

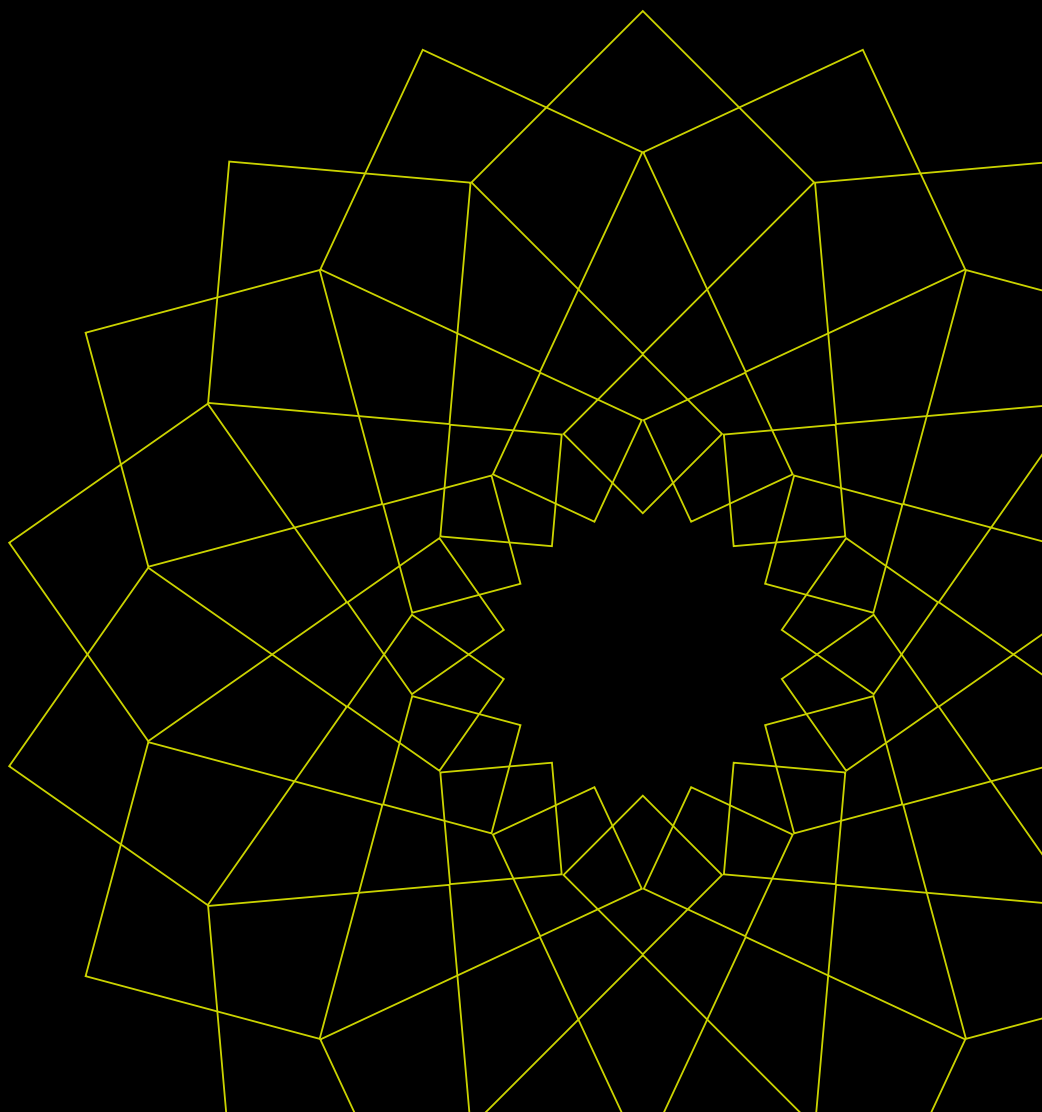


Ministry of
JUSTICE

Punishment and Reform: Our Approach to Managing Offenders

A summary

December 2008





Ministry of
JUSTICE

Punishment and Reform: Our Approach to Managing Offenders

A summary

December 2008

Contents

Our Approach to Managing Offenders: A summary	2
Delivering for victims and communities	4
Punishment and reform in prison	6
Punishment and reform in the community	8
Managing and delivering the sentence	10
Working together to manage offenders	12
A more effective delivery system	14
Looking ahead to 2009	16
References	18

Our Approach to Managing Offenders: A summary

We have a duty to punish and reform offenders. A just and civilised society is one where offenders are both punished for breaking the law and given the opportunity to reform and turn away from crime.

A fair and effective criminal justice system (CJS) must provide collective benefit: justice for victims and local communities, punishment and reform for offenders and value for the taxpayer. And the reforms we have put in place have been successful. Since 1997 crime has dropped by a third, and the chance of being a victim of crime is at its lowest level since records began in 1981. Between 2000 and 2006, the frequency of adult and youth re-offending has fallen by 22.9 per cent¹ and 18.7 per cent respectively and since 2002, the number of offences brought to justice has increased by 44 per cent.²

Our starting point is that the public must be protected from those offenders who pose a threat. This is why prison is the right place for the most dangerous, serious and the most persistent offenders. We are increasing prison capacity to ensure that we always have enough places for these offenders. For another group of offenders, those with mental health problems, it makes sense to consider diversion out of the criminal justice system, into treatment and other types of support. If necessary, such treatment can still be carried out in high-secure settings.

But we need both prison places and effective community punishments to achieve the best outcomes for victims and the public. For less serious offenders, tough community sentences can be more effective in punishing and reforming them than a short custodial sentence. And for minor offences, fines can also be a very effective punishment.

Offender management ensures that we have a firm grip on offenders throughout their entire sentence, both in custody and the community. This co-ordinated approach allows us to make better connections across custody and community. It ensures that appropriate support is provided in the right sequence, at the right time - increasing the chance of success, and reducing overall crime and re-offending.

¹ 'Re-offending of adults: results from the 2006 cohort England and Wales'. Ministry of Justice Statistics Bulletin, 2008. www.justice.gov.uk/docs/re-offending-adults-2006.pdf and 'Re-offending of juveniles: results from the 2006 cohort England and Wales'. Ministry of Justice Statistics Bulletin, 2008 www.justice.gov.uk/docs/re-offending-juveniles-2006.pdf

² www.lcjb.cjsonline.gov.uk/ncjb/perfStats/obj.html

We cannot reduce crime and re-offending on our own. Offender Management is a multi-agency responsibility. We need to work with partners at national, regional and local levels to ensure that offenders are able to access the employment, training, accommodation, finance, health services and family support which will support their rehabilitation and help them to turn away from crime. And we want to better inform, consult and involve local people in our work as we seek to engage communities in the justice process.

Over the current spending review period the MoJ and NOMS Agency face three significant delivery challenges:

- A criminal justice system which is more effective at bringing offences to justice means that demand for offender services is increasing. We are increasing prison capacity and modernising the estate, but aligning the supply and demand of resources across prison and probation over the longer term is critical to delivering an efficient, effective system.
- We need to make ambitious efficiency savings. We will need to achieve our goals with fewer resources and improve efficiency and effectiveness in all areas.
- We need to improve performance and public confidence. The public must have confidence that the system is fair and addresses the crimes that cause concern in their community. We will devolve decision making to the lowest level possible to support efficient and effective delivery - providing more accountability to the frontline to make the decisions that will best support local needs.

Delivering for victims and communities

Key Points

- Over the last ten years we have implemented a range of measures to put victims and communities at the heart of the criminal justice system.
- We have improved the support provided to victims and witnesses, particularly the most vulnerable or those in serious cases
- We are giving local people a greater voice in choosing the community projects that offenders undertake.

Since 1997 we have continued to reform our services to get the balance right between the rights of the accused and the rights of the victim. Victims and their families are now given a chance to express the impact of crime on their lives - in the form of Victim Personal Statements in court and we have established a Victims Advisory Panel to inform new government policy. It is now easier and less traumatic for vulnerable victims and witnesses to give evidence in court through live links, using screens, or through intermediaries and we have increased the support available in Witness Care Units.

Public confidence in the CJS has risen in recent years. But we still need to do more to demonstrate to communities that the system is on their side in delivering justice. There is still too wide a gap between the reality about crime and the public's perception. Louise Casey's review '*Engaging communities in fighting crime*'³ sets out recommendations to tackle this issue, based on the recognition that local people best understand the help and support that communities need to tackle crime and make neighbourhoods safer.

We are already implementing some of the recommendations of the Casey Review and considering options to take others forward. We have committed to appointing an independent Victims Commissioner to ensure victims have a high profile public champion. We have re-branded Unpaid Work as Community Payback and committed to making it more visible to the community and suitably demanding for offenders. This aims to increase the effectiveness of such sentences and to increase public faith in them. We have introduced Citizens' Panels pilots to give the community a greater say in the types of projects undertaken by offenders. We have also introduced high visibility jackets so that the public can clearly see the contribution that offenders make to the community.

³ Engaging Communities in fighting Crime- A review by Louise Casey', Cabinet Office, 2008. www.cabinetoffice.gov.uk/crime

To succeed we must connect to local communities by transforming our system into a public-facing service. The public needs to see what happens within the criminal justice system to know that justice has been done. Communities expect the CJS to listen and they need to have confidence that the service is working on behalf of the people it serves.

Many Third Sector organisations are rooted in local neighbourhoods and can help the CJS connect to diverse individuals and communities. On 13 October 2008, we published '*Working with the Third Sector to Reduce Re-offending*'⁴ setting out the actions that will improve the way we work with the third sector, including BME and faith groups.

The Government will be publishing further proposals in the coming months to look at: joining up engagement with communities across the whole criminal justice system; providing better information on criminal justice outcomes; raising visibility of sentences; and developing the community justice approach.

⁴ 'Working with the Third Sector to Reduce Re-offending', MoJ/NOMS, 2008
www.justice.gov.uk/publications/third-sector-reoffending.htm

Providing the capacity to deliver the sentences of the courts

Key Points

- We are increasing prison capacity to ensure that we have enough prison places for dangerous, serious and the most persistent offenders.
- We are implementing Lord Carter's recommendations to use the savings made from greater efficiencies to modernise the estate.
- We have invested in probation to manage offenders more effectively in the community and increase confidence in community punishments.

The Government has a duty to protect the public from the most serious, dangerous and persistent offenders. Prison is the right place for these people and we will always make sure that we have enough places for these offenders.

The investment in prisons since 1997 amounts to a 37 per cent real terms increase. And like all public services we need to look afresh at the ways in which we work and identify where changes, improvements and efficiencies can be made. Through the combination of providing new capacity and making more efficient use of the estate, we have increased prison capacity by over 23,000 places since 1997. The expansion of our building programme following Lord Carter's Review of Prisons⁵ will see a net 15,000 places delivered, expanding capacity to around 96,000 places by 2014.

Providing these extra places gives us an opportunity to develop a more efficient and effective prison estate. In particular, Lord Carter's report called for the closure of 5,000 worn out or inefficient prison places as part of the net expansion in capacity. The recommendations also include building up to three new prison clusters to accommodate up to 2,500 prisoners each. On 5 June 2008 we published a consultation document⁶ setting out how we propose to develop these prison clusters.

⁵ 'Securing the Future – proposals for the efficient and sustainable use of custody in England and Wales', Lord Carter of Coles, 2007 www.justice.gov.uk/docs/securing-the-future.pdf

⁶ 'Titan Prisons', MoJ/NOMS Consultation Paper CP10/08, 2008. www.justice.gsi.gov.uk/docs/cp1008.pdf

We received over 70 responses to the consultation and will be publishing our response shortly. We have a duty to provide the best value for money solution. The number of additional prisons and designs are not yet fixed, but what we can say is that these prisons will not be large warehouses. Regardless of the size of the establishment we are committed to providing constructive regimes where offenders are treated firmly but fairly and are also given the chance to reform.

As well as increasing prison capacity we have also invested in probation. Annual spending has increased in real terms by two-thirds since 1997, and the rise in probation workload has been supported by a 32 per cent increase⁷ in staff between 2001 and 2007. To build on this, and to ensure we have the capacity that we need in the short-term, we made a one-off extra investment of £40 million in 2008/09 to facilitate the use of community orders rather than short prison sentences where appropriate, and to improve offender compliance with community orders and licences.

However, over the coming years we need to make considerable financial savings in line with spending plans set out in the 2007 Comprehensive Spending Review. This means driving greater efficiency across all parts of the system and ensuring that we capitalise on the investments made, in order to deliver value for the taxpayer.

⁷ The increase in staff in post is based on full time equivalent figures as at 31st December in 2001 and 2007

Punishment and reform in prison

Key Points

- Prison is first and foremost a punishment and prisoners are subjected to a tough and structured prison regime. But prison must also provide the offender with a chance to reform - to break the cycle of crime and reduce the chance of re-offending.

Prison is first and foremost a punishment. It removes the liberty of offenders, forcing them to comply with a structured, disciplined and tough regime where everyday choices usually taken for granted are removed. But alongside this punishment we must also give offenders the chance to reform and change their behaviour. Offenders must take responsibility for their behaviour and take the opportunities for reform offered to them, requiring commitment, hard work, and delivery against the aims of their agreed sentence plans.

Offender Compacts aim to establish a balance between offender behaviour and responsibilities. This means setting certain standards of behaviour whilst in prison and on release - not just keeping out of trouble during the sentence but showing a willingness to improve behaviour and a commitment to reform. They provide incentives for those who take the chances offered to them, and penalties for those who do not.

Recent Ministry of Justice research⁸ shows that a disproportionate number of offenders arrive in prison with drug, mental health and educational problems. More than half of prisoners left school with no qualifications, and a third with literacy skills as or below those expected of an 11 year old. This does not excuse the harm that they have caused to their victims and communities, but if prison and probation services, with support from their partners, work with offenders to address the factors which have contributed to their offending, we can reduce the chance of that person offending again once released.

⁸ 'The problems and needs of newly sentenced prisoners: Results from a national survey'. Ministry of Justice Research Series 16/08, Stewart, D. (2008) www.justice.gov.uk/publications/problems-needs-prisoners.htm

Employers from the private and third sector have helped us to increase the range of constructive work available to offenders in prison. For example, we have opened a data cabling workshop at HMP Wandsworth with Cisco, Panduit and Bovis Lend Lease, a tool repair workshop at HMP Stocken in partnership with Travis Perkins and have extended existing partnerships with Timpsons and DHL. These employers also provide opportunities for offenders to take up employment on release. These initiatives are part of a shared programme of work with Department for Innovation Universities and Skills (DIUS) and Department for Work and Pensions (DWP) to increase skills and employment opportunities for offenders across custody and the community, and which involve hundreds of employers across the country. Our aim is to increase the numbers of employers involved in training and employing offenders and provide them with the support they need, including ensuring offenders have the right motivation and skills for work. Our national Corporate Alliance employers group will help us to achieve this.

In the past 11 years we have also made great progress in tackling substance misuse in prisons. Drug misuse as measured by random mandatory drug testing has fallen by nearly two-thirds since 1996/97. Investment in prison drug treatment has increased year on year - up almost 13-fold since 1997 - with record numbers of offenders engaged in, and completing, drug treatment interventions. We have also increased the number of offenders with mental health needs who have been identified and transferred to appropriate institutions more swiftly. And we have introduced NHS mental health teams to improve the quality of care available within prison. Lord Bradley's review of mental health diversion will also provide valuable insights into how we can further improve services for this group.

Punishment and reform in the community

Key Points

- Community sentences are tailored to deliver the right package of tough and demanding punishment and reform for offenders.
- Community sentences can be more effective and more cost effective than short prison sentences for less serious offenders.
- Fines remain the most common sentence and we have dramatically increased the collection rate, which now stands at 95 per cent.
- We are committed to increasing the visibility of community sentences so that local people can see that justice is being delivered.

Community sentences deliver both tough and visible punishment. They provide community reparation, and they challenge offenders to change their behaviour and turn away from crime. This is why we are focusing more heavily on prevention and punishment in the community for less serious offenders, for whom custodial sentences are not appropriate.

Following the 2003 sentencing reforms, judges and magistrates can sentence the offender to the mix of punishment, programmes and supervision appropriate to the crime committed. Underpinning this is the supervision provided by the Offender Manager. Offender Managers enforce attendance and apply sanctions where appropriate to ensure that required activity set out in the sentence plan is completed. Offender Managers work with offenders to structure the support they need to reform. This may include programmes to tackle anger management, domestic violence, drink driving, access to settled accommodation and substance and alcohol abuse. As in prison, tackling drugs is a key issue for changing offender behaviour. A number of interventions, including drug rehabilitation requirements (DRRs), are delivered in the community and are designed to support offenders in breaking the cycle of drug related offending.

Community Payback requires offenders to make reparation to the communities that they have harmed. This often means labour as a punishment for the offender, and involves activities that provide benefit for the local community, such as cleaning up graffiti, or renovating a local community centre.

Community Payback can also give the public confidence that offenders face the consequences of their actions. Citizens' Panels pilots aim to give the community a greater say in the types of Community Payback projects undertaken by offenders, and we have recently introduced high visibility jackets so that it is clear to everyone the work that is being done by offenders in the community.

In our communities last year, offenders completed over six million hours of community payback to make amends for their crimes. This contribution is valued at £33 million. In many cases, Community Payback also provides an opportunity for offenders to learn new skills to support rehabilitation and reintegration back into the local community. Community sentences also enable offenders to be punished while maintaining links to the community which are vital for reducing re-offending. This can be particularly important for women offenders who frequently have childcare responsibilities, but it is also equally important for maintaining existing accommodation and employment.

We have worked hard to increase the confidence of sentencers by strengthening the range of community options available and ensuring that sentences are rigorously enforced. For example, over 90 per cent of offenders who fail to comply are now returned to court for tougher punishment. We are also investing £13.9 million over three years to run seven Intensive Alternative to Custody demonstrator projects⁹. These include a combination of visible community payback, electronic monitoring, behaviour programmes, surveillance by the police as well as mentoring and help with resettlement, all under intensive supervision. We have also toughened up penalties for offenders found guilty of knife-related offences. For example, unemployed offenders who are sentenced to a maximum of 300 hours of Community Payback by the courts will complete their sentence in intensive blocks of up to five days a week.

For minor offences, the fine rightly remains the most appropriate sentence for the courts. More fines are imposed than any other type of sentence and a financial penalty is handed down in approximately two thirds of all sentences. There have been year-on-year increases in enforcement and the national payment rate since 2002/03. In 2002/03, the payment rate was 55 per cent and performance has risen to 95 per cent in 2007/08. The amount of cash collected from financial impositions (fines, costs and compensation) has increased from £213 million in 2003/04 to £256 million in 2007/08.

⁹ www.justice.gov.uk/news/newsrelease070208a.htm

Managing and delivering the sentence

Key Points

- End-to-end offender management has been rolled out to the most serious, the most dangerous, and the most prolific offenders.
- Criminal justice agencies work together to manage priority offenders across custody and the community.
- Jointly with the Home Office we are piloting a new approach - Integrated Offender Management - to ensure co-ordinated access to the resources that will help offenders turn away from crime.

We have introduced the end-to-end offender management model so we can make better connections between custody and the community. Offender management ensures that we have a firm grip on offenders all the way through their sentence. Over 180,000 offenders in the community are now managed by dedicated Offender Managers. For offenders in custody we have prioritised those who cause the greatest concern:

- the most serious and dangerous offenders managed through Multi Agency Public Protection Arrangement (MAPPA) partnerships.
- the offenders who the courts judge pose a threat to the public, and who are sentenced to an Indeterminate Sentence of Imprisonment for Public Protection as a result, and
- the most prolific offenders as identified by local Prolific and other Priority Offender (PPO) schemes across the country.

To deal with prolific young offenders we have published the Youth Crime Action plan.¹⁰ This sets out the need for tough action across the CJS for the few young people who commit persistent and serious crime and cause most distress to communities. It includes:

- robust enforcement where behaviour is unacceptable or illegal
- support to address the underlying causes of poor behaviour, and
- better prevention to tackle problems before they become serious or entrenched.

¹⁰ 'Youth Crime Action Plan' 2008, www.homeoffice.gov.uk/documents/youth-crime-action-plan/

For adult offenders evidence shows that those sentenced to less than 12 months in custody are more likely to re-offend than those subject to either longer periods in prison or community punishments. We need to work together with partners to increase the supervision and support available to these offenders in order to benefit local communities and reduce re-offending.

This is why we are testing Integrated Offender Management (IOM) in five areas - West Yorkshire, Nottinghamshire, West Midlands, Lancashire and London - over a two year period. The pilots will see agencies develop shared approaches to assessment and management of those who pose the highest risks and ensure co-ordinated access to the resources that will help offenders turn away from crime. These projects are joint funded by the Ministry of Justice and the Home Office (and in London by the Mayor) and with the support of Local Authorities, health and other agencies will improve partnership co-operation and intelligence sharing - an important step forward in how we protect communities.

By extending the responsibilities for tackling these offenders beyond the Ministry of Justice and the Home Office, IOM has the potential for communities to invest today to reduce crime and criminal justice system costs in the future.

Working together to manage offenders

Key Points

- Re-offending rates are down, and we will continue to build on this success to meet our Public Service Agreements.
- We need to work with a wide range of partners, clearly making the case for the resources needed to manage offenders effectively. And we must target these resources towards offenders who pose the highest risk of harm and re-offending.

Re-offending rates are down. There has been a major reduction in the number of re-offences committed by both adults and juveniles - a 22.9 per cent fall for adults and an 18.7 per cent fall for juveniles.¹¹ The new Public Service Agreements put a shared responsibility on departments across Government to deliver key national priorities. Reducing re-offending is a core element of the Home Office led PSA 23 **Make Communities Safer** and features in a number of other Public Service Agreements, including PSA 25 **Reducing the Harm Caused by Alcohol and Drugs** and PSA 16 **Socially Excluded Adults**.

The **Make Communities Safer** PSA also focuses on reducing not just the quantity, but also the severity of offending. These new measures, along with the similarly re-focussed targets for offences brought to justice, enable the CJS and partners to be both more accurate in measuring our impact on re-offending, and to target and prioritise resources to where they will have the most impact.

On 13 October 2008 we published our response to '*Working in Partnership to Reduce Re-offending and Make Communities Safer*'.¹² This document provides a summary of the recent consultation responses on delivery of the new target; the progress made on re-offending to date; and considers priorities to 2011. The consultation outcomes show that our partners increasingly recognise the importance of building the links between crime reduction and re-offending.

¹¹ 'Re-offending of adults: results from the 2006 cohort England and Wales'. Ministry of Justice Statistics Bulletin, 2008. www.justice.gov.uk/docs/re-offending-adults-2006.pdf

¹² '*Working in Partnership to Reduce Re-offending and Make Communities Safer*', 2008 www.justice.gov.uk/docs/working-in-partnership-consultation-response.pdf

They also recognise that the Ministry of Justice cannot deliver reductions in re-offending on its own. Working in partnership is critical, making the case for investing in work with offenders to benefit communities, particularly as it is estimated that up to 50 per cent of the resources needed to tackle re-offending lie outside the criminal justice system. This is why we must build and maintain strong partnerships, both across government and with the public, private and third sectors.

In doing this we must harness and target resources on tackling the problems that have the greatest impact on reducing crime and re-offending, including tackling drug and alcohol misuse. We have been running two drug court pilots in West London and Leeds Magistrates' Courts since December 2005 and extended this approach to four more sites in October 2008. These courts can help offenders to take responsibility for their addiction, comply with their order to complete it and be less likely to commit further offences. Building on this approach we are also working with the judiciary, criminal justice agencies and Department of Health to develop Mental Health Court pilots.

Local Criminal Justice Boards (LCJBs) and Crime and Disorder Reduction Partnerships (CDRPs) provide a vital contribution to our success by setting out to communities the important link between delivering justice, reducing crime and reducing re-offending. Local Authorities also have a critical role in supporting efforts to reduce re-offending through the Local Area Agreement (LAA) process. LAAs set out the key priorities for a local area and allow greater flexibility and capacity for partners to work together to develop solutions to local problems. Over 70 LAAs now include reducing adult and youth re-offending amongst their top 35 priorities - providing an opportunity for partners to share good practice and tackle poor performance at local authority level.

A more effective delivery system

Key Points

- Prison and probation have received record investment in recent years. But we must make considerable financial savings in the coming years, whilst ensuring that taxpayers receive the best value-for-money from their investment.
- We want to tailor our services, based on what will be most effective in punishing and reforming individual offenders and offender groups.
- We must ensure that our structures support the professionals at regional and local level to manage offenders in a more efficient way.

Our first stage of reform involved increasing investment and driving up standards across the system by putting in place a robust targeted regime managed from the centre. The next stage involves improving the system so that we can meet the challenges facing us, which include:

- increasing public confidence by making justice more visible and addressing the crimes that cause concern in their community
- balancing the significant and increasing demands on the system
- the need to make considerable financial savings in the coming years which means driving greater efficiency across all parts of the system, and
- delivering the demanding targets set as part of the 2007 Spending Review.

To meet these challenges and to deliver more efficient and effective ways of working the next stage of reform must be centred on:

- delivering more tailored services which focus on what is needed to punish and reform individual offenders
- fostering a new professionalism by granting higher levels of autonomy to the regional and local levels; and
- providing strong strategic leadership from the centre to support providers on the frontline, intervening only to ensure minimum standards are met.

Public services are not delivered most effectively by treating every offender in the same way and different approaches may be needed for specific offenders groups. And we must take different - but fair - approaches, based on what will deliver the best outcomes for the public from the resources available. We are undertaking a programme of research to improve our understanding of the characteristics of different offender groups, looking at what works best and is most cost effective in preventing re-offending.

We have agreed the first stages of our commissioning strategy, devolving more decision making down from national to regional level. We now want to move towards a system where local providers can better prioritise the available resources according to what is needed in their area. Directors of Offender Management (DOMs) in every region in England, and in Wales, will provide the vital link between central government and the frontline, engaging with regional partners and holding local prisons and probation to account through specific contracts and Service Level Agreements.

This requires a more robust approach to setting out objectives, agreeing funding, monitoring standards and intervening to tackle failure. To encourage a lower-cost, higher-performance service, NOMS will benchmark costs and levels of service delivery to develop service specifications and clearly define expected outcomes for service level agreements and contracts.

Looking ahead to 2009

We are committed to putting the public at the centre of what we deliver, and demonstrating visibly that justice is being done. A just and civilised society is one where criminals both pay their debt to society and are given the chance to change. This is why the concepts of punishment and reform are so central to our approach.

With the support of our partners we have been successful in reducing re-offending and making communities safer, but there is still much more to do. This is why in 2009 we will:

- continue our work to increase the visibility of community sentences. Building on the outcomes of the Casey review, we will continue to deliver tough community sentences, or custodial sentences where appropriate, to tackle the offences, such as knife crime, that communities are most concerned about
- publish further proposals to look at: joining up engagement with communities across the whole criminal justice system; providing better information on criminal justice outcomes; raising the visibility of sentences and community payback; and developing the community justice approach.
- continue to implement our wider capacity building programme, which includes providing 2,300 additional prison places over the next 12 months, and publishing our response to the recent consultation on prison clusters.
- draw on lessons learned from the Offender Compact pilots with the aim of rolling out similar schemes across prison and probation areas
- provide additional resources to help divert vulnerable women who are not serious or dangerous offenders from prison as part of our continued commitment to bringing about real improvements for women offenders
- continue to build our links with employers, nationally and locally, to improve the employability of, and employment opportunities available to, offenders. We will also work with major employers through the national Corporate Alliance employer group to champion our progress in this area.
- publish and respond to Lord Bradley's review on the diversion of offenders with mental health problems, working with Department of Health and the NHS to deliver improved access to mental health services for offenders
- continue implementation of recommendations from the Blakey review to reduce the illegal supply of drugs and mobile phones to prisoners

- continue to implement outcomes from the recent review of restraint in juvenile secure settings and work with partners across government to implement the Youth Crime Action Plan.
- further develop the Integrated Offender Management approach. By encouraging closer partnership working and resource alignment we can further reduce crime and re-offending in local communities.
- further define our commissioning strategy to deliver more efficient, value for money services.
- strengthen governance arrangements through the appointment of Directors of Offender Management. Their role will be to engage regional partners and ensure that prison and probation, in partnership with LCJBs and CDRPs, actively support delivery of Local Area Agreements and related targets.

These actions, alongside our existing programme of workforce reform, will help us to deliver a service that is modern, responsive and works for everyone. This means securing justice for victims, witnesses and local communities, delivering value for the taxpayer, and punishing and reforming those who break the law.

© Crown copyright

produced by the Ministry of Justice

Alternative format versions of this report are available on request from
Offender Management Strategy on 020 7035 4670 or
email criminaljusticegroup@justice.gsi.gov.uk