



# HOME OFFICE TARGETS AUTUMN PERFORMANCE REPORT 2004

Cm 6423







# **Home Office Targets Autumn Performance Report 2004**

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

December 2004

**© Crown Copyright 2004**

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

Any enquiries relating to the copyright in this document should be addressed to  
The Licensing Division, HMSO, St Clements House, 2-16 Colegate, Norwich, NR3 1BQ.  
Fax: 01603 723000 or e-mail: [licensing@cabinet-office.x.gsi.gov.uk](mailto:licensing@cabinet-office.x.gsi.gov.uk)

# HOME OFFICE AUTUMN PERFORMANCE REPORT 2004

- I. Introduction
- II. Summary of Performance
  - PSA1
  - PSA2
  - PSA3
  - PSA4
  - PSA5
  - PSA6
  - PSA7
  - PSA8
  - PSA9
  - PSA10
- III. Reconciliation Table
- IV. Bibliography

## HOME OFFICE AUTUMN PERFORMANCE REPORT 2004

### INTRODUCTION BY THE HOME SECRETARY

I am pleased to introduce the 2004 Autumn Performance Report for the Home Office.

The report sets out the progress we have made towards achieving our 2002 Public Service Agreement (PSA) targets, published in the Spending Review White Paper (Cm 5571) presented to Parliament by the Chief Secretary to the Treasury on 15 July 2002. The report covers progress against targets that the Home Office is solely responsible for delivering and also those targets that we own jointly with other departments such as the Department for Constitutional Affairs and the Crown Prosecution Service.



The measures and success criteria we use to assess progress against each target are set out in the SR2002 Public Service Agreement Technical Notes, published by the Home Office in March 2003 and updated in July 2003.

The summary table opposite provides an overview of progress so far across the targets. In the main body of the report, each PSA target is set out alongside the latest outturn data for each of the contributory measures specified in the Technical Note.

The report shows that we have made significant progress against our targets. Crime has fallen dramatically, and people's fear of crime is now following suit. Police performance is improving, with much greater focus on putting police officers back on the frontline. The justice gap is continuing to narrow. We have a coherent drug strategy. Our correctional services are operating effectively. Asylum is increasingly under control, with sustained falls in asylum intake. And our work to increase race equality and community engagement is beginning to show real results: there are now 1.6 million more volunteers than in 2001, and more black and minority ethnic police officers than ever before.

Confident Communities in a Secure Britain, published in July 2004, set out the Home Office Strategic Plan for 2004-2008, including our five strategic objectives, and the SR2004 PSA targets we will use to drive progress against these objectives up to 2008. The Annex to this report explains how we plan to build on the SR2002 targets in moving to the new targets for SR2004, which take effect from next April.

We know there is much more that we need to do. But this report shows we now have a strong base for delivering further progress - and the capacity to bring about real social change for the future.

A handwritten signature in black ink that reads "David Blunkett". The signature is written in a cursive, slightly stylized font.

David Blunkett  
Secretary of State for the Home Department

## Summary of Performance

TARGET		PROGRESS	KEY ISSUES
PSA1	Reduce crime and the fear of crime.	Ahead	Target levels achieved for vehicle crime, burglary, overall crime and fear of crime. Robbery has fallen 24% between 2001/02 and 2003/04, but levels are above the PSA baseline.
PSA2	Improve police performance	On course	Police performance is improving.
PSA3	Narrow the justice gap and ineffective trials	On course	The number of offences brought to justice is increasing.
PSA4	Improving confidence in the Criminal Justice System (CJS)	On course	Public confidence in the CJS has improved. Data on the satisfaction of victims and witnesses is due in July 2005.
PSA5	Protecting the public and reducing re-offending	On course	Reconviction rates are on track. The low rate of escapes has been maintained. There have been no Category A escapes since 1995.
PSA6	Reducing drug use and drug related crime	Early stages of delivery	Class A drug use remains stable. Data for frequent use by young and vulnerable people is due in December 04 and September 05. New data on drug related crime is due early in 2005.
PSA7	Focus the asylum system	On course	Asylum claims have fallen by two thirds since October 2002. Removals from the UK and targets for quality and timeliness of decisions are on track.
PSA8	Increase voluntary and community sector activity	On course	Community participation in England has risen by around 1.6 million since 2001. A baseline for voluntary and community sector activity has now been set.
PSA9	Improve race equality and community cohesion	Some elements on course, others too early to assess.	Substantial progress has been made on achieving a representative workforce. All areas are ahead of schedule except the Police Service. Community Cohesion baseline has been established.
PSA10	Increase value for money and police efficiency	On course	A wide-ranging programme of work is under way.

Reduce crime and the fear of crime; improve performance overall, including by reducing the gap between the highest crime Crime and Disorder Reduction Partnership areas and the best comparable areas; and reduce: vehicle crime by 30% from 1998-99 to 2004; domestic burglary by 25% from 1998-99 to 2005; robbery in the ten Street Crime Initiative areas by 14% from 1999-2000 to 2005; and maintain that level.

## Performance Against Targets

### Overall crime is falling

This is measured using the British Crime Survey (BCS).

Baseline: (BCS 2001/02)	12,601,000
Annual outturn: (BCS 2003/04)	11,716,000 down 7%
Target: (BCS 2005/06)	a reduction
Quarterly update: (BCS year to June 2004)	11,295,000

### Substantial falls in vehicle crime, burglary and robbery

#### Vehicle Crime

This is measured using the BCS

Baseline: (BCS 2000)	3,009,000
Annual outturn: (BCS 2003/04)	2,121,000 down 30%
Target: (BCS 2004/05)	down 30%
Quarterly update: (BCS year to June 2004)	2,026,000

#### Domestic Burglary

This is measured using the BCS

Baseline: (BCS 2000)	1,290,000
Annual outturn: (BCS 2003/04)	943,000 down 27%
Target: (BCS 2005/06)	down 25%
Quarterly update: (BCS year to June 2004)	896,000

#### Robbery

The number of robbery victims interviewed by the BCS is generally too small to be statistically significant and robbery is therefore measured using recorded crime data.

Baseline: (1999/2000)	68,782
Annual outturn: (2003/04)	76,776 Up 12%
Target: (March 2005)	down 14%

The Street Crime Initiative reversed the upward trend seen on robbery from 1999 to 2001. Robbery in SCI areas was 24% lower in 2003/04 than in 2001/02.

### Fear of crime is falling

The risk of being a victim of crime is the lowest since the BCS began in 1981.

The BCS measures the percentage of people with high levels of worry about:

- fear of crime
- fear of vehicle crime; and
- fear of violent crime.

This target will be achieved if each is lower as reported by the BCS in 2005/06 than in the BCS 2001/02.

#### Fear of burglary

Baseline: (BCS 2001/02)	15%
Annual outturn: (BCS 2003/04)	13%
Quarterly update: (BCS year to June 2004)	12%

#### Fear of vehicle crime

Baseline: (BCS 2001/02)	18%
Annual outturn: (BCS 2003/04)	15%
Quarterly update: (BCS year to June 2004)	14%

#### Fear of violent crime

Baseline: (BCS 2001/02)	22%
Annual outturn: (BCS 2003/04)	16%
Quarterly update: (BCS year to June 2004)	16%

The gap is beginning to narrow - crime is falling fastest in the highest crime areas

This is assessed using recorded crime figures for vehicle crime, robbery and burglary per 1,000 population. This element of PSA1 is to:

- improve performance overall; and
- reduce the gap between the highest and lowest crime areas.

The 'gap' is measured by comparing the highest crime quartile with the remainder. The gap has narrowed.

Gap baseline: (2002/03, target crimes per 1000 population)	27.1
Annual outturn: (2003/04, target crimes per 1000 population)	23.3

#### Key Milestones:

- Implementing the National Alcohol Harm Reduction Strategy - including a six week campaign on underage drinking and alcohol fuelled violence during which over 4,000 fixed penalty notices were issued for drunk and disorderly behaviour and alcohol was confiscated from more than 9,500 adults and juveniles. The summer campaign was such a success that it will be repeated at regular intervals over the coming months.
- Implementing a prolific and other priority offenders strategy to target around 7,500 of the most prolific, anti-social and disruptive offenders in the country, who between them commit one million crimes each year.
- Passage of the Domestic Violence, Crime and Victims Act which provides for the biggest overhaul of domestic violence laws in thirty years, heralding tough powers for the police and the courts to protect victims and prosecute abusers.
- A record number of Anti-Social Behaviour Orders issued (up 117% in the last year), which in conjunction with the national strategy to tackle anti-social behaviour and the 'Together' campaign, have seen communities and agencies come together across the country to take a stand against ASB.
- Launching a new website (which can be accessed via [www.homeoffice.gsi.gov.uk](http://www.homeoffice.gsi.gov.uk)) that provides local crime data and crime prevention advice, ensuring that people have more meaningful and useful information about crime in their areas.
- *Keep it safe, hidden, locked*, an awareness campaign to help communities protect themselves from the dangers of crime.

Improve the performance of all police forces and significantly reduce the performance gap between the best and worst performing forces; and significantly increase the proportion of time spent on frontline duties.

## Performance Against Targets

Police Performance Monitors show that police performance is improving. In 2003/04 the police and their partners have delivered significant crime reductions, as set out for PSA1.

We are determined to continue driving up standards within the service. As we enter the second phase of police reform, we will maintain a strong focus on performance through the Policing Performance Assessment Framework (PPAF). This measures the performance of each force in six domains:

- providing a citizen focused service;
- reducing crime;
- investigating crime;
- promoting public safety;
- providing assistance; and
- organisational capability (including effective use of resources).

### Improving the performance of all police forces

Police performance improved overall in 2003/04. This element of the target will be met if, by March 2006, the performance of all police forces has improved in all six domains of the PPAF compared to the baseline for 2002/03.

Improvements have been made in all domains:

- Domain 1, reducing crime, shows particular improvement with a reduction in target crimes per 1,000 population of 8% (recorded crime figures).
- Domain 2, investigating crime, has improved 2.2%.
- There has been a fall in the fear of crime and the level of perceived disorder in 2003/04 compared with the previous year.
- The percentage of BCS respondents believing that the police do a good or excellent job has been roughly constant.

### Reducing the performance gap between the best and worst performing forces

This element of the target will be met if, in 2005/06, no force's performance is more than 10% worse than the average performance of its most similar forces in 2002/03.

At the end of March 2004, 7 forces had a performance gap of more than 10% on crime reduction, compared to 11 in March 2003.

5 forces had a gap larger than 10% for investigative performance, compared to 7 in March 2003.

No specific force targets have been set for the remaining four domains, but there is a directional target to improve performance in all domains.

### Significantly increasing the proportion of time spent on frontline duties

Existing data sources of activity analysis for activity based costing and HMIC function codes are used to calculate how time is spent.

Police Performance Monitors show that in 2003/04, 63.6% of police time was spent on frontline policing. This provides the baseline against which we will measure future progress.

By 2008 the equivalent of at least 12,000 police officers will be released to the frontline by stepping up our successful programme for cutting police paperwork and using IT and civilians more effectively.

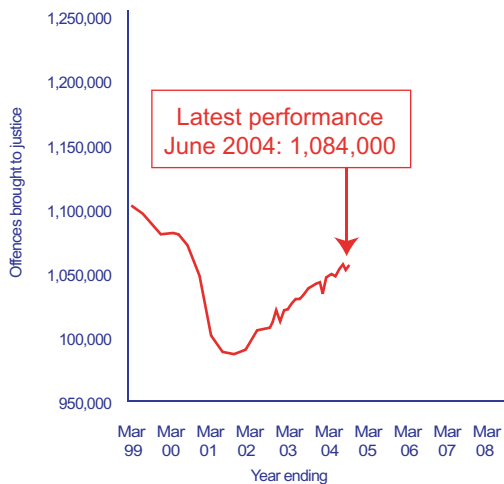
#### Key Milestones:

- 139,728 police officers at August 2004, a record high and the largest expansion ever; supported by 67,597 police staff and 4,094 Community Support Officers. We are committed to maintaining these record police numbers and putting in place a total of 25,000 CSOs and wardens over the next three years.
- Publication in November of a White Paper (*Building Communities, Beating Crime: A better police service for the 21st century*) outlining proposals for the next stage of police reform, ensuring delivery of a modern and effective service that responds to the needs of local communities.
- Publication of the Police Performance Monitors in September 2004. The report has been enhanced by including assessments by HMIC on critical aspects of policing, and by providing for the first time information on the percentage of time spent on frontline duties. (Please refer to [www.policereform.gov.uk](http://www.policereform.gov.uk) for further information).
- The third National Policing Plan was published in November, assisting the police to deliver a truly responsive, local and accountable service through a framework of national minimum standards.
- During 2003/04 the Police Standards Unit engaged with seven police forces to improve performance and close the performance gap. These engagements have had a beneficial impact. Over 2003/04, the forces with whom PSU engaged reduced target crime by 13.3%, twice the rate of other forces in England and Wales. Similarly, three of the five largest reductions in crime over this period - across the 43 forces - were to be found in PSU's target forces.
- Designing and rolling out new processes that could have a significant impact on the performance of police forces: e.g. Automatic Number Plate Recognition (ANPR), which to date has resulted in 10,456 arrests and the recovery of £6,240,541 worth of property and drugs; and video identification, which has been proven significantly to reduce the amount of time taken to arrange parades (from an average of 4.5 weeks to 2.5 days) and to reduce overall costs.

Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.15 million by 2005-06; with an improvement in all Criminal Justice Areas, a greater increase in the worst performing areas and a reduction in the proportion of ineffective trials.

## Performance Against Targets

“Offences brought to justice” counts the number of offences that someone is convicted of, cautioned, has had taken into consideration by the court, or for which they receive a penalty notice (for some disorder cases). Only notifiable offences are counted.



Increasing the number of crimes for which an offender is brought to justice

This element of the target will be met if there are 1.15 million crimes brought to justice in 2005/06.

Latest Outturn: 1,084,000  
(Year to June 2004)  
Target (2005/06): 1,150,000

This element of the target was modified in SR2004, superseding the previous target of 1.2 million offences brought to justice in 2005/06. At the same time, a higher target of 1.25 million offences brought to justice was set for 2007/08.

An improvement in all areas

The target will be met if, in each of the 42 Criminal Justice Areas (CJAs), more offences are brought to justice in 2005/06 than in the baseline year, 2001/02.

By the end of June 2004, 35 of the 42 CJAs had improved their performance over the baseline year. There are currently 7 areas where performance is below the baseline.

A greater increase in worse performing areas

The target will be met if the average performance improvement achieved by the worse performing CJAs between 2001/02 and 2005/06 is greater than the national average performance improvement over the same period.

18 areas have been classified as ‘worse performing’. As at June 2004 their aggregated performance was on track to achieve the target.

A reduction in the proportion of ineffective trials

These are trials that do not go ahead on the date expected and have to be rescheduled. The target will be met if the proportion of ineffective trials at national level for Crown Courts and Magistrates’ Courts is reduced by 27% or more by the end of March 2006.

This means that in the Crown Court the ineffective trial rate must be no more than 17%, and in the Magistrates Court it must not exceed 23%.

Crown Court	
Baseline:	24%
(Quarter to March 2003)	
Latest outturn:	16.4%
(Quarter to Sept 2004)	
Target:	17%
(Quarter to March 2006)	
Magistrates Courts	
Baseline:	31%
(Quarter to March 2003)	
Latest outturn:	25.4%
(Quarter to Sept 2004)	
Target:	23%
(Quarter to March 2006)	

### Key Milestones:

- A Performance Action Team has been set up, comprising central Performance Advisors, local practitioners, consultants and central PSA delivery teams. It provides co-ordinated roving support across the CJS targets to poorly performing areas and responds to requests from areas for specific support.
- The initiative to put Crown Prosecutors into police stations to provide early advice and guidance to the police on charging has continued to be rolled out and is operating in 361 of 373 sites.
- Evaluation of the early test areas has shown that the Effective Trial Management Programme (ETMP) and the pilot areas for “No Witness, No Justice” show a positive impact on performance, in particular, on reducing in effective trials.

Improve the level of public confidence in the Criminal Justice System, including increasing that of ethnic minority communities, and increasing year on year the satisfaction of victims and witnesses, whilst respecting the rights of defendants.

### Performance Against Targets

Public confidence in the Criminal Justice System and the satisfaction of victims and witnesses is assessed using the British Crime Survey (BCS).

Improvement in the level of public confidence in the Criminal Justice System

This is determined using questions in the BCS that ask whether the public believes the CJS is effective in bringing people who commit crimes to justice.

Baseline: (BCS 2002/03) 39%  
 Latest outturn: (Year to June 04) 42%  
 Target: (BCS 2005/06) An increase

... including increasing that of ethnic minority communities

This is determined using questions in the BCS that ask whether people from a black or minority ethnic background believe the CJS is effective in bringing people who commit crimes to justice.

Baseline: (BCS 2002/03) 49%  
 Latest outturn: (BCS 2003/04) 55%  
 Target: (BCS 2005/06) An increase

Increasing year on year the satisfaction of victims

This is measured using new BCS questions on victims' satisfaction with the CJS which were introduced in October 2003, together with questions on victim satisfaction with the police.

Baseline: (BCS 2003/04) 59%  
 First outturn: (BCS 2004/05) July 05  
 Target: (BCS 2005/06) An increase

The rights of defendants

The rights of defendants are protected by law. We will investigate and take action if there is any evidence that the rights of defendants are not being respected, or that public confidence in rights being respected is falling.

Increasing, year on year, the satisfaction of witnesses

This is measured using a new BCS question on witness satisfaction with the police which was introduced in October 2003.

Baseline: (BCS 2003/04) 57%  
 First outturn: (BCS 2004/05) July 05  
 Target: (BCS 2005/06) An increase

#### Key Milestones:

- The Office for Criminal Justice Reform (OCJR) was established in July 2004. It is the cross-departmental team that supports all criminal justice agencies in working together to provide an improved service to the public, reporting to Ministers in the Home Office, Department for Constitutional Affairs and the Office of the Attorney General.
- Baselines for the targets on Victims and Witness Satisfaction have been set following the introduction of new questions in the British Crime Survey.
- Local Criminal Justice Boards are implementing local plans for improving public confidence and satisfaction.
- The Domestic Violence, Crime and Victims Act has received Royal Assent. It will provide a code of practice, binding on all criminal justice agencies, so that all victims receive the support, protection, information and advice they need.
- Inside Justice Week took place on 11 - 17 October 2004 involving a range of regional and local activity to de-mystify the criminal justice system and encourage public participation.
- A National Race Forum has been established, which will enable Local Criminal Justice Boards to increase their knowledge and experience in race, diversity and community engagement.
- The Victims Code of Practice will be introduced in 2005. Victims will be able to take their case to the Parliamentary Ombudsman if they feel the Code has not been adhered to by the criminal justice agencies. (These provisions are part of the Domestic Violence, Crime and Victims Act.)
- An independent commissioner for victims will give victims a powerful voice at the heart of Government, safeguard and promote the interests of victims and witnesses, encourage the spread of good practice and review the statutory code. (These provisions are part of the Domestic Violence, Crime and Victims Act.)

## Protect the public and reduce re-offending by 5%:

- for young offenders;
- for both adults sentenced to imprisonment and adults sentenced to community sentences; and
- maintain the current low rate of prisoner escapes, including Category A escapes.

### Performance Against Targets

Re-offending is measured using the re-conviction rates. The target is to achieve a 5% reduction in the actual re-conviction rate compared to a predicted rate. This allows account to be taken for year on year variations in the profile of offenders such as their age, gender and criminal history as well as external factors. Re-conviction rates are calculated from a sample taken between January and March each year.

#### The rate of re-convictions for young offenders is falling

This is the percentage of those that, following release from secure training/custody, having received a reprimand/final warning/caution, or any other court disposal, are then convicted of another offence within a year. This element of the target will be achieved if the re-conviction rate for the fourth quarter of year ending March 06 is at least 5% less than the predicted rate for that period.

Latest Outturn: (Jan-March 2002)	
Predicted rate	37.9%
Actual rate	36.5%
Outturn	3.6%
Target: (Jan-March 2006)	5%

#### The rate of re-convictions for adults is falling

This is the percentage of those that, following discharge from prison or starting a community sentence, are then convicted of another offence within two years. This element of the target will be achieved if the re-conviction rate for the fourth quarter of year ending March 06 is at least 5% less than the predicted rate for that period.

Latest Outturn: (Jan-March 2001)	
Predicted rate	54.7%
Actual rate	53.7%
Outturn	1.8%
Target: (Jan-March 2006)	5%

#### The number of prisoner escapes is very low

This is the total number of escapes as a proportion of the prison population for the year. This element of the target will be achieved if the escape rate does not exceed 0.17% and there are no Category A escapes. Category A prisoners are those whose escape would be highly dangerous to the public, police or security of the state and for whom the aim must be to make escape impossible.

Latest Outturn: (2003/04)	0.067%
Target - less than	0.17%

There have been no Category A escapes since 1995.

#### Key Milestones:

- The National Offender Management Service will work to reduce the re-conviction rate through the following interventions:
  - Education as measured by basic skills awards
  - Offender Behaviour Programmes, as measured by completed programmes
  - Employment schemes
  - Drug Treatment programmes
  - Enforcement of conditions imposed while on probation
- The Youth Justice Board and Youth Offending Teams will reduce re-offending through the use of final warnings, parenting programmes, intensive supervision and surveillance programmes.
- Prisons will maintain the low number of escapes through continued prioritisation of security by all staff and by a programme of work developing technology and practice overseen by the Preventing Escapes Delivery Plan Programme Board.

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 reduce drug related crime, including as measured by the proportion of offenders testing positive at arrest.

### Performance Against Targets

Class A drug use amongst young people has been stable since 1998

This is measured by the British Crime Survey (BCS) as the proportion of 16 to 24 year-olds reporting the use of Class A drugs.

Baseline: (1998 BCS) 8.6%  
 Latest outturn: (BCS 2002/03) 8.2%  
 (Figures for 2003/04 are due to be published in December 2004)  
 Target: a reduction

### Frequent use by young people

This is defined as at least twice each month over the past year. Frequent use of any illicit drug by young people is measured by the BCS.

Baseline: (BCS 2002/03) 11.3%  
 First outturn: due Dec 04  
 Target: a reduction

### Frequent drug use by vulnerable young people

Frequent drug use by truants and excludees is measured using the Schools Survey.

Baseline (2001) 22.1%  
 First outturn (2003) due Dec 04  
 Target: a reduction

Frequent use by vulnerable young people is measured using the Crime and Justice Survey.

Baseline: (2003) due early 05  
 First outturn: (2004) due Sept 05  
 Target: a reduction

### Class A drug use by vulnerable young people

These are people who are at greater risk of becoming problem drug users in later life. They include truants, school exclusions, young offenders, and young people in care. We are currently seeking to use two surveys to measure this target: the Crime and Justice Survey and the Schools Survey.

Class A drug use amongst truants and excludees is measured using the Schools Survey.

Baseline: (2001) 13.3%  
 First Outturn: (2002) 13.1%  
 Target: a reduction

Class A drug use amongst truants, excludees, young offenders, care-leavers and those who have been homeless, is measured using the Crime and Justice Survey.

Baseline: (2003) due early 05  
 First outturn: (2004) due Sept 05  
 Target: a reduction

### Drug related crime

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 has proved difficult.

The Arrestee Survey involves interviewing arrestees in custody about their drug use and offending. The first results of this new survey will be published early in 2005 and will help us develop our understanding of the extent of drug-related crime.

In the meantime we are using the numbers entering treatment via the Drug Interventions Programme as a proxy measure for success in engaging drug misusing offenders.

The Drug Interventions Programme was introduced in April 2003 to get offenders into treatment and out of crime.

Latest outturn: Between April and September 2004, over 6000 people entered drug treatment, with 154% more people entering treatment in September than in April.

#### Key Milestones:

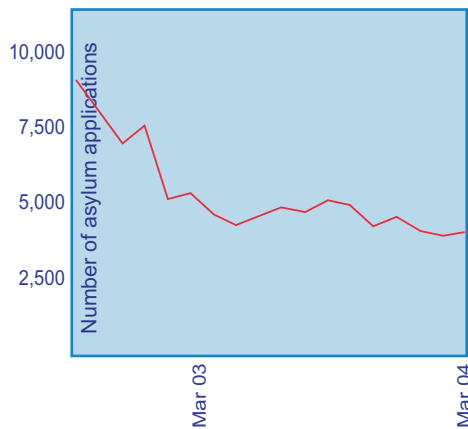
- Drug testing for adults charged with a trigger offence in over 120 custody suites across 19 Police forces, completing nearly 6,000 tests a month.
- Drug testing on charge for 14-17 year old offenders launched in 10 areas in August 2004, supported by dedicated arrest referral and wrap around services.
- Restrictions on bail pilot in three areas went live on 4 May, giving new powers to courts to order drug treatment and assessments as conditions of bail. Over 286 bailed with new conditions in first five months, only 20 of whom have been remanded in custody for breach.
- The Drug Interventions Programme is having a positive impact on improving drug treatment for all drug users, acting as a catalyst to improve availability, accessibility and quality of treatment.
- 9 funding streams across HO, DFES, DH and the Youth Justice Board have been brought together into one young people's substance misuse partnership grant, following a successful pilot in 2003/04.
- 104 Positive Futures projects are in operation currently helping over 18,000 young people. More than 50,000 young people have participated since Positive Futures first began in 2000.
- Parent and community launches on 'talking with teenagers' are being rolled out as part of the Blueprint programme. Over 200 workshops will be made available, with enhanced provision in areas with high black and minority ethnic numbers.

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 2 months; and that a proportion including final appeal, are decided within 6 months; and enforcing the immigration laws more effectively by removing a greater proportion of failed asylum-seekers.

### Performance Against Targets

The number of new asylum applications has been reduced by 65% since their peak in October 2002.

Baseline: (Oct 02) 8,770 applications  
 Target outturn: (Sept 03) 4,270 applics  
 Target: (halve by Sept 03) achieved  
 Latest outturn: (Sept 04) 3,060 applics provisional



The quality of asylum decisions is high and ahead of target

Asylum decisions are sampled by internal and external assessors to ensure that they are fully effective or better.

Latest outturn: (2003/04) internal 85% external 81%

Target: (Target is the same for both internal and external assessments.)  
 For 2003/04 (80%) achieved  
 For 2005/06 85%

Removing a greater proportion of failed asylum seekers

This element of the target will be achieved if the proportion removed (including dependants) in 2005/06 is greater than in the baseline year 2002/03.

Baseline 21%  
 Latest outturn: (2003/04) 21%  
 Target: remove greater proportion

Fast turnaround of manifestly unfounded cases

This element of the target is under review following the expansion of the countries listed in the Nationality, Immigration and Asylum Act 2002 beyond the first 10.

In 2003/04, 52% of manifestly unfounded asylum applications were processed within 28 days.

The target, as currently expressed, is to process 70% in 14 days by 2005/06. In 2003/04, 7% were processed in 14 days.

On track for 75% of substantive asylum applications to be decided within 2 months

Latest outturn:  
 For 2002/03 75%  
 For 2003/04 82%  
 Target: (75% by 2003/04) Achieved

The proportion including final appeal to be decided within 6 months

The target will be met if 60% of substantive applications have a final decision, including appeal, within 6 months.

Latest outturn: (2003/04) 64%  
 Target: (2005/06) 60%

#### Key Milestones:

- In addition to the manifestly unfounded cases that are detained throughout the process, we will be trialling several new measures to further speed up the processing of small cohorts of standard non-detained applications.
- We have radically improved the speed of processing asylum applications. 80% of new substantive asylum applications now receive an initial decision within two months, compared to several months or even years before 1997.
- We have roughly doubled the number of failed asylum seekers removed (approximately 13,005 principal applicants in 2003 from 7,165 in 1997).
- Our Highly Skilled Migrants Programme has attracted the best and brightest workers to the UK. The year 2003/04 saw a record number of applicants to the scheme.

# Increase voluntary and community sector activity, including increasing community participation by 5% by 2006.

## Performance Against Targets

Increasing the contribution of the voluntary and community sector to the delivery of public services

The main source of information is the State of the Sector Panel, a panel of 3,600 voluntary and community organisations, reflective of the diversity of the voluntary and community sector. Measures include the median number of full time equivalent employees, the median number of volunteers and median amount of total income from government, equally weighted and expressed as an index.

Progress will be measured annually. The baseline is 2002/03 and the end point is 2005/06.

Baseline: (2002/03)	100
Latest Outturn:	due June 2005
Target: (2005/06)	increase by 5%

Increasing involvement of people in their community

The source of information is the Home Office Citizenship Survey, a biennial survey (a representative sample of 10,000 and a minority ethnic boost sample of 5,000 people aged 16 and over). The measure is the proportion who participate at least once a month in any of three core activities - civic participation, informal volunteering and formal volunteering.

Civic participation is defined as engaging in at least one of nine activities, including signing a petition or contacting a public official of a local council.

Informal volunteering is defined as giving unpaid help as an individual to others who are not members of the family, such as giving advice to someone or looking after a property or a pet for someone who is away.

Formal volunteering is defined as giving unpaid help through groups, clubs or organisations to benefit other people or the environment.

Progress will be measured biennially. The baseline is 2001, the mid-point is 2003 and the end point is 2005.

Numbers of people participating:

Baseline: (2001)	18,633,108
Latest Outturn: (2003)	20,312,107
Target:	19,564,763
(5% increase by 2005)	

### Key Milestones:

- Outreach 'volunteering' and 'ICT' initiatives in place across England that encourage people to participate in their local community, by October 2004.
- More government sponsored volunteering opportunities created in key departments through increased involvement in public services by December 2004.
- Development of a Comprehensive Performance Assessment and Local Public Service Agreements that reflect an increased demand for services delivered through the Voluntary and Community Sector (VCS) by April 2005.
- Modernised funding and procurement practice across Government Departments that reduces bureaucracy and enables more contracting for VCS delivered services by April 2005.
- Cross-Government framework on capacity building and infrastructure support to the VCS impacting on government funding decisions by October 2005.
- Launching a 'UK Year of Volunteering' in 2005 and programmes that engage communities least likely to participate, including by establishing a Commission to develop a national youth action programme and employee mentoring schemes.

Bring about measurable improvements in race equality and community cohesion across a range of performance indicators, as part of the Government's objectives on equality and social inclusion.

## Performance Against Targets

For confidence in public services, see Key Milestones below.

### Employment targets to achieve a representative workforce

#### Police

Progress has been made although five forces had very challenging targets.

Baseline: (1999)	3% overall 2% officers
Latest Outturn 2003/04:	4.3% overall 3.3% officers
2004 Target:	4.6% overall 4% officers
2009 Target:	7% national

#### Immigration Service

Baseline: (1999)	7%
Latest outturn (2002/03):	22.5%
2004 Target:	7%
2009 Target:	7% (national)

#### Probation Service

Baseline: (1999)	8.3%
Latest outturn: (2002/03)	9.8%
2004 Target:	8.3%
2009 Target:	8.3%

#### Prison Service

Baseline: (1999)	3.2%
Latest outturn (2002/03)	5.1%
2004 Target:	4.9%
2009 Target:	7% (national)

#### Home Office

Baseline: (1999)	20%
Latest outturn (2002/03):	31.1%
2004 Target:	25%
2009 Target:	25% (London and Croydon)

The targets are being reviewed and are likely to be revised to bring them in line with demographic changes. The next Home Secretary's Race Employment Targets Report will be published in January 2005.

### Community cohesion

This is measured through the proportion of people who feel that their local area is a place where people from different backgrounds can get on well together.

It is measured in 20 local areas through the Local Area Boost of the Home Office Citizenship Survey

Baseline: (2003) 43-91%  
(the range of performance in the 20 areas)  
Target: to achieve a statistically significant increase in community cohesion in a majority of the areas.

### Policy Appraisal

This is measured as the number of government departments conducting Race Equality Impact Assessments.

Baseline: (2003/04) 11 Departments  
Target: to increase

#### Key Milestones:

- Confidence in the Criminal Justice System is now being measured through the BCS and reported through PSA4.
- In July 2004 a new PSA target was published to reduce race inequalities and build community cohesion. The success criteria for the race element is to decrease perceptions of racial discrimination in the majority of organisations where perceptions are high and in the labour market (see SR04 PSA technical note). Seven of the organisations captured by this are public services: police, prison, courts, CPS, probation, immigration authorities and the Home Office. Progress against this target will be reported in the 2005 Autumn Performance Report.
- The Race Equality Impact Assessment website was launched on 8 September 2004.
- A new Community Cohesion & Race Equality Strategy is to be launched shortly.

Increase value for money from the Criminal Justice System, and the rest of the Home Office, by 3%; and ensure annual efficiency gains by the police of at least 2%

### Performance Against Targets

Value for money is pursued to derive the maximum benefit from the investment of public funds.

#### The Home Office: on track

The Home Office contribution to the target will be met if by March 2006 there is an improvement in value for money of at least 3% of its expenditure compared with 2002/03 (excluding grants to the police).

Baseline: 2002/03 expenditure

Outturn: final outturn based on 2005/06 expenditure.

Latest outturn: on track - gains of almost 3% of baseline expenditure were achieved in 2003/04.

Target: deliver improvements worth at least £210m.

#### The Police Service: on track

The Police Service's contribution to the target will be met if there are efficiency gains equivalent to 2% of police net revenue expenditure in each of the years 2003/04 through to 2005/06.

Baseline: expenditure in each year

Latest outturn: (gains in 2003/04) - target element achieved; police forces achieved greater than 2% gains overall.

#### Key Milestones:

- Starting to implement plans to reduce the size of the headquarters by 2,700 full time equivalent posts.
- Working to increase front line policing through the police reform programme, by the equivalent of more than 12,000 police officers, releasing officers from roles which can be undertaken by non-warranted staff.
- A new contract for electronic monitoring of offenders, which will generate unit cost savings of approximately 35% from 2005/06, enabling effective non-custodial sentences to be delivered more cheaply.
- Reducing the cost of asylum support (by £450m by 2007/08) by ensuring that appropriate levels of support are provided, reflecting claimants' entitlement, and that this support is provided as cost-effectively as possible.
- Rolling out the Adelphi management information system, which has already begun to support higher quality analysis of financial information and which will strengthen analysis of staffing and procurement-related information over the coming twelve months.

## SR2002 targets

## Reconciliation to SR2004 targets

## Corresponding SR2004 targets

### Home Office

<p>1. Reduce crime and the fear of crime; improve performance overall, including by reducing the gap between the highest crime Crime and Disorder Reduction Partnership areas and the best comparable areas; and reduce:</p> <ul style="list-style-type: none"> <li>- vehicle crime by 30% from 1998-99 to 2004;</li> <li>- domestic burglary by 25% from 1998-99 to 2005;</li> <li>- robbery in the ten Street Crime Initiative areas by 14% from 1999-2000 to 2005;</li> </ul> <p>and maintain that level.</p>	<p>Progress made under SR2002 will provide the foundation from which we will deliver targets 1 and 2 under the SR2004 PSA.</p>	<p>1. Reduce crime by 15%, and further in high crime areas by 2007-08. (Target contributing to the Criminal Justice System PSA.)</p> <p>2. Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System without compromising fairness. (Target contributing to the Criminal Justice System PSA.)</p>
<p>2. Improve the performance of all police forces, and significantly reduce the performance gap between the best and worst performing forces; and significantly increase the proportion of time spent on frontline duties.</p>	<p>Progress made under SR2002 will be achieved and then maintained through delivery of agreed standards.</p>	<p>We are committed to achieving and maintaining the following 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 links between the indicators in PPAF and the PSAs, and the performance improvement in these indicators implied by the PSAs, are set out and reported on in the National Policing Plan.</p>
<p>3. Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.2 million by 2005-06; with an improvement in all CJS areas, a greater increase in the worst performing areas and a reduction in the proportion of ineffective trials.</p>	<p>The SR2002 target rolls forward and becomes target 3 in the SR2004 PSA. However, in doing so the 1.2 million figure has been revised to 1.15 million as at the end of 05-06. A revised technical note will be issued.</p>	<p>3. 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. (Target contributing to the Criminal Justice System PSA.)</p>
<p>4. Improve the level of public confidence in the Criminal Justice System, including increasing that of ethnic minority communities, and increasing year on year the satisfaction of victims and witnesses, whilst respecting the rights of defendants.</p>	<p>Rolls forward and becomes target 2 in 2004 PSA.</p>	<p>2. Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the Criminal Justice System without compromising fairness. (Target contributing to the Criminal Justice System PSA.)</p>
<p>5. Protect the public and reduce reoffending by 5%; for young offenders; for both adults sentenced to imprisonment and adults sentenced to community sentences; and maintain the current low rate of prisoner escapes, including Category A escapes.</p>	<p>Progress made under SR2002 will be achieved and then maintained through delivery of agreed standards.</p>	<p>We are committed to achieving and maintaining the following standard: Protect the public by ensuring there is no deterioration in the levels of re-offending for young offenders, for adults sentenced to imprisonment and adults sentenced to community sentences, maintaining the current low rate of prisoner escapes, including Category A escapes.</p>

## SR2002 targets

## Reconciliation to SR2004 targets

## Corresponding SR2004 targets

## Home Office

<p>6. Reduce the harm caused by drugs by: reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people; and reducing drug related crime, including as measured by the proportion of offenders testing positive at arrest.</p>	<p>Rolls forward and becomes target 4 in 2004 PSA.</p>	<p>4. Reduce the harm caused by illegal drugs (as measured by the Drug Harm Index encompassing measures of availability of Class A drugs and drug-related crime) including substantially increasing the number of drug misusing offenders entering treatment through the Criminal Justice System.</p>
<p>7. 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 2 months; and that a proportion (to be determined) including final appeal, are decided within 6 months; and enforcing the immigration laws more effectively by removing a greater proportion of failed asylum-seekers.</p>	<p>Replaced by target 5 in 2004 PSA</p>	<p>5. Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration. (Joint target with Department for Constitutional Affairs.)</p>
<p>8. Increase voluntary and community sector activity, including increasing community participation, by 5% by 2006.</p>	<p>Rolls forward and becomes target 6 in 2004 PSA.</p>	<p>6. Increase voluntary and community engagement, especially amongst those at risk of social exclusion.</p>
<p>9. Bring about measurable improvements in race equality and community cohesion across a range of performance indicators, as part of the government's objectives on equality and social inclusion.</p>	<p>Rolls forward and becomes target 7 in 2004 PSA.</p>	<p>7. Reduce race inequalities and build community cohesion.</p>
<p>10. Increase value for money from the Criminal Justice System, and the rest of the Home Office, by 3%; and ensure annual efficiency gains by the police of at least 2%. Target contributing to CJS PSA.</p>	<p>Efficiency taken forward through the Government's agreed efficiency targets.</p>	<p>Focus carried forward in SR2004 target to improve VfM by £1,970 million by the end of 2007-08 (including through making £1,060 million efficiency gains in policing).</p>

## Bibliography

**Boreham R and Shaw A** (2002) *Drug use, smoking and drinking among young people in England in 2001* London: The Stationery Office.

**Dodd, T., Nicholas, S., Povey, D. and Walker, A.** (eds.) (2004) *Crime in England and Wales 2003/2004*. Home Office Statistical Bulletin 10/04. London: Home Office. <http://www.homeoffice.gov.uk/rds/pdfs04/hosb1004.pdf>

**Finney. A., Thorpe. K., and Toofail. J.** (2004) *Crime in England and Wales: Quarterly Update to June 2004*. Home Office Statistical Bulletin 14/04. London: Home Office.

**Heath T., Jeffries. R., and Purcell, J.** (2004) *Asylum Statistics United Kingdom 2003* Home Office Statistical Bulletin 11/04. London: Home Office. <http://www.homeoffice.gov.uk/rds/pdfs04/hosb1104.pdf>

**Ibrahim, P.** *Police Performance Monitoring Report 2003/04*. London: Home Office

**Munton. T., and Zurawan. A.** (2004) *Active Communities - Headline findings from the Home Office Community Survey*. London: Home Office.

**Reconviction Analysis Section** (2004) *Juvenile Reconviction: Results from the 2001 and 2002 cohorts*. Home Office Online Report 60/04. London: Home Office.

**Spicer, K and Glicksman, A** (2004) *Adult Reconviction: Results from the 2001 cohort*. Home Office Online Report 59/04. London: Home Office.

*State of the Sector Panel: Conference Special* (2004) Published at the Funding the Future Conference (17 November 2004) London. Copies available from RDS publications on request.

**Home Office** (2004) *Asylum Statistics: 2nd Quarter 2004 United Kingdom*. London: Home Office

**Home Office** (2004) *Spending Review 2004: Public Service Agreement Targets; Technical Notes*. London: Home Office.

**Home Office** (2004) *The Home Office Strategic Plan 2004 -2008: Confident Communities in a Secure Britain*. London: Home Office.

**Home Office** (2004) *Race Equality Home Secretary's Employment Targets*. London: Home Office.

**Home Office** (2003) *Home Office Targets Autumn Performance Report 2003*. London: Home Office.

**Home Office** (2003) *Spending Review 2002: Public Service Agreement Targets: Technical Notes (March 2003)*. London: Home Office.

**HM Treasury** (2002) *Spending Review: Public Service Agreements (CM 5571)*. London: HM Treasury.

**HM Treasury** (2004) *Spending Review: Public Service Agreements 2005 -2008 (CM 6238)*. London: HM Treasury.





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

**Online**

[www.tso.co.uk/bookshop](http://www.tso.co.uk/bookshop)

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

TSO

PO Box 29, Norwich, NR3 1GN

Telephone orders/General enquiries: 0870 600 5522

Order through the Parliamentary Hotline Lo-call 0845 7 023474

Fax orders: 0870 600 5533

E-mail: [book.orders@tso.co.uk](mailto:book.orders@tso.co.uk)

Textphone 0870 240 3701

**TSO Shops**

123 Kingsway, London, WC2B 6PQ

020 7242 6393 Fax 020 7242 6394

68-69 Bull Street, Birmingham B4 6AD

0121 236 9696 Fax 0121 236 9699

9-21 Princess Street, Manchester M60 8AS

0161 834 7201 Fax 0161 833 0634

16 Arthur Street, Belfast BT1 4GD

028 9023 8451 Fax 028 9023 5401

18-19 High Street, Cardiff CF10 1PT

029 2039 5548 Fax 029 2038 4347

71 Lothian Road, Edinburgh EH3 9AZ

0870 606 5566 Fax 0870 606 5588

**TSO Accredited Agents**

(see Yellow Pages)

*and through good booksellers*

ISBN 0-10-164232-6



9 780101 642323