



This analysis looked at a total of 6,776 people who had short-term housing support from the Bail Accommodation and Support Service (BASS) between 2010 and 2014, to measure any impact on subsequent offending behaviour. This support was received during bail or whilst on Home Detention Curfew (HDC). The results show that those who had received housing support were more likely to re-offend *after* their sentence than those who had not, and that they committed more re-offences. The results also show that people who received housing support while on HDC re-offended sooner than people who did not.

Note: the main aims of BASS are to prevent unnecessary loss of liberty, to deter recipients from offending during their period of housing support and to ensure that they attend court. People in the bail analyses received support **before** receiving a community or prison sentence, but their re-offending was measured for one year **after** sentencing or release and did not record offences committed before conviction and/or during bail. The 6,776 people who were eligible to be included in the bail and HDC analyses were from a group of 10,220 people submitted for analysis. The effects of the support may be different for those who were not analysed (e.g. those who were acquitted after bail).

BASS provides short-term housing support to people who are eligible for bail or HDC but who do not have suitable accommodation. The main analysis in this report measured proven re-offences in a one-year period for a 'treatment group' of 3,289 offenders who received housing support at some time between 2010 and 2014, while on bail, and later received a custodial or probationary sentence; and for a much larger 'comparison group' of offenders who did not receive the support. All the people in the main analysis received a custodial sentence, community order or suspended sentence order. Separate analyses were done for people who received a conditional discharge or fine after bail, and for people who were released from prison on HDC.

Overall measurements of the treatment and comparison groups

For any **100** typical people in the **treatment** group:

👤 **52** people committed a proven re-offence
↑ within a one-year period (a rate of 52%),
4 people more than in the comparison group

⚖️ **213** proven re-offences were committed by
↑ these 100 people during the year (a frequency of 2.1 offences per person), **21 offences more** than in the comparison group

📅 **115** days was the average time before a re-offender committed their first proven re-offence, **2 days later** than in the comparison group

For any **100** typical people in the **comparison** group:




48 people committed a proven re-offence
within a one-year period (a rate of 48%)

193 proven re-offences were committed by
these 100 people during the year (a frequency of 1.9 offences per person).

113 days was the average time before a re-offender committed their first proven re-offence

Overall estimates of the impact of BASS housing support during bail

For any **100** typical people who receive BASS housing support prior to a custodial or probationary sentence, compared with any **100** similar people who do not receive support:

-  The number of people who commit a proven re-offence during one year after release or sentencing could be **higher by between 2 and 6 people**. This is a **statistically significant result**.
-  The number of proven re-offences committed during the year could be **higher by between 8 and 33 offences**. This is a **statistically significant result**.
-  On average, the time before a re-offender committed their first proven re-offence could be **shorter by as many as 3 days, or longer by as many as 7 days**. More people would need to be analysed in order to determine the direction of this difference.

Please note totals may not appear to equal the sum of the component parts due to rounding.

These analyses do not take into account any changes following the start of the Offender Rehabilitation Act (2014).

What you can say about the one-year re-offending rate:

- ✓ "This analysis provides evidence that before the commencement of the Offender Rehabilitation Act (2014), for every 100 recipients, BASS housing support prior to a custodial or probationary sentence may increase the number of proven re-offenders during a one-year period by between 2 and 6 people."

What you cannot say about the one-year re-offending rate:

- ✗ "This analysis shows that receiving BASS housing support prior to a custodial or probationary sentence increases the number of re-offenders by 8%."

What you can say about the one-year re-offending frequency:

- ✓ "This analysis provides evidence that, for every 100 recipients, BASS housing support prior to a custodial or probationary sentence may increase the number of proven re-offences during a one-year period by between 8 and 33 offences."

What you cannot say about the one-year re-offending frequency:

- ✗ "This analysis shows that receiving BASS housing support prior to a custodial or probationary sentence increases the frequency of re-offending by 10%."

What you can say about the time to first re-offence:

- ✓ "This analysis provides evidence that, for recipients who re-offend during a one-year period, BASS housing support prior to a custodial or probationary sentence may shorten the average time to first proven re-offence by up to 3 days, or lengthen it by up to 7 days."

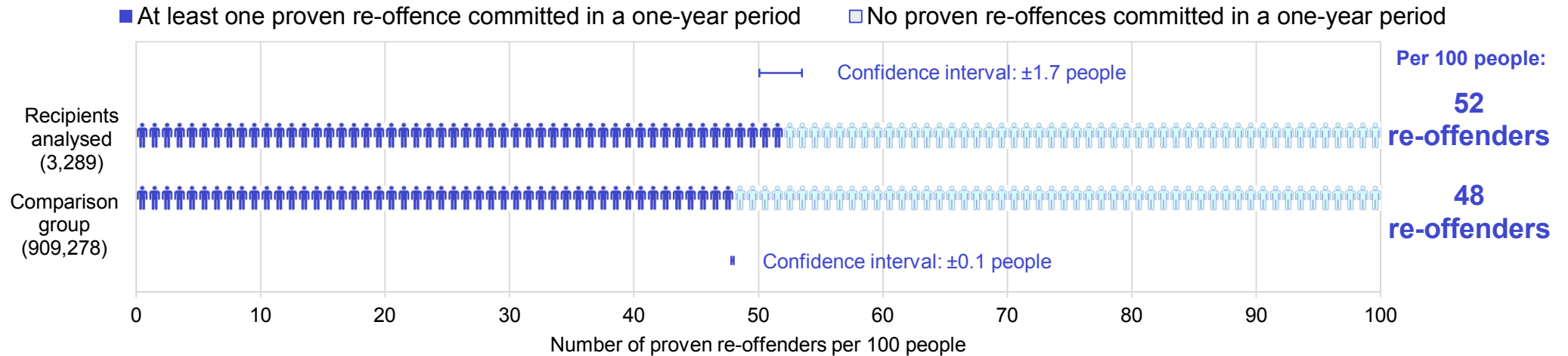
What you cannot say about the time to first re-offence:

- ✗ "This analysis shows that receiving BASS housing support prior to a custodial or probationary sentence increases/decreases/has no effect on the average time to first re-offence among its recipients."

Contents

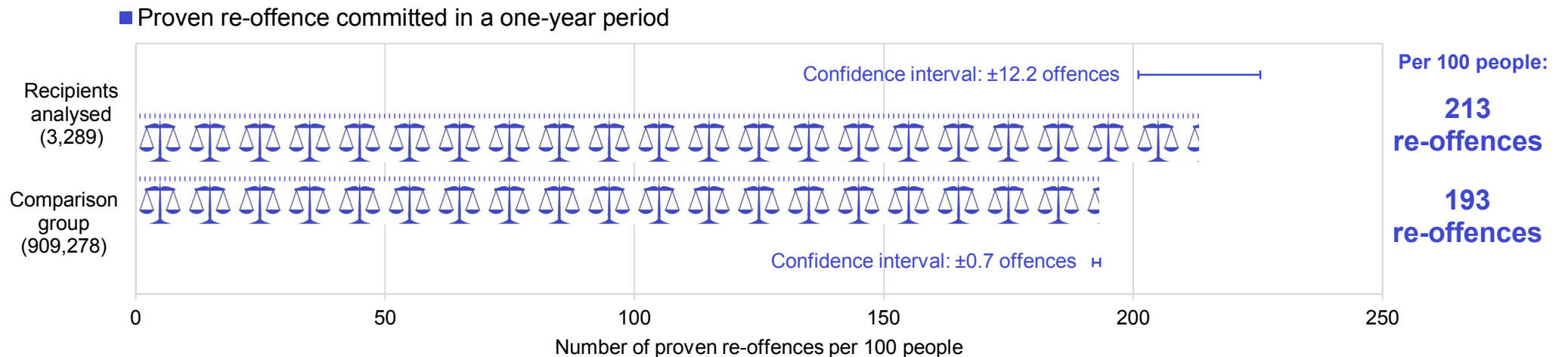
Key findings	1
Charts	4
The Bail Accommodation and Support Service: in their own words	6
BASS response to the Justice Data Lab analysis	7
The results in detail	8
Profile of the treatment group	15
Matching the treatment and comparison groups	16
Numbers of people in the treatment and comparison groups	17
Contacts	18

One-year proven re-offending rate after housing support from the Bail Accommodation and Support Service (followed by custodial sentence, community order or suspended sentence order)



Significant difference between groups

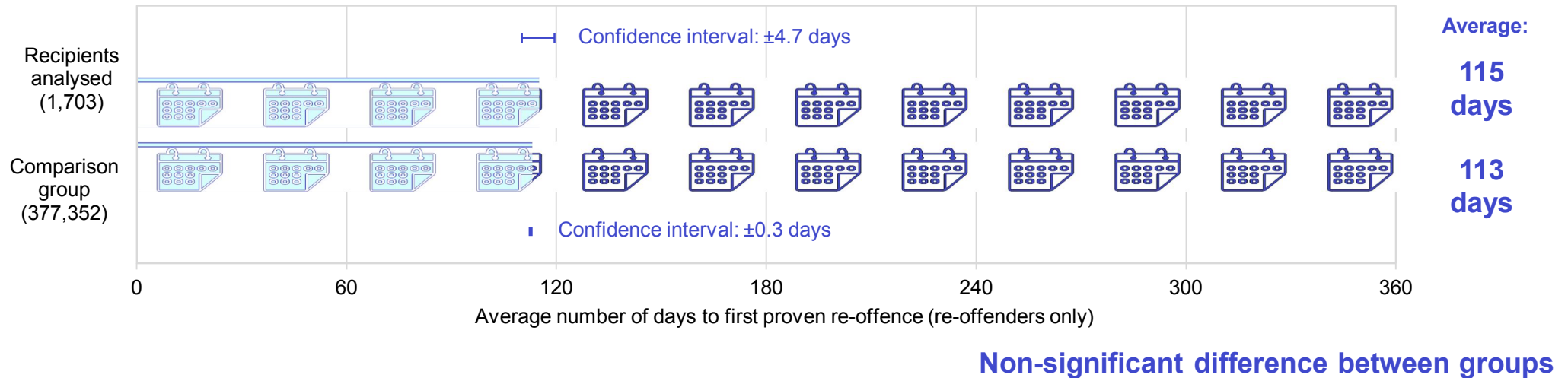
One-year proven re-offending frequency after housing support from the Bail Accommodation and Support Service (followed by custodial sentence, community order or suspended sentence order)



Significant difference between groups

Average time to first proven re-offence after housing support from the Bail Accommodation and Support Service (followed by custodial sentence, community order or suspended sentence order)

■ Time before first proven re-offence committed in a one-year period
 ■ Time after first proven re-offence committed in a one-year period



The Bail Accommodation and Support Service: in their own words

“ This description applies to BASS as it was in December 2014, before the commencement of the Offender Rehabilitation Act (2014).

BASS provides short-term accommodation with housing support in shared and self-contained houses and flats across England and Wales, and also a 'support only' service for users on bail or Home Detention Curfew who have their own suitable accommodation. The service is available to courts and prison governors for individuals who would otherwise be remanded or remain in prison and for whom BASS accommodation and/or support enables consideration of bail, HDC or Intensive Alternative to Custody (IAC). BASS takes referrals from the National Probation Service (formerly Probation Trusts until 1 June 2014), all prisons which hold remand prisoners and prisons which release people on HDC. There is close liaison with the Probation Service for service users with an Offender Manager.

Service users are adults who may be:

- Charged with an offence and remanded in custody;
- Currently serving a custodial sentence and eligible for HDC;
- Appearing in court from the community and likely to be remanded in custody; or
- Eligible for a community sentence under the legacy schemes which succeeded the IAC pilots.

For the accommodation support component of the service, every user is required to attend a support session with a BASS support officer at least once a week to help them with their identified support needs (including housing, finance, education, employment etc.) This typically takes the form of advice, assistance in dealing with authorities and signposting to community services. The goals are to:

- Meet conditions of their bail/HDC/IAC order or licence;
- Integrate or re-integrate into the community;
- Address the needs that drive offending behaviour; and
- Find suitable housing at the end of their period in BASS accommodation.

Defendants and offenders are ineligible for support from BASS if:

- They have been assessed as posing an unacceptable risk to the contractor, their property or staff, other residents of the property, themselves, neighbours or any other person;
- They have been assessed by the Offender Assessment System currently to pose a high or very high risk of harm;
- They have previously been cautioned for or convicted of, or are currently on police bail for, or charged with, a sexual offence;
- They will be unable to pay rent from their own means or through access to Housing Benefit; or
- They are in breach of immigration laws, other than through overstaying an approved period of leave to enter or remain in the UK. ”

HMPPS response to the Justice Data Lab analysis

“ Her Majesty's Prison and Probation Service (HMPPS) welcomes the findings contained within this report.

A lack of stable accommodation has been found to be linked to an increased risk of re-offending by former prisoners. Conversely, having access to suitable accommodation can help provide the stability necessary to enable individuals to address their offending behaviour, to access a range of other services such as a GP and community mental health services, and to gain employment – factors which may help reduce re-offending. The BASS service is targeted at low-to-medium-risk defendants and offenders, who can reside in a small house unit with a low level of supervision and with regular visits by a support officer.

At the time of this analysis the majority of this cohort of offenders were not in receipt of any statutory support. This group, as highlighted through the Government's response to the consultation paper 'Transforming Rehabilitation – a revolution in the way we manage offenders', had the highest re-offending rates. In response the Government introduced the Offender Rehabilitation Act (2014), which introduced a number of measures about the release (and supervision after release) of offenders, the period for extended sentence prisoners, and community orders. In addition, as part of the wider reforms to the support provided to this cohort of offenders, the Government introduced a 'through the prison gate' resettlement service, ensuring that most offenders receive continuous support by one provider from custody into the community.

This analysis also excluded some 3,323 people (33%) because they did not have a record in the re-offending database that corresponded to their period of support, or because they were on Intensive Alternative to Custody (IAC) or unknown and were excluded due to low numbers (2,546 on bail, including those who were acquitted at the end of their bail period; 669 on Home Detention Curfew [HDC]; 108 on IAC or unknown). This is a large amount of people to be excluded from the findings, to which we cannot assess if they would have impacted negatively, positively or not at all for this set of results.

The findings contained within this report demonstrate contextual justification for the introduction of the Transformation Rehabilitation reforms. ”

The results in detail

Four analyses were conducted in total: two with treatment groups who received housing support from BASS while on bail prior to conviction, and two with a treatment group who received this support while on HDC after release from prison. All analyses controlled for the following offender characteristics recorded around the time of conviction: demographics, criminal history, accommodation status, employment history, drug and alcohol use, attitudes towards offending and sentence type. They also controlled for level of monitoring before or after conviction.

Bail analyses

Some people in the comparison groups may not have been on bail before conviction.

- 1. Prison/probation analysis:** Treatment and comparison groups of people who were convicted and given a custodial sentence, community order or suspended sentence order.
- 2. Discharge/fine analysis:** Treatment and comparison groups of people who were convicted and given a conditional discharge or fine. People in this treatment group are not in the prison/probation analysis.

Home Detention Curfew analysis

- 3. HDC monitored analysis:** Treatment and comparison groups of people who received a custodial sentence. The comparison group contains only people who were also on HDC after release. People in this treatment group are not in the bail analyses. *HDC allows for the early release of suitable, low-risk offenders who are serving a sentence of 12 weeks to 4 years, subject to an electronically monitored curfew.*

An HDC sensitivity analysis was also conducted (see Excel annex document for results). The treatment group contains almost the same people as the main HDC treatment group, and the comparison group was matched with a similar level of monitoring where possible. This analysis has a larger comparison group than the main HDC analysis, but less stringent matching between the groups on level of monitoring (*some people in the sensitivity analysis comparison group may not have been on HDC*).

The headline results in this report refer to the bail prison/probation analysis.

The treatment and comparison group sizes for the re-offending rate and frequency measures are provided below (the measures of time to first re-offence, re-offence severity and custodial sentencing contain only those who re-offend):

Analysis	Control for level of monitoring	Treatment Group Size	Comparison Group Size
Bail – prison/probation	Where available	3,289	909,278
Bail – discharge/fine	Where available	676	848,449
HDC	Exact	2,789	28,141

In each analysis, the **three headline measures** of one-year re-offending were analysed, as well as five additional measures (see results in Tables 1-8):

1. **Re-offending rate**
2. **Re-offending frequency**
3. **Average time to first re-offence**
4. Rate of first re-offence in three tiers of severity
5. Frequency of re-offences in three tiers of severity
6. Severity of first re-offence compared to original offence
7. Rate of custodial sentencing for first re-offence
8. Frequency of custodial sentencing

Statistically significant results

Bail prison/probation analysis

For people who go on to receive a custodial sentence, community order or suspended sentence, the results provide significant evidence that:

- **More people who receive BASS housing support re-offend within a one-year period**, compared to those who do not receive it (Table 1)
- **Those who receive BASS housing support commit more re-offences during a one-year period**, compared to those who do not receive it (Table 2)

Bail discharge/fine analysis

For people who go on to receive a conditional discharge or fine, the results provide significant evidence that:

- **More people who receive BASS housing support re-offend within a one-year period** when compared to those who do not receive it (Table 1)
- **Those who receive BASS housing support commit more re-offences during a one-year period** when compared to those who do not receive it (Table 2)
- **Those who receive BASS housing support, and go on to re-offend during a one-year period, commit more tier 2 re-offences during the year** when compared to those who do not receive it (Table 5)
- **Those who receive BASS housing support, and go on to re-offend during a one-year period, are more likely to commit a first re-offence that is more serious than the original offence** when compared to those who do not receive it (Table 6)
- **Those who receive BASS housing support, and go on to re-offend during a one-year period, are more likely to be sentenced to custody for their first re-offence** when compared to those who do not receive it (Table 7)

- **Those who receive BASS housing support, and go on to re-offend during a one-year period, receive more custodial sentences** when compared to those who do not receive it (Table 8)

HDC analysis

For people who are released from prison on HDC, the results provide significant evidence that:

- **More people who receive BASS housing support re-offend within a one-year period** when compared to those who are on HDC but do not receive the support (Table 1)
- **Those who receive BASS housing support commit more re-offences during a one-year period** when compared to those who are on HDC but do not receive the support (Table 2)
- **Those who receive BASS housing support, and go on to re-offend during a one-year period, re-offend sooner** when compared to those who are on HDC but do not receive the support (Table 3)
- **Those who receive BASS housing support, and go on to re-offend during a one-year period, commit more tier 3 re-offences during the year** when compared to those who are on HDC but do not receive the support (Table 5)
- **Those who receive BASS housing support, and go on to re-offend during a one-year period, are sentenced to custody more often during the year** when compared to those who are on HDC but do not receive the support (Table 8)

Please note that figures in Tables 1-8 are rounded, so small differences between treatment and comparison group rates may not always be visible.

Tables 1-3 show the overall measures of re-offending. Rates are expressed as percentages and frequencies expressed per person. The average time to first re-offence includes re-offenders only.

Table 1: One-year proven re-offending rate for people who received housing support from BASS while on bail or HDC, compared with comparison groups

Analysis		Number in treatment group	Number in comparison group	One-year proven re-offending rate				
				Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Bail	prison/probation	3,289	909,278	51.8	47.9	+2 to +6	Yes	0.00
Bail	discharge/fine	676	848,449	60.2	51.9	+5 to +12	Yes	0.00
HDC	monitored	2,789	28,141	30.3	25.8	+3 to +6	Yes	0.00

Table 2: Number of proven re-offences committed in a one-year period by people who received housing support from BASS while on bail or HDC, compared with comparison groups

Analysis		Number in treatment group	Number in comparison group	One-year proven re-offending frequency (offences per person)				
				Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
Bail	prison/probation	3,289	909,278	2.1	1.9	+0.1 to +0.3	Yes	0.00
Bail	discharge/fine	676	848,449	2.6	2.2	+0.1 to +0.6	Yes	0.01
HDC	monitored	2,789	28,141	0.9	0.6	+0.2 to +0.4	Yes	0.00

Table 3: Average time to first proven re-offence in a one-year period for people who received housing support from BASS while on bail or HDC, compared with comparison groups (re-offenders only)

Analysis		Number in treatment group	Number in comparison group	Average time to first proven re-offence within a one-year period, for re-offenders only (days)				
				Treatment group time	Comparison group time	Estimated difference	Significant difference?	p-value
Bail	prison/probation	1,703	377,352	114.8	112.6	-3 to +7	No	0.37
Bail	discharge/fine	407	314,136	103.5	104.6	-10 to +8	No	0.81
HDC	monitored	846	4,691	155.2	171.5	-24 to -9	Yes	0.00

Tables 4-6 show measures of the severity of re-offending, for re-offenders only, with Table 6 comparing the severity of the first re-offence to that of the original (index) offence. Tier 1 offences are the most severe and tier 3 offences are the least severe. Some measures are not shown because the numbers of people are too low to make reliable estimates of impact, such as the rate of first re-offence in severity tier 1 for the bail discharge/fine analysis in Table 4.

Table 4: One-year proven re-offending rate by severity tier of first re-offence for people who received housing support from BASS while on bail or HDC, compared with comparison groups (re-offenders only)

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending rate by severity tier of first re-offence, for re-offenders only					
			Severity tier	Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Bail prison/probation	1,648	368,744	1	0.7	1.1	-0.8 to +0.1	No	0.10
			2	6.0	6.4	-1.5 to +0.8	No	0.51
			3	93.3	92.5	-0.5 to +1.9	No	0.24
Bail discharge/fine	395	306,353	2	7.6	5.3	-0.3 to +5.0	No	0.08
			3	91.1	93.8	-5.5 to +0.2	No	0.06
HDC monitored	834	4,634	2	11.4	12.6	-3.6 to +1.1	No	0.30
			3	87.9	85.9	-0.4 to +4.4	No	0.11

Table 5: Number of proven re-offences committed in a one-year period by people who received housing support from BASS while on bail or HDC by severity of re-offence, compared with comparison groups (re-offenders only)

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending frequency by severity tier, for re-offenders only (offences per person)					
			Severity tier	Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
Bail prison/probation	1,648	368,744	1	0.0	0.0	-0.0 to +0.0	No	0.91
			2	0.2	0.2	-0.0 to +0.0	No	0.27
			3	3.8	3.7	-0.1 to +0.3	No	0.36
Bail discharge/fine	395	306,353	1	0.0	0.0	-0.0 to +0.0	No	0.17
			2	0.3	0.2	+0.0 to +0.2	Yes	0.02
			3	4.0	3.9	-0.3 to +0.4	No	0.75
HDC monitored	834	4,634	2	0.2	0.2	-0.1 to +0.0	No	0.96
			3	2.7	2.2	+0.3 to +0.7	Yes	0.00

Table 6: One-year proven re-offending rate by severity tier of first re-offence relative to index offence for people who received housing support from BASS while on bail or HDC, compared with comparison groups (re-offenders only)

Analysis	Number in treatment group	Number in comparison group	One-year proven re-offending rate by severity tier of first re-offence relative to index offence, for re-offenders only					
			Relative severity	Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Bail prison/ probation	1,648	368,744	Less	13.8	13.3	-1.2 to +2.2	No	0.54
			Same	82.0	81.8	-1.7 to +2.0	No	0.86
			More	4.2	4.9	-1.7 to +0.3	No	0.16
Bail discharge / fine	395	306,353	Same	89.9	92.6	-5.7 to +0.3	No	0.08
			More	8.9	6.0	+0.0 to +5.6	Yes	0.05
HDC monitored	834	4,634	Less	33.9	37.1	-6.7 to +0.4	No	0.08
			Same	61.9	58.4	-0.1 to +7.1	No	0.06
			More	4.2	4.5	-1.8 to +1.2	No	0.67

Tables 7-8 show measures of rates and frequency of re-offences resulting in custodial sentencing.

Table 7: One-year rate of custodial sentencing for first proven re-offence for people who received housing support from BASS while on bail or HDC, compared with comparison groups (re-offenders only)

Analysis		Number in treatment group	Number in comparison group	One-year rate of custodial sentencing for first proven re-offence, for re-offenders only				
				Treatment group rate (%)	Comparison group rate (%)	Estimated difference (% points)	Significant difference?	p-value
Bail	prison/probation	1,648	368,744	42.1	40.8	-1.2 to +3.6	No	0.32
Bail	discharge/fine	395	306,353	33.7	25.9	+3.1 to +12.5	Yes	0.00
HDC	monitored	834	4,634	41.5	44.7	-6.8 to +0.4	No	0.09

Table 8: One-year frequency of custodial sentencing for people who received housing support from BASS while on bail or HDC, compared with comparison groups (re-offenders only)

Analysis		Number in treatment group	Number in comparison group	One-year frequency of custodial sentencing, for re-offenders only (sentences per person)				
				Treatment group frequency	Comparison group frequency	Estimated difference	Significant difference?	p-value
Bail	prison/probation	1,648	368,744	1.9	1.9	-0.1 to +0.2	No	0.66
Bail	discharge/fine	395	306,353	1.8	1.4	+0.2 to +0.7	Yes	0.00
HDC	monitored	834	4,634	1.5	1.2	+0.1 to +0.4	Yes	0.00

Profile of the treatment groups

BASS provides accommodation and support to those who would normally be living in the community on bail, HDC or IAC, but who may face a period of custody due to the lack of a suitable address. People on bail are those who have been charged and are awaiting trial, while those on HDC have been to prison and have been released early to live outside prison for the remainder of their sentence, under certain curfew rules and conditions. People on IAC were excluded from these analyses due to low numbers. Everyone in the treatment groups in these analyses received support at some time between 2010 and 2014.

The 3,289 people in the bail prison/probation treatment group (who received BASS support while on bail and subsequently received a custodial sentence, community order or suspended sentence order) were aged between 18 and 77 years old at the beginning of their one-year re-offending period, with an average age of 32 years. 91% were male, at least 89% were white, at least 6% were black and at least 4% were non-UK nationals. 34% received a custodial sentence after bail, 41% received a community order and 25% received a suspended sentence order.

The 676 people in the bail discharge/fine treatment group (who received BASS support while on bail and subsequently received a conditional discharge or fine) were aged between 18 and 83 at the beginning of their one-year re-offending period, with an average age of 32 years. 90% were male, at least 84% were white, at least 8% were black and at least 3% were non-UK nationals. 41% received a conditional discharge after bail, and 59% received a fine.

By comparison, 2,353 people who received BASS support while on bail but could not be included in the analyses (for whom sufficient information was available) were 90% male, at least 81% white, at least 11% black and at least 4% non-UK nationals. This includes some people who were acquitted after bail.

The 2,789 people in the HDC monitored treatment group (who received BASS support while on HDC after release from prison) were aged between 18 and 74 at the beginning of their one-year re-offending period, with an average age of 32 years. 86% were male, at least 80% were white, at least 14% were black and at least 4% were non-UK nationals. 16% had received a prison sentence of less than 1 year, and 83% had received a prison sentence of 1 to 4 years.

By comparison, 601 people who received BASS support while on HDC but could not be included in the analyses (for whom sufficient information was available) were 84% male, at least 77% white, at least 16% black and at least 2% non-UK nationals.

Information on individual risks and needs was available for 2,923 people in the bail prison/probation treatment group (89%), recorded near to the time of their original conviction. Among these people, it is estimated that 42% had no fixed abode (and 77% had either no fixed abode or problems with the permanence or suitability of their accommodation or locality), 64% had no form of employment, 61% used drugs weekly and/or had problems with current alcohol use, and 22% were very motivated to address their offending behaviour.

Matching the treatment and comparison groups

Each of the four analyses matched a comparison group to the relevant treatment group on a large number of characteristics covering demographics, criminal history, accommodation status, employment history, drug and alcohol use, attitudes towards offending, sentence type and level of monitoring before or after conviction. All characteristics were well matched across all analyses.

Some specific characteristics could not be matched because the relevant information was not available. The people in the treatment and comparison groups may have taken part in different interventions to address their needs. In the bail analyses, those in the comparison groups did not all have a period on bail. In the HDC sensitivity analysis, those in the comparison group did not all have the same level of monitoring as those in the treatment group.

Further details of group characteristics and matching quality, including risks and needs recorded by the Offender Assessment System (OASys), can be found in the Excel annex accompanying this report.

This report is also supplemented by a general annex, which answers frequently asked questions about Justice Data Lab analyses and explains the caveats associated with them.

Numbers of people in the treatment and comparison groups

11,480 records were submitted for analysis, corresponding to 10,220 people who received housing support from BASS (6,598 on bail; 3,512 on HDC; 110 on IAC or unknown).

10,220

99 people (1%) were excluded from the analyses because they could not be identified on the Police National Computer (69 on bail; 28 on HDC; 2 on IAC or unknown).

10,121

3,323 people (33%) were excluded because they did not have a record in the re-offending database that corresponded to their period of support, or because they were on IAC or unknown and were excluded due to low numbers (2,546 on bail, including those who were acquitted at the end of their bail period; 669 on HDC; 108 on IAC or unknown).

6,798

18 people (<1%) were excluded because they had been convicted of at least one proven sexual offence before starting their re-offending period (15 on bail; 3 on HDC).

6,780

4 (<1%) people were excluded because they were not similar enough to anyone in the comparison groups to be matched (3 on bail; 1 on HDC). A further 22 people (<1%) were not similar enough to anyone in the HDC comparison group to be matched.

3,289

**Bail prison/probation
treatment group**

(Comparison group:
909,278 records)

676

**Bail discharge/fine
treatment group**

(Comparison group:
848,449 records)

2,789

HDC treatment group

(Comparison group:
28,141 records)

Contact points

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statistics.enquiries@justice.gsi.gov.uk

General information about the official statistics system of the United Kingdom is available from

www.statisticsauthority.gov.uk/about-the-authority/uk-statistical-system

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