



Summary

This analysis assessed the impact on re-offending of an employment programme co-ordinated by the organisation NOMS CFO (National Offender Management Service Co-Financing Organisation) in England. This follows an assessment by the Justice Data Lab in November and December 2013 of the first year of the programme, where the support was started in 2010 by individuals in custody and during community sentences. This analysis looks at the effectiveness of the Employment Programme received by individuals in the community, following release from custody during 2011 (this was a new analysis which was not completed last time). Within this report there is a National assessment of the programme, and an assessment within each region of England.

The one year proven re-offending rate¹ for 2,301² offenders who began receiving support in 2011 through the NOMS CFO Employment Programme in the community, following release from custody was 32%, compared with 35% for a matched control group of similar offenders. Statistical significance testing has shown that this difference in the re-offending rates is statistically significant³; meaning that we can be confident that there is a real reduction in the re-offending rate for the group who received support through the Employment Programme co-ordinated by NOMS CFO after release from custody, of between 1 and 5 percentage points.

In contrast, the majority of the regional analyses of the effectiveness of this programme suggested there is currently insufficient evidence at this stage to draw a conclusion about the impact of receiving support through the NOMS CFO Employment Programme following release from custody. In most cases, a reduction in re-offending was seen compared to a matched control group, but these reductions were not statistically significant.

¹ The **one year proven re-offending rate** is defined as the proportion of offenders in a cohort who commit an offence in a one year follow-up period which was proven through receipt of a court conviction, caution, reprimand or warning during the one year follow-up or in a further six month waiting period. The one year follow-up period begins when offenders leave custody or start their probation sentence.

² 2,301 individuals were matched from a cohort of 15,294 individuals, whose details were sent to the Justice Data Lab, as described on page 3 of this report.

³ The p-value for this significance test was 0.004. Statistical significance testing is described on page 12 of this report.

The exception to these results is the assessment of the programme in the South West, where a statistically significant reduction in re-offending was observed compared to a matched control group, for analyses completed with a national and regional control group.

What you can say: This analysis indicates that a national assessment of receiving support from the NOMS CFO Employment Programme in 2011 delivered by providers to individuals in the community, following release from custody experienced a reduction in re-offending of between 1 and 5 percentage points compared to a matched control group.

Introduction

NOMS CFO service providers work with offenders in prison and the community, to help them access mainstream services, with the aim of gaining skills and employment. This initiative is funded in partnership with the European Social Fund (ESF). The interventions are targeted at offenders considered to be 'hard to help', and who are typically unskilled, unqualified or de-motivated, and can often have drugs/alcohol, behavioural, debt or accommodation problems. This analysis relates to offenders who were involved in the programme during 2011. The programme is about helping to put offenders into employment, or making services provided by the Skills Funding Agency and Department for Work and Pensions more accessible, as it is recognised that offenders in employment are less likely to re-offend than those who are unemployed⁴. The programme uses a case management model which involves assessment, support in light of offenders' identified barriers to employment e.g. training; education; housing; finance; health; alcohol; drugs; relationships; attitude/life skills, and access to further learning or employment. The programme is voluntary and participants can self-refer or be targeted by the providers, with the only conditions being that participants must be unemployed or economically inactive, within the last three years of their sentence (for those individuals in custody), and eligible to work in the UK. Unsentenced offenders in prisons are also eligible for the programme.

Producing re-offending reports for Round 1 of the NOMS CFO programme

A single request was received from the organisation NOMS CFO to assess the impact on re-offending of this programme. The request included all individuals who participated in the NOMS CFO Employment Programme in 2011 in the nine regions of England. The programme in each region is delivered by a supplier who receives a contract from NOMS CFO, funding in partnership with ESF. The regions and providers are shown below:

⁴ Including a report published by Ministry of Justice in 2013 on the impact of employment on re-offending: www.gov.uk/government/uploads/system/uploads/attachment_data/file/217412/impact-employment-reoffending.pdf

Region	Provider
East Midlands	Leicestershire & Rutland Probation Trust
East of England	Serco
London	London Probation
North East	Pertemps Recruitment
North West	Merseyside Probation
South East	Serco
South West ⁵	A4E
West Midlands	Manchester College
Yorkshire and the Humber	SOVA

In each region, the provider will aim to deliver similar interventions, but each provider will have different targets based on the characteristics of the population they deliver to.

In agreement with NOMS CFO, the Justice Data Lab has issued three reports looking at the effect on re-offending on the NOMS CFO Employment Programme for this request – one report for each of the three groups of offenders described below:

- Individuals receiving employment support whilst in custody
- Individuals receiving employment support in the community, following release from custody (this group was not included in the previous Justice Data Lab analysis due to small numbers)
- Individuals receiving employment support during a community sentence (either a Community Order, or Suspended Sentence Order)

Each report contains a national assessment of the programme, and an assessment of the programme in each region. The sections “Processing the Data”, “Creating a Matched Control Group”, “Results” (where a graphical display of the results are given, and an assessment of impact on the frequency of re-offending), and “Annex A” in each report reflect the national assessment of the programme. A new section “Assessment of the NOMS CFO Employment Programme in each region” describes the regional results, giving the equivalent figures from the “Results” section for each region. “Annex A” figures for the regional analyses are released separately in an Excel file for ease of reference.

More information on wider aspects of the NOMS CFO project can be found here: co-financing.org/about_main.php

⁵ There are currently no prisons based in Cornwall.

Processing the Data

15,294 NOMS CFO sent data to the Justice Data Lab relating to 21,505 individuals who received support through the NOMS CFO Employment Programme. NOMS CFO indicated that 15,294 of these individuals received support in the community – either during a community sentence, or following release from custody (This report looks only at the impact of those who received support after release from custody – this will be only a small subset of this total number).

14,018 14,018 offenders were matched to the Police National Computer, a match rate of 92%.

6,911 6,911 offenders received support through the NOMS CFO Employment Programme within six months of an identifiable Community Order or Suspended Sentence Order (4,492 individuals) or within six months of release from custody (2,419 individuals). Having a six month period between the start of the community sentence or release from custody and the start date of the NOMS CFO Employment Programme means that any observable difference in the one year proven re-offending rate would be more likely to be attributable to the work of NOMS CFO, rather than any other factors which may have had an effect.

Analysis of the unmatched data, for starts in the community (i.e. community sentences and following release from custody) revealed the following:

- Some were individuals who did not have a custodial sentence or community sentence as the most recent proven offence before receiving support through the NOMS CFO Employment Programme; this could include persons who appear to have received fines, conditional discharges, absolute discharges, cautions or youth sentences (2,416 individuals across all different sentence types, 1,348 of these individuals received support through the NOMS CFO Employment Programme within 6 months of receiving a sentence).
- There were 3,110 individuals who had a Community Order or Suspended Sentence Order (2,115 individuals) or custodial sentence (995 individuals) as the most recent proven offence before receiving support through the NOMS CFO Employment Programme, but who were not included in the analysis. All of these individuals did not start receiving support through the NOMS CFO Employment Programme until at least 6 months after the start of a community sentence or after release from custody.
- There were 280 individuals who were not included in either analysis as their index offence appeared to be of a sexual nature.
- There were 157 individuals who were not included in either analysis as they had a one or more previous sexual offences.

- There were 65 individuals who were not included in the analysis with prison leavers as these individuals received indeterminate custodial sentences.
- There were 5 individuals who were not included in either analysis as they were juvenile offenders.
- There were 12 individuals who were not included in either analysis as their age at first contact with the Criminal Justice System was recorded as less than 10 (which is the minimum criteria for the Justice Data Lab).
- Sentences could not be found on the administrative datasets for the 1,062 remaining individuals. It is possible that some of these individuals may have been released from custody after 2011, a period for which re-offending data is not currently available – an analysis at a later time to increase the number analysed would be possible. Unsentenced offenders in prisons were also eligible for support through the NOMS CFO Employment Programme in 2011. It is not possible to measure the one year proven re-offending rate for these individuals, as they would not have received a conviction or subsequent sentence at this time.

2,419 2,419 of the 6,911 offenders received support through the NOMS CFO Employment Programme in 2011 within six months following release from custody. Please refer to the separate Justice Data Lab Report detailing analysis on those individuals who received support through the NOMS CFO Employment Programme within six months of a Community Order or Suspended Sentence Order (4,492 individuals).

2,303 116 persons were removed because they had committed a re-offence before starting the NOMS CFO Employment Programme.

Creating a Matched Control Group

2,301 2,301 of the 2,303 offender records for which re-offending data was available, could be matched to offenders with similar characteristics but who were not on any NOMS CFO programme. In total the matched control group consisted of 68,958 offender records (none of the control group were NOMS CFO Participants from round 1 of the Employment Programme carried out in 2010 and 2011).

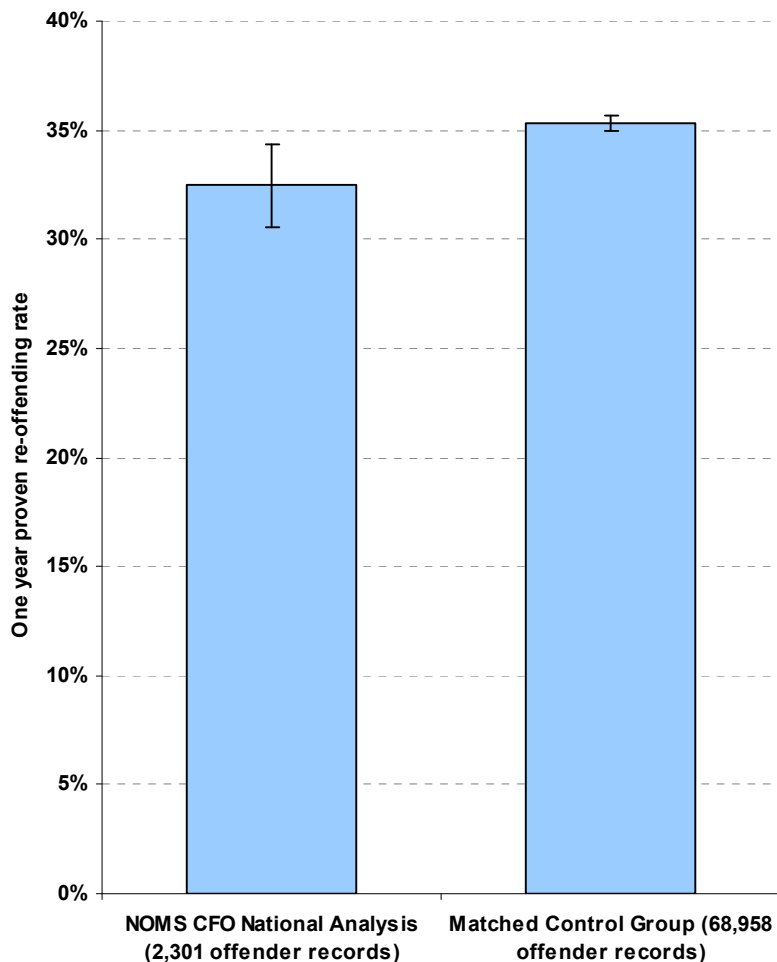
The Annex provides information on the similarity between the treatment and control groups. Further data on the matching process is available upon request.

Results

The one year proven re-offending rate for 2,301⁶ offenders who received employment support in 2011 through NOMS CFO in the community, following release from custody was 32%, compared with 35% for a matched control group of similar offenders. This information is displayed in Figure 1 below.

Figure 1 on the next page presents the 95 per cent confidence intervals for the re-offending rates of both groups, i.e. the range in which we can be 95 per cent sure that the true re-offending rate for the groups lie. For this analysis we can be confident that the true difference in proven re-offending between the two groups is between a 1 and 5 percentage point reduction. It is important to show confidence intervals because both the treatment and matched control groups are samples of larger populations; the re-offending rate is therefore an estimate for each population based on a sample, rather than the actual rate.

Figure 1: The best estimates for the one year proven re-offending rate for offenders receiving support through the NOMS CFO Employment Programme in the community, following release from custody, and a matched control group.



⁶ 2,301 individuals were matched from a cohort of 15,294 individuals, whose details were sent to the Justice Data Lab, as described on page 3 of this report.

Additional proven re-offending measures

Frequency of re-offending

The frequency of one year proven re-offending for 2,301⁷ offenders who received employment support in 2011 through NOMS CFO in the community, following release from custody was 0.95 offences per individual, compared with 1.08 per individual in the matched control group. Statistical significance testing has shown that this difference in the re-offending rates is statistically significant⁸.

This result is in line with the findings around the indicator of one year proven re-offending; the subject of this report. The same caveats and limitations apply to these findings, which are described below.

Assessment of the NOMS CFO Employment Programme in each region

The following page shows an assessment of the NOMS CFO Employment Programme in each region. Two analyses are shown for each region; the first analysis is an assessment of the cohort who could be matched to our administrative databases, compared to individuals with similar characteristics from **England and Wales**. The second analysis is an assessment of the cohort who could be matched to our administrative databases compared to individuals with similar characteristics from that **region** only. In both cases the control group will exclude individuals who are known to have received support from round 1 of the NOMS CFO Employment Programme carried out in 2010 and 2011.

⁷ 2,301 individuals were matched from a cohort of 15,294 individuals, whose details were sent to the Justice Data Lab, as described on page 3 of this report.

⁸ The p-value for this significance test was 0.003. Statistical significance testing is described on page 12 of this report.

Table 1: Assessment of the NOMS CFO Employment Programme in each region of England, for individuals starting the programme following release from custody. Two analyses are shown for each region; the first shows an assessment of the programme against a control group drawn from England and Wales; the second analysis shows an assessment of the programme against a control group drawn from that region only.

	Size of cohort	Size of control group	Cohort re-offending rate	Control group re-offending rate	Statistically significant?/ P-value	Estimate of change in re-offending	Cohort frequency of re-offending	Control group frequency of re-offending	Statistically significant?/ P-value
National Analysis	2,301	68,958	32%	35%	Yes 0.004	Reduction between 1 to 5 percentage points	0.95	1.08	Yes 0.003
East of England									
National control group	297	22,272	32%	33%	No 0.64	Between 7 percentage point decrease and 5 percentage point increase	0.99	0.93	No 0.67
Regional control group	271	2,426	31%	34%	No 0.33	Between 10 percentage point decrease and 5 percentage point increase	1.01	0.93	No 0.58
East Midlands									
National control group	128	29,528	29%	36%	No 0.08	Between 16 percentage point decrease and 1 percentage point increase	0.97	1.05	No 0.69
Regional control group	125	1,500	28%	35%	No 0.08	Between 18 percentage point decrease and 3 percentage point increase	0.95	0.90	No 0.80
London									
National control group	517	29,462	29%	29%	No 0.94	Between 4 percentage point decrease and 5 percentage point increase	0.78	0.75	No 0.71
Regional control group	508	4,943	29%	30%	No 0.50	Between 7 percentage point decrease and 4 percentage point increase	0.78	0.78	No 0.93

	Size of cohort	Size of control group	Cohort re-offending rate	Control group re-offending rate	Statistically significant?/ P-value	Estimate of change in re-offending	Cohort frequency of re-offending	Control group frequency of re-offending	Statistically significant?/ P-value
North East									
National control group	98	42,907	32%	34%	No 0.65	Between 12 percentage point decrease and 8 percentage point increase	1.03	1.08	No 0.81
Regional control group	93	1,453	32%	36%	No 0.49	Between 16 percentage point decrease and 9 percentage point increase	1.08	1.18	No 0.67
North West									
National control group	386	44,846	35%	37%	No 0.49	Between 7 percentage point decrease and 4 percentage point increase	0.97	1.20	Yes 0.03
Regional control group	387	9,652	35%	36%	No 0.80	Between 6 percentage point decrease and 5 percentage point increase	0.98	1.15	No 0.11
South East									
National control group	129	16,089	33%	35%	No 0.75	Between 10 percentage point decrease and 8 percentage point increase	0.89	0.96	No 0.68
Regional control group	* An appropriate regional control group could not be found								
South West									
National control group	175	50,189	33%	42%	Yes 0.020	Reduction between 1 to 16 percentage points	1.13	1.38	No 0.17
Regional control group	175	3,164	33%	40%	Yes 0.048	Reduction between 0.07 to 15 percentage points	1.13	1.42	No 0.12
West Midlands									
National control group	281	47,952	31%	36%	No 0.09	Between 11 percentage point decrease and 1 percentage point increase	0.98	1.09	No 0.43

	Size of cohort	Size of control group	Cohort re-offending rate	Control group re-offending rate	Statistically significant?/ P-value	Estimate of change in re-offending	Cohort frequency of re-offending	Control group frequency of re-offending	Statistically significant?/ P-value
Regional control group	280	6,119	31%	34%	No 0.27	Between 10 percentage point decrease and 4 percentage point increase	0.98	1.03	No 0.69
Yorkshire and the Humber									
National control group	250	57,849	39%	37%	No 0.58	Between 5 percentage point decrease and 8 percentage point increase	0.99	1.11	No 0.29
Regional control group * An appropriate regional control group could not be found									

Note 1: The size of the NOMS CFO Employment Programme cohort within each region may be different depending on whether the comparison is against a national or regional cohort. There may be a different number of individuals analysed depending on whether equivalent characteristics for an individual exist within the matched control group.

Note 2: The total number of individuals analysed within each region will not sum to the total analysed nationally. When analysing the regions together, the modelling at the overall level will be slightly different to the model built in each regional level; this can result in smaller categories being deleted, for example those with particular ethnicity groupings or Index Offence types. For example, at the regional level, there may be 4% of the cohort who have a particular Index Offence grouping. However, at the national level, the proportion is higher – for example 6%, and in this instance it may have become viable to carry these individuals through to the final analysis.

Caveats and Limitations

The statistical methods used in this analysis are based on data collected for administrative purposes. While these include details of each offender's previous criminal, benefit and employment history alongside more basic offender characteristics such as age, gender and ethnicity, it is possible that other important contextual information that may help explain the results has not been accounted for. In particular, we are aware that the characteristics used for matching within these analyses will not mirror the selection process for those receiving support through the NOMS CFO Employment Programme.

It is possible that underlying characteristics about the individuals included in the analysis which were not captured by the data (e.g. further previous employment history; education history; whether the individual was actively looking for employment, employment and benefit status after leaving prison etc) may have impacted participants' success in achieving the aims of the programme, and may also have a role in affecting their re-offending behaviour. It is also possible that there are additional underlying characteristics about the individuals included in the analysis which were not captured by the data, for example attendance at other interventions targeted at offenders, that may have impacted re-offending behaviour. Therefore, there remains a possibility that any difference in re-offending behaviour after matching reflects differences in underlying characteristics between the two groups which are not recorded in the data, rather than differences in re-offending behaviour associated with support through this employment programme.

Round 2 of the NOMS CFO Employment Programme began in 2011. Approximately 7,000 individuals received support through Round 2 of the NOMS CFO Employment Programme during 2011 and have not been included in this analysis. Round 2 of the programme was subject to different targets and aims specifically around harder to help individuals. It is therefore likely individuals from Round 2 of the programme may be in the control groups of these analyses.

In this analysis we have not been able to statistically control for employment outcomes in the control group, therefore this analysis cannot present a direct comparison with NOMS CFO Employment Programme and any other type of employment, or NOMS CFO Employment Programme and no employment at all. This analysis presents a comparison between offenders with similar characteristics, where one group (the treatment group) was known to receive support through Round 1 of the NOMS CFO Employment Programme, and the comparison group did not.

Many organisations that work with offenders will look to target specific needs of individuals; for example improving housing, or employability. However, how the organisations select those individuals to work with could lead to selection bias, which can impact on the direction of the results. For example; individuals may self select into a service, because they are highly motivated to address one or more of their needs. This would result in a positive selection bias, meaning that for these persons we would generally expect a better re-offending outcome as they are more motivated. Alternatively, some organisations might specifically target persons who

are known to have more complex needs and whose attitudes to addressing their needs are more challenging. This would result in a negative selection bias, meaning that for these persons we would generally expect a poorer re-offending outcome as they are not motivated. However, factors which would lead to selection bias in either direction are not represented in our underlying data, and cannot be reflected in our modelling. This means that all results should be interpreted with care, as selection bias cannot be accounted for in analyses.

Furthermore, only 2,301 of the 15,294 (15%) offenders on the NOMS CFO Employment Programme in 2011 following release from custody were in the final treatment group. The section “Processing the Data” outlines key steps taken to obtain the final group used in the analysis. In many analyses, the creation of the matched control group will mean that some individuals, who will usually have particular characteristics – for example a particular ethnicity, or have committed a certain type of offence, will need to be removed to ensure that the modelling will work. Steps will always be taken at this stage to preserve as many individuals as possible, but due to the intricacies of statistical modelling some attrition at this stage will often result. In all analyses from the Justice Data Lab, persons who have ever been convicted of sex offences will be removed, as these individuals are known to have very different patterns of re-offending. As such, the final treatment group may not be representative of all offenders who have been on this programme; it is possible that the cohort as a whole experienced a different impact on their re-offending behaviour.

The re-offending rates included in this analysis **should not** be compared to the national average, nor any other reports or publications which include re-offending rates – including those assessing the impact of other interventions, such as the analysis of the NOMS CFO Employment Programme in 2010. The re-offending rates included in this report are specific to the characteristics of those who received support through the NOMS CFO Employment Programme in 2011 in the community, following a custodial sentence who could be matched. Any other comparison would not be comparing like for like.

For a full description of the methodology, including the matching process, see www.justice.gov.uk/downloads/justice-data-lab/justice-data-lab-methodology.pdf.

Assessing Statistical Significance

This analysis uses statistical testing to assess whether any differences in the observed re-offending rates are due to chance, or if the intervention is likely to have led to a real change in behaviour. The outcome of the statistical testing is a value between 0 and 1, called a ‘p-value’, indicating the certainty that a real difference in re-offending between the two groups has been observed. A value closer to 0 indicates that the difference in the observed re-offending rates is not merely due to chance. For example, a p-value of 0.01 suggests there is only a 1 per cent likelihood that any observed difference in re-offending has been caused by chance.

For the purposes of the analysis presented in this report, we have taken a p-value of up to 0.05 as indicative of a real difference in re-offending rates between the treatment and control groups.

The confidence intervals in the figure are helpful in judging whether something is significant at the 0.05 level. If the confidence intervals for the two groups do not overlap, this indicates that there is a real difference between the re-offending rates.

Why are differences significant in the National Assessment, but not with a regional assessment?

This report covers differences in re-offending rates between the treatment group (NOMS CFO) and a control group. In this report, a difference observed in the National Assessment of the programme is statistically significant, but the same apparent difference at the regional levels is not always statistically significant. This occurs for a number of reasons, including the following:

- Small changes in re-offending behaviour are relatively difficult to identify compared to large changes. A very large treatment group is needed to accurately identify a small change in re-offending⁹.
- The National Assessment will be based on a much larger group of individuals. This means that with a national assessment, the confidence level around any assessment of the difference will be much higher – usually resulting in much tighter (smaller) confidence intervals around the National Assessment of the difference. With the regional assessments, the confidence intervals may be quite large – often crossing zero, meaning that while a difference may have been observed, this difference does not appear to be statistically significant.

If the characteristics within the treatment group are varied (for example the age range is very wide, or there is a lot of variation in the criminal history of the individuals within the group), this will mean that the confidence around the estimate of re-offending will be weaker compared to assessing a group who have very similar characteristics. This means that a larger change in re-offending will have to be observed to say that the difference is statistically significant.

⁹ This is explained in more detail in “Justice Data Lab, the pilot year”
www.gov.uk/government/uploads/system/uploads/attachment_data/file/289250/justice-data-lab-pilot-year.pdf

Annex

Table 1: Characteristics of offenders in the treatment and control groups for the National assessment of the NOMS CFO Employment Support Programme

	Treatment Group	Matched Control Group	Standardised Difference
Number in group	2,301	68,958	
Ethnicity			
White	76%	76%	0
Black	18%	18%	0
Asian and Other	6%	6%	0
Nationality			
UK Citizen	94%	94%	-1
Foreign National or Unknown Nationality	6%	6%	1
Gender			
Proportion that were male	93%	93%	-1
Age			
Mean age at Index Offence	29	29	0
Mean age at first contact with CJS	17	17	1
Index Offence¹			
Violent offences including Robbery	44%	44%	0
Burglary	14%	14%	-2
Theft and Handling	10%	9%	2
Motoring offences, including theft of and from vehicles	5%	5%	0
Drug related ²	18%	18%	0
Other ³	9%	9%	0
Length of Custodial Sentence			
12 months or less	19%	19%	1
12 months to 4 years	67%	68%	-2
4 years to 10 years	14%	14%	1
Criminal History⁴			
Mean Copas Rate	-0.89	-0.88	-1
Mean total previous offences	25	25	-1
Mean previous criminal convictions	10	10	-1
Mean previous custodial sentences	3	3	0
Mean previous court orders	3	4	-2
Employment and Benefit History			
In P45 employment (year prior to conviction)	28%	28%	0
In P45 employment (month prior to conviction)	16%	16%	-1
Claiming Out of Work Benefits (year prior to conviction) ⁵	66%	66%	-1
Claiming Job Seekers Allowance (year prior to conviction)	53%	53%	0
Claiming Incapacity Benefit and/or Income Support (year prior to conviction)	22%	23%	-1
Notes:			
<p>1 Index Offence is based on OGRS categories. Further details on make-up of categories available upon request. 2 Drug related offences including importation, exportation, possession, and supply of drugs. 3 This category includes Fraud and Forgery, Criminal or Malicious damage and Other. 4 All excluding Penalty Notices for Disorder. All prior to Index Offence. 5 Out of Work Benefits include people on Jobseeker's Allowance (JSA), Employment and Support Allowance (ESA), Incapacity Benefits (IB) and Income Support (IS) but it does not count people whose primary benefit is Carer's Allowance (CA).</p>			

All figures (except mean copas rate) are rounded to the nearest whole number, this may mean that percentages do not sum to 100%.

Standardised Difference Key

Green - the two groups were well matched on this variable (-5% to 5%)

Amber - the two groups were reasonably matched on this variable (6% to 10% or -6% to -10%)

Red - the two groups were poorly matched on this variable (greater than 10% or less than -10%)

We assess whether the treatment group and the matched control group are balanced and well matched through a comparison of the standardised differences generated for every variable included in the matching process. Table 1 shows that the two groups were well matched on all variables found to have associations with receiving treatment and/or re-offending. All of the standardised mean differences are highlighted green because they were between -5% and 5%, indicating close matches on these characteristics.

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