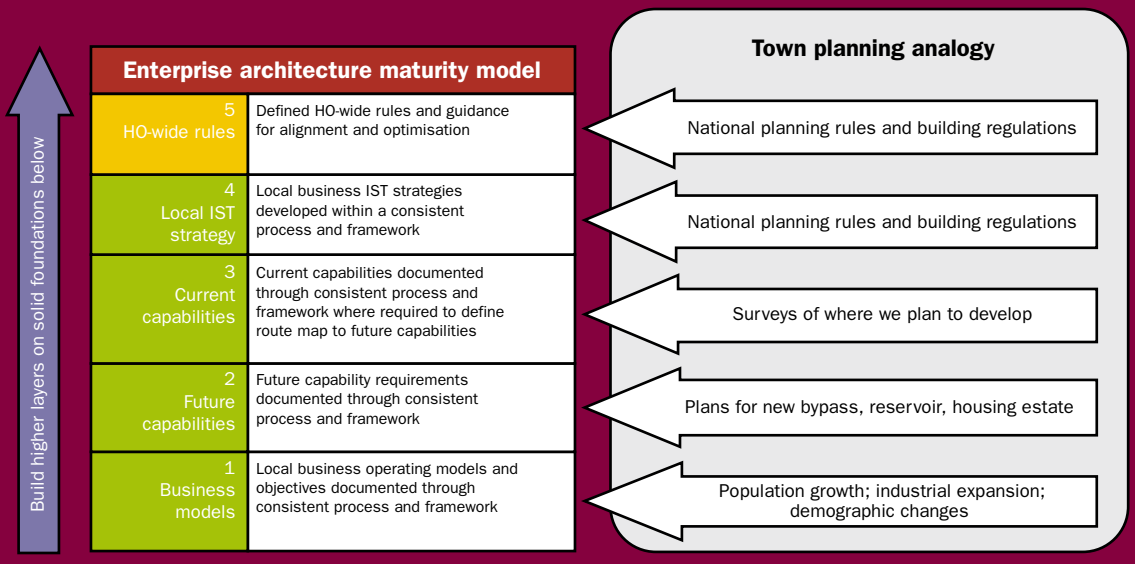
During 2006–07 we:

- undertook a capability review to inform the future shape and size of our PPM support structures. We started to implement its recommendations on developing the most cost-effective support for our programmes and projects;

ENTERPRISE ARCHITECTURE

What is enterprise architecture? It's a way of describing the IST environment we want for the Home Office (HO). Central co-ordination operates with business-level planning and approvals processes to provide a clear picture of business change and improvements.

It's similar to a town with a rigorous planning permission process: using a town plan, planning rules, and building regulations to ensure that all developments are appropriate and compatible.



- started to develop a portfolio management approach to maintain our focus on the activities which best contribute to our strategic objectives and which we have the capacity and resources to undertake. This is complemented by a new approach to initiation which will allow us to test our ability to translate new policy proposals into programmes and projects at an early stage in their development;
- started to mainstream PPM as a core skill as part of the Professional Skills for Government initiative and improved learning and development provision, including training for Senior Responsible Owners. We also worked with those leading our key programmes and projects to assess their development needs and to put in place development opportunities; and
- put in place a 'lessons learnt' library to enable us to build on our experience of past successes and difficulties and to ensure that this feeds into our best practice guidance.

In the course of 2007–08 we will:

- reduce the management overheads on our programmes and projects by establishing standard approaches to the governance and assurance of our programmes and projects;
- embed new portfolio management arrangements and measures to ensure that emerging policy initiatives are deliverable by subjecting them to our improved initiation process, before they are accepted into our portfolio; and
- resource our key programmes and projects more effectively and economically. We will establish a new, centrally co-ordinated approach to filling key PPM posts, including improved arrangements for the recruitment and placement of in-house resources and a flexible programme/project resource.

USING SCIENCE AND RESEARCH

Science and research are key priorities, underpinning evidence-based policy and providing the tools to deliver our objectives.

During 2006–07 we:

- spent just over £70 million on science and research, to inform and implement our policies and objectives. This research is guided by the Home Office *Science and Innovation Strategy 2005–08*,[36] which sets out priorities and the commitment to using science and research effectively in the full range of departmental business and provides an overview of current and future scientific capabilities;
- undertook major programmes of research and development to combat chemical, biological, radiological and nuclear (CBRN) terrorism and on increasing the resilience of existing offender tagging capabilities based on the results of scientific and technical testing and review;
- responded rapidly to a newly identified explosive material threat. This involved a major capability review of commercial, off-the-shelf equipment against the newly prioritised threat, including detailed work characterising the peroxide explosives to determine optimum methods of detection and identification;
- worked with ACPO and the National Centre for Policing Excellence, whose functions have now passed to the National Policing Improvement Agency, to produce updated practice advice on police use of digital images. This builds on earlier work that resulted in the ACPO/HO Digital Imaging Procedure[37] in recognition of the technical and operational advances that now make this a key enabler for a large number of policing applications; and
- further strengthened links with industry, academia and international partners, working more closely with research councils and the Department of Trade and Industry to co-ordinate and encourage research and commercial take-up of key technologies. In May 2006 we hosted a joint workshop with the Engineering and Physical Sciences Research Council to work together to develop new areas for crime and security research.

[36] www.homeoffice.gov.uk/documents/science-strategy.pdf

[37] http://scienceand research.homeoffice.gov.uk/hosdb/publications/cctv-publications/02-02_DIP?version=1

International agreements, which include Memoranda of Understanding with USA, Canada, Germany, and the Netherlands, are increasingly beneficial to the department because they provide a vital means for the sharing of experience and solutions.

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. Continued focus on VfM is a key component of reforming the way we conduct our business.

As part of our funding settlement from the Spending Review 2004 (SR04) we committed to realise VfM improvements, by March 2008, equivalent to £1,970 million per annum (p.a.), of which £1,240 million is to be cashable.[38] The baseline and approach to assessing increases in VfM in the department are set out in a technical note.[39]

We have adopted a rigorous performance management approach, and a Programme Board of our senior managers, chaired by the Permanent Secretary, is responsible for the successful delivery of the target. We have developed indicative targets to help us meet the overall objective:

- achieving improvements in the Police Service equivalent to £1,060 million p.a., of which half should be cashable;
- improving VfM in the National Offender Management Service (NOMS) by £450 million p.a.;
- reducing the costs of asylum support by £450 million p.a.;
- reducing the size of our headquarters function by the equivalent of 2,700 full-time posts; and
- reducing administration costs by £61 million p.a. in cash terms compared with 2005–06.

Chapter 2 of this Report sets out the level of improvement that has been achieved in each of our principal operational businesses and the police, while case studies bring colour to the department's performance that is reported in aggregate here.

Alongside work to increase VfM in the Police Service and our principal operational businesses, we have also focused on lessening duplication of activities in our headquarters and on reducing headcount, strengthening the effectiveness of our support services through improved procurement and moved towards the provision of shared services in IT and estates management. We are also bringing together our transactional activity into a shared business service in Newport. This is supported by a sector strategy to align with Phoenix, the Prison Service shared service centre, which became operational in 2006.

Our progress has been subject to significant internal and external scrutiny, most recently in the National Audit Office's report on the Government-wide Efficiency Programme (HC 156-I Session 2006–07), which was broadly favourable and raised no significant concerns about the reliability of our reported gains.

During 2006–07 we:

- achieved our VfM target 15 months early. The gains, which are estimated to be worth £2,352 million p.a. (of which £1,530 million was cashable), are detailed in Table 1, while a cumulative breakdown by business area is shown in Table 2;
- reduced the size of the Home Office headquarters by 1,907 full-time equivalent posts compared with the March 2004 baseline (equivalent to an annual cost saving of £68 million p.a.; and
- relocated 2,381 posts to the regions. Principal blocks of posts included:
  - 210 posts to support IND's Workers Registration Scheme;

[38] Cashable savings are those in which budgets are reduced, to extract the value of the saving, while service levels are sustained.

[39] www.homeoffice.gov.uk/documents/sr2004-value-for-money-tech-note/SR2004-Value-Money-Target?view=Binary

- 240 posts to Newport for HM Prison Service's Phoenix transactional shared services centre;
- 108 posts to Liverpool as part of IND's expanded Criminal Casework Directorate;
- 683 posts spread across Leeds, Birmingham, Newcastle, Glasgow, Bristol, Cardiff, Leicester, Peterborough and Belfast for the National Asylum Support Service regionalisation programme the New Asylum Model; and
- 136 posts across the UK to establish the Regional Offender Manager Network.

In the course of 2007–08 we will:

- maintain focus and impetus in the SR04 VfM programme while also developing ambitious plans to extend the VfM programme during the Spending Review period;
- start to introduce shared services for HR, finance and procurement to provide consolidated, streamlined, cost-efficient processes for the main Department and the Border and Immigration Agency;
- continue to focus on increasing productivity through reforming nuts-and-bolts processes (part of the Home Office Reform Plan);
- bear down even more on the cost of externally procured goods and services, and also reduce consumption of goods and services; and
- complete the establishment of the Prison Service's Phoenix shared service centre in Newport.

Table 1 Estimated annual VfM outturn (£m) based on a 2003–04 baseline

2006–07 Q3 est. outturn	Annual gains in 2004–05	Of which, **cashable**	Annual gains in 2005–06	Of which, **cashable**	Annual gains in 2006–07	Of which, **cashable**
Police	316	111	389	195	420	258
IND	305	295	191	190	119	114
NOMS	138	65	169	93	82	13
Procurement	26	25	50	31	26	19
IT	21	21	20	20	12	12
Headcount	32	32	6	6	30	30
Total	**838**	**549**	**825**	**535**	**689**	**446**
Cumulative total	**—**	**—**	**1,663**	**1,084**	**2,352**	**1,530**

Table 2 Estimated cumulative VfM outturn (£m) at March 2007 on a 2003–04 baseline

Workstream	Total	Of which, cashable
Policing	**1,125**	**564**
IND	**615**	**599**
Asylum support cost reduction	*488*	*488*
Other operating costs	*127*	*111*
NOMS	**389**	**171**
HMPS	*135*	*71*
NOMS HQ	*154*	*89*
Probation Service	*100*	*11*
HQ reform	**68**	**68**
Reduce posts	*1,907*	*1,907*
Other (e.g. central procurement, IT)	**155**	**128**
Procurement (incl. Estates)	*102*	*75*
IT	*53*	*53*
TOTAL	**2,352**	**1,530**

SUSTAINABLE DEVELOPMENT

Sustainable development, the means of improving the quality of life today without compromising that of future generations, is a goal pursued by the Government through an innovative and productive economy and a just society with sustainable communities. This also means protecting and enhancing the physical and natural environment, and using resources and energy as efficiently as possible. The department's performance is reported annually in the *Sustainable Development in Government* (SDiG) report.

In June, the Government published new targets for sustainable operations on the Government estate which include:

- central Government's office estate to be carbon neutral by 2012;
- water consumption to be reduced by 25 per cent by 2020 relative to 2004–05 levels;
- recycling to be increased to 40 per cent of waste arisings by 2010; and
- carbon emissions from road vehicles used for government administrative operations to be reduced by 15 per cent by 2010–11 relative to 2005–06 levels.

We published our first annual Sustainable Development Action Plan (SDAP) in 2006; it is available at www.homeoffice.gov.uk/documents/ho-sd-action-plan-06. This identified long, medium and short-term actions to ensure sustainable development is incorporated into our policies and operational and human resource strategies. The recent assessment by the Sustainable Development Commission ranked our plan performance in the second highest category. The SDAP for 2007 is currently under development.

In March 2007 the fifth SDiG was published, which confirmed that there is much to do to meet the new targets. There were some successes such as the maintenance of sites of special scientific interest by the Prison Service and all-round improvements in energy efficiency. But more effort is required to implement environmental management systems and reduce water consumption.

HOME OFFICE USE OF CONSULTANTS

We use consultancy services to support many of our initiatives and seek to ensure that we obtain value for money when doing so. The NAO's report on use of consultants by central government departments[40] contained examples of good practice from within the Home Office, including using incentives to drive performance. On our e-Borders programme we recruited full-time staff to replace consultants where a long-term need for staff was identified. On one project within our Specialist Crime Directorate, 20 per cent of total fees were 'at risk' and dependent on meeting a set of indicators that had been agreed at the outset.

Over the last year our Commercial Directorate has worked hard to understand the ways in which different business areas were using consultants and to identify opportunities to reduce our spending. In November 2006 we introduced a new policy on procuring consultancy support, covering the main department, our non-departmental public bodies (NDPBs) and executive agencies, to further tighten control.

This policy ensures that commercial expertise is engaged early in the procurement process so that all new requests for consultancy support over a set value, and extensions to existing contracts, are closely scrutinised. HR specialists are now involved in the approvals process, to identify the skills and capabilities gaps among our own staff that we need to fill so that we can reduce reliance on the private sector, and we have introduced an explicit requirement for project managers to plan for the transfer of skills from consultants to our permanent staff.

The new process has also helped us to identify skills and knowledge already held in other areas of our business, enabling us to draw on in-house talent rather than engage consultants. The second phase of reform will introduce more proactive supplier management and the gathering and use of improved management information.

Together, these new strands will enable us to work with suppliers to make more effective use of those consultants we do engage. We will be monitoring assignments closely to ensure that effective skills and knowledge transfer to permanent staff takes place.

[40] www.nao.org.uk/publications/nao_reports/06-07/0607128.pdf

Spend on consultants, staff substitutes and interim managers (estimated outturn in £ million)		
	Programme	Admin
Core Home Office	42	52
IND	38	4
CRB	0	0.1
IPS	21	0
HMPS	32	0
OCJR	29	0

BETTER REGULATION

The better regulation principles of transparency, accountability, targeting, consistency and proportionality help us develop policy and scrutinise the impact of our legislation. We use Regulatory Impact Assessments (RIAs) and consultation to ensure the principles are followed.

During 2006–07:

- we published 23 final RIAs – 15 related to the public sector;
- we published 18 public consultations – 13 required a partial RIA and 11 complied;
- 13 public consultations met the minimum 12-week consultation period – 10 lasted longer than 12 weeks; and
- we commenced 14 of the 21 Statutory Instruments affecting business on one of the two common commencement dates of 6 April or 1 October.

Our Ministers agreed that five consultations could last less than 12 weeks:

- Code of Practice for the Detention, Treatment and Questioning of Persons under the Terrorism Act 2000;
- Asylum Qualification Directive;
- refugee integration;
- immigration charging; and
- establishing a Migration Advisory Committee.

Our NDPBs and agencies have further embraced the better regulation agenda and routinely produce RIAs. The Security Industry Authority (SIA) developed an action plan with the Cabinet Office Better Regulation Executive to improve services, is currently considering its range of penalties in response to the Macrory review and has a voluntary approved contractor scheme.

Our Simplification Plan, published in December 2006, describes an administrative burden on business of £85 million and measures to reduce this by up to 19 per cent by simplifying regulation or improving delivery. The main burden is work permits; the new points-based system is expected to save between 11 per cent and 22 per cent in this area alone.

To embed culture change we have set up a Better Regulation Network to monitor regulatory activity and identify and share best practice, as well as identifying and developing training across all our policy areas. New-style impact assessments will increase the role of our economists and place greater emphasis on assessing the costs and benefits of policy proposals. We are also establishing an advisory panel with business representatives, led by a Board-level champion, to consider policy proposals and the impact on the private sector.

In line with Hampton principles,[41] we now take a risk-based approach to regulation where possible and promote the use of voluntary codes. For example, the Animals (Scientific Procedures) Inspectorate uses risk assessment in both its inspection programme and licence assessment while the SIA developed its voluntary Approved Contractor scheme in consultation with representatives from across the industry.

We improved our ability to engage with the right stakeholders throughout policy development with the development of a database for managing relationships with over 6,000 external stakeholders.

Further information about our better regulation work and our Simplification Plan can be found at: www.homeoffice.gov.uk/documents/ho-simplification-plan/

[41] www.hm-treasury.gov.uk/media/A63/EF/bud05hamptonv1.pdf

HEALTH AND SAFETY

The Permanent Secretary has overall responsibility for implementing the departmental health and safety policy and has the full support of Ministers and the Home Office Board. The Director for Human Resources is responsible for keeping the Home Office Board informed on health and safety matters.

During 2006–07 there were 16 accidents across the non-agency Home Office which were reportable to the Health and Safety Executive under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 1995 (RIDDOR). Six of these accidents involved slips and trips. There were no fatalities. No enforcement notices were served against the non-agency Home Office.

We take the well-being of our staff seriously, and the past year has seen us transforming our occupational health and safety services so as to best meet the needs of the business and our staff. We provide support to staff on a wide range of issues, from stress counselling through to healthy eating and advice on smoking.

Our priorities for the coming year include ongoing action to reduce the risk of slips and trips, the main cause of accidents across the Home Office. We also continue to introduce Stress Management Standards across the business, to tackle work-related stress and to reduce sickness absence.

Chapter 4

PERFORMANCE TABLES

In the following section we detail the Department's performance against its PSA targets.

The tables cover:

- all targets set in Spending Review 2004;
- all current targets set in Spending Review 2002; and
- all current targets set in Spending Review 2000.

A target is current where the date for attaining it was set as being in or after 2006–07 but for which final performance outturn has not previously been published by the Home Office.

Spending Review 2004 targets

2006	LATEST OUTTURN
PSA1: Reduce crime by 15%, and further in high crime areas, by 2007–08.	**Overall crime: slippage** This is measured by the British Crime Survey (BCS). • Baseline (BCS 2002–03): 12,341,000 • Target (BCS 2007–08): a 15% reduction • Annual outturn (BCS 2005–06): 10,912,000 – a 12% reduction • Latest outturn (year to December 2006): 11,087,000 **Greater reduction in high crime areas: on course** This is assessed by comparing the average crime reduction in the 40 High Crime Areas (HCAs) with the average reduction in the remaining Crime and Disorder Reduction Partnership (CDRP) areas. This is measured using police recorded crime, as the BCS is not available at CDRP level. • Baseline: 2003–04 • Target (2007–08): a greater reduction in HCAs than other CDRPs • Annual outturn (2005–06): HCA reduction – 13%; reduction in remaining CDRPs – 7%[42]

BCS overall crime: Performance against SR2004 PSA1 target
(to reduce BCS overall crime by 15% between 2002–03 and 2007–08)
Latest data for year ending December 2006

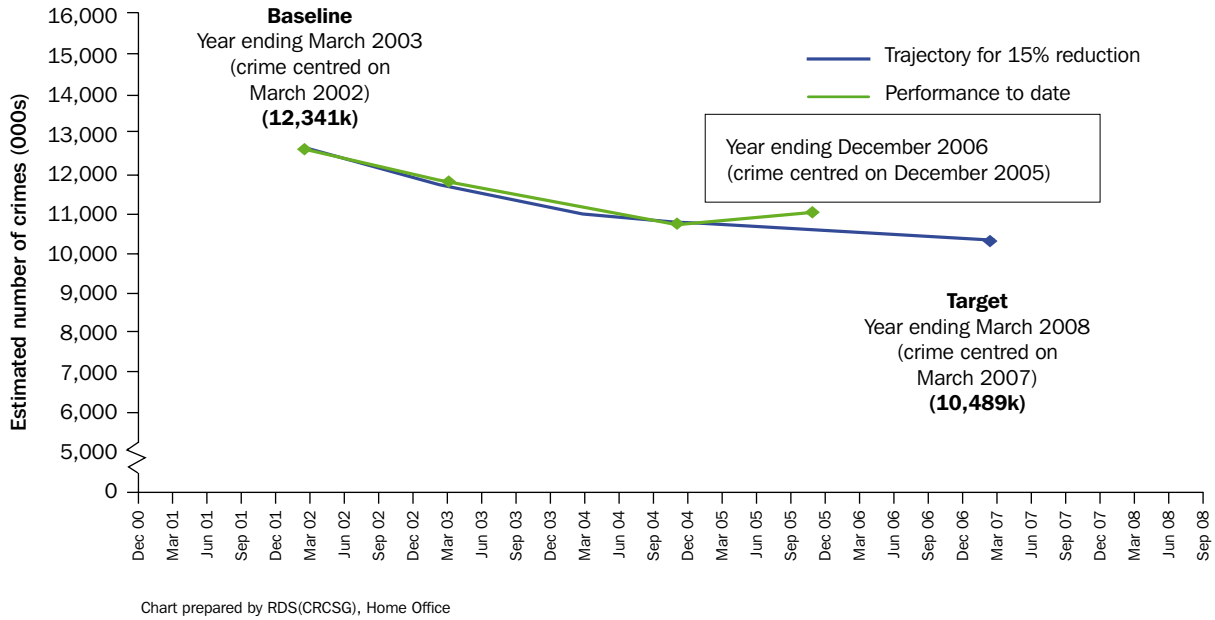


Chart prepared by RDS(CRCSG), Home Office

[42] The reason that the HCA data are older than the BCS figures is that this part of the target requires data from CDRP level, in order to aggregate the results from HCAs and all other CDRPs. The quarterly published recorded crime data are at national level only. This allows the updating of the overall national BCS target but not the HCA target.

2006	LATEST OUTTURN
PSA2: Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System (CJS) without compromising fairness (confidence element shared with DCA and CPS).	**Fear of crime: on course** This is measured by the BCS, which asks about people's level of worry about burglary, car crime and violent crime. Worry about violent crime: • Baseline (BCS 2002–03): 21% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2005–06): 17% • Latest outturn (year to December 2006): 17% Worry about car crime: • Baseline (BCS 2002–03): 17% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2005–06): 14% • Latest outturn (year to December 2006): 13% Worry about burglary: • Baseline (BCS 2002–03):15% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2005–06): 13% • Latest outturn (year to December 2006): 13% **Concern that anti-social behaviour is a problem: on course** This is measured by the BCS, which asks seven questions about people's perception of a variety of forms of anti-social behaviour. The responses produce an aggregate figure. Figures below are based on those with a high level of perceived anti-social behaviour. • Baseline (BCS 2002–03): 21% • Target (BCS 2007–08): a reduction • Annual outturn (BCS 2005–06): 17% • Latest outturn (year to December 2006): 18% **Confidence in local police: ahead** This is measured by the BCS, which asks whether people think the police in their area are doing a good job. • Baseline (BCS 2003–04): 47% • Target (BCS 2007–08): an increase • Annual outturn (BCS 2005–06): 50% • Latest outturn (year to December 2006): 51%

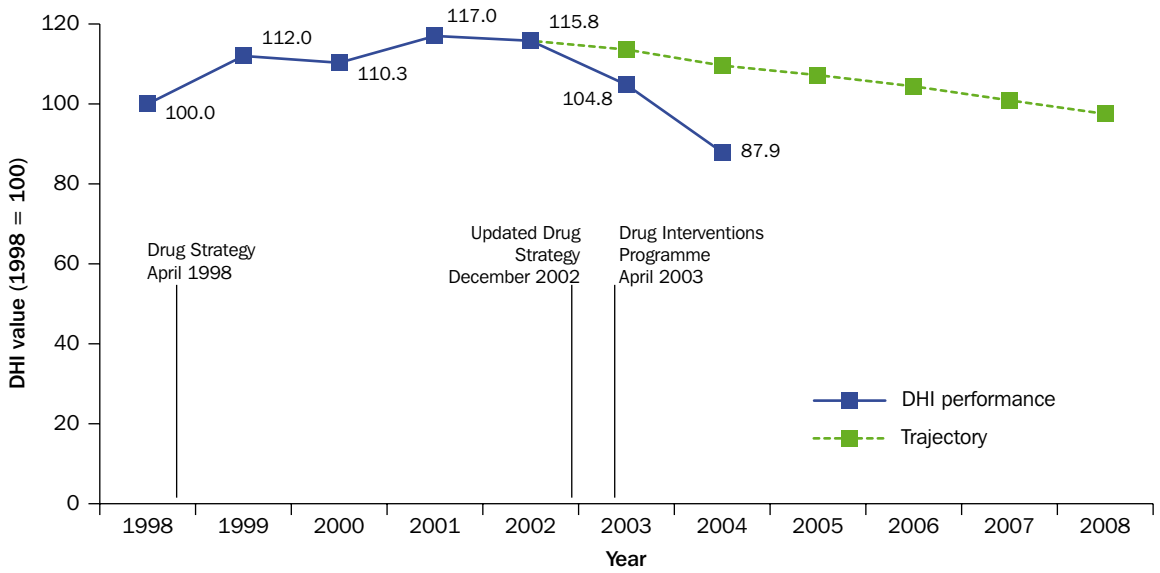
2006	LATEST OUTTURN
	Victim and witness satisfaction: on course This is measured by the BCS, which asks questions on victims' and witnesses' satisfaction with the CJS. • Baseline (BCS six months to March 2004): 58% • Target (BCS 2007–08): an increase • Annual outturn (BCS 2005–06): 59% • Latest outturn (year to December 2006): 60% **Public confidence in the CJS: on course** This is measured by the BCS, which asks whether the public believes the CJS is effective in bringing people who commit crimes to justice. • Baseline (BCS 2002–03): 39% • Target (BCS 2007–08): an increase • Annual outturn (BCS 2005–06): 44% • Latest outturn (year to December 2006): 42% **Black and minority ethnic perceptions of fair treatment: on course** This is measured by questions in the Citizenship Survey (formerly the Home Office Citizenship Survey (HOCS)),[43] which ask whether people from a black or minority ethnic background believe the CJS would treat them worse than people of other races. • Baseline (HOCS 2001): 33% • Target (Citizenship Survey 2007): a decrease • Latest outturn (HOCS 2005): 31%
PSA3: Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.25 million by 2007–08.	**Offences brought to justice: ahead** An offence is considered to have been brought to justice when a recorded crime results in an offender being convicted, cautioned, issued with a penalty notice for disorder or given a formal warning for the possession of cannabis or having an offence taken into consideration. As the target is an absolute figure no baseline applies. • SR04 target (2007–08): 1.25 million • Latest outturn (year to December 2006): 1.399 million[44]

[43] HOCS is now the Citizenship Survey following the transfer of the Communities Group from the Home Office to Communities and Local Government.

[44] Data are provisional and subject to change and contain estimates for missing data.

2006–07	LATEST OUTTURN
PSA4: Reduce the harm caused by illegal drugs, including substantially increasing the number of drug-misusing offenders entering treatment through the Criminal Justice System (CJS).	**Reduce the harm caused by illegal drugs: on course** 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. • Baseline (2002): 115.8 • Target: a reduction by 2007–08 • Latest outturn: 87.9 **Number of drug-misusing offenders entering treatment through the CJS: on course** • Baseline: 438[45] a month in March 2004 • Target: 1,000 a week by March 2008 • Latest outturn: 3,448 a month in February 2007

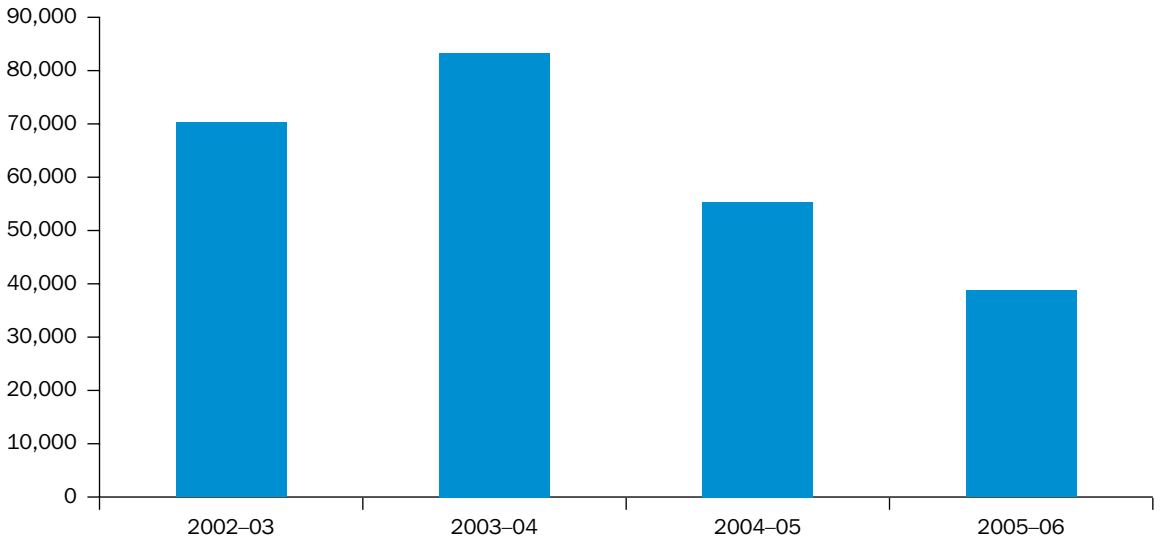
Drug Harm Index and trajectory



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

2006–07	LATEST OUTTURN
PSA5: Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.	**Reducing unfounded asylum claims: ahead** 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 dependents of the applicant have not been granted full refugee status (indefinite leave to remain) under the 1951 UN Convention, i.e. failed asylum seekers (applicants refused refugee status at the initial decision stage for which no appeal is received and applicants whose appeal rights are exhausted). • Baseline (2002–03): 70,200 • Target: a reduction • Outturn (2004–05): 55,300 (revised[46]) • Outturn (2005–06): 38,800

Number becoming failed asylum seekers (including dependants)



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

2006	LATEST OUTTURN
Home Office value for money target: to achieve gains worth £1,970 million per annum (of which £1,240 million p.a. would be cashable) by 2007–08, including by reducing the size of the headquarters by 2,700 full-time equivalent (FTE) posts.	**Value for money: ahead** Building on this strong performance the Home Office has achieved estimated gains worth £2,352 million p.a., of which £1,530 million p.a. is cashable, by the end of March 2007. This includes: • estimated gains worth £1,125 million, of which £564 million is cashable, in the Police Service in England and Wales, through procurement savings, reducing bureaucracy, improving processes, removing duplication in corporate services and making better use of technology; • value for money improvements of £615 million, of which £599 million is cashable, in the Immigration and Nationality Directorate. The majority of this substantial improvement has been achieved by managing down the cost of Asylum Support (£488 million); • delivery of £389 million, of which £171 million is cashable, in the National Offender Management Service, split between savings of £135 million in the Prison Service, £154 million from the HQ and £100 million in the Probation Service; and • reducing the size of the Home Office headquarters by 1,907 FTE posts against the March 2004 baseline and relocating 2,381 posts to the regions.
Police standard: Maintain improvements in police performance, as monitored by the Police Performance Assessment Framework (PPAF), in order to deliver the outcomes expressed in the Home Office PSA.	**The performance of all police forces: on course** Performance continues to be measured using the PPAF, with the second Police Performance Assessments publication – covering 2005–06 – published in late October. Figures from the 2005–06 assessment showed a strong improvement in policing across a range of policing areas, most noticeably in investigating crime, where 31 out of 43 forces improved from 2004–05 and none got worse. In 2005–06, the police and their partners delivered an increase of approximately 15% on the previous year in the number of offences brought to justice. Front-line policing figures also showed an improvement from 2004–05 to 2005–06, equivalent to 1,186 full-time officers carrying out front-line duties. More information on police force performance is available at http://police.homeoffice.gov.uk/performance
NOMS standard: Protect the public by ensuring there is no deterioration in the levels of re-offending by young offenders and adults. Maintain the current low rate of prisoner escapes, including Category A escapes.	**Maintain the levels of re-offending by young offenders and adults** The NOMS standard requires that re-offending performance of adults and juveniles is maintained above the 2005–06 level over the SR04 period. Re-offending is measured using proven re-offending rates, comparing actual proven re-offending rates with a predicted rate. This allows account to be taken for year-on-year variations in the profile of offenders such as their age, gender and criminal history as well as external factors. Re-offending rates are calculated from a sample consisting of all those released from custody or who begin a community sentence between January and March each year. Alongside the NOMS standard, the Home Office *Strategic Plan 2004–2008* lays out a longer-term goal to work towards a 10% reduction in re-offending by the end of the decade.

2006	LATEST OUTTURN
	Re-convictions of young offenders: slippage Youth re-offending is measured by the number of young offenders who re-offend within a one-year period following a pre-court disposal, court disposal, or release from prison and who are subsequently resanctioned, either through receiving another pre-court disposal or through a conviction in court, compared with a predicted rate. This is the percentage of those who, following release from secure training/custody and having received a reprimand/final warning/caution or any other court disposal, commit another offence within a year. This element of the target is achieved if the proven re-offending rate for the fourth quarter of year ending March 2006 is at least 5% less than the predicted rate for that period. • Baseline: 2000 (January–March 2000) • Target (January–March 2006): 5% • Latest outturn: (January–March 2004) – Predicted rate: 41.9% – Actual rate: 41.3% – Outturn: 1.4% **Re-convictions of adults: on course** Adult re-offending is measured by the reduction in the proportion of adult offenders discharged from prison or starting a community sentence who are reconvicted within two years, compared with the predicted rate. This is the percentage of those who, following discharge from prison or starting a community sentence, are then convicted of another offence which occurred within two years. This element of the target is achieved if the re-offending rate for the fourth quarter of year ending March 2006 is at least 5% less than the predicted rate for that period. • Baseline: 2000 (January–March 2000) • Target (January–March 2006): 5% • Latest outturn: (2004 cohort) – Predicted rate: 58.8% – Actual rate: 55.5% – Outturn: 5.8% **Escapes: ahead** This element is met if the number of escapes as a proportion of the prison population does not exceed 0.17% and there are no Category A escapes. • Target: less than 0.17% • Latest outturn (2005–06): 0.037% • There have been no Category A escapes

Spending Review 2002 targets

2006	LATEST OUTTURN
PSA5: Protect the public and reduce re-offending by 5%: • **for young offenders; and** • **for adults sentenced to imprisonment and adults sentenced to community sentences.** **Maintain the current low rate of prisoner escapes, including Category A escapes.**	Re-offending is measured using proven re-offending rates. The target is to achieve a 5% reduction in the actual re-offending rate compared with a predicted rate. This allows account to be taken for year-on-year variations in the profile of offenders such as their age, gender and criminal history as well as external factors. Re-offending rates are calculated from a sample taken between January and March each year. The current results for the adult and juvenile measures use data from the Police National Computer. This provides a more accurate platform for reporting than the previous Offenders Index and will help to underpin the development of better measures in the future. NOMS are currently rolling out a new system of Offender Management which will help to support ongoing target achievement. It aims to provide a more cohesive end-to-end package of support for offenders both in prison and in the community. **Re-offending by young offenders: slippage** This is the percentage of those who, following release from secure training/custody and having received a reprimand/final warning/caution or any other court disposal, commit another offence within a year. This element of the target is achieved if the proven re-offending rate for the fourth quarter of year ending March 2006 is at least 5% less than the predicted rate for that period. • Baseline: 2000 (January–March 2000) • Target (January–March 2006): 5%[47] • Latest outturn: (January–March 2004) – Predicted rate: 41.9% – Actual rate: 41.3% – Outturn: 1.4% **Re-offending by adults: ahead** This is the percentage of those who, following discharge from prison or starting a community sentence, are then convicted of another offence which is committed within two years. This element of the target is achieved if the re-offending rate for the fourth quarter of year ending March 2006 is at least 5% less than the predicted rate for that period. • Baseline: 2000 (January–March 2000) • Target (January–March 2006): 5% • Latest outturn: (2004 cohort) – Predicted rate: 58.8% – Actual rate: 55.5% – Outturn: 5.8%[48] **Escapes: met** This element is met if the number of escapes as a proportion of the prison population does not exceed 0.17% and there are no Category A escapes. • Target: less than 0.17% • Latest outturn (to December 2006): 0.037% • There have been no Category A escapes

[47] We will be reporting on the completion of this target in summer 2010.

[48] We will be reporting on the completion of this target in summer 2011.

2006	LATEST OUTTURN
PSA6: Reduce the harm caused by drugs by: • **reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people; and** • **reducing drug-related crime, including as measured by the proportion of offenders testing positive at arrest.**	**Class A drug use among young people: slippage** • Baseline (BCS 1998): 8.6% • Target: a reduction by 2007–08 • Latest outturn (BCS 2005–06): 8.4% (not statistically significant) **Frequent drug use by young people: on course** • Baseline (BCS 2002–03): 11.6%[49] • Target: a reduction by 2007–08 • Latest outturn (BCS 2005–06): 9.5% **Frequent drug use by vulnerable young people: ahead** Vulnerable young people are at greater risk of becoming problem drug users in later life. They include truants and excludees, young offenders and young people in care. We use the Schools Survey to measure this target because we can identify truants and excludees from this survey. The Offending, Crime and Justice Survey (OCJS) is no longer being used to measure this target because the survey design includes a declining cross-sectional sample size that makes it an inappropriate measure of changes over time.[50] Schools Survey (frequency is once a month or more): • Baseline (2003): 21.2%[51] (any drug in the past year) • Target: a reduction by 2007–08 • Latest outturn (2006): 11.3%[52]

[49] This figure differs from that previously published in the Departmental Report 2006 due to revisions of the weighting procedures used in producing figures from the youth boost of the BCS.

[50] The sample for the OCJS consists of:
1. a sample panel of respondents interviewed in previous years of the survey and followed up in subsequent years, and;
2. a fresh sample of respondents recruited each year to make up the overall target sample size of 10,000 respondents.

Most of the respondents in the survey are part of the panel sample. Measuring changes in drug use over time among this group would reflect the respondents' ageing and personal development over time rather than any influence of policy interventions. Panel respondents' gradual familiarisation with the research instrument and the survey can also be expected to influence their reporting. Measuring drug use among the remaining fresh sample would produce estimates with margins of error too wide to effectively measure any changes and would be subject to a large amount of variation year on year.

[51] These figures differ slightly from those published in *Smoking, drinking and drug use among young people in England 2006: headline figures* because a slightly different method of accounting for missing answers when combining variables to identify frequent use and truants and excludees has been used. However, this makes only a very slight difference to the absolute figures and does not affect the observed trend, and the method used here will be used in future survey reports.

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

2006	LATEST OUTTURN
	Class A drug use by vulnerable young people: slippage The Schools Survey is also used to measure Class A drug use (in the past year) by vulnerable young people. Schools Survey: • Baseline (2003): 14.1% • Target: a reduction by 2007–08 • Latest outturn (2006): 13.6%[53] **Drug-misusing offenders/drug-related crime: on course** Significant amounts of acquisitive crime are driven by the need to support Class A drug habits. Although drug-related crime can be defined more widely, acquisitive crime remains at its heart. Identifying exactly which acquisitive crimes were committed to support a drug habit is difficult, as routine crime statistics do not include information about the offender's drug use or motivation for offending. It did not prove possible to use the proportion of those arrested who tested positive as an effective measure of drug-related crime. Under the arrangements for the PSA targets in SR04 a robust and much wider mechanism – the Drug Harm Index (DHI) – was introduced to measure a range of harms from drug misuse. Drug-related crime is the largest single element within the DHI, and performance on reducing drug-related crime is clearly reflected within it. The baseline for the DHI was set at 115.8 for 2002 – the year the updated Drug Strategy was launched – and the latest figures show that the DHI has fallen to 87.9 points by 2004, a drop of 27.9 points or 24.1%. As a separate but related indicator of drug-related crime, published data on police recorded acquisitive crime shows that in the 12 months to March 2006, acquisitive crime fell by 4% from the previous year and by 20% since the onset of the Drug Interventions Programme (the 12 months to March 2003).

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

2006	LATEST OUTTURN
PSA7: Focus the asylum system on those genuinely fleeing persecution by taking speedy, high-quality decisions and reducing significantly unfounded asylum claims, including by: • **fast turnaround of manifestly unfounded cases;** • **ensuring, by 2004, that 75% of substantive asylum applications are decided within two months and that a proportion (to be determined), including final appeal, are decided within six months; and** • **enforcing the immigration laws more effectively by removing a greater proportion of failed asylum seekers.**	**Asylum applications – reducing unfounded asylum claims: met** • Baseline (applications) (October 2002): 8,770 • Target: halve by September 2003 • Target outturn (September 2003): 4,270 **Quality of decisions: met** The target is the same for both internal and external assessments. • Target (2003–04): 80% – achieved • Target (2005–06): 85% • Outturn (2005–06): – internal: 91% – external: 90% **Turnaround of manifestly unfounded cases: not met** The target was modified in July 2005 following expansion of the countries listed in the Nationality, Immigration and Asylum Act 2002 beyond the first ten. The target is now to remove 75% of detained non-suspensive appeal cases, certified as clearly unfounded and detained throughout the process, within 28 days. • Target (2005–06): 75% • Outturn (2005–06): 47% **Number of substantive asylum applications decided within two months: met** • Target (2003–04): 75% • Outturn (2003–04): 81% • Target (2004–05): 75% • Outturn (2004–05): 80% • Outturn (2005–06): 76% **Final appeal being decided within six months: on course** • Target (2003–04): 60% • Outturn (2003–04): 63% • Target (2004–05): 65% • Outturn (2004–05): 67% • Target (2005–06): 75% • Outturn (2005–06): 74%[54] **Proportion of failed asylum seekers removed: met** • Baseline (2002–03): 21% • Target: remove greater proportion in 2005–06 • Outturn (2005–06): 44%

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

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2006	LATEST OUTTURN
PSA 10: Reduce the rate of reconvictions among all offenders punished by imprisonment or by community supervision and among all young offenders by 5% by 2004, compared with the predicted rate.[55]	**Young offenders 5% reduction: not met** • Baseline: 1997 • Target 2004: a 5% reduction • Latest outturn (January–March 2004): – Actual rate: 41.3% – Outturn: 3.8% reduction **Adults 5% reduction: met** • Baseline: 1997 • Target 2004: a 5% reduction • Latest outturn: (January–March 2004): – Actual rate: 55.5% – Outturn: 6.9% reduction For the latest results we have changed the source data for this target from the Offenders Index to the Police National Computer as this is more accurate and provides a platform for the development of better measures in the future. Adult re-offending is measured by the reduction in the proportion of adult offenders discharged from prison or starting a community sentence who are reconvicted within two years, compared with the predicted rate. Since 2001–02 we have focused on the work we are doing to reduce re-offending, and because of a new cross-government approach to tackling re-offending there has been a significant impact on reducing re-offending.

[55] The target methodology was altered between 1997–2000 and 2002–03. A full explanation can be found at www.homeoffice.gov.uk/rds/pdfs05/hosb2505.pdf

Summary assessments of progress

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

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

Final assessment against a target

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

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

Data limitations

Asylum data

Asylum data are robust and quality assurance procedures are in place. The NAO report in 2004 concluded that 'asylum data and statistics are in most respects reliable'.

British Crime Survey

Crime levels are measured using the British Crime Survey (BCS).[56] Overall BCS crime includes crimes against persons and households.

Crime levels may also be measured by police recorded crime.[57] But for the crime types it covers, the BCS can provide a better reflection of the true extent of crime because it includes crimes that are not reported to the police. The BCS count also gives a better indication of trends in crime over time because it is unaffected by changes in levels of reporting to the police, and in police recording practices.

Recorded crime provides a good measure of trends in well-reported crimes, is an important indicator of police workload, and can be used for local crime pattern analysis. The suite of statistics recorded by the police that cover the crime types that are most similar to those captured by the BCS are known as the recorded crime BCS comparator.[58]

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

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

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

Crime recording

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

Both these changes resulted in an increase in the number of crimes recorded. Certain offences, such as minor violent crime, were more affected by these changes than others. It is likely there has been some continuing impact on the number of recorded crimes in 2005–06, as a result of audits to further improve recording.

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

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

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

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

There is other detailed evidence from crime audits undertaken by the Audit Commission that the standards applied by the police have continued to improve during 2005.

The Citizenship Survey

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

Drug Harm Index

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

Number of drug-misusing offenders entering treatment

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

Young people measures – BCS and the School Survey

Approximately 6,000 16 to 24-year-olds living in private households in England and Wales were included in the BCS 2005–06, a fourfold increase in sample size since 1998 that has increased the precision of estimates of drug use. As a household survey, the BCS under-represents small groups of people, such as prisoners and the homeless, who may have high rates of drug use. Over 9,000 secondary school children in England aged 11 to 15 complete the School Survey each year. The School Survey will under-represent those who are excluded and those who are truanting from school, both of whom display higher levels of drug use. The smaller number of truants and excludees in the School Survey sample means that the estimates of drug use among these vulnerable groups are less accurate and more subject to variation. For trend measurement these issues of under-representation are not a problem as long as the survey coverage of the population does not change from year to year.

Front-line policing

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

Offences brought to justice

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

Police Performance Assessment Framework (PPAF)

Assessments made under PPAF cover all 43 forces in England and Wales across seven performance areas. They bring together assessments based on data with those based on professional judgement and assess performance as 'excellent', 'good', 'fair' or 'poor' and as 'improved', 'stable' or 'deteriorated', allowing the public to understand and interpret performance. The publication is also complemented by comprehensive information available via the internet (http://police.homeoffice.gov.uk). Data used within the PPAF come from a number of sources, including the British Crime Survey and recorded crime statistics. In 2002–03 – around the time the target was set – 16 forces did not meet the National Crime Recording Standard (NCRS). In 2005–06, all forces were compliant with the NCRS, demonstrating a clear improvement in data quality.

Re-offending

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

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

A full summary of the limitations of the methods and risks involved are included in the introduction to each report and in a quality statement that accompanies the results.[59] Overall, it is felt that as the systems are operational systems it is unlikely that there are large-scale systematic errors in the data. There is further work to do to ensure that there are no biases in the offender matching, but these systems are used daily and no obvious biases have become apparent. In the medium term, NOMS is working to ensure that every offender has a unique identifier, which will remove the necessity of matching.

Escapes

'Escape' data are considered accurate and reliable.

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

Value for money (VfM)

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

Statistical significance

Statistics produced from surveys are most often estimates of the real figure for the population under study and therefore they may differ from the figures that would have been obtained if the whole population had been interviewed; this difference is known as sampling

[59] See, for example, page 22 of the most recent report: www.homeoffice.gov.uk/rds/pdfs06/hosb2006.pdf

error. Because of the sampling error, differences in the figures may occur by chance rather than as a result of a real difference. Tests of statistical significance are used to identify which differences are unlikely to have occurred by chance. In tests that use a 5% significance level, there is a 1 in 20 chance of an observed difference being solely due to chance.

Confidence intervals

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

Performance assessments

A number of targets are directional (to achieve an increase or decrease) and are measured using survey data. In these cases the survey data must register at least a statistically significant change if we are to be reasonably sure that the measured change is due to an actual change rather than a statistical aberration. In these cases, where interim trends are moving in the right direction but a statistically significant change has not yet been achieved, we have assessed those as 'on course'. Where data trends are moving in the wrong direction or too slowly we have assessed those as 'slippage'.

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

SR2004 statistical changes required to meet the targets

PSA target/standard	Direction of change	Statistically significant change		
PSA2:		Baseline %[60]	Target %[60]	% change required[60]
Fear of crime				
Violent crime	Reduction	21	20	–1
Car crime	Reduction	17	16	–1
Burglary	Reduction	15	14	–1
Concern that anti-social behaviour is a problem	Reduction	21	19	–2
Confidence in local police	Increase	47	48	1
Victim and witness satisfaction	Increase	58	60	2
Public confidence in the criminal justice system	Increase	39	40	1
Black and minority ethnic perceptions of fair treatment	Decrease	33	30	–3

SR2002 statistical changes required to meet the targets

PSA target/standard	Direction of change	Statistically significant change		
PSA6:		Baseline %[60]	Target %[60]	% change required[60]
Class A drug use among young people	Reduction	9	7	–2
Frequent drug use by young people	Reduction	12	10	–2
Frequent drug use by vulnerable young people	Reduction	21	18	–3
Class A drug use by vulnerable young people	Reduction	14	12	–3

[60] The target percentages are estimated on the assumption that sample sizes and survey design remain the same as at present. (Figures are subject to rounding.)

Home Offi

Chapter 5

FINANCE TABLES

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 February 2006, and so take no account of the recent machinery of government changes. The more technical budgetary material is presented in Supplementary Budgetary Information which accompanies the Home Office Main Estimate. The finance tables are denominated in £'000 unless otherwise specified.

To remain consistent with the Main and Supplementary Supply Estimates for 2006–07 that were approved by Parliament, data are grouped under the objectives that were in place on 1 April 2006. Although the Home Office objectives changed in July 2006, to those described in Chapter 2 of this annual report, the format of the Estimates was not changed.

Mapping of spend between these two sets of objectives is not straightforward, principally because of multiple parent–child relationships, but indicative data were included in the Memorandum to the Main Supply Estimate Vote on Account for 2007–08, which was presented to Parliament on 30 April 2007.

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 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 non-departmental public bodies (NDBPs) 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 prison establishments and immigration work at ports and associated casework to provide a clearer picture of headquarters and back-office activities.

Table 5.6 provides an analysis of Home Office total staffing, including the operations of the Prison Service and Immigration and Nationality Directorate.

Tables 5.7 to **5.9** 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) 2007. The figures were taken from the HM Treasury public spending database in December 2006, and the regional distributions were completed in January and February 2007. 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 2007.

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 5.9 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 2007. These are not the same as the strategic priorities shown elsewhere in the report.

Table 5.10 provides an analysis of Senior Civil Service pay ranges.

PUBLIC APPOINTMENTS

A Home Office sponsor is established for each public body for which we are responsible, to take forward recruitment campaigns and appointments when vacancies arise. All appointments are agreed by Ministers in accordance with the Office for Public Appointments Code.

Details of public appointments made in 2006 to NDPBs and other public bodies for which the Home Office has responsibility are in the Home Office Public Appointments Plan, available at: www.homeoffice.gov.uk/documents/public-apps-plan

Table 5.1 Total public spending for the Home Office

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn	2007–08 Plans
Resource budget							
Resource DEL							
People are and feel more secure in their homes and daily lives	4,881,629	5,158,618	5,731,744	5,900,645	6,347,457	6,576,603	6,672,162
More offenders are caught, punished and stop offending, and victims are better supported	3,679,701	4,567,568	4,059,465	4,222,902	4,375,952	4,750,999	4,868,610
Fewer people's lives are ruined by drugs and alcohol	1,825	80,619	96,351	206,904	184,468	54,421	192,876
Migration is managed to the benefit of the UK while preventing abuse of the immigration laws and of the asylum system	1,621,571	1,845,902	1,870,648	1,613,597	1,497,028	1,507,382	1,478,239
Central services	215,510	232,794	208,873	246,404	247,260	280,002	313,069
Total resource budget DEL	**10,400,236**	**11,885,501**	**11,967,081**	**12,190,452**	**12,652,165**	**13,169,407**	**13,524,956**
of which:							
Near-cash	9,750,177	10,455,887	11,531,383	11,644,181	12,133,756	12,633,529	12,934,296
Resource AME							
People are and feel more secure in their homes and daily lives	–5	1,690,148	40,252	674	4,140	290,949	304,990
More offenders are caught, punished and stop offending, and victims are better supported	172,971	323,317	—	—	875	—	875
Total resource budget AME	**172,966**	**2,013,465**	**40,252**	**674**	**5,015**	**290,949**	**305,865**
of which:							
Near-cash	–524	1,689,613	40,252	674	29,140	290,949	322,799
Total resource budget	**10,573,202**	**13,898,966**	**12,007,333**	**12,191,126**	**12,659,671**	**13,460,356**	**13,830,821**
of which:							
Depreciation	195,080	267,357	228,763	231,765	314,552	330,313	385,527
Capital budget							
Capital DEL							
People are and feel more secure in their homes and daily lives	340,003	606,628	554,290	474,935	570,811	602,856	601,977
More offenders are caught, punished and stop offending, and victims are better supported	208,080	273,803	259,615	409,024	342,563	510,011	504,224
Fewer people's lives are ruined by drugs and alcohol	—	—	—	2,174	800	4,167	1,500
Migration is managed to the benefit of the UK while preventing abuse of the immigration laws and of the asylum system	149,136	28,939	122,585	106,740	103,000	136,733	208,200
Central services	1,680	18,285	1,849	2,385	15,000	6,002	11,800
Total capital budget DEL	**698,899**	**927,655**	**938,339**	**995,258**	**1,032,174**	**1,259,769**	**1,327,701**
Capital AME							
Total capital budget AME	—	—	—	—	—	—	—
Total capital budget	**698,899**	**927,655**	**938,339**	**995,258**	**1,032,174**	**1,259,769**	**1,327,701**

Table 5.1 Total public spending for the Home Office (continued)

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn	2007–08 Plans
Total departmental spending†							
People are and feel more secure in their homes and daily lives	5,210,444	7,428,012	6,300,079	6,338,050	6,880,114	7,424,230	7,506,673
More offenders are caught, punished and stop offending, and victims are better supported	3,922,675	5,020,219	4,173,076	4,467,541	4,493,617	5,039,908	5,157,873
Fewer people's lives are ruined by drugs and alcohol	1,825	80,619	96,351	209,058	185,268	58,588	194,376
Migration is managed to the benefit of the UK while preventing abuse of the immigration laws and of the asylum system	1,729,490	1,797,316	1,942,354	1,696,119	1,558,054	1,581,081	1,592,643
Central services	212,587	233,098	205,049	243,851	257,749	286,005	321,430
Total departmental spending†	**11,077,021**	**14,559,264**	**12,716,909**	**12,954,619**	**13,374,802**	**14,389,812**	**14,772,995**
of which:							
Total DEL	10,904,055	12,545,799	12,676,657	12,953,945	13,369,787	14,098,863	14,467,130
Total AME	172,966	2,013,465	40,252	674	5,015	290,949	305,865

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

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn
Current spending	**8,595,809**	**9,005,732**	**10,032,936**	**10,628,953**	**11,418,635**	**11,676,698**
of which:						
Financed by grants from budgets above	4,619,716	4,816,359	5,520,310	5,612,543	5,917,436	5,825,632
Capital spending	**287,026**	**355,983**	**470,728**	**518,200**	**542,291**	**616,760**
of which:						
Financed by grants from budgets above††	133,030	326,531	387,817	359,526	375,872	231,494

†† *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 3.*

Table 5.2 Resource budget for the Home Office

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn	2007–08 Plans
Resource DEL							
People are and feel more secure in their homes and daily lives	**4,881,629**	**5,158,618**	**5,731,744**	**5,900,645**	**6,347,457**	**6,576,603**	**6,672,162**
of which:							
Police (inc grants)	4,577,685	4,545,226	5,009,947	4,999,433	5,300,375	5,503,851	5,100,152
Crime reduction	101,683	114,874	99,264	210,206	163,295	170,615	186,586
Criminal Records Bureau	31,100	31,768	7,359	–999	3,646	–6,729	–1,068
Firearms compensation	277	63	—	6	—	—	—
Police Information Technology Organisation	27,636	60,480	121,295	167,814	214,580	256,198	—
Police Complaints Authority	4,808	7,915	5,395	—	—	—	—
Independent Police Complaints Commission	—	—	10,390	24,086	28,670	41,525	32,273
Central Police Training and Development Agency	—	90,304	93,246	83,283	111,538	73,319	—
Counter terrorism and intelligence	128,237	87,149	132,495	163,953	268,892	173,639	558,923
National Criminal Intelligence Service	—	72,589	82,432	83,835	84,579	—	—
National Crime Squad	—	140,364	162,541	161,767	164,720	—	—
Serious Organised Crime Agency	10,203	7,886	7,380	7,261	7,162	364,185	370,510
National Policing Improvement Agency	—	—	—	—	—	—	424,786
More offenders are caught, punished and stop offending, and victims are better supported	**3,679,701**	**4,567,568**	**4,059,465**	**4,222,902**	**4,375,952**	**4,750,999**	**4,868,610**
of which:							
National Offender Management Service HQ	—	—	12,359	19,983	790,763	859,548	1,011,860
Youth Justice Board	290,264	350,146	358,946	370,064	395,996	419,290	423,165
Probation	596,395	609,976	810,827	881,071	821,024	880,029	909,469
Prison Service	2,119,470	2,281,036	2,302,484	2,409,313	2,034,435	2,254,115	2,189,844
Criminal Cases Review Commission	5,820	12,049	7,729	7,645	7,710	41,045	7,274
Criminal Injuries Compensation Authority	567,362	1,224,597	503,102	451,012	228,616	198,790	222,049
Criminal justice reform	100,390	89,764	64,018	83,814	97,408	98,182	104,949
Fewer people's lives are ruined by drugs and alcohol	**1,825**	**80,619**	**96,351**	**206,904**	**184,468**	**54,421**	**192,876**
of which:							
Drugs	1,825	80,619	96,351	206,904	184,468	54,421	192,876
Migration is managed to the benefit of the UK while preventing abuse of the immigration laws and of the asylum system	**1,621,571**	**1,845,902**	**1,870,648**	**1,613,597**	**1,497,028**	**1,507,382**	**1,478,239**
of which:							
Office of the Immigration Services Commissioner	3,109	3,610	3,275	3,836	3,956	4,234	3,795
Border and Immigration Agency	1,622,348	1,853,622	1,889,610	1,618,433	1,490,024	1,447,298	1,394,444
Identity and Passport Service	–3,886	–11,350	–22,237	–8,672	7,002	55,850	80,000
Kosovan evacuees	—	20	—	—	—	—	—

Table 5.2 Resource budget for the Home Office (continued)

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn	2007–08 Plans
Central services	**215,510**	**232,794**	**208,873**	**246,404**	**247,260**	**280,002**	**313,069**
of which:							
Central services	185,587	200,807	179,219	199,259	234,632	232,900	228,826
Research and Statistics Directorate	29,923	31,987	29,654	47,145	12,628	37,102	24,201
Departmental unallocated provision	—	—	—	—	—	10,000	60,042
Total resource budget DEL	**10,400,236**	**11,885,501**	**11,967,081**	**12,190,452**	**12,652,165**	**13,169,407**	**13,524,956**
of which:							
Near-cash	9,750,177	10,455,887	11,531,383	11,644,181	12,133,756	12,633,529	12,934,296
of which:†							
Pay	1,510,755	2,193,382	2,514,514	3,071,681	3,278,229	3,542,576	3,855,172
Procurement	2,601,509	2,792,423	3,098,207	2,428,147	2,671,555	2,777,853	3,058,421
Current grants and subsidies to the private sector and abroad	1,123,210	757,381	604,552	1,020,867	633,536	499,332	426,242
Current grants to local authorities	4,619,716	4,816,359	5,520,310	5,612,543	5,917,436	5,825,632	5,914,374
Depreciation	195,080	267,357	228,763	231,765	314,552	330,313	385,527
Resource AME							
People are and feel more secure in their homes and daily lives	**–5**	**1,690,148**	**40,252**	**674**	**4,140**	**290,949**	**304,990**
of which:							
Police (inc grants)	–5	1,690,148	40,252	674	4,140	290,949	304,990
More offenders are caught, punished and stop offending, and victims are better supported	**172,971**	**323,317**	**—**	**—**	**875**	**—**	**875**
of which:							
Probation	173,490	323,852	—	—	875	—	875
Prison Service	–519	–535	—	—	—	—	—
Total resource budget AME	**172,966**	**2,013,465**	**40,252**	**674**	**5,015**	**290,949**	**305,865**
of which:							
Near-cash	–524	1,689,613	40,252	674	29,140	290,949	322,799
of which:†							
Pay	—	—	—	—	—	—	—
Procurement	–519	–535	—	—	—	—	—
Current grants and subsidies to the private sector and abroad	—	—	—	—	—	—	—
Current grants to local authorities	—	—	—	—	—	290,950	304,190
Depreciation	—	—	—	—	—	—	—
Total resource budget	**10,573,202**	**13,898,966**	**12,007,333**	**12,191,126**	**12,659,671**	**13,460,356**	**13,830,821**

† 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 are not included as pay, procurement, or current grants and subsidies to the private sector, abroad and local authorities.

Table 5.3 Capital budget for the Home Office

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn	2007–08 Plans
Capital DEL							
People are and feel more secure in their homes and daily lives	**340,003**	**606,628**	**554,290**	**474,935**	**570,811**	**602,856**	**601,977**
of which:							
Police (inc grants)	201,247	444,279	392,707	311,606	317,550	180,508	93,326
Crime reduction	80,217	80,858	6,000	24,785	23,670	49,174	38,962
Criminal Records Bureau	78	—	—	—	—	—	500
Police Information Technology Organisation	46,367	14,833	90,549	62,808	101,190	195,107	—
Police Complaints Authority	102	182	62	—	—	—	—
Independent Police Complaints Commission	—	—	10,449	3,744	1,540	2,675	2,100
Central Police Training and Development Agency	—	2,968	14,271	15,777	19,250	24,229	—
Counter terrorism and intelligence	5,608	27,013	3,822	35,215	74,510	105,086	207,600
National Criminal Intelligence Service	—	20,823	13,162	4,905	6,960	—	—
National Crime Squad	—	8,441	15,142	8,977	19,530	—	—
Serious Organised Crime Agency	6,384	7,231	8,126	7,118	6,611	46,077	41,686
National Policing Improvement Agency	—	—	—	—	—	—	217,803
More offenders are caught, punished and stop offending, and victims are better supported	**208,080**	**273,803**	**259,615**	**409,024**	**342,563**	**510,011**	**504,224**
of which:							
National Offender Management Service HQ	—	—	—	111,338	242,000	446,208	430,503
Youth Justice Board	6,689	22,785	8,458	37,463	27,000	21,600	20,000
Probation	38,953	15,590	23,308	18,712	7,000	–359	700
Prison Service	161,169	229,985	200,198	235,410	40,853	17,562	16,000
Criminal Cases Review Commission	203	546	811	—	—	53	95
Criminal Injuries Compensation Authority	143	938	1,769	110	—	1,080	—
Criminal justice reform	923	3,959	25,071	5,991	25,710	23,867	36,926
Fewer people's lives are ruined by drugs and alcohol	**—**	**—**	**—**	**2,174**	**800**	**4,167**	**1,500**
of which:							
Drugs	—	—	—	2,174	800	4,167	1,500
Migration is managed to the benefit of the UK while preventing abuse of the immigration laws and of the asylum system	**149,136**	**28,939**	**122,585**	**106,740**	**103,000**	**136,733**	**208,200**
of which:							
Office of the Immigration Services Commissioner	63	31	369	56	—	—	—
Border and Immigration Agency	142,495	28,908	111,202	74,733	58,000	69,022	84,500
Identity and Passport Service	6,578	—	11,014	31,951	45,000	67,711	123,700
Central services	**1,680**	**18,285**	**1,849**	**2,385**	**15,000**	**6,002**	**11,800**
of which:							
Central services	1,598	18,241	1,849	24	996	1,501	8,626
Research and Statistics Directorate	82	44	—	2,361	14,004	4,501	3,174
Departmental unallocated provision	—	—	—	—	—	—	—
Total capital budget DEL	**698,899**	**927,655**	**938,339**	**995,258**	**1,032,174**	**1,259,769**	**1,327,701**
of which:							
Capital expenditure on fixed assets net of sales†	436,601	429,789	535,834	572,920	557,889	743,044	1,006,403
Capital grants to the private sector and abroad	—	—	—	—	—	—	—
Net lending to private sector	—	—	—	—	—	—	—
Capital support to public corporations	–6,362	–2,448	–219	—	—	—	—
Capital support to local authorities††	133,030	326,531	387,817	359,526	375,872	231,494	138,446

Table 5.3 Capital budget for the Home Office (continued)

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn	2007–08 Plans
Capital AME							
Total capital budget AME	—	—	—	—	—	—	—
Total capital budget	**698,899**	**927,655**	**938,339**	**995,258**	**1,032,174**	**1,259,769**	**1,327,701**
of which:							
Capital expenditure on fixed assets net of sales†	436,601	429,789	535,834	572,920	557,889	743,044	1,006,403
Less depreciation†††	195,080	267,357	228,763	231,765	314,552	330,313	385,527
Net capital expenditure on tangible fixed assets	241,521	162,432	307,071	341,155	243,337	412,731	620,876

† Expenditure by the Department and NDPBs 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 Home Office capital employed

£'000	1999–00 Outturn	2000–01 Outturn	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Plans	2007–08 Plans
Assets on balance sheet at start of year:									
Fixed assets									
Intangible	**—**	**—**	**40,359**	**64,863**	**37,077**	**11,175**	**4,163**	**4,163**	**4,163**
Tangible	**4,738,342**	**5,332,886**	**5,695,148**	**5,665,534**	**6,347,903**	**6,555,141**	**6,910,404**	**7,577,266**	**8,593,838**
of which:									
Land and buildings	4,602,481	5,193,231	5,541,835	5,468,574	6,139,907	6,338,486	6,666,565	7,285,259	8,175,980
Plant and machinery	31,507	117,527	126,344	154,920	130,950	133,543	153,324	185,727	261,401
Vehicles	19,873	14,352	16,081	5,909	7,466	6,338	5,845	7,088	8,959
Computers	84,481	7,776	10,888	36,131	69,580	76,774	84,670	99,191	147,497
Investments	27,605	61,827	40,035	40,306	37,241	35,282	60,339	60,339	60,339
Current assets	773,699	469,552	280,793	506,495	520,803	489,569	633,535	648,524	663,873
Creditors (< 1 Year)	–868,484	–777,442	–723,144	–1,105,166	–912,786	–1,132,220	–1,554,480	–1,621,526	–1,701,113
Creditors (> 1 Year)	—	–238,054	–297,354	–287,981	–284,531	–381,941	–623,977	–650,890	–682,836
Provisions	–248,675	–74,364	–78,979	–590,073	–484,249	–471,666	–198,134	–204,269	–210,600
Capital employed within main Department	**4,422,487**	**4,774,405**	**4,956,858**	**4,293,978**	**5,261,458**	**5,105,340**	**5,231,850**	**5,813,607**	**6,727,663**
NDPB net assets	94,789	99,788	–180,317	–72,463	–4,889	301,799	355,150	489,105	577,089
Public corporation net assets	–5,881	–3,703	—	—	—	—	—	—	—
Total capital employed in Departmental Group	**4,511,395**	**4,870,490**	**4,776,541**	**4,221,515**	**5,256,569**	**5,407,139**	**5,587,000**	**6,302,712**	**7,304,752**

Notes:

(1) The 2006–07 and 2007–08 figures are provisional projections. They exclude the recently announced creation of the Ministry of Justice.

(2) Capital employed figures for previous years are not retrospectively adjusted to reflect 'machinery of government' changes.

(3) Comparison between 2004–05 and 2005–06 may be misleading due to restatement of the 2004–05 account positions.

(4) The NDBP net assets figure for 2005–06 is estimated.

Table 5.5 Home Office administration costs

£'000	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Estimated outturn	2007–08 Plans
Administration expenditure							
Paybill	367,425	366,242	454,901	446,027	472,180	445,135	380,257
Other	599,423	524,503	497,431	510,041	560,181	579,477	745,458
Total administration expenditure	**966,848**	**890,745**	**952,332**	**956,068**	**1,032,361**	**1,024,612**	**1,125,715**
Administration income	–157,594	–193,800	–263,742	–325,145	–374,909	–399,989	–507,424
Total administration budget	**809,254**	**696,945**	**688,590**	**630,923**	**657,452**	**624,623**	**618,291**
Analysis by activity							
People are and feel more secure in their homes and daily lives	370,421	174,026	181,830	135,082	159,253	64,444	53,208
More offenders are caught, punished and stop offending, and victims are better supported	172,269	194,317	196,896	172,875	178,299	181,996	179,822
Fewer people's lives are ruined by drugs and alcohol	—	14,851	15,664	12,827	9,048	12,550	13,995
Migration is managed to the benefit of the UK while preventing abuse of the immigration laws and of the asylum system	96,413	102,363	107,424	101,170	113,026	149,634	117,939
Central services	170,151	211,388	186,776	208,969	197,826	215,999	253,327
Total administration budget	**809,254**	**696,945**	**688,590**	**630,923**	**657,452**	**624,623**	**618,291**

Table 5.6 Staff numbers 2006–07

Area	Permanent	Casuals	Agency and contractors	Total (FTE)
Crime Reduction and Community Safety Group (CRCSG) (1)	891	21	283	1,195
Immigration and Nationality Directorate (IND) (2)	16,886	352	1,599	18,838
International Directorate	37	—	—	37
Office for Criminal Justice Reform (OCJR)	250	3	43	296
National Offender Management Service (3)	1,206	12	92	1,310
Human Resources (HR) (including HOPPS)	546	9	34	589
Finance and Commercial Directorate (F&CD)	650	—	201	851
Permanent Secretary's Group (PSG) (4)	726	6	42	774
Staff unposted (HO Business Group) (5)	31	1	156	188
Total	**21,224**	**403**	**2,450**	**24,077**
Prison Service	46,906	1,110	—	48,016
Identity and Passport Service (6)	3,333	5	310	3,648
Criminal Records Bureau	380	5	—	385
Total Home Office (5)	**71,843**	**1,523**	**2,760**	**76,126**

(1) CRCSG figures for this purpose include HMIC staff.

(2) Becomes Border and Immigration Agency from 1 April 2007 (change post-dates this table which uses data at 31 March 2007).

(3) NOMS HQ, figures show staff transferred to Home Office management only.

(4) Includes Legal Advisor's Group (LAB), Communications Directorate (CD), Private Office/Ministerial Secretariat, and Research Development and Statistics.

(5) Staff in redeployment network, category also includes short-term agency staff held on the central personnel system (ADELPHI) and staff in closed units.

(6) Identity and Passport Service was formed in April 2006 from the UKPS and the Home Office Identity Cards Programme.

Table 5.6 Staff numbers 2001–02 to 2008–09 (1) (5)

(Staff years)	2001 Outturn	2002 Outturn	2003 Outturn	2004 Outturn	2005 Outturn	2006 Outturn	2007 Q4 actuals	2008 plans	2009 plans
Home Office – Central									
Civil Service permanent full time equivalents	11,962	13,509	18,321	18,128	19,874	20,371	21,224	22,601	21,961
Casuals	304	143	303	293	312	338	403	40	38
Agency and contractors	—	—	—	—	—	—	2,450	325	304
Total	**12,266**	**13,652**	**18,624**	**18,421**	**20,186**	**20,709**	**24,077**	**22,966**	**22,303**
Prison Service									
Civil Service permanent full time equivalents	41,953	42,087	45,550	45,550	46,423	46,128	46,906	47,193	47,516
Casuals	1,010	1,151	1,425	1,425	1,021	1,024	1,110	1,178	1,186
Agency and contractors	—	—	—	—	—	—	—	—	—
Total	**42,963**	**43,238**	**46,975**	**46,975**	**47,444**	**47,152**	**48,016**	**48,371**	**48,702**
Identity and Passport Service (2)									
Civil Service permanent full time equivalents	1,943	2,169	2,754	2,564	2,822	2,822	3,333	3,748	4,012
Casuals	343	133	20	41	64	64	5	—	—
Agency and contractors	—	—	—	—	—	—	310	192	192
Total	**2,286**	**2,302**	**2,774**	**2,605**	**2,886**	**2,886**	**3,648**	**3,940**	**4,204**
Forensic Science Service (3)									
Civil Service permanent full time equivalents	1,996	2,476	2,382	2,382	2,421	2,523	—	—	—
Casuals	10	20	5	5	9	89	—	—	—
Agency & Contractors	—	—	—	—	—	—	—	—	—
Total	**2,006**	**2,496**	**2,387**	**2,387**	**2,430**	**2,612**	**—**	**—**	**—**
Fire Service College (4)									
Civil Service permanent full time equivalents	177	186	—	—	—	—	—	—	—
Casuals	10	9	—	—	—	—	—	—	—
Agency and contractors	—	—	—	—	—	—	—	—	—
Total	**187**	**195**	**—**	**—**	**—**	**—**	**—**	**—**	**—**
Criminal Records Bureau									
Civil Service permanent full time equivalents	—	—	—	—	—	—	380	458	458
Casuals	—	—	—	—	—	—	5	6	6
Agency and contractors	—	—	—	—	—	—	—	—	—
Total	**—**	**—**	**—**	**—**	**—**	**—**	**385**	**464**	**464**
All HO Department including agencies									
Civil Service permanent full time equivalents	58,031	60,427	69,007	68,624	71,540	71,844	71,843	74,000	73,947
Casuals	1,677	1,456	1,753	1,764	1,406	1,515	1,523	1,224	1,230
Agency and contractors	—	—	—	—	—	—	2,760	517	496
Total	**59,708**	**61,883**	**70,760**	**70,388**	**72,946**	**73,359**	**76,126**	**75,741**	**75,673**

Notes:

(1) FTEs as at 31 March in each year.

(2) Identity and Passport Service was formed in April 2006 from the UKPS and the Home Office Identity Cards Programme. The agency and contractor forecasts for IPS for 2008–09 and 2009–10 may be lower depending on IPS' ability to fill these vacancies on a permanent basis under current market conditions.

(3) Forensic Science Service ceased to be part of the Home Office in December 2005.

(4) Fire Service College ceased to be part of the Home Office in June 2001.

(5) The statistics in this table are not designed to describe changes in staffing within the Department's HQ (that is subject to a target to reduce by 2,700 FTE posts by 2007–08). In the table above the 'Home Office Central' figure shows increases because:

i) there have been increases in front-line caseworking staff in IND but these posts do not fall within HQ;

ii) HMPS HQ has reduced, but is not included within the HO Central figure; and

iii) HMIC and Animals (Scientific Procedures) Inspectorate fall within Home Office Central but outside the scope of the HQ reduction target.

Table 5.7 Home Office identifiable expenditure on services, by country and region

£ million	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Plans	2007–08 Plans
North East	272.7	380.8	319.8	329.9	360.0	340.7	342.4
North West	725.1	1,003.7	859.5	910.0	1,013.7	972.8	985.7
Yorkshire and Humberside	505.7	699.4	595.3	639.1	698.0	667.3	679.5
East Midlands	343.1	501.7	410.7	435.0	480.9	446.0	454.1
West Midlands	470.4	656.7	548.9	622.8	678.7	661.5	674.1
Eastern	309.0	489.9	397.8	446.4	491.9	470.5	477.3
London	966.2	1,521.5	1,182.2	1,278.1	1,432.9	1,385.4	1,387.6
South East	487.4	765.8	607.5	670.3	734.8	714.7	727.2
South West	298.3	462.8	378.4	418.1	459.1	434.5	437.6
Total England	**4,377.9**	**6,482.3**	**5,300.1**	**5,749.6**	**6,350.0**	**6,093.3**	**6,165.4**
Scotland	5.9	4.0	4.9	0.8	1.8	31.3	26.7
Wales	256.7	367.1	298.4	326.3	362.5	335.9	339.5
Northern Ireland	—	—	—	—	—	—	—
Total UK identifiable expenditure	**4,640.4**	**6,853.4**	**5,603.3**	**6,076.6**	**6,714.3**	**6,460.5**	**6,531.5**
Outside UK	—	—	—	—	—	—	—
Total identifiable expenditure	**4,640.4**	**6,853.4**	**5,603.3**	**6,076.6**	**6,714.3**	**6,460.5**	**6,531.5**
Non-identifiable expenditure	1,580.4	1,696.3	1,886.5	1,663.3	1,517.9	1,606.6	1,638.4
Total expenditure on services	**6,220.9**	**8,549.7**	**7,489.7**	**7,739.9**	**8,232.2**	**8,067.1**	**8,169.9**

Table 5.8 Home Office identifiable expenditure, by country and region (£ per head)

£ per head	2001–02 Outturn	2002–03 Outturn	2003–04 Outturn	2004–05 Outturn	2005–06 Outturn	2006–07 Plans	2007–08 Plans
North East	107.4	150.0	125.9	129.6	140.7	133.4	133.9
North West	107.1	148.0	126.3	133.3	148.1	141.6	143.1
Yorkshire and Humberside	101.6	140.1	118.8	126.8	137.8	130.7	132.4
East Midlands	81.9	118.8	96.6	101.6	111.7	102.9	104.1
West Midlands	89.1	123.8	103.2	116.8	126.5	123.1	125.1
Eastern	57.2	90.4	72.8	81.3	88.8	84.5	85.2
London	132.0	206.4	160.0	172.1	190.6	182.5	181.3
South East	60.7	95.2	75.2	82.6	90.0	87.1	88.2
South West	60.3	93.2	75.7	83.0	90.6	85.0	85.0
Total England	**88.5**	**130.6**	**106.3**	**114.8**	**125.9**	**120.2**	**120.9**
Scotland	1.2	0.8	1.0	0.1	0.4	6.1	5.2
Wales	88.2	125.6	101.6	110.5	122.5	112.8	113.6
Northern Ireland	—	—	—	—	—	—	—
Total UK identifiable expenditure	**78.5**	**115.5**	**94.1**	**101.6**	**111.5**	**106.7**	**107.4**

Table 5.9: Home Office identifiable expenditure on services by function, country and region, for 2005–06 (£m)

	North East	North West	Yorkshire and Humberside	East Midlands	West Midlands	Eastern	London	South East	South West	England	Scotland	Wales	Northern Ireland	UK identifiable expenditure	Outside UK	Total identifiable expenditure	Not identifiable	Total
General public services																		
Public and common services	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total general public services	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**	**—**
Public order and safety																		
Administration of justice	79.4	207.3	130.4	79.0	117.9	75.7	220.5	109.8	81.2	1,101.1	0.6	76.9	—	1,178.7	—	1,178.7	—	1,178.7
Fire	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Immigration and citizenship	0.3	1.7	1.4	1.4	2.3	1.5	28.4	2.6	0.6	40.1	—	—	—	40.1	—	40.1	1,517.9	1,558.0
Other public order and safety	16.3	41.9	29.2	21.5	30.1	22.6	58.9	33.0	22.1	275.6	1.2	17.1	—	293.9	—	293.9	—	293.9
Police	101.3	263.4	176.1	132.7	187.2	160.3	530.9	239.2	151.8	1,942.9	—	100.6	—	2,043.5	—	2,043.5	—	2,043.5
Prisons and offender programmes	160.9	495.1	357.8	244.2	338.3	229.4	589.2	346.9	201.2	2,963.0	—	166.0	—	3,129.0	—	3,129.0	—	3,129.0
Total public order and safety	**358.2**	**1,009.4**	**695.0**	**478.7**	**675.7**	**489.5**	**1,427.9**	**731.4**	**456.9**	**6,322.7**	**1.8**	**360.6**	**—**	**6,685.2**	**—**	**6,685.2**	**1,517.9**	**8,203.0**
Social protection																		
Public sector occupational pensions	1.8	4.3	3.1	2.2	3.0	2.3	5.0	3.4	2.2	27.3	—	1.9	—	29.1	—	29.1	—	29.1
Total social protection	**1.8**	**4.3**	**3.1**	**2.2**	**3.0**	**2.3**	**5.0**	**3.4**	**2.2**	**27.3**	**—**	**1.9**	**—**	**29.1**	**—**	**29.1**	**—**	**29.1**
Total for Home Office	**360.0**	**1,013.7**	**698.0**	**480.9**	**678.7**	**491.9**	**1,432.9**	**734.8**	**459.1**	**6,350.0**	**1.8**	**362.5**	**—**	**6,714.3**	**—**	**6,714.3**	**1,517.9**	**8,232.2**

Table 5.10: Distribution of Senior Civil Service salaries as at 1 February 2007

Pay range (£000)	Number of SCS staff within the range as at 1 February 2007
50–55	1
55–60	32
60–65	30
65–70	36
70–75	41
75–80	47
80–85	16
85–90	16
90–95	9
95–100	16
100–105	7
105–110	6
110–115	6
115–120	4
120–125	3
125–130	4
130–135	1
135–140	3
140–145	1
145–150	2
150–155	3
155–160	—
160–165	—
165–170	1
170–175	1
175–180	—
180–185	—
185–190	—
190–195	—
195–200	—
200–205	1

These data cover staff in core Home Office, IND, CRB, CICA, IPS and the Prison Service. More salary details for members of the Home Office Board are given in the Home Office Resource Accounts.

Chapter 6

PUBLIC ACCOUNTS COMMITTEE AND HOME AFFAIRS COMMITTEE REPORTS

CHAPTER 6

Public Accounts Committee and Home Affairs Committee reports

Each year the National Audit Office (NAO) undertakes value for money studies into a range of issues across the department. The more significant studies are published and can become the subject of examination by the Committee of Public Accounts (PAC). The committee's findings and recommendations are considered seriously by the department, which responds to Parliament by means of a Treasury Minute.

Seven NAO reports were the subject of PAC hearings in the 2005–06 Committee Session. For three of these the PAC report was produced and the department's response published prior to July 2006. A summary of the main findings, as well as the action taken by the Home Office, was included in our Departmental Report for 2005–06. The remaining four reports are on:

- dealing with increased numbers in custody;
- prisoners' diet and exercise;
- the electronic monitoring of adult offenders; and
- the Home Office resource accounts and follow-up on returning failed asylum applicants.

For these four reports a summary of the main PAC conclusions, as well as the action taken by the Home Office to address the recommendations, is presented below. The full version of each PAC report and the corresponding Treasury Minute are available at: www.parliament.uk/parliamentary_committees/committee_of_public_accounts/committee_of_public_accounts_reports_and_publications.cfm

Two NAO reports were the subject of a PAC hearing during the 2006–07 Committee Session. These were on:

- tackling anti-social behaviour; and
- the introduction of e-passports.

The PAC report in respect of both hearings has yet to be published. The Government's response will be published during 2007–08.

REPORTS AND RESPONSES

NOMS: dealing with increased numbers in custody

The PAC report highlighted that: the rise in population presented a major challenge to NOMS; contingency plans should be in place to meet prison population projections; the process of deportation of foreign national prisoners (FNPs) should be improved; the prison population should be reduced by the use of tagging as an alternative to remand; new anti-suicide monitoring measures and mental health in-reach should be evaluated; lessons learned from building emergency accommodation should be put into contingency plans; better quality units than modular temporary units (MTUs) should be used for emergency accommodation; plans to replace MTUs should be drawn up in sufficient time; national security vetting procedures of contractors should be introduced; moves due to overcrowding should be avoided and a modular training programme developed; all prisoner records should be forwarded until electronic data systems are in place; and education courses should be developed for short-term sentenced prisoners.

Actions taken include: the development of contingency plans; implementation of a new strategy to deal with deportation of FNPs; ensuring that courts are aware of the availability of electronic monitoring (tagging) for adults on bail; greater availability of tagging leading to increased use; introducing new suicide prevention assessment and care planning and improving mental health care provision; implementing lessons learned for a new prison building programme; replacing MTUs with better quality units; developing centralised security vetting; and introducing new learning and skills delivery arrangements as part of a wide-ranging strategy for offender skills and employment.

Serving time: prisoner diet and exercise

The 2006 PAC report followed up the committee's previous 1998 report on prisoners' diet. The committee noted the importance, in terms of maintaining well-ordered prisons, of providing prisoners with a decent diet and the opportunity to undertake exercise. The report highlighted the good progress that had been made in reducing catering costs, as well as in improving the quality of catering, but noted that two of the previous recommendations, on reducing the time interval between meals and serving food within 45 minutes of preparation, had not been fully implemented. The report identified the need to benchmark costs; to reduce salt in food; to ensure that the correct food was prepared for religious diets; and to increase participation in physical exercise, particularly for female prisoners.

Actions taken include: all food specifications now reflect Food Standards Agency guidelines; letting new national Prison Service contracts for groceries, chilled and fresh products that set national unit prices; mechanisms for benchmarking prices; membership of the Food Procurement Implementation Group sponsored by the Office of Government Commerce; continuing the audit programme to ensure that menu choices and meal provision reflect the cultural needs of prisoners; issuing distinctly marked equipment to be used for the serving of Muslim food; continuing to work, where possible, on implementing the recommended time limits between meals and on serving meals; and improving female prisoner participation in physical exercise.

The electronic monitoring of adult offenders

The PAC report stated that keeping offenders on electronically monitored curfews is some £70 cheaper, per offender per day on average, than prison.

The report also made a number of recommendations concerning the Home Detention Curfew (HDC) assessment process, support provided to curfewees on release, research into the impact of electronic monitoring on re-offending and rehabilitation, and management of the electronic monitoring contracts. The Home Office accepted most of the recommendations.

Actions taken include: the HDC assessment process will benefit from the roll-out of the National Offender Management Information System (NOMIS) over the next two years, ensuring that all information on an offender is held electronically; sending information on the reasons for recall to the releasing prison; provision has been made within the National Offender Management Service 2007–08 Business Plan for research to understand the impact of electronic monitoring on re-offending using available data.

Some improvements had already been identified and implemented, including the introduction of new learning and skills delivery arrangements for all offenders, including those in custody, in the community and those on HDC, from July 2006. Tough end-to-end enforcement targets for community orders in magistrates' courts, including electronically monitored curfews, have been introduced for Local Criminal Justice Boards since October 2005. The target is to resolve breach cases in an average of 35 working days and, from April 2007, 60 per cent within 25 working days.

Home Office resource accounts 2004–05 and follow-up on returning failed asylum applicants

The PAC report stated that the department failed to deliver the accounts on time and to the appropriate quality. The committee noted that problems arose because of a combination of difficulties caused by the introduction of a new accounting system and a lack of skills and governance within the accounting function. Key issues were the quality of books and records and the lack of bank reconciliations.

Actions taken include: improvements to the cash reconciliation process; doubling the number of professionally qualified staff involved in accounts production and the introduction of a training programme to ensure that skills are maintained and developed; a Financial Improvement Strategy has led to the strengthening of controls and processes and is driving forward improvements in the short and longer term; a strong leadership team is in place to provide regular and systematic oversight of the programme.

Substantial progress has been made. The NAO report on the department's 2005–06 accounts confirmed that the disclaimer had been removed and states that they were 'of improved quality' and that 'this situation represents a significant step forward for the Home Office'. The NAO signed the department's accounts earlier this year (2005–06) than ever before.

On the day before the committee hearing, the Home Office sent a letter of apology, correcting information it had previously provided on the number of foreign national prisoners who had been released from custody without being considered for deportation. Consequently the committee questioned the department on action taken following publication in July 2005 of the NAO's report *Returning failed asylum applicants* and the subsequent PAC hearing in November 2005.

The committee made the following recommendations and observations: the Home Office should review all FNP cases at the beginning of their custodial sentence to prepare for immediate removal upon release of offenders recommended for deportation; the department should record in a single electronic database, accessible both by HM Prison Service and IND, the identity and nationality of FNPs, the crimes they have committed, their place of detention, length of sentence and progress with deportation.

The committee observed that there had been errors, omissions and inconsistencies in the Home Office's oral evidence on *Returning failed asylum applicants* with frequent revisions which the department still can not be certain are accurate.

Actions taken include: implementation of a new strategy to ensure cases are dealt with swiftly, comprising case-working, legal and operational reforms; putting right the original failure to consider 1013 offenders for deportation with all cases now considered; IND and HM Prison Service colleagues ensuring that, since April 2006, no FNPs are released without consideration for deportation; steps to improve identification and documentation of FNPs as early as possible within the criminal justice process and progressively earlier consideration of cases; increased numbers of deportations; work to develop a unique personal identifier to link individuals who come into contact with the immigration and criminal justice systems; work to improve data quality and the way management information is collected, analysed, shared and used across the organisation.

REPORTS OF THE HOME AFFAIRS COMMITTEE

The Home Affairs Committee (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 2006 and March 2007, the HAC published reports on immigration control and terrorism detention powers. It also published reports on the draft sentencing guidelines on the Sexual Offences Act 2003 and on domestic violence and breach of a protective order.

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

- foreign national prisoners;
- migration issues relating to the accession of Bulgaria and Romania to the EU; and
- the work of the Home Office.

The reports and evidence sessions are available at: www.parliament.uk/parliamentary_committees/home_affairs_committee/home_affairs_committee_reports_and_publications.cfm

REPORTS AND RESPONSES

Immigration control

The HAC's remit included the policy and practice of immigration control, examining the entry clearance (visa) system, the granting or refusing of further leave in the UK and the enforcement of immigration control. In the light of events in spring 2006, the committee took further evidence in respect of the handling of cases of foreign national prisoners (FNPs).

The committee made 139 conclusions and recommendations, ranging from improvements in the quality of decision making to the creation of an independent immigration inspectorate and, more broadly, establishing clear lines of management responsibility and accountability within the organisation. In responding, the Government recognised that the IND Review and the committee had come to broadly similar conclusions on many of the key challenges facing our immigration system.

Actions taken include: implementation of the IND Review, including new strategic objectives and the organisation's move to shadow agency status in April 2007 to promote greater operational freedom and clearer accountability; a new strategic objective for the organisation to boost Britain's economy by bringing the right skills here from around the world, working with UKvisas, and plans for the introduction of a Migration Advisory Committee; following public consultation, UKvisas moving to a new flexible pricing model, allowing visa fees to be set at sensible levels; publication of a consultation paper regarding a new body to provide an independent assessment of IND and its services; plans for a step-change increase in enforcement capacity, with a commitment to remove the most harmful first, and publication of a new enforcement strategy; introduction of the Facilitated Returns Scheme for FNPs; introduction of change programmes to overhaul the legal framework and guidance to staff, processes, leadership and management, performance management, IT and customer service.

Terrorism detention powers

The HAC report acknowledged the changing nature of the threat and that this had had a number of consequences for police work. It concluded that an extension to the current maximum period of detention pre-charge was justified but that the evidence reviewed would not have justified a maximum period of longer than 28 days. The committee would have expected the case made by the police to have been better developed and that their advice should have been challenged critically by the Government.

The committee considered that there should be appropriate judicial oversight when arrests were made under the Terrorism Act. It was felt that this would enable independent consideration to be given when an arrest was to be made for disruptive and preventative value rather than investigative purposes; that judicial oversight should provide for a continual assessment of whether alternative measures, such as tagging and control orders, would be appropriate; that the Government should conclude its review on intercept as evidence in criminal proceedings; and that a committee independent of the Government should be created to keep the maximum period of detention under review.

Actions taken include: striving to achieve consensus in future counter-terrorism legislation; working closely with the Muslim community to combat terrorism; bringing in Part III of the Regulation of Investigatory Powers Act as soon as possible; and reviewing the use of post-charge questioning.

Draft sentencing guideline on the Sexual Offences Act 2003

For the purposes of consultation with Parliament, draft sentencing guidelines issued by the Sentencing Guidelines Council were sent to the HAC for scrutiny and comment. This HAC report was a response to the council's consultation on the draft sentencing guideline on all the offences in the Sexual Offences Act 2003.

Draft sentencing guidelines – overarching principles: domestic violence and breach of a Protective Order

For the purposes of consultation with Parliament, draft sentencing guidelines issued by the Sentencing Guidelines Council were sent to the HAC for scrutiny and comment. This HAC report was a response to the council's consultation on two of the draft sentencing guidelines on domestic violence.

EVIDENCE SESSIONS

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

Migration issues relating to the accession of Bulgaria and Romania to the EU

The main points raised in discussion included: accession to the labour market for residents of Bulgaria and Romania; transitional impacts from A8[61] accession; new offences for those found working without authority and their employers; the relative lack of restrictions for 2004 accession; contribution to, and impact on, the economy from A8 accession; level of discussions with Bulgarian and Romanian governments and possible impact on these relationships; position adopted by other EU countries; role of the Free Movement of Persons Directive; manner of the announcement of the restrictions; estimates of potential arrival numbers, including those made for 2004; cost of 2004 estimates; impact of restrictions on low-skilled migration from outside EU; potential role of the Migration Advisory Committee; self-employed status for A2[62] nationals; level of refusals for European Community Association Agreement visa applications; enforcement of the new regulations; actual numbers of arrivals since 2004 and the Worker Registration Scheme; principal advantages of 2004 migration; possible impact on skills gaps if restricting A2 access; principal disadvantages of 2004 migration; demands for housing; planning of public services; A2 access to public services; illegal working; consideration as to restricting A8 access; organised crime; cost of restrictions; informing employers of new regulations; duration of restrictions and reviews of them; possible Turkish membership and impact on migration; forged and counterfeit documents; human trafficking; co-operation with Bulgarian and Romanian governments on criminal matters.

The work of the Home Office

The session concentrated on plans to transform the core Home Office, the IND and the criminal justice system as a whole. Specific topics covered included: the Comprehensive Spending Review and its likely effect on Home Office delivery; Home Office accounting; Home Office management; counter-terrorism; offender management; police force mergers and crime statistics.

[61] The Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia.

[62] Cyprus and Malta.

Contact details

The Home Office

Can be contacted at:
2 Marsham Street
London SW1P 4DF

E-mail: public.enquiries@homeoffice.gsi.gov.uk

Tel: 020 7035 4848
Fax: 020 7035 4745

National Offender Management Service

Can be contacted at:
2 Marsham Street
London SW1P 4DF

Tel: 020 7035 4848

The Border and Immigration Agency

Can be contacted at:
Lunar House
40 Wellesley Road
Croydon CR9 2BY

Employers helpline	Tel: 0845 010 6677
For immigration enquiries	Tel: 0870 606 7766
For application forms	Tel: 0870 241 0645

Identity and Passport Service (IPS)

Can be contacted at:
Identity and Passport Service
Globe House
89 Eccleston Square
London SW1V 1PN

Tel: 0870 521 0410

Criminal Records Bureau (CRB)

Can be contacted at:
CRB Customer Services
PO Box 110
Liverpool L69 3EF

CRB information line	Tel: 0870 90 90 811
CRB 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 Saturday (closed Sunday and public holidays).

Useful links

www.homeoffice.gov.uk

www.ind.homeoffice.gov.uk

www.passport.gov.uk

www.hmprisonservice.gov.uk

www.crb.gov.uk

www.noms.homeoffice.gov.uk

www.drugs.gov.uk

www.cjsonline.gov.uk

www.yjb.gov.uk

www.soca.gov.uk

www.dca.gov.uk

www.cps.gov.uk

www.npia.police.uk

www.parliament.uk

Glossary

ACPO	Association of Chief Police Officers of England, Wales and Northern Ireland
ASBO	Anti-Social Behaviour Order
BCS	British Crime Survey
BME	Black and minority ethnic
CDRP	Crime and Disorder Reduction Partnership (local partnerships involving the police, local authority and health services)
CJS	Criminal justice system (the Home Office, Department for Constitutional Affairs and CPS along with agencies such as the police, courts and correctional services)
CLG	Communities and Local Government
CPS	Crown Prosecution Service
CRCSG	Crime Reduction and Community Safety Group (a Home Office directorate general)
DEL	Departmental expenditure limit (cross-government spending aggregate)
DfES	Department for Education and Skills
DH	Department of Health
DWP	Department for Work and Pensions
EU	European Union
FCO	Foreign and Commonwealth Office
HMIC	HM Inspectorate of Constabulary
HMRC	HM Revenue and Customs
HR	Human resources (also a Home Office directorate)
IND	Immigration and Nationality Directorate (a Home Office directorate)
IPS	Identity and Passport Service
LCJB	Local Criminal Justice Board (consists of local bodies such as the police, the courts and probation)
NAM	New Asylum Model
NDPB	Non-departmental public body (public bodies funded by the Government but which are at operational arm's length)
NOMS	National Offender Management Service (covers the prison and probation services)
OCJR	Office for Criminal Justice Reform
PAC	Public Accounts Committee (of Parliament)
PCSOs	Police Community Support Officers
PPAF	Police Performance and Assessment Framework
PSA	Public Service Agreement
RIA	Regulatory Impact Assessment
SCS	Senior Civil Service
SOCA	Serious Organised Crime Agency
VCS	Voluntary and community sector
VfM	Value for money. 'Cashable' VfM gains are those that result in resources being directly redeployable within a service area or between different service areas. 'Non-cashable' gains include most quality improvements.
YJB	Youth Justice Board
YOT	Youth Offending Team (local partnerships bringing together bodies such as the police, probation and local authority services)

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