



## HOME SECRETARY'S FOREWORD

**W**e published “Joining Forces to Protect the Public” in August last year. This set out, among other things, our plans for developing the effectiveness of the joint work undertaken by the Prison Service and the probation services aimed at reducing re-offending and protecting the public. We called the package of improvements described, “the Zero Plus agenda”. This has now been amplified into a broader agenda which lies at the heart of our correctional policy. Part of the original agenda was our promise to develop a national correctional policy framework to set the direction for the work of the thousands of people presently engaged in working with offenders.

**T**his document for the first time sets out a common policy framework for the work of the two services. We have put the focus firmly on outcomes – reduced re-offending and improved public protection. Success will be measured in those terms. The achievement of this common aim – Home Office Aim 4 – must be a first consideration for everyone engaged in delivering correctional policy, and not an afterthought. The delivery of these outcomes is a joint enterprise involving a wide range of partners across the Criminal Justice System and in the independent sector beyond it. This framework is part of our effort to bind the key players to the common purpose of reducing re-offending and into a unified force capable of taking on the problems which have for years proved so intractable. Purpose is the motivating and unifying force for achievement. The framework provides that purpose, but is only a beginning. It will set the policy context for the work that we shall be taking forward together. It places a sizeable burden on the leaders in both services, but they have already taken forward a valuable range of new joint initiatives. Working together in common cause, the Prison and probation services have the necessary skills and enthusiasm required to make a major contribution to crime reduction. My expectations will remain therefore justifiably high.

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## CORRECTIONAL POLICY : OVERVIEW

### 1. Over-arching and unifying aims

The Government has established over-arching, unifying aims for the Criminal Justice System:

- ◆ **Aim A - to reduce crime and the fear of crime and their social and economic costs.**
- ◆ **Aim B - to dispense justice fairly and efficiently and to promote confidence in the rule of law.**

The Home Office contributes to these aims through four of its own seven<sup>1</sup> principal aims:

1. **Reduction in crime, particularly youth crime, and fear of crime; and the maintenance of public safety and good order.**
2. **Delivery of justice through effective and efficient investigation, prosecution, trial and sentencing, and through support for victims.**
3. **Prevention of terrorism, reduction in other organised and international crime and protection against threats to national security.**
4. **Effective execution of the sentences of the courts so as to reduce re-offending and protect the public.**

Each makes an important contribution to the achievement of the Home Office's stated purpose:

*To build a safe, just and tolerant society in which the rights and responsibilities of individuals, families and communities are properly balanced and the protection and the security of the public are maintained.*

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<sup>1</sup> The other three Home Office aims concern the modernisation of the constitution; regulation of entry and settlement in the United Kingdom; and reduction in the incidence of fire and related death, injury and damage.

## 2. Purpose

Effective execution of the sentences of the courts so as to reduce re-offending and protect the public

## 3. Why?

- ◆ Those who commit crime should be punished in ways which prevent re-offending.
- ◆ Ensuring that the court's decision is enforced provides the best chance of preventing re-offending and that respect for law is reinforced.
- ◆ The public is protected by knowing that the court's decisions are implemented, that their safety is paramount during the currency of the sentence, and that the time under sentence is used effectively to prevent re-offending.

## 4. How?

The sentence of the court is delivered by:

- ◆ Holding prisoners in custody for as long as the court decides.
- ◆ Satisfactory completion of community sentences and licences, and firm breach action in accordance with National Standards if not.
- ◆ Recall to prison if necessary.
- ◆ Accurate and consistent and continuing assessment of risk.

**5. Re-offending**

is prevented by:

- ◆ **Effective and co-ordinated sentence planning throughout the sentence.**
- ◆ **Development of relevant programmes drawn from evidence based success criteria and the “what works” agenda.**
- ◆ **Targeting programmes on those requiring them.**
- ◆ **Working in partnership to improve literacy, job skills, employment opportunities, family support and access to housing.**
- ◆ **Effective transition of offenders between agencies and to the community.**

**6. Public protection**

is delivered by:

- ◆ **Allocation to the most suitable setting within the order of the court.**
- ◆ **Effective enforcement of sentences.**
- ◆ **Effective supervision and risk assessment.**
- ◆ **Effective and prompt action taken on the basis of risk assessment as circumstances change.**
- ◆ **Constructive use of time in a safe and secure custodial setting.**

## 7. Contribution to the achievement of other Home Office Aims

HO Aim 1 seeks a reduction in the overall rate of crime. The prisons and probation crime reduction programme is designed to reduce re-offending. It is based on principles derived from the analysis of a large body of international data, which show that certain ways of working with offenders can bring about substantial reductions in re-offending. These are not theoretical reductions in crime. They are real gains, which already have an impact on the effectiveness of custodial penalties, and will soon impact similarly in respect of community penalties. Among mixed offender populations, well-run programmes can expect to achieve a reduction in recidivism of 10%-15% against an untreated comparison group. Improvements of up to 25% have been demonstrated where programmes are targeted at high-risk offenders. Since offenders under supervision and in prison tend to be repeat offenders reductions in their offending will have a more pronounced effect on the overall crime rate.

HO Aim 2 is about dispensing justice. Pre-conviction and pre-sentence work undertaken by the Prison and probation services enables the courts to make more informed decisions central to a fair trial process and effective sentencing decisions. For example, risk assessment in the context of bail information services, the secure but humane accommodation of remand prisoners and the provision of high quality and accurate pre-sentence reporting to the courts, all impact on Aim 2.

The principles and commitments expressed in this framework in respect of post-sentence work apply equally to all work undertaken by the Prison and probation services in support of delivering Aims 1 and 2.

## 8. Who?

The framework sets out what needs to be done to achieve the outcomes described in Aim 4; describes the joint nature of that enterprise; and the mechanisms for assessing progress.

Within the Home Office, the policy framework supporting the delivery of this Aim is the responsibility of the Director of Sentencing and Correctional Policy. Her role is to produce coherence across the entire range of work with offenders in England and Wales. Co-ordination of policy implementation involves key leaders from the Prison Service, the probation services, the Probation Unit and the Correctional Policy Unit meeting in the Joint Strategic Planning Forum.

But to make it work on the ground, Aim 4 requires the key stakeholders to work in close collaboration with each other and in wider partnerships with a range of organisations, services and agencies within and outside the Criminal Justice System. The commitment and contributions of these other partners is therefore crucial.

The policy framework focuses at present on the services provided by the **prison and probation services** which are designed to reduce re-offending and protect the public both in and beyond executing the fact of the sentence itself and compliance with it, but recognises the important contribution made by other organisations. Related services to the public and the courts are also provided by:

- ◆ **Police forces.**
- ◆ **The Youth Justice Board.**
- ◆ **Social Services.**
- ◆ **The National Health Service, where convicted offenders fall within their jurisdiction.**
- ◆ **Employment services.**
- ◆ **Housing associations and accommodation specialists.**
- ◆ **Their partner agencies in the private and voluntary sectors.**

### 9. What does this involve?

Correctional policy is a direct response to needs expressed publicly by the Government for improved integration of the work of the Prison and probation services, two organisations primarily involved in controlling and changing the offending behaviour of convicted offenders. This needs to be done in support of the published aims and objectives for the Criminal Justice System and the Home Office; and reinforces the need for effective links between them and other organisations within and outside the criminal justice system which deliver parallel or related services.

The Government has described five outcomes to which they expect correctional policy to contribute:

- Reduced re-offending**
- Improved public protection**
- “Seamless” execution of the sentences of the courts**
- Maximised public confidence in community punishments**
- Increased cost effectiveness of service delivery**

This all points the way to greater effectiveness in joint working between the Prison and probation services, and will support delivery of these outcomes because:

- ◆ **Prison sentences are served partly in the community under licence restrictions aimed at protecting the public and assisting reform and resettlement.**
- ◆ **The vast majority of offenders sentenced to custody will one day need to be reintegrated into society, many within a short space of time.**
- ◆ **Many offenders serving community sentences have experienced custody, and many in custody have served completed community sentences.**
- ◆ **The work of one service with offenders must therefore build on the work of the other, and vice versa.**

This all points the way to a need for the best possible arrangements for securing:

- ◆ **Shared aims and objectives.**
- ◆ **Co-ordinated planning.**
- ◆ **Common approaches to the management of offender programmes.**
- ◆ **Shared sentence planning.**
- ◆ **Common principles underpinning risk assessment, the accreditation of offender programmes and programme evaluation.**
- ◆ **A shared view of best practice.**
- ◆ **Harmonised training and staff development.**
- ◆ **Effective sharing of information and ideas that work to reduce re-offending and improve public protection.**

## 10. Sentencing Policy

At present, the courts have only limited scope to target sentences on what is needed to tackle offending behaviour. Sentences also cannot be modified as they progress to reflect how offenders are responding, and sanctions against breaches of non-custodial sentences are often ineffectual. We are developing proposals for a more flexible form of sentence. This will incorporate a mix of custodial and non-custodial regimes and programmes, with provision for any of those elements to be triggered by offenders' behaviour and by their needs in tackling the causes of their offending. Correctional and sentencing policies have also been integrated more closely within the Home Office so that the range and combinations of disposals available to sentencers is complemented by seamless operational practice undertaken by those charged with the effective execution of the courts' sentences. This common developmental approach is under the command of the new post of Director of Sentencing and Correctional Policy.

## 11. "What Works"

Correctional policy is driven by "What Works" principles. This means that offending behaviour programmes should involve planned interventions over a specified period of time which can be shown to change positively attitudes, beliefs, behaviour and social circumstances. Usually, they will be characterised by a sequence of activities designed to achieve clearly defined objectives based on a theoretical model or empirical evidence. There should also be a capacity to replicate the programme with different offenders to achieve the same results.

## 12. Offending Behaviour Programmes

These programmes, based on "What Works" principles, form an important element of the Crime Reduction Programme. As part of an evolving process, these programmes will involve ever greater numbers of offenders, and taken together will enable the Prison and probation services to tackle volume crime and serious, violent and sex crime in a more systematic way. They therefore provide a vital opportunity for the services and their partners to enhance their contribution to the achievement of HO Aim 1 through the better achievement of HO Aim 4. The programmes include among others:

- ◆ **General Offending Programmes** suitable for most adult males with varying levels of intensity relating to risk.
- ◆ **Violent Offender Programmes** including anger management.
- ◆ **Racially Motivated Offender Programmes.**
- ◆ **Domestic Violence Programmes** including perpetrator and victim support modules.
- ◆ **Motoring Offender Programmes** including drink/driving and TWOC.
- ◆ **Black and Asian Offender Programmes.**
- ◆ **Women Offender Programmes** including general offence focus and specifically, female violence.
- ◆ **Substance Misuse Programmes** focussed on links with offending behaviour rather than individual treatment.
- ◆ **Probation or Partnership Hostel Regimes.**
- ◆ **Sex Offender Programmes** suitable for medium/high risk adult paedophiles, rapists and other sex offenders; relapse prevention for prison Sex offender Treatment Programme graduates.

### 13. Community Service

The Crime Reduction Programme is also funding pathfinder projects on community service. These involve the delivery of community service in ways which research suggests are likely to reduce re-offending. The schemes will be monitored and evaluated for their impact on re-offending and also other factors that are likely to reduce the risk of further offending, such as increasing offenders' skills and ability to gain employment. Different methods of delivery will be evaluated, including:

- ◆ **Development and accreditation of offenders' skills;**
- ◆ **Encouraging socially responsible behaviour through staff acting as good role models and teachers;**
- ◆ **Reducing social exclusion through placements that deliver tangible benefits to the community; and**
- ◆ **Effective use of the community service element of combination orders to reinforce offenders' learning from other probation programmes.**

#### 14. Resettlement

Joint working between the Prison and probation services is at the heart of correctional policy, and the major focus for that is resettlement work, including sentence management. The range of initiatives developing joint work is set out at page 25 of the framework, but this work is also influenced by:

- ◆ the Social Exclusion Unit and “Rough Sleepers” initiative;
- ◆ addressing particular factors which evidence demonstrates can contribute significantly to reducing re-offending, for example, employment, accommodation and family links; and
- ◆ the developing place of these aspects within the services’ joint approach to correctional policy, including welfare to work.

## 15. Young Offenders

Correctional policy and the Prison and probation services support the Government's reforms designed to ensure early, effective intervention to tackle youth crime, and to make young offenders take responsibility for their actions.

The Crime and Disorder Act 1998 included:

- ◆ the final warning scheme to provide assessment and intervention to nip early offending in the bud;
- ◆ a Reparation Order to help young offenders understand the impact of their offending and make amends for this;
- ◆ the Action Plan Order to provide a new community sentence to tackle offending behaviour and its causes;
- ◆ local child curfews to ensure children under ten are not allowed to roam the streets unsupervised at night;
- ◆ new multi-agency Youth Offending Teams across England and Wales to plan and deliver demanding intervention and supervision programmes for young offenders;
- ◆ a new Youth Justice Board for England and Wales to oversee the operation of the youth justice system and work to improve standards; and
- ◆ a new custodial Detention and Training Order.

The Youth Justice and Criminal Evidence Act provides for a new approach to dealing with young offenders by referral of first-time offenders who plead guilty to a youth offending panel who will agree a contract with the young person targeting offending and the causes of offending. The Government is determined that custodial and community punishments should involve programmes that tackle offending behaviour and equip offenders to make a positive contribution to society after their release. The Youth Justice Board is administering a development fund of £85 million over three years from April 1999 to strengthen the local infrastructure of services and programmes available to support work with young offenders and those at risk of offending.

## 16. Women Offenders

Correctional policy and the Prison and probation services recognise the importance of research to identify the different risks and needs of women who offend and to provide programmes that are relevant and address those factors which cause their offending.

The Prison Service's Women's Policy Group aims to ensure that policies reflect the different needs of women and young female offenders and develop regimes which are aimed at reducing offending and the factors which contribute to it. To ensure improved integration, the head of the Prison Service's Women's Policy Group, who also has extensive experience of probation management and operations, is leading on the achievement of Aim 4 generally in this specialised area of work.

Correctional policy and the Prison and probation services support other Government reforms, such as policies on the Family and Sure Start Programme which are particularly relevant to women offenders.

## 17. Short-term prisoners

Virtually no short term prisoners benefit from effective practice designed to address offending behaviour. This is an important omission in the current sentencing and correctional legislative framework which the Government intends to remedy.

Funds have therefore been made available to run a number of pilots projects which would seek to evaluate methods of resettling prisoners who have been sentenced to under 12 months imprisonment and who would not normally be subject to probation service supervision. Eligible prisoners will be selected by the Prison Service. A range of interventions will be tried with a view to demonstrating what constitutes best practice. Some projects involve probation service staff working in partnership with the voluntary sector, and some involve the voluntary sector alone.

In the voluntary sector projects, work with the offender on release focuses primarily on practical problems, for example, accommodation, employment, substance abuse and life and social skills. In the projects involving probation services, while such assistance will continue to be provided, work on tackling offending behaviour is also included.

## 18. Drug-related Crime

Correctional policy supports the Government's ten-year strategy for tackling drug misuse, which was launched on 27 April 1998<sup>2</sup>. The piloting of Drug Treatment and Testing Orders began in three areas – Liverpool, Gloucestershire and Croydon – on 1 October 1998. National roll out is expected to begin in autumn 2000.

The Prison Service's Drug Strategy published in May 1998 flows from the National Strategy. With an additional £76 million over the next three years from the Comprehensive Spending Review the Prison Service will:

- ◆ **Improve the quality and availability of drugs programmes;**
- ◆ **Increase the availability of voluntary testing spaces;**
- ◆ **Improve the identification, assessment and basic advice and support provided to drug misusing prisoners;**
- ◆ **Improve the pre and post-release advice and support provided to prisoners; and**
- ◆ **Reduce the illegal supply of drugs into prisons.**

Probation services make a major contribution to the work of Drug Action Teams in which they participate, particularly the development of sustained and collaborative treatment for those committing drug-related crime. [ Similarly, the Prison Service are establishing stronger local links through Area Drugs Co-ordinators.]

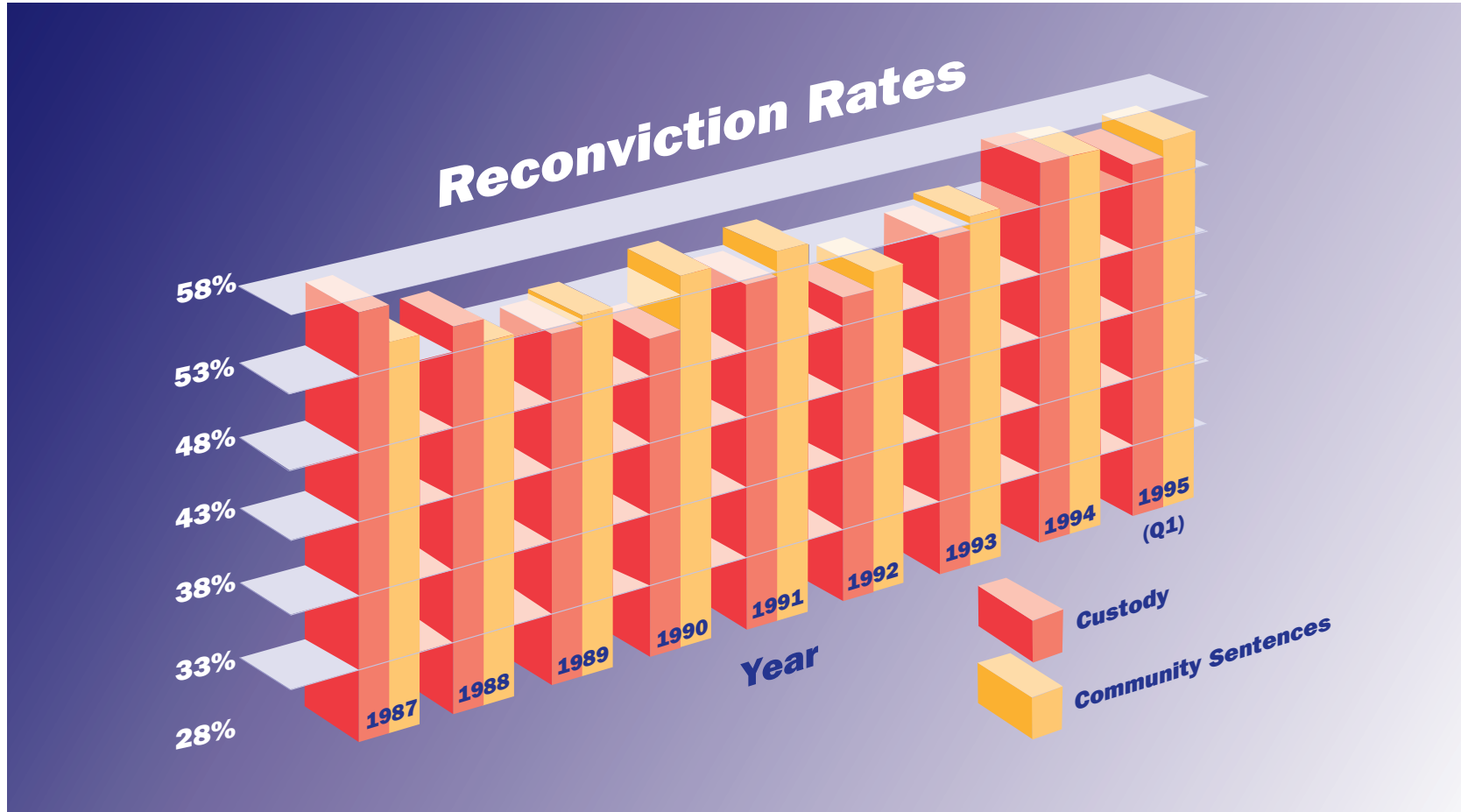
In addition, police forces are being encouraged to set up arrest referral schemes throughout the country. These schemes aim to ensure that offenders who are dependent on drugs, who are often prolific criminals, are put in touch with treatment agencies that help them to defeat their drugs problems. Evaluation of these schemes shows that they can be extremely effective in reducing re-offending.

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<sup>2</sup> Tackling Drugs to Build a Better Britain.

**19. Performance**

The key measure for the delivery of the outcomes required under Aim 4 will be national reconviction rates.



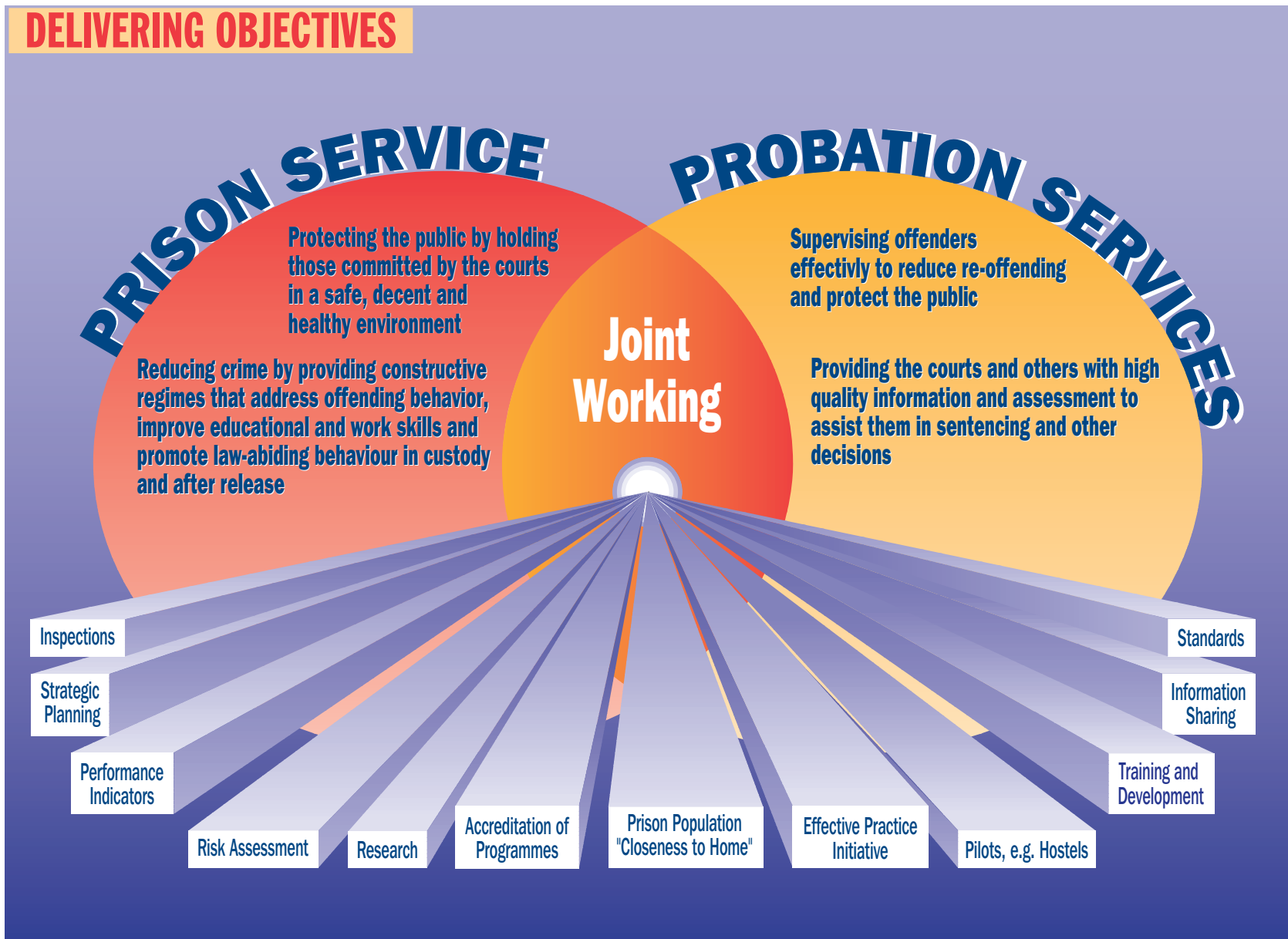
It is a primary responsibility of every individual working in the two services to achieve a reduction in these rates. Other key performance indicators, which are related to the achievement of Aim 4, are described later in this framework.

## 20. Commitment

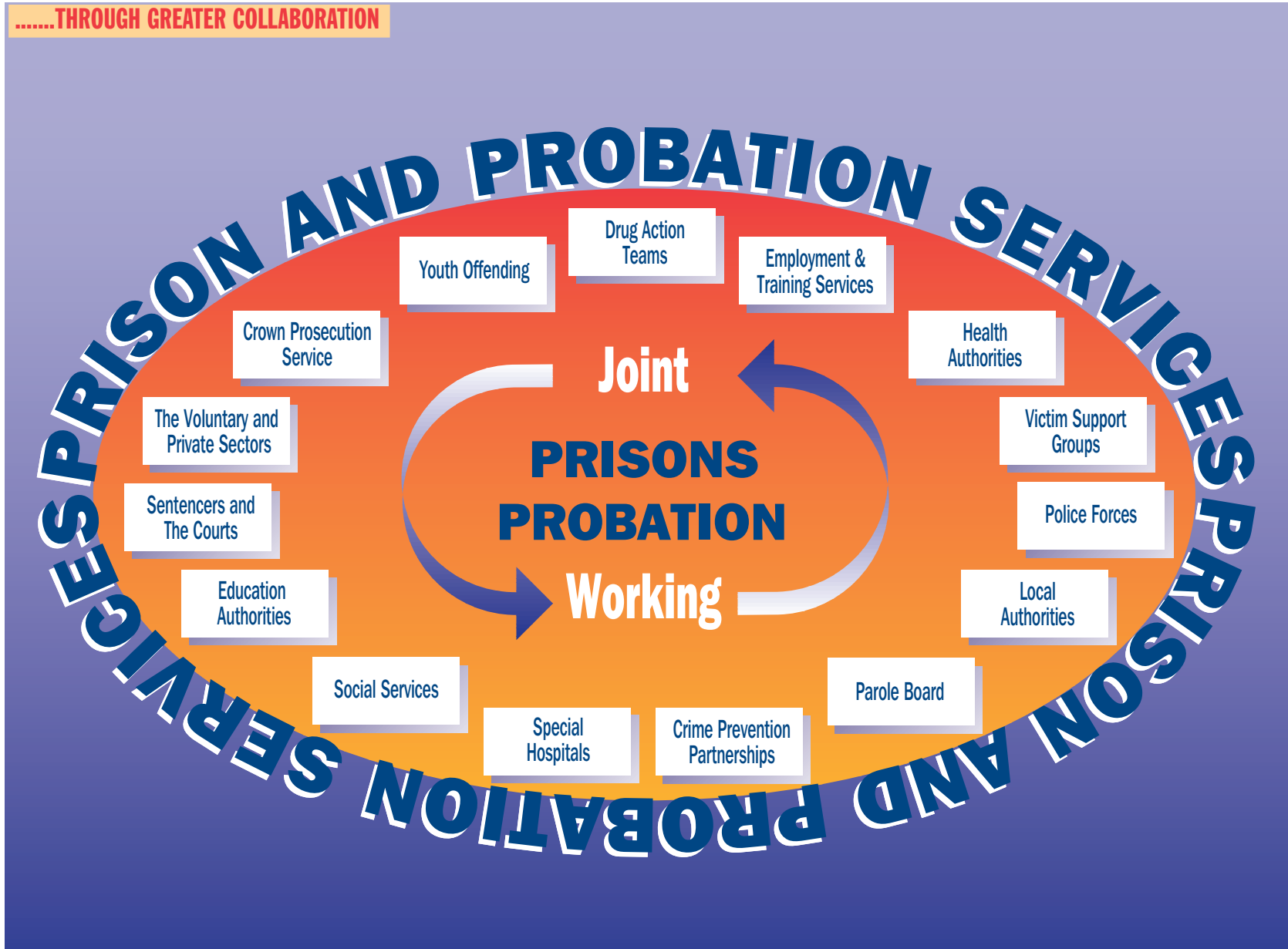
In delivering this policy framework, the Prison Service and the probation services are committed to:

- ◆ effective partnership between themselves and other agencies that deliver work on their behalf, recognising the importance of work undertaken independently by the voluntary sector in securing necessary outcomes;
- ◆ continuing and developing the joint plan of work, the Joint Strategic Planning Forum, the Prisons Board / ACOP Group and the “What Works” Steering Group;
- ◆ improved alignment of managerial and geographical structures to help facilitate common outcomes, also recognising the importance of Government regions;
- ◆ effective liaison with the other agencies responsible for delivering correctional services to offenders within their jurisdiction;
- ◆ joint training;
- ◆ secondment of staff;
- ◆ joint accreditation of offender programmes;
- ◆ accurate and effective risk assessment;
- ◆ equal opportunities and fighting racism;
- ◆ joint strategy on research, measures of performance, and open and effective exchange of information;
- ◆ supporting the Government in its commitment to European and international strategies aimed at reducing crime;
- ◆ valuing each other’s distinctive competences but recognising the value of joint work and the need for cost-effectiveness;
- ◆ developing and keeping under review innovative processes for managing and funding joint work; and
- ◆ recognising these commitments in areas of work the policy framework does not directly cover, for example, regimes for remand prisoners, and pre-sentence reporting.

**DELIVERING OBJECTIVES**



.....THROUGH GREATER COLLABORATION



## ..... FIGHTING RACISM

### 21.

The findings of and issues set out in the Macpherson Inquiry are important to everyone involved in delivering correctional policy in the Criminal Justice System. The Inquiry provided a new definition of institutional racism:

*“Institutional racism consists of the collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amounts to discrimination through unwitting prejudice, ignorance and thoughtlessness and racist stereotyping which disadvantages minority ethnic people.”*

### 22.

In delivering the objectives set out in this framework, reinforcing values of respect, fairness and service is a professional challenge for every public service; every manager; and every member of staff in the Prison and probation services. The necessary work cannot be done with any credibility if we fall short of the standard in the way in which we treat each other, develop policy and deliver services.

### 23.

The Prison and probation services have a key role to play in working towards a safe, just and tolerant society. Their work provides vital opportunities to challenge, confront and change the offending behaviour of racially motivated criminals.

### 24.

In addition, services will be required to address their own staff profiles. Targets will be set in the Prison and probation services to ensure that:

- ◆ ethnic minority representation nationally will be at least 6%, with higher and lower percentages locally in keeping with the make up of the local working population;
- ◆ retention rates match white staff, in terms of numbers and length of time served by individuals; and
- ◆ promotion arrangements produce a grade profile for ethnic minority staff matching that of white staff.

**25.**

Five main strategies have also been launched under the Prison Service's Race Relations Initiative (RESPOND). They are:

- ◆ to confront racial harassment and discrimination;
- ◆ to ensure fairness in recruitment, appraisal, promotion and selection;
- ◆ to develop and support ethnic minority staff;
- ◆ to ensure equal opportunities for ethnic minority prisoners; and
- ◆ to recruit ethnic minority staff.

**26.**

RESPOND will help the Prison Service become more representative of the community and deliver a better service by:

- ◆ ensuring equality of opportunity and just treatment for staff and prisoners of all ethnic groups; and
- ◆ elimination of all forms of discrimination within the Service.

**27. How will quality and performance be managed?**

The performance and quality of work done to deliver the required outcomes of correctional policy will be monitored and reviewed in support of a constant commitment to improved effectiveness. This will be given effect through a quality and performance framework including:

- ◆ **published plans;**
- ◆ **reports on performance;**
- ◆ **key Performance Indicators and other performance related management information;**
- ◆ **national Standards, including in areas of joint working;**
- ◆ **inspection and published inspection reports;**
- ◆ **fair and accessible complaints procedure;**
- ◆ **internal quality controls; and**
- ◆ **monitoring for the purposes of Section 95 of the Criminal Justice Act 1991.**

The performance measures relating to the objectives set out in this framework are:

**To protect the public by holding those committed by the courts in a safe, decent and healthy environment**

#### **Performance measures**

- ◆ **Category A escapes.**
- ◆ **Escapes from prison and escorts undertaken by Prison Service staff.**
- ◆ **Escapes from contracted out escorts.**
- ◆ **Assaults.**
- ◆ **Rate of positive results from random drug tests.**
- ◆ **Number of prisoners sharing accommodation designed for single occupancy.**

#### **Possible additional measure from 2000-2001**

- ◆ **New measure on health/decency.**

To reduce crime by providing constructive regimes which address offending behaviour, improve educational and work skills and promote law-abiding behaviour in custody and after release

**Performance measures 1999/2000**

- ◆ Number of hours prisoners spend on average per week engaged in purposeful activity.
- ◆ Completions of offending behaviour programmes accredited as being effective in reducing re-offending.
- ◆ Completions of sex offender treatment programmes.

**Additional from 2000/2001**

- ◆ Reconviction rates.
- ◆ Proportion of prisoners discharged from their sentence who are at level 1 or below for literacy and numeracy skills.

To supervise offenders effectively in the community to reduce re-offending and protect the public

#### Performance measures

- ◆ Actual two-year reconviction rates for:
  - ◆ Probation Orders;
  - ◆ Community Service Orders;
  - ◆ Combination Orders;against statistical prediction;
- ◆ proportion of supervision cases where first contact with offenders is within National Standards time limits;
- ◆ proportion of cases in which appropriate breach action is taken on or before third failure;
- ◆ unit costs of licences: ACR, Young Offenders, and DCR and life licence; and
- ◆ proportion of bedspaces in approved hostels which are occupied.

To provide the courts and others with high quality information and assessment to assist them in sentencing and other decisions

#### Performance measures

- ◆ Proportion of pre-sentence reports completed in the timescale set down by the commissioning court.
- ◆ Proportion of magistrates satisfied with
  - ◆ the work of the service overall; and
  - ◆ the overall usefulness of pre-sentence reports.

**..... AND DEVELOPING JOINT WORKING**

## ..... providing a context

This framework sets the context for work flowing from the following related documents:

- ◆ THE CRIMINAL JUSTICE SYSTEM STRATEGIC PLAN 1999-2002 AND BUSINESS PLAN 1999-2000 published MARCH 1999
- ◆ HOME OFFICE – AIM 4 BUSINESS PLAN 1999-2002 published APRIL 1999
- ◆ THE HOME SECRETARY’S PRIORITIES AND ACTION PLANS FOR THE PROBATION SERVICE 1999-2000 published NOVEMBER 1999
- ◆ THE PRISON SERVICE CORPORATE PLAN 1999-2002 AND BUSINESS PLAN 1999-2000 published MARCH 1999
- ◆ LOCAL PRISON PLANS
- ◆ LOCAL PROBATION AREA PLANS
- ◆ THE PRISON SERVICE PERFORMANCE STANDARDS PROGRAMME published MARCH 1999
- ◆ NATIONAL STANDARDS FOR THE SUPERVISION OF OFFENDERS IN THE COMMUNITY 1995 (under revision) published MARCH 1995
- ◆ THE HOME OFFICE EXPENDITURE PLANS 1999-2000 to 2001-2002 for the HOME OFFICE AND THE CHARITY COMMISSION (CHAPTER SIX – AIM 4) published MARCH 1999
- ◆ STATISTICS ON RACE AND THE CRIMINAL JUSTICE SYSTEM 1998: A HOME OFFICE PUBLICATION UNDER SECTION 95 OF THE CRIMINAL JUSTICE ACT 1991
- ◆ STRATEGIES FOR EFFECTIVE OFFENDER SUPERVISION : REPORT OF THE HMIP WHAT WORKS PROJECT published 1998
- ◆ EVIDENCE BASED PRACTICE : A GUIDE TO EFFECTIVE PRACTICE published 1998
- ◆ SAFETY IN NUMBERS: PROMOTING COMMUNITY SAFETY (AUDIT COMMISSION) published FEBRUARY 1999

