

# **SR 2004 PSA TARGETS**

## **TECHNICAL NOTES**

***First published on 29 July 2004 and updated on 27 July***

### ***2005***

The July 2005 update reflects improvements to the race PSAs; includes a definition of the drug misusing offender target; updates the definition of 'unfounded asylum claims'; and makes other miscellaneous minor updates.

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.

## Index

<b>PSA</b>		<b>Page</b>
<b>1</b>	Reduce crime by 15%, and further in high crime areas, by 2007/08	<b>3</b>
<b>2</b>	Reassure the public, reducing the fear of crime and anti-social behaviour, and building confidence in the criminal justice system without compromising fairness	<b>4</b>
<b>3</b>	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	<b>6</b>
<b>4</b>	Reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment through the criminal justice system	<b>7</b>
<b>5</b>	Reduce unfounded asylum claims as part of a wider strategy to tackle abuse of the immigration laws and promote controlled legal migration	<b>9</b>
<b>6</b>	Increase voluntary and community engagement, especially amongst those at risk of social exclusion	<b>10</b>
<b>7</b>	Reduce race inequalities and build community cohesion	<b>12</b>
<b>Annex</b>	Police performance framework	<b>14</b>

# **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 Survey<sup>1</sup> (BCS). Overall BCS crime includes crimes against persons and households.

Crime levels may also be measured by police recorded crime<sup>2</sup>. 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 comparator<sup>3</sup>.

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.*

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<sup>1</sup> 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>.

<sup>2</sup> 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.

<sup>3</sup> 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)<sup>4</sup>. The Home Office Citizenship Survey (HOCS)<sup>5</sup> 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 year<sup>6</sup> (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 year<sup>7</sup> (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 one or more CJS agency would treat them worse than people of other races is lower than in the baseline year (baseline = 2001))*

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<sup>4</sup> 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>

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

<sup>6</sup> The measures for fear are specific to vehicle crime, burglary and violence.

<sup>7</sup> 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.

*f) The percentage of victims and witnesses who are satisfied is higher than in the baseline year (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 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 is 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.

## **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 (TIC), and signed a TIC acceptance form. Formal warnings<sup>8</sup> 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.

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<sup>8</sup> 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 Victimization Survey)
- ◆ Theft of vehicle (Commercial Victimization Survey)
- ◆ Theft from vehicle (Commercial Victimization 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 was published by the Home Office in March 2005.

Drug misusing offenders who engage in treatment are deemed to have entered that treatment through the criminal justice system when:

- the treatment (Tier 3 and Tier 4 and two types of structured (i.e. has a care plan) Tier 2 support: interventions to minimise the risk of overdose and diversion of prescribed drugs, e.g. rapid prescribing; and brief psycho-social interventions for crack/cocaine follows contact with a Criminal Justice drugs worker as part of the Drug Intervention Programme (DIP). This may include, but is not limited to, contact initiated in a custody suite or court following arrest or charge, as part of contact with a Prolific and Persistent Offender scheme or on release from a prison sentence;
- the treatment has been ordered by a Court, for example as part of a Drug Rehabilitation Requirement (DRR) or generic community sentence; or as part of the Restriction on Bail process; or
- a drug treatment programme that equates to Tier 3 and Tier 4 of Models of Care has commenced during a prison sentence for a DIP client (i.e. those whose Drug Interventions Record shows drug related crime offences).

### **Reporting – Frequency and Timing**

The numbers who enter treatment through the criminal justice system will be measured using information provided by a number of sources. These include data managers in DATs, treatment providers, Public Health Observatories and police forces. The Home Office DIP Management Information System is being developed as a key source of data and its geographical range is expected to cover all 149 DATs in England by autumn 2005. Its access to other systems is currently limited.

Data are reported to the system on a monthly basis and are generally available by final day of the month following the period being reported on. Aggregated data will be made available via the [drugs.gov.uk](http://drugs.gov.uk) web-site.

### **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 384 in March 2004 to 1,000 a week by 31 March 2008.*

### **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)<sup>9</sup> aim to have a sustained impact on the supply of Class A drugs to the UK and

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<sup>9</sup> CIDA brings together the agencies responsible for combating the supply of drugs to the UK market.

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.

## **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, i.e. failed asylum seekers (applicants refused refugee status at the initial decision stage for which no appeal is received, and applicants whose appeal rights are exhausted)

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 capacity and contribution of the voluntary and community sector to deliver more 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**

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.

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). These are measured using the biennial Home Office Citizenship Survey

This target covers people with no qualifications, minority ethnic groups and people with disabilities. Volunteering in this group is measured as those who have volunteered at least once a month in the 12 months prior to interview. Evidence from the Citizenship Survey shows that these are the groups, amongst the socially excluded, who are least likely to volunteer.

#### **Baseline**

The baseline period is 2001.

#### **Success Criteria**

This element of PSA 6 will have been achieved if the aggregate level of voluntary activity by those in the three risk groups is higher in 2007/08 than in the baseline year.

## **Element 2: the capacity and contribution of the voluntary and community sector to deliver more public services**

### **Definitions and Measurement Systems**

The voluntary and community sector is defined as organisations carrying out community activities in their own right<sup>10</sup>. Public services are services wholly or partly funded by government<sup>11</sup>.

The capacity of the voluntary and community sector to deliver more public services is measured using an index from the State of the Sector Panel Survey<sup>12</sup>. The index combines the following elements:

- ◆ 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). In the case of housing associations an adjustment is made to reflect the value of core social housing services

The Panel consists of a set sample of 5,600 voluntary and community organisations that reflect the diversity of the voluntary and community sector in England. Information on Panel members' activities and resourcing is collected after organisations have finalised their annual accounts.

### **Baseline**

The baseline period is 2002/03 (data for which was collected in 2003/04), the first year the survey ran.

### **Success Criteria**

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

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<sup>10</sup> It includes housing association (data from the State of the Sector Panel is adjusted for this, as described at (<http://www.homeoffice.gov.uk/rds/voluntary1.html>) 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..

<sup>11</sup> 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.

<sup>12</sup> 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 <http://www.homeoffice.gov.uk/rds/sosp.html>.

## 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:

#### Race element

- ◆ A decrease in the number of people from Black and Minority Ethnic communities who perceive that they would be treated worse than people of other races by one or more key public services<sup>13</sup> and in the labour market, as measured through the Home Office Citizenship Survey<sup>14</sup>. The Citizenship Survey is carried out every other year. It has a minority ethnic booster sample that provides robust results by ethnicity.

#### Community Cohesion element

- ◆ 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:

#### Race element

- ◆ 2001 for the perceptions of racial discrimination by a range of key public services
- ◆ 2003 for perceptions of racial discrimination in the labour market (the first time this data was available).

#### Community cohesion element

- ◆ 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.

### (c) Success Criteria

*The target will have been achieved if there is:*

- ◆ *a decrease in the percentage of people from BME communities who feel that one or more of the key public services<sup>15</sup> would treat them worse than people of other races, by 2007;*

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<sup>13</sup> These organisations are: the police service, prison service, courts, Crown Prosecution Service, probation service, council housing departments/housing associations, local schools, local GPs

<sup>14</sup> <http://www.homeoffice.gov.uk/rds/pubsintro1.html>

<sup>15</sup> Measured by aggregating the proportion of people from Black and Minority Ethnic communities who think one or more of the organisations listed would treat them worse than other races. The resulting percentage includes people who feel one or more of the organisations identified in the respective PSAs would treat them worse than people of other races.

- a decrease in BME perceptions of discrimination in the labour market<sup>16</sup>, 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 race equality and community cohesion strategy 'Improving Opportunity, Strengthening Society'.

#### 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;*
- *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.

**DH:** (PSA 7) Secure sustained annual national improvements in NHS patient experience by 2008, as measured by independently validated surveys, ensuring that individuals are fully involved in decisions about their healthcare, including choice of provider.

**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,

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<sup>16</sup> Measured through two elements - the proportion of people from Black and Minority Ethnic communities who think that they were turned down for a job or a promotion in the last 5 years on grounds of their race. This part of the PSA will be met if there is a reduction in at least 1 of the two elements.

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 annual review of the Government's *Race Equality and Community Cohesion Strategy* 'Improving Opportunity, Strengthening Society', which is led by the Home Office.

{police annex to add}