



National Audit Office

**BRIEFING FOR THE  
HOUSE OF COMMONS  
HOME AFFAIRS  
COMMITTEE  
DECEMBER 2009**

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# Performance of the Home Office 2008-09

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National Audit Office

# Performance of the Home Office 2008-09

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BRIEFING FOR THE HOUSE OF COMMONS HOME AFFAIRS COMMITTEE  
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This briefing has been prepared for the Home Affairs Committee to provide an overview of the work and performance of the Home Office ('the Department') in the financial year 2008-09.

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# Summary

## Aim and Scope

**1** This briefing has been prepared for the Home Affairs Committee to provide an overview of the work and performance of the Home Office ('the Department') in the financial year 2008-09. The briefing takes as its basis the 2009 Departmental Report<sup>1</sup>, and draws upon the work of the National Audit Office (NAO) financial audit work and value-for-money programme, as well as material from external and internal reviews of departmental performance. While the focus is on the financial year 2008-09, significant progress since then has been included. The contents of the briefing have been shared with the Department to ensure factual accuracy, but the commentary and views expressed are those of the NAO.

**2** Part One of the briefing covers the financial performance of the Home Office; Part Two discusses the capability of the Department as reported in the Cabinet Office Capability Review; and Part Three comments on the Department's performance against its Public Service Agreements (PSAs) and Departmental Strategic Objectives (DSOs).

## The Home Office's role

**3** The Department is responsible for internal affairs in England and Wales. This includes policing; crime reduction; counter terrorism; border control and immigration; and identity and passports. Its overarching objective is to 'help people feel secure in their homes and local communities'. The funding voted by Parliament for the Home Office in the financial year 2008-09 was £11,454 million (gross).<sup>2</sup>

**4** The Home Office has seven Departmental Strategic Objectives (DSOs):

- help people feel secure in their homes and local communities;
- cut crime, especially violent, drug and alcohol-related crime;
- lead visible, responsive and accountable policing;
- protect the public from terrorism;
- secure our borders and control migration for the benefit of our country;
- safeguard people's identity and the privileges of citizenship; and
- support the efficient and effective delivery of justice.

<sup>1</sup> *Departmental Report, Home Office, 2009.*

<sup>2</sup> *Resource Accounts 2008-09, Home Office, 2009, pp. 38 and 51.*

## Structure of the Department

**5** The Home Office is headed by the Home Secretary, the Rt. Hon. Alan Johnson, MP who joined the Home Office in June 2009. The Home Secretary sets the agenda and goals for the Department and is supported by his Ministerial team and the Home Office Board chaired by Permanent Secretary, Sir David Normington, KCB. The Board ensures the Department achieves the goals set by the Home Secretary by providing overall strategic direction, enhancing the reputation of the Department and maintaining high standards and performance. It also ensures effective allocation of resources between business groups according to Departmental priorities.

**6** Three agencies (Criminal Records Bureau (CRB); UK Border Agency (UKBA) and Identity and Passport Service (IPS)), a number of Non-Departmental Public Bodies (NDPBs), including the Serious Organised Crime Agency (SOCA) and the National Policing Improvement Agency (NPIA), and other delivery partners support the Home Office in accomplishing its overarching objective. **Figure 1** overleaf outlines the structure and funding streams for these bodies in 2008-09.

## Performance against Public Service Agreements (PSAs) and Departmental Strategic Objectives (DSOs)

**7** 2008-09 was the first year for reporting progress against the Comprehensive Spending Review 2007 (CSR 2007) priority outcomes. **Figure 2** on page 7 summarises the Home Office's reported performance against PSAs and DSOs in 2008-09. Details of the indicators underpinning PSAs, performance reported in the 2008 Autumn Performance Report and a final assessment of Spending Review 2004 (SR04) priority outcomes can be found in Part 3 and Appendix One of this brief.

## Financial Review

**8** The Department is confident that sound financial management is now routine but recognises the need for further improvement. In its October 2009 report, the Committee of Public Accounts (PAC) concluded that having considerably improved its financial management in recent years, the Home Office needs to sustain momentum by incorporating strong financial management as standard across its business.<sup>3</sup>

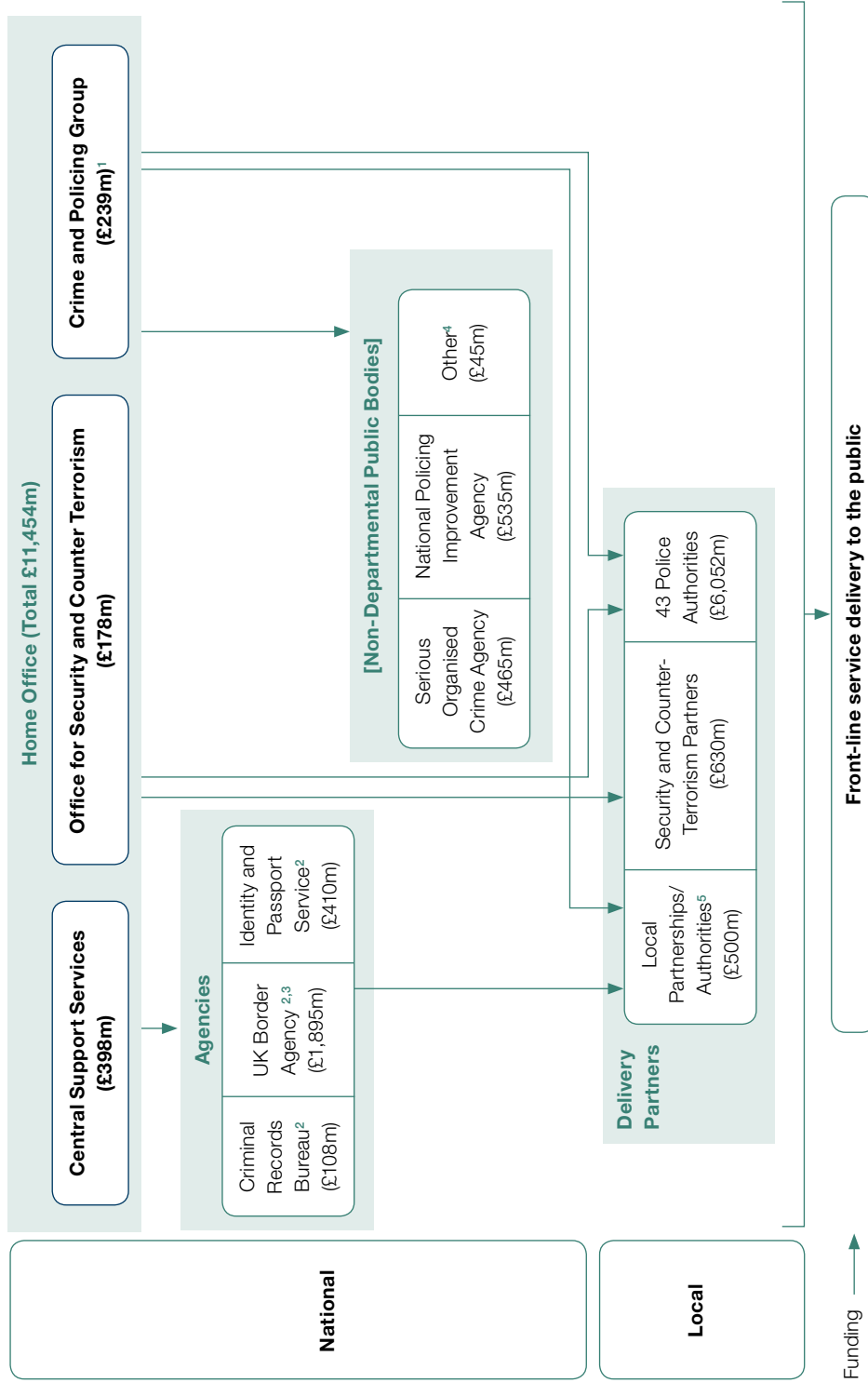
## Capability

**9** The second Capability Review conducted by the Cabinet Office in 2008 reported that the Home Office had made very substantial progress during the two years from the initial review in 2006 and raised its overall capability score from 1.4 to 2.5 on a 4-point scale.<sup>4</sup> The Home Office's capability has improved on seven out of ten criteria. Performance on four of the criteria had improved by two points each.

<sup>3</sup> *Financial Management in the Home Office. Forty-sixth Report of Session 2008-09, HC 640, Public Accounts Committee, p. 5.*

<sup>4</sup> *Home Office: Progress and Next Steps, Civil Service, 2008.*

**Figure 1**  
Home Office structure and 2008-09 gross funding voted by Parliament



Source: National Audit Office based on Resource Accounts 2008-09, Home Office, 2009, pp. 12-14, 51.

**NOTES**

- 1 Forensic Science Services Ltd, a Government owned company, is part of the Crime and Policing group.
- 2 The gross budgets for the Criminal Records Bureau, UK Border Agency and Identity and Passport Service are part funded by income raised and retained.
- 3 Until 31 March 2009 the UK Border Agency operated with shadow Agency status.
- 4 Other Non-Departmental Public Bodies include the Office of the Immigration Service Commissioner, the Independent Safeguarding Authority, the Security Industry Authority and the Independent Police Complaints Commission.
- 5 Funding received by Local Partnerships/Authorities includes Crime Reduction and Drugs Grants, grants for border and immigration activity and Area Based Grants.



**Figure 2**

## Summary of performance against PSAs and DSOs

	<b>2009 Departmental Report</b>
<b>Public Service Agreements in CSR 2007</b>	
<b>PSA 3:</b> Ensure controlled and fair migration that protects the public and contributes to economic growth	Strong Progress
<b>PSA 23:</b> Make communities safer	Not yet assessed
<b>PSA 25:</b> Reduce the harm caused by alcohol and drugs	Not yet assessed
<b>PSA 26:</b> Reduce the risk to the UK and its interests overseas from international terrorism	Classified
<b>Departmental Strategic Objectives</b>	
<b>DSO 1:</b> Help people feel secure in their homes and local communities	Strong progress
<b>DSO 2:</b> Cut crime, especially violent, drug and alcohol-related crime	Not yet assessed
<b>DSO 3:</b> Lead visible, responsive and accountable policing	Not yet assessed
<b>DSO 4:</b> Protect the public from terrorism	Classified
<b>DSO 5:</b> Secure our borders and control migration for the benefit of our country	Strong progress
<b>DSO 6:</b> Safeguard people's identity and the privileges of citizenship	Strong progress
<b>DSO 7:</b> Support the efficient and effective delivery of justice	Some progress

*Source: Departmental Report, Home Office, 2009*

## Key events

### Policing and crime

**10** Overall police recorded crime decreased by 247,000 incidents (five per cent) in 2008-09 to 4.7 million incidents. The British Crime Survey measures people's perceptions on whether there have been increases in crime at local and national levels. The proportion of the public perceiving crime to have increased in 2008-09 at a local level fell from 39 per cent in 2007-08 to 36 per cent in 2008-09. However, the proportion perceiving crime to have increased at a national level went up from 65 per cent in 2007-08 to 75 per cent in 2008-09.<sup>5</sup>

**11** Over the past year, there have been a number of important changes to the way that Police Forces are expected to operate and how targets are set. The publication of the *Policing Green Paper* (July 2008), committed the Home Office to a more strategic role and devolving responsibility to local areas. Changes include:

- the completion of the roll-out of Neighbourhood Policing (April 2008), which increased the presence of Police Community Support Officers in local areas;
- with the exception of a single 'confidence' target (PSA 23 indicator 3), the Department no longer imposes top-down targets for Police Forces and Police Authorities. Local partnerships select and negotiate targets from the National Indicator Set through the Local Area Agreements process depending on locally agreed priorities; and
- the implementation of the Policing Pledge by all Police Forces in December 2008, which means that the public now know the minimum standard of service they can expect to receive from the police throughout England and Wales. Also, the national crime map was launched in October 2009, giving the public access to local crime information.

### Illegal drugs and alcohol

**12** The number of hospital admissions due to drugs misuse increased between 2002-03 and 2005-06 then stabilised between 2005-06 and 2006-07; the most recent data (2006-07) show 10,047 hospital admissions for drug misuse.<sup>6</sup> Admissions due to alcohol have increased, although the rate of increase has slowed from 119 admissions per 100,000 population in the period 2002-03 to 2006-07 to 89 admissions per 100,000 population in 2007-08.<sup>7</sup>

<sup>5</sup> *Crime in England and Wales, 2008-09*, Home Office, 2009, pp. 1, 34, and 97.

<sup>6</sup> *Statistics on Drug Misuse: England, 2008*, NHS, The Information Centre, 2008, p. 88.

<sup>7</sup> *Statistics on Alcohol: England, 2009*, NHS, The Information Centre, 2009, p. 72 and *Departmental Report*, Home Office, 2009, p. 82.

**13** The Home Office is committed to introducing Alcohol Disorder Zones, giving the Police and local authorities new powers to tackle alcohol-related problems. In June 2008 the Youth Alcohol Action Plan was launched with the aim to drive a cross-government effort to reduce the consumption of, and problems caused by, alcohol.

**14** A 2008 NAO report on Reducing Alcohol Harm concluded that, in general terms, Drug and Alcohol Action Teams tend to focus primarily on specialist services for dependent users of illegal drugs and alcohol, and are not necessarily equipped to meet the needs of the much larger groups of 'harmful' alcohol misusers.<sup>8</sup>

### Asylum and immigration

**15** The UK Border Agency (UKBA) was formed in April 2008 and received full Executive Agency status in April 2009. The UKBA brought together the work previously carried out by the Border and Immigration Agency, customs detection work at the border previously done by Her Majesty's Revenue & Customs, and UKvisas from the Foreign & Commonwealth Office.

**16** Approximately 27,670 asylum applications were received in 2008-09, an increase of 3,310 on the previous year.<sup>9</sup> In the case of visa applications, the total volume dropped to around 2.43 million in 2008-09.<sup>10</sup>

**17** Under the Agency's New Asylum Model, a case owner manages each new asylum case from application to conclusion. The UKBA is committed to clearing the backlog of 400,000-450,000 unresolved asylum cases by July 2011. In its 2009 Annual Report, the Home Office presented data from the Case Resolution Directorate which showed that by January 2009 over 155,000 of these cases had been cleared.<sup>11</sup>

**18** One of the key changes which the UKBA achieved in 2008-09 was to check the fingerprints of all visa applicants against police records, which has helped identify applicants who have a previous criminal history, or are wanted by the police.

### Identity and citizenship

**19** The Identity and Passport Service's aim is to improve performance against DSO 6 'Safeguard people's identity and the privileges of citizenship'. The agency took on responsibility for the General Register Office in April 2008, and in July 2009, the Borders, Citizenship and Immigration Bill received Royal Assent.

<sup>8</sup> *Reducing Alcohol Harm: Health services in England for Alcohol Misuse*, Report by the Comptroller and Auditor General, HC 1049 Session 2007-08, pp. 7-8.

<sup>9</sup> *Control of Immigration: Quarterly Statistical Summary, United Kingdom, July-September 2009*, Home Office, 2009, p. 36.

<sup>10</sup> *Entry Clearance Statistics 2008-09*, UK Border Agency, 2009, p. 5.

<sup>11</sup> *Departmental Report*, Home Office, 2009, Annex, p. 1 (accessible via the Home Office website).

**20** The roll-out of the ID card scheme for non-European Economic Area and Swiss Foreign Nationals living in the UK, who have extended their stay over six months, started in November 2008. This scheme applied only to students and marriage applicants. In June 2009 the Home Office postponed the compulsory issuing of ID cards to airside workers at the London City and Manchester airport pilots.

**21** **Figure 3** lists other key events relevant to the overall work of the Home Office.

### Implications of the economic cycle on Home Office performance

**22** The ability of the Department to deliver some of its core policing objectives could be constrained by the current economic downturn if resources are reduced, unemployment rises and levels of crime increase. However, the relationship between crime and the economic cycle is complex with factors such as sentencing policy, the use of prison, policing practice and the use of crime prevention measures affecting crime rates.

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### Figure 3

#### Other recent key events relevant to the Home Office

##### February 2008

Publication of the 2008-11 Home Office Strategy  
*Working Together to Protect the Public*

##### June 2008

Publication of The Casey Review *Engaging Communities in Fighting Crime*

##### September 2008

Final Design of the ID cards for UK nationals is revealed

##### October 2008

Launch of the National Fraud Strategic Agency

##### November 2008

Royal Assent granted for the Counter-Terrorism Act 2008

##### December 2008

Publication of the Home Office's *Simplification Plan*

##### January 2009

Cannabis is reclassified from a Class C to Class B drug

##### March 2009

Publication of the revised Counter-Terrorism Strategy *CONTEST*

Opening of Brook House Immigration Removal Centre

##### June 2009

Publication of the revised PSA 3, PSA 23 and PSA 25 Delivery Agreements

##### July 2009

Publication of the Home Office's Resource Accounts 2008-09, which were given a Qualified Audit Opinion

##### August 2009

Introduction of sections of the Violent Crimes Act 2006, which allow for Drinking Ban Orders to be put into use

##### October 2009

Misuse of Drugs Act adds Steroids and BZP compounds as Class C Category Drugs

Source: National Audit Office review

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# Part One

## Financial Review

### Financial outturn for 2008-09 and NAO audit findings

**1.1** The gross funding voted by Parliament for the Home Office in 2008-09 was £11,454 million. The 43 Police Authorities received £6,052 million and the UK Border Agency (UKBA) received £1,895 million. Other key funding areas were the grants to Local Authorities by the Office for Security and Counter Terrorism (OSCT), which amounted to £630 million, and the National Policing Improvement Agency (NPIA), which was funded with £535 million (Figure 1, page 6).

**1.2** The net outturn or resource used by the Home Office in 2008-09 was £10,222 million as some functions are part funded by fee income, including the Criminal Records Bureau (CRB), UKBA and the Identity and Passport Service (IPS). The net outturn was £79 million higher than the authorised limit of £10,142 million (**Figure 4** overleaf). Consequently, the Comptroller and Auditor General (C&AG) qualified the Resource Accounts on the grounds of regularity.<sup>12</sup>

**1.3** Part of the £79 million excess in the 2008-09 outturn was due to financial management issues in the provision for the police pension fund. Under the Police Pension Regulations 2007 if, in any given year, a deficit or surplus arises on these funds, they are to be balanced through a top-up grant from the Home Office, or payment back to the Department by the police authority. In May 2008, the Home Secretary, on the advice of the Government Actuary's Department, introduced new tables of lump sum commutation factors for the police pension schemes to be applied from 1 October 2007. On 17 March 2009, a Judicial Review ruled that application of the new commutation factors should be backdated to 1 December 2006, which resulted in an additional £130 million in back payments owed to police pensioners. As the Review ruling came in March, after the final Supplementary Estimates for 2008-09, the Department did not have the opportunity to make a further request for resources and, as a consequence, breached the expenditure limit authorised by Parliament.<sup>13</sup>

**1.4** There are also challenges in fully recovering costs through fee income in the current economic conditions. The Identity and Passport Service had a deficit of £9.9 million in 2008-09, but a surplus of £12.5 million in 2007-08.

<sup>12</sup> *Resource Accounts 2008-09*, Home Office, 2009, p. 36.

<sup>13</sup> *Resource Accounts 2008-09*, Home Office, 2009, p. 36.

**Figure 4**  
Analysis of net resource outturn by the main spending bodies

	2008-09 Estimate	2007-08 Outturn	2008-09 Outturn	Change from 2007-08 Outturn (%)
	£000	£000	£000	
<b>Spending in Departmental Expenditure (DEL)</b>				
<i>Central Government Spending</i>				
Police	49,855	43,175	87,067	101.7
Crime Reduction	73,620	37,604	80,161	113.2
Criminal Records Bureau	–	–	–	
Office of Security and Counter Terrorism	256,215	120,396	176,320	46.5
Drugs	19,769	-17,597	16,021	-191.0
UK Border Agency	1,031,397	1,332,386	1,277,791	-4.1
Identity and Passport Service	98,130	56,816	98,006	72.5
Central Services	277,775	219,556	251,594	14.6
European Refugee Fund	1	1,646	1	-99.9
<i>Support for Local Authorities</i>				
Police Grants	5,455,358	5,313,162	5,383,058	1.3
Crime Reduction and Drugs grants	195,757	103,863	227,033	118.6
Office of Security and Counter Terrorism grants	601,914	755,454	629,644	-16.7
UK Border Agency Grants	381,265	84,982	196,153	130.8
Area Based Grants	91,933	83,299	76,870	-7.7
<b>Spending in Annually Managed Expenditure</b>				
<i>Central Government Spending</i>				
Police superannuation <sup>1</sup>	-6,100	897	–	–
<i>Support for Local Authorities</i>				
Police superannuation <sup>1</sup>	545,000	352,344	668,451	89.7
<i>Non-budget</i>				
Independent Police Complaints Commission	32,747	31,500	32,000	1.6
Serious Organised Crime Agency	465,003	426,023	464,903	9.1
Office of Immigration Service Commissioner	4,161	4,495	4,270	-5.0
Loan charges	9,669	6,770	3,994	-41.0
National Policing Improvement Agency	547,105	465,000	535,000	15.1
Independent Safeguarding Authority	7,855	–	8,299	–
Fine refunds to carriers	37	46	22	-52.2
Security Industry Authority	–	2,000	–	–
<b>Spending in Annually Managed Expenditure</b>				
<i>Central Government Expenditure</i>	4,000	–	4,902	–
<b>Resource Outturn</b>	10,142,466	9,423,817	10,221,560	8.5

Source: Resource Accounts 2008-09, Home Office, 2009, pp. 12-14, 51

**NOTE**

1 The variance in Police Superannuation (outturn minus estimate) is due to the creation of a provision for the sum of £130 million made in respect of payments to Police Authorities in respect of their liability for a backdated increase in the commutation rates applying to police pension lump sums in the period 1 December 2006 to 30 September 2007. See Paragraph 1.3.

**1.5** Figure 4 shows that the net outturn for 2008-09 was over eight per cent or £798 million higher than in 2007-08. It also shows the differences between estimated and outturn data for different parts of the Department's business for 2008-09.<sup>14</sup> The remainder of this section focuses on financial issues related to the UKBA and the Forensic Science Service (FSS), synthesises the outcome of the Financial Management Report by the NAO, and reviews Value for Money (VfM) targets and savings for the Home Office.

### The UK Border Agency

**1.6** The UKBA, which is responsible for securing the UK borders and controlling migration, had an estimated net outturn of £1,031 million for 2008-09 and an actual outturn of £1,278 million (Figure 4). The UKBA International Group, which is responsible for the former UKvisas function, reported a deficit of £5.3 million in 2008-09.<sup>15</sup> A decrease in applications for visas was responsible for the shortfall, negatively impacting on the Agency's aim to fully recover costs through fee income. Nationality fees produced a surplus of £50.4 million in 2008-09.<sup>16</sup>

**1.7** The UKBA incurred unnecessary additional costs in accommodation for asylum applicants which followed a data management failure.<sup>17</sup> The overpayments amounted to £9.6 million. In addition, the Home Office made unnecessary payments of £1.4 million in 2008-09, including payments to landlords by the UKBA for five empty properties once occupation had ended.<sup>18</sup>

### The Forensic Science Service

**1.8** The value of the Forensic Science Service (FSS), a Government-owned Company, was reviewed in 2008-09. The conclusion was that the investment was worth a nominal figure of £1,000; down from £67 million in 2007-08.<sup>19</sup> This is partly a result of a more competitive forensics market reducing their market share. In order to optimise its commercial potential, the FSS has produced a new Strategic Business Plan, whose delivery is likely to cost an extra £50 million over the course of the CSR07 period.<sup>20</sup>

### Financial management

**1.9** Financial management is the system by which the resources of an organisation's business are directed and controlled to support the organisation's goals. The NAO's Financial Management Report on the Home Office<sup>21</sup>, which focused on the period between the 2003-04 and 2007-08 financial years, concluded that the Department has improved its overall financial governance, financial planning, budgeting, monitoring,

<sup>14</sup> *Resource Accounts 2008-09*, Home Office, 2009, p. 51.

<sup>15</sup> *Resource Accounts 2008-09*, Home Office, 2009, p. 59.

<sup>16</sup> *Resource Accounts 2008-09*, Home Office, 2009, p. 59.

<sup>17</sup> *Resource Accounts 2008-09*, Home Office, 2009, pp. 13 and 80.

<sup>18</sup> *Resource Accounts 2008-09*, Home Office, 2009, p. 81.

<sup>19</sup> *Resource Accounts 2007-08*, Home Office, 2008, pp. 43 and 61.

<sup>20</sup> *Resource Accounts 2008-09*, Home Office, 2009, p. 63.

<sup>21</sup> *Financial Management in the Home Office*, Report by the Comptroller and Auditor General, HC 299 Session 2008-09.

forecasting and reporting, and its arrangements to support financial decision making. Similarly, the Institute of Public Finance (IPF) benchmarked the Department against other public bodies and concluded that it is well placed to meet HM Treasury's standards.<sup>22</sup> In 2008-09 the Home Office improved its financial capability by, for example, agreeing three-year budget settlements with individual directorates, business areas, Agencies, and NDPBs.

**1.10** The Department is confident that sound financial management is now routine but recognises the need for further improvement. In its October 2009 report, the Committee of Public Accounts (PAC) concluded that having considerably improved its financial management in recent years, the Home Office needs to sustain momentum by incorporating strong financial management as standard across its business.<sup>23</sup>

### Arm's length bodies

**1.11** In 2008-09 the Home Office paid out over £8 billion in grants to delivery-partner organisations, including local police authorities. The NAO's Financial Management Report concluded that the Department has limited tools available with which to signpost priorities to some delivery-partner organisations, and incentivise the delivery of national objectives.

**1.12** In making use of the available tools, the Department has undertaken work on matching resources to priorities. Furthermore, as of March 2009 a single national police target of increasing public confidence has been applied. While recognising these efforts, and that the grants to delivery partners are given following the principle of local flexibility, we recommended in our Financial Management Report that the Department should provide long term stability of funding and increase lead times when delegating budgets to delivery partners.<sup>24</sup>

### Value for Money (VfM) targets and savings

**1.13** By instigating efficiency savings the Government intends to provide better value for the taxpayer through a combination of improved services at the same cost, and cost savings while maintaining current output levels. Over the SR04 period the Home Office, in partnership with the former Department of Constitutional Affairs and the Crown Prosecution Service, was set a target of £2.3 billion annual efficiencies as their contribution to the Government's overall £20 billion target.<sup>25</sup> On 9 May 2007, responsibility for the National Offender Management Service and some other functions transferred from the Home Office to the newly established Ministry of Justice. The Home Office SR04 target remained at £1.970 billion.

<sup>22</sup> *Home Office Review of Financial Management using the CIPFA Financial Management Model*, Institute of Public Finance, 2009, p. 4.

<sup>23</sup> *Financial Management in the Home Office. Forty-sixth Report of Session 2008-09*, HC 640, Public Accounts Committee, p. 5.

<sup>24</sup> *Financial Management in the Home Office*, Report by the Comptroller and Auditor General, HC 299 Session 2008-09, p. 8.

<sup>25</sup> *Releasing resources to the front line. Independent Review of Public Sector Efficiency*, Sir Peter Gershon, 2004, Appendix C.



**1.14** The Home Office exceeded its SR04 target by £885 million, achieving gains of £2.855 billion. This included £1.548 billion (of which £812 million was cashable) in the police service and £650 million in the UKBA. Gains of £141 million were carried forward<sup>26</sup>.

**1.15** For the CSR07 period, the Home Office is on track to meet its VfM target, including £1.694 billion in 2010-11.<sup>27</sup> **Figure 5** overleaf shows that, as of December 2008, the Department had identified annual gains worth £544 million. In order to achieve the CSR07 VfM target, the Home Office is planning to improve its partnership with the Police Service and increase the cost effectiveness of the UKBA. Additionally, the Department aims to strengthen corporate functions, improve its commercial activity and reduce IT costs. **Figure 6** overleaf specifies the forward savings plans under each of these areas. Due to over-delivery in SR04, the Department will carry forward gains worth £141 million to CSR07.<sup>28</sup>

**1.16** Following agreement with HM Treasury, the NAO is reviewing a number of departments' VfM savings to-date within the CSR07 including the Home Office. The findings of this review are due later in 2009.

**1.17** In terms of human resources efficiency, the Department reported that the size of its Headquarters reduced in 2008-09 by 2,429 posts against the March 2004 baseline, and relocated 2,951 departmental posts to the regions, 751 posts more than the target for the year.<sup>29</sup>

## The Simplification Plan

**1.18** Since 2006 the Home Office has put annual Simplification Plans in place, in order to reduce costs (both policy and administrative) for business, the voluntary and charitable sectors, as well as public services. In line with the Administrative Burdens Reduction Programme<sup>30</sup>, the Department is committed to delivering a net 25 per cent reduction in administrative burdens by 2010. By December 2008 figures showed that just over £19.2 million savings had been identified, equivalent to 23.2 per cent.<sup>31</sup>

**1.19** The Home Office will also be contributing to the target to reduce the data burden that central Government imposes on the public sector front line by 30 per cent, with the aspiration of meeting that level, as announced in the 2007 Simplification Plan. The Department is also reviewing the amount of data that it collects from Police Forces with the aim of reducing it by 50 per cent.<sup>32</sup>

<sup>26</sup> *Departmental Report*, Home Office, 2009, p. 68.

<sup>27</sup> *2009 Value for Money update*, HM Government, 2009, p. 66.

<sup>28</sup> *Departmental Report*, Home Office, 2009, p. 68.

<sup>29</sup> *Departmental Report*, Home Office, 2009, pp. 68 and 89.

<sup>30</sup> *The Administrative Burdens Reduction Programme, 2008*, Report by the Comptroller and Auditor General, HC 944 Session 2007-08.

<sup>31</sup> *Simplification Plan*, Home Office, 2008, pp. 5-6.

<sup>32</sup> *Simplification Plan*, Home Office, 2008, pp. 18 and 25.

**Figure 5**

Home Office's estimates of early gains towards the CSR07 VfM target (as of December 2008)

	<b>£ million</b>
<b>CSR07 VfM target</b>	<b>1,694</b>
<b>Early annual gains identified as of December 2008 includes the following estimated gains:</b>	<b>544</b>
<ul style="list-style-type: none"> <li>● Police Service: improved front-line productivity, more effective use of technology, streamlined processes and downward pressure on support costs</li> </ul>	255
<ul style="list-style-type: none"> <li>● UKBA reductions including savings in Asylum Support costs</li> </ul>	148
<ul style="list-style-type: none"> <li>● Improvements in category management and collaborative contracts for commercial functions</li> </ul>	40
<ul style="list-style-type: none"> <li>● National Policing Improvement Agency</li> </ul>	34
<ul style="list-style-type: none"> <li>● Serious Organised Crime Agency</li> </ul>	1

*Source: Departmental Report, Home Office, 2009, p. 89*

**Figure 6**

Home Office's plans to achieve the CSR07 VfM target

	<b>£ million</b>
<b>CSR07 VfM target</b>	<b>1,694</b>
<b>Future planned savings cover:</b>	
<ul style="list-style-type: none"> <li>● A greater focus by the Police Service on front-line productivity improvements, collaborative use and procurement of technology, and utilisation of the latest technology to save police time</li> </ul>	1,000
<ul style="list-style-type: none"> <li>● UKBA cost savings</li> </ul>	150
<ul style="list-style-type: none"> <li>● Strengthening and delivering more efficient corporate functions (finance, HR and estates)</li> </ul>	50
<ul style="list-style-type: none"> <li>● Improved commercial activity</li> </ul>	60
<ul style="list-style-type: none"> <li>● IT costs reductions</li> </ul>	10

*Source: Value for Money Update, HM Government, 2009, p. 66*

# Part Two

## Capability

**2.1** Capability Reviews conducted by the Cabinet Office are part of the wider Civil Service reform agenda and aim to ensure that departments and their delivery partners are better placed to deliver public services. Reviews identify key areas for improvement in Departments' leadership, strategic, and delivery functions setting out the key actions required to enhance their capability.

**2.2** The Home Office was part of the first round of Capability Reviews that the Cabinet Office published between July 2006 and December 2007. The 2006 assessment ratings found that the Department had a low overall score: an average of 1.4 out of a possible 4.<sup>33</sup> In response to the findings, the Department developed a Reform Action Plan that aimed to address the issues raised.<sup>34</sup> The second Capability Review, which took place in 2008, showed good progress during the two years, with an improved average capability score of 2.5.<sup>35</sup> In May 2007, the Home Office's responsibilities changed, with prisons, probation, and criminal law becoming part of the remit of the Ministry of Justice.

**2.3** Summary results for the 2008 review and corresponding key to the ratings system can be seen in **Figure 7** overleaf.

## Leadership

**2.4** The 2008 Capability Review reported that the Home Office Board has taken the recommendations of the original Capability Review very seriously, and has used them as a platform to build visible, strong and collective leadership and a clearer direction for the Department. The Capability Review report sets out that the Board now needs to build on this good work, maintaining pace and capitalising on the enthusiasm for change that now exists. The Home Office should continue its focus on engaging staff below Senior Civil Service level in the leadership of the organisation, in order to build on success elsewhere.

<sup>33</sup> *Capability Review of the Home Office, Civil Service, 2006 and Assessment of the capability review programme, Report by the Comptroller and Auditor General, HC 123 Session 2008-09, p. 13.*

<sup>34</sup> *Reform Action Plan. From Improvement to Transformation, Home Office, 2006.*

<sup>35</sup> *Home Office: Progress and Next Steps, Civil Service, 2008 and Assessment of the capability review programme, Report by the Comptroller and Auditor General, HC 123 Session 2008-09, p. 36.*

**Figure 7**

## Cabinet Office's assessment of the Home Office's capability for future delivery

	2006	2008
<b>Leadership</b>		
L1 Set direction	Urgent development area	Well placed
L2 Ignite passion, pace and drive	Development area	Development area
L3 Take responsibility for leading delivery and change	Development area	Well placed
L4 Build capability	Serious concerns	Development area
<b>Strategy</b>		
S1 Focus on outcomes	Development area	Strong
S2 Base choices on evidence	Development area	Development area
S3 Build common purpose	Development area	Development area
<b>Delivery</b>		
D1 Plan, resource and prioritise	Serious concerns	Development area
D2 Develop clear roles, responsibilities and delivery model(s)	Urgent development area	Development area
D3 Manage performance	Development area	Well placed

**KEY**

Rating	Score	Description
Strong	4	Good capability for future delivery in place, in line with the capability model. Clear focus on the action and improvement required to deliver transformation over the medium term.
Well placed	3	Well placed to address any gaps in capability for future delivery through practical actions that are planned or already underway. Is making improvements in capability and is expected to improve further in the medium term.
Development area	2	The department should be capable of addressing some significant weaknesses in capability for future delivery by taking remedial action. More action is required to close those gaps and deliver improvement over the medium term.
Urgent development area	1	Significant weaknesses in capability for future delivery that require urgent action. Not well placed to address weaknesses and needs significant additional action and support to secure effective delivery. Not well placed to deliver improvement over the medium term.
Serious concerns	0	Serious concerns about current capability. Intervention is required to address current weaknesses and secure improvement in the medium term (NB only used infrequently, for the most serious gaps).

Source: *Capability Review of the Home Office, Civil Service, 2006, p. 13* and *Home Office: Progress and Next Steps, Civil Service, 2008, p 6*.

## Strategy

**2.5** In 2006 all three Strategy elements, had been classified as 'in need of development', but in 2008, the Capability Review team concluded that the strategic direction of the Department is now clear and focused on defined outcomes. It provides a clear line between departmental priorities, business units and personal objectives, and delivery for the public. 'Focus on outcomes' was assessed as 'strong' – the highest achievable rating.

**2.6** The remaining two elements retained their 2006 assessment ratings. The Review concluded that in order to support the delivery of the strategy, the Home Office needs to ensure that it has the right level of analytical capability and that it is engaging stakeholders in the development of policy in a thorough and consistent way.

## Delivery

**2.7** In the 2006 Capability Review, 'Plan, resource and prioritise' and 'Develop clear roles, responsibilities and business models' were rated, respectively, as of 'serious concern' and an 'urgent development area'. The 2008 Capability Review concluded that very good progress has been made on developing corporate functions and corporate discipline. Previous problems with accounts and financial controls have been solved. The delivery model is now clear.

**2.8** The Review noted that the Home Office now needs to address the challenges of embedding financial capability throughout the organisation, and of ensuring that it has the ability to be flexible in matching resources to priorities. Two of the elements within Delivery were assessed as 'development area' in 2008.

## Next steps

**2.9** In July 2009, within the context of the Cabinet Office's document *Working Together: Public Services on Your Side*, the Cabinet Office announced substantial reforms to the Capability Review Programme.<sup>36</sup> Future reviews will place the emphasis on linking capabilities to results and outcomes, and sharpening the focus on 'Delivery'.

# Part Three

## Performance against Public Service Agreements and Departmental Strategic Objectives

**3.1** In 2008-09 the Comprehensive Spending Review 2007 (CSR07) period was in its first year. The Delivery Agreements signed with HM Treasury in 2007 established four PSAs on which the Home Office will lead during CSR07.

**3.2** In its 2009 Departmental Report the Home Office reported 'strong progress' against PSA 3, on migration, and 'progress not yet assessed' against PSA 23, 'Make communities safer', and PSA 25, on alcohol and drugs. The classified nature of PSA 26, on counter-terrorism, did not allow the Department to make a progress assessment public.

**3.3** The NAO performed a validation exercise on the data systems supporting PSA performance measurement at the Home Office in 2008, excluding PSA 26. Using a traffic-light rating, the NAO concluded that eight out of the 16 indicators underpinning the PSAs are 'green' (high quality), four are 'amber', and another four are 'red', two of which have no system for assessment yet established.<sup>37</sup> Parliamentary and public accountability is reliant upon the Department's work on the data system issues raised by the NAO during this validation exercise (Appendix One).

**3.4** The Home Office also delivers seven Departmental Strategic Objectives (DSOs). DSO 1 has an overarching goal, 'Help people feel secure in their homes and local communities', and for another one the Department is currently using achievement of milestones to demonstrate progress (DSO 6). The remaining five DSOs are aligned to the delivery of PSAs and use the same performance indicators. Progress against PSAs and DSOs, as assessed by the Department, and the key to the NAO data-systems validation ratings may be found in Appendix One.

**3.5** The remainder of this section comments on the performance of the Department under each of the PSAs, with an emphasis on areas of particular interest for the ongoing work of the Home Affairs Committee (HAC).

<sup>37</sup> *Measuring up. How good are the Government's data systems for monitoring performance against Public Service Agreements?*, PSA 3: 'Ensure controlled and fair migration that protects the public and contributes to economic growth', PSA 23: 'Make communities safer', and PSA 25: 'Reduce the harm caused by alcohol and drugs', NAO, 2009.

## Public Service Agreements: HO self reported performance

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### PSA 3: Ensure controlled, fair migration that protects the public and contributes to economic growth

Home Office overall self assessment: **Strong progress**

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**3.6** In June 2009 the Home Office assessed its performance against three PSA 3 indicators and gave each an ‘improvement’ rating. Assessments for the other two indicators are not included in the 2009 Departmental Report, due to unavailability of data. The Department concluded that:

- the time taken to conclude asylum applications had reduced to six months in 61 per cent of the cases by December 2008, i.e. one point above the 60 per cent milestone set for that month (Indicator 2);
- the number of enforced removals and voluntary departures increased by 1,405 in 2008-09, in comparison to the 2007-08 baseline (Indicator 3); and
- the proportion of ‘higher-harm’ enforced removals and voluntary departures increased to 30 per cent of all the enforced removals, eight points higher than the 2007-08 baseline (Indicator 4).

Progress in 2008-09 towards PSA 3

#### Asylum

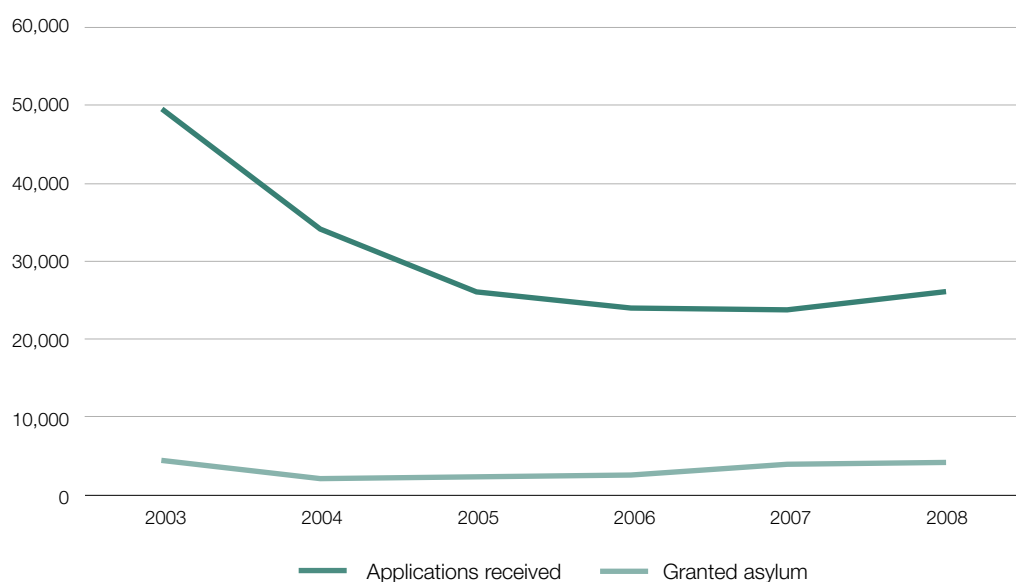
**3.7** The Home Office has been implementing policies to deter unfounded asylum applications, which have resulted in a significant reduction, although more applications were received in 2008-09 than in 2007-08 (**Figure 8** overleaf). **Figure 9** overleaf illustrates the variation in volumes of asylum applications across some European countries.

**3.8** Under the New Asylum Model, which started to apply in 2006, a case owner manages each asylum case from application to conclusion. This helps the UKBA work towards its PSA indicator to conclude 90 per cent of asylum applications within six months by 2011.<sup>38</sup>

<sup>38</sup> *Management of Asylum Applications by the UK Border Agency, Report by the Comptroller and Auditor General, HC 124 Session 2008-09, pp. 4 and 11.*

**Figure 8**

Number of asylum applications received and granted



Source: *Asylum Statistics, United Kingdom 2008, Home Office, 2008, p. 59* and *Control of Immigration: Quarterly Statistical Summary, United Kingdom, July–September 2009, Home Office, 2009, p. 36*

**Figure 9**

Asylum applications and refugee status in some European Union countries, 2007

	Backlog Inherited from 2006	Applications received in 2007 <sup>1</sup>	Applications granted	Applications rejected	Otherwise closed	Unresolved cases end 2007	Population number for each application received
Austria	42,396	11,921	6,835	6,646	4,204	38,442	699
Belgium	17,337	15,529	3,109	7,595	856	15,247	672
Cyprus	12,508	8,925	273	4,205	5,063	11,892	86
France	39,571	58,196	14,196	41,872	5,877	31,051	1,085
Germany	43,972	30,303	7,870	12,749	7,953	34,063	2,727
Greece	13,560	42,185	163	26,228	891	28,463	264
Italy	–	14,053	11,833	5,503	4,403	1,500	4,183
Malta	310	1,672	628	621	23	861	242
Netherlands	7,625	7,102	5,717	4,671	4,997	5,840	2,306
Poland	2,057	13,248	3,131	2,348	1,463	5,940	2,879
Spain	–	7,662	246	5,155	–	–	5,728
Sweden	19,976	36,370	16,451	16,770	8,839	27,723	250
UK	12,400	41,948	10,189	26,814	4,181	10,900	1,443

Source: *UNHCR Statistical Yearbook, 2007, Table 9; World Population Prospects, UN Population Division, 2006*

**NOTE**

- 1 These figures may include a degree of double counting for countries where a single asylum case can include both the initial applications and appeal. This explains the difference between the UK data here and in Figure 8.



**3.9** Currently, the UKBA concludes 61 per cent of the asylum cases within six months. During 2008 a quarter of the initial asylum screening interviews did not take place within two days of their application. The Committee of Public Accounts (PAC) recently recommended reducing the time taken to fix interviews and despatch decisions by drawing on processes employed in fast track centres. The Department is committed to increasing the number of decisions made within one month, and an extra 287 case owners have been recruited.<sup>39</sup> In its 2009 Departmental Report, the Home Office reported that by January 2009 over 155,000 of the 400,000-450,000 historical backlog of cases had been cleared and is confident that the UKBA is making good progress to meet the overall target.<sup>40</sup>

### Enforced removals and voluntary departures

**3.10** In 2008-09 the UKBA successfully met the PSA indicator of increasing enforced removals and voluntary departures year on year: 34,945 were removed which was a 1,405 or four per cent increase on the 2007-08 baseline.<sup>41</sup> However, within this overall removal figure the total volume of removals and voluntary departures of failed asylum applicants decreased from 13,475 in 2007-08 (the first year of the PSA period) to 12,385 in 2008-09. Last year, the NAO found that the UKBA had been offered 10,000 Emergency Travel Documents for asylum cases by overseas governments which it had not used. Five thousand of these could potentially be used to support the removal of failed asylum applicants at the point when the NAO report was published. Similarly, coordination problems were responsible for 10 per cent of escorted removals being cancelled, which resulted in additional work and costs.<sup>42</sup>

**3.11** Some 25 per cent of appeals to the Asylum and Immigration Tribunal against the UKBA's decisions are upheld<sup>43</sup>. Improvements in decision making at earlier stages of the process could help mitigate this. More generally, the NAO recommended that lessons learned by the Quality Assurance Team across the pool of case owners, should be more regularly and widely disseminated.

**3.12** The PAC report into asylum applications pointed to the risk of a new backlog of cases building up in areas other than asylum, such as leave to remain on the basis of marriage to a UK spouse.<sup>44</sup> The Department said that the roll-out of the case ownership model is intended to solve this problem. PAC was also concerned that the UKBA has no specific plan in place to deal with the cases whose refugee status needs reviewing by 2010.<sup>45</sup>

<sup>39</sup> *Departmental Report*, Home Office, 2009, Annex, p. 8 (accessible via the Home Office website).

<sup>40</sup> *Departmental Report*, Home Office, 2009, Annex, p. 1 (accessible via the Home Office website).

<sup>41</sup> *Control of Immigration: Statistics United Kingdom 2008*, Home Office Statistical Bulletin 14/09, 2009, p. 41.

<sup>42</sup> *Management of Asylum Applications by the UK Border Agency*, Report by the Comptroller and Auditor General, HC 124 Session 2008-09, pp. 8-11.

<sup>43</sup> *Management of Asylum Applications by the UK Border Agency*, Report by the Comptroller and Auditor General, HC 124 Session 2008-09, p.5.

<sup>44</sup> *Management of Asylum Applications. Twenty-eighth Report of Session 2008-09*, HC 325, Public Accounts Committee, p. 7.

<sup>45</sup> *Management of Asylum Applications. Twenty-eighth Report of Session 2008-09*, HC 325, Public Accounts Committee, p. 7 and *Management of Asylum Applications by the UK Border Agency*, Report by the Comptroller and Auditor General, HC 124 Session 2008-09, p. 27.

### Enforced removals of foreign national prisoners

**3.13** In 2008-09 the Home Office removed over 5,000 foreign national prisoners, and introduced automatic deportation for higher-risk foreign national prisoners.<sup>46</sup> The Annex to the 2009 Departmental Report indicates that the UKBA is removing or deporting around a fifth of all individuals direct from prison an average of 180 days before their release date. For the remaining individuals it is taking the Agency around 130 days, on average, to deport or remove them from the UK<sup>47</sup>. The reasons for the delay in some cases do not fall within the remit of the Department, but collaboration with other Departments, particularly the Foreign and Commonwealth Office, has proved important in recent years in speeding up the process. The 2004-05 PAC recommendation to record in a single, central electronic database details on the identity and nationality of these prisoners, alongside their crimes, detention data, and progress in considering them for deportation has not yet been fully implemented.

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### PSA 23: Make communities safer

Home Office overall self assessment: **Not yet assessed**

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**3.14** The Home Office was able to report against two of the six indicators supporting PSA 23 by June 2009. The other four indicators are 'not yet assessed' in the 2009 Departmental Report, mainly due to unavailability of data. The Department, as part of its own assessment, reported the following:

- the adult rate of proven re-offending dropped to 147.3 re-offences per 100 offenders in 2007, compared with the 2005 baseline of 165.7. For young offenders the rate was 115.7 re-offences per 100 offenders in 2007 down from the 125 recorded in the 2005 baseline (Indicator 5);
- the level of serious re-offending, was 0.77 offences per 100 offenders for adults in 2007, 0.08 points lower than in the 2005 baseline. The figure for young offenders (0.73 offences per 100 offenders) was 0.18 lower than the 2005 baseline (Indicator 6).<sup>48</sup>

**3.15** Due to the overlap with PSA 25, commentary on progress towards PSA 23 is included in the next section.

<sup>46</sup> *Departmental Report*, Home Office, 2009, p. 48.

<sup>47</sup> *Departmental Report*, Home Office, 2009, Annex, pp. 20-21 (accessible via the Home Office website).

<sup>48</sup> The re-offending indicators are owned by the Ministry of Justice.

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### PSA 25: Reduce the harm caused by alcohol and drugs

Home Office overall self assessment: **Not yet assessed**

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**3.16** Only two of the five indicators underpinning PSA 25 could be assessed by June 2009, mainly due to unavailability of the data, but they are expected to be covered in future reports. The Department reported 'improvements' in their 2009 Departmental Report as follows:

- the number of drug users recorded as in effective treatment showed an increase of 1.4 per cent over the 2007-08 baseline (Indicator 1);
- the rate of increase in hospital admissions for alcohol-related harm went up by 89 admissions per 100,000 population from 1,384 admissions per 100,000 (2006-07) to 1,473 admissions per 100,000 (2007-08). This compares with a rate of increase of 119 admissions per 100,000 in the period 2002-03 to 2006-07. In effect success is measured by reducing the rate of increase rather than stopping or reversing the rate of increase (Indicator 2).

Progress in 2008-09 towards PSA 23 and PSA 25

#### The Police Service and local partnerships

**3.17** The *Policing Green Paper* set out a new, more strategic role for the Department, which consists of securing national delivery of PSAs; championing the public's interests; ensuring the functioning of the overall system is satisfactory and transparent to the public and Parliament; horizon scanning; and, supporting new problem-solving approaches.<sup>49</sup> The Department will operate through the Local Area Agreement process and no longer set targets for Crime and Disorder Reduction Partnerships (CDRPs) outside of that. It will be the responsibility of HM Inspectorate of Constabulary (HMIC) to drive improvements in performance, and to ensure that weaknesses are tackled. The National Policing Improvement Agency (NPIA) will continue to support forces in responding to HMIC reports.

**3.18** In 2005 the NAO found that only half of the CDRPs considered that their work had contributed to a measurable reduction in crime.<sup>50</sup> In the three years to 2008, the Home Office has made significant progress in the provision of training and guidance to CDRPs, and has instigated the development of a National Support Framework to draw Partnerships support and capacity building work together.<sup>51</sup>

<sup>49</sup> *From the neighbourhood to the national: policing our communities together*, Home Office, 2008, p. 82.

<sup>50</sup> *Departmental Report*, Home Office, 2009, Annex, p. 9 (accessible via the Home Office website).

<sup>51</sup> *National Support Framework. Delivering Safer and Confident Communities*, Home Office, 2009.

**3.19** With the completion of the roll-out of Neighbourhood Policing in April 2008, the Department is in a better position to support local authorities in tackling crime, disorder and anti-social behaviour (ASB). The number of Police Community Support Officers is now around 16,000. The Policing Pledge sets out the minimum level of police service that the public can expect, and is supported by the delivery of crime-mapping information.<sup>52</sup>

**3.20** The PAC report *Reducing the risk of violent crime* identified problems in the distribution of funding for tackling violent crime to CDRPs, which hindered proper strategic planning.<sup>53</sup> Since April 2008 CDRPs' funding has been contained in the Area Based Grant, which are three-year funding streams. This means that the grant is no longer hypothecated for specific purposes. The Home Office stressed that it does not directly manage Partnerships.<sup>54</sup>

### Police performance

**3.21** Following the *Policing Green Paper*, the Home Office will no longer make graded assessments under the Assessment of Policing and Community Safety (APACS), which have been interpreted by some as *de facto* targets. Renamed as the *Analysis of Policing and Community Safety*, APACS is now the framework through which the Home Office ensures there is a common approach to understanding performance in policing and community safety. In 2008-09 it contained 34 indicators spanning the spectrum of crime, justice, drugs and policing. Eighty three per cent of the users were satisfied with the overall service provided by the police. This is a two per cent increase over 2007-08.<sup>55</sup>

**3.22** The Independent Police Complaints Commission (IPCC) was set up to bring independent oversight to the police complaints system in England and Wales and to improve system access and transparency. The IPCC was established under the Police Reform Act 2002 and became operational on 1 April 2004. Since 2004 there has been a notable increase in the number of complaint cases recorded – 22,898 in 2004-05 as against 31,259 in 2008-09 – suggesting that the IPCC has made progress in increasing access to the police complaints system and improving the transparency of the system. The complaints for 2008-09 represent an eight per cent increase on the figures reported in 2007-08. Some complaints may have one or more allegations attached.

**3.23** In 2008 the NAO found that different regions were adopting widely varying approaches to tracking the acceptance of recommendations by the IPCC. In April 2009 discussions were underway with HM Inspectorate of Constabulary and Police Authorities regarding how an appropriate system could be introduced. The IPCC and the Home Office will work closely together to progress the matters<sup>56</sup>. The IPCC anticipates that a system will be in place by spring 2010.

<sup>52</sup> *Departmental Report*, Home Office, 2009, p. 32.

<sup>53</sup> *Reducing the risk of violent crime. Forty-fifth Report of Session 2007-08*, HC 546, Committee of Public Accounts, p. 5.

<sup>54</sup> *Departmental Report*, Home Office, 2009, Annex, pp. 32 and 35 (accessible via the Home Office website).

<sup>55</sup> *APACS 2008-09 Policing Performance Data for England and Wales*, Home Office, 2009.

<sup>56</sup> *Departmental Report*, Home Office, 2009, Annex, p. 40 (accessible via the Home Office website).

### Violent crime

**3.24** To gain a better understanding of the scale of violent crime, the NAO recommended in 2008 that the Home Office and the Department of Health (DH) should establish a national system for the automatic sharing of depersonalised violent crime data between hospitals, the Police Service, and the CDRPs. This measure has not yet been fully implemented, although some progress has been made in data sharing practices for areas such as knife crime.<sup>57</sup> In his recent Review of Criminality Information, Sir Ian Magee acknowledged that there is overall some cause for optimism; however, he concluded that continued progress is critically dependent on the complex business of working across boundaries, subsuming individual agency priorities to the wider objective of improving public protection.<sup>58</sup>

### Anti-Social behaviour

**3.25** A PAC report published in 2006-07 called for a better understanding of the effectiveness of Anti-Social Behaviour Orders (ASBOs), as well as a stronger evidence base for the profile of perpetrators.<sup>59</sup> The Home Office recently responded to these recommendations by stating that there have been improvements in related guidance and training for local areas; the collection of age, gender and geographical data; and, the understanding of the cost-effectiveness of different interventions (research commissioned to Aberystwyth University due for publication in early 2010).<sup>60</sup> The 2009 Departmental Report also refers to the introduction of one-year reviews of ASBOs, as well as the extension of the Individual Support Orders, as achievements in the effort to tackle the underlying causes of anti-social behaviour.

**3.26** In October 2009 the Home Office announced that it will be assessing how effectively ASBO breaches are being dealt with and seeking assurance that swift and appropriate action is being taken in all cases. This will be backed up with new guidance. The Department now expects local councils, police and social housing landlords to ensure that swift and appropriate action is taken against those who break their ASBOs.<sup>61</sup>

### Alcohol- and Drugs-related harms

**3.27** In the 2008-11 Home Office Strategy, the Department committed to introducing Alcohol Disorder Zones (ADZs) giving the Police and Local Authorities new powers to tackle alcohol-related problems. In addition, the Youth Alcohol Action Plan, published in June 2008, aims to drive a cross-government effort to engage with parents, industry, criminal justice and law enforcement agencies and communities. ADZs have since been commenced and the actions highlighted in the Youth Alcohol Action Plan have been taken through Parliament in the Policing and Crime Act 2009.

<sup>57</sup> *Departmental Report*, Home Office, 2009, Annex, p. 31 (accessible via the Home Office website).

<sup>58</sup> *Review of Criminality Information*, Sir Ian Magee, 2009, p. 8.

<sup>59</sup> *Tackling Anti-Social Behaviour, Forty-fourth Report of Session 2006-07*, HC 246, Committee of Public Accounts, p. 5.

<sup>60</sup> *Departmental Report*, Home Office, 2009, Annex, pp. 22-23 (accessible via the Home Office website).

<sup>61</sup> *More local action on anti-social behaviour*, Home Office website, News, 13 October 2009.

**3.28** During 2008-09 cannabis was reclassified from Class C to Class B and the Policing and Crime Act 2009 which received Royal Assent in November 2009, extended police powers to seize dealers' cash and assets. In June 2009, the Community Cashback scheme was launched, which gives people a direct say in how seized cash and assets can be used to benefit their communities.

**3.29** Offender management-based approaches such as the Drug Interventions Programme and Prolific and other Priority Offender Programme have an important role in the delivery of PSAs 25 and 23. These collaborative approaches, working with the National Offender Management Service (NOMS) and other agencies, proactively tackle drug misuse as a key driver of offending, providing appropriate treatment and support, and target the most problematic offenders to achieve an overall reduction in crime. The 2008-11 Home Office Strategy, jointly with the 2008 UK Drugs Strategy, announced new action to tackle drugs and drug-related crime, focusing on protecting communities through robust enforcement, intervening early to protect families and young people, and improving the outcomes of treatment.<sup>62</sup>

**3.30** A recent NAO report found that Drug and Alcohol Action Teams tend to focus primarily on specialist services for dependent users of illegal drugs and alcohol, and are not necessarily equipped to meet the needs of the much larger groups of 'harmful' alcohol misusers.<sup>63</sup> Although the Home Office no longer has direct leverage within the Government-wide initiative of devolved local prioritisation and target setting, it does have a substantial role to play through Government Offices in negotiating and influencing local priorities through Local Area Agreements, including those around alcohol and drug misuse.

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### **PSA 26: Reduce the risk to the UK and its interests overseas from international terrorism**

Home Office overall self assessment: **Classified**

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#### Progress in 2008-09 towards PSA 26

**3.31** CONTEST is the Government's long term strategy to protect the UK from international terrorism. It was revised in March 2009 and focuses on 'the Four Ps':

- pursuing terrorists and those that support them;
- preparing for the consequences;
- protecting the public, key national services, and UK interests overseas; and
- preventing terrorism by tackling the radicalisation of individuals.<sup>64</sup>

<sup>62</sup> *Working together to protect the public. The Home Office strategy 2008-11*, Home Office, 2008, p. 7.

<sup>63</sup> *Reducing Alcohol Harm: Health services in England for Alcohol Misuse*, Report by the Comptroller and Auditor General, HC 1049 Session 2007-08, pp. 7-8.

<sup>64</sup> *Pursue, Prevent, Protect, Prepare. The United Kingdom's Strategy for Countering International Terrorism*, HM Government, 2009.

**3.32** In 2008-09 the Department reported a number of actions relevant to PSA 26, including:

- Royal Assent for the Counter-Terrorism Act 2008;
- publication of the first of a quarterly series of authoritative multi-agency Terrorism Statistical Bulletins;
- publication and roll-out of revised guidance for the Police Service on use of stop and search powers under Section 44 of the Terrorism Act 2000; and
- implementation of the Centre for the Protection of National Infrastructure's approach for identifying and categorising the national infrastructure.

### Departmental Strategic Objectives: HO self reported performance and NAO data systems validation

DSOs	Reported overall assessment
DSO 1 Help people feel secure in their homes and local communities	Strong progress
DSO 2 Cut crime, especially violent, drug and alcohol-related crime	Not yet assessed
DSO 3 Lead visible, responsive and accountable policing	Not yet assessed
DSO 4 Protect the public from terrorism	Classified
DSO 5 Secure our borders and control migration for the benefit of our country	Strong progress
DSO 6 Safeguard people's identity and the privileges of citizenship	Strong progress
DSO 7 Support the efficient and effective delivery of justice	Some progress

**3.33** The NAO validated the data systems underpinning the DSOs and reported direct to the Department.

**3.34** DSO 1 is the overarching objective that encapsulates the essence of the other six. The assessment of this objective in the Annual Report, which was 'strong progress' for the financial year 2008-09, is intended to offer an overview of performance for the whole Department. This assessment should be seen in the context of nine out of the 16 indicators underpinning PSA 3, 23 and 25 having not yet been assessed.

**3.35** It is also worthwhile noting that DSO 6 is not linked to any PSA. The Home Office is currently using achievement of milestones to demonstrate progress (**Figure 10** overleaf).

**Figure 10**

Home Office reported performance against DSO 6: Safeguard people's identity and the privileges of citizenship

	<b>2009 Departmental Report</b>
<b>6.1</b> By the end of 2008, launch identity cards for foreign nationals, in the form of biometric immigration documents to students extending or varying their leave	Improvement
<b>6.2</b> By the end of 2008, continue to issue biometric visas to foreign nationals from outside the EEA travelling to the UK	Improvement
<b>6.3</b> By the end of 2009, issue first identity cards, including recording of fingerprints, to British citizens and foreign (including EEA) nationals who are employed in sensitive roles or locations, such as airport workers	Improvement
<b>6.4</b> By the end of 2009, launch Employment Checking Service, integrating existing checks to improve efficiency for employers	Improvement
<b>6.5</b> By the end of 2010, issue first identity cards to British young people who want them	Improvement
<b>6.6</b> By the end of 2010, develop proposals for streamlining existing customer identity management processes in the private sector, to make it easier for young people to prove their identity	Improvement

Source: *Departmental Report, Home Office, 2009*

### Progress in 2008-09 towards DSO 6 and DSO 7

**3.36** In November 2008 the Department started the ID card roll-out, in the form of biometric immigration documents for non-European Economic Area and Swiss Foreign Nationals living in UK, who have extended their stay over six months. This roll-out applied only to students and marriage applicants.

**3.37** Through DSO 7 the Home Office supports the delivery of PSA 24 'Deliver a more effective, transparent and responsive Criminal Justice System for victims and the public', which is led by the Ministry of Justice.

**3.38** More specifically, the Home Office is responsible for PSA 24 Indicator 5 'Recovery of criminal assets', which in 2008-09 was assessed as 'improvement' by the Department, because £105.7 million was recovered between April and December 2008. Despite this favourable assessment, the April-December 2008 figure falls short of the target of recovering £250 million by 2009-10.<sup>65</sup>

**3.39** The Home Office is also the main contributor to five PSAs, led by other Departments (Appendix Two).

<sup>65</sup> *Departmental Report, Home Office, 2009, p. 85.*



# Appendix One

Diagram of Performance against Public Service Agreements and Departmental Strategic Objectives

**SR04**  
Public Service Agreements  
(overall assessments in 2009 Departmental Report)

**SR04 PSA 1**

Reduce crime by 15 per cent, and further in high crime areas, by 2007-2008

**Overall assessment**

Met

**SR04 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

**Overall assessment**

Met

**SR04 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

**Overall assessment**

Met

**SR04 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

**Overall assessment**

On course

**SR04 PSA 5**

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

**Overall assessment**

Ahead

**CSR07 Public Service Agreements**

**CSR07 PSA 3 – Ensure controlled and fair migration that protects the public and contributes to economic growth**

- 3.1** Deliver robust identity management systems at the UK border
- 3.2** Reduce the time to conclusion for Asylum applications
- 3.3** Increase the number of enforced removals and voluntary departures year on year
- 3.4** Increase the proportion of 'higher harm' enforced removals and voluntary departures
- 3.5** By the effective management of migration, reduce the number of vacancies in shortage occupations

**CSR07 PSA 23 – Make communities safer**

- 23.1** The level of all recorded violence with injury
- 23.2** The level of serious acquisitive crimes – in local areas when compared to peers
- 23.3** Public confidence in local agencies involved in tackling crime and anti-social behaviour (ASB)
- 23.4** The percentage of people perceiving anti-social behaviour as a problem
- 23.5** The level of proven re-offending by young and adult offenders
- 23.6** The level of serious re-offending

**CSR07 PSA 24 – Deliver a more effective, transparent and responsive Criminal Justice System for victims and the public (led by Ministry of Justice)**

- 24.1** Efficiency and effectiveness of the Criminal Justice System in bringing offences to justice
- 24.2** Public confidence in the fairness and the effectiveness of the Criminal Justice System
- 24.3** Experience of the Criminal Justice System for victims and witnesses
- 24.4** Understanding and addressing race disproportionality at key stages in the Criminal Justice System
- 24.5** Recovery of Criminal Assets

**CSR07 PSA 25 – Reduce the harm caused by alcohol and drugs**

- 25.1** Percentage change in the number of drug users recorded as being in effective treatment
- 25.2** Rate of hospital admissions per 100,000 for alcohol-related harm
- 25.3** Rate of drug-related offending
- 25.4** Percentage of the public who perceive drug use or dealing to be a problem in their area
- 25.5** Percentage of the public who perceive drunk and rowdy behaviour to be a problem in their area

**CSR07 PSA 26 – Reduce the risk to the UK and its interests overseas from international terrorism**

Reduce the risk to the UK and its interests overseas from international terrorism



**Key for NAO validation of data systems supporting PSAs**

<b>Rating</b>	<b>Meaning</b>
● (Fit for purpose)	The data system is fit for the purpose of measuring and reporting performance against the indicator
● (Disclosure)	The data system is appropriate for the indicator and the Department has explained fully the implications of limitations that cannot be cost-effectively controlled
● (Systems)	Broadly appropriate, but needs strengthening to ensure that remaining risks are adequately controlled
● (Disclosure)	Broadly appropriate, but includes limitations that cannot be cost-effectively controlled; the Department should explain the implications of these
● (Systems)	The data system does not permit reliable measurement and reporting of performance against the indicator
● (Not established)	The Department has not yet put in place a system to measure performance against the indicator

**Key for CSR07 Public Service Agreements**

## Status of Performance Indicators

<b>Rating</b>	<b>Meaning</b>
Improvement	HM Treasury encourages Departments to state whether there has been a genuine and meaningful (at least statistically significant) improvement from the baseline point. HM Treasury guidance also states that Departments should use their discretion when determining whether an assessment of improvement truly represents the position of each indicator.
Maintained	Evidence showed no clear deterioration or improvement in performance
Not yet assessed	For example, a new target for which data is not yet available

## Progress against DSOs

<b>Rating</b>	<b>Meaning</b>
Strong progress	Where more than 50 per cent of the assessed indicators had improved
Some progress	Where 50 per cent or less of the assessed indicators had improved
No progress	Where none of the assessed indicators had improved
Not yet assessed	50 per cent or more of the indicators are yet to have even first-time data produced on progress

**Key for overall assessment of SR04 Public Service Agreements**

<b>Rating</b>	<b>Meaning</b>
Met	Target achieved by the target date
Ahead	Progress is exceeding plans and expectations
On course	Progress is in line with plans and expectations

*Source: Autumn Performance Report, Home Office, 2008; Autumn Performance Report, Ministry of Justice, 2008; Departmental Report, Home Office, 2009; Departmental Report, Ministry of Justice, 2009; Measuring up. How good are the Government's data systems for monitoring performance against Public Service Agreements?, PSA 3: 'Ensure controlled and fair migration that protects the public and contributes to economic growth', PSA 23: 'Make communities safer', and PSA 25: 'Reduce the harm caused by alcohol and drugs', NAO, 2009.*

# Appendix Two

## Home Office's main contribution to other Public Service Agreements

<b>PSA</b>	<b>Lead government department</b>
<b>PSA 1:</b> Raise the productivity of the UK economy	Department for Business, Enterprises and Regulatory Reform
<b>PSA 13:</b> Improve children and young people's safety	Department for Children, Schools and Families
<b>PSA 14:</b> Increase the number of children and young people on the path to success	Department for Children, Schools and Families
<b>PSA 20:</b> Increase long-term housing supply and affordability	Communities and Local Government
<b>PSA 21:</b> Build more cohesive, empowered and active communities	Communities and Local Government
<b>PSA 24:</b> Deliver more effective, transparent and responsive criminal justice system for victims and the public	Ministry of Justice

*Source: Departmental Report, Home Office, 2009, p. 86.*

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