

The Government is committed to building a tolerant and just society, underpinned by strong local communities. The 2002 Spending Review provided for record growth in spending on crime, justice and communities, from £16.5 billion in 2002-03 to £20.5 billion in 2005-06. The 2004 Spending Review builds on this progress by embedding the Government's success in delivery and further increasing spending by £3.5 billion by 2007-08, compared to 2004-05. In total, expenditure on crime, justice and communities will be £22.7 billion in 2007-08.

The key priorities for the 2004 Spending Review period are delivering a 15 per cent reduction in crime, and building safer, stronger communities, including by:

- increasing neighbourhood policing, including providing 20,000 Community Support Officers by 2008;
- combating organised crime and terrorism, including through creating the Serious Organised Crime Agency (SOCA);
- improving the efficiency of, and public confidence in, the Criminal Justice System (CJS), through more effective criminal case management;
- rolling out the charging scheme under which the Crown Prosecution Service (CPS) takes on responsibility from the police for deciding the charge that offenders should face;
- modernising correctional services through the creation of the National Offender Management Service (NOMS), and reducing reoffending;
- addressing the underlying causes of crime in communities, including through youth intervention programmes and simplified local funding arrangements;
- reducing further the harm caused by illegal drugs, including by treating 200,000 problematic drug users a year, and by reducing supply;
- continuing to reduce unfounded asylum claims and illegal immigration, including through further investment in UK border controls; and
- supporting voluntary and community sector service delivery and increased community participation, including through the Futurebuilders fund.

PROGRESS TO DATE AND STRATEGIC PRIORITIES

12.1 The importance the Government places on the protection and security of the public is reflected in its record on crime and justice. The Home Office, the Department for Constitutional Affairs (DCA) and the Crown Prosecution Service (CPS) have made substantial progress in building a safe, just and tolerant society with stronger local communities, including by:

- cutting overall crime by 25 per cent since 1997, with falls in domestic burglary of 40 per cent and in vehicle crime of 34 per cent;
- reforming the police, to raise performance and increase community engagement;
- bringing over 1 million offenders to justice in 2003;

- ensuring the Government is on target to reduce re-offending by 5 per cent against predicted rates;
- reducing reconviction rates of young people given reprimands by 10 per cent since 2001;
- treating 144,000 people a year for serious drug addiction; and
- increasing community participation by 1.3 million, exceeding the Prime Minister's Challenge target to raise the number of people volunteering by 1 million between 2001 and 2003.

12.2 Over the 2004 Spending Review period the Government will sustain this progress through additional investment matched with reform. Stretching new targets have been set to reflect strategic priorities across the Criminal Justice System (CJS) and the wider responsibilities of the Home Office, DCA and CPS.

Box 12.1: Key Public Service Agreement (PSA) targets

The new Public Service Agreements for the Home Office, DCA and CPS include targets to:

- reduce crime by 15 per cent, and further in high crime areas, by 2007-08 (Home Office responsible);
- 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 (joint); and
- reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the CJS without compromising fairness (joint).

The Home Office and DCA will jointly:

- reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration.

The Home Office will also:

- reduce the harm caused by illegal drugs including, substantially increasing the number of drug misusing offenders entering treatment through the CJS;
- increase voluntary and community engagement, especially amongst those at risk of social exclusion^a; and
- reduce race inequalities and build community cohesion^b.

DCA will also:

- promote earlier and more proportionate resolution of legal problems; and
- increase the proportion of public law care cases heard within 40 weeks.

a,b: These targets form part of broader cross-government strategies.

THE CRIMINAL JUSTICE SYSTEM

12.3 The 2004 Spending Review allocates a further £3.5 billion to the fight against crime by 2007-08, compared to 2004-05. In total, expenditure in this area will be £22.7 billion in 2007-08, supporting an ambitious reform programme to improve delivery across all parts of the CJS.

Tough on the causes of crime **12.4** The Government is committed to combating the underlying causes of crime, as part of its wider objectives to tackle deprivation and social exclusion. As set out in Chapter 5, the Child Poverty Review reinforces the Government's focus on this agenda, including through **Youth Inclusion Programmes (YIPs), Youth Inclusion and Support Panels (YISPs) and Intensive Supervision and Surveillance Programmes (ISSPs)**. Following on from the Green Paper *Every child matters*¹, the Government will explore how mainstream services dealing with children can better contribute to crime prevention, and how the links between mainstream and Youth Justice Board services can be strengthened.

12.5 Recognising the negative impact of anti-social behaviour and disorder, and in line with the principles of the Devolving Decision Making Review, **this Spending Review sets out plans to enhance liveability with a Safer and Stronger Communities Fund**. This will bring together funding from existing programmes from the Office of the Deputy Prime Minister (ODPM) and the Home Office to promote the Government's commitment to addressing liveability issues, including tackling anti-social behaviour and disorder, improving public spaces, reducing crime, and empowering communities.

12.6 The police are the key public service in tackling crime. To strengthen support for neighbourhoods, **the Government will increase neighbourhood policing, including providing 20,000 Community Support Officers by 2008**. This will be supported by further police reform, building on the conclusions of the Devolving Decision Making Review, with workforce modernisation pilots in Basic Command Units. In addition, the Home Office will be responding to the Bichard Inquiry², and will create the first national police intelligence computer system to ensure that all forces use the same system to manage and share intelligence information.

Reducing harm caused by drugs **12.7** The impact of drugs on users and their families can perpetuate social exclusion and crime. Building on substantial investment in the 2002 Spending Review period, the 2004 Spending Review allocates new resources across government to identify more offenders with drug problems, and divert them into treatment. In addition, further resources will be made available to expand the provision of drug treatment in prisons in order to break the cycle of offending caused by addiction. Research shows that retention in effective treatment can reduce criminality among drug users by 50 per cent – **by 2008, 200,000 users will undergo treatment every year**.

Bringing offenders to justice **12.8** When offenders are caught, it is vital that they are brought to justice. In order to ensure that this process is effective, the Government is taking forward three key CJS initiatives: the CPS has taken over responsibility for charging to ensure the most appropriate charge is made; the Effective Trial Management programme focuses on the end-to-end trial process; and the 'No Witness No Justice' programme specifically supports witnesses and victims. These and other initiatives have already resulted in 20 per cent fewer ineffective crown court trials since 2002. The charging pilots run by the CPS have shown an increase of up to 30 per cent in early guilty pleas and up to 15 per cent in conviction rates. This success is expected to be replicated when the pilots are rolled out nationally.

¹ *Children's Green Paper: 'Every child matters'*, Department for Education and Skills, September 2003.

² *The Bichard Inquiry: an independent inquiry arising from the Soham murders*, June 2004.

12.9 In the 2002 Spending Review the Government invested in modernising and joining-up ICT systems across the CJS, and this investment will continue in the 2004 Spending Review period. Secure email and CPS Compass case management has been rolled out to all 42 Criminal Justice areas. Case management through the National Strategy for Police Information Systems (NPSIS) has been implemented in 10 police forces. In this Spending Review period, the Government will make further substantial progress on the CJS ICT programme.

12.10 To further join up the CJS, the Government will create a new unified courts structure – Her Majesty's Courts Service (HMCS) – bringing together 42 autonomous Magistrates Courts Committees with the existing Court Service. A strong focus of HMCS will be maximising the effectiveness and enforcement of fines nationally to bring more offenders to justice and increase public confidence in the CJS. New arrangements have been agreed to incentivise improved fine enforcement at local levels.

Preventing re-offending

12.11 Correctional services play a central role in reducing crime and re-offending rates. In order to ensure that prisons have the capacity to deliver effectively, over 3,000 new prison places will come on line by 2006. As set out in Lord Carter's report *Managing Offenders, Reducing Crime*³, the priorities for correctional services are **to deliver a step change in case management of offenders through the new National Offender Management Service (NOMS)**, and to provide sentencers with an appropriate range of tough and credible penalties, with prison reserved for serious and dangerous offenders. The Women's Offending Reduction Programme, published in March 2004, responds to the challenges in implementing this agenda for women. Over the 2004 Spending Review period the Government will **pilot radical new approaches to meet the specific needs of women offenders, to tackle the causes of crime and re-offending among this group and reduce the need for custody.**

Tackling organised crime

12.12 As well as taking steps to cut the volume of crime, the Government will **invest in a single Serious Organised Crime Agency (SOCA)**. The agency will have as its core objective reducing the harm caused to the UK by organised crime, including the trafficking of drugs and people, and will bring a new focus to bear on dealing with financial crime.

More efficient services

12.13 These reforms will be underpinned by improvements in the efficiency and effectiveness of service delivery across the CJS. In addition to this, the Government will also be reforming the way in which justice is delivered in the civil and family system. The focus in family law will be on cases involving relationship breakdown and children, with the new PSA ensuring that public law care cases are dealt with far more quickly.

12.14 The Government will provide improved advice and assistance most suited to resolving problems before they become disputes. The Fundamental Legal Aid Review will aim to deliver a proper focus for legal aid to ensure that advice is available as early as possible; that parties are encouraged to resolve disputes other than through the court process, and that all court cases are dealt with as quickly as possible, consistent with fairness. The Clementi Review⁴ will consider how the regulatory framework for lawyers may be reformed, so as to promote a more open legal market, offering a much wider choice of legal services to those who need them.

Constitutional reform

12.15 As part of the radical modernisation of Britain's constitution the Government will also be implementing a major reform programme. This will include the establishment of a Supreme Court for the UK and a new Judicial Appointments Commission to bring greater

³ *Managing Offenders, Reducing Crime: a new approach*, Lord Patrick Carter, December 2003.

⁴ Sir David Clementi's Review of the Regulatory Framework for Legal Services in England and Wales is due to report by end December 2004.

clarity and transparency to the judicial appointments process. New resources have been made available to allow the implementation of these reforms.

ASYLUM AND MIGRATION

Welcoming legal migrants; tackling illegal migration **12.16** The Government is committed to attracting skilled legal migrants to fill key labour and skill gaps across the UK. However, welcoming legal migrants and genuine refugees goes hand in hand with bearing down on unfounded asylum applications and wider illegal migration. The Government has made substantial progress over the 2002 Spending Review period, including:

- reducing the overall number of asylum claims in the UK by more than 60 per cent, from a peak of 22,760 in the fourth quarter of 2002 to 8,940 in the first quarter of 2004; and
- removing a record number of failed asylum seekers – 17,000 in 2003-04.

12.17 The 2004 Spending Review builds on this success, further strengthening UK border controls, while achieving the efficiencies available through lower overall asylum intake.

COMMUNITIES AND RACE

More active communities **12.18** The voluntary and community sector can make a key contribution to reforming and improving public services and in helping to build strong local communities. The 2002 Spending Review provided substantial additional resources to enable greater partnership working and build the sector's capacity to engage in service delivery. This commitment will continue in the 2004 Spending Review period, with maintained investment in infrastructure and capacity building and through the Futurebuilders fund.

12.19 The 2004 Spending Review drives forward the next stage of reform through the conclusions of the voluntary and community sector review, together with steps to engage young people in volunteering and develop community engagement. Further details are set out in Chapter 5.

12.20 The Home Office also has responsibility for taking forward the Charities Bill. This new legislation, which the Charity Commission will have a key role in implementing, will reform the legal and regulatory framework for charities to sustain public confidence and enable charities to thrive.

Race equality **12.21** The voluntary and community sector can help the Government to deliver on its commitment to tackling race inequality and building a more tolerant and inclusive Britain. Chapter 5 sets out the cross-government strategy to meet this challenge.

Box 12.2: Efficiency

Agreed target

The Home Office, DCA and CPS will realise total annual efficiencies of at least £2.3 billion by 2007-08, of which at least half will be cashable, releasing resources for front-line activities. The overall total will include contributions of at least £1,970 million from the Home Office, £290 million from DCA and £35 million from CPS.^a

Implementation plan

As part of this programme of efficiencies, the departments plan to:

- reform and streamline the way the Home Office functions, delivering a total reduction in the size of the Home Office headquarters equivalent to 2,700 full time posts by 2007-08. This will include reductions of 1,170 posts in the National Offender Management Service (NOMS) and the Immigration and Nationality Directorate (IND) headquarters. DCA, including HMCS, will also cut 1,100 posts;
- transfer 2,200 Home Office posts out of London and the South East including planning the relocation of the NOMS headquarters to outside of London and the South East; and relocate 200 DCA posts;
- deliver efficiency gains of 3 per cent a year (of which half will be cashable) from policing, including by substantially increasing the proportion of officer time spent on front-line policing, equivalent to at least 12,000 extra officers;
- significantly reduce asylum support costs and achieve further efficiencies, through reduced asylum processing and operating costs; and
- support these gains by increased efficiency across the CJS, including correctional services and HMCS, and through value for money benefits from total investment of £2 billion in CJS ICT across the 2002 and 2004 Spending Review periods.

^aThe Serious Fraud Office, Treasury Solicitor's Department, Customs and Excise Prosecution Office, Northern Ireland Court Service, National Archives and Charity Commission are also making efficiency gains in line with the Government's objectives.

FINANCIAL SETTLEMENTS

Table 12.1: Key figures on Crime, Justice and Communities

	£ million			
	2004-05	2005-06	2006-07	2007-08
Resource Budget	18,454	19,871	20,867	21,841
Capital Budget	995	1,208	1,299	1,377
Total Departmental Expenditure Limit¹	19,144	20,647	21,668	22,690

¹ Full resource budgeting basis, net of depreciation.

Table 12.2: Key figures on the Home Office⁶

	£ million			
	2004-05	2005-06 ³	2006-07	2007-08
Resource Budget	12,051	12,690	13,325	13,990
<i>Of which Administration Budget</i>	697	733	672	672
Capital Budget	885	1,095	1,226	1,296
Total Departmental Expenditure Limit¹	12,693	13,454	14,152	14,854
<i>Of which Charity Commission²</i>	29	31	31	31

¹ Full resource budgeting basis, net of depreciation.

² Included in Total DEL.

³ Includes Reserve addition in 2005-06 of £140 million resource and £105 million capital (see paragraph A10).

Table 12.3: Key figures on the DCA

	£ million			
	2004-05	2005-06	2006-07	2007-08
Resource Budget	3,368	3,689	3,797	3,844
<i>Of which Administration Budget</i>	457	477	477	477
Capital Budget	123	138	138	146
Total Departmental Expenditure Limit¹	3,411	3,698	3,801	3,851

¹ Full resource budgeting basis, net of depreciation.

Table 12.4: Key figures on the Law Officers' Departments²

	£ million			
	2004-05	2005-06	2006-07	2007-08
Resource Budget	602	635	673	710
<i>Of which Administration Budget</i>	97	105	105	105
Capital Budget	14	15	15	15
Total Departmental Expenditure Limit¹	610	643	681	718

¹ Full resource budgeting basis, net of depreciation.

² The Law Officers' Departments consist of the Crown Prosecution Service, Serious Fraud Office, Treasury Solicitor's Department (including the Legal Secretariat to the Law Officers and CPS Inspectorate) and Customs and Excise Prosecution Office.

