



Home Office

SR 2004 PSA TARGETS

TECHNICAL NOTES

29 July 2004

The Home Office Public Service Agreement (PSA) sets the priorities for the Home Office over the Spending Review period 2005/6 to 2007/8. These are central to delivery of the wider vision set out in the Home Office Strategic Plan.

The PSA targets express the priorities in objective terms that make transparent the level of ambition and allow for progress to be monitored by the public, central government, the Home Office and its delivery partners.

The technical notes define the terms used in the Home Office PSA targets, how progress will be measured and the success criteria for each target.

Delivery of these targets depends critically on a range of frontline services and partnerships, working to shared national priorities as well as local needs. The performance of these services will be managed through a framework of performance management arrangements underpinning the targets, covering the work of the police, National Offender Management Service and other delivery partners, including Drug Action Teams and Crime & Disorder Reduction Partnerships.

The police, in particular, play a key role in delivering the Home Office PSA outcomes, directly supporting delivery of six of our seven targets. Priorities and key indicators of police performance will be included in the National Policing Plan and monitored through the Policing Performance Assessment Framework (PPAF). The links between the Home Office PSAs and the PPAF indicators are set out in the annex to these technical notes. Progress against PPAF indicators, and where appropriate, implied improvements needed to meet the PSAs, will be set out in the National Policing Plan.

Progress against achieving PSA targets is set out in Departmental Annual Reports published at the end of April and interim reports published in the Autumn of each year.

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PSA 1: Reduce crime by 15%, and further in high crime areas, by 2007/08

Scope and Responsibility

This target applies to England and Wales. The Home Office is responsible for delivering PSA 1 although PSA 3 and PSA 4 also contribute to PSA1.

Definitions and Measurement Systems

Crime levels are measured using the British Crime Survey¹ (BCS). Overall BCS crime includes crimes against persons and households.

Crime levels may also be measured by police recorded crime². But for the crime types it covers, the BCS can provide a better reflection of the true extent of crime because it includes crimes that are not reported to the police. The BCS count also gives a better indication of trends in crime over time because it is unaffected by changes in levels of reporting to the police, and in police recording practices.

Recorded crime provides a good measure of trends in well-reported crimes, is an important indicator of police workload, and can be used for local crime pattern analysis. The suite of statistics recorded by the police that cover crime types that are most similar to those captured by the BCS are known as the BCS comparator³.

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

Baseline

The baseline period is the year 2002/03, although 2003/04 will be used for the high crime areas.

Success Criteria

This target will have been achieved if, between the baseline year and 2007/08, both of the following are met:

- (a) nationally, the reduction in overall BCS crime is more than or equal to 15%; and*
- (b) the average reduction in the 40 high crime areas is more than the average reduction in the remaining CDRP areas, as measured by the recorded crime BCS comparator.*

¹ The BCS is a Government Statistical Service survey within the scope of National Statistics. Fieldwork is sub-contracted to external survey companies after competitive tendering. The Home Office Research Development & Statistics Directorate undertakes quality control of the survey, data processing and the reliability of results. The BCS covers a randomly selected sample of those aged sixteen or over living in private households in England and Wales. The BCS is published quarterly and can be found at <http://www.homeoffice.gov.uk/rds/index.htm>.

² 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.

³ The 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.

PSA 2: Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the criminal justice system without compromising fairness

Scope and Responsibility

This target applies to England and Wales.

Responsibility for elements (a) to (c) lies with the Home Office; that for (d) to (f) is shared between the Home Office, the Department for Constitutional Affairs and the Crown Prosecution Service.

Definitions and Measurement Systems

All elements of the target, with the exception of (e), will be measured using the British Crime Survey (BCS)⁴. The Home Office Citizenship Survey (HOCS)⁵ will be used to measure (e).

Baseline

The baseline period is the year 2002/03 or when baseline data is first available. Baseline periods are set out in brackets after the success criteria below.

Success Criteria

The target will have been achieved if, for the year 2007/08, two out of three elements in each of the following two sections are met:

Reassurance

- a) *The percentage of people who have a high level of worry about becoming a victim of crime is lower than in the baseline year⁶ (baseline = 2002/03)*
- b) *The percentage of people who feel anti-social behaviour to be a very or fairly big problem is lower than in the baseline year⁷ (baseline = 2002/03)*
- c) *The percentage of people who think that the police in their area are doing a good or excellent job is higher than in the baseline year (baseline = 2003/04)*

Confidence

- d) *The percentage of people who are very or fairly confident about the effectiveness of the CJS in bringing people who commit crimes to justice is higher than in the baseline year (baseline = 2002/03)*
- e) *The percentage of people from Black and Minority Ethnic communities who think that CJS agencies treat people of all races equally is higher than in the baseline year⁸ (baseline = 2001)*

⁴ The BCS is a Government Statistical Service survey within the scope of National Statistics. Fieldwork is sub-contracted to external survey companies after competitive tendering. The Home Office Research Development & Statistics directorate undertakes quality control of the survey, data processing and the reliability of results. The BCS covers a randomly selected sample of those aged sixteen or over living in private households in England and Wales. The BCS is published quarterly and can be found at <http://www.homeoffice.gov.uk/rds/index.htm>

⁵ HOCS is a biennial survey that provides an evidence base for Home Office Community Policy.

⁶ The measures for fear are specific to vehicle crime, burglary and violence. An aggregated measure is being developed and will be used to measure target. Meanwhile the separate measures will be used.

⁷ Perceptions of anti-social behaviour are measured by combining perceived levels of vandalism & graffiti, rubbish or litter, teenagers hanging around on streets, drug use and dealing, drunk or rowdy behaviour, noisy neighbours and abandoned vehicles.

⁸ Perceptions of racial discrimination are measured by questions in HOCS that ask how people think individual CJS agencies would treat them:- worse than people of other races, better than people of other races, or the same as people of other races. An aggregated measure is being developed will be used to measure the target. Meanwhile separate measures will be used.

- f) *The percentage of victims and witnesses who are satisfied is higher than in the baseline year⁹ (baseline = 2003/04)*

Additional Notes

Rights of defendants are protected by law. We are committed to respecting the rights of defendants and to monitoring public confidence in how these rights are respected. We will continue to do this using the British Crime Survey (BCS) question that measures public confidence that the CJS respects the rights of people accused of committing a crime and that such people are treated fairly. We will investigate, and take action, if there is any evidence that levels of confidence in this are falling.

The reassurance element of this PSA contributes to the delivery of ODPM PSA 8 on liveability to "lead the delivery of cleaner, safer and greener public spaces and improvement of the quality of the built environment in deprived areas and across the country, with measurable improvement by 2008".

Element (e) of the target will be underpinned by specific outcomes relating to reducing the disproportionate treatment of people from BME communities, in particular in relation to stop and search.

⁹ BCS questions survey victims and witnesses satisfaction separately. An aggregated measure is being developed and will be used to measure target. Meanwhile the separate measures will be used.

PSA 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

Scope and Responsibility

The target applies to England and Wales.

Responsibility for this target is shared between the Home Office the Department for Constitutional Affairs and the Crown Prosecution Service.

Definitions and Measurement Systems

The crimes included are set out below in the Additional Notes. These are, broadly, the more serious cases that come to the attention of the police.

Brought to justice means that the offence resulted in a caution, conviction, penalty notice or was admitted by the offender, who asked for the offence to be taken into consideration by the court (TIC), and signed a TIC acceptance form. Formal warnings¹⁰ for the possession of cannabis are also included. Cautions include reprimands and final warnings to juveniles where a caution would previously have been given, and conditional cautions.

The Home Office collects these data from the courts and the police. They constitute National Statistics and are published in Departmental Annual Reports (in April) and Autumn Reports each year. Both are Command papers.

Baseline

As the target is an absolute figure, no baseline applies.

Success Criteria

The target will have been achieved if the number of offences brought to justice in 2007/08 is more than or equal to 1.25 million.

Additional Notes

The crimes that count towards achieving the target are: Notifiable Offences that have to be recorded by the police as at 1 June 2004, or which become Notifiable Offences during the Spending Review period, plus offences of resisting or obstructing a constable, that are then brought to justice by one of the means set out above.

¹⁰ Also known as street warnings

PSA 4: Reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment through the criminal justice system

Scope

This target applies to England and Wales.

Definitions & Measurement Systems

The level of harm caused by illegal drug use is measured by a substantial basket of individual harm indicators that have been amalgamated in the Drug Harm Index. The harms are weighted according to their economic impact to allow year-on-year comparisons of the harm caused by drugs. The index currently captures the following harms:

Health Impacts

- ◆ New HIV cases due to intravenous drug use (Communicable Disease Surveillance Centre)
- ◆ New Hepatitis B & C cases due to intravenous drug use (Communicable Disease Surveillance Centre)
- ◆ Drug-related deaths (Office for National Statistics)
- ◆ Drug-related mental health and behavioural problems (Hospital Episode Statistics)
- ◆ Drug overdoses (Hospital Episode Statistics)
- ◆ Drug-related neonatal problems (Hospital Episode Statistics)

Drug Dealing

- ◆ Public perception of local availability of drugs (British Crime Survey)
- ◆ Number of drug supply offences (Crime Statistics)

Domestic Crime (all British Crime Survey, calibrated with Arrestee Survey)

- ◆ Burglary
- ◆ Theft of vehicle
- ◆ Theft from vehicle
- ◆ Bike theft
- ◆ Other theft
- ◆ Robbery

Commercial Crime (calibrated with Arrestee Survey and Crime Statistics (for trend))

- ◆ Shoplifting (Crime & Justice Survey)
- ◆ Burglary (Commercial Victimisation Survey)
- ◆ Theft of vehicle (Commercial Victimisation Survey)
- ◆ Theft from vehicle (Commercial Victimisation Survey)

The components of the index and the weightings are under review and could change as a result before the measurement system is finalised. A detailed account of the Drug Harm Index will be published by the Home Office in December 2004.

Drug misusing offenders that enter treatment as a result of the Criminal Justice Intervention Programme (CJIP), a drug treatment and testing order (DTTO), following a referral from the Probation Service, a Youth Offending Team or whilst in correctional services are deemed to have entered through the criminal justice system. A substantial increase in the numbers entering through the criminal justice system is measured using information collated by the Home Office CJIP management information team.

Baseline

The baseline year is 2002 for the Drug Harm Index.

Success Criteria

The target will have been achieved if:

- ◆ *the Drug Harm Index is lower in 2007/8 than in 2002; and*
- ◆ *the number of drug misusing offenders entering treatment through the criminal justice system increases from a baseline of 695 in May 2004 to a target value that will be published in the Autumn of 2004.*

Additional Notes

This PSA target is part of the wider Public Service Agreement on Action Against Illegal Drugs. The other targets in that Public Service Agreement and the Concerted Inter Agency Drugs Action Group (CIDA)¹¹ aim to have a sustained impact on the supply of Class A drugs to the UK and availability within its communities, contribute to the delivery of this target. In addition, delivery of this target will contribute to achieving Home Office PSA 1 to reduce crime.

¹¹ CIDA brings together the agencies responsible for combating the supply of drugs to the UK market.

PSA 5: Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration

Scope and Responsibility

This target relates to all demographic groups and the whole of the United Kingdom.

Responsibility is shared between the Home Office and the Department for Constitutional Affairs.

Definitions and Measurement Systems

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, either at the initial decision stage or following appeals. This includes:

- 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); and
- Cases not granted refugee status but granted temporary leave (humanitarian protection or discretionary leave) at the initial decision stage or following appeal.

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.

Data on asylum applicants and decisions on granting refugee status are contained within the "Control of Immigration Statistics United Kingdom", and "Asylum Statistics United Kingdom" published annually and quarterly by the Immigration Research and Statistics Service (IRSS) of the Home Office. Performance data, for the year as a whole, will be published in the asylum statistics, on the Home Office website, as soon as possible after the end of the financial year (once the data is judged sufficiently reliable).

Baseline

The baseline period is the year 2002/03.

Success Criteria

The target will have been achieved if the number of unfounded asylum claims in the year 2007/08 is less than in the baseline year.

PSA 6: Increase voluntary and community engagement, especially amongst those at risk of social exclusion

Scope

This target applies to England only.

The target has two elements:

- (a) increasing voluntary activity by individuals at risk of social exclusion; and
- (b) increasing the voluntary and community sector contribution to delivering public services.

The target will have been met if both elements are achieved.

Element 1: Voluntary activity by individuals at risk of social exclusion

Definitions and Measurement Systems

Voluntary activity by individuals includes both informal volunteering (giving unpaid help to an individual who is not a member of the family) and formal volunteering (giving unpaid help to groups, clubs or organisations).

Social exclusion is a shorthand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown.

This target covers people with no qualifications, minority ethnic groups and people with disabilities. Evidence from the Home Office Citizenship Survey shows that these are the groups, amongst the socially excluded, who are least likely to volunteer. However the Government will pay particular attention to young people in these groups.

The Citizenship Survey is used to measure levels of voluntary activity by groups at risk of social exclusion. Volunteering is measured as those who have volunteered at least once a month in the 12 months prior to interview. The Citizenship Survey has a nationally representative sample of 15,000 people aged 16 and over living in private households in England and Wales. Results from the Citizenship Survey will be published on the RDS web page and will be accompanied by a detailed technical explanation.

Baseline

The baseline period is 2001.

Success Criteria

This element of PSA 6 will have been achieved if the voluntary activity (combining both formal and informal volunteering) by those at risk of social exclusion is higher in 2007/08 than in the baseline year.

Element 2: the voluntary and community sector contribution to delivering public services

Definitions and Measurement Systems

Voluntary and community sector is defined as organisations carrying out community activities in their own right¹². Public services are services wholly or partly funded by government¹³.

The voluntary and community sector contribution to public services is measured using an index from the State of the Sector Panel Survey¹⁴. The index combines the following elements with each element having equal weight:

- ◆ the median number of employees (paid members of staff including secondees);
- ◆ median number of volunteers (people that give time unpaid except for reimbursement of expenses); and
- ◆ median total government funding (all payments from central government departments, their regional bodies, non departmental public bodies, local authorities, learning and skills councils, the European Union. Funding includes grants and via contracts but excluding housing benefit, rate relief and goods / services in kind but excludes funding from the National Lottery).

The Panel contains 3,600 voluntary and community organisations reflecting the diversity of the voluntary and community sector. Information on Panel members' activities and resourcing is collected after organisations have finalised their annual accounts.

Baseline

The baseline period is 2003/04, the first year the survey ran.

Success Criteria

This element of PSA 6 will have been achieved if the voluntary and community sector contribution to delivering public services is higher in 2007/08 than in the baseline period.

¹² It includes housing associations but excludes the following: universities; independent or public schools; political bodies; trade unions; religious places of worship or organisations aimed only at the promotion of faith; organisations in Northern Ireland, Scotland or Wales which do not operate at all in England; international organisations which do not carry out any activities in England; business or professional organisations, grant-making trusts and infrastructure/umbrella organisations which do not carry out any community activities in their own right; organisations which are inactive.

¹³ Government includes central government departments and their associated agencies and non-departmental public bodies; local authorities; the National Health Service (strategic health authorities, NHS trusts and primary care trusts); police authorities; fire authorities; Learning and Skills Councils; European Union, but excludes the National Lottery.

¹⁴ Further information about the baseline, the Panel, additional information requirements and the frequency of published information will be made available on the Home Office's web-site at

PSA 7: Reduce race inequalities and build community cohesion

Scope

This target applies to England and Wales

Definitions and Measurement Systems

This target will be achieved through:

- ◆ A decrease in perceptions of racial discrimination by a range of organisations and in the labour market as measured through the Home Office Citizenship Survey¹⁵. The Citizenship Survey is carried out every other year. It has a minority ethnic booster sample that provides robust results by ethnicity.
- ◆ Building community cohesion is achieved through an increase in perceptions of community cohesion, as measured through the Citizenship Survey Local Area Boost. For the baseline year, 10 areas will be selected on the basis of risk of disturbances.

Baseline

The baseline periods are:

- ◆ 2001 for the perceptions of racial discrimination by a range of organisations.
- ◆ 2003 for perceptions of racial discrimination in the labour market (the first time this data will be available).
- ◆ 2005 for community cohesion. For the purposes of this PSA, the high risk areas will be determined in 2005 and these will remain throughout the PSA period.

Success Criteria

The target will have been achieved if there is both:

- *a decrease in perceptions of racial discrimination in the majority of organisations where perceptions are high¹⁶ and in the labour market¹⁷ by 2007; and*
- *an increase in perceptions of community cohesion in the majority of areas where the risk of disturbance is high, by 2007.*

Additional Notes

This PSA forms part of the Government-wide community cohesion and race equality strategy.

Race equality

In addition to this PSA, SR2004 includes PSA targets for DWP to:

Over the three years to Spring 2008, and taking account of the economic cycle:

- *demonstrate progress on increasing the employment rate;*

¹⁵ <http://www.homeoffice.gov.uk/rds/pubsintro1.html>

¹⁶ These organisations include police service, prison service, courts, Crown Prosecution Service, probation service, immigration authorities, Home Office, council housing departments / housing associations, private landlords / letting agencies.

¹⁷ This constitutes 11 measures – 9 organisational measures plus 2 labour market measures. This element of the PSA will be met if there is a reduction in 6 of these 11 measures, with at least one of these 6 being a labour market measure.

- *increase the employment rate of disadvantaged groups (lone parents, **ethnic minorities**, people aged 50 or over, those with the lowest qualifications and those living in the Local Authority wards with the poorest initial labour market position); and*
- *significantly reduce the difference between the employment rates of the disadvantaged groups and the overall rate (DWP PSA 4).*

And for the DTI to:

By 2008, promote ethnic diversity, cooperative employment relations and greater choice and commitment in the workplace, while maintaining a flexible labour market (DTI PSA 10).

In addition to these three PSAs, there are six other PSAs where departments will monitor progress in tackling race inequalities, specifically:

DfES: (PSA 10) Key Stage 4. By 2008, 60% of those aged 16 achieve the equivalent of 5 GCSEs at grades A* to C); and in all schools at least 20% of pupils achieve this standard by 2004, rising to 25% by 2006 and 30% by 2008.

DfES: (PSA 14) by 2010, increase participation in Higher Education towards 50% of those aged 18 to 30. Also, make significant progress year on year towards fair access, and bear down on rates of non-completion.

DoH: (PSA 2) reduce health inequalities by 10% by 2010 as measured by infant mortality and life expectancy at birth.

CJS: (PSA 2) reassure the public, reducing the fear of crime and anti-social behaviour, and build confidence in the criminal justice system without compromising fairness.

ODPM: (PSA 5) achieve a better balance between housing availability and the demand for housing, including improving affordability, in all English regions while protecting valuable countryside around our towns, cities and in the green belt and the sustainability of towns and cities.

ODPM: (PSA 7) by 2010, bring all social housing into a decent condition with most of this improvement taking place in deprived areas, and for vulnerable households in the private sector, including families with children, increase the proportion who live in homes that are in decent condition.

Reporting

Progress in reducing race inequalities and increasing community cohesion as part of the Government's wider strategy (including the race equality dimension to relevant PSAs) will be reported annually as part of the Government's *Race Equality and Community Cohesion Strategy*, which is led by the Home Office.

Annex: Home Office PSAs and Police Performance Assessment Framework

The police have key role in delivering the Home Office's PSAs. This annex sets out how the Police Performance Assessment Framework (PPAF) for 2004/05 links to the Home Office's PSAs. The improvement in each PPAF indicator implied by the PSAs is set out in the National Policing Plan each year, with progress published quarterly.

